ABOUT THIS DOCUMENT

1. Intended Audience of this Document

   1. Supervisors, planners and implementers of land use planning and land allocation programs.
   2. Heads of Provincial Forestry and Agricultural Sections
   3. Heads of District Agriculture and Forestry Offices
   4. District Agriculture and Forestry Extension Officers.

2. Explanation of "Component"

   The "the land use planning and land allocation component" is one part of the participatory village development and sustainable land use system. This component document contains information on recommended processes, procedures and methods for participatory land use planning and land allocation at village level.

3. Purpose of this Document

   - To explain the land use planning and land allocation procedures and methods practised in target areas of the LSFP.
   - To make information available for personnel involved in land use planning and land allocation work.

4. Information provided in this Document

   - The objectives of land use planning and land allocation method development activity.
End-users and beneficiaries of the procedures and methods.
- Detailed description of the key steps and tasks in land use planning and land allocation.
- Explanation of recommended changes in land use planning and land allocation procedures arising from method development work.
- Discussion on the gender responsiveness of land use planning and land allocation procedures and methods.
- Monitoring and evaluation methods for land use planning and land allocation activities
- Experiences, lessons learned and recommendations from land use planning and land allocation method development activities.
- Additional supporting documentation regarding land use planning and land allocation.

GLOSSARY OF TERMS AND ACRONYMS

DAFO     District Agriculture and Forestry Office
DMS      District Management System
DOF      Department of Forestry
DOL      Department of Lands
FIPC     Forest Inventory and Planning Centre
GOL      Government of Laos
LSFP     Lao-Swedish Forestry Program
LUC      Land Use Contract
LUP      Land Use Planning
LUP/LA   Land Use planning and Land Allocation
MAF      Ministry of Agriculture and Forestry
MCP      Model Consolidation Program
NAFRI    National Agricultural and Forestry Research Institute
NBCA     National Bio-diversity Conservation Areas
NSCSP    National Shifting Cultivation Stabilisation Program
NTFP     Non-timber Forest Product
PAFO     Provincial Agriculture and Forestry Office
PLUC     Permanent Land Use Certificate
PVD&SLUS Village Development and Sustainable Land Use System
RTC      Regional Training Centre
S&L      Savings and Credit/Loan (Groups)
TLUC     Temporary Land Use Certificate
VRF      Village Revolving Fund

TABLE OF CONTENTS
1. INTRODUCTION

The Land Use Planning and Land Allocation (LUP/LA) component is one of four in the participatory village development and sustainable land use (PVD&SLU) system. The general description document of the PVD&SLU system should be read in conjunction with this document as it explains how the land use planning and land allocation component links with and complements the other three components; "Extension", "Sloping Land Research" and "Joint Forest Management".

2. OBJECTIVES OF THE LUP/LA COMPONENT
To develop, test and provide procedures, methods and tools for conducting participatory land use planning and land allocation at village level.

3. END USERS AND TARGET BENEFICIARIES

3.1 End Users

- The Central Land Management and Forest Allocation Committee
- The National Shifting Cultivation Stabilisation Program (NSCSP) uses the LUP/LA tools when providing training and support for provincial and district staff.
- The Land Titling Project and the Department of Lands in the Ministry of Finance have an interest in the procedures because land allocation certificate issue is part of the process of moving towards land titling in the future.
- Provincial Land Management and Forest Land Allocation Committees, while not implementing LUP/LA, need to understand the procedures and methods.
- Provincial Agriculture and Forestry Office staff need to understand and have practical experience with the procedures and methods to support district staff.
- The Department of Lands at provincial and district levels
- District staff of relevant agencies with responsibility for implementing LUP/LA activity at village level.
- Village LUP/LA Committees and Village Organisations use the procedures and methods when they participate in LUP/LA.
- Regional Training Centre staff need to understand and have practical experience with the procedures and methods to provide specialist training for field staff.
- Projects or donors that are supporting LUP/LA programs in Provinces and Districts.

3.2 Beneficiaries

The main beneficiaries are village communities, village groups, village families and individuals (men and women).

4. DETAILED DESCRIPTION OF LUP/LA TOOLS

This document describes nine stages in the LUP/LA process. In the past the adopted procedure comprised eight stages. In the new set of procedures one stage, (Extension), has been transferred and incorporated in extension procedures and two new stages, (LUP Information Storage and Land Allocation Record Books), have been included.

The reasons for these changes are explained below.

4.1 Proposal for Changes in the LUP/LA Procedures

The following procedures have been used to date.

Table 1: The Current Procedures for LUP and LA

<table>
<thead>
<tr>
<th>Stage</th>
<th>Details</th>
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<tbody>
<tr>
<td>1</td>
<td>LUP and LA Preparation</td>
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<tr>
<td>2</td>
<td>Village Boundary Delineation and Land Use Zoning</td>
</tr>
<tr>
<td>3</td>
<td>Data Collection and Analysis</td>
</tr>
<tr>
<td>4</td>
<td>Forest and Land Allocation Decisions</td>
</tr>
<tr>
<td>5</td>
<td>Field Measurement of Agricultural Land</td>
</tr>
<tr>
<td>6</td>
<td>Forestry-land Agreements and Transfer of Rights to Villagers</td>
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</tbody>
</table>
4.1.1 Deficiencies in the Current Procedures

Method development work in the past four years has identified a number of weaknesses and deficiencies in the current eight-step procedure. These are as follows:

- There is no provision or activity to prepare Village Land Use Plans
- ‘Extension’ is subsumed in the LUP/LA procedures whereas it is a process in itself
- No proper procedure has been adopted for ‘Land Use Planning and Land Allocation Information Storage’
- No proper procedure has been adopted for ‘Agricultural Land Allocation Record Keeping’

4.1.2 LSFP Initiatives to Improve Procedures

During the last two years the LUP sub-program has been undertaking initiatives to address these deficiencies and improve the procedures of LUP/LA. The four main initiatives concern:

- Securing and storage of LUP/LA information at district level: "Information Storage"
- Establishing a system for registering or recording information about agricultural land allocated to families: "Land Allocation Record Books"
- Investigating and demonstrating land use options in sloping land areas of northern Provinces: "Land Use Planning"
- Investigating and documenting monitoring and evaluation procedures and methods for LUP/LA: "LUP/LA Monitoring and Evaluation"

Detailed explanations of these initiatives has been documented separately. Sufficient work has been done to justify recommendations to change the LUP/LA procedures and methods.

4.1.3 Justification for Changes in LUP/LA Procedures

The following summary provides justification for the proposed changes.

<table>
<thead>
<tr>
<th>Procedure</th>
<th>Explanation</th>
<th>Recommended Action</th>
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| "Extension"              | "Extension" has been a latter stage in the LUP/LA procedure. This was done in an attempt to create a linkage between LUP/LA and extension. At that time there were no systematic extension procedures and methods developed for use at district level. However extension procedures and methods have now been tested and documented. Further-more both Extension and LUP/LA are integral parts of a "village development system". It is therefore inappropriate that Extension be considered as part of a LUP/LA procedure. | • Remove ‘extension’ as a stage in the LUP/LA procedures  
• Adopt the extension procedures and methods as proposed by LSFP in the ‘Extension Component’ document.  
• Incorporate both LUP/LA and Extension procedures and methods in a Village Development Process (VDP) to improve LUP/LA and Extension linkages and effectiveness. |
| "LUP/LA Information Storage" | The present quality of storing LUP/LA information at DAFO/District levels is very low which will result in the loss of valuable data and documents. LUP information comprises: land use planning data; land allocation data; village agreements, village land use maps, and Temporary Land Use Certificates (TLUCs).  
Unless these data are stored properly so that they can be retrieved and accessed in future years, the LUP/LA program will suffer seriously. This information is needed to create | • Adopt the LSFP ‘LUP/LA information storage’ procedures and methods as a new stage in the LUP/LA process. |
4.1.4 Proposed New LUP/LA Procedures

The revised procedures would be as follows if such changes were adopted:

Table 2: Revised Procedures for LUP and LA

<table>
<thead>
<tr>
<th>Stage</th>
<th>Details</th>
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<tbody>
<tr>
<td>1</td>
<td>LUP and LA Preparation</td>
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<tr>
<td>2</td>
<td>Village Boundary Delineation and Land Use Zoning</td>
</tr>
<tr>
<td>3</td>
<td>Data Collection and Analysis</td>
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<tr>
<td>4</td>
<td>Village Land Use Plans (New)</td>
</tr>
<tr>
<td>5</td>
<td>Forest and Land Allocation Decisions</td>
</tr>
<tr>
<td>6</td>
<td>Field Measurement of Agricultural Land</td>
</tr>
<tr>
<td>7</td>
<td>Forestry-land Agreements and Transfer of Rights to Villagers</td>
</tr>
<tr>
<td>8</td>
<td>LUP and LA Information Storage (New)</td>
</tr>
<tr>
<td>9</td>
<td>Agricultural Land Allocation Records (New)</td>
</tr>
<tr>
<td>10</td>
<td>Monitoring and Evaluation</td>
</tr>
</tbody>
</table>

4.2 The Key Steps and Tasks in LUP and LA

Each of the ten (10) stages has a number of key steps. The steps are presented much in the order in which they are implemented, however in practice there are variations depending on the situations which are
encountered in each village.

Within each key step are a series of tasks or activities that are necessary for the successful accomplishment of LUP/LA in a village. These too, follow much the order in which they are undertaken however they are not fixed.

Further details of these tasks or activities are elaborated in LUP Technical Booklet No. 1 "The Processes and Procedures for Participatory Land Use Planning and Land Allocation - October 1997"

The stages of LUP/LA may be carried out in phases depending on village circumstances. In some cases it may be preferable to undertake LUP/LA over a period of months if staff resources are limited or if insufficient funds are available. In other cases the land use situation in a village may be quite complicated, making it preferable to do the LUP/LA during a number of separate visits to enable problems to be resolved progressively over one, two or three years.

<table>
<thead>
<tr>
<th>Stage</th>
<th>Key Steps</th>
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</thead>
</table>
| 1. PREPARATION FOR IMPLEMENTING LUP AND LA ACTIVITIES. | • Prepare implementation teams at district and provincial levels and conduct training for team members.  
• Prepare survey and mapping equipment and materials.  
• Arrange for neighbouring villages to attend the LUP/LA exercise in the target village.  
• Explain the implementation activities and methods of the LUP process to the Village Committee and Village Organisations.  
• Explain GOL policies, regulations and objectives to villagers. |
| a) Staff Preparation |  
| b) Villager Preparation |  
| 2 SURVEY AND MAPPING OF VILLAGE BOUNDARY AND FOREST AND AGRICULTURAL LAND USE ZONES | • Determine village boundaries and prepare boundary agreement.  
• Draw a Village Base Map  
• Survey village landmarks and topographic features to establish village reference points  
• Identify village forest and agricultural land use zones.  
• Draw the forest-land use zones on the Village Land Use Map |
| 3 DATA COLLECTION AND ANALYSIS | • Gather information on:  
  o village land tenure, land use and land claims  
  o socio-economic conditions  
  o villagers perceived problems and needs.  
  o population growth trends  
  o forest product use and management practices  
• Summarise and analyse the village information and determine agricultural land allocation criteria. |
| 4. VILLAGE LAND USE PLANS | • Staff and villager awareness and training on land use plans  
• Review existing village forest and agricultural land management agreements to assist land use planning  

Step 1 |  
| | • For Forest Zones:  
  o Utilise the forest use zones delineated and mapped in Stage 2 for defining village forest use plans.  
  o Prepare initial forest land use zone management agreements with villagers  
| | • For the Agricultural Zones:  
  o Define appropriate agricultural land use classes (lowland, sloping land, irrigated land, grazing land etc)  
  o Select suitable land use options based on land use classes & land slope  

Step 2 |  
| | • Prepare agricultural land use plans with families using land allocation, parcel measurement and land slope data |
combined with farmer land use preferences.

- Implement forest and agricultural land use plans
- Monitor results and prepare on-going land use plans.

<table>
<thead>
<tr>
<th>5. AGRICULTURAL LAND ALLOCATION DECISIONS</th>
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</thead>
</table>
| - Use the Land Use Zoning Map to agree on acceptable land allocation locations with villagers before allocating agricultural land.  
  - Conduct a village meeting to verify land ownership, review land claims and allocate land.  
  - Resolve inter-family land use conflicts where possible |

<table>
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<tr>
<th>6. FIELD MEASUREMENT OF AGRICULTURAL LAND</th>
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</table>
| - Conduct field measurement of agricultural fields and record information concerning land use and land slope (in uplands)  
  - Resolve remaining conflicts regarding agricultural land ownership  
  - Draw parcel maps for each parcel of land allocated. |

<table>
<thead>
<tr>
<th>7. PREPARATION OF AGRICULTURAL AND FORESTRY AGREEMENTS AND TRANSFER OF RIGHTS TO VILLAGERS</th>
</tr>
</thead>
</table>
| - Prepare TLUC Forms and Land Use Contracts (LUCs) for all parcels allocated to each family or individual.  
  - Confirm forest and agricultural land use zones with villagers using the completed 1:10,000 village map.  
  - Confirm the forest and land use plans with villagers  
  - Prepare a Village Forest and Agricultural Land Management Agreement based on the forest and land use zoning map and land use plans  
  - Summarise results with villagers. |

<table>
<thead>
<tr>
<th>8. LUP AND LA INFORMATION STORAGE</th>
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</table>
| - Prepare copies of each of the following:  
  - Village forest category maps, land use maps and sketch maps  
  - Inter-village Boundary and Management Area Agreements  
  - Village Forest and Agricultural Land Management Agreement  
  - Village land use planning data (socio-economic, land use, population, NTFPs etc)  
  - Village land allocation data (TLUCs and LUCs)  
  - Village LUP/LA reports  
  - Store all documents in hard-back clip folders at DAFO and the village  
  - Store maps in mapping cylinders or cabinets at DAFO and the village |

<table>
<thead>
<tr>
<th>9. AGRICULTURAL LAND ALLOCATION RECORD REGISTRATION</th>
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</table>
| - At the time land allocation is done in each village:  
  - Collect all TLUCs and label each TLUC with consecutive DAFO numbers.  
  - Cross-check the details of each TLUC document against each accompanying Land Parcel Map.  
  - Label each parcel on the Village Land Use Map with a unique number.  
  - Cross-check the details of each TLUC against the Village Land Use Map.  
  - Transfer the parcel numbers from the Land Use Map onto the TLUCs.  
  - Correct the errors found in the TLUC documents and the Village Land Use Map.  
  - Transfer data from the TLUCs to the Parcel Checklist. |
Note: Preparing agricultural land use plans and conducting demonstrations is a function which extension staff perform in co-operation with LUP staff. This activity or task is more relevant in sloping land areas (shifting cultivation) where land degradation is a threat and conservation farming practices need to be introduced to complement land allocation.

5. GENDER RESPONSIVENESS

Gender responsiveness is achieved when conducting activities at central, provincial, district and village level. These include:

5.1 Central Level

- The preparation of maps for LUP/LA field activity by both men and women at the Forest and Inventory Planning Centre (FIPC)
- The appointment of a staff member in the model development team to promote gender work.
- Providing opportunities for national, provincial and district staff of both sexes to attend overseas study tours and training courses.

5.2 Provincial Level and District Levels

- Providing opportunities for provincial and district office staff of both sexes to attend LUP/LA training courses and on-the-job training activities
- Involving gender focal persons at provincial and district levels in LUP/LA field activities in target method development villages

5.3 Village Level

- Appointing men and women to village LUP/LA committees.
- Gathering information for LUP/LA from both village men and women.
- Allocating agricultural land to female family heads.
- Involving both men and women in decision making meetings regarding land use zonings and the preparation of village land use agreements.
- Introducing family planning awareness activities to address land use demands and land use planning.
- Selecting respondents of both sexes when conducting monitoring and evaluation activities at village level.

6. MONITORING AND EVALUATION METHODS

Monitoring is a tool used to understand and assess the effectiveness and impact of the land use planning and
land allocation activity at district and village levels. The methods involve villagers (both men and women), village organisations and district staff in monitoring activity. Monitoring is based on the principle that those undertaking the monitoring, including villagers, will also be the end users of the results.

6.1 The purposes of LUP and LA monitoring

1. In Model Development
   - To help improve LUP/LA approaches, procedures and methods at village level (model improvements).
   - To help improve the work of monitoring itself.
   - To improve DAFOs work routines, eg., information storage and management.

2. In Model Application
   - To help evaluate and analyse the LUP/LA field work done by DAFO staff.
   - To help improve the LUP/LA field work done by DAFO staff.
   - To help improve forest and agricultural land use at village level.
   - To assist and improve LUP/LA decision making at the various levels.

6.2 The Aspects or Types of Monitoring:

6.2.1 Monitoring of LUP and LA Impacts

Villagers participate with LUP/LA staff to assess short term and long term social, economic and environmental impacts. There are two sub-types of impact monitoring:

- An assessment of LUP/LA activities on natural resources and the villagers themselves, ie., positive, negative or neutral impacts (“soft monitoring”)

This information can be used to further improve land management in the villages. It also involves assessing forest and agricultural land use problems and determining if villagers follow the Village Forest and Agricultural Land Management Agreement.

The indicators include: agricultural land use changes, soil conservation practices, land accessibility, success with dispute resolution, NTFP access and rice sufficiency.

- Inspection, checking and control monitoring. (“hard monitoring”)

The intention of this type of monitoring is to ensure that various rules or conditions that have been agreed upon, documented and signed are being followed. This type of monitoring reveals transgressions and violations of rules. Offenders are subject to penalties including warnings, fines and court actions if the offence is very serious. Inspection monitoring, if at all possible, should therefore be undertaken by members of the District Land Management and Forest Allocation Committees and not extension staff.

The indicators include: intrusions and violations in forest/agricultural areas, violations of land use certificates conditions, the implementation of the village agreement, forest management and use in the delineated forest and agricultural land use zones.

6.2.2 Monitoring of staff adoption of LUP and LA procedures

This type assesses to what extent extension personnel are adopting and using the methods and practices in the LUP/LA process, i.e., the uptake by staff of better LUP/LA practices. This is divided into:

- The adoption of field practices, e.g., village boundary delineation and mapping
- The adoption of office management routines, i.e., the storage of LUP/LA data and village land use maps

6.2.3 Monitoring of village committee capability in forest-land use management

This type of monitoring assesses the level of commitment and capability of the village LUP/LA committee to
handle the management of forest and agricultural land. It is important in strengthening the ability of committee members, helping to prevent inappropriate practices and to protect the promulgated village forest and agricultural land use agreement.

6.3 Monitoring procedures and methods

6.3.1 Methods

A choice of methods is made from a "basket" of different monitoring methods that have been field tested and applied. The methods are quite formal in some cases and informal in others. A common feature is that they are participatory, meaning that interactions between district staff and villagers occur with a view to engaging villagers and staff in a dialogue to identify problems or opportunities, on which improvement in future work can be based.

The following monitoring methods have been used:

1. Interviews with village committees using questionnaires
2. Interviews of individual farmers (men and/or women) using questionnaires
3. Gender dis-aggregated group discussions (men’s and women’s groups) using discussion topics
4. Field walks and observations with farmers
5. Interview with concerned district staff about adoption of methods, using questionnaires
6. Discussions with concerned district staff about their work
7. Checking LUP/LA information storage routines

6.3.2 Monitoring Steps and Procedures

A series of steps and procedures have been developed which are summarised in the following table.

Table 3: Land Use Planning and Land Allocation Monitoring Steps and Procedures

<table>
<thead>
<tr>
<th>Steps</th>
<th>Procedures and Methods</th>
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<tbody>
<tr>
<td>No.</td>
<td>Detail</td>
</tr>
<tr>
<td>1</td>
<td>Preparation; materials, data and staff</td>
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<td>2</td>
<td>Collect and Record Information</td>
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<tr>
<td>3</td>
<td>Analyse Information, Compile Results and Prepare Report</td>
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<tr>
<td></td>
<td>Initial problem solution.</td>
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</tbody>
</table>
6.4 Monitoring Outcomes

A number of other outcomes or benefits arise from method development and monitoring activity. These include staff competence development and co-operation with other units concerned with monitoring, i.e.,

- Increased awareness among land use planning and land allocation staff about the importance of participatory methods of monitoring.
- Improved staff capability in analysing and using information.
- Transfer of knowledge, skills and lessons learned to DAFO and PAFO staff on monitoring approaches, procedures and methods.
- Co-operation with the monitoring unit of the NSCSP in developing appropriate monitoring and evaluation procedures and methods.

7. EXPERIENCES, LESSONS LEARNED AND RECOMMENDATIONS

- Practical and field focused training methods were necessary to provide LUP/LA staff with knowledge and skills.

Provincial and district staff first received orientation or awareness raising training either at RTCs, Districts or in the target villages. The on-the-job training was focused on the procedures, methods and tasks of the LUP/LA process and theoretical training was limited. This training approach provided staff with better understanding and skills in the methods and tasks.

- The anomaly of having "Extension" as part of a LUP/LA procedure was corrected later in the program.

"Extension" was included as a latter stage in the LUP/LA procedure. This was done in an attempt to create a linkage between LUP/LA and extension at a time when there were no systematic extension procedures and methods developed for use at district level. This is no longer necessary now that satisfactory and adequate extension procedures and methods have been developed. Furthermore, as both Extension and LUP/LA are integral parts of a "village development system" it is inappropriate that Extension be incorporated in the LUP/LA procedure.
• **Land allocation criteria should not be standardised**

The practice of applying pre-determined agricultural land allocation criteria was common in the earlier periods of the land allocation program. District staff do not go through a process of analysing socio-economic and land use data to determine agricultural land allocation criteria. In shifting cultivation areas this has led to the allocation of 2, 3 or 4 plots of land per family which necessitates more frequent use of land parcels and faster land and soil degradation.

The procedure preferred by field staff is to allocate an amount of land based on present family labour availability. Another important factor that should also be considered is the quantity of land required to meet family rice requirements (or a significant % of family rice requirements). Land allocation criteria should be appropriate for the farming system of the particular village and land allocation should follow the criteria determined from an analysis of village data.

• **Land allocation on its own will not solve sloping land management problems**

Villagers report that land allocation provides security of land use and resolves agricultural land use conflicts between families. Monitoring activity has also revealed that the majority of sloping land farmers believe they will have to intensify land use on parcels available to them or acquire more parcels of land to maintain livelihoods. Where markets exist farmers are reacting by introducing cash crops such as pineapple, paper mulberry, bananas and annual cash crops. This agricultural intensification will necessitate the adoption of conservation farming practices and soil conservation measures in sloping land situations. If conservation farming practices and soil conservation measures are not adopted, degradation of farming land will continue and more land will have to be allocated.

In areas where land pressures are much less and market opportunities are very limited, the traditional rotation fallow system is a better option in maintaining land and soil quality. In these situations if land allocation is done, no fewer than 5 or 6 parcels of land should be allocated so the farmers can maintain a sustainable rotation. The introduction of improved fallow systems is worth considering until market opportunities improve.

• **Village relocation can intensify land use problems in sloping land areas**

Provincial and district staff need to assess carefully the impacts of relocating villages to roadside areas. The advantages of administrative accessibility need to be weighed against the effects of increased population and land pressure on the socio-economic well-being of both the families re-located and families who have to provide land for the settlers in the host village. In particular land use and land availability should be assessed in the proposed village of relocation prior to resettling more people in that village area.

An approach of gradual consolidation of village sites would cause less dislocation as a few families could be relocated year by year. In addition the retention within the old village management area of a specified agricultural zone and areas for forest product collection and livestock grazing would reduce the difficulties associated with village re-location.

• **The impact of population growth on land use**

Observations indicate that in very rare cases is the impact of increasing population being considered in LUP/LA activities. Land allocation has little chance of providing stable and sustainable land use if rapid population growth continues and dynamic land use changes result. The LSFP has introduced into LUP/LA a procedure for calculating approximate population growth over the next 10 years to help raise awareness among staff and villagers about the significance of population on land availability and land use. This approach should be adopted in the general LUP/LA program. The significance of population growth on future land pressure and land use should be a priority in future training courses and on-the-job exercises for both implementing staff and villagers.

Co-operation should be established with the Women’s Union and the Public Health Department to assist with family planning and birth spacing extension activities. This is an area in which those with gender responsibilities should be involved.

• **The implications of land tax on sustainable land use**

With the introduction of land allocation farmers are liable to land tax on upland and undeveloped paddy land. The interpretation of land tax liability by the Department of Lands (DoL) staff at district level varies considerably however the most common interpretation is that tax is levied each year on all upland parcels allocated.
Farmers are very cautious when requesting upland for allocation because they are concerned about the tax liability and often claim fewer plots than they would like to use. Two problems then occur:

- Farmers use plots that they have not been allocated and are subject to punishment of some type.
- DAFO staff act as enforcers of the rules for dealing with such cases which is an undesirable position for extension and development personnel to be placed in.

A review of the taxing system for agricultural land would be advantageous. This would require well-structured discussions between the Ministry of Agriculture and Forestry (MAF) and the Ministry of Finance (MOF). A desirable outcome would be that tax collection is facilitated and increased in the longer term but does not contribute to unsustainable allocation of land. This implies that tax relief should be considered as an incentive for farmers to invest in their land and make land use improvements as provided for in Decree No. 50/PM on Land Tax 1993. These types of incentives would assist farmers make the transition from shifting to stable land use.

- Establishing Land Allocation Record Systems at DAFO level

The Land Law provides for farmers issued with TLUCs to progress to PLUCs if the land allocated has been managed properly. The record keeping system for TLUCs at DAFO level is inadequate. Major problems are foreseen when PLUCs start to be issued because data will be confusing and difficult to access.

The establishment of a land register for TLUC’s at DAFOs is an urgent requirement to secure and store the land allocation data that will be used to issue PLUC’s. The procedures and methods for creating land registers currently being developed by the LSFP should be trialed and evaluated with the view to establishing a country-wide system.

- Procedures and Methods for LUP and LA in NBCAs

An option for LUP/LA in NBCAs is to conduct village boundary, forest-land use zoning and the preparation of village forest and agricultural land management agreements first and leave agricultural land allocation for a later date. This could be done in all villages in and around the NBCAs quite rapidly and would be more cost effective in the first instance. This approach establishes the “management framework” for the NBCA among all the villages involved, i.e., the framework is set for managing the NBCA as one unit.

It is therefore proposed that this approach or option be exercised in all villages in and around NBCA’s initially. When this work has been completed in each village, a second round of activity could be undertaken to identify and allocate agricultural land within the agricultural zone of each village.

- Forest and land use categories defined by village LUP and LA are being compromised by commercial timber harvesting operations

The GOL aims to involve the village communities in the management of forest-land within village boundaries. The LUP/LA program is working to achieve this policy through a procedure of village boundary demarcation, village forest-land use zoning and the promulgation of Village Forest and Agricultural Land Management Agreements for the zones defined and mapped.

Timber harvesting is undertaken within village management areas in which village forest categories and land use areas have been defined during LUP/LA. The forest utilisation objectives of the harvesters may be fundamentally different to those of the villagers. For example a Village Protection Forest or a Village Use Forest identified by villagers and district staff through LUP/LA may be part of a timber harvesting area. The management aims within the same forests are therefore incompatible and the forest-land use zoning activity of LUP/LA is being compromised.

At present there appears to be no conclusive management strategy to address this situation. A mechanism which recognises surveyed village boundaries, village forestland use zonings and village forest-land management agreements and provides for the management of sustainable timber harvesting operations within surveyed village boundaries is essential to preserve the validity of village level LUP/LA.

- Inadequate Assessment of LUP and LA Programs

The land allocation program is proceeding at an accelerated pace and is being expanded throughout the country. At present there is only limited assessment of the results or impacts of the program. The present focus
is on quantitative monitoring of achievements, ie, the number of villages in which LUP/LA has been completed, how many families have had land allocated, how much land has been allocated etc. The impact of the program on land use, forest protection (or encroachment), family livelihoods, and progress with the adoption of improved procedures and methods by district staff is receiving less attention.

The appropriateness of the monitoring and evaluation procedures and methods that the LSFP tested and documented over the last two years could be assessed by the GOL, and if acceptable, applied in the general program. The focus of the land allocation program could be reviewed with the aim of re-directing a proportion of the funds used on implementation to monitoring the results of past land allocation activity.

Training courses conducted by DOF and Projects for provincial and district staff should include sessions on monitoring and evaluation in addition to implementation procedures and methods so that staff incorporate monitoring activity in work plans.

- **Rapid Implementation of the steps in LUP and LA reduces quality of work**

There is a tendency to complete LUP/LA rather quickly in one field exercise extending from as little as 5 days to 14 days. The District staff attempt LUP/LA in a short period of time for a number of reasons including:

- Limited or unavailability of funds
- It is more convenient to allocate budget for the one "exercise" rather than a planning for a number of return visits
- A perception that LUP/LA is a "once-only exercise" rather than a "process" which may take months or years to complete
- Concern at District level that the senior levels will be critical if the work in a village is not "finished" during one exercise;
- Participatory procedures and methods are not used because they are more time-consuming
- Ambitious annual targets are set by the District Administration which necessitates staff spending a limited amount of time in each village.

These difficulties could be addressed in various ways including:

- Allocating funds per village based on the requirements and the size of the particular village.
- Conducting the village LUP/LA in stages depending on funds availability:

  Stage 1: Data collection and analysis, b) village boundary delineation, c) forest and agricultural land use zoning and d) the preparation of interim village agreements for the management of forest and agricultural land use zones.

  Stage 2: Detailed land use plans for the various forest and land use zones could be prepared based on a more thorough investigation.

  Stage 3: Agricultural land allocation could be made based on a clear understanding of the land use and land ownership patterns within the delineated agricultural zone.

8. ADDITIONAL SUPPORTING DOCUMENTATION

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