

**ANALYZING THE NATIONAL LAND USE POLICY
IN MYANMAR: POLICY INSTRUMENTS,
POLICY IMPLEMENTATION,
AND COMPARATIVE STUDY**

KYAW LWIN



**MASTER OF ARTS
IN PUBLIC POLICY**

CHIANG MAI UNIVERSITY

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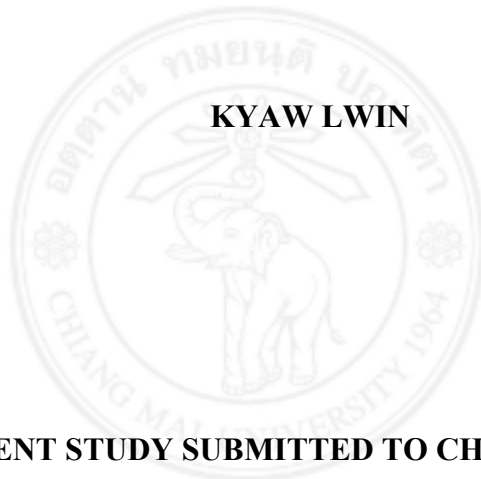
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**AN INDEPENDENT STUDY SUBMITTED TO CHIANG MAI UNIVERSITY
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR
THE DEGREE OF MASTER OF ARTS
IN PUBLIC POLICY**

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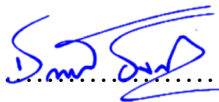
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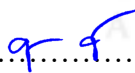
THIS INDEPENDENT STUDY HAS BEEN APPROVED TO BE A PARTIAL
FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF ARTS
IN PUBLIC POLICY


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หัวข้อการค้นคว้าอิสระ	การวิเคราะห์นโยบายการใช้ที่ดินแห่งชาติของเมียนมา: เครื่องมือ นโยบาย การดำเนินการนโยบาย และการศึกษาเปรียบเทียบ
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บทคัดย่อ

นโยบายการใช้ที่ดินแห่งชาติของเมียนมา (NLUP) สะท้อนให้เห็นถึงความมุ่งมั่นของประเทศในการแก้ไขปัญหาการจัดการที่ดินที่สำคัญภายใต้บริบททางสังคมและการเมืองที่กำลังพัฒนา ซึ่งการพัฒนาอย่างรวดเร็วนับตั้งแต่การเลือกตั้งปี 2555 และการรวมตัวของอาเซียนในปี 2558 เผยให้เห็นกรอบการกำกับดูแลที่ดินที่กระจัดกระจายและล้าสมัยช่องว่างเหล่านี้ทำให้เกิดความกังวลเกี่ยวกับการครอบครองที่ดินอย่างกว้างขวางซึ่งอาจเป็นอันตรายต่อเกษตรกรรายย่อยและสิทธิของชุมชน เพื่อเป็นการตอบสนอง รัฐบาลเมียนมาได้พัฒนานโยบายการใช้ที่ดินแห่งชาติของเมียนมา (NLUP) เพื่อปรับปรุงธรรมาภิบาลที่ดินให้ทันสมัย และเพิ่มความมั่นคงในการถือครองที่ดินสำหรับเกษตรกรรายย่อย สตรี ชนกลุ่มน้อย และกลุ่มชายขอบอื่นๆ การศึกษานี้สำรวจการพัฒนาการนำไปปฏิบัติและประสิทธิผลของเครื่องมือนโยบายและกรอบกฎหมายของนโยบายการใช้ที่ดินแห่งชาติของเมียนมา (NLUP) ด้วยการวิเคราะห์เปรียบเทียบนโยบายการใช้ที่ดินในประเทศไทยและลาว การวิจัยระบุแนวทางปฏิบัติที่เป็นเลิศและเครื่องมือนโยบายที่ประสบความสำเร็จเพื่อแจ้งการปรับปรุงธรรมาภิบาลที่ดินของเมียนมา การค้นคว้านี้เน้นย้ำถึงความก้าวหน้าในการรักษาความมั่นคงในการถือครองที่ดินและการมีส่วนร่วมของผู้มีส่วนได้ส่วนเสีย ในขณะเดียวกันก็ระบุพื้นที่ที่ต้องการการประสานงานที่ดีขึ้น การปรับปรุงกรอบกฎหมาย และการมีส่วนร่วมของชุมชนอย่างครอบคลุม ข้อเสนอแนะเน้นย้ำถึงเสถียรภาพทางการเมือง การประสานงานระหว่างรัฐบาล และการบูรณาการแนวทางการจัดการที่ดินอย่างยั่งยืน

คำสำคัญ: นโยบายการใช้ที่ดินแห่งชาติของเมียนมา (NLUP) เครื่องมือนโยบาย ธรรมาภิบาลที่ดิน การศึกษาเปรียบเทียบข้ามชาติ การมีส่วนร่วมของผู้มีส่วนได้ส่วนเสียในที่ดิน

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ABSTRACT

Myanmar's National Land Use Policy (NLUP) reflects the country's commitment to addressing crucial land management issues within its evolving socio-political context. Rapid development since the 2012 elections and the 2015 ASEAN integration exposed fragmented and outdated land governance frameworks. These gaps have raised concerns about extensive land acquisitions that could harm smallholders and community rights. In response, the Myanmar government developed the NLUP to modernize land governance and enhance land tenure security for small-scale farmers, women, ethnic minorities, and other marginalized groups. This study explores the NLUP's development, implementation, and effectiveness of its policy instruments and legal frameworks. Through a comparative analysis of land use policies in Thailand and Laos, the research identifies best practices and successful policy instruments to inform improvements in Myanmar's land governance. The findings highlight progress in land tenure security and stakeholder engagement while identifying areas needing better coordination, legal framework updates, and comprehensive community involvement. Recommendations emphasize political stability, inter-governmental coordination, and integrating sustainable land management practices.

Keywords: Myanmar National Land Use Policy (NLUP), Policy instruments, Land governance, Cross-national comparative study, land Stakeholder engagement



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CHAPTER 1

Introduction

The formulation of Myanmar's National Land Use Policy (NLUP) highlights the country's dedication to addressing pressing land management issues within a dynamic socio-political framework. Myanmar's rapid development began in 2012 with the introduction of national elections and its economic integration with the Association of Southeast Asian Nations in 2015 (OECD, 2020). This marked the end of more than two decades of isolation for the country. The increase in transparency garnered global interest after 2010, as donor assistance initiatives, non-governmental organizations, and the private industry were eager to interact with Myanmar, which is now accessible for commercial activities (Crouch & Lindsey, 2014). However, this rapid shift has revealed significant apprehensions regarding safeguarding land tenure and property rights for small-scale farmers and local and indigenous communities dispersed throughout Myanmar (World Rainforest Movement, 2017). The existing legal and governance frameworks concerning land use management have been identified as fragmented and antiquated, giving rise to valid concerns that legal loopholes may result in extensive land acquisitions that disadvantage smallholders and community rights (Lundsgaard-Hansen et al., 2018). This could endanger crucial forestland resources and the environmental services they support. In response to these growing concerns and recognizing the importance of land tenure security for the emerging democracy, the Government of Myanmar was committed to developing the country's first NLUP. Implementing this policy was conceived as a fundamental element in modernizing the nation's land governance systems to enhance land tenure security for all individuals, encompassing small-scale farmers, women, ethnic minorities, and other marginalized populations. In 2012, the government established a multi-ministerial entity responsible for advancing the NLUP (OECD, 2020b).

The organization initiated a groundbreaking National Dialogue on Land Tenure and Land Use Rights involving various stakeholders, including government officials, civil society representatives, and the international community (Bhandari, 2014). This conversation symbolized the inception of donor community backing, assisting the government in formulating policies through both domestic and international technical aid and promoting inclusive public engagement in policymaking. Following establishing a roadmap for policy development in 2013, thematic workshops on particular issues and global best practices took place (Emiko Guthe, 2018). The introduction of the NLUP draft in October 2014 was a significant milestone in deciding how to handle Myanmar's varied land resources, which is located in a country with diverse ethnic groups and long-standing land conflicts (Franco et al., 2015). This initiated a lengthy drafting and consultation process over two years. It ultimately led to the official approval of the NLUP in early 2016. However, the 2021 military coup led to isolation again and created uncertainty for deliberative land governance (Institute of International Studies, 2021). The statement underscores the significant importance of the policy in protecting the rights of local landholders and communities in the face of swift economic and social changes. The NLUP aims to achieve a harmonious equilibrium between economic advancement and social fairness by establishing fair land allocation and responsible environmental management (World Bank Group, 2018).

The National League for Democracy (NLD) government has facilitated the establishment of a private land market by implementing a land use certification and registration system, which allows for the sale, mortgage, and inheritance of land rights. Nevertheless, this excessive formality frequently fails to encompass ethnic border regions where land is conventionally governed without legal documentation, thereby indicating a disparity between policy and the actual circumstances at the local level. The post-2015 era has been characterized by implementing new legislation and promoting economic liberalization to entice foreign investment, particularly in regions abundant in natural resources. However, this pursuit of progress has resulted in extensive land disputes, where military and influential parties confiscate lands, frequently at the

detriment of small-scale farmers and without proper legal procedures or compliance with global human rights norms (Avenue, 2018).

This study investigates the NLUP, focusing on the policy instruments and legal frameworks used in its development and implementation. A comparative study was incorporated to identify best practices and successful policy instruments from neighboring countries like Thailand and Laos. By examining these examples, the study aims to draw lessons to inform the development of a more effective and equitable land use policy in Myanmar, addressing its unique socio-political challenges and land governance issues. This approach seeks to enhance the NLUP by integrating proven strategies that have worked in similar contexts. It explores Myanmar's historical land use practices, from plantation taungya(ago forestry) to cultivation on alluvial islands, assessing their impact on policy formulation and outcomes. This comprehensive review seeks to identify shortcomings in Myanmar's land governance and develop strategies for reform, aiming to promote fairer and more sustainable land use practices.



CHAPTER 2

Research Question, Objective, and Methodology

2.1 Research Questions

1. How can we unpack existing practices of the National Land Use Policy in Myanmar by investigating policy instruments and key actors?
2. How can the land use practices of other countries inform the development of a sound land use policy in Myanmar through a cross-national comparative study?

2.2 Research Objectives

- To analyze the current practices of the National Land Use Policy in Myanmar by investigating the policy instruments and identifying the key actors involved in its implementation.
- To conduct a cross-national comparative study to examine the land use practices of other countries and evaluate their potential to inform the development of a robust land use policy in Myanmar.
- To identify best practices and lessons from the comparative analysis that can be applied to enhance the effectiveness and sustainability of land use policies in Myanmar.

2.3 Methodology

This study will analyze its implementation from 2010 to 2020, focusing on the socio-political impacts of the post-military coups. It involves reviewing the NLUP document, related legal texts, government records, and international standards. The study

will examine legislative changes affecting land tenure and use, incorporating case studies from regions impacted by the coup for specific insights. These case studies will highlight the NLUP's effectiveness and challenges on the ground, comparing it to land use policies in similar conflict-affected nations. In comparative studies, many of Thailand's land policies are primarily documented in Thai, making them less accessible in other official languages. While unofficial translations are available and provide some level of access, relying solely on these translations can sometimes lead to inaccuracies or misinterpretations of the original policy documents. This research will adhere to ethical standards, ensuring safety and confidentiality, and aims to offer recommendations for policy refinement to enhance land security and agricultural stability in Myanmar.



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CHAPTER 3

Analysis of the policy instruments used in the NLUP

An analysis of policy instruments is crucial in studying NLUP. This section explores using different tools within the legal and institutional framework to direct, control, and enable land use practices, which directly influence the achievement of policy objectives. Policy instruments are vital in implementing land use policies by directing the interactions between society and the natural environment (OECD, 2020). Regulatory Instruments are used to establish specific rules and standards. Economic Instruments, on the other hand, aim to influence behavior by implementing fiscal measures. Informational Instruments are used to spread knowledge to shape actions. Lastly, Administrative Instruments provide the necessary organizational structure and procedures (Bengtsson et al., 2010). Collaborative instruments should be included as they are essential and often address common pain points in land-use conflicts worldwide, extending beyond just governmental relations. These tools represent the practical means by which the objectives of the NLUP can be accomplished. Each instrument category fulfills a distinct function, and frequently, a combination of these instruments is employed to tackle the complex issues of land governance.

3.1 Regulatory Instruments

Regulatory instruments are key in political landscapes, especially for addressing land use challenges. More authoritative than recommendations or incentives, these enforceable rules set strict guidelines for land use stakeholders. They dictate specific actions to prevent behaviors compromising land use policy goals. Fundamental to land use disputes, these instruments ensure that property owners comply with rules that uphold land tenure and promote sustainable practices. NLUP provides a comprehensive

framework for land governance, aiming to regulate land use, resolve disputes, and recognize land rights, especially for ethnic minorities and smallholder farmers.

In 2019, Myanmar implemented the Land Acquisition, Resettlement, and Rehabilitation Law, which replaced the 1914 Land Acquisition Act and established a new system for compulsory land acquisitions. This legislation aims to achieve a nuanced equilibrium between safeguarding landowners' rights and facilitating equitable and efficient public acquisitions. This is particularly crucial in a country where there are more than fifty different laws and customs that govern land ownership. Nevertheless, despite advancements in connecting resettlement with land procurement, implementing the law encounters obstacles due to Myanmar's centralized structure of land governance. This is characterized by multiple ministries operating without a clear hierarchy or coordination. The NLUP requires an updated expropriation law that addresses the intricate aspects of land use in Myanmar and closely corresponds to both the NLUP and the forthcoming National Land Law. While the acquisition of the 2019 law was a significant milestone, its incomplete implementation has left many stakeholders desiring a more comprehensive reform that simplifies land administration and improves legal certainty (Marc Maung, 2019). The Farmland Law and the Vacant, Fallow, and Virgin Lands Management Law are intended to turn the principles of the NLUP into legally binding rules, thus supporting this reform. These laws aim to encourage accountable management, although they should be more aligned with local circumstances, especially regarding traditional land ownership and land categorizations (Lundsgaard-Hansen et al., 2018). Furthermore, these laws aim to protect the rights and welfare of Myanmar's rural and indigenous communities, by promoting fair land administration and clear conflict resolution procedures. However, there currently needs to be a specific Department of Agriculture Land Management and Statistics implementing these intentions, which emphasizes the necessity for a more centralized oversight to efficiently handle the nation's varied land resources and sustain the livelihoods of its rural communities (Belton et al., 2021).

The 2018 Forestry Law of Myanmar, part of the NLUP, seeks to balance economic development and environmental protection by managing forest resources sustainably. The law emphasizes community involvement in forest management, moving

from centralized control to local empowerment. This shift addresses growing environmental and social concerns by implementing regulations that ensure forest conservation, sustainable use, and fair resource sharing (Prescott et al., 2017). The regulations aim to align forest management with NLUP's goals, involving ethnic and indigenous communities in governance, fostering inclusion, and prioritizing long-term environmental and social benefits. Effective implementation of these regulations is essential for a sustainable, inclusive forestry management system in Myanmar.

3.2 Economic and Financial Instruments

Economic and financial instruments are crucial for influencing behaviors to achieve policy goals. These instruments include fiscal measures such as taxes and subsidies and market-based solutions like tradable permits. These tools are specifically designed to incorporate the environmental costs and benefits into economic assessments, guaranteeing that biodiversity and ecosystem services are considered in financial decision-making without treating nature as a commodity (Hari Srinivas, 2023). Instead, they are strategic tools to promote sustainable practices among stakeholders, such as individuals and government entities. The NLUP in Myanmar strategically utilizes economic instruments to manage land resources effectively for sustainable development. The policy enforces a system of graduated land taxation to restrain land speculation and guarantee that landowners make equitable contributions to the state's progress. These taxes consider land utilization, market valuation, and socio-economic impact on small-scale farmers (Land in Our Hands (LIOH) Network, 2015).

The NLUP's dedication to modernizing land tenure processes by improving the transparency and accessibility of registration and transfers improves land management, mitigates conflicts, and instills confidence in the policy's effectiveness. This level of transparency guarantees equity, promoting confidence and motivating active participation from all parties involved, specifically landowners and small-scale farmers (Jansen et al., 2021). In addition, the NLUP's willingness to embrace market-driven

solutions demonstrates a flexible approach to increasing land use efficiency and discouraging negative practices like land hoarding.

The NLUP's economic instruments are designed to be fair, promoting productive and sustainable land use practices that align with national development goals. These instruments and robust information management systems and participatory planning processes are key to the policy's success. By integrating various stakeholders in land use decisions, the NLUP fosters a sense of shared responsibility and promotes a collaborative approach to land management, ensuring that the policy's benefits are widely distributed and its objectives are effectively met.

3.3 Informational Instruments

Informational tools are essential for disseminating knowledge and influencing behaviors and attitudes toward important goals. These tools include educational campaigns, public announcements, and providing access to critical data. They are specifically designed to allow stakeholders to make well-informed decisions that align with the main policy objectives. Their significance is especially evident in the environmental and public health sectors, where public comprehension and cooperation are crucial for achieving successful results (Zamiri & Esmaeili, 2024). Adopting the NLUP in Myanmar marks the transition from traditional top-down governance to a more inclusive and participatory bottom-up approach. This policy was developed through thorough dialogues and consultations, including various stakeholders from different sectors. The policy development process involved the participation of experts from both national and international backgrounds. It included several rounds of feedback and revisions to ensure the final policy was strong and represented various perspectives and needs (Jin et al., 2023).

An essential element of the NLUP's development was the focus on guaranteeing that stakeholders had the opportunity to obtain pertinent information and actively participated in shaping the policy. This approach made it easier to incorporate important components, such as the acknowledgment of traditional land ownership systems, into the policy

structure. The process was characterized by vigorous deliberations on intricate matters such as shifting cultivation and land rights for women, underscoring the policy's objective to tackle and adjust to the subtle complexities of land use in Myanmar (International Centre for Integrated Mountain Development, 2019).

The NLUP's efforts to raise awareness created an atmosphere where stakeholders could freely express their opinions and contribute to the development of the policy (Dr Thaug Naing Oo, 2019). This can improve the policy's pertinence and efficacy, guaranteeing its broad acceptance among diverse groups and reinforcing land tenure security and governance. However, the effective dissemination and utilization of information necessary for informed decision-making and advocacy in land management still needs to be improved by challenges such as the need for a national data mapping system, limited internet access, and language barriers.

3.4 Administrative Instruments

Administrative instruments as policy instruments involve legal and bureaucratic tools to implement policies. These instruments can include regulations, directives, and the organization of public institutions that enforce Policy (Howlett, 2020). In the context of NLUP, administrative instruments would be used to ensure the effective implementation and enforcement of the policy's provisions. This could involve setting up regulatory bodies to oversee land use practices, establishing procedures for land registration, and coordinating among various government departments and agencies to align their actions with the NLUP's objectives.

Administrative instruments in the context of NLUP involve the structured processes and regulatory measures for managing land use and governance effectively. These instruments include the establishment of various land use councils and committees at national, regional, and local levels to oversee and implement land policies. The Central Land Management Committee, established by the Union Government, is crucial in implementing NLUP and associated laws. Under the committee, the National Land Use Council comprises key governmental figures, including the Vice-President as chairman

(Oo et al., 2020). This council oversees the establishment of regional and local Land Use Committees across all states and Union territories to ensure uniform policy implementation. These committees coordinate land management efforts, manage existing land records, and ensure land use aligns with national development goals. They also work to resolve land disputes and maintain a transparent system for land information dissemination, which is crucial for recognizing land tenure rights and reducing conflicts. The structure facilitates organized land management, aiming to enhance land tenure security, support sustainable development, and ensure equitable use of land resources across different regions and communities.

The Department of Agricultural Land Management and Statistics, under Myanmar's Ministry of Agriculture, Livestock and Irrigation, serves as a focal department structured into several key divisions. These divisions include the Administrative Division, Settlement, Planning and Research Division, Land Records, Survey and Print Division, Land Management Division, Statistics Division, Budget and Account Division, Land Utilization and Inspection Division, and the Central Land Records Development Training Centre. Each division plays a specific role in managing and overseeing agricultural land management and related statistics, contributing to the overall effectiveness of land governance in the country.

The National Land Resource Management Central Committee, chaired by the country's vice president and co-chaired by the Ministry of Natural Resources and Forest Conservation, spearheaded the development of the NLUP (Tetra Tech, 2017). Although there were some concerns from various groups, the NLUP has generally been well-received by most stakeholders and praised by both domestic and international agencies. The recommendations from the NLUP are now being integrated into critical strategic documents such as the Agriculture Development Strategy. However, translating these recommendations into actionable strategies remains a significant challenge, particularly in managing shifting cultivation systems and addressing the needs of ethnic nationalities in Myanmar's uplands.

CHAPTER 4

Role of Key Actors NLUP by Using Legal Institutional Framework

4.1 Legal Foundation and Institutional Operation

The Legal Institutional Framework is an efficient system for managing land use. It utilizes powerful legal and institutional mechanisms and revolves around multiple stakeholders, such as government agencies, civil society organizations, private sector entities, and international partners, who collectively influence and implement the policy (Krawchenko & Tomaney, 2023). Their responsibilities include formulating policies, supervising legislative activities, allocating resources, implementing initiatives, monitoring compliance, and enforcing regulations. These actors play a vital role in promoting stakeholder engagement and integrating formal legal structures and customary, informal practices to ensure the framework is legally robust, socially inclusive, and culturally sensitive (Krawchenko & Tomaney, 2023). The legal-institutional lens, while essential, has limitations. It often overlooks socio-cultural contexts and traditional land rights, particularly in ethnic border regions. This approach may need to include informal dynamics and power relations affecting land governance. Additionally, it can obscure practical implementation challenges and the gap between policy and real-world practices, potentially neglecting the needs and rights of marginalized communities. This approach highlights the significance of adaptability and resilience in legal frameworks, enabling societies to manage environmental resources and promptly respond to evolving circumstances effectively. The NLUP promotes adaptability by offering tools that improve societal organization, coordination, and cooperation. This establishes a responsive governance system that can evolve according to the community's requirements.

Land-related laws in Myanmar can be intimidating for businesses because of the intricate procedures involved in transforming and registering land ownership. The

Vacant, Fallow, Virgin Land Management, Farmland, and other similar laws pose considerable difficulties, primarily because of their complex and inconsistent nature across different regions and states. There is a significant demand for streamlining these procedures, enhancing the availability of land information, and ensuring uniform enforcement of land regulations to facilitate easier confirmation of land ownership and promote a transparent and efficient land governance system. The Central Committee for the Management of Vacant, Fallow, and Virgin Land plays a central role in Myanmar's initiatives to boost agriculture and economic development by redistributing land to local and foreign investors (Scurrah et al., 2015, p. 14). This committee is crucial in prioritizing agriculture, specifically the food crop sub-sector, as a major catalyst for inclusive economic growth. During this time, substantial political and economic changes have been implemented since 2011, including the enactment of Farmland and Foreign Investment laws. These laws have had a profound impact on improving landowner rights and promoting investments.

Nevertheless, the forests in Myanmar, which are an essential component of its national assets, are under strain due to conflict, land concessions, and unsustainable practices. Therefore, it is imperative to implement efficient management strategies to protect these invaluable resources. The enactment of the 2014 Special Economic Zone Law in Myanmar represents a significant milestone in the country's legal framework. This law establishes Special Economic Zones (SEZs) and offers a systematic strategy to enhance investment and foster economic growth. This legislation delineates the administrative structure responsible for supervising SEZs, encompassing both strategic policy-making and routine administrative duties, to facilitate the achievement of the nation's wider economic development objectives.

4.2 Governance Coordination and Inter-Institutional Relationships

NLUP establishes a complex system for coordinating governance and inter-institutional relationships to maximize the efficiency and effectiveness of land use management. The core of this part is the National Land Use Council, which is led by a

Vice President and consists of several Union Ministers and Chief Ministers from different regions or states. The council has a vital role in supervising and coordinating the implementation of land use policies across different localities(Lundsgaard-Hansen et al., 2018).To support this centralized endeavor, the NLUP enables the establishment of land use committees at the regional, state, and Union Territory levels. These committees are responsible for managing land use at the local level and ensuring that it aligns with national goals. These committees operate within a well-organized system to promote fair land governance, guided by the NLUP's objectives. The NLUP also requires the establishment of technical advisory bodies and essential work committees to support the council. These bodies consist of various individuals, including farmers, ethnic nationalities, and private sector stakeholders.

An essential element of this governance coordination is the Land Use Planning and Coordination Working Committee, as outlined in Notification No. 1/2020 issued by the National Land Use Council (National Land Use Council,2020). The committee comprises senior officials from different ministries and represents a unified land-use planning approach across various government sectors. The group comprises Deputy Ministers and Permanent Secretaries from key ministries such as Agriculture, Livestock and Irrigation, and Natural Resources and Environmental Conservation, among others. In addition, the committee's composition is enriched by the participation of representatives from civil society organizations and ethnic affairs, which helps to promote diversity and inclusivity. The primary functions of the Land Use Planning and Coordination Working Committee are diverse, focusing on implementing decisions made by the National Land Use Council and ensuring that national land use planning aligns with broader policy objectives. It leads efforts such as pilot projects for land use planning and zoning at the district level, collecting practical knowledge to improve methods based on empirical data. The primary responsibilities of this committee include creating strategic plans, formulating land use plans at the union level, and establishing procedures and guidelines that prioritize transparency and participatory methods in urban and rural planning. In addition, the committee guarantees that any land-use modifications adhere to historical and current land ownership rights and utilizes sophisticated technologies such as satellite imagery and GIS for precise planning(National Land Use Council,2020).

It has a crucial function in incorporating public consultation into making decisions about land use. This ensures that input from the community and analysis from experts are key to improving strategies and practices related to land use. The NLUP aims to strengthen governance, enhance transparency, and ensure efficient land management supporting Myanmar's economic and environmental goals.

4.3 Compliance and Enforcement

Myanmar has developed a legal and regulatory framework to create a fair and inclusive land governance system to implement NLUP effectively. This system supports policy enforcement and facilitates monitoring and evaluation to guide decision-making processes. Despite these efforts, the legal and institutional frameworks still need to be more cohesive, which poses challenges in achieving the NLUP's goals. Key ministries and departments primarily lead the NLUP's compliance and enforcement strategy. The Ministry of Agriculture, Livestock, and Irrigation (MOALI), particularly its Department for Agricultural Land Management and Statistics (DALMS), plays a pivotal role. The General Administration Department of the Ministry of Home Affairs (MOHA) manages land leases and urban titles and chairs various land-related committees. The Survey Department of the Ministry of Natural Resources and Environmental Conservation (MONREC) produces topographic maps and maintains the country's geodetic network. MONREC's Forestry Department issues rights to forest land, while City Development Committees oversee land services in Myanmar's major cities (World Bank Group, 2018). Data mapping is crucial due to the differences between the central, state, and local levels. When the Central Land Use Management Committee grants land use for Foreign Direct Investment and commercial purposes, conflicts often arise at the grassroots level due to land acquisition issues. Disputes are first filed in the courts, but the absence of specialized land courts complicates the process. Cases are reported to Township, District, and State Land Use Management Committees and are also filed as tort cases in judicial courts. The procedural delays result in the disputed land being unusable by any party during the hearing process. This not only affects local people but also delays tasks for investors. These issues stem from the need for a uniform land record system and the centralized

power of the Land Use Committee to make decisions on land use affairs across all territories.

The National Land Use Council, established in January 2018, is a key component in strengthening the NLUP's implementation. However, its effectiveness is hindered by a lack of adequate representation from civil society, agricultural organizations, ethnic minority groups, and the private sector (Ingalls & Jean-Christophe Diepart, 2018, pp. 115–132). These stakeholders are crucial for the holistic implementation of the policy, underscoring the need for their inclusion in the National Land Use Council membership. The NLUP also envisions the formation of various regional and local committees under the membership to ensure localized management and coordination of land use.

Several laws intersect with the NLUP to address specific land use issues. For instance, the Farmland Law of 2012 revived landholder rights to inherit and transfer land use rights through certificates. However, it has been criticized for its limitations, such as restrictions on crop choice and livestock breeding, which hamper smallholder productivity (Bounry et al., 2017). The Vacant, Fallow, and Virgin Land Law of 2012 intended to increase land productivity by legalizing land concessions, but it has also faced criticism. Its implementation often results in large-scale acquisitions that conflict with local land use practices, highlighting the need for improved management and conflict resolution strategies. Moreover, the Village Development Plans (VDPs), supported by the Department of Rural Development (DRD) of MOALI, exemplify participatory policymaking (Kim & Choi, 2020). These plans enhance community tenure security and agricultural development by actively engaging villagers. However, they also underscore past management issues where village commonlands were frequently compromised due to non-transparent processes.

4.4 Stakeholder engagement

Stakeholder engagement under NLUP is critical for ensuring effective land governance and sustainable management of natural resources. This engagement is particularly significant in Myanmar, where land-related issues are closely intertwined

with ethnic tensions and economic development. The main groups involved include local communities and indigenous groups impacted by land use changes, who hold valuable traditional knowledge. Their participation helps ensure policies reflect local needs and rights, reducing conflicts. Government agencies across various ministries ensure that policies are well-coordinated and implemented uniformly. The private sector's involvement is important for aligning economic activities with sustainability goals. Civil society organizations promote transparency and accountability as intermediaries between the government and communities.

According to the Food and Agriculture Organization (FAO), the NLUP focuses on enhancing land tenure security and sustainable land management, advocating for inclusive stakeholder participation (FAO & MRLG,2019). Since its 2016 implementation, the policy has aimed to include marginalized groups in decision-making, especially in ethnically diverse and conflict-prone areas like Shan and Kachin states. The Transnational Institute (TNI) notes that effective stakeholder engagement has led to significant land documentation, clarifying ownership, and reducing disputes (Transnational Institute, 2024). Local Land Use Committees are crucial in ensuring equitable land distribution, essential for social stability and development. However, challenges still need to be addressed, such as inconsistent law application and limited local capacity in stakeholder management. Improving inter-ministerial coordination and investing in local capacity building are recommended. Additionally, integrating modern technologies like GIS could enhance the precision of land use planning and stakeholder engagement. While there has been notable progress in integrating stakeholders into the NLUP, ongoing efforts are needed to address current challenges and ensure the equitable distribution of benefits from land use policies.

4.5 Recognition of Customary Law and Informal Practice

NLUP was designed to incorporate the traditional land ownership rights of Myanmar's various ethnic groups into the national legal system to bring about significant changes. This integration is crucial for recognizing and providing legal protection to

indigenous practices such as shifting cultivation. These practices hold cultural significance and are also economically indispensable for these communities. Mostly, the policy requires the development of traditional land use maps and the official acknowledgment of traditional lands, guaranteeing that these lands are protected by law and their purposes are clearly outlined in the national registry. This formal recognition serves two main purposes: safeguarding traditional rights and reducing land use conflicts often in areas where customary practices differ from formal legal standards and government governance (Liljeblad, 2022). The NLUP is dedicated to continuously monitoring and updating the integration and maintenance of these rights. This includes supervising the enforcement of rights and evaluating the effectiveness of the promised protections.

In addition, the previous civilian government provided research support to continuously improve and develop legal processes to acknowledge and safeguard these rights. This demonstrates a dedication to adjusting the legal system to suit the circumstances and requirements of the local communities better. This approach emphasizes the policy's adaptability and ability to respond quickly to Myanmar's ever-changing cultural environments. Although there have been advancements in the implementation of the NLUP, there are still obstacles to overcome. These include issues with enforcing the regulations consistently, variations in how the law is administered at the local level, and the ongoing need to adjust the legal frameworks. These problems emphasize that although the policy establishes a strong basis, its effect is still developing. For the policy to succeed, it necessitates government intervention and active engagement from all stakeholders, particularly local communities, whose involvement is vital to ensure that the laws are effectively implemented and genuinely advantageous. The government aims to balance development and conservation efforts by formalizing these processes. This will ensure that the rights and traditions of indigenous populations are respected and preserved (Nyein Nyein, 2019). This demonstrates the intricate equilibrium between conventional rights and contemporary governance, which is crucial for promoting sustainable development and social cohesion within Myanmar's diverse society.

CHAPTER 5

Comparative Analysis of Land Use Policy

A comprehensive examination of the role of governance agency in Myanmar's land governance policy compared to those of Thailand and Laos uncovers valuable insights and exemplary approaches that can be derived from the comparative analysis. Comparing Thailand, Laos, and Myanmar provides valuable insights into governance, economic development, and land management within the ASEAN region. All three are ASEAN members with diverse political systems. Myanmar has military-led governance, Thailand has a constitutional monarchy, and Laos has a one-party socialist state. Despite these differences, they share centralized land management systems, each with varying effectiveness. Economically, Thailand leads in development, followed by Myanmar and Laos. Comparing their policies and challenges reveals factors impacting growth, such as investment climate and infrastructure. Their cultural, historical, and geographical contexts shape development trajectories, while their shared borders foster interconnectedness in trade, migration, and security. Understanding these dynamics offers a comprehensive view of the role of governance agency, economics, and regional cooperation within ASEAN, highlighting unique challenges and opportunities for sustainable development across the three nations.

5.1 Lao Land Use Policy Analysis

The Ministry of Natural Resources and Environment (MoNRE) is the key agency for land use management in Laos. It oversees all land categories nationwide, delegating tasks to sectors and local administrations per the national master plan. In accordance with Land Law No. 70/NA, MoNRE develops policies, enforces laws, and promotes sustainable land management, aiming to enhance livelihoods, ensure social order, and protect the environment (Mohamed Coulibaly, 2022). This role of the Ministry includes

land surveying, registration, issuing titles, developing cadastre systems, and conducting environmental assessments. It manages state land, resolves disputes, and implements land use plans. Decentralization allows local offices to handle land rights registrations, making services more accessible. MoNRE collaborates with civil society and international donors to enhance land governance and implement systematic land registration projects (Rock et al., 2015).

MoNRE enforces zoning laws, manages public lands, and regulates private land development. The Land Allocation Master Plan sets targets for forest cover and socio-economic development. Impact assessments ensure compliance with environmental regulations. Participatory law revisions and donor involvement in land titling improve transparency and accountability. Operating within frameworks like the Land, Forestry, and Water Laws, MoNRE aligns with national goals and international principles such as the Voluntary Guidelines on the Responsible Governance of Tenure. 2019 Land Law revision, strengthen tenure security and promote sustainable practices, enhancing legal clarity and reducing conflicts (Fabiano de Andrade Correa & Louisa J.M. Jansen, 2021).

Challenges include political interference, limited resources, and conflicts with other bodies. Financial constraints are evident from reliance on international donors. Legal ambiguities and overlapping mandates impede effective management, leading to delays and inadequate enforcement. Innovative practices like digital cadastre systems (LaoLandReg), public-private partnerships, and community-based planning are adopted to manage land use effectively. The Enhancing Systematic Land Registration project, supported by the World Bank and Switzerland, exemplifies these efforts. MoNRE's impact on sustainable land use, urban growth, conservation, and community development has significantly improved tenure security and reduced conflicts (Prettitore & Paul Scott, 2019). However, regional disparities and issues like land grabbing and inadequate compensation remain. Collaboration with international donors and adherence to guidelines like the VGGT are crucial for ongoing effectiveness in land governance.

5.2 Comparison of the Role of Agency in Myanmar and Lao

The comparative analysis of the land use management agencies of Myanmar and Laos, both countries have established frameworks for overseeing land administration, though with differing structures and approaches. In Myanmar, the National Land Use Council (NLUC) is the central body for land use management, established under the 2016 National Land Use Policy (NLUP). It handles land classification, issuing grants and leases, managing public lands, and resolving disputes, operating through regional and state committees to ensure local participation and transparency. In Laos, the Ministry of Natural Resources and Environment (MoNRE) oversees land use management, covering land surveying, registration, issuing titles, and conducting environmental assessments. MoNRE also manages state land and resolves disputes, with decentralization policies allowing local offices to handle initial land rights registrations.

Both agencies work within legal frameworks for sustainable land management and tenure security. The NLUC follows the National Land Use Policy and international principles like the Voluntary Guidelines on the Responsible Governance of Tenure, focusing on tenure security and recognizing customary land rights. Similarly, MoNRE operates under the Land Law and other related laws, with recent revisions to reduce conflicts and enhance clarity. However, both face challenges like authoritarian interference, limited resources, and conflicts with other bodies. Financial constraints and legal ambiguities hinder effective land management. Innovative practices, such as digital land information systems in Myanmar and digital cadaster systems in Laos, aim to improve transparency and accountability.

The impact on sustainable land use, urban growth, conservation, and community development has been significant in both countries. Land titling and systematic registration have improved tenure security and reduced conflicts, though issues like regional disparities and land grabbing persist. Collaboration with international donors and adherence to guidelines like the VGGT remain crucial for effective land governance in both Myanmar and Laos.

5.3 Thailand Land Use Policy Analysis

The land use policy of Thailand has undergone significant transformation over the years, focusing on optimizing land utilization, securing land tenure, and fostering economic development through well-structured management. At the heart of this evolution is the Land Code Promulgating Act, B.E. 2497 (1954), which establishes critical land registration and titling procedures essential for safeguarding land rights and facilitating transactions that boost economic activities (Tontisirin & Anantsuksomsri, 2021). The National Land Allocation Committee (NLAC) holds a important role in Thailand's land use management, operating under the authority of the 1954 land code and subsequent amendments. Its mission, crucial to the nation's development, is to allocate land for habitation and livelihood, develop land tenure plans, and ensure that state land is used for the public good.

The responsibilities of this committee include planning and zoning, issuing land titles, managing state lands, conducting environmental reviews, and enforcing land use regulations. Additionally, the committee collaborates with various public bodies to ensure land is allocated in accordance with national policies and laws (Punyaratabandhu et al., 2020). Although this committee holds centralized power, decentralizing tasks to local agencies improves accessibility and efficiency in land management. Implementing land use policies in Thailand involves interpreting and enforcing zoning laws, managing public lands, and regulating private land development. The NLAC develops action plans to address changes from economic development and AEC integration, focusing on efficient land utilization and sustainable development. It also emphasizes participatory processes, involving local communities and stakeholders in decision-making. The regulatory framework for land use management in Thailand is built on the Land Code and various related laws, such as the Forestry Law and Water Resources Law. Recent legal reforms aim to improve land tenure security, promote sustainable land use, and resolve land conflicts. These reforms have significant implications for the operations of land management agencies, enhancing legal clarity and reducing disputes.

The committee faces some challenges, including political interference, limited resources, and coordination issues among various governmental bodies. The concentration of land ownership in the hands of the government and capital groups, as

well as the inefficiency of provincial economic areas in supporting land use plans, are notable obstacles (Open Development Thailand, 2018). These challenges impact the effectiveness of land use decisions and policy implementation. Innovative practices adopted by the NLAC include developing digital cadastral systems, public-private partnerships, and community-based planning initiatives. These strategies aim to enhance land registration processes, improve transparency, and foster sustainable land management practices. The impact of the activities of NLAC on sustainable land use, urban growth, conservation, and community development has been substantial (Punyaratabandhu et al., 2020). Efforts to distribute land tenure more equitably and enhance land use efficiency have contributed to economic and social development. However, challenges such as land grabbing and inadequate compensation for expropriated lands remain in certain areas. Continuous reforms and adherence to international guidelines are essential for further improvements in land governance.

5.4 Comparison of the Role of Agency in Myanmar and Thailand

By comparing the land use management agencies in Myanmar and Thailand, one finds that they have constructed different bodies to oversee the management of land. Each country's organs are structured differently and approached as well. In Myanmar, the newly created National Land Use Council (NLUC) under the 2016 National Land Use Policy is the key agency for formulating land use policies, classifying land parcels, issuing grants and leases, managing state lands, and settling disputes. It conducts with regional and state-level committees to ensure responsible, open, and sustainable grassroots mobilization. Land use management in Thailand is overseen by the National Land Allocation Committee (NLAC), governed by the Land Code Promulgating Act of 1954. The NLAC addresses housing and occupational problems, formulates land ownership strategies, and ensures state land is used for the public interest. Both agencies manage land preparation, plan issuing, environmental revision, and regulations assessments. However, NLAC focuses on land use conformity with development plans and economic policies, especially for the ASEAN Economic Community. Policy implementation in both countries involves interpreting and enforcing land-use laws,

managing public lands, and regulating private development. The Environmental Impact Assessment (EIA) and local community participation are compulsory for Myanmar’s NLUC. Conversely, Thailand’s NLAC focuses on economic development goals and infrastructure projects, particularly in special economic zones. The regulatory frameworks supporting these agencies come from national laws promoting land management and tenure security, with recent reforms enhancing legal clarity, transparency, and efficiency.

However, the NLUC of Myanmar and the NLAC of Thailand face political interference, inadequate funding, and coordination issues among government bodies. Myanmar needs help with imperfect land ownership distribution and regional financial inefficiency, while Thailand faces land ownership concentration in government and capital groups. Both agencies have adopted innovative practices in response. Myanmar’s NLUC focuses on digital land information systems and sustainable community planning, while Thailand’s NLAC has advanced digital cadastral systems and partnership programs to enhance transparency and effectiveness. These agencies significantly impact sustainable land use, urban growth, conservation, and community development. Efforts in land titling and systematic registration have improved tenure security and reduced land disputes, fostering economic and social development in both countries. Nonetheless, land grabbing and lack of compensation for expropriated lands persist, necessitating continuous refinement of concepts and international guidelines to improve land governance. Both Myanmar and Thailand have robust institutional frameworks for land use management, shaped by their unique economic, social, and political contexts. They face similar obstacles and adopt new approaches to improve their land governance systems, aiming for natural and equitable land use outcomes.

Table 1.1 Comparison of Land Uses Management Agencies in Myanmar, Lao and Thailand

Aspect	Myanmar (NLUC)	Laos (MoNRE)	Thailand (NLAC)
Key Agency	National Land Use Council (NLUC)	Ministry of Natural Resources and Environment (MoNRE)	National Land Allocation Committee (NLAC)

Table 1.1 Comparison of Land Uses Management Agencies in Myanmar, Lao and Thailand

Establishment	2016, under the National Land Use Policy	Under the Land Law No. 70/NA	1954, under the Land Code Promulgating Act
Main Responsibilities	Formulate land use policies, classify land parcels, issue grants and leases, manage state lands, settle disputes	Conduct land surveying, classification, registration, issue titles, manage state lands, resolve disputes	Allocate land for habitation and livelihood, develop land tenure plans, ensure public use of state land, manage state lands, resolve disputes
Local Involvement	Regional and state-level committees to ensure grassroots mobilization	District and provincial offices handle initial land rights registrations	Decentralized tasks to local agencies
Policy Implementation	Interpret and enforce zoning laws, manage public lands, regulate private development, compulsory Environmental Impact Assessments (EIA), involve local communities	Interpret and enforce zoning laws, manage public lands, regulate private development, ensure compliance with environmental regulations	Interpret and enforce zoning laws, manage public lands, regulate private development, focus on economic development goals, particularly in special economic zones
Regulatory Frameworks	National Land Use Policy, related laws such as Forestry and Water Resources Laws	Land Law, Forestry Law, Water and Water Resources Law, various decrees	Land Code Promulgating Act, related laws supporting economic development and sustainable land use
Recent Reforms	Strengthen tenure security, recognize customary land use rights, promote sustainable practices	Enhance legal clarity, reduce land conflicts, promote sustainable land management	Improve land tenure security, address land conflicts, enhance transparency and efficiency

Table 1.1 Comparison of Land Uses Management Agencies in Myanmar, Lao and Thailand

Challenges	Military interference, limited resources, coordination issues, imperfect land ownership distribution, inefficiency in regional/State financial areas	Political interference, limited financial and human resources, conflicts among agencies, delays in project implementation, inadequate enforcement	Political interference, inadequate funding, coordination issues, land ownership concentration in government and capital groups
Innovative Practices	Digital land information systems, sustainable community planning	Digital cadastral systems (LaoLandReg), public-private partnerships, community-based planning	Digital cadastral systems, public-private partnerships, community-based planning initiatives
Impact on Land Management	Improved tenure security, reduced land conflicts, significant impact on sustainable land use, urban growth, conservation, and community development	Improved tenure security, reduced land conflicts, better land management, agricultural growth	Improved tenure security, reduced land conflicts, contributions to economic and social development
Persistent Issues	Land grabbing, lack of compensation for expropriated lands, Political instability and armed conflict	Land grabbing, inadequate compensation for expropriated lands	Land grabbing, inadequate compensation for expropriated lands
Future Directions	Continuous reforms, adherence to international guidelines, enhance transparency and efficiency	Continuous collaboration with international donors, adherence to international guidelines like VGGT	Continuous refinement of concepts, international guidelines to improve land governance

CHAPTER 6

Key Findings

Examining NLUP against its intended objectives and broader impacts provides essential insights into its efficacy and areas for improvement. The key findings and a discussion on how the NLUP has performed are based on the research question.

How can we unpack existing practices of the National Land Use Policy in Myanmar by investigating policy instruments and key actors?

- One of the primary objectives of the NLUP was to enhance land tenure security, particularly for ethnic minorities and marginalized groups. Significant progress has been made in this area, with the policy facilitating the formal recognition and registration of land rights. This process has helped reduce land disputes and enhance the stability of rural livelihoods by ensuring that landholders have legal protection and clearer ownership titles.
- NLUP aimed to integrate sustainable land management practices to promote environmental conservation and sustainable agricultural practices. While notable initiatives, such as community forestry projects and sustainable agricultural training, have been undertaken, the overall integration of these practices across the country still needs to be improved. More comprehensive implementation and monitoring are needed to ensure that sustainable practices are adopted on a larger scale.
- The policy sought to improve land use planning and zoning to support economic development while protecting critical ecosystems. Progress in this area has been mixed, with some regions and states seeing improved land use planning

incorporating environmental and social considerations. In contrast, others still need more resources and expertise.

- Although the NLUP emphasizes the importance of stakeholder engagement and public participation, the implementation has shown variability. In some cases, robust engagement with communities and stakeholders has led to more inclusive and accepted land use decisions. However, in other instances, the lack of effective mechanisms for public consultation has led to decisions that should adequately consider local needs and perspectives.
- The absence of a uniform land record system and the centralized decision-making power of the Central Land Use Management Committee have led to significant delays in resolving land use conflicts. These procedural inefficiencies result in land being unusable during dispute hearings, affecting both local communities and investors.
- The policy explicitly recognizes the importance of customary land rights, particularly for indigenous groups. Some success has been achieved in mapping customary land uses and formally recognizing these rights. However, the full implementation of these provisions is still ongoing, and many communities are awaiting formal recognition and protection under the law.

How can the land use practices of other countries inform the development of a sound land use policy in Myanmar through a cross-national comparative study?

- Thailand has made significant strides in integrating land use planning with environmental and social considerations. Myanmar can learn from Thailand's approach to creating comprehensive land use plans that balance economic development with ecosystem protection.
- Laos has implemented successful community-based land management programs that involve local communities in decision-making processes. Myanmar can adapt these practices to enhance stakeholder engagement and ensure that land use decisions reflect the needs and rights of local communities.

The NLUP has partially successfully reduced land conflicts through clearer land tenure recognition. However, the effectiveness could be improved by consistent application across different regions and among various government agencies responsible for land administration. There is evidence that the NLUP has contributed to economic stability by providing a more predictable environment for agricultural investment and land development. Yet, the connection between land policy and broader economic benefits, such as increased productivity and investment in rural areas, remains indirect and requires further strengthening. The policy's impact on environmental sustainability is also still evolving. While there are provisions for environmental conservation within the NLUP, the actual conservation outcomes depend heavily on enforcing land use regulations and the ongoing commitment to integrating environmental considerations into land use planning. Recognizing land rights for ethnic minorities and vulnerable groups is a significant step toward social equity. However, the full social benefits of the NLUP are contingent upon the continuous and complete implementation of its provisions, particularly in conflict-prone areas where land issues are intertwined with ethnic tensions.

CHAPTER 7

Policy Recommendations

Based on the Key findings and analysis of NLUP, here are some policy recommendations to enhance its implementation and effectiveness.

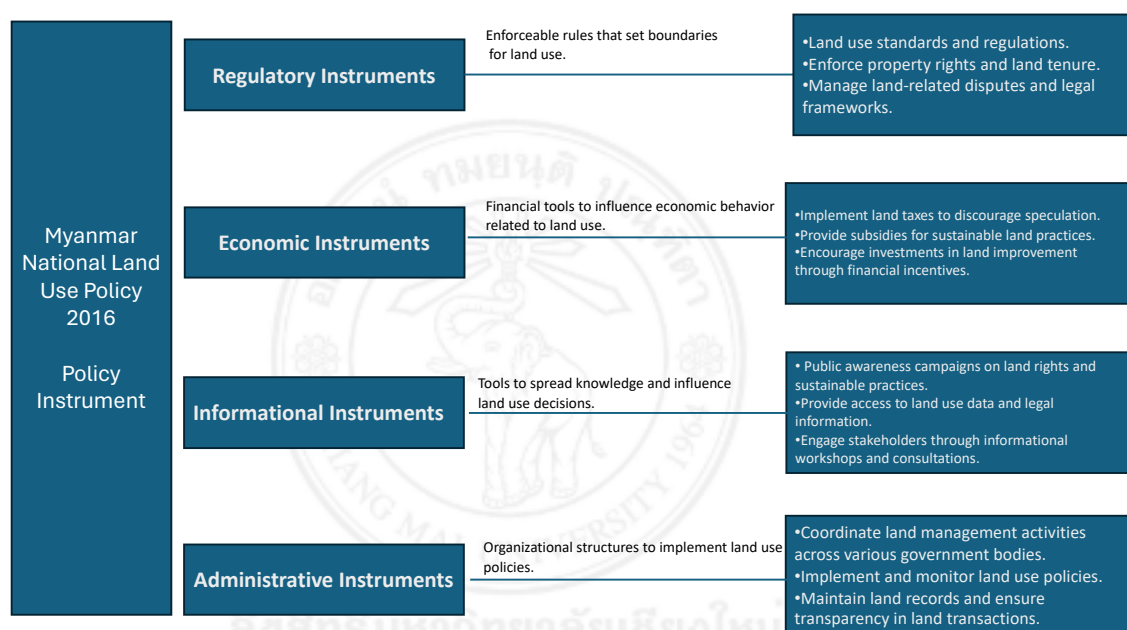


Figure 1: policy Recommendation based on Policy Instrument

- Political instability and conflicts disrupt land use and policy implementation. These conditions lead to land abandonment and hinder the enforcement of reforms, keeping land rights insecure. To mitigate this, it's crucial to prioritize peace-building and conflict resolution, strengthen legal protections for displaced and vulnerable groups, and facilitate dialogues through neutral parties to foster sustainable peace and effective land governance.
- Improved coordination between various governmental bodies, such as the Ministry of Natural Resources and Environmental Conservation and the Ministry

of Agriculture, Livestock, and Irrigation, is essential. These bodies often have overlapping functions that, if better synchronized, could enhance the effectiveness of the NLUP.

- Establish regular inter-ministerial meetings and create integrated management platforms to facilitate better sharing of resources, data, and policy actions.
- The engagement of local communities, especially indigenous groups and ethnic minorities, in the planning and decision-making process is crucial for the acceptance and sustainability of land use policies. Therefore, mechanisms for more substantive community input and feedback in the land use planning process should be developed to ensure that these contributions significantly influence policy outcomes.
- Existing legal frameworks need updating to address current land governance challenges effectively, especially in recognizing and protecting customary land rights. Amend relevant land laws to incorporate clearer definitions and protections for customary land rights, and create legal provisions that facilitate easier registration and dispute resolution.
- Local government officials at region, state and district level often lack the training and resources needed to implement complex land use policies effectively. Implement comprehensive training programs for local officials that focus on land management, sustainable practices, and conflict resolution.
- Establish a standardized, transparent land record system and delegate decision-making authority to regional and local land use management committees. This decentralization can expedite dispute resolution processes, ensure more equitable land use decisions, and minimize delays, benefiting both local populations and investors.
- Access to clear and accurate land information is essential for trust and accountability in land management. That will need to develop a public online portal that provides easy access to land records, policy updates, and land use plans, thereby enhancing transparency. We also need to ensure that this information is available in multiple local ethnic languages.

- Economic instruments such as taxes, subsidies, and grants should be used to promote sustainable land use practices. Design fiscal incentives that encourage sustainable agriculture, forest conservation, and responsible land development, ensuring these incentives align with environmental conservation goals.
- Land use policy should be dynamic and adaptable to respond to environmental, social, and economic changes. Develop a framework for monitoring and evaluating the impacts of land use policies and use this data to adapt and refine policies regularly.



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