

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

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Editor  
Anupam Bhatia



International Centre for Integrated Mountain Development  
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# **Participatory Forest Management: Implications for Policy and Human Resources' Development in the Hindu Kush-Himalayas**

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# Foreword

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

# Acknowledgements

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.

# Abbreviations and Acronyms

ACF	Assistant Conservator of Forests
AWARE	Association for Welfare and Rural Education
CCF	Chief Conservator of Forests
CDS	Centre for Development Studies
CF	Conservator of Forests
DCF	district community forest
DFFC	Department of Forest Farming and Conservation
DFO	Divisional Forest Officer
DM	District Magistrate
FATA	Federally Administered Tribal Areas (Pakistan)
FD	Forest Department
FPI	Forest <i>Panchayat</i> Inspector
FPO	Forest <i>Panchayat</i> Officer
FT	foreign trainees
FVTI	Forestry and <i>Van Panchayat</i> Training Institute
GIS	global information system
HKH	Hindu Kush-Himalayas
HRD	human resource development
ICFRE	Indian Council of Forestry Research and Education
IDRC	International Development Research Centre
IFA	Indian Forest Act
IFS	Indian Forest Service
IFS	Imperial Forest Service
IGNFA	Indira Gandhi National Forest Academy
J&K	Jammu and Kashmir (India)
JFM	Joint Forest Management
JFPM	Joint Forest Planning and Management
JKI	Jammu and Kashmir Industries Ltd. (Government of J&K)
masl	metres above sea level
MFP	minor forest produce
MOEF	Ministry of Environment and Forests

NGO non-government organisation  
NTFP non timber forest products  
NWFP North West Frontier Province (Pakistan)

PA protected area  
PCCF Principal Chief Conservator of Forests  
PHE Public Health Engineering  
PRA participatory rural appraisal  
PU project unit

RLMT range level micro-planning team

SDM Sub Divisional Magistrate  
SDO Sub Division Officer  
SFD State Forest Department  
SFS State Forest Service  
SRO Statutory Rules and Orders

TA travel allowance

UP Uttar Pradesh (India)  
UPAA UP Academy of Administration  
UPFD Uttar Pradesh Forest Department

VA voluntary agency  
VFC Village Forest Committee  
VFDF Village Forest Development Fund  
VI village institution

# Glossary

Bakerwals	nomadic grazers who rear goats and sheep
Banj	<i>Quercus leucotricophora</i>
Berun Line Forests	forests outside demarcated forest areas
Bhabar	the lowermost part of the Himalayas adjoining the Terai
Bradari	a section of society, comprising a group of Bradari-Bhaichara people closely linked by various common social interests
Bugyal	high altitude grasslands
Chaprassis	peons (general office helpers)
Chir	<i>Pinus roxburghii</i>
Chunow patra	election memo
Desh	country
Gaon sabha	village committee
Girdawar	a field level functionary of the Revenue Department
Hath bandi	boundary
Horticulture	used broadly to mean cash crop farming, such as fruit farming, vegetable farming, floriculture, and mushroom production
Illaq	a small administrative unit of area
Jaributi	medicinal plants
Karyalay	office
Khalsa Sarkar areas	government land that is not assigned to any particular purpose
Khasara	land record
Kumbadan	equivalent to a forest guard
Moharrir	revenue official working in the Tehsil office, who is trained in account keeping and deals with the work of collecting revenue
Nadi	river
Nali	black
Panch	member of a village panchayat
Panchakkies	water driven mill

<i>Patta</i>	an agreement by which villagers are permitted to use such things as land and trees for a defined period without transferring ownership rights
<i>Patti</i>	class/community
<i>Patwari</i>	land revenue official
<i>Pradhan</i>	head
<i>Rakha</i>	forest guard
<i>Rasum</i>	revenue in kind
<i>Sal</i>	<i>Shorea robusta</i>
<i>Samvat</i>	a calendar system 57 years ahead of the Gregorian Calendar, S 1961 is equal to 1904 AD
<i>Shamlat and Kahcharai</i>	
land	community land
<i>Shilpkar</i>	artisans
<i>Sissoo</i>	<i>Dalbergia sissoo</i>
<i>Tehsildar</i>	revenue officer heading a sub-unit of a district
<i>Terai</i>	low lying area at the base of the Himalayas
Uttarakhand	the northernmost part
<i>Van panchayat</i>	community forestry body
<i>Van panchayat nirikshak</i>	forest plan inspector
<i>Village panchayat</i>	an elected body of a village or group of villages with 7-9 members
Wazir-i-Wazarat	Chief Administrator of a District under the then Royal Government of J&K
<i>Yojana</i>	plan

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## **Introduction**

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### **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  
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Myanmar

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#### **Training Issues in Joint Forest Management in the Hindu Kush-Himalayan States of India**

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#### **Status of Participatory Forest Management: Implications for Policy and Human Resources' Development in Himachal Pradesh, India**

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