

The European Union's programme on Tropical Forests and other Forests in Developing Countries

Developing alternatives for illegal chainsaw milling through multi-stakeholder dialogue in Ghana and Guyana

Report on the Preparatory Meeting for the Multi-stakeholder Dialogue on Chainsaw Milling in Guyana

held at Cara Lodge, Quamina Street, Georgetown, November 19, 2009

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Multi-stakeholder dialogue in Ghana and Guyana**

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**Report on the Preparatory Meeting for the Multi-stakeholder Dialogue on
Chainsaw Milling in Guyana
held at Cara Lodge, Quamina Street, Georgetown, November 19, 2009**

Margo Boyce and Rohini Kerrett
Forestry Trainings Centre Inc.
1 Water Street, Kingston
Georgetown, Guyana

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1 Introduction

This report presents a summary report of the Preparatory Meeting for the Multi-Stakeholder Dialogue on Chainsaw Milling in Guyana which was held on Thursday, November 19, 2009 at the Cara Lodge Hotel in Georgetown. The meeting was hosted by the Chainsaw Milling Project in Guyana.

1.1 The Chainsaw Milling Project

Chainsaw lumbering refers to on-site conversion of logs into lumber using chainsaws. This practice offers livelihood opportunities to many people in both rural and urban areas in Ghana and Guyana. One advantage of chainsaw lumbering is that it pairs low capital requirements with high labour input making it relatively easy for small scale operatives in rural areas to produce timber. Chainsaw lumbering affords jobs to people in rural areas and in addition, the price of chainsaw lumber is generally within the means of poorer sections of the population.

The EU funded Chainsaw Milling Project '*Developing alternatives for illegal chainsaw lumbering through multi-stakeholder dialogue in Ghana and Guyana*' focuses on the broad theme of **forest governance** in **Ghana** and **Guyana** which are countries with high incidence of chainsaw lumbering. In many local communities, chainsaw lumbering is an important component of livelihoods; and there is the opportunity to address issues of conflict and illegality associated with chainsaw lumbering.

Chainsaw lumbering was banned in **Ghana** in 1998, but the practice is widespread despite measures put in place by government to enforce the ban. Several factors have promoted the widespread illegal chainsaw lumbering in Ghana. Some of the key factors are: high demand for chainsaw lumber due to relatively cheap prices, failure of the sawmills to supply 20% of their lumber products to the domestic market as required by law, strong support of some local communities for illegal chainsaw operations and connivance of some law enforcement personnel and Forest Services Division staff with illegal chainsaw operators. The illegal chainsaw activities contribute to forest degradation and conflict with several other stakeholder groups like the government, traditional sawmill owners, conservationists and other owners of trees and forest resources.

In **Guyana**, chainsaw lumbering is permitted and regulated by the Guyana Forestry Commission (GFC). However, although the GFC has developed and implemented a number of measures to improve the management of chainsaw milling operations, there is still the opportunity to review the practice to align it more with national initiatives on reduced impact logging, sustainable rural livelihoods and poverty alleviation.

The overall objectives of the project are:

- to reduce poverty and promote viable livelihoods in forest-dependent communities.
- to reduce the occurrence of illegal logging
- to promote the conservation and sustainable management of tropical forests in developing countries

The specific objective is 'Level of conflict and illegality related to chainsaw lumbering by local communities reduced'.

Expected results:

1. Causes and consequences of chainsaw lumbering and its links with illegality understood (National Level).
2. International best practice determined to address chainsaw lumbering (International level).
3. Multi-stakeholder learning platforms established to discuss chainsaw lumbering issues (National level).
4. National consensus achieved in Ghana and Guyana about issues regarding chainsaw lumbering using an institutionalized mechanism for permanent dialogue between stakeholders (National level).
5. Communities dependent on chainsaw lumbering producing timber in a regulated and sustainable way (Local level).

Local partners:

In Ghana: Forestry Commission (FC)

Forestry Research Institute of Ghana (FORIG)

In Guyana: Forestry Training Centre Incorporated (FTCI)

Iwokrama International Centre for Rain Forest Conservation and Development (Iwokrama)

Target groups:

The project targets stakeholders of chainsaw lumbering in Guyana (and Ghana) and include chainsaw millers, sawmill owners, forest concession holders, the government and the conservation and development communities respectively. Specifically, eleven communities (eight in Ghana and three in Guyana) dependent on chainsaw milling will be targeted. At the international level, forestry decision makers are targeted.

1.2 The Multi-Stakeholder Dialogue Platform

Result (3) of the project aims to create a mechanism for stakeholders to interact.

The substantive activities of the stakeholder dialogue platform consist of inventorying the critical issues regarding chainsaw milling, identifying stakeholders' perceptions, assessing the extent to which they differ and proposing acceptable means to bridge these divisions using participatory strategies to collect unbiased, objective and relevant information. This information will assist to determine the costs and benefits of chainsaw milling from the perspectives of each interest. Once agreement can be achieved about the principal problems, strategies to address them will be formulated, including a plan for further action.

1.2.1 Rationale for the Multi-Stakeholder Dialogue (MSD)

In both countries (Ghana and Guyana) chainsaw lumbering is an important component of livelihoods for local and indigenous communities.

In Guyana, chainsaw lumbering in State forests falls within the purview of the Guyana Forestry Commission (GFC) while on Amerindian Lands it is regulated by the relevant Amerindian Village Council, with commercial extractions monitored by the GFC.

According to a report prepared for World Bank in 2006¹, anecdotal evidence suggests that there is not large scale commercial illegal logging in Guyana. However, the report goes on to state that there are reports of small-scale commercial illegal logging which in certain areas may be quite widespread.

Preliminary research findings of this project indicated that there are many troubling issues related to chainsaw lumbering, for example unsustainable forest management practices.

There is the need for an appropriate mechanism for dialogue between the principal stakeholders of chainsaw lumbering to support rural livelihoods where feasible and to ensure the sector responds positively to national objectives for sustainable forest management. Effective and meaningful mechanisms for dialogue between the principal stakeholders will lead to a shared understanding of chainsaw lumbering practices and associated socio-economic issues.

In preparation for the multi-stakeholder dialogue the following activities were undertaken:

- a. **A Stakeholder Analysis** was prepared to provide an insight in who have a stake in chainsaw lumbering, how big the stake is and the ways in which stakeholders can influence the processes that determine the chainsaw lumbering issue, and discussions on the multi-stakeholder platform.
- b. **Facilitators** were hired and trained.
- c. **Research** was undertaken to understand the causes and consequences of chainsaw milling in Guyana.
- d. **Guiding Principles and Watch Words** were developed to guide the roles, responsibilities and conduct of the Facilitators and the MSD Process thus laying the foundation for ground rules/rules of engagement for the specific MSD forums to be designed by the Task Force and managed by the Facilitator.
- e. **Seven (7) Focus Group Meetings** were conducted with key primary stakeholders with the objectives of sharing information on the project; and to learn from the stakeholders the key issues in relation to chainsaw lumbering, their hopes, fears and expectations of the multi-stakeholder dialogue process and the way forward in general.
- f. A **Task Force** with responsibility for the guidance of the MSD was formed comprising members of various Ministries, Agencies, and Primary Stakeholders operating in the Natural Resource Sector.
- g. A **Communication Strategy** was developed to create awareness as well as to disseminate findings of the dialogue.
- h. **Monitoring & Evaluation Training** was undertaken with Project Staff, Task Force Members, Partners- Iwokrama and FTCl, to provide the requisite skills in checking the efficiency (outputs) and effectiveness (outcomes) of project implementation, so as to identify to optimize desired results.

1.3 Objectives of the Preparatory Meeting for the MSD

The objectives of the preparatory meeting for the MSD were:

- a. To build agreement about the form and structure in which MSD will operate; and
- b. To plan for the first formal MSD workshop.

¹ Gary Clarke, Law compliance and prevention and control of illegal activities in the forest sector in Guyana. (The World Bank, 2006), p.11.

The expected outputs of the meeting were:

- a. The form and structure of the MSD agreed by stakeholders;
- b. A draft agenda of the first meeting agreed; and
- c. Report of the preparatory meeting prepared.

1.4 Participants

Participants at the meeting included:

1. Primary Stakeholders who have the mandate or trust to make arrangements for the Stakeholder platform;
2. Task Force Representatives; and
3. Project Staff and partners.

A total of forty-seven (47) stakeholders were invited to the preparatory meeting. These included the members of the MSD Task Force, key stakeholders of the three (3) pilot communities of the project (Annai, Ituni and Orealla/Siparuta), Policy and Regulatory Agencies, Academia, Representatives from the forest sector in the forest divisions of Berbice, Essequibo and Demerara, project staff and local partners in the project.

Thirty-one (32) persons attended the meeting (which included 7 Project staff and 2 representatives of partner agencies). See Annex 2 for a list of participants.

1.5 Forum structure

The meeting was conducted in a participatory manner. Prior to the meeting all participants were provided with copies of the **A Focus Group Meetings Summary Report** and the **Synopsis of the issues on Chainsaw Milling in Guyana** produced by the project.

The meeting was divided into 5 main sessions:

1. Presentation of findings to date;
2. Review of the stakeholder categories identified;
3. Identification of priority issues on chainsaw milling;
4. Form and structure of the MSD meetings; and
5. Development of an agenda for the MSD meetings.

See Annex 1 for Agenda.

In the morning session a group technique called the **Samoan Circle** was utilized, where the primary stakeholders formed the core group in the centre of circle and outside of the core group the PMT, the MSD Task Force Members and other invited members of the respective communities were seated in an outer semi-circle. Use of the Samoan circle allowed for persons in the core group to have an extended conversation in a way that enables many to participate.

The use of cluster groups was initiated in the afternoon session to develop an agenda for the MSD meeting. Participants were divided into four cluster groups for the afternoon session in order to identify, the place, date and agenda for the first four multi-stakeholder dialogues on chainsaw milling in Guyana.

2 Proceedings of the Meeting

2.1 Welcome and Introduction

The meeting was called to order and facilitated by Ms. Margo Boyce, the Facilitator of the Chainsaw Milling Project.

Ms. Boyce welcomed participants and requested that each participant introduced themselves, indicating the group or organization that they represented and their interest in chainsaw milling.

2.2 Summary of findings to date

Ms. Rohini Kerrett, Coordinator of the Chainsaw Milling project presented a summary of the key findings that resulted from the stakeholder analysis, research and focus group meetings conducted by the project. See Annex 3 for MS power point presentation.

2.3 Review of the stakeholder list

Participants identified the following stakeholders were identified to important to the multi-stakeholder dialogue on chainsaw milling in Guyana:

1. Amerindian Communities – to target village captains (Toshaos), Council of Elders, Youths.
2. Foreign Investors – Go-invest, FPA
3. Contractors – direct and indirect
4. Associations
5. Brokers – Forest Product Development and Marketing Council
6. Timber dealers (local)
7. Exporters (licensed)
8. SFP Holders
9. Chainsaw crew: council, association
10. Chainsaw operators (owners of chainsaws)
11. Funeral Home Operators
12. GUYSUCO
13. Non-timber producers
14. Regulatory Agencies: Guyana National Bureau of Standards, Environmental Protection Agency, Guyana Forestry Commission, Guyana Geology & Mines Commission, Guyana Lands & Surveys Commission, Ministry of Amerindian Affairs, Ministry of Agriculture, Ministry of Labour & Human Services.
15. Suppliers of Chainsaws: Geddes Grant, National Hardware Ltd, Farfan & Mendes, General Marine Ltd.
16. Mobile and stationary mills in Essequibo and Berbice.
17. Stakeholders with an interest in sustainable forest management: Iwokrama, Conservation International, World Wildlife Fund, Forestry Training Centre Inc, Guyana School of Agriculture, University of Guyana, Office of Climate Change, European Commission.

2.4 Identification of Priority Issues

The Samoan Circle technique was used to facilitate this session. Participants were requested to identify key issues **on chainsaw milling for multi-stakeholder dialogue under the thematic areas of:**

- Governance & Policy;
- Sustainability, Livelihoods & Poverty;
- Effective Communication & Dialogue; and

- other issues for wider dialogue.

Priority issues identified for the MSD by the participants were as follows:

Governance & Policy

- Fair & Equitable fee structures
- Consistency of policies/codes of practice for forestry and mining, Amerindian communities and State forests
- Strengthening of community governance
- Need meaningful consultations before policy development
- Standards and requirements for portable vs. Static mills
- Lack of clear policies on chainsaw milling
- Strengthening of community governance
- Community's perception of disrespect from forestry officials
- Enforcement of rules and consequences
- Land tenure/ownership
- Chainsaw millers are issued with poorly stocked and worked over areas
- Effective communication of regulations and consequences of violations

Sustainable Forest Management/Viable livelihood Options

- Sustainable forest management can be achieved
- Strategic planning: need for long term plan and national and community level
- Use of better technology to maximise the use of logs
- Value adding activities to be explored
- Availability of other viable options of livelihood: value adding to be explored
- Resistance to engage in alternative sources of income for a livelihood other than chainsaw milling.

Effective Communication & Dialogue

- Poor communication strategy in decision making at the community level
- Chainsaw millers/community loggers fee voiceless
- Planned conservation activities must involve all communities
- Consultation fatigue

Constraints discussed

- Competing land use issues versus forest based goals at National and Regional levels.
- Inconsistent legislation and policies.
- Lack of transparency and downward accountability mechanism was viewed as an obstacle to good governance.
- Law and policies are insufficiently disseminated resulting low levels of awareness within communities.
- Lack of utilization and harmonization of all the different consultations and research gathering initiatives.
- Difficulty in acquiring land leases for farming or logging.
- The distribution system of worked over areas (SFP's) lacks transparency.

- Lack of ownership of forest resources viewed as a disincentive- SFP one to year lease uncertainty of renewal, the perception of the quota system for the distribution of tags lacking transparency.
- Lack of capacity for effective information management and dissemination.
- Convincing the chainsaw operator to use other methods of harvesting and their resistance to working within the regulations.
- Weak implementation of policy reforms, as well as the perceived lack of political commitment and the influence of vested interests in the Natural Resource Sector.
- Perceived institutional weakness within the current system that is breeding ground for corruption.
- Lack of a comprehensive and coordinated alternative livelihood scheme, measures are taken to address the symptoms and not the root cause.

Key points identified for discussions and used as a stimulation activity for the participants were:

- Why are forests and illegal logging a cause for concern?
- The importance of forests
- Biodiversity
- Carbon stocks and climate change
- Forest and livelihoods
- Pressures on the forest, deforestation and degradation
- Market for forest products and illegal logging

Specific Questions posed to the participants:

a. What is illegal logging?

In Guyana, chainsaw milling is legal and encouraged by policy makers. However, there are claims of illegal activities related to the chainsaw milling sub-sector. The true extent of illegal chainsaw milling is not known or properly researched and given that there has been debate on what is meant by the term “illegal logging /chainsaw milling” the proliferation of illegal activities may vary depending on the definition applied.

Definitions

1. The Guyana Forestry Commission overarching definition of legality, that is, *“Legal timber in Guyana is that which has been removed, transported, processed, bought or sold in a manner within the provision of the relevant laws of the country.”*
2. FAO/ITTO’s Definition
 - a. The term illegal logging is used to refer to timber harvesting related activities that are in violation of national laws
 - b. Illegal and corrupt activities in the forest sector can span the entire industry from wood harvesting and transport, to industrial processing and trade.
 - c. Illegal cutting includes logging inside protected areas or outside concession areas.
 - d. Logging within allocated concessions can be illegal if it does not conform to the law. For example cutting restricted species over the allowable limit, or before the concession or license is active constitutes an illegal act.

- e. Other types of illegal activities include under-reporting the amount cut, false reporting of the species harvested to avoid higher taxes and the poaching of wildlife in areas opened up by timber harvesting.
- f. Corruption can occur at many levels from the issuance of the licenses and concessions to local law enforcement.

The participants agreed to adopt the GFC's definition on illegal logging since the laws speaks to what is legal and there are consequences for any operation outside of that law.

b. Why and on what scale does illegal logging occur?

All Participants agreed that the data is inconclusive. Some stated that it was a guesstimate at best, and the data is scattered. A survey undertaken region by region would help in determining the levels of illegality.

c. What are the drivers of illegal logging?

Participants felt that inaccessibility to resources and prime land was the primary driver behind illegal logging. Some stated the lack of jobs and need for survival as their main driving force in logging illegally.

d. What are consequences of illegal logging in accordance with Laws of Guyana?

The representative of the GFC reminded all about Chapter 67:01 of the laws, sections 20-24 (See Annex 5).

e. What can be done to strengthen measures to combat illegal logging?

- Clear allocation of property rights and definitions of the accompanying legal rights and responsibilities of landowners and leaseholders to prevent overexploitation.
- Information is publicly available to improve transparency and accountability of government decisions and the operations of a logging enterprise, the bidding procedures for forest concessions, the rules that apply to concession areas.
- The creation of incentive for legal logging by making it easy and affordable to manage the forest sustainably. Review the complexity of the laws and the tax and royalty system designed to reward sustainable practices.

f. How can this be accomplished?

- Development of an effective chain of custody that tracks wood products from the forest to the finished product. However considerations need to be given on how this affects the small logger/, the SFP Holder who can barely support his family was a query raised by a logging participant.
- Identification of mills that are operating illegally in the forest wood products industry (constantly changing sources) - Effective monitoring by the regulatory Agency.
- Prevention of illegal wood entering the domestic and international markets. It begins and ends with an effective chain of custody that is grounded in the realities of the environmental, social and cultural norms of the various communities involved in chainsaw lumbering.

2.4.1 Priority issues for further research

The preparatory workshop could not address further research because of time constraints.

However, during discussion in the meeting the following priority issues identified:

- Other value added activities.
- Forms of other viable options of livelihood

2.5 Form and Structure of the MSD Meetings

2.5.1 What is a multi-stakeholder dialogue (MSD)?

The facilitator outlined that an MSD is a tool used for participatory decision making.

2.5.2 Forms of dialogue

The following forms of dialogue were recommended by the meeting:

1. Powerpoint presentations/other presentations (Videos)
2. Discussion
3. Live demonstrations
4. Competitions
5. Open day activities

2.5.3 Structure of the dialogue

The participants recommended that the MSDs should be organised in four chainsaw sensitive areas (Annai, Anna Regina/Capoey, Ituni, Orealla/Corriverton) in different geographical regions of Guyana followed by a national consensus workshop to be held in Georgetown. Where MSDs are organised at the community level all relevant stakeholders would be invited to participate. These include stakeholder from regulatory agencies, stakeholders from surrounding communities, large timber industries, etc.

Table1: MSD Plan of Implementation in Guyana

Meeting	Objectives	Output	Period	Where
Strategic Planning session with Task Force	Build capacity of task force to effectively plan the MSD (Please see Annex 3 for Proposal)	Task force is able to plan the MSD to achieve the objectives identified.	January 2010	Out of GT (TBD)
MSD 1			Mid-February 2010	Annai/Surama
MSD 2			May-June 2010	Anna Regina/Capoey
MSD 3			August-September 2010	Ituni
MSD 4			October-November 2010	Corriverton/Orealla
Preparation of a draft consensus action plan			Dec – March 2010	
National consensus Meeting			Mar-Jun 2011	Georgetown
Inter MSD Activities	Report of the MSDs sent back to stakeholders, Evaluation of the outcomes of the MSDs and adjust plan			

	Task force plans for next MSD meeting			
	Build capacity of stakeholders to participate effectively in the dialogue			
	Participatory research			

Targeting of stakeholders

The key stakeholder groups identified in the stakeholder analysis were also reviewed at the preparatory meeting and methods to best target these groups to ensure inclusivity were discussed and agreed on. A few additional stakeholder groups were also identified.

Stakeholder group	Methods of targeting stakeholder group
Amerindian communities (Toshao, Council of Elders, Youths)	Letter to the Village Council/elected leader
Foreign investors (<i>new stakeholder group identified</i>)	GOINVEST to provide information
Contractors	Member of the Task Force and SLAs to identify
Timber dealers	A list to be obtained from the GFC
Exporters	GFC list/Forest Products Development and Marketing Council
SFP Holders	GFC/EPA for those that have portable mills
Chainsaw Crew	Amerindian Village Council, SLAs, EPA, GFC Illegal operators in some areas may also be encouraged to participate in ripping competitions
Funeral Home Operators (<i>new group</i>)	Those listed in the telephone directory
GUYSUCO	GUYSUCO officials
Manufacturers	Guyana Manufacturing & Services Association
Producers of firewood, charcoals, split and round wood	SLAs
Non-timber forest producers	SLA, Craft Association
Regulatory Agencies: GNBS, EPA, GFC, GGMC, GFSC, MOAA, MOA, Min of Labour and Human Services	Invitation to the the Agencies
Suppliers of equipment and spares: Geddes Grant, Farfan and Mendes, National Hardware, General Marine, other small suppliers	Invitation to the companies, SLAs
Traditional Sawmilling Industry: Mobile and Stationery (in the different geographical regions)	List form GFC
Stakeholders with and interest in SFM and Training Institutions	Iwokrama, Conservation International, WWF, FTCI, GSA, UG, Office of Climate Change, EU, other donors.

2.5.4 Number of stakeholders for MSD meetings

It was agreed that for the first MSD meeting the number of participants should not exceed 30 persons. However, because the approach to the MSD involves a number of different types of activities (i.e. discussions, live demonstration, etc) the participants may vary depending on the activity.

It was agreed that the Task Force would evaluate the outcome of the first and every MSD meeting following and adjust the number of participants, along with other implementation activities based on findings.

2.5.5 Duration of the MSDs

The duration of the MSD in each of the areas will depend on the Agenda and planned activities which will be planned by the PMT and the Task Force.

2.5.6 Monitoring of the progress of the MSD

Stakeholders agreed that there is need to develop a monitoring mechanism to measure the progress of the MSD and whether consensus is being achieved:

The PMT and Task Force can use the following methods of evaluation:

1. Informal monitoring
2. Formal monitoring (questionnaire)
3. Show of hands
4. Signing to agreements after meetings
5. Stakeholders opinions (captured in short videos)

In addition critical conditions identified in the expanded logical framework will be monitored to ensure the MSD is achieving its objectives.

2.6 Review of the Role of the MSD Task Force and Adoption of the Guiding Principles for the MSD

The role of the MSD task force was outlined to participants.

The principles developed by the facilitators to help guide the dialogue were also presented to participants. These were:

- Keep the Dialogue Real
- Use “Landscape” Approach as the overarching framework for locating MSD process
- Keep It Simple & Transparent (KIST)
- Create a “Safe Space” for the Dialogue
- Be Credible
- Promote & Apply a People-Centered Approach
- Encourage Consensus
- Promote & Apply the principle of Prior Informed Consent to the process of consensus building
- Maintain Independent and Non-Partisan Attitudes and Responsibilities
- Ensure full participation with special attention to less powerful stakeholders (e.g. forest-based peoples and rural & hinterland community based organisations, non-governmental organisations, women, youth etc...)
- Every stakeholder’s opinion is valid and is to be respected

- Commit to Building Trust, respectful relations and confidence in the process between & amongst stakeholders

Participants agreed with the guiding principles for the multi-stakeholder dialogue process.

2.7 The Way Forward/Closing

The next steps in the multi-stakeholder dialogue were outlined by the project coordinator as the planning and implementation of the dialogue process on chainsaw milling in Guyana. The coordinator also thanked participants for contributing the identification of priority issues and design of the multi-stakeholder dialogue process in Guyana.

A transit/exit interview was conducted with the participants to evaluate the meeting. Most participants appreciated the approach to dialogue which give them the opportunity to have a contribution the design.

The meeting concluded at 16.30 hrs.

3 Annex 1: Agenda

Chainsaw Milling Project, Guyana

'Developing alternatives for illegal chainsaw lumbering through multi-stakeholder dialogue in Ghana and Guyana'

**MSD Preparatory Meeting – The Process
Thursday, November 19, 2009 at Cara Lodge Hotel
294 Quamina Street, Georgetown**

DRAFT AGENDA

Facilitator: Ms. Margo Boyce

- 09:00 – 09:05 Welcome & Introduction – Ms. Margo Boyce
- 09:10 – 09:40 Summary of the Stakeholder Analysis, Research and Focus Group Meetings Ms. Rohini Kerrett
- 09:40 – 10:00 Review of the Stakeholder list – all Participants in cluster Groups
- 10:00 – 10:15 **COFFEE BREAK**
- 10:15 – 11:15 **A. Identification of priority issues on chainsaw milling for multi-stakeholder dialogue in the areas of:**
- a) Governance & Policy
 - b) Sustainability, Livelihoods & Poverty
 - c) Effective Communication & Dialogue
 - d) Other issues for wider dialogue
- B. Identification of which of these priority issues require further research**
- 11:15 – 12:30 **Form and structure of the MSD Meetings**
- a) What is a MSD?
 - b) Defining 'illegal logging' and consensus by Participants of the definition
 - c) Identification and agreement of the various forms of dialogue (such as 'issue based demonstration workshops') that should be used
 - d) Decision as to Local (identified community) Regional – (10 Regions) National level- Demerara, Berbice and Essequibo levels of dialogue
 - e) Number of Participants for each stakeholder group
 - f) Venue and date of the first four (4) MSD Meetings
 - g) Communication strategy
 - h) Monitoring of the MSD
- 12:30 – 01:30 **LUNCH**
- 13:30 – 14:30 Development of Agenda for the first four (4) MSD- (Cluster Groups)
- 14:15 – 14:30 Role of MSD Task Force
- 14:30 – 14:45 Adoption of key protocols/principles, Work Plan/Agenda & Identified Issues (Task Force)
- 14.45 – 14.50 The Way Forward

4 Annex 2: Participants

No.	Participant Name	Designation	Organization	Contact information
1	Mark Simpson	Logger	Makushi Yemekun Forest Management Inc.	681 1166
2	Jacqueline Allicock	Senior Councillor	Annai Village Council	
3	R. Selvaraje	Consultant	SAS Timber	623 3509
4	Leo Ramotar	Director	A Mazaharally & Sons	22 58830
5	Uditt Jagdeo	Environmental Officer	Environmental Protection Agency	225 0506
6	Ingrid Devair	Village Councillor	Orealla Village Council	338 9280
7	Floyd Daniels	Village Councillor	Orealla Village Council	656 6667
8	Andrew Mendes	Managing Director	Guyana Manufacturing & Services Association	226 8130
9	Simone Benn	Community Development Officer	Guyana Forestry Commission	22 67271-4
10	Warren Lakara	Community Development Officer	Guyana Forestry Commission	22 67271-4
11	Karen Anthony	Senior GIS Specialist	Guyana Lands & Surveys Commission	226 0524-9
12	Charles Thom	Logger	Upper Berbice Forest Producers Association	
13	M S Namaz	Representative	Salim Rahaman (lumber dealer)	629 6131
14	June George Adrian	Teacher/Vice-Chairman	Ituni Women in Action Group	617 5125
15	Mohammed Baksh	Lumber dealer	M H Kasim	638 3634
16	Herman Williams	Toshao, Hururu Region 10/ Secretary National Toshao Council	Hururu Village Council/ National Toshao Council	679 4858
17	Khalawan	Senior Vice President	Forest Products Association of Guyana	613 8319
18	Unata DeFreitas	Mining Engineet	Guyana Geology & Mines Commission	624 3819
19	Omarhatt Ramcharran	Environmental Officer II	Environmental Protection Agency	225 0648
20	Ovid Williams	Principal Regional Community Development Officer	Ministry of Amerindian Affairs	223 7285
21	Frederick Lim	Logger and driver	Ituni Small Loggers Association	647 4133
22	Vanessa Benn	Project Coordinator	Iwokrama International Centre	615 2776
23	Yolanda Hawker	Lecturer	Guyana School of Agriculture	663 7758
24	Raquel Thomas	Director/ partner in project	Iwokrama International Centre	225 1504
25	Godfrey Marshall	Director/ partner in project	Forestry Training Centre Inc	223 5062

26	Rohini Kerrett	Project Coordinator	Chainsaw Milling Project	22 70724
27	Margo Boyce	Facilitator	Chainsaw Milling Project	227 0724
28	Leroy Welcome	Community Forestry Advisor	Chainsaw Milling Project	227 0724
29	Paul Moore	Community Forestry Worker	Chainsaw Milling Project	227 0724
30	Frank Jacobs	Community Forestry Worker	Chainsaw Milling Project	227 0724
31	Linden Duncan	Community Forestry Worker	Chainsaw Milling Project	227 0724
32	Stacey Whyte	Administrative Assistant	Chainsaw Milling Project	227 0724

5 Annex 3: Presentation on Key Findings




Chainsaw Milling Project, Guyana

Summary of Key Findings: Stakeholder Analysis, Focus Group Meetings and Research

Presented by Rohini Kerret, Project Coordinator

Preparatory Meeting for the MSD
Care Lodge, Georgetown
November 17, 2009



Presentation Outline

1. What is chainsaw lumbering?
2. Why evaluate chainsaw lumbering?
3. Key findings:
 - Stakeholder analysis
 - Research
 - Focus Group Meetings
4. Why are we here today?



What is chainsaw lumbering?

Chainsaw lumbering/milling in the context of the project means the conversion of logs at stump into lumber using a chainsaw.

The term chainsaw milling is used to denote both freehand chainsaw lumbering and chainsaw milling (with guiding bars).



Why evaluate chainsaw lumbering?

- Chainsaw lumbering has emerged as a major component of the local timber industry providing incomes and livelihoods for a large number of persons and affordable lumber for the local timber market.
- Despite benefits, major concerns are the continued availability of commercial accessible forests, underutilization of timber resources as a result of poor cutting techniques and practices, poor occupational health and safety, the level of compliance with approved environmental practices, etc.
- Given the legal status of chainsaw milling in Guyana, it is desirable to develop a suite of instruments to mitigate the negative aspects of the trade and foster the positive benefits, *in line with national developmental goals, i.e. NDS, PRSP, MDGs and LCDS.*



The Stakeholder Analysis

Objective:

The stakeholder analysis sought to provide an insight in who have a stake in chainsaw lumbering, how big the stake is and ways in which stakeholders can influence the processes that determine the chainsaw lumbering issue and discussions in the multi-stakeholder dialogue.



Findings of the Stakeholder Analysis

The stakeholder analysis found that were lots of people intricately involved in the chainsaw milling sub-sector along the flows of timber, money, etc.

Thirteen broad stakeholder groups were identified:

1. Amerindian communities/village councils
2. Investors or contractors (SFP holders, timber dealers/middlemen)
3. Community Forestry Associations
4. Chainsaw crew
5. Transportation providers (road and boat)
6. Resale and manufacturing establishments (lumber yards, resaw, moulding, planing, furniture manufacturers)
7. Consumers
8. Regulatory Agencies
9. Suppliers of inputs (chainsaw parts, fuel and lubricants, food)
10. Custom brokers, shipping agencies
11. Other forest users
12. Traditional sawmilling industry
13. Stakeholders with an interest in Sustainable Forest Management (OCC, Other NRM Agencies, NGOs, Academia, Donors)



Findings of the Stakeholder Analysis

- Relationships
 - Good to varying degrees of conflicts (poaching, late payments, enforcement conflicts, etc)



Findings of the Stakeholder Analysis

Key stakeholders identified (using DFID methodology for importance and influence) which should form the basis of the MSD are:

1. Amerindian communities/village councils
2. Investors or contractors (SFP holders, timber dealers/middlemen)
3. Community Forestry Associations
4. Chainsaw crew
5. Transportation providers (road and boat)
6. Resale and manufacturing establishments
7. Consumers
8. Regulatory Agencies
9. Suppliers of inputs (chainsaw parts, fuel and lubricants, food)
10. Other forest users
11. Stakeholders with an interest in Sustainable Forest Management (OCC, Other NRM Agencies, NGOs, Academia, Donors)
12. (the traditional sawmilling industry although seen as of low importance had high influence in decision making of the sub-sector)



Findings of the Stakeholder Analysis

The following key risks were identified in relation to the success of the MSD:

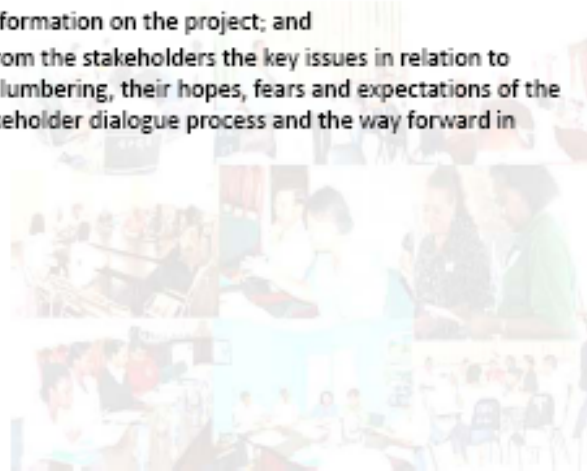
- Absence or non-participation of stakeholder groups;
- The number of interested/involved stakeholders; if a few stakeholders are interested / involved then the process would not be comprehensive enough.
- Prejudice; not allowing all parties to effectively state their case and ventilate their issues;
- Lack of consensus;
- Solutions offered are not practical or affordable;
- Lack of will to arrive at workable solutions;
- Forestry policies remain unchanged;
- Large timber operators' claims and influence in the forest industry;
- The person(s) facilitating the meeting is not able to do this effectively;
- Lack of awareness and education of stakeholders;
- Some businessmen (esp. large sawmillers) manipulation of the discussions;
- The willingness of the invisible actors (investors) and some stakeholders to contribute to the discussions;
- The level of involvement of the chainsaw crew in the discussion;
- The perceived inflexible attitude of the GFC in managing State forests;
- Lack of unity, togetherness, and positive thought toward future projections;
- The organization of the stakeholder discussions at a national level will dilute regional (administrative) views on chainsaw lumbering and affect participation of certain stakeholder groups.



Focus Group Meetings

A series of focus group meetings were held with key stakeholders with the objectives of:

- sharing information on the project; and
- to learn from the stakeholders the key issues in relation to chainsaw lumbering, their hopes, fears and expectations of the multi-stakeholder dialogue process and the way forward in general.





Key issues identified by FGs

Violations/illegal logging

- Harvesting lumber without permission of authority
- Harvesting lumber in protected areas
- Cutting of undersized trees and other violations of the Codes of Practice for Timber Harvesting by chainsaw millers
- Poaching on other concessions/forest lands

Sustainable forest management

- No long term plan available for chainsaw milling in Guyana
- Threat of forest stocking
- Knowledge gaps on some issues, i.e. nature and scope, environmental impacts of chainsaw milling
- Depletion of forests in some areas
- Lack of strategic planning at the community level
- SFM that can be achieved without great impact on livelihoods of those that depend on the activity
- Availability of more lands for chainsaw milling?
- Use of better technologies to maximise use of logs
- Need to match resources with the number of saws allowed



Key issues identified by FGs

Sustainable/ viable livelihoods options

- Availability of other viable options of livelihoods
- Resistance to engagement in alternative sources of income for a livelihood (than chainsaw milling)
- Value adding activities needs to be explored

Communication/inclusive decision making

- Planned conservation activities must involve all communities
- Poor communication in decision making at the community and national level (consultations needed on new policies)
- Consultation fatigue (many talk shops, little action)
- Chainsaw millers/community loggers feel voiceless: frequent changes in forestry rules without consultation, they are made to abide or bear the consequences.



Key issues identified by FGs

Forest governance

- fees applied to small timber operations vs. large timber operators; Why should the small operator pay the same fee as large operators?
- consistency of policies and codes of practices in relation to mining and forestry, i.e. buffer zones applied in forestry
- weak governance at the community level
- policy changes without consultation which impact heavily on small millers
- lack of a timber grading standard and methods reducing wastage
- sawpit licences are issued to non-concession holders (encourages poaching)
- standards/requirements of portable mills vs. static mills needs to be reviewed
- Lots of rules and regulations making it difficult for businesses to survive
- Chainsaw millers are issued with poorly stocked and worked over areas

Poverty

- poverty is one of the driving factors for chainsaw milling



Key issues identified by FGs

Operational level issues

- poor occupational health and safety standards in the sub-sector
- poor management and business aptitude at the community level (record/book keeping, marketing, cost-benefit evaluation, etc)
- lack of formal education of some participants in the sub-sector (and forest industry)
- Lack of financing to purchase machines to extract and process timber

Conflicts

- Sawmillers are of the opinion that they are being undersold
- Some forestry officials are disrespectful to communities
- High rejects and late payment at lumber yard
- Violations/illegal logging

Future of chainsaw milling

- LCDS means no more concessions, no more work.



Research

Objective:

To gain an understanding of the causes and consequences of chainsaw milling (and its links with illegality understood).



Key research findings...

- The Legal framework
 - Legal once all conditions are met as required by GFC
 - Small biennial SFPs are allocated to small scaled loggers, including chainsaw millers.
 - Under the new Forest Bill 2008, the SFPs will be replaced by Community Forest Management Agreements (CFMPs), with the purpose of providing communities with acquiring clear and secure rights to manage and benefit from their local forests on a *sustainable basis*...
 - Small Loggers Associations (SLAs) encouraged through the social development programme of the GFC, including on Amerindian lands (under different requirements than state leased forest). However, the research showed that associations were at different levels of development (from uncoordinated to coordinated).



Key research findings..

- The Legal framework
 - The GFC log tracking and quota system monitors the origin of produce and controls the level of harvesting with State forests.
 - Cutting levels of 10 trees per hectare (20 m³ per hectare in a 60 years cutting cycle) are currently being applied to SFPs though the quota system.



Key research findings...

- The chainsaw lumbering subsector..
 - Has become synonymous with small scale forestry (though not always one and the same) because of its simplicity, low capital requirements and relatively low productivity.
 - Typical characteristics:
 - Payment is often based on production without written contract
 - No formal training
 - Operators do not own concessions or are they involved in marketing
 - Minimal or no use of safety gear
 - Occupational health and safety is poor
 - Operator turnover rate is high
 - Operators work as part of a crew
 - To operate a chainsaw on the SFP, the permit holder must have an annual sawpit license from the GFC.
 - Trees are selected, felled, bucked to length and 'ripped' to produce lumber. In most cases a lumber is removed by trailer pulled by a small farm tractor or occasionally by hand.

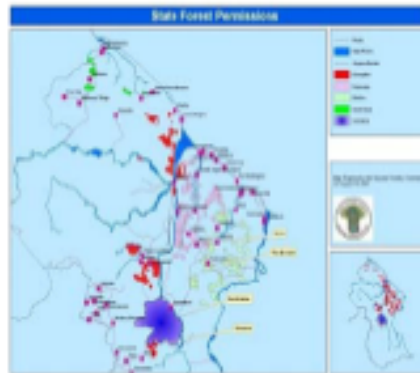


Key research findings...

- **The chainsaw lumbering subsector**

Concentrations of chainsaw lumbering can be found around former bauxite communities, in and around Amerindian villages, around non-Amerindian rural communities, and on individually and association owned SFPs mainly near-interior of Demerara.

Map 1: State Forest Permissions in Guyana

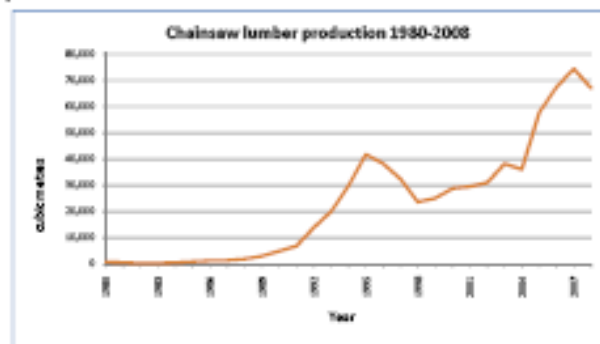


Source: GFC 2007.



Key research findings...

- **The chainsaw lumbering subsector**
 - Registered production soared from 751m³ in 1980 to an all time high of almost 75,000 m³ (equivalent 3.1 7 million board feet of lumber) or 18.5% of total primary timber production





Key research findings...

- **The chainsaw lumbering subsector**
 - the small-scale sector pays higher area fees than large concessions who pay 60-90% of what the small loggers pay.
 - Royalties are assessed based on a 16% conversion rate although most chainsaw millers achieve more than this 16% and claim that they are unfairly assessed for higher royalty payments.
 - Small-scale operators cover 20% of the allocated State production forest, yet they brought in up to 40% of estimated royalties (Clarke, 2009).
 - They are located in worked over and degraded forest with often poor stocking.
 - There are reports of cutting of undersized logs or trees outside of permitted concession boundary.. As such easily incur fines.
 - Key tenure issues: length to practice SFM principles, lack of security of tenure result in financial constrictions..



Key research findings...

- **Drivers of chainsaw lumbering in Guyana**
 - The lack of viable livelihood alternatives (push).
 - The availability of the resource (pull).
 - Scope for profits (varying depending on a number of factors).
 - Strong demand for lumber purchased and used locally or possibly exported.
 - Supply domestic market more cheaply of a wider range of species than large-scale industry because of relatively high cost of production from large-scale industry who also focus on logs and lumber exports.
 - The construction of roads, bridges, culverts and buildings in some hinterland communities.
 - Easy access of chainsaws through informal short-term financing options, hire purchase and loans from commercial banks.
 - Chainsaws are readily available to the smaller operators.
 - The enabling policy environment.. Formation of SLAs by GFC and the designation of areas as conversion forests.



Key research findings...

- **Impacts of chainsaw lumbering**
 - Employment (estimated that 70% of the 27,000 persons employed in the forestry sector work on SFPs) . 70% of hinterland communities are involved in chainsaw lumbering and in some communities as many as 80% of persons are involved in chainsaw lumbering.
 - Financial benefits (increasing along the supply chain)
 - Environmental effects: level of expectation to follow Code of Practice less and adoption of RIL rare; the range of species typically cut can result in greater opening of canopy esp. in logged over areas; reports of cutting of undersized and protected trees.
 - Violations of forest laws.
 - Illegal logging (principal driver being the lack access to forest stocked with merchantable trees.
 - Some conflicts associated with violations, relatively low prices at lumberyards, insufficient tags and permits to meet the needs of members adequately, illegally obtained timber, etc.



Prognosis

- The prognosis for chainsaw lumbering over the next 10 years is for an increasing requirement for efficiency in conversion (higher recovery as per GFC wood processing standards) and greater compliance with the Code of Practice.
 - Possibilities for this are bounded by the capacity of Guyana's forest to sustain yield that can support chainsaw lumbering dependent communities and large industry alike. The commercial depletion of accessible forests already suggests that in the future the current number of saws and operators cannot be sustained, at least not everywhere in the forest estate.. Alternatives must be developed to cushion the negative impacts of that scenario.



Conclusions

- In addressing the issues of chainsaw lumbering, evidence suggest two levels of intervention: **strategic interventions and improvement of the current practices.**
 - Strategic must start from a vision on the future of the chainsaw lumbering sub-sector with regards to the regular forestry sector, the role of forestry in the development of the nation and of hinterland communities, and potentially competing land uses including lands to carbon sequestration. (A multi-stakeholder approach is crucial to address these issues).
 - There are numerous opportunities to improve the current practices, i.e. improve the function of SLAs, capacities and awareness of SFM, etc.

In addition to get a better understanding of the sector further research is needed on for example, the socio-economic impacts on communities, actual direct and indirect employment generated by the subsector, the distribution and use of benefits along the supply chain, the extent of illegal logging, the efficiency of conversion including waste left in the forest, the true extent of chainsaw lumbering and environmental impacts.



Why are we here today?

Multi-stakeholder dialogue (MSD) is a tool for participatory decision making.

We are here today to discuss and agree on:

- **priority issues on chainsaw lumbering that should be discussed at the MSD; and**
- **the form and structure this MSD should take that will make the greatest impact is discussing, learning, and reaching consensus on the way forward for chainsaw milling in Guyana.**

6 Annex 4: Legal Framework Constitutional Principles and Mechanisms for Stakeholder Consultations

The Government of Guyana has identified the following key Principles and Articles enshrined in the Guyana Constitution as the overarching framework which anchors all stakeholder consultations in Guyana.

Article 13

“The principal objective of the political system of the state is to establish an inclusionary democracy by providing increasing opportunities for the participation of citizens, and their organizations, in the management and decision-making processes of the State, with particular emphasis on those areas of decision-making that directly affect their well-being”.

Article 149 G

“Indigenous shall have the right to the protection, preservation and promulgation of their languages, cultural heritage and way of life.

Article 149 J

1. Everyone has the right to an Environment that is not harmful to his or her health or well-being.
2. the State shall protect the Environment, for the benefit of present and future generations through reasonable legislative and other measures designed to –
 - a. *Prevent pollution and ecological degradation*
 - b. *Promote conservation: and*
 - c. *Secure sustainable development and use of natural resources while promoting justifiable economic and social development*

Article 154 A

Subject to paragraphs 3&6, every person as contemplated by the respective international Treaties set out in the Fourth Schedule to which Guyana has acceded is entitled to the human rights enshrined in the said international treaties and such rights shall be respected and upheld by the executive, legislative, judiciary and all organs and agencies of Government and where applicable to them by all natural and legal persons and shall be enforceable in the manner hereinafter prescribed.

Millennium Development Goals-Caribbean-Specific Targets and Indicators²

Target 23

In cooperation with developing countries, develop and implement strategies for decent and productive work for youth, women and especially vulnerable groups.

² Sourced from “CARICOM – Millennium Development Goals-Caribbean Specific Targets and Indicators”

7 Annex 5: Legal Framework governing the Forestry Sector in Guyana

THE AMERINDIAN ACT 2006 (Law of Guyana: Act No. 6 of 2006)

Section 54 (1) Use of Forest produce by residents

A resident who wishes to use forest produce from Village lands shall obtain the permission of the Village Council and comply with any conditions attached to that permission.

The Village Council may invite the Guyana Forestry Commission to monitor the use of forest produce by a resident.

Section 55 (1-4) Use of Forest Produce by Non-residents

Section 56. Obligations of the Guyana Forestry Commission

GUYANA FORESTRY COMMISSION'S OVERARCHING DEFINITION OF LEGALITY

"Legal timber in Guyana is that which has been removed, transported, processed, bought or sold in a manner that is within the provision of relevant laws of the country".

The Laws of Guyana, Chapter 67:01, and Section 19, 1-2 (Damage to forest produce)

Any person lawfully cutting or removing forest produce from any State forest shall take all necessary precautions to prevent damage to other forest produce.

Any person unnecessarily damaging other forest produce when lawfully cutting or removing forest produce from any state forest shall be liable on summary conviction to a fine of six thousand five hundred dollars.

20 Offences & Legal Proceedings

Everyone who trespasses on or unlawfully occupies any State forest shall be liable to a fine of four thousand five hundred dollars or imprisonment for four months.

21 "Any person who in any State forest, except in accordance with the terms of a permit granted, contract or lease granted under this Act or of the State Lands Act or of the Mining Act or a timber sales agreement granted under this Act –

cuts, fells, lops, damages or removes forest produce

grazes or pastures cattle

cleans, cultivates, cuts, digs or turns the soil, shall be liable on summary conviction to a fine of thirteen thousand dollars (amended)1997

22. (1) Any person who contravenes any of the regulations made under this Act or any to the terms or conditions of a contract made or exploratory permit ,lease or timber sales agreement granted under this Act or who knowingly receives any forest produce which has been cut, felled lopped, damaged or removed in contravention of this Act or of any of the terms or conditions of a contract made or exploratory permit, lease or timber sales agreement granted under this Act shall be liable on summary conviction to a fine of thirteen thousand dollars

23. Unlawful possessions of forest produce.

24. Counterfeiting and similar offences...

8 Annex 6: Photographs of the Meeting