

3 Orientation and Steering

3.1 The Orientation of Economics and the Orientation of Development. The Critical Factors for Steering Purposes

3.1.1 Summary of the Basic Economic Laws

There is a set of simple, basic laws that describe the economic processes. "Development" is strongly related to this economic process, as

> PRODUCTION IS THE MOST IMPORTANT FIELD OF SOCIAL ACTION <

- but the problem is, that the economic process does not deal with its impact on the social, cultural and natural environment and not with the all-over aims of society. Its orientation is the fastest road to:

A)

PROFIT

- The strive for personal profit.
- Produce the maximum output with the minimum input.
- The bigger profit is preferred to the smaller one.
- The quick profit is preferred to the deferred one.

What is the first rule for the creation of a self-propelling economy - the accumulation and productive re-investment of capital - changes at the end into its major problem:

B)

GROWTH

The capitalist economy needs expansion, needs innovation - dominated by technical innovation, while on the social level it needs submission to a very restrictive thinking, concentrating on productive efficiency, rationality in decision making and administration, functionality and professional specialisation (s. Max Weber). Efficient production and trade do not allow to ask for the meaning of such production, its products and the lifestyle it induces.

The fact that "productivity growth is dependent on production growth" (Verdoorn Law) is enhancing the discrimination between productive economic cores and an exploited periphery, as well as special, isolated markets (developing countries, e.g. Yemen). This increasing discrimination does not only happen on the geographical level (North-South), but as well on an economical level, between capital and labour, trade and industrial production - between all those and the primary production.

The origin of the need for growth is:

INTEREST

The possibility to make money just with money. Calvin wrote most probably **the satanic verses of Christianity**, when disposing with the prohibition of interest. It is the strive for always more that does not allow economy, and with it society, to "stabilise", to really develop a balance of production and demand. The present system does not develop towards an equilibrium. It is the opposite - an equilibrium would be its end!

The "laws of growth" are for money roughly the same as for trees: the right environment and, as we say in forestry - WOOD GROWS ON WOOD. Where a lot of capital is available, it is more easy to get more credits. Big capital can be invested for higher interest rates than small amounts, big companies produce cheaper (*economy of scale*) - and all that leads to the result, that "money is growing on money". This accelerating accumulation leads to the "peripherisation" and declassification of ever increasing parts of society. The political problem connected to that development is, that:

CAPITAL = POWER

This fact undermines the political control of power, traditionally divided into legislative, executive and judicatory power.

These growth laws are not only valuable for private clusters of capital, but also for larger geographical units:

C) Economic development is agglutinative, centered on:

TOWNS

Those developed at natural resource centers as centers for production and trade.

Inside towns again there are nuclei of wealth, more often than not families that developed from aristocrats to plutocrats, that had the knowledge and relations (social networks), had access to decision makers, could use their political and monetary influence on decision makers to their favour.

3.1.2 The Limits of the system:

The market-system restricts the world-view to a system that serves well individual, smaller or larger scale business. But - as any fixed system, it excludes more than it includes. It's functional, professional, individual ethics does not sum up to a holistic, social ethic!

Orientation in time is lacking. In the time-categories of thinking are:

<i>memoria</i>	<i>ratio</i>	<i>imaginatio</i>
past	present	future

Economy is fixed on the present, with only very limited interest in the future. "*Imaginatio*" is used to create and sell products - with the help of psychology to detect individual aspirations (towards upper-class models and other idols e.g.) - and to enhance those. But economy does not have any respect for the past or for the future. The process of productivity increase is depleting natural resources, reduces diversity - not only biodiversity, but as well cultural diversities (languages, costumes, cuisine) - and last not least the time available for socialisation.).

Time is money! Here lays the "original sin" of capitalism, born in the negation of religious rules against the interest. Time was belonging to God. Now it belongs to those that have money and time is only worth exactly as much as is produced during its span. The other uses of time, the "unproductive" ones, for social dealings, for meetings, for dreaming, for thinking, for planning, for politics - is more and more restricted or commercialised. Even the aim of "leisure" is reduced to the function of restoring the productive forces.

Additional to the lack of time due to the full integration into the work process, there are more and more people, that need all their time just to look for jobs. Short term contracts, work on demand, longer time needed to get new jobs, more time needed to get to the work, changing workplaces - this destroys the social integration, the roots, and leads to a "bedouinisation" of society. Among the Bedouins in the desert, cooperation is a must. The new job-hopping Bedouins are trained to care for nothing than themselves and their work. No wonder that no social cohesion is left! But with the freedom for meaningful aim-oriented socio-cultural development, the individual freedom is disappearing as well.

Care for External Resources is lacking

Due to productivity increases, the inherent growth process, the "less productive" is eliminated, or changed into "more productive". This is positive as long as we talk about internal changes of the system (change from industry to service e.g.) - but is critical if it expands to landscapes (forests converted into agriculture), cultures (agriculture converted into industry) and society (human work replaced by machines and energy, by profit of and for the capital).

The market system has surely its advantages, but driven to its extremes, restricting everything to the view of the "winners" - it has to fail. Competition makes not only winners! The "elimination of the (economically!) unproductive" is driving lower social strata down to subsistence level or even below. The present system of market is interesting for those that "that got the chance", "that have already", "that are in a good position", that are "useful" for the market - for winners. No care, decreasing care even in Europe, is given to the losers. Justice and equality do not have a price, that means, they are of no interest for the market.

Losers are as well the future generations and this has a direct connection with growth, which can be formulated in terms of interest: *"One of the things that economic knowledge serves to measure is, to a certain extent, the value of the future. By measuring interest rates, we may understand the way in which a given society perceives its own future: with defiance and concern when interest rates are high, with confidence when they are low. A society's outlook on its future is essential to its evolution, with a high interest level indicating an individualistic attitude, and low ones denoting greater solidarity."*

[UNESCO. Philosophical Web: *The unknown relationships between Economy and Society (M. Fülöp meets Jean-Paul Fitoussi)*].

3.2 Management: The Steering of Economic Development.

Definitions of Management: *Direction of companies and other social systems. Management is the quintessence of leadership functions and characterise a field of occupations embracing business policy, planning decision making, adoption of those decisions by giving instructions (orders) and control.* [Meyer's grosses Taschenlexikon]

The most important of the management tools is leadership. The ideas about management are manifold; as well the theories of leadership, planning, decision making, organisation and learning. The focus of this chapter is on management methods close to the needs of common lands management in developing countries. The most flexible and adaptable management approach, viable under "chaotic" environmental conditions, where the only constant is change, is "CHANGE MANAGEMENT". The major differences to traditional management are [after Böning, Fritschle]:

- 1 The basic idea of traditional change is: "The right knowledge will lead to the right action" The complementary insight is, that additional to rational understanding - acceptance and will are needed to lead to action. So the study of structures and rational facts has to be completed by the knowledge on processes and values (attitude, behaviour, communication). The strategical target is not "what is needed", but "what is possible".
- 2 Instead of a leadership that gives orders, change managers are coaches, communicators, "translators", convincers - making self-organisation possible. Unlike the old management is not "selective and discriminating" what concerns personnel, but spends time on that resource and develops it.
- 3 Instead of being forcefully optimistic - "*just do it*" - change management is realistic - "Let's try it" - and learns form mistakes. It does not strive for optimisation from the start, but accepts "tinkering".

3.2.1 Orientation: policy & strategy

The policy is the guideline for managers. It has to preview future developments, it has to set objectives, to motivate and to give the major clues for decisions and control. It has to be clear and short, operational, show conflicts of aims, give clear statements to central problems of the society - but it should not contain unfulfillable demands!

The last sentence makes the difference to forest policy and management, in general to any environmental protection and sustainable development policy. The intentions of those may often seem unfulfillable - and still we have to try, we have to find a way if the human race wants to survive on this planet.

The methods used for preview and prognostics are about the same as social forestry is using: time series, trend extrapolations, regressions, econometry, life cycles, input-output analysis. But here as well qualitative methods (s. chapter 2.3): interviews (Expert panels, Delphi), scenarios, historical analogy, morphology, logical deduction from published analysis and prognos-

stics, subjective individual opinions, esp. market research.

What makes CHANGE MANAGEMENT interesting for development, is its emphasis on the "company-culture", the shared stock of values, norms, principles, orientation and rules of behaviour, that is, written or not - aware or unaware, actively motivating the members [after Böning, Fritschle p 61]: "*Analysis of the company's culture is more than interviews. It makes not only clear the motivational, communicative and leadership aspects as well as the state of the enterprise in respect to strategically relevant aims. Its results are as well the structural and processual problems inside the company.*"

In the mid-80-ies the management approach had changed focus from technical concepts towards processual aspects of things and processual aspects of relation-themes as leadership, cooperation and customers orientation. In management as in development assistance

THE RIGHT WAY OF THINKING IS SITUATIVE THINKING!

The concentration on understanding local thinking and local values is the major innovation of CHANGE MANAGEMENT. With it goes the understanding that "*permanent communication on aims, progress, results, but as well the open dialogue on problems and conflicts are unavoidable*" [ibid p 82]

In the course of each business-change process there are always two levels of action to be taken care of: the technical and the psychological person-related one. This can be well described by the picture of an iceberg: It is drifting with a well visible part (the official, e.g. factual-technical, strategic, organisational ... themes) and with an only partly visible (= understandable) part above the water. The submerged part (5/6 of the total volume) is precisely the important one in cases of collision: First the collision happens primarily under the water, only afterwards above it. Secondly, this collision can be dangerous. [ibid p. 244:]

[ibid Abb. 7.1: Der Prozess-Eisberg]

Themes on the	aims
(rational)	strategies
fact-level	preset targets
	information technology
	organisation, technique, efficiency
	degree of target reached, market niches
	financing, investment, personnel capacities, ...

	informations, rumors, informal communication
feelings:	courage, curiosity, fear, needs and values
	status, recognition, security
	trust, participation, acceptance
	admiration, aversion
	insecurity in the face of innovation
	motive/value/norms of conduct/habits/attitude
	unaware attitude
	status
Themes on the	
(emotional) level	
of relations	

3.2.2 Leadership

Leadership, sometimes taken as synonym of "management", has two aspects of orientation:

- a) project and facts
- b) execution and group

a) Embraces all rational measures in structuring organisations, as:

- define duties of groups
- differentiate work rationally
- create communication structures that can fulfill the duties as demanded by the higher systems requirements
- guide consultative and decision making processes in the group
- take decisions

The last one - take decisions - is here as managers, leaders are traditionally "THE DECISION MAKERS". But it is undemocratic and not conform with the needs neither of change management nor of development, as for both "participation" is the key, participation motivates.

b) Embraces all measures that motivate the staff to work for the company, for the groups aims:

- reinforce group identity
- give chance for personal development, demanding but not over-demanding duties
- work satisfaction: the possibility to successfully fulfil a meaningful duty!

There are two main types of leaders:

- a) The administrator: Introverted, focusing on formalisation.
- b) The politician: Extravert, outside-relations oriented.

In both fields, change management and development, it is clear that the decisive factors are the ability to establish personal social networks and to influence ("use") people through communication. "Leaders" need a capacity for integration and negation. An introverted competence on matters is not sufficient if it can't be communicated "outwards".

The function of information-supply through higher cadres will be made obsolete as well by modern information techniques. The old hierarchies, "*the order of the priests*" [ibid p. 333:] will be replaced by teamwork. Networks, interdisciplinarity - self steering, flexibility, intuition will be more and more important. The function of the leaders in the future will be that of giving impulses, cultivating, the ability to deal with changes, to leave space for free development, to lead with intuition and confidence. The requested profile is more the coach than the director. Future leadership, *Change Management Leadership* needs:

- a) Strategic Competence: The ability to understand complex and dynamic relations and to derive consequences for action. The change manager has to adapt his company to constantly changing demands of the market, the customers and as well of the staff. He himself has to be flexible and adaptable and to master marketing instruments. Especially he has to accept that he can't know and do everything by himself. Additional to the emotional intelligence that concentrates on social interaction he needs the "change intelligence" that understands processes going on at a higher level of the system.
- b) A high social competence for team development and conflict resolution, composed of two elements:
 - The Intrapersonal - the ability to get access to ones own emotions, to recognise and differentiate them. People with highly developed intrapersonal intelligence often work as writers, actors or artists.
 - Interpersonal - to understand motives and interactions of the fellow-men. Widespread with politicians, teachers, therapists and consultants.
- c) The competence to deal with chaos is strongly related to those. The major requirement is to keep quiet and disposed for action in critical situations and conflicts. This needs a) the sensitivity for "weak signals" and b) the capacity to tolerate ambiguities, to analyse and understand signals with multiple or even contradictory meaning, to bare them emotionally and to use them efficiently for future action. The competence to deal with processes in general is a combination of the technical, the social and the cultural aspects. The "chaos-manager" has to be able to know the levers that move the system - without being dependent on them. Progresses, opposition, delays, successes, failures are not just events and do not represent the process as a whole. Their action-value and code character has to be determined from case to case.

d) Power of Conviction - Influence: To be able to communicate and to convince in such a complex environment, the leader has to be able to strip down to the core strategical, technical, economic, organisational and social facts and make them understandable for non-specialists. This needs as well the capacity to adapt information processes, decision processes and production processes carefully to the absorption and learning capacity of individuals and groups. The change manager has to be able to translate different worlds of action, thinking and experiencing. He has to be a communication specialist, mastering the multitude of communication techniques: writing, talking, negotiate, PR, visualise, dialogue. Especially nonprofit management is primarily communication.

Influence is the capacity to cause changes in thinking, emotions, behaviour and actions of others. Traditionally: To have them do what one expects from them. Influence can be exerted in different ways, mainly by:

- formal rules (administration, "technical" management)
- professional authority (fact oriented arguments)
- personal authority ("*charisma*")
- authority of position

e) Personality

The first requirements on the character of a communicator are frankness, honesty, self confidence, courage. A change manager has to fulfill three mutually complementing roles [ibid p. 283]:

- 1) The explorer (analysing scientist). His duty is to detect and understand the internal and external factors of influence that cause and drive the change and to find mental models and codes of the valid systems principle and to use them for orientation in the change process. He has to diagnose and develop the mental-cultural identity of the company, to detect and develop the potentials of the collaborators. To identify needed action in his own personal development and of the collaborators.
- 2) The Designer has to develop guiding ideas, a "mission" and to inspire others: What for do we work? What for are we needed? To develop systems structures that assist learning, success and growth of the company - with a payment system based on work output, learn and change success. To model learn and change processes and coach collaborators, to create possibilities and time for learning and change. To control the development of a concern syndrome (overdone bureaucracy e.g.).
- 3) The Leader should feel obliged to top performance, to strive with passion for winning, to want to be the best in competition. Integrity and consistency of leadership demand that he should be an ideal (model) in thinking and doing, obliged to learn and change - only then can he create the needed leadership and cooperation culture that leads to success. Such cooperation needs a balance between the priorities of the company and the needs of the collaborators. The leader has to assume responsibility in cases of insecurity and risks, to give and take an open and respectful

feedback and to assist collaborators in learning and understanding of the systemic development of the company as a teacher.

3.2.3 Planning

Definitions [after Nowak p. 16ff.: Compare as well chapter 2.2: Systems and models.]:

- > "*Planning is the "political decision process to rationalise, optimise and stabilise systems".* < [Bendixen, Kemmler in Nowak, p. 16 ff:]
- > "*Planning is the rational anticipation of future action*" <
- > "*Planning is the systematic sketch of a rational order based on all accessible knowledge.*" [Kaiser in Knoepfel:]
- > Planning is 1 prognostic, 2 intellectual, 3 aim oriented, 4 develops alternatives for action, 5 selects among those, 6 fixes instructions for a rational realisation of the selected alternative. [after Weisser in Knoepfel:]

Planning is one of the central management duties. It needs the establishment of a clear system. Planning means processing of information. Plans are only as good as the input information. It starts with the prospective recognition of developments, that means, it is future oriented. Planning pre-thinks aims and behaviour and formulates them as compulsory, that means planning is as well the formation of a policy. As it is setting priorities, a system of orientation, it should, at any rate in a democratic society, be done in cooperation with those it is made for. The members of the company or in general, of the targeted - social groups, have to participate already in planning process - not only in the final execution (through acceptance, vote e.g.). The two major aims of planning are a) coordination and b) what concerns plans for complex cybernetic systems: self-steering has to be facilitated! Both are only possible if those that have to execute the plan are really concerned and motivated, if the aims of the plan are their own aims and priorities.

That is no new insight - but it is a problem that has not been solved so far. If we look e.g. at organisational models, there are:

- Classical, systematic-scientific - analysing the factor work in a mechanistic-instrumental way.
- Neoclassical - reduces motives to those of the "*homo oeconomicus*" that can be manipulated by financial stimulus.
- Bureaucratic - is hierarchical, with fixed competencies and a trend towards centralisation.
- Mathematical-decision-theoretical model - can't deal with complexity, is a very reductionist simplification excluding more than it explains, especially values and the possibility of generating consensus through dialogue.
- Behaviouristic-decision-theoretical - reduces complexity to behaviour: the inner model of environment steers the selective perception.
- Systems theoretical model - focuses on functions and processes, but is neutral in respect to values.

Facit: "All here analysed systems of social organisation are defective in their horizontal communication and ex-ante coordination ..." [Nowak p 196:]

The major (methodological) problems of planning at present are:

- Communicative and direct participation of the base
- The development of forms of discursive mutual understanding on planning
- The need to overcome the dichotomous grid of thinking in planning (centralised, communist - decentralised, market oriented).
- To develop empirical social research in the direction of participatory action research (said in 1984!) [Grochla in Knoepfel p. 251:]

3.2.4 Decision Making

Decision making is an integral part of planning. Planning starts with the definition and analysis of problems and already with those steps it has to decide on the questions: What is the problem? Why does it need to be studied? Can it be solved by planning? Who will do the planning and how?

Unluckily planning is often seen as just a preparatory step before decision making. But planning is not only the collection and presentation of data and facts. It describes processes and needs (or creates!) a certain prognostic insight that allows to propose alternative solutions and scenarios.

Traditionally only then the "decision maker" has to decide on the alternative to choose (the most restricted participation is in this respect being political elections, where the choice is most often limited to saying yes or no to one single proposal! If planning is really participatory, gets so decided from the start, where the aims of planning are set.

After Schwarz [Schwarz p. 45:] there are three major strategies interacting in decision making the:

- a) problem and action oriented:

- raise understanding for problems
- develop solutions
- evaluate alternatives
- prepare decisions
- form projects and processes
- b) power oriented:
 - defend position
 - put through interests
 - exert influence
 - threaten with sanctions
 - drive process
- c) consensus oriented:
 - remove resistance
 - settle conflicts
 - assist consensus-finding
 - enhance readiness for innovation

a) and b) are simply planning plus political tactics. The more important participation is, the more emphasis has to be put on the development of consensus. While a) and b) can be done in a "scientific-political-administrative" way and framework, that means systematically and standardised, consensus needs a dialogical, an open approach. *"Problem solving induces changes. The bigger the degree of innovation, the bigger the resistance, the more conflicts will have to be settled, the more important gets what is called the socio-emotional dimension of innovation processes"*. [Schwarz p. 279:] The more difficult the process, the more critical it is to reach consensus, the more it is important to include not only participants and promoters into the dialogue, but especially the opponents!

3.2.5 Organisation (operationalisation)

The "real-life-situation" in change management is comparable to the one of development: *"The preaching is holistic, expected is bottom-up, done is top-down."* [Böhning, Fritschle p. 150-1:] The major cause of that, as seen by the author, might be the dominance of formal thinking and acting, enhanced by a narrow disciplinary thinking of scientists themselves.

"Organisation means formalisation" [Ulrich, Fluri p. 124]. Formalisation is an intentional act of formation, done in an impersonal way and generally in written form. Resources and structures (finance, capital, personnel), as well as the processes of information generation and use (research, public relations, marketing) are rationally planned. "Operationalisation", the systematic, standardisation of processes differentiates duties on one side - establishes communication channels for coordination on the other. To be executable and manageable processes have to be operative. That means that action has to be limited and tied to precise objectives to make dispositive projects plans with their time-frames possible.

Operationalisation is the key for a smoothly running project - but operationalisation is cementing a fractional approach. This can't be totally avoided, but the problem is, that already this

fact is often forgotten. The selected, limited, specific project, even if called "integral" - takes the risk to lack adaptation to the (developing) environment, if it defines its own system ones and for all.

3.2.6 Control

Control is an important factor of planning and makes a clear description (operationalisation) of objectives, measures and outcomes necessary. When in and output are operationalised, functions and processes quantified (number of trees planted, time plan e.g.), control is easy. Difficult is the evaluation of the qualitative changes as an increased awareness, a better understanding of environmental problems, emotional, behavioural and motivational changes.

Evaluation of project management in development should embrace more than the control of the fulfilment of operational plans: *"Management is good if it assumes the responsibility for fulfilling the objectives, survival and functioning of the system"* [Schwarz p. 30]. In the future, even in industrialised countries the control function will be of minor importance, as decentralised self-regulation is the aim. Control under those aspects is replaced by feedback. This will be made possible by ever improving qualifications.

3.2.7 Learning

"Peter Senge sees the "learning organisation" as a place where people constantly increase their capacities in reaching the results they want; where new patterns of thinking are created that enlarge awareness; where common ambitions get a free space and where all can learn permanently how to increase knowledge together." [Böhning, Fritschle p. 165:]

What is the use of a learning institution? [ibid p. 182:]

1. Time optimized processes
2. Sensibility for weak signals
3. Increased problem solving potential of all participants, not only those that are formally responsible
4. Self steering capacity and self-management
5. Change competence
6. Raw material "learning". Mind, education, differing intelligences and creativity are looked for
7. Organisational awareness. Questions of productivity, organisational flows and human behaviour are treated as of similar importance. Technical aspects, processes and emotions of customers and collaborators are taken into consideration
8. Capacity to endure tensions and conflicts
10. Capacity to survive and produce

The institution, capable of learning, is to be understood and formed as communicative organisation with the aim to increase and optimise distribution and use of shared knowledge." [Hohmann u. Bittmann in *ibid* p. 189:] For such an institution time gets important, as important as it is for the development of society. Time is needed for reflection and analysis of strategies, processes, group dynamics and conflicts; to develop new products and services, for talks with colleagues, customers, advisors, outsiders and those with a different opinion. Learning institutions will be locally better adapted and get better chances: "A major chance for future development is, that this procedure contains an individual alignment of different sites, so that the strategy of economy of scales can be given up in favour of a more customer oriented production." [*ibid* p. 219:] This means that the economic development is reorienting itself towards regionalisation - what in fact would be the same aim recommended by many development science-s, especially human ecology!

3.2.8 Conclusions and Recommendations for Forestry Development

The recommendations of Peter Senge's five disciplines [Böhning, Fritschle p. 164:] in change management apply for development projects as well: 1. systemic thinking, 2. self discipline, 3. mental models, 4. common visions, 5. team learning.

What the project management at headquarters is heralding is most often 2: self discipline: The project is good, keep to its objectives". What is needed for execution in the field is mainly 1, 3 and 4 as base and motive for common action - 5 is the dominant one for mutual learning on causes of failure or success. In development projects failure or success depend on the motivation of the local partners. This one is normally not really "understood" by the foreigners. Only if both try continuously to "understand each other better" there will be progress. And that means mutual learning, participatory learning and, last not least, in my experience the hardest and most neglected one: organisational learning.

Shrub- or woodland management is quite different from management of business. It is largely "common lands management," "non-profit-management" or - "sustainable development management". It is different due to the following structural-functional Problems:

- impossibility of quantifying and operationalising processes in shrubland management > only qualitative control possible.
- Economically an institutionalised service is just not affordable: > multifunctional, non-institutionalised users.

In "traditional forestry" a national institution is setting general aims, is giving directions to regional offices. Those plan and supervise the operationalisation, being executed mostly by local professional services. Inventories and technical management plans are the base for action, an action focusing on production, control and marketing. All those processes are more or less well established and controllable.

A "scientific business administration" can work in such an

environment. But under more complex settings as given in the case of tribal common lands, the way of thinking of the "masters of business administration" is leading astray! That is science at its worst. While using a "scientific approach", selecting and defining problems (those it is able to deal with), isolating them from external influences - it brings forward recommendations that influence not only scientific thinking - but the real life! The more scientific, the better the scientific training - the more restricted the capacity to get a clear and adapted overview of the complexity of real life.

More generally - the Problem of science's approach in dealing with environmental problems: Causalities are regarded as sufficient to induce action. The fact that action orients itself towards objectives, that most motives are final and not causal, is the big error. This is an error that combines well with the idealisation of science as the one big problem solver. Science is the new God we are praying to, asking to solve our problems ... and we might find out that we have been praying to hollow idols - at least in what concerns sustainable development. The major problem of international and bilateral agencies in dealing with development projects is the restricted view of headquarters, restricted on and by operationalisation and operationalised projects. They want a clear set of correlated facts, an operational system that promises to deliver the wanted output. Understandable - but the problems start, when headquarters take programmes and projects as blueprints - instead of sketches, when they eliminate the complex local planning and decision making out of their concerns, when they neglect local feasibility! When they negate the need of learning and refuse the "tinkerers" approach (at least in the form of action research). That is the origin of the problems of all such organisations between the "field men" and the "headquarters". In the past the trouble-making fieldsmen, adapted to the local "chaos-management" have been more and more replaced by "administrators" - not to the best for the projects.

Social development depends on economic development

The basic needs of humans are, after Maslow:

- physiological (food, water)
- security, social relations (family core)
- social (integration in group, love, friendship)
- self-estimate, status, recognition, power
- individuation: development of own personality and capacities

All those depend up to some extend on economy! An economic model as capitalism, where economic growth is driven by the need of capital accumulation and interest, seems to me a strange thing *per se*, taking the expectations of money-owners for more important than the needs of the majority. Economy and management of development, what is logically a development towards the future, can't be based on a scientific, standardised description of the past, but has to be done strategically, based on a systems and future oriented preview. In addition this rational "finality", an understanding of local structures of thinking is an absolute must.

People, striving for a common future, can't be reduced to the

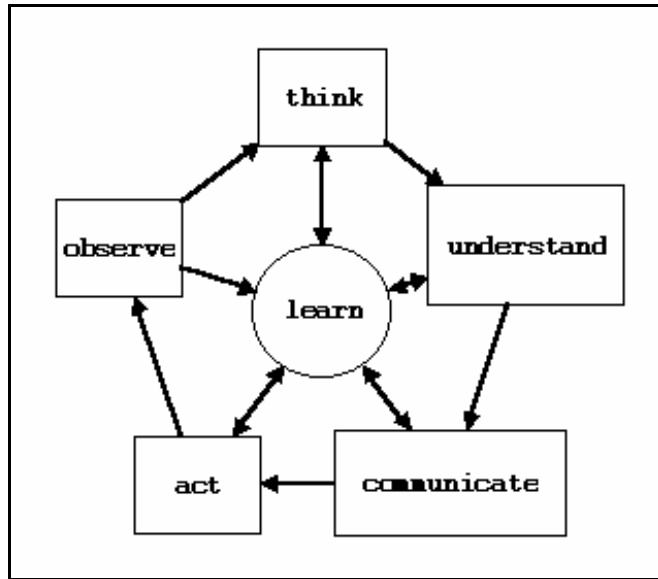
"*homo oeconomicus*". Sustainable development needs a kind of "management" that is not limited to profit-making. Standard management methods are very useful even in such cases, but additional to prices it has to include values, and additional to the operational system, it has to take care of the social and the natural "environment".

The structures and functions of an enterprise can be systematically analysed, built up, developed and controlled - not so a tribal society, probably no society at all. Development needs a kind of (qualitative, at least) "management" of the economy of whole regions and villages. For that type of management other motives than profit are needed and the inclusion and "translation" of values and expectations is as important as the study of "scientific facts".

To be able to motivate by communication, the knowledge of locally valuable and acceptable arguments is the most basic need.

> DEVELOPMENT NEEDS A MANAGEMENT THAT IS NOT PROFIT MAXIMISATION,
BUT LIFESTYLE-OPTIMISATION <

Development of forestry under tribal settings, be they Islamic or else, based on subsistence economy, needs participation and "communicatory action and learning", needs open questioning and listening, needs dialogue. Such an approach can't be limited to awareness raising and extension: explain and convince, whose basic tools are - nay - not science, but topics and rhetorics (in its positive meaning as reasonable dialogue)!



3.3 Steering of Development - Politics

Economy does not provide tools to steer development towards other than profit oriented aims. Even in the search for profit the development is based on subjective expectations that might easily backfeed and accumulate to an "epidemy" [Piper p. 190]: "Mitchel retraces the cause of "infection herds" to the extraordinary complexity of the modern monetarised economy. For a lasting prosperity at least a minimum of coordination between the different economic units would be needed but can't be delivered by the normal industrial, financial and commercial relations."

Money, as abstract as it is, as attractive as its limited objectives are, as useless it is as means of steering - if additional aims are not set by politics. Multiplication of money as purpose for itself is a big game - a meaningless game - a destructive game - if other aims are not set by society, by politics. It is gambling, without respect to past (adaptation to cultures) and future (resources, individual life plans, socio-cultural aims). Economy was intended as knowing and keeping "the law and order of the house" - not as selling the house and emigrate. Even Smith put a clearly "visible hand" besides the invisible one, a state e.g. that has the right and duty to regulate banking, interest rates, taxes to prevent alcoholism and he should encourage art and culture. [after Piper p. 34] J. St. Mill "warned the workers of England, not to expect too much from governmental action". He did not think about nationalisation, but cooperatives and the taxing of excessive heritages and similar reforms. [after Piper p. 58:].

If we can speak about a "duty of money" and of the connected "progress", then a large majority would surly agree, that it is not sufficient if this duty is limited to the growth of existing fortunes, but progress should improve the life of all!

We may summarize the main "political finalities" as follows:

- Control of the (private and states') power of money! Control of power (monopolies), of the economic concentration process that is continuing in accelerated form under the banner of "international competitiveness"! There is not much "democracy" left if governmental power is controlled through dividing it in legislative, executive and jurisprudence - while the important decisions have in the meantime been overtaken by the capital in its abstract, impersonal form.
- A just and equal distribution of resources and products. If politics is unwilling or unable to do this - there is a risk that unemployed masses turn to "self-help", as recommended by the "downsizers", but probably with different means.
- Production is not the real aim of economy - but a decent life for all, the zest of life, pleasure.
 - A right for employment for all! What demands a special respect for sustainable, subsistence oriented (peripheral, small scale) economies and strata.
- The limits set by nature have to be respected, the limited raw

materials, the limited absorption capacity of soil, water and air for pollutants is setting limits. They restrict population increase - but they restrict as well the increase of production, what will urge a future economy to concentrate on useful and needed products

- The needed internalisation of external costs, as assignment of responsibility (= care) for global, not only local, destruction is a major steering tool. But it needs a political process to come into being and to get effective.
- Dedication to decent work, family and society should be more rewarded than an irresponsible gambling for profit at any rate and costs:
 - Integration/coordination/aggregation of economic development and socio-cultural development - preserving the diversity of cultures.

As there is a known need to take the whelm of development from the undemocratic, gambler's capital market, that is nowadays deciding on the future of people, towns, regions and states, we need more POLITICS - It does not need to be at any rate in its institutionalized form with the aggregation of interests by parties and the fight for power, but politics that allow all social groups first to understand what is going on and what they can do to lead development towards feasible and wanted aims. Politics has primarily to check misuse of power, to assist the poor and powerless have-nots against the have-alls - not the opposite as is at present the case.

Warning to the reader and self-critique:

The following chapter has to be taken with care, as the author clearly favours fieldwork and "grassroots" approaches, born out of thorough syndicalist-federalistic political conviction, confirmed through the last nine years experience in development work with tribal societies. The institutions are numerous (s. list in appendix IV) is not thought as a "scientific" analysis of international institutions - it is the result of a scientific analysis of approaches and effects of international assistance on and at the local level. The author is caustic against far reaching proposals ("paper-born-and-stuck") that never reach the ground. He considers the real "politics" as the one that is done by people, discussing together about known and understood problems, searching solutions in an open dialogue. As strategic situation and problem analysis, consisting of participatory information collection and distribution, interpretation, understanding, orientation and, last not least, action. Effective politics has to be rooted in the local culture and socio-economics. An effective policy is communication and action. Global World Politics is, unlike global business, more talk and papers than action.

Still, even if biased, lets have a look at the different potential strategies on different political levels, as there are:

- international organisations
- nation states
- regional cooperation
- local administration, communities
- the individual

3.3.1 International Organisations

What are those international organisations doing? Their raw material is information (knowledge) and funds (means). The information they would have to process, that means to understand

and make understandable for the target groups, that means to be translated into a form that is first acceptable in the local context and second, that is able to motivate local action. Firsthand they are discussion forums and turntables for information and funds that should lead to certain actions. (That's the author's own definition!). The output is conventions and contracts on common values and aims, established by international and national dialogue. The structures, as expensive and impressive they are, do not fulfill much more of a function than to "distribute such information. (They won't like such a definition, but that's based on experience). So here we will deal mainly with the adaptation of information to the local needs. (The adaptation of the "hardware", the established political and administrative structures (and buildings) will be discussed in chapters 4.5 to 4.7 for the Yemen).

Institutions

UN > UNDP's Statement of Purpose:

WE THE PEOPLES OF THE UNITED NATIONS DETERMINED
... to reaffirm faith in fundamental human rights, in the dig-
nity and worth of the human person, in the equal rights of
men and women and of nations large and small,
... to promote social progress and better standards of life
in larger freedom, and for these ends
... to employ international machinery for the promotion of the
economic and social advancement of all peoples, have resolved
to combine our efforts to accomplish these aims ... [from the
preamble to the Charter of the United Nations]

UNDP promotes human development. We seek to create opportunities through which people's abilities, talents and creativity can find full expression. We aspire to a world where people can better their lives in a manner of their own choosing. We recognise that development today must safeguard the options of future generations.

UNDP invests in people. We help countries to develop the capacity to manage their economies, fight poverty, ignorance and disease, conserve the environment, stimulate technological innovation, and recognize and enhance the contribution of women to society.

UNDP is active (in collaboration with the World Bank and other UN organisations) in the fields of sustainable production, cleaner production, waste reduction, the improvement of efficiency, and in the sustainable management and use of natural resources. A specific problem represent the drylands, covering 40% of the land area of the earth. More than one billion people living in these areas and are at risk from the effects of this loss of productivity on their livelihoods. Strategic actions that are taken by the main executing agency UNEP:

1. Improve policy-relevant assessment of drylands degradation.
2. Increase global awareness of dryland and desertification issues.

3. Promote actions in support of the UN convention to combat desertification and the development of national, subregional and regional action programmes, assist in the preparation of projects to reverse land degradation for submission for GEF financing. Develop tools and guidelines for sustainable dryland management.
4. Increase people-oriented approaches in sustainable land use and natural resources management.

That sounds all very positive. For comments on the real approaches and effective impact in the field see chapter (4.7).

FAO - The FOOD AND AGRICULTURAL ORGANISATION:

It is still the largest international organisation dealing with forestry. In spite of the urgent need, of roughly 15.4 Million ha of forest lost per year, the share of forestry is declining. In 1956 it was still 9.1% of the budget, in the 90s it declined to 4.4%!

Due to that, the need for a specific UN Forestry organisation has been formulated (by Canadian Forestry Commission).

As main cause of the problem nowadays mainly the common ownership of forests and range is identified, and privatisation as the main solution.

Unluckily, profit-orientation in forestry is quite often not of much help. The infrastructure established in TFAP projects proved rather destructive for the forests as it facilitated wood harvest, transport and sales - while structures to enhance care for the forest were still lacking. The "empowerment" of local people, the building of local structures and capacity to deal with management and protection of the natural environment needs time. It needs an adaptation of politics, a change of minds, a lot of training and discussions. Forests are economically of minor importance - they are "peripheral". That means, without special care they are used, abused and replaced by more productive land uses!

What concerns information, FAO is publishing excellent papers on the subject of agroforestry and social forestry, especially the "*Community Forestry Notes*".

UNEP - Mission:

To provide leadership and encourage partnership in caring for the environment by inspiring, informing and enabling nations and people to improve their quality of life without compromising that of future generations. [UNEP Homepage] UNEP is active in over 70 countries since 1975.

UNEP Programme:

- Sustainable management and use of natural resources: Water Security in Africa. Regional Seas Programme. Protection of the Marine Environment from Human Activities. Global Biodiversity Assessment. Intergovernmental Panel on Forests (ITTO, CSD). Wildlife Conservation (World Conservation Monitoring Center/-databases). Biosafety. Sustainable Agriculture (Consultative Group on International Agricultural Research (CGIAR). Climate. Desertification Control.

- Sustainable production and consumption: Cleaner Production. Transfer of Green Production (International Environmental Technology Centre (IETC)). Ecotourism. Emergency Response.
- A better environment for human health and well-being: Disaster Relief. Chemical Databanks.
- Globalization of the economy and the environment: Integration of environment in development planning and decision making, environmental economic analysis, environmental impact assessment. Environmental and natural resource accounting: manuals: Build capacity in developing countries and countries with economies in transition to deal with free-market economies. Ozone.
- > International treaties elaborated and implemented under UNEP's auspices:
 - Transboundary movements of hazardous wastes and their disposal (*Basel Convention*)
- Illegal trade in endangered species of wild fauna and flora (*CITES*),
 - Convention on migratory species (*CMS*)

Capacity building: Establishment of environmental institutions.

- Strengthening of environmental legislation: A computerized environmental law information base for governments and other users has been established on the Internet. The merger of this database with IUCN database will ensure that the best global legal information is effectively enhanced to serve the global, regional and national needs.
- Dissemination of information: Training in the use of new analytical tools and environmental education. Environment information and assessment programmes. Global environmental monitoring system (GEMS). Global environmental outlook (GEO). World resources report. State of the environment source book. Indicators for sustainable development (with DPCD, UNSTAT, SCOPE). System-wide earthwatch. Global 500 Roll of Honour.
- Global resource information database (GRID).
- Environment and natural resources information network (ENRIN)
 - helps to develop national and sub-regional capacities of institutions for environmental data management focussing on cooperative state of the environment assessment and reporting.
- INFOTERRA - is a global network for environmental information exchange and scientific and technical query response services operating through a network of government designated focal points. Hand in hand with the People. NGOs are of central importance to UNEP.

Environmental education and awareness: *"Raising the public awareness on environmental issues is perhaps the most important activity of UNEP. ... The ultimate goal is not only to change the attitudes of people, but also to motivate and empower them to act for the environment."*

This is a very extensive programme - disposing of very limited means (1996-7: 90-106 million). It is understandable, that the output consists mainly in providing information, is very spotty and often just verbal [no activities in Yemen e.g.].

The problem with "information" is, that in dealing with environment we know what we "should" do. In many cases we even know how we might do it and how the respective laws should look like. But we do not know how to make the step from the "should" to the doing!

UNESCO:

"The main objective of UNESCO is to contribute to peace and security in the world by promoting collaboration among nations through education, science, culture and communication in order to further universal respect for justice, for the rule of law and for the human rights and fundamental freedoms which are affirmed for the peoples of the world, without distinction of race, sex language or religion, by the Charter of the United Nations."

UNESCO is undertaking prospective studies, assisting in the development of research, training and teaching. They produced excellent papers on that matter, provide expertise and participate in standard setting actions.

ILO:

Is promoting social justice and internationally recognized human and labour rights, conventions and recommendations on minimum standards of basic labour rights as the freedom of association, the right to organize, collective bargaining, abolition of forced labour, quality of opportunity and treatment. It provides technical assistance in: vocational training and rehabilitation, employment policy, labour administration, labour law and industrial relations, working conditions, management development, cooperatives, social security, labour statistics, occupational safety and health.

International Organisations not belonging to the UN:

IUCN:

Is developing global policies (forestry among others!) and conventions on sustainable use, indigenous people, protected areas, species conservation (*Red List*). Its specialty is the "experts network" - commissions with over 10000 participants!

It tries to integrate environmental debate from local and community level up to the national and global level, administrates a large legal database, provides expertise and field assistance in the protection of species and biotopes (national parks and protected areas).

In certain countries, the USA e.g. [sedwards@iucn.org], it has projects on community involvement in protected areas management where it can make use of its extensive specialists networks. But generally speaking, IUCN is rather developing strategic approaches and has limited experience in participatory planning and environmental care at grassroots.

In Yemen it was not able to develop activities, as neither the government, nor one of its agencies or an NGO could be convinced to pay for membership. Efforts of the author and many others were in vain - what indicates, that "information and advice" are insufficient "incentives" for poor countries - funds for projects are needed as well!

Further information on organisations that are here not mentioned - because they did not have activities in Yemen, not because they are less important, as e.g. WWF/Greenpeace/and other NGOs can easily be found on the Internet. s. list in appendix.)

3.3.1.1 Funding

While the emphasis of international assistance is turning more and more towards "assistance through information" and assistance towards self-help - funds are the major demand and expectation of receiving countries and institutions.

The major international fundraisers in the field of forestry and environment being:

World Bank: It spent e.g. 2.8 billion in 1995 on energy. In environment it concentrates on "Environmental Assessment", "improvement of "Efficiency" and "Cleaner Technologies".

GEF is the largest financial mechanism, providing grants and concessional funding for projects and programs that protect the global environment and promote sustainable economic growth. (???)

Themes: climate change, biological diversity, international waters, stratospheric ozone, land degradation, primarily desertification and deforestation.

It is jointly implemented by the World Bank, UNDP and UNEP. UNDP is identifying larger projects for international and national execution, as well as small grants projects for community groups and NGOs. UNEP is providing scientific and technical analysis for the advance of environmental management.

GEF is striving for universal participation. In 1994 73 governments participated in its activities, 2 billion \$ were available for a three years period.

GEF projects must be country driven, incorporate consultations with local communities and, where appropriate, involve non-governmental organisations in project implementation.

IFAD works on the alleviation of rural poverty in developing, low income, countries. It tries to strengthen related policies:

- food security through increased agricultural production,
- improvement of nutritional levels and incomes of the poorest rural populations, landless, marginal farmers, pastoralists, fisherfolk, indigenous people, poor rural women.

Critique:

Compared with the demands formulated in the introduction to chapter 3.5, "banks - even development banks - are banks" and have to operate within the logical framework of economy. That means they have to remain profit and growth oriented, relying on the famous, unluckily steadily decreasing: "trickle-down effect". They won't be able to assume a function as nucleus of a new, really sustainable, no-growth-economy. Their investment is investment promising repayment and increased productivity. From the side of the governments and the locals it is often seen as "progress and development" by itself

3.3.1.2 INFORMATION

As the major output of the international institutions is "information" (one might be nasty and say "paperwork"). Let's check what are the objectives of such information, what are the conditions for participants in this program, the means of the programme, the effects and resulting problems and, last not least, how can be dealt with the problem of information processing, how can information be turned into meaningful guidance for action.

As example I take one of the largest information suppliers in the UN-System (relevant for our problem: the management of natural resources), the SDNP (Sustainable Development Networking Programme) [<http://www3.undp.org/> sdnp@sdnhq.undp.org]. Its main objective is the deliberate sharing of information and expertise between all nations, as formulated in Agenda 21. [<http://www3.undp.org/>]. The following information (numbered following outlay of original text) has been taken from the "SDNP: Strategy/Evaluation Report" by Kate Wild [<http://www3.undp.org/evals/eval94.ht9m>].

3.3.1.2.1 Objectives

The main aim of easing access to information is to improve development decision making !!!: *"Improve access to information for development decision-makers from all sectors and at all levels in developing countries."* (81.) *SDN is a consultative process among national institutions from all sectors of society aimed at*

opening access to information for use in sustainable development planning and decision-making at all levels. ... (3.)

SDN foresees two major handicaps of this technological approach, namely that "... countries with a relatively sophisticated technological infrastructure would tend to benefit most (52.), and that **"Networking is primarily a human activity which can be supported, but not substituted, by computers and communication technologies; (53.)**

Still its basic conviction is that information (knowledge) that is kept inside closed systems (be it science, politics or business) is useless for social development. The priority of human interaction in the processing of information, especially with the final objective, to lead to action, sets a priority on locally meaningful (interpretable, valuable) information: "This is an important condition for the exchange of information which enables institutions to tap into external expertise and some sources of information. However, much relevant development information is available locally, some of it stored in databases, on occasions built through technical cooperation projects. In defining SDN projects it may be time to encourage participating institutions to move more actively towards incorporating local information sources, in machinereadable, audio-visual and paper form, more effectively into the information exchange mechanisms. (54.) And even with the inclusion of such knowledge, some substantial time will be needed for dialogues on the different levels, especially at the base: "Review of CAPACITY 21 suggested that ... effecting permanent changes in public attitudes and behaviour can take as long as a generation and that UNDP may have underestimated "what was required to support long-term national dialogues involving not just governments but broad segments of civil societies". (58.)

The paragraph proves at least that the problem this book is dealing with is known to the headquarters!

3.3.1.2.2 Conditions

"The principle must be accepted that the network is to be demand driven; the needs of consumers of information must be identified and the network must respond to those needs; ..." (23) "SDN is representative of a new UNDP approach to development which focuses on broad participation of different segments of society (governments, NGOs, the private sector, community organizations, academia), and emphasizes the need for self reliance and sustainability. (15.) "Projects are managed by SDN coordinators, selected by open competition. Host organisations for SDN units are selected on the basis of the feasibility study, with the agreement of the Steering Committee. They vary widely (IUCN in Pakistan, an NGO (the IMCA) in Korea, an office within the Ministry of the Environment in Indonesia and Bolivia, the UNDP office in Estonia, or example) must have the confidence of participants in their neutrality vis-a-vis all sectors and their willingness to open up their own information resources. (28.)

Sharing information with others is only the beginning. The next step, probably more important, is establishing dialogue as a two-way communication. Many, nay, most texts nowadays are offe-

red, for free or on the market, but the reader has little possibility to give his opinion on it. And it is only the forum, the open market of ideas and the practical testing of such, that will allow to "confirm if they are true and valuable": *"The SDN approach to network building is participatory. UNDP should accept that this will lead to information exchange related to broad and varied concepts of development determined by network members and that those concepts will change over time."* (89.)

3.3.1.2.3 Means

The database should contain all material generated inside the UN-System: *"... cooperate with CSD (Committee on sustainable development) and all UN bodies to bring their information to the attention of national and regional SDNs.* (46.) But presentation of information alone is insufficient. With it and with the *"... strengthening of electronic networks has to go "the better use of indigenous knowledge.* (17.) The inclusion of locally generated information is definitely foreseen: *"The involvement of local consultants and expertise mitigates in favour of sustainability."* (13.) Better use means, that knowledge has to be "translated" not only into the local languages, but especially into the indigenous concepts of thinking, valuing, interpreting, motivating, decision making.

3.3.1.2.4 Effects and resulting Problems

15. ... Among the consequences of this approach are slower decision-making and less central control, but the expectation is that the process itself will lead to changes in cultures of information use that are more deeply rooted in national and local societies. These changes in their turn should, in the long run, lead to more effective, information based policy making and planning. (uba)
16. The SDN should be a tool to: coordinate and mobilize national, regional and international resources; effect the communication linkages and consultative processes required to promote sustainable development; and support capacity building.
43. The meeting noted a number of issues related to the implementation of the information components of Agenda 21 which had not yet been satisfactorily addressed and identified the following criteria for improving existing systems:
 - a meaningful participatory approach
 - effective feedback loops to encourage two-way flows of information;
 - cost-effectiveness through better understanding of benefits and costs
 - attention to particular needs of different users ...
64. Much of this development information is more easily available within the international system than within the countries that supplied it originally. UN information is largely wasted in terms of development decision-making at the national and local levels.

91. More focus should be put on the information components rather than the technology components of the network, and, in particular, on drawing local information into the exchange process.
96. Translate key material

3.3.1.2.5 Conclusions

The Need of adapting information to the local context = the need of a meta-communication on semantics and interpretations
International conferences, international agreements and strategies, even conventions - are nothing but paper (or 0/1-marks on a harddisk) - if this information is not relevant at the level of action > in the field. The difference of meaning that arises of different perspectives of interpretation are not dealt with those information processes. In "informatics" *"Data have no meaning themselves. The meaning and therefore the information or knowledge they represent is derived from the data by interpreting them on the basis of certain agreements and rules."*
[Wintraecken p 2:]

An Information system is therefore an information processing system that [ibid p. 5:]:

- receives information and requests for information from its users and provides them with information and answers to their requests
- can store information in time
- can derive new information from given information.

"To derive new information" is critical. Electronic systems can only make such combinations they are programmed to make: *"The information system always reacts to a given stimulus with the same response."* [ibid p. 8:] Or: *"The grammar describes **all** of the conceptual aspects of the information exchange with the information system."* [ibid p. 15:] The data that may be exchanged with the information system and their meanings are described one hundred percent by the grammar. It is a closed interpretation system - unlike human communication. This is the main difference to humans' free interpretation and reaction! Human communication can easily, playfully change interpretation patterns. (That is one major reason that makes literature attractive.) The electronic information processor can repeat knowledge, can repeat answers and combinations - but only as far as they can be calculated, in a formalised and repetitive way. *"The information processor must answer the questions and execute the requests of the users in such a way that they do not violate the rules of the grammar."* [ibid p. 232]. That this is not the case in human communication is the adaptive chance for social groups to re-interpret and change rules - if needed. This is the main problem of interdisciplinary approaches, as different interpretation systems, different grammars have to be combined - and this is not done just by putting different types of knowledge on the same computer. *New approaches to development recognize that effective decision-making requires broad community participation and multidisciplinary inputs. SDN creates a space for interaction and information exchange for actors from all sectors of society and provides opportunities for cutting across discipli-*

nary lines. (100) Technological information processing is surely useful, but it is a closed, fixed system that can only respond to local needs if data are reinterpreted by individuals and interpretations shared through communication. Information is only of use if in the hands (not only brains, that would not be sufficient!) of people that know how to use it.

If this wealth of information is really to create the expected new approaches in problem solving is doubtful. It will not be a result of new technologies - but a new demand in coping with them: *"New technologies have the potential to link people, institutions and information and break down institutional, disciplinary and geographic barriers in ways that we are only beginning to explore but which may radically alter approaches to problem solving and planning."* [ibid p. 101:] Those new techniques, the floods of information, create new needs in understanding complexity, in integrating knowledge.

Human development starts with thinking, that means it starts with awareness (information) on problems. To tackle solutions needs a willful acceptance of the given problems, to undertake action needs motivation. Information is so by far not sufficient. (Force (policy and laws) not either.) Especially actions in favour of the natural and common environment need the common interest, need a common feeling of needs for action, need a common understanding.

Those are preconditions for acceptance, a problem of many democracies, even of Switzerland. The Swiss Section of UNESCO e.g. undertook a MAB-project at Davos [Bosshard, W (Publ.); Wildi, O. & Ewald, K. (red):]. The result is, that land-use is at present nearly optimal, that any increase in productivity and any expansion of infrastructure and settlements would be destructive for productivity and diversity, agriculture would use the best lands, the already critical quality of the air would get worse, large parts of the settlements are already now threatened by avalanches, the region would lose attractiveness for tourism.

Information is important, but the problem is - what information - how to interpret it under local circumstances - how to make it meaningful to motivate local action! And that is probably THE MAIN FUNCTION OF DEVELOPMENT EXPERTS, to be "information brokers" with the role to interpret, manage, filter and add value to the available information.

That means the aim is: no more growth! From the point of view of biological diversity the situation is even more critical: *"Would some of the changed uses of the past years be reversed, one might expect a stabilisation or even increase of phytosociological diversity."* [ibid "Szenarien" p 283:]

Scientifically it is a very accurate study - but - it does not contain the slightest hint (or even the question) how this objective might be reached or brought into discussion.

Open Questions:

> How can economic restrictions (= respect for nature and all

human beings) be discussed, motivated and managed?

- Economy says it can't (see foregoing chapters).
- Politics can't because they have to promise growth and progress.
- Ecologists say it must and are teaching it.
- Theologists have been preaching it.
- Philosophers are discussing it:

For the philosophical discussion of such fields the following two forums are of interest:

ODS (Office of Development Studies) papers:

ODS presents discussion papers with the intent *"to stimulate debate and further research. The foreword to each paper therefore explicitly invites readers to share their views and comments, to submit their own studies for eventual publications under this series, and to address any other information or queries they may have. This invitation is addressed to individual developmental thinkers and practitioners as well as development research centers and other interested parties."* *"The discussion papers are not one-time-events. They are part of an iterative process involving global dialogue, shared research efforts and feedback on key issues facing mankind."*

The approach is quite large:

- consistency between economic growth, social objectives and environmental concerns
- a new framework for international cooperation including a new relationship between private finance and development

The emphasis in both areas is on identifying, and elaborating through systematic research, analysis and debate, practical and pragmatic policy measures that could make a difference and help foster progress towards sustainable human development worldwide.

Paris Declaration for Philosophy

The participants:

Note that the problems with which philosophy deals are the universal problems of human life and existence;

Believe that philosophical reflections can and should contribute to the understanding and conduct of human affairs;

Consider that the practice of philosophy, which does not exclude any idea from free discussion and which endeavours to establish the exact definition of concepts used, to verify the validity of lines of reasoning and to scrutinize closely the arguments of others, enables each individual to learn to think independently;

Emphasize that philosophy teaching encourages open-mindedness, civic responsibility, understanding and tolerance among individuals and groups;

Reaffirm that philosophy education, by training independently-minded, thoughtful people, capable of resisting various forms of propaganda, prepares everyone to shoulder their responsibilities in regard to the great questions of the contemporary world, particularly in the field of ethics;

Philosophy can build a truly participatory, open base for common development as philosophy has to be critical (truth-seeking) towards all ideologies - even (or especially) those that assume a religious quality, as nowadays science and especially economics. Richard Rorty in the Opening Debate "Moral Universalism and Economic Triage": "James and Nietzsche viewed this sort of scientism as an unfortunate persistence of religious ways of thinking. They urged that the vocabulary of physics is simply one useful vocabulary among others. Both thought that the Enlightenment's attempt to put science in the place of theology was a mistake, as was the initial assumption that the universe somehow demands a certain description. ... Different purposes demand different tools.

Adopting this view means replacing the choice between theological, scientific and metaphysical descriptions of the world with a choice between human purposes. But the choice of what purposes to have is almost always, in practise, a choice among groups of people rather than a choice among abstract formula."

He started from the question "what are we", arriving at the conclusion, that the major problem is not what, but who are we, to which group do we belong, which aims do we strive for. "Kant's question: what can we hope? ... asks a question about future time. But this question about the future is not a request for a prediction, but rather for a project. To ask who we are becomes a way of asking what future we should try, cooperatively, to built."

As James said: "we" are the inhabitants of a global cooperative - the problem of social forestry, of creating local social groups that are willing and able to take over responsibility for the management of their forest - has its global parallel. But if the local community does either not exist, or is no able to assume responsibility for needed care - "global papers and conventions" are useless.

3.3.2 Governmental Politics

Beyond the international, we have mainly the following levels that can assume responsibility: state, region, community, local social groups and individuals. While the market is targeting the individual directly, the solution of before mentioned problems needs the aggregation of interest and power. Marshall still expected a revolution of thought, a progressive capitalism, a society in which *"economic chivalry" of businesspeople will be the base for care for the workers and win over pure profit orientation*". [after Piper p. 80:] The victory of "shareholder's interest" shows the opposite and forces the state to overtake new duties. While the state is developing new instruments of steering, those that profit from the status quo are developing strategies on how to avoid steering. So there are mainly two strategies left:

- a) Balance of power, powerplay, economic warfare - e.g. the states of Europe cooperate economically to build a block against USA and Asia - or - the workers cooperate internationally to build a powerblock in defense against international capital. "The environment" has not much chance to get the same representation in view of increasing economical problems.
- b) National or regional units that can take responsibility for an integral development that does not eliminate large parts of the workforce and that does not ruin the environment. That means: a certain cooperative planning and steering of "the market" - or on the monetary base: the revival of regional exchange markets (s. 3.3.3.1).
- c) Steering through the fully aware consumer. It is the consumer who decides on products, so on the conditions of their production. He can steer the development towards more sustainability - but only with difficulty towards more equality and justice ... (e.g. through a social label, analogous to existing environmental labels).

3.3.2.1 The powerplay

The powerplay is not very promising. Here politics is the continuation of war with other means. As Walter Eucken (the father of social market-economy) said "it is not only the misuse of economic power that has to be fought, but the economic power itself." The politics of "laissez faire" he considers as just a formal freedom. The economic regulations should be of such a kind, that the people are free." His recommendation was not to discriminate small and middle enterprises, rather to stimulate them. [after Piper p. 200 and before]

For Galbraith [Piper p. 289]: *"The system is working nevertheless, because the industrial giants encounter opposing power in the form of labour unions and other social groups. Where this balance does not exist, the state has to enforce the countering powers."*

Unluckily the countering and controlling powers are losing ground. The strive for economic growth is opposing them - and so

many "liberal" governments are (USA, GB ...). The capitalist workers believe in "the growth myth" - as the communist workers believed in their "coming workers' paradise". But in the end Myrdal might prove right again, saying [Myrdal (1957) p. 43/45]: "The under-privileged groups pressed for greater equality. From time immemorial, history records uprising of the poor against the rich, the exploited countryside against the city, the peasants against the landlord." "The poor are the many and even the relatively poor are the great majority, wherever the voting line is drawn." But the underprivileged are disaggregated, and they are still dreaming of growth and that this system will allow them to become the one shoe cleaner out of thousands, the one that succeeds in getting millionaire.

3.3.2.2 National Planning [s. as well chapter 2.5.4]

"The organisation of society as nation-state is today more "normal" and widespread than ever, what can be seen from the relative insignificance of international and supranational organisations. The social leading role of the state is not uncontested, but it is so far without alternative. Especially economy was not able to overtake that role, as it can't produce legitimate, socially binding decisions and its role as dominant problem creator ... does not by a long way make it a coordination and steering mechanism." [Willke p. 160:] This would be the aim of state planning" after Georgescu-Roegen p. 347]: "As Lowe presents it, Political Economics is "the theory of controlled economic systems." It presupposes a "controlling authority" capable of selecting the optimal "macro goal" of economy." The tasks of the same authority are:

- (1) to determine the material course that will move the system toward the chosen macro goal;
- (2) to find out the behavioral patterns required by this course and the motivations capable of fostering these patterns; and
- (3) to discover the central regulations that will induce these "goal-adequate" motivations."

This certainly contains a certain belief in the feasibility of social engineering, a critical point for social forestry in Yemen and as well critical for Georgescu-Roegen. "Societies" whose macrogoal is determined are e.g. bees, ants and termites. Generalisation and transfer of such specific theories to social matters has been done in the forms of biologism, sociologism ... and is ongoing in the form of economism: "Man has been so successful in controlling to his advantage one physical process after another that he could not stop short of believing that he can achieve the same feat in the other domains."

Schumpeter [after Piper p. 101:] expected, that the development towards a mature capitalism will lead to the result, that large trusts are overtaking the role of the "innovators". No more the small, aggressive little entrepreneur, driven by a craving for a higher social status are taking key decisions, but payed managers - the innovation process is bureaucratised. Moreover, capitalism produces a large host of intellectuals that are hostile towards it and carry their discontent into the

population. All this is enhanced by the breakdown of the middle-class family. At some time or other bureaucratised capitalism will change into a planned socialism, what after Schumpeter is not so bad, as the socialist economy will probably function better than monopoly capitalism."

Mitchell [ibid p. 190 ff.:] recommended an intelligent economic planning - no central planning - "but the basic will of the state to intervene with economy if the market produces unwanted results that do not contribute to common welfare." "More pronounced than his famous colleague John Maynard Keynes he stood in for a regulated economy in which the citizen has a large right of participation on the all-over economic aims." For him small steps, intelligent experiments were "at any rate better than waiting for the effects of an invisible hand or the automatically activated market forces."

Röpke asked for structural politics conform to the market: land use planning, cutting of high profits, credits for the creation of a widespread ownership, research and planning targeted towards social and environmental compatibility. To avoid the "social costs" of large scale companies, production should be done in radically decentralised small factories.

Myrdal, opposing all recent economic recommendations, puts the emphasis not on international competitiveness, but on local subsistence and increasing (! - not as recommended by monetarists - decreasing) local incomes [Myrdal p. 52:]: "What would be rational is above all to increase productivity, incomes and living standards in the larger agricultural subsistence sectors, so as to raise the supply price of labour, and in manufacturing industry. This would engender economic development and raise incomes. But trade itself does not lead to such a development; ..."

Kondratjew recommended a "perspective", "genetic" planning, starting from agriculture, giving freedom to the spontaneous forces of the market.

If economy nowadays is overtaking the setting of aims and rules, this does not mean that the world is set in order. The ongoing process of the development of the EU into a monetary union with a single currency shows the underlying problems and limits of this "world systems". A European monetary union does not only need a consent on the monetary policy, but a common policy on economy, traffic, social and educational aims. The aim of a common currency will subdue local, differing economic and social policies. It is known from the Thirties, that creating a local currency (Gesell / Lederer) is an important means of dealing with unemployment. Devaluation is an other, more important, large scale, one. If the labour market can really be treated as secondary to the capital markets and to the needs of global market development - is most probably not yet decided. The same is true for developing countries, that need a certain protection of their starting economies: "Many manufacturing industries are thwarted in their growth or prevented from ever coming into existence because of the small size of the domestic market. This market is frequently flooded by foreign imports from sources to which this demand is often only marginal. By providing protection against outside competitions, local industries can be given their chance." [Myrdal p. 94:]

"... the whole meaning of a national plan is to give investment such protection from the market force as will permit it to be undertaken in spite of the fact that it would not be remunerative according to private business calculations. It is here that the national state comes in as representing the common and long-term interest of the community at large." (uboa) [ibid p. 86-87:]

Hawken exclaims that *the most frightening of our political and economically motivated aversion to deal with limits on the global scale is the fact, that there is a total agreement on what such means at the local scale.*" [Hawken p. 45:] His first aim would be to *reduce consumption of energy and natural resources for about 80% during the next fifty years.* The second aim is, to *create secure, stable and rewarding jobs for all people of the whole world.* [ibid p.11:] This may sound queer, utopical, unrealistic - but given the shrinking reserves of many natural resources, be it minerals (petrol) or living (fish) the factual limits are given. As Georgescu-Roegen he says that *while we are appropriating too much, we waste too much.* [ibid p. 60:]

One of the "economic" means to steer society is taxes. In relation to environment and un-employment the major recommendation is, to change from taxing incomes towards taxing energy. The change towards more energy efficient techniques would create lots of workplaces, as labour is replaced by energy driven machines. This process is enhanced by taxing incomes and might be reverted by taxing energy use.

Given the problem and its background he recommends the following two approaches:

- 1) System and environment [Wendell Berry: *Conservation is Good Work*. In Hawken p. 192:]: *"The dilemma is, that we allowed to our suppliers to draw the economic borders so far out, that we can't be held responsible for the effects caused by us." The limits of the (economic) system have to be drawn in a way (the same as in social forestry!) that responsibilities can be assigned to precise persons or institutions. An interesting, even if slightly "utopic" idea, has been mentioned by Hawken [Hawken p. 163:]: "Interestingly capital punishment is less controversial than the idea, certain companies might have forfeited the right of existence."*
- 2) Social models and ideologies [Kirkpatrick Sale in Hawken p. 194]: *"Only a general overhaul of this civilisation and an alienation of its deep-rooted Gods - progress, growth, exploitation, technique, materialism, human mentality and power - will contribute substantially to stop environmental destruction, and it is hardly imaginable, that a sheer change of lifestyle may have a sustainable effect on it."*

3.3.3 Local, Communal, Regional "Politics"

But - the development of the human society is not a physical process, is not (to be!) driven by causalities, but by ideas, hopes, needs, dreams - and has to respect limits set by nature and humanitarian reasons. Goals imposed "from above", be it the state or an other (financial e.g.) elite, will not be easily overtaken by "the masses", what makes coercion necessary. "Steering" of social development has to be based on freedom, that means it has to motivate people, it has to be done as a mediation of differing interests and values. Social development needs participation - participation starts in local groups with local politics. Steering, setting rules for behaviour and action is ethics - as it tells us what we should do. If it has to be done in a democratic way, respecting freedom of the individual and of social development, it can't be done as a "science", nor can it be rules coming from "high up - far away", but it must be the development of potentials, it must develop rules out of an honest understanding of the present situation, taking into account the historical roots on the one, the wanted development on the other side. Especially it can't forfeit an ex-ante evaluation of the future implications of development!

Hawken's description of environmental meetings [Hawken p. 276:] lists the main requirements for local participation:

- *Open for everybody.*
- *Recognise differences of opinions.*
- *Not be a party (with determined strategies and tactics, struggling for power) - but:*
- *be recognised by politics and*
- *strive for a consensus of differing desires, needs and perceptions, creating hope and encourage change.*

This would create a "natural constitution" of rights and responsibilities, and an "endless dialogue among people how one can live without doing harm to the world."

The international trade, (as any market system), enhanced by monetaristic theory, does not assume local responsibility, does not assume responsibility for equality and justice. Less productive regions are just left out - what fits the theory - but not humanitarian development needs! While globally operating, international companies are picking out laws, goods, production processes, workplaces and workforces only in view of maximum profit, it is the locals who need to protect their resources. The responsibility to care for the local (natural and social) environment remains with them. That is a fact, as the "costs" of environmental and social destruction will have to be paid totally by the locals - not by the international community or internationally operating companies - not even by the national governments.

Last not least - to assume local and regional responsibility - when needed in defense against "internationalism", is the only way to survive for many local cultures, their lifestyles, languages and traditions. Only if local politics do not succumb to international domination, a "cultural mix" can be kept alive. Hawken offers an excellent example of local economic dealing

with the natural environment - the example of Somalia. Due to the change from subsistence towards production for the markets, the export of livestock has multiplied in recent years - 10 times since 1955! The effect is overuse of range and water, erosion, lack of fodder, lack of food, overuse of water [after Hawken p. 243 f:]. Still there is a way out of Hardin's dilemma of the destruction of open access systems. A "company" would tend to maximise income from the grazing rights, so there would be no economic interest in overgrazing, as it would diminish the long-term value of the company. It would steer grazing in such a way, to create maximum income. Moreover it would care for yields, growth, rotation and fencing.

The grazing company under public control is a useful model for the security of our public goods, First they are controlled by their clients ... If they accept the control, they receive monopolistic user rights and a certain level of profit is guaranteed. This allows them to engage in long-term projects and to attract capital with low costs due to low risks.

Definitely a good idea. The author did himself a consultancy in Somaliland [Herzog (1996): "*Forestry and Woodland Management in Somaliland: Problems, Background, Development Potentials*"]. The main recommendations, established through local workshops, were:

- a) Technical: enrich the aquifer through watershed management, the establishment of contour bounds, combined with the plantation of fodder-shrubs and food.
- b) Social: to assist communities by a mobile extension group in the revitalisation of cooperatives, especially charcoal cooperatives.
- c) Legal: National assistance to the villages and regions in the protection of their woodlands.

What is being done in this matter: Digging more water holes. That's where the funds could be made available! Development agencies are reluctant to engage in politics, be it even local.

3.3.3.1 Local Monetary Politics?

The monetary solution concerning unstable development phases (booms and recessions) is "to let the available money grow continuously, so that companies and private households can plan in security and economy has space for expansion." [Friedmann, in Piper p. 277:] Unequal distributions between capital and labour, between incomes, between wealth, are not dealt with, as considered as natural and needed.

The local version is Gesell's local "free-money". This local currency, opposite to traditional banking, loses part of its value when deposited. That forces it to "turn around, to be constantly in the market. Interest is neutralised, there is no accumulation of money and power. As long as money and goods are in an equilibrium, this "currency" stays stable. It has as well multiple advantages for environment and development, as it:

- stops unsustainable growth, so far needed to pay back interests
 - stops accumulation of debt of developing countries
 - enhances subsistence economy and the quality of work
- Additional to local currency a reform of land-ownership would be

needed, declaring the common ownership of lands, while allowing for private user rights. (What is in fact given with tribal lands - where it unluckily did not prove sufficient to protect them from overuse!)

3.3.4 Individual Behaviour and Values

Cooperation is needed. The purely individual approach is most probably insufficient. Already Gesell [Piper p. 226:] had to accept that: "*His confidence, that "reasonability" of thought would be sufficient to gain acceptance, proved straight away naif.*" The control of the market and its destructive side-effects on nature and society would need an aware, well informed and willing consumer. He would have to be more "value oriented", what means, he would have to accept higher prices for goods that are produced under conditions with less negative effects. Certain successes have been attained in this respect with ecologically produced bio-food. First steps (certification) are being undertaken to facilitate sustainable production of wood - but little is done so far in favour of "social impact assessment". A lot of (educational) work has still to be done in this respect.