

# Forests and People

- Emerging trends in natural resource management
- Decentralization & People's participation
- Joint forest management
- Concept of common property resource
- Human Development Report
- Role of Non- Governmental Organizations
- Gender Analysis

## Forests and People ...

- Displacement and resettlement of local communities with respect to creation of protected areas
- Social forestry programmes
- National afforestation programmes,
- Forest development agencies
- Overview of rural and tribal development programmes

## Formal System

- All NR with no individual title belong to state
  - **IFA 1927**
- State alone has the right to decide what is public purpose & deprive even individual of their assets in its name
  - **land acquisition Act 1894**
  - Deprivation of livelihood & displacement in the name of development

- Informals forced to change over to a new lifestyle without preparation
- Such Modernisation results in



Socio economic & cultural degradation



Impoverishment of majority

- NRM first to be affected by it ?

Profit hides many Social & environment  
consequences



Environment degradation



Further impoverishment

- Need to search Alternatives
- Development
  - Woven around people not people around development
  - Should empower people rather than doing reverse
- Lack of consensus on any particular model

But realisation is there that...

**People are Important**

Traditional communities as well as  
representatives of formal system will have to  
be

**Retrained**

# **NATURAL RESOURCE MANAGEMENT**





NATURAL RESOURCES ?

NATURAL RESOURCE  
MANAGEMENT ?

# NRM

- Management of natural resources
  - Land
  - Water
  - Forest
- With a particular focus on
  - How management affects quality of life for both present and future generations

# Most consuming question in NRM..

❖ How to balance **3 fold** but conflicting objectives of NRM ?

1. Productivity
2. Equity
3. Sustainability

# **Ownership Regime and NRM approaches**

# Ownership Regimes

- State property
- Private property
- Common property
- Non property (open access)
- Hybrid

- Non property
  - No definite owner
  - Most exploited
  - “everybody’s property is nobody’s property”
  - Tragedy of commons

# Tragedy of commons

- Economic theory by **Garrett Hardin** in 1968



- First law of Human Ecology

**“you can not do only one thing”**

- Depletion of shared (common) resources

Individual Rational Strategies  
lead to  
Collectively Irrational Outcomes



- State property
- Private property
- Common property
- Non property (open access)

- Hybrid

# NRM Approaches

- Rio Summit 1992
  - Various Approaches :
    - Top Down
    - Bottom Up or Community Based NRM ( CBNRM )
    - Adaptive Management
    - Precautionary Approach
    - Integrated Approach (INRM )

- Top Down Approach
  - Command and Control
  - Benefits first to **Top** and then distributed to **Down**

- CBNRM

- Combines conservation objective with generation of economic benefits for rural community

- 3 key assumption :

1. Locals are better placed to conserve

2. People will conserve only if benefits exceed the cost of conservation

3. People will conserve a resource that is linked directly to their quality of life

- CBNRM

- Problems :

- Difficulty of reconciling & harmonizing the objectives of
      - Socio-Economic development, protection & sustainable resource utilization
    - Understanding power relation is crucial to the success
    - Can result in an ambiguous socio-legal environment

- Adaptive Management
  - Iterative process of decision making in face of uncertainty
  - Approach includes recognition that adoption occurs through a process of “**Plan-Do-Review**” act
  - Tackles the uncertainty and dynamism of complex system
  - Tool for not only to change the system but also to understand system

- Precautionary Approach
  - More risk averse and precautionary
  - Ecosystem approach rather than single species approach to management

# Precautionary Approach contd.....

5 key element to prevent disaster

1. Anticipatory Action
2. Right to Know
3. Alternative Assessment
4. Full Cost Accounting
5. Participatory decision process



- INRM

- Integrate best of all approaches

- Focuses on sustainability and also tries to incorporate all possible stakeholders

# ***Emerging Trends in Natural Resource Management***



# NRM

- Old Approaches :
  - Seeking to provide the greatest good for the greatest number through science & govt allocation

- Later , Emphasis shifted from

Focus on Forest Resources use alone

To

## **Broader vision**

- Protection of resources
- Maintaining watershed & eco-system values
  - Maintain pristine wilderness areas

# New Post Modern NRM tenets

## -----Eco-system Approach-----

1. Utilitarian values existing alongside biodiversity & ecosystem integrity
2. Whole system is capable of complexities & surprises
3. Scientific uncertainty
  - Creating opening for other source of knowledge
    - Traditional system of knowledge
4. People as active participants in system

# Current Trends in NRM

4 General trends :

1. Simple to multiple interests in natural resources
  - From one species to greater variety of forest products & services
  - Values to socio cultural as well as economic reasons
2. Simple ownership to bundle of rights
3. Deterministic science to multiple knowledge system
4. Public interest to stakeholders groups

# People's Participation

?

## ✓ Important issues

- Access, control & use of NR
- Conservation, management & development of NR

## 3 Broad Interpretation of Participation

1. Participation as **Contribution**
2. Participation as **Organisation**
3. Participation as **Process of Empowerment**
  - Transfer of power
  - Deprived section gain control over
    - Their own life situations
    - Resource
    - Knowledge
    - Ideology



# Participation & Decentralization

# What is decentralization ?

- Transfer of power and authority from the central/state government to
  - the local level government,
  - non-government and private organizations

## **Decentralization enables rural poor people to:**

1. Share in decision-making that affects their daily lives
2. Evaluate the outcome of their own decisions
3. Minimize chances of misunderstanding
4. Understand the difficulties and complexities of administration, planning and management
5. Accept responsibility for failure
6. Develop a sense of belonging

# Why don't we do it ?

1. A 'superior' attitude in government machinery at various levels
2. A 'passive' and 'servile' attitude among the rural poor

# Types of decentralization

1. Political
2. Administrative
3. Fiscal

# Types of decentralization

## 1. Political

- provides citizens or their elected representatives at the local level with more power in **decision making**
- More influence in the **formulation and implementation of policies**
- The process is known as

**‘Devolution’ .**

## 2. Administrative

Redistribution of

- authority
- responsibility
- financial resources

among different levels of government

- The process is known as

**‘Delegation’ .**

### **3. Fiscal**

- delegation of fiscal and financial powers, including taxation powers to the local self government bodies



# Decentralization policies and legislation in India

- The Constitution of India set up
  - Republican Parliamentary Democracy
- Article 40 of the Constitution
  - general directive to the state to establish *PRIs at the village level as the lowest rung of governance*

"The State shall take steps to organize village *panchayats* and endow them with such **powers and authority as may be necessary to enable them to function as units of self government.**"

- *Second Five-Year Plan*
  - *Panchayats, along with co-operatives, could play a major role*
  - Set target of more than doubling the number of *Panchayats by 1960-61.*

## **Balwant Rai Mehta Committee**

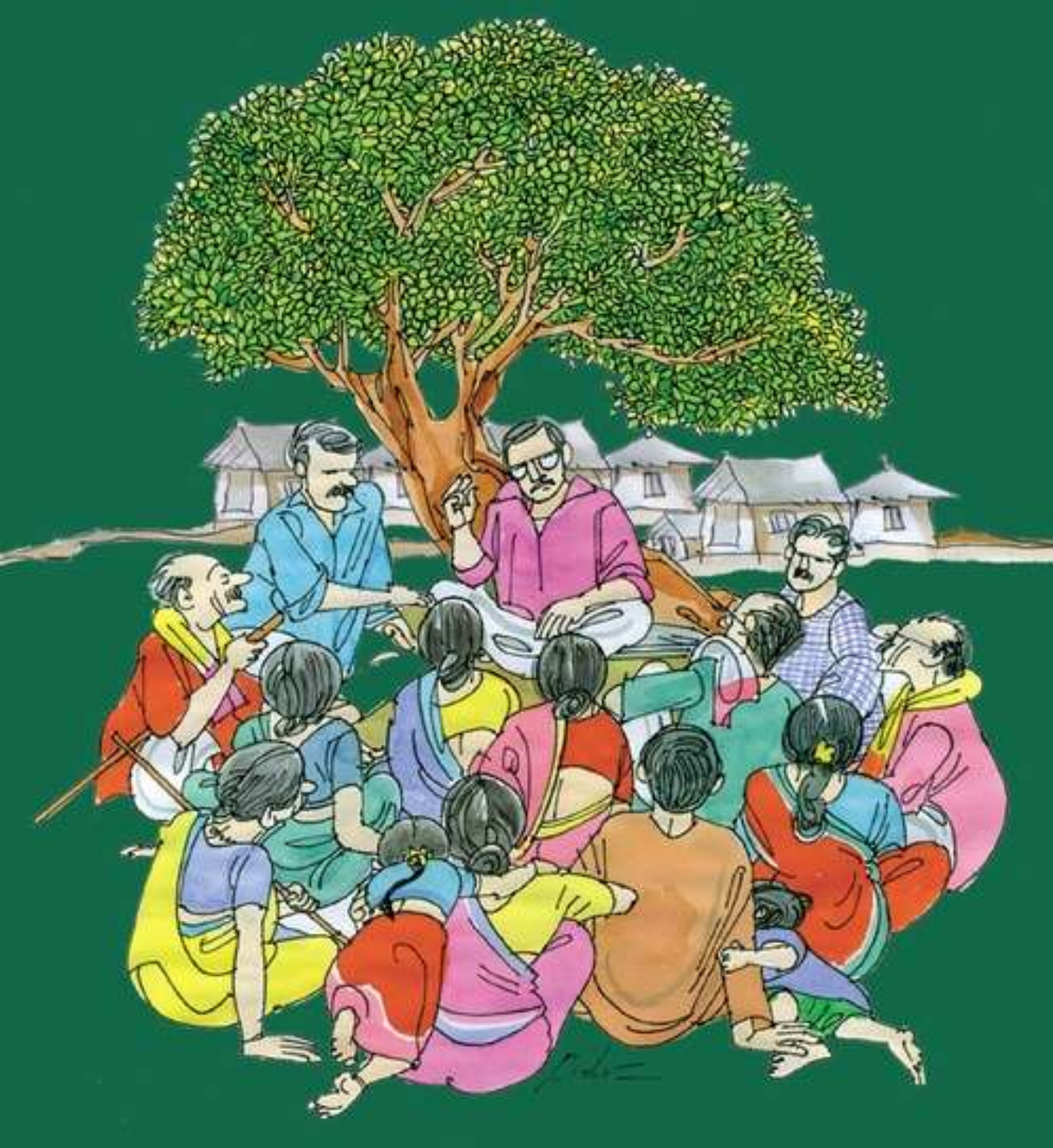
– appointed in January 1957

## Recommendation

- for early establishment of **statutory elective local bodies**
- 3 tier *Panchayati Raj system*

### *Objectives :*

1. democratic decentralization
2. local participation in planned programmes.



**PANCHAYTI**  
**RAJ**  
**INSTITUTIONS**

- *The three tiers of the system*
  1. *Zilla Parishad (district council) at the apex district level,*
  2. *the Block Samiti (council) at the intermediate level*
  3. *village panchayat (council) at the grassroots level.*

Promising start towards decentralization

But soon began to fade,

### Reasons

1. Political pressure
2. Creation of *panchayats* *not followed up by the devolution of powers and resources*
3. Changes in the growth strategies and policies of the government





# Asoka Mehta Committee(1977)

## Recommendations

❖ A two-tier system

1. **Zilla Parishad** at the district level
2. A conclave of villages would form **Mandal (block) Panchayats**

# 1992 - a watershed year

## – Constitution's 73rd Amendment Act

- 24<sup>th</sup> April 1993
- Confer constitutional sanctity and power on *Panchayats*.
- Goal of integrating the poorest and most marginalized into the mainstream of development

# 73rd Amendment

- Uniform 3-tier *Panchayat system throughout the country*
- Reserves a quota of *Panchayat membership and chairperson positions for Scheduled Castes/Tribes and women*
- Gives power to Panchayats to
  - plan and implement programmes
    - to promote economic growth and social justice
    - comprehensive list of activities appended to the Act

**The Eleventh Schedule (list)**  
***(29 subjects)***

1. Programmes for productive activities
2. Land development programmes
3. Education and cultural activities
4. Social welfare
5. Provisions of civic amenities
6. Poverty alleviation and allied programmes
7. Maintenance of community assets and public distribution system
8. Organization and control of rural markets and village fairs

# Implementation of 73rd Amendment

- In all states except NG, Meghalaya, MZ
- In all UTs except Delhi
- Gradual

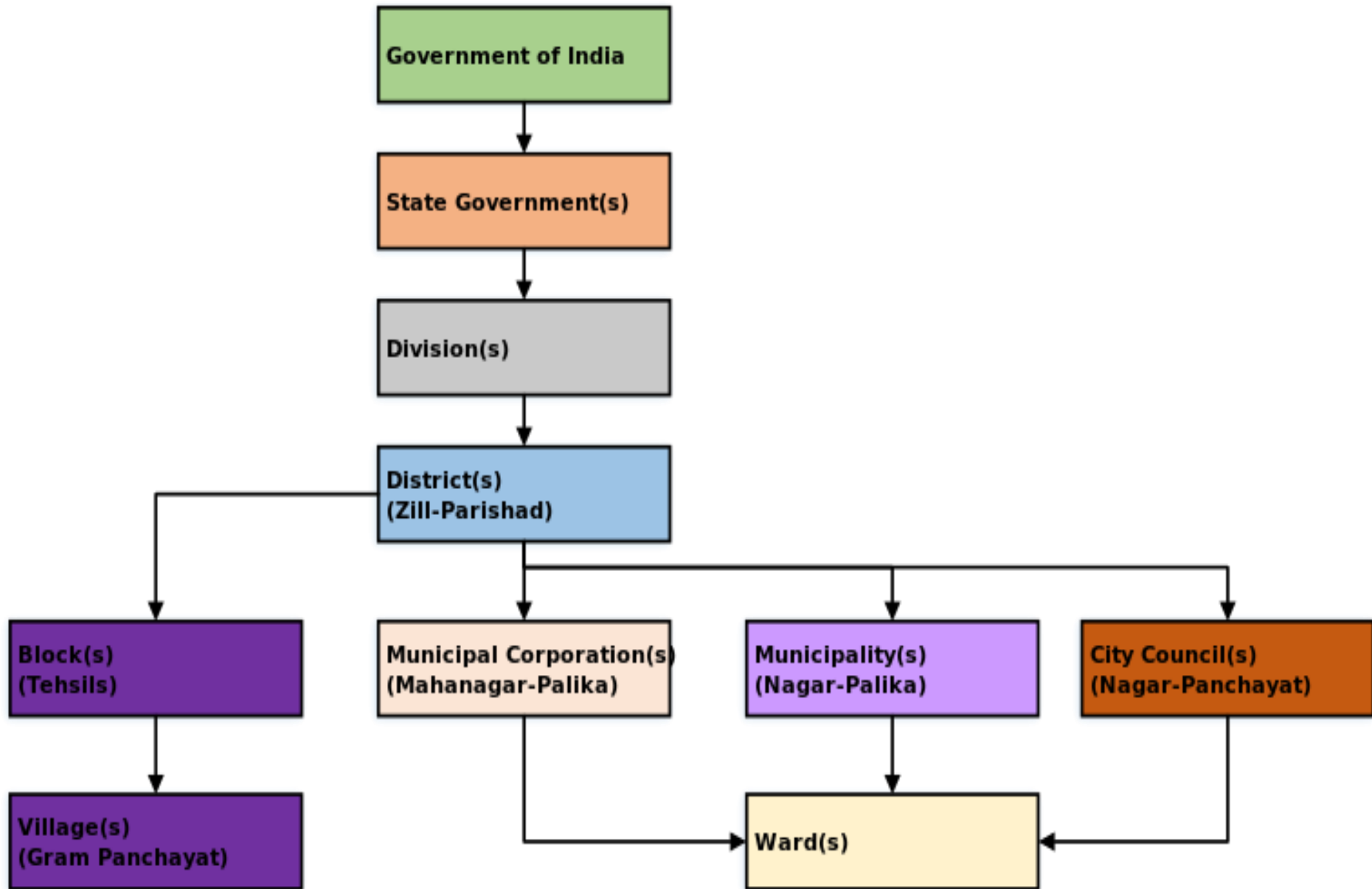
*Panchayats as institutions of self government*

?

# **Panchayats as institutions of self government ?**

- 3 million elected representative at all levels
- Half of them women
- 2.4 lakh panchayats in more than 5 lakh villages covering nearly 99% rural population
- 6000 Block Panchayat
- More than 500 District Panchayat
- District Planning committee – constitutional status
- State Finance Commission - constitutional status

## Administrative structure of India



# Miles to go...

- Working
  - Still viewed only as agents carrying out federal and state government programmes
  - Funds?
  - Timely Election?
- Transparency
  - not been effectively implemented at the field level
  - *Gram Sabhas* not convened regularly
- Micro-planning ?
  - the planning process did not make much headway



# People's Participation in Indian Forestry

- Existed in Indian forestry for several years, in the form of :
  - ✓ Forest labour co-operatives
  - ✓ Taungya societies
  - ✓ Resin Tappers associations
  - ✓ NWFP collectors' co- operative societies
  - ✓ bamboo cutters
  - ✓ wood carvers and furniture manufacturers associations

# National Forest Policy 1952

- Need for sustained supply of timber and other forest produce required for
  - defense, communications and industry
- Need for the realization of the maximum annual revenue in perpetuity
- The claim of neighbouring areas should be subordinate to the national goals.

- Need for evolving a system of balanced and complementary land use
  - 1/3 land mass under tree cover
- A massive program for creation of treelands should be carried out

# The legacy of 1952 Forest Policy

- Large scale introduction of commercial plantations- Introduction of exotics
- Push for Social forestry – NCA 1976

## Year 1976

- **42<sup>nd</sup> amendment**
  - Seventh schedule of constitution
    - In the Concurrent List following were inserted:
      - Entry 17-A : Providing for 'Forest'
      - Entry 17-B : for protection of wild Animals and Birds
  - Art 48-A - directive to State
  - Art 51-A(g) - fundamental duty
- **Forest Conservation Act 1980 passed**

# NATIONAL FOREST POLICY 1988

- **Objectives :**
  - Maintenance of **environmental stability** through preservation and, where necessary, restoration of the ecological balance
  - Conserving the natural heritage of the country by **preserving the remaining natural forests** with the vast variety of flora and fauna
  - **Checking soil erosion and denudation** in the catchment areas of rivers, lakes, reservoirs

# National Forest Policy 1988

- **Objectives contd...**

- Increasing substantially the **forest/tree cover** in the country through massive afforestation and social forestry programmes
- Meeting requirements of fuelwood, fodder, minor forest produce and small timber of the rural and tribal populations
- Creating a massive people's movement with the involvement of women, for achieving these objectives and to minimise pressure on existing forests.

# Principal aim of the Policy

To ensure environmental stability

and

Maintenance of ecological balance

including

Atmospheric Equilibrium which are vital for sustenance  
of all lifeforms, human, animal and plant

And

Creating massive People's movement



- **8<sup>th</sup> World Forestry Congress** held in Jakarta, Indonesia, 1978
  - Theme - ‘Forests for People’
  - Originated the Concept of people’s participation in forestry
  - received world wide acceptance
- This concept enshrined in NFP, 1988
- Detailed guideline for its implementation issued by Gol on 1.6.90 to all states and UTs

# **JOINT FOREST MANAGEMENT**

## JFM in field ...

- Schemes for JFM varies from state to state
- Different Joint Forest Management committees (JFMC 's) are formed
- Most common committee –  
    “Forest Protection Committee”
- President – a villager chosen amongst themselves with consensus without secret vote
- Secretary – Forest Guard
- Executive committee

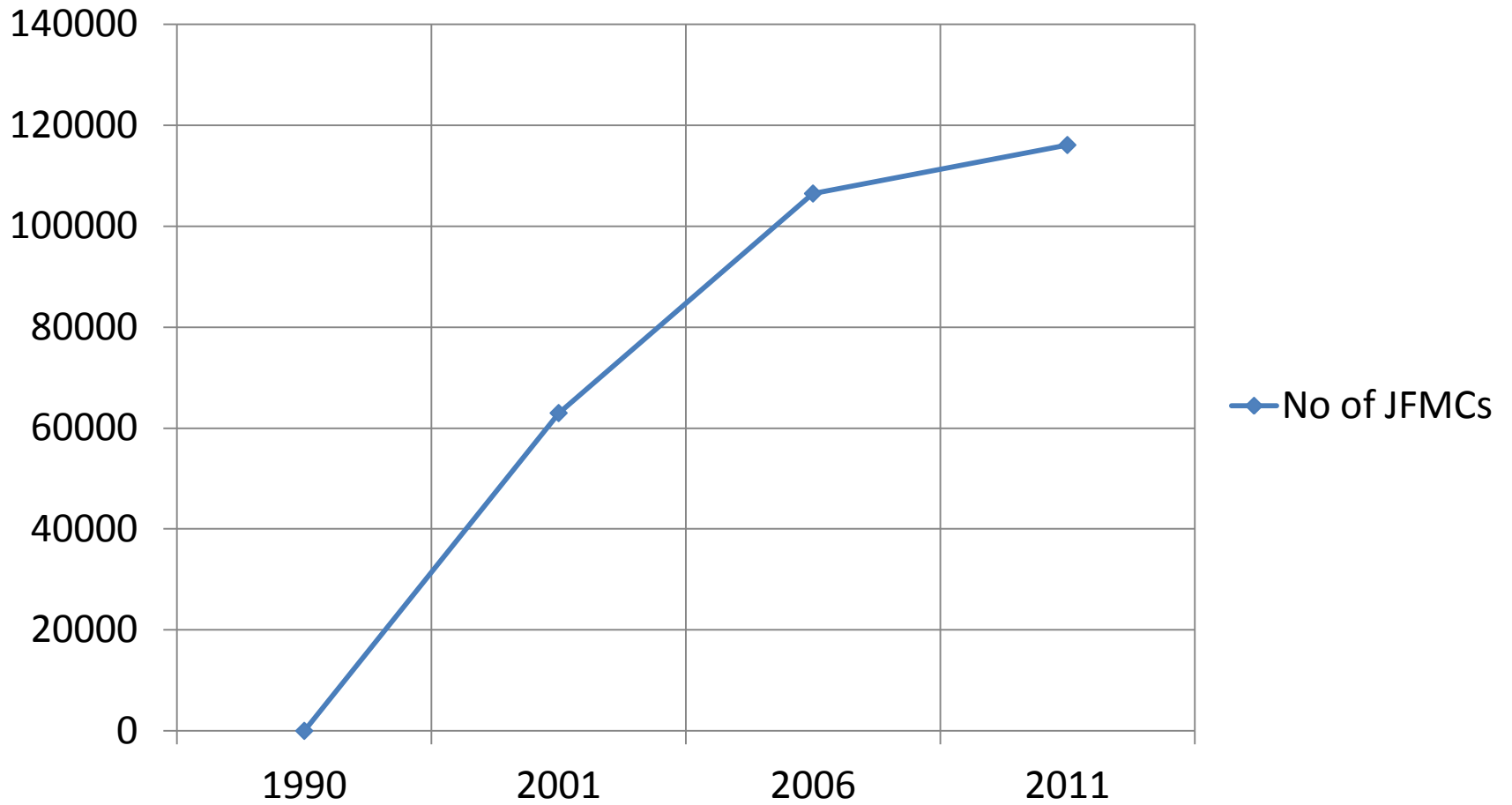
- Each committee will be given some forest area to “Manage”
- Each JFMC will have a separate bank account
- JFMCs - Not within the Panchayat system

- SINCE 1990
- Current Status
  - 29 states
  - 116213 JFM committees
  - 14.5 million families
  - 24.01 million Ha forest (30 % of Forest area )

# The Growth in JFM

Year	No of JFMCs	Forest Area under JFM
2001	62980	14.25 Million ha
2006	106482	22.01 Million ha
2011	116092	24.01 Million ha

# The Growth of JFM



# Facts about JFM...

- 4 states - Andhra Pradesh, Chhattisgarh, Madhya Pradesh, and Maharashtra
  - account for two-thirds of all forest cover under JFM and 39 percent of all JFM committees
- Nationally, the average area of forest per committee is **217 ha**
- Villages included in JFM programs encompass 14.5 million families
  - almost 60 million people.
- Tribal families account for one-third of all families in JFM programs.



# **ORIGIN OF JFM**

## **1. ARABARI EXPERIMENT**

**(In West Bengal)**

## **2. SUKHOMAJRI MODEL**

**(In Haryana)**

# 1. **ARABARI EXPERIMENT**

- Initiated in 1971-72 in Arabari research range in Midnapore Distt
- By *Dr. A.K. Banerjee*, the then DFO Silviculture (South) Division.
- Area -1270.92 ha degraded forest
- Families-618(11Villages)

- In lieu of protection, villagers permitted to take dry leaves, twigs, branches, grass and poles etc
- Afforestation on blank patches employing members of 618 families
- Project was reviewed in 1986
  - about 700ha area had very good coppice sal
  - Rest had good plantation

- Govt of West Bengal issued memo on 7.3.87
  - granted 25% yield of the annual harvest from sal forests and plantations to villagers
  - To be distributed proportionately

## **2. SUKHOMAJRI MODEL**

- Began in 1975
- Severe soil erosion problems
- Construction of small WHS to **arrest siltation** of Sukna Lake & to **enhance irrigation**
- Joint venture of F.D. and Centre for Soil and Water Conservation Research Training Institute
- Forestry became integral part of experiment
- Various tree species of trees planted

- Unwritten agreement between CSWCRTI team & villagers
- a village level institution '**Hill Resource Management Society**' was created
  - Consists one member from each household in the village
- Results
  - Catchment areas protected from grazing
  - No illicit cutting

# POLICY SUPPORT TO JFM

1. Govt of India guidelines on JFM year 1990
2. Guidelines for integrating watershed work with JFM- 1998
3. Govt of India guidelines on JFM year 2000
4. Strengthening of JFM programme -2002 GOI Guidelines

# Govt of India guidelines on JFM year 1990

## Imp. Features

- Regeneration of **degraded** forests
- **NGOs** as interface
- Village Level Institution
- **Rights ?**
- **Area ?**
- **Working Scheme ?**
- **Benefits ?**



# RIGHTS

- No rights to individuals
- No ownership
- Usufruct rights to community / villager

# AREA

- Nearby Forest area
- Should be free from the claims or claim holders  
should also be included

# WORKING SCHEME

- Micro Plan
- For 10 years
- Participatory mode for preparation
- **MP** and **WP** to be dovetailed

# BENEFITS

- To village communities
- Usufruct rights like grasses, lops and tops of branches and minor forest produce
- Sharing of benefits linked to proper protection of forest area
  - No agriculture or cutting of trees
  - No grazing but cut & carry
  - For successfully protecting forests, proceeds from the sale of trees when they mature.

# POLICY SUPPORT TO JFM

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## **2. GUIDELINES FOR INTEGRATING WATERSHED WORK WITH JFM -1998**

- VFC to be treated as watershed committee
- F.D. as PIA if forest area is more
- Conformity with F.C. Act
- Technical Sanction for treatment plan of forest areas by DFO

# **3. Govt. Of India Guidelines -2000**

**(Guidelines for Strengthening  
of JFM programme)**

- Legal Back-Up to JFM committees
  - Registration under 'Societies Registration Act 1860'
  - All adults member of JFM committee
  - Universal Nomenclature

- Participation of Women

- 50% in General Body

- 33% in Executive Body

- One Post of Office Bearers



- Extension to Good Forests
  - ✓ Max. Area 100 ha and within 2 Km
  - ✓ After all the degraded forests are covered
  - ✓ Minimum Period 10 Yrs of protection
  - ✓ Sharing max. 20%

- **Micro Plan**

- JFM Working Circle (overlapping)
- MP and **WP** to be dovetailed

- **Conflict Resolution**

- State and District Level Forum with all Stakeholders

- Recognition of Self Initiated Groups
- Contribution for Regeneration of Resources
  - By villagers
  - By FD through sales of forest produce
- M & E
  - 3 and 5 years for Div. and State level

**4. STRENGTHENING OF JFM  
PROGRAMME -2002 GOI  
GUIDELINES**

# MOU

- Between FD & JFMC for smooth working relationship
- sense of empowerment & accountability
  - ✓ -Short term and long term roles & responsibilities
  - ✓ -Implementation of work program
  - ✓ -Pattern of sharing of usufructs
  - ✓ -Conflict resolution

# Relationship with Panchayats

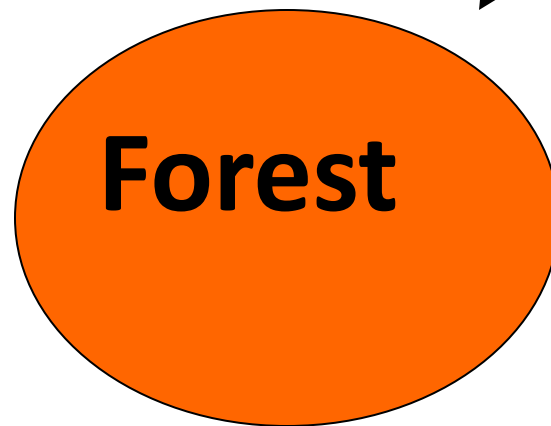
- Not very clearly mentioned
- take advantage of the administration and financial position and organizational capacity of the *panchayats* for the managements of forest resources
- Unique and non-political identity of JFMC to be maintained
- Capacity Building for NTFP management

# **INDIAN FOREST DEPARTMENT IN TRANSITION**

***CONTD...***

**Before F.D.**

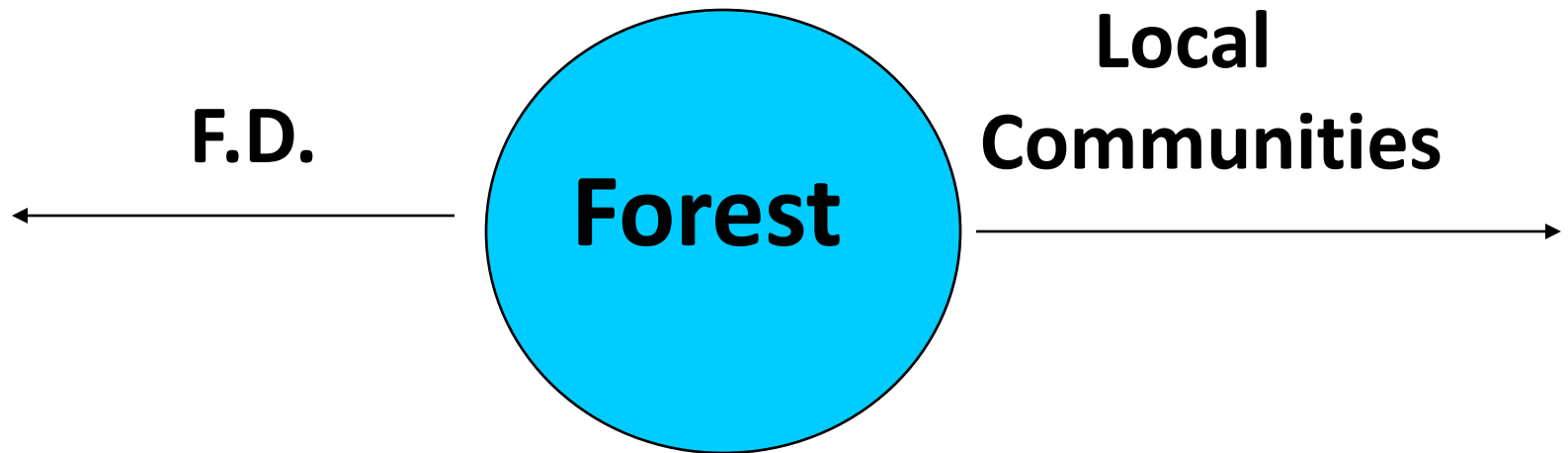
**Local Communities**





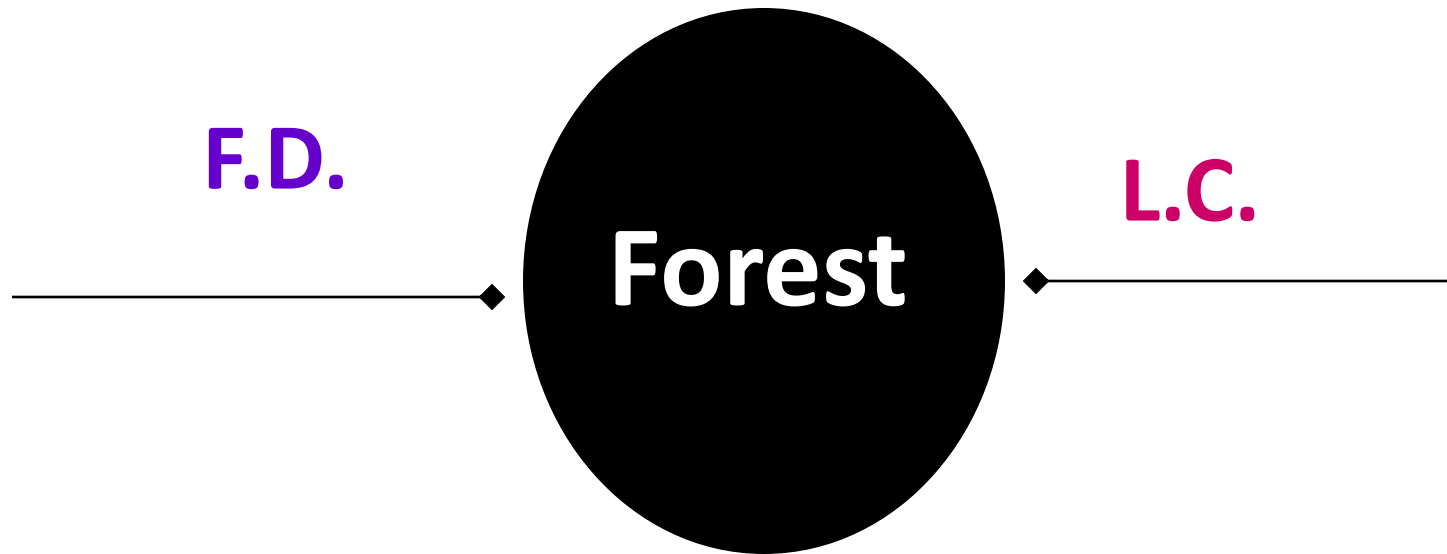
# ***CONTD...***

## **F.D. Created**



# *CONTD...*

## JFM Phase



# CHANGE IN ROLE OF FORESTERS

1. From policing to socializing

***CONTD...***

2. From domination to  
equality

# ***CONTD...***

3. From an uniformed staff to an  
NGO type implementer

***CONTD...***

4. From sole manager to partner

***CONTD...***

5. From telling what to  
do to listening what to  
do

***CONTD...***

# 6. From Creating Conflict to managing conflict



***CONTD...***

7. From negative mindset to positive mindset towards different stakeholders

***CONTD...***

8. From sole implementer to  
collective implementer

# ***CONTD...***

9. From individual decision making to collective decision making

***CONTD...***

10. From an outsider to an  
insider in a village

***CONTD...***

11. From sole protector to  
social fencing facilitator

***CONTD...***

12. From commercial need  
producer to local need  
producer

***CONTD...***

**13. From forest manager  
to rural development  
expert**

# ***CONTD...***

14. From sectoral  
implementer to multi  
sectoral integrator



***CONTD...***

15. From secret administrator to  
transparent administrator

***CONTD...***

16. From giving nothing  
to giving many things  
from form forests

# REQUIRED SKILLS TO ADAPT TO NEW ROLE

1. Communication skills
2. Knowledge about NTFP –  
Production, marketing etc.
3. Motivational Skills

# ***CONTD...***

4. Organizational Skills
5. Gender Sensitivity
6. Respect for traditional knowledge
7. A good listener
8. Balancing different viewpoints

# ***CONTD...***

9. Transparency
10. Knowledge about other  
department programmes
11. Sensitive to local needs

# PROBLEMS RELATED TO F.D.

- Attitude of field staff
- Training
- Inadequate Financial support
- Lack of Mechanism for conflict resolution
- Continuity of staff
- Excess Workload

**Sustaining JFM ....**

# Decline in JFM ?

- Mixed performance
- Positive Impacts
  - Relationship with forest dept.
  - Community organisation
  - Women's empowerment
  - Protection
  - Benefits sharing
  - others



# Negatives...

- Focus was only on ‘physical & financial targets’

&

Not on institution building & preparing community  
to take over JFM

- Declining efficacy after completion of donor  
driven projects

# **Decentralization of Forest Management :**

JFM?

# Challenges before JFM

1. A lack of awareness about the multiple roles and benefits of forest
2. A mismatch between forest management & livelihood security of the people
3. Financial sustainability ?
4. Decision making power to JFMC
5. Inadequate legal backup
6. Inadequate capacity building

7. Equity & gender concerns
8. Nationalisation of NTFPs
9. Role of JFMC in silviculture activities
  1. Choice of species
  2. Timber vs multiple biomass need based silviculture
  3. Afforestation model
10. FRA 2006 ?