



Participatory Forest
Management:
Implications for
Policy and Human
Resources'
Development in the
Hindu Kush-
Himalayas

Volume I
WORKSHOP PROCEEDINGS

Editors
Anupam Bhatia
Sameer Karki



International Centre for Integrated Mountain Development
Kathmandu, Nepal

Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush-Himalayas

Vol I Workshop Proceedings

1999

**International Centre for Integrated Mountain Development
GPO Box 3226, Kathmandu, Nepal**

Copyright © 1999

International Centre for Integrated Mountain Development

All rights reserved

ISBN: 92 9115 970 0

92 9115 984 0

Published by

International Centre for Integrated Mountain Development

GPO Box 3226

Kathmandu, Nepal

Cover Plate

ICIMOD File Photo

Layout by

Sushil Man Joshi

Typesetting at

ICIMOD Publications' Unit

The views and interpretations in this paper are those of the author(s). They are not attributable to the International Centre for Integrated Mountain Development (ICIMOD) and do not imply the expression of any opinion concerning the legal status of any country, territory, city or area of its authorities, or concerning the delimitation of its frontiers or boundaries.

Foreword

Enabling Policies and Programmes for the HKH

The last decade of this millennium is testimony to changing times for the people and forests of the Hindu Kush-Himalayas, and it has seen the emergence of people-centred forest policies in almost all the countries in the region. These policies aim to support and strengthen participatory forest management, and through this process ensure that the needs of mountain women and men are accorded due priority.

The evidence of the will of policy-makers in the countries of the Hindu Kush-Himalayas can be traced back to the beginning of this decade. In 1990, the Government of India approved an order to encourage *joint* forest management between government and forest dependent communities in degraded forest areas. Currently twenty-two states spread over the country have approved enabling government orders. These include all three states of the Western Himalayas—Jammu and Kashmir in 1993, Himachal Pradesh in 1993, and Uttar Pradesh in 1997—and three states in the North Eastern Himalayas—Tripura in 1991 and Arunachal Pradesh and Nagaland in 1997. Nepal approved a new Forest Act in 1993 that provides legal support to community forestry and remains one of the most progressive pieces of legislation in this field. Bangladesh approved a new forest policy incorporating the concept of participatory forest management in 1994. Myanmar gazetted a new Forest Act in 1992 and issued its first community forestry instructions notification in 1995. Bhutan enacted a new Forest and Nature Conservation Act in 1995 and approved its revised 'Social Forestry Rules' in 1996. Pakistan's national draft 'Forestry Sector Policy' was under discussion at the time that this workshop was held, people's participation was a strong element in the proposed policy. The North West Frontier Province of Pakistan developed a draft forest policy for the first time in 1997. The draft is people-centred, it is still under discussion and awaits approval. In 1993, Yunnan Province in the People's Republic of China put into place provisions for the auction of tenure of barren mountain areas, and this has stimulated people's involvement in forest management. Forest policies were revised in 1994 in the Tibetan Autonomous Region to encourage and support the involvement of the local population.

The emergence of people-oriented policies in all these countries over a decade points to a dramatic paradigm shift in forest management. This is the result of the increasing understanding of the fact that forests play a pivotal role in mountain areas and can no longer be managed without the active cooperation of the mountain communities.

An increasing area is being brought under community management through different benefit-sharing systems and tenure arrangements. These arrangements often build on or add to traditional forest management practices in mountain areas and this augurs well for the sustainable development of these areas.

The role of forestry professionals is changing from custodial to participatory. Reorientation of all levels of staff in forest departments is currently underway, and the curricula of educational institutions are being revised to ensure that the new generation of people-centred forestry professionals has the appropriate skills to support community-based forest management.

ICIMOD recognised this emerging trend and in 1993 established the Participatory Natural Resources Management Programme with a clearly defined focus on participatory forest management. ICIMOD has been able to document successes and provide regional and national forums for the exchange of views and experiences through workshops and field visits. We take some pride in having been a part of this exciting decade of change and in having made a modest contribution to changing policies and perspectives in the Hindu Kush-Himalayas.

The regional workshop 'Participatory Forest Management: Implications for Policy and Human Resources' Development' held in May 1998, whose proceedings are described in this publication, is one of the many activities arranged by the Participatory Natural Resources' Management Programme since 1993. This workshop brought together senior policy-makers from seven of the eight countries of the Hindu Kush-Himalayas.

Apart from providing a unique opportunity for professional foresters in the region to share their experiences in relation to the evolution of new policies, the meeting was also a milestone in the establishment of HIFCOM — the Hindu Kush-Himalayan Forum for Forest Conservation and Management — on a broad footing. The idea for HIFCOM was conceived at an earlier ICIMOD workshop held in India in 1995. Over the last three years, the institutional development process has been nurtured in close collaboration with forestry professionals in the region. The workshop in China brought together seven of the eight HKH countries for the first time, and the idea of HIFCOM as a regional forum for promoting participatory forest management among forestry and related professionals in the HKH was endorsed by the representatives of all these countries. This endorsement and the willingness of foresters to take responsibility for the further evolution of HIFCOM are indicative of the need for this forum. The stakeholders themselves have now taken over leadership of the forum and have drawn up plans for the future.

As we move into the next century, I am glad that we are able to bring this sense of optimism and hope to individuals and institutions in the Hindu Kush-Himalayas. The evolution of these policies for mountain forests would not have been possible without the sustained effort of the women and men of the mountains who have been managing these resources. It is they who have demonstrated that, given appropriate policies and an enabling framework, they can manage the natural resources of the mountains to meet their own needs whilst ensuring that the needs of future generations are safeguarded.

I am confident that we are now moving from a decade of policies and experiments to a future of practise and implementation that will test these policies on the ground and lead to further reflection, learning, and change. This can only happen successfully if policies are backed by appropriate, timely, and clear laws and rules that enshrine the spirit of the policies. A high level of commitment is required to ensure that policies do not remain merely statements of intent. For this, we will need to address the issue of human resources development with a greater sense of urgency than we have in the past. Apart from development of skills, the workshop participants identified issues of reorientation and changes of attitude as major future challenges.

I would like to take this opportunity to thank the South West Forestry College, Kunming, Yunnan Province, of the People's Republic of China for being such an effective host for the workshop and all the resource persons and authors of the papers for their commitment.

My gratitude also extends to the numerous mountain women and men who have shown that participatory forest management can work. They have been, and remain, our continuing source of inspiration and encouragement.

Egbert Pelinck
Director General

It is always difficult to acknowledge all the individuals and institutions who have contributed to the planning, designing, and implementation of a regional forum. We would, however, like to list the key special thanks to the following people, groups, and institutions.

I thank Professor Yang Pichang and the senior officials, faculty, and staff of the South West Forestry College, Kunming, Yunnan, who worked with us for a two-year period to make this workshop a reality. This workshop was an effort of intergovernmental cooperation to the credit of an intergovernmental effort. We would also like to make a special mention of the contribution made by Lei Qiangxi and Deyun Zhou to this forum.

A wide range of institutions from China contributed in several ways to this workshop. We would like to express our appreciation to the Chinese Academy of Sciences, the Chinese Academy of Forestry, the International Network for Bamboo and Rattan, the National Forestry Bureau of China, the International Cooperation Division of the National Forestry Bureau, the Provincial Government of Yunnan, the Municipality of Kunming, the Forest Bureau of Yuxi, the Foreign Affairs Office of Yunnan, the Forest Bureau of Ruili, and the Kunming Institute of Botany. We acknowledge their support to the workshop and recognize that without their assistance we would not have been able to host this forum in China.

We would also like to thank ICIMOD's partner organizations in our regional member countries for their support in this important forum and the facilitating or participation of senior forestry professionals. In particular, we would like to thank the Ministry of Forests, Bangladesh; the Ministry of Agriculture, the Royal Government of Bhutan; the Ministry of Environment and Forests, the Government of India; the Ministry of Forests, the Government of the Union of Myanmar; the Ministry of Forest and Soil Conservation, His Majesty's Government of Nepal; and the Ministry of Environment and Forests, Government of Pakistan.

We would also like to thank the regional and national executive committee members of HIFCOM—the Hindu Kush-Himalayan Forum for Forest Conservation and Management—for working closely with us to plan and organize this workshop.

The intellectual contributions from the many authors who worked hard on the case studies have been significant and we would like to express our appreciation for their efforts.

This workshop would not have been possible without financial support from several donor organizations. We would like to thank the Swiss Development Cooperation, Berne, Switzerland for providing major support to the workshop and to the International Development Research Centre for their contribution to the forum. We would also like to thank the Ford Foundation, Beijing, China for their grant to the South West Forestry College. The grant enabled the participation of Chinese institutions.

Acknowledgements

*In Appreciation of All Those Who Contributed
to the Workshop*

It is always difficult to acknowledge all the individuals and institutions who have contributed to the planning, designing, and implementation of a regional forum. We would, however, like to offer our special thanks to the following people, groups, and institutions.

We thank Professor Yang Fucheng and the senior officials, faculty, and staff of the South West Forestry College, Kunming, Yunnan who worked with us over a two-year period to make this workshop a reality. Their commitment and efficient arrangements contributed to the organization of an excellent event. We would also like to make a special mention of the contribution made by Lai Qingkui and Dequn Zhou to this forum.

A wide range of institutions from China contributed in several ways to this workshop. We would like to express our appreciation to the the Chinese Academy of Sciences; the Chinese Academy of Forestry; the International Network for Bamboo and Rattan; the National Forestry Bureau of China; the International Cooperation Division of the National Forestry Bureau; the Provincial Government of Yunnan; the Municipality of Kunming; the Forest Bureau of Yunnan; the Foreign Affairs' Office of Yunnan; the Forest Bureau of Kunming; and the Kunming Institute of Botany. We acknowledge their support to the workshop and recognise that without their assistance we would not have been able to host this forum in China.

We would also like to thank ICIMOD's partner organizations in our regional member countries for their support to this important forum and for facilitating the participation of senior forestry professionals. In particular, we would like to thank the Ministry of Forests, Bangladesh; the Ministry of Agriculture, the Royal Government of Bhutan; the Ministry of Environment and Forests, the Government of India; the Ministry of Forests, the Government of the Union of Myanmar; the Ministry of Forest and Soil Conservation, His Majesty's Government of Nepal; and the Ministry of Environment and Forests, Government of Pakistan.

We would also like to thank the regional and national executive committee members of HIFCOM—the Hindu Kush-Himalayan Forum for Forest Conservation and Management—for working closely with us to plan and organize this workshop.

The intellectual contributions from the many authors who worked hard on the case studies have been significant and we would like to express our appreciation for their efforts.

This workshop would not have been possible without financial support from several donor organizations. We would like to thank the Swiss Development Cooperation, Berne, Switzerland for providing major support to the workshop and to the International Development Research Centre for their contribution to the forum. We would also like to thank the Ford Foundation, Beijing, China for their grant to the South West Forestry College. The grant enabled the participation of Chinese institutions.

We would like to thank the Ford Foundation, New Delhi, India, for its continuing and generous support to ICIMOD's Participatory Natural Resources' Management Programme under whose aegis this workshop was organized.

Lastly we would like to place on record the contributions made by many ICIMOD staff to this workshop.

Abstract

The Workshop on Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush-Himalayas brought together forest management personnel from various parts of the Hindu Kush-Himalayas. The basis of their discussions was the people-centred forest policies that have emerged in many countries of the region and their objectives of supporting and strengthening participatory forest management to ensure that the needs of mountain people receive the priority they deserve. The policies along with their constraints and opportunities were discussed in depth, guided by papers provided by the participants themselves. Volume 1 is the Workshop Document, Volume 2 deals with China, Volume 3 – Eastern Himalayas, Volume 4 – India, Volume 5 – Nepal, and Volume 6 – Pakistan.

SFAF	State Forestry Action Programme (Uttar Pradesh, India)
USF	Unclassed State Forest (Bangladesh)
VFDC	Village Forest Development Committee (India)
VRMC	Village Resources' Management Committee (Myanmar)

Abbreviations and Acronyms

HRD	Human Resources' Development
JFM	Joint Forest Management (India)
NGO	Non-government Organization
NRTI	Natural Resources' Training Institute (Bhutan)
ODA (UK)	Overseas' Development Administration (United Kingdom)
PFI	Pakistan Forestry Institute
PFM	Participatory Forest Management
SFAP	State Forestry Action Programme (Uttar Pradesh, India)
USF	Unclassed State Forest (Bangladesh)
VFDC	Village Forest Development Committee (India)
VRMC	Village Resources' Management Committee (Myanmar)

Glossary

1 <i>dan</i>	50 kg
billion	One thousand million
economic forests	Areas that can provide cash income from trees excluding timber
<i>mu</i>	Chinese measure of land area (15 <i>mu</i> = 1 ha)
usufruct	The right to enjoy the use of and income from another's property; in the Himalayan region used to mean the benefits themselves (the income and produce)
<i>Sihuang</i>	Four categories of barren land — barren mountain land, barren slopes, barren/idle rivers and gullies, and barren marshes

Introduction

The workshop proceedings and the studies and papers presented at the 'Regional Workshop on Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush-Himalayas, have been published in six volumes as per the details provided here:

VOLUME I

Proceedings of the 'Regional Workshop on Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush Himalayas, 7-12 May 1998, Kunming, China.

Volume II China

- Participatory Forest Management: Implications for Policy and Human Resources' Development in China
Wen Haizhong, Director, Division of Forestry Law and Regulation Implementation and Monitoring, National Forestry Bureau, China
- Participatory Forest Management: Implications for Policy and Human Resources' Development in Yunnan Province
Zhou Yuan, Deputy Dean, Department of Economic Management, South West Forestry College, Kunming, Yunnan, China
Zhou Dequn, Associate Professor, South West Forestry College, Kunming, Yunnan, China
Zhang Lichang, Director, Division of Forest Law and Regulations, Department of Forestry, Kunming, Yunnan, China
Zhang Jiexiang, Deputy Director, Division of Forest Law and Regulations, Department of Forestry, Kunming, Yunnan, China
- Participatory Forest Management: Implications for Policy and Human Resources' Development in the Tibetan Autonomous Region
Gou Wenhua, Director of the Teaching Division, Tibet's Institute of Agriculture and Animal Husbandry, Lhasa, Tibet
Zhao Bing, Director, Research Institute of Plateau Ecology, Tibet's Institute of Agriculture and Animal Husbandry Management, Lhasa, Tibet

Volume III Eastern Himalayas

- Bangladesh
Participatory Forest Management: Implications for Policy and Human Resources' Development: A Case Study of the Chittagong Hill Tracts
S. M. Jalil, Chief Conservator of Forests, Department of Forests, Bangladesh
Junaid K. Choudhury, Conservator of Forests, Department of Forests, Bangladesh
- Bhutan
Participatory Forest Management: Implications for Policy and Human Resources' Development in Bhutan
Planning and Policy Division of the Ministry of Agriculture, Bhutan

- Myanmar
Participatory Forest Management: Implications for Policy and Human Resources' Development in Myanmar
U Myint Sein, Deputy Director, Ministry of Forestry, Government of the Union of Myanmar

Volume IV

India

- Challenges to the Management of Forests in the Mountain Regions of India
C. P. Oberai, Inspector General of Forests, Ministry of Environment and Forests, and Special Secretary to the Government of India, New Delhi, India
- Training Issues in Joint Forest Management in the Hindu Kush-Himalayan States of India
P.B. Gangopadhyay, Director, Indira Gandhi National Forest Academy, Dehradun, Uttar Pradesh, India
- Status of Participatory Forest Management: Implications for Policy and Human Resources' Development in Himachal Pradesh, India
A.K. Gulati, Director (Marketing), H.P. State Forest Corporation, Shimla, Himachal Pradesh, India
- Participatory Forest Management: Implications for Policy and Human Resources' Development in Jammu and Kashmir, India
P. Patnaik, Principal Chief Conservator of Forests, Jammu and Kashmir Forest Department, Jammu and Kashmir, India
S. Singh, Chief Conservator of Forests (Retired), Jammu and Kashmir, India
- Participatory Forest Management: Implications for Policy and Human Resources' Development in the Uttarakhand Himalayas, Uttar Pradesh, India
Mahesh C. Ghildiyal, Principal Chief Conservator of Forests, Nainital, Uttar Pradesh, India
Arup Banerjee, Deputy Director, Forest and Environment, Uttar Pradesh Academy of Administration, Nainital, Uttar Pradesh, India

Volume V

Nepal

- Participatory Forest Management: Implications for Policy and Human Resources' Development in Nepal
Prakash Mathema, Research Officer, Department of Soil Conservation and Watershed Management, Kathmandu, Nepal
Krishna Bahadur Shrestha, Deputy Director General, Department of Forests, Kathmandu, Nepal
Keshav Man Shapit, Department of Soil Conservation and Watershed Management, Kathmandu, Nepal

Volume VI
Pakistan

- Participatory Forest Management: Implications for Policy and Human Resources' Development in Pakistan
Rafiq Ahmad, Inspector General of Forests, Ministry of Environment, Local Government and Rural Development, Government of Pakistan, Islamabad, Pakistan
- Institutional Change Process in the North West Frontier Province, Forest Department, Pakistan
Mohammad Iqbal, Conservator of Forests, Department of Forestry, Fisheries and Wildlife, Government of North West Frontier Province, Peshawar, Pakistan.

Copies of These Volumes are Available From

International Centre for Integrated Mountain Development
P.O. Box 3226, Kathmandu, Nepal

Tel: 525313
Fax: 977-1-524509
Email: icimod@icimod.org.np
Website: www.icimod.org.sg

Contents

Foreword	
Acknowledgements	
Abstract	
Abbreviations and Acronyms	
Glossary	
A Workshop Background	1
A.1 ICIMOD's Participatory Natural Resources' Management Programme	2
A.2 Workshop Objectives	2
A.3 Participants	3
A.4 Workshop Methodology and Design	3
A.5 The Workshop Programme	4
B Workshop Inauguration	5
B.1 Welcome Session	5
B.2 Formal Inauguration	6
B.3 Remarks by Country Representatives	10
C Overview of Participatory Forest Management in the Hindu Kush-Himalayas	13
C.1 The Broad Goals and Objectives of Forest Policies and Laws in the Hindu Kush-Himalayas	13
C.2 Policy Framework for Participatory Forest Management	20
C.3 Communities and Participatory Forest Management	21
C.4 The Role of Government Institutions in Participatory Forest Management	29
C.5 Human Resource Development	29
D Strategic Issues for Participatory Forest Management (PFM) in the Hindu Kush-Himalayas	35
D.1 Strong Endorsement of PFM as a Viable Option	35
D.2 Lack of Alternative Options for Forest Management	35
D.3 Forest Types and Areas Appropriate for PFM	35
D.4 Equity and Gender	36
D.5 Benefit Sharing Arrangements	36
D.6 Human Resource Development (HRD) Challenges	36
D.7 Attitude of Foresters	36

D.8	Sensitisation of Policy-Makers	37
D.9	Advantages of PFM	37
D.10	Factors for Successful PFM	38
D.11	Barriers and Obstacles to PFM	39

E Facing the Institutional Challenge of HIFCOM – The Hindu Kush-Himalayan Forum for Forest Conservation and Management 43

E.1	Background to HIFCOM	43
E.2	Strong Country Endorsements for the Concept of HIFCOM	46
E.3	Country Specific Issues and Responses	47
E.4	HIFCOM Executive Committee Meeting	53
E.5	Closing Ceremony	54

Annexes

1	List of Participants	55
2	Workshop Programme	63
3	Conceptual Framework for Country Study	67
4	HIFCOM Constitution	73