

Building Partnerships in Community Forestry



**Archana S. Karki
Judith Amtzis, and
Anupam Bhatia**

Organised by
International Centre for Integrated Mountain Development (ICIMOD),
the Department of Forest Farming and Conservation (DFFC), Himachal Pradesh, and
Dr Y.S. Parmar University of Horticulture and Forestry, Solan, Himachal Pradesh

**June 14-17, 1995
Chail, Himachal Pradesh,
India**

Building Partnerships in Community Forestry

A Regional Foresters' Forum in the Hindu Kush-Himalayas

Regional Workshop Report on Participatory Forest Management (PFM) - Coping with and Managing Change

**Archana S. Karki
Judith Amtzis, and
Anupam Bhatia**

**Organised by
International Centre for Integrated Mountain Development (ICIMOD),
the Department of Forest Farming and Conservation (DFFC) Himachal Pradesh,
and
Dr Y.S. Parmar University of Horticulture and Forestry, Solan, Himachal Pradesh**

**June 14-17, 1995
Chail, Himachal Pradesh,
India**

Copyright © 1996

International Centre for Integrated Mountain Development

All rights reserved

Cover plate: Forested Hill in the Himalayas

Inset: Participants in a group discussion at the Chail Workshop

Published by

International Centre for Integrated Mountain Development

G.P.O. Box 3226

Kathmandu, Nepal

ISBN 92-9115-547-0

The views and interpretation 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 or of its authorities, or concerning the delimitation of its frontiers or boundaries.

Foreword

It is well recognised that forest resources play a vital role in contributing to integrated mountain development in the Hindu Kush-Himalayas. Over the last decade we have been witness to dramatic changes in approaches and strategies for sustaining our forest resources. A successful approach has been the emergence of participatory forest management in almost all the countries of the Hindu Kush-Himalayas. While the terminologies used may vary from community forestry in Nepal to joint forest management in India to social forestry in Bhutan the issues and challenges for institutions are similar. Most national institutions charged with the responsibility of forest management are facing new paradigms of change.

Our experiences also indicated the existence of inadequate mechanisms for sharing these challenges amongst the countries in the Himalayan region. It was with this objective in mind that ICIMOD's Participatory Natural Resources' Management Programme initiated a process which would encourage peer group learning amongst professional foresters and build partnerships in community forestry. As part of this process a workshop was held in Chail, Himachal Pradesh, with the key objective of exploring the merit of establishing a sustainable institutional mechanism which would be owned and driven by foresters working in the Hindu Kush-Himalayas.

I am happy to see that the workshop was able to come up to our original expectations and to facilitate the emergence of HIFCOM — The Hindu Kush-Himalayan Forum for Forest Protection and Management. HIFCOM is very definitive in its mission statement about its role to promote and strengthen participatory forest management in the Hindu Kush-Himalayas. ICIMOD will continue to support this exciting process and we are confident that HIFCOM will be able to make a significant contribution to ushering in people-oriented forestry management in all our member countries in the Hindu Kush-Himalayas.

Egbert Pelinck
Director General

Contents

Introduction	1
Background and Inaugural Statements	2
Working Sessions	7
Emergence of HIFCOM	34
Concluding Session	43
Annexes	49

Introduction

The First Regional Foresters' Forum in the Hindu Kush-Himalayas was hosted by the International Centre for Integrated Mountain Development (ICIMOD) in collaboration with the Department of Forest Farming and Conservation, Government of Himachal Pradesh, India, and the Dr. Y.S. Parmar University of Horticulture and Forestry, Himachal Pradesh, India. The forum was held at Chail, in Himachal Pradesh, India, from June 14 to 17, 1995, and its theme was 'Participatory Forest Management: Coping with and Managing Change'.

The Hindu Kush-Himalayas are home to watershed systems and natural resources providing life support not only to mountain communities but also to those in the plains. Continuing resource degradation in the mountains has led to a growing concern and a sense of urgency in the context of seeking strategies which can ensure the sustainable management of mountain resources. Nowhere is the concern more marked than in the conservation of upland forests which contribute to communities' subsistence needs and to agricultural productivity in the mountains.

Participatory Forest Management (PFM) has emerged as a common strategy in the Hindu Kush-Himalayas to protect and manage forest resources in the mountains. A key element of this approach is collaboration between government institutions and local communities. Forestry professionals are increasingly recognising the role of communities and are willing to create policies and institutional environments that give local communities more control over their own resources.

ICIMOD's Participatory Natural Resources' Management (PNRM) Programme is mandated to operate in the countries of Nepal, India, and Bhutan where concepts of PFM are being promoted. While some of the impetus for this shift in focus has come from within forestry institutions, external agencies have often attempted to foster this process of change.

The first regional foresters' forum was designed to provide senior and middle-level forestry professionals with an opportunity to share their experiences in coping with and managing change in relation to PFM. These professionals brought with them rich experiences of successes and failures, but, above all, they brought a common concern for the forests and the people of the Himalayas. The workshop, structured to promote informality and maximise participation, focussed on the process of change from traditional to participatory models of forest management and the kinds of institution that are required to support this changing paradigm.

Participatory Forest Management (PFM) has emerged as a common strategy in the Hindu Kush-Himalayas to protect and manage forest resources in the mountains. A key element of this approach is collaboration between government institutions and local communities.

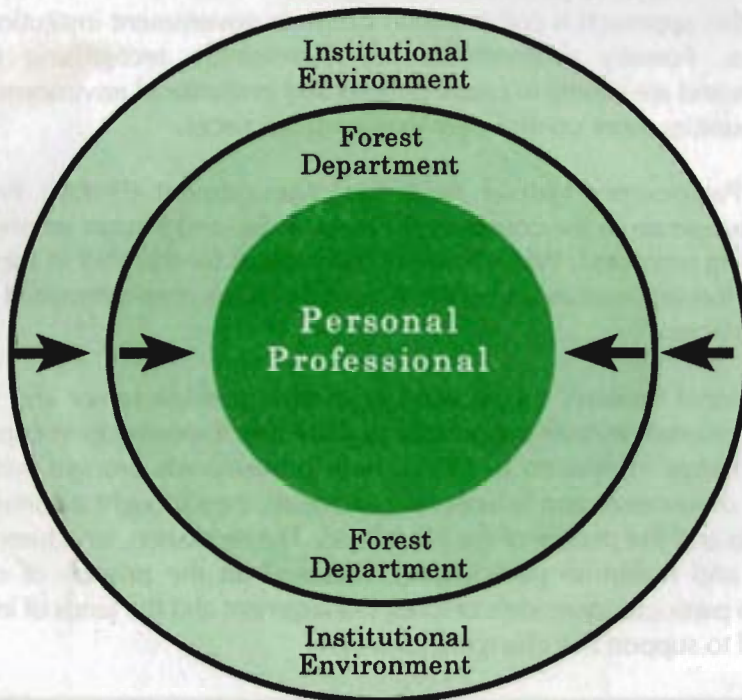
About 45 participants from Bhutan, India, and Nepal attended the workshop. In addition to sharing information and experiences, participants also examined the merit of establishing a regular forum in the Hindu Kush-Himalayas to address emerging issues and challenges in participatory forest management on a continuing basis.

Background and Inaugural Statements

Workshop Theme

At a planning meeting held in Kathmandu in April 1995, the workshop organisers agreed that the proposed forum should focus on the process of change from traditional to participatory models of forest management and the challenge this change presented to forestry departments, foresters, communities, and other institutions. This process needed to be analysed at personal, professional, and institutional levels in order to develop appropriate strategies to nurture and encourage change. A schematic diagramme was drawn to represent the relationships between the different levels (Fig. 1).

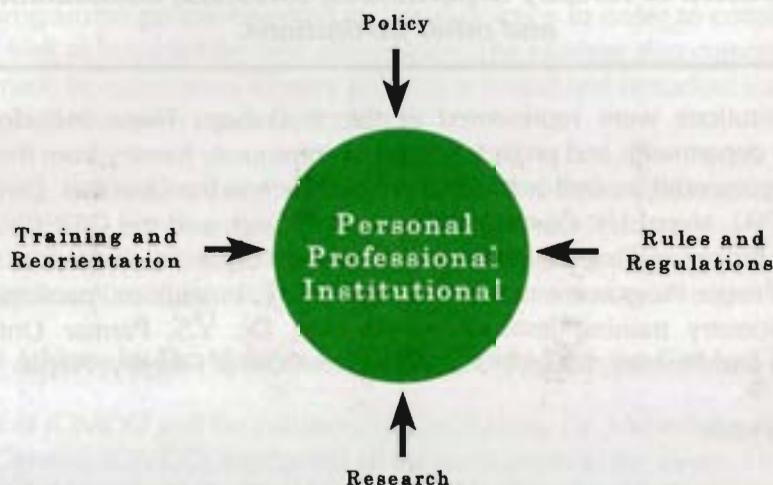
Figure 1



Readiness and resistance to change were recognised as the two major but conflicting considerations, particularly as the initiative for change frequently came from outside agencies. The forum was thus structured to focus on sharing experiences and learning from strategies used by foresters to meet these challenges.

It was agreed that the structure and kinds of institutions needed to support participatory forest management should be the main issue for discussion. Methods of creating a participatory environment, initially within institutions, therefore, could be used as an anchoring principle for consideration of certain key topics as shown below (Fig. 2).

Figure 2



Workshop Structure and Schedule

From the outset substantial consideration was given to the structure of the workshop in order to promote informality and maximise participation. A preset agenda, a centralised chair directing the process, and excessive time spent reiterating well-known issues related to community forestry were deliberately avoided. Plans were made for small group discussions on key topics, with reviews and major decisions taken at the plenary sessions. Group composition was designed to facilitate interaction and participants requested to facilitate and chair sessions.

A broad programme was designed for the first two days to give the participants an opportunity to set the agenda, keeping within the general guidelines of the main goals and focus of the workshop. The last two days were then largely devoted to group discussions formulating strategies and institutional mechanisms to ensure post-workshop follow-up.

Participants in the Forum

A total of 40 participants from three countries attended the workshop. From India, the participants were from Himachal Pradesh, Jammu and Kashmir, West Bengal, Andhra Pradesh, and New Delhi. Ten participants came from Nepal and three from Bhutan. Three of the participants were women, two from Nepal and one from Himachal

Pradesh. Unfortunately, participants scheduled to come from Uttar Pradesh were unable to attend due to severe forest fires in that state, preventing any forest department personnel from travelling outside the area.

.....the workshop organisers agreed that the proposed forum should focus on the process of change from traditional to participatory models of forest management and the challenge this change presented to forestry departments, foresters, communities, and other institutions.

Several institutions were represented at the workshop. These included various government departments and projects related to community forestry from the countries and states represented, as well as bilateral projects such as the Overseas' Development Agency (ODA), Nepal UK Community Forestry Project, and the GTZ Churia Forest Department Project and international non-government organisations such as the Forest, Trees, and People Programme of the FAO and CARE. In addition, participants came from two forestry training institutions, viz., the Dr. Y.S. Parmar University of Horticulture and Forestry, Solan, H.P., and the Institute of Forestry, Nepal.

Workshop Venue

The workshop was held at the Chail Palace Hotel in Chail, Himachal Pradesh, India. Built in the nineteenth century and surrounded by a thick deodar forest, the hotel provided an excellent setting for the sustained and interactive deliberations that characterised the workshop. With only a small village nearby, the comfortable surroundings enabled the participants to devote their entire attention to both the formal working sessions and the equally important informal discussions and networking that allowed participants to become better acquainted with each other. Thus, the workshop's primary goal of easy networking was achieved.

Inaugural Address by the Minister for Forests, Government of Himachal Pradesh, India

The Honourable Minister for Forests, Government of Himachal Pradesh, India, Pandit Sant Ram, inaugurated the forum at the Chail Palace Hotel on 14 June, 1995. The Minister emphasised the difficulties faced in protecting the complex and precious mountain ecosystem in the changing scenario of increasing biotic and human pressure. Increasing awareness among environmentalists, foresters, social scientists, and development planners had led to changes in the very dimensions of the concept of conservation. He stressed that regional and international forums were necessary in order to share ideas, to make joint efforts, and to update knowledge.

The Honourable Minister noted with concern that unrelenting pressure on the forest resources of the Himalayas was leading to declining biodiversity and threatening the whole Himalayan ecosystem. He advocated the need to evolve a new philosophy and

a new approach to development strategies for the mountains. Such strategies should ensure sustainable and equitable use of the natural resource base in meeting the needs of present and future generations without damaging the environment. He stressed that government efforts alone were not sufficient to conserve these resources, and that mountain communities must be actively involved at all stages.

Stating that the Himachal Pradesh government had always been conscious of the importance of forestry, the Minister declared that his government was fully committed to providing all possible support to the forest department's endeavours to make its forestry programme people-oriented in actual practice in order to conserve existing forests, as well as to undertake new afforestation. The Minister also commented on the progress made by community forestry projects in Nepal and remarked that recently, a beginning had also been made in Bhutan.

In conclusion, Pandit Sant Ram expressed confidence that the deliberations in the First Regional Foresters' Forum would result in sound recommendations and provide a base for the governments on which to establish appropriate policies and laws to make people's participation in forestry development effective and meaningful.

Welcome Address by Dr. Mahesh Banskota, Deputy Director General, ICIMOD

On behalf of ICIMOD and the collaborating institutions, Dr. Mahesh Banskota, Deputy Director General, ICIMOD, welcomed all the participants to the forum. He highlighted two important aspects of the present forum. First, it was part of ICIMOD's continuing efforts to move out from its base in Kathmandu to other parts of the 3,500km-long Hindu Kush-Himalayan mountain chain. Second, it represented an attempt to foster new partnerships and collective efforts with different agencies committed to the sustainable development of these fragile mountain areas.

Dr. Banskota said that the Workshop was being organised by ICIMOD's Participatory Natural Resources' Management Programme. This Programme had facilitated the promotion of regular interaction between governments, NGOs, user groups, and the private sector; commissioned case studies and reviews of ongoing experiences and testing of different approaches for facilitating participatory interactions at different levels; and disseminated available information. He cited the recently held First Regional Community Forestry Users' Group Workshop held in Kathmandu as an example of an innovative forum for participatory interaction.

Dr. Banskota expressed hope that this forum would forge new partnerships in the region, and that the next time participants would come from the other ICIMOD member countries.

Address by Mr. V.P. Mohan, PCCF, DFFC, Himachal Pradesh

Mr. V.P. Mohan, Principal Chief Conservator of Forests (PCCF), Department of Forest Farming and Conservation (DFFC), Himachal Pradesh, touched on the history of participatory forest management (PFM) in the state. He noted that attempts to involve

communities in forest management started in the 1940s when forest cooperatives were established in one of the districts of the state. However, to be truly participatory, forest management required a substantial attitudinal change on the part of the foresters. This was the current challenge.

Mr. Mohan said that the community forestry which was practised in Nepal was somewhat different from similar approaches in other countries, and the forum would provide an ideal occasion for debate and discussion leading to a new synthesis of these approaches.

Address by Professor L.R. Verma, Vice Chancellor, Dr. Y.S. Parmar University, Himachal Pradesh

Professor L.R. Verma, Vice Chancellor of Dr. Y.S. Parmar University of Horticulture and Forestry, was invited to address the participants. Professor Verma elaborated on the serious threat to India's forest cover from increasing human and livestock populations. Half of the land areas in India were estimated to be degraded, particularly as a result of deforestation. Such large-scale destruction of forest resources, which was gaining alarming proportions, had resulted in adverse socioeconomic and environmental conditions. Solutions to these problems must be sought in the context of people's participation in forest management. Local communities had a symbiotic relationship with forests and should be partners in forest development efforts, he said.

He gave a brief overview of the work and achievements of the Dr. Y.S. Parmar University, which had an impressive record in the areas of education and research but needed to strengthen its extension aspects. Professor Verma concluded with an appeal to the forum to cooperate in an effort to attain excellence in forestry education, research, and extension for the economic and ecological security of the mountains and their people.

Such large-scale destruction of forest resources, which is gaining alarming proportions, had resulted in adverse socioeconomic and environmental conditions. Solutions to these problems must be sought in the context of people's participation in forest management. Local communities had a symbiotic relationship with forests and should be partners in forest development efforts.....

Statements by Participants

In her speech, Major Krishna Mohini, Member, Legislative Assembly of Himachal Pradesh, raised the crucial issue of the ongoing crisis of forest fires. Pointing out that protection of forest wealth was as important as plantation, she urged the experts to provide equipment and training and to devise effective methods of combatting forest fires. She recommended the involvement of local people in fire-fighting efforts.

On behalf of the delegates from Bhutan, Mr. G.K. Pradhan, Joint Director of the Forestry Services' Division, Royal Government of Bhutan, conveyed greetings from the foresters of Bhutan. Thanking the workshop organisers, he said that the Bhutanese delegation was honoured and excited to be among the other expert colleagues at the workshop.

Mr. K.B. Shrestha, Chief, Community and Private Forestry Division, Department of Forests of the Government of Nepal, expressed happiness on behalf of the Nepali participants to be in such a beautiful mountain retreat with ample opportunity to share experiences and develop strategies for furthering people's participation in forest management. He said that this workshop could be a milestone on the way to achieving genuine community participation.

Vote of Thanks

Mr. G.C. Gupta, Chief Conservator of Forests, Himachal Pradesh, thanked the Honourable Minister for Forests, Pandit Sant Ram, for his presence at the forum. He assured the Minister that his concern for the sustainable development and management of the Himalayan forest resources is shared by all the delegates. Mr. Gupta stressed the special significance of the workshop for his state where a large number of externally-aided projects was being implemented with a strong focus on PFM. He said he hoped that the workshop would focus on the process of change from traditional to participatory models of forest management.

Mr. Gupta noted that the concept of participatory management was not new to Himachal Pradesh, where various forest settlements allowed rights to and concessions in the forests to communities who, in turn, were expected to help manage, protect, and maintain them. However, the conference outcome should be of particular interest to the state in the context of evolving an integrated mountain development perspective.

Mr. Gupta thanked ICIMOD for selecting Himachal Pradesh as a venue for the workshop, saying that they were honoured by the participation of the many delegates. He also thanked Professor Verma, Vice Chancellor of the Dr. Y.S. Parmar University, for extending all possible cooperation for holding the workshop. His personal thanks went to the Himachal Pradesh Tourism Development Corporation for their efforts to provide an ideal setting and logistical support for the workshop. Special thanks were given to Mr. A.K. Gulati, Conservator of Forests, DFFC, Mr. K.D. Sharma, DFO, HP Foresters' Training School, Chail, and the staff of the DFFC for the hard work carried out in organising the workshop in Chail. In conclusion, Mr. Gupta hoped that the participants would have a comfortable and fruitful stay.

Working Sessions

Session I: Workshop Structure and Principles

Mr. A.K. Gulati, from the Department of Forest Farming and Conservation, opened this session. He welcomed the participants and discussed the workshop structure with them.

He said that the workshop was designed to be an interactive forum with small groups and plenary sessions. Mr. Anupam Bhatia, from ICIMOD, gave details of the workshop principles, stressing that the workshop's informal environment was designed to ensure maximum participation. The participants themselves were expected to be proactive during the workshop and identify issues for discussion. ICIMOD preferred to use its resources to bring people together, while ownership and the major responsibility for outcome were to be borne by the participants.

Mr. Gulati then invited comments from the floor. In response to a query on whether the groups would remain fixed, he said that group compositions would be changed in each session to promote interaction. He hoped that this structure would result in a substantial number of ideas and recommendations which could be consolidated and synthesised later.

The three working groups provided for informal discussions and time for personal and professional introductions. They were asked to keep to the theme of the workshop, 'Coping with and Managing Change', but also to feel free to raise other issues emerging through the process of group discussions. At the end, each group would have approximately 10 to 15 minutes for presentation in the plenary.

The procedure of informal interaction was fairly successful and the groups continued working until about seven in the evening without a formal session.

Session II

Mr. Mohan Gopinath from the Centre for Organisation Development in Hyderabad and four participants from Jammu and Kashmir, who arrived a day late, were welcomed and requested to introduce themselves.

The participants from Jammu and Kashmir, all from the Department of Forests, noted that their expectations from the workshop were very high since they had travelled for 26 hours. Mr. Bhatia observed that, historically, ICIMOD had not had much interaction with Jammu and Kashmir and that he was glad they could attend and that their participation was highly valued.

Mr. Gopinath, a representative from the Centre for Organisation Development in Hyderabad, said the Centre was working on a study, part of a World Bank-aided project for the Andhra Pradesh Forest Department, that aimed to make the department a proactive organisation. The final module of the study, *The Management of Change*, would be published shortly. Meanwhile, he had brought some relevant material from the study to share during the workshop.

Keynote Address on the Workshop Theme by Mr. M.F. Ahmed, Inspector General of Forests, Government of India

Mr. Gulati introduced the keynote speaker, Mr. M.F. Ahmed, Inspector General of Forests, Ministry of Environment and Forests, Government of India. Mr. Ahmed unfurled

a banner depicting the workshop theme and Mr. Gulati elaborated on the meaning of the diagramme.

The diagramme's three circles represented three levels of interaction in forest-related activities: personal and professional, departmental, and institutional. The innermost circle represented personal attitudes, perceptions, and professional skills, which an individual tried to apply with his/her professional acumen. Forestry professionals worked in an organisation, the forest department, which represented their immediate working environment. This was represented by the second circle. Forest departments themselves were part of the larger organisational system of the government; this was represented by the outer circle, the institutional environment. These were the three main levels that played an important role in creating an environment that enabled the development and implementation of participatory management approaches.

Currently, there was little or no interaction between personal attitudes and professional skills. Issues were diffused, distorted, deflected, and reflected at the institutional and forest department levels without affecting personal and professional levels.

The organisers hoped that the workshop would enable personal peer group sharing of approaches to evolve strategies for coping with and managing change. Mr. Gulati requested the participants to keep this theme in mind during their discussions and invited them to modify it so that a realistic vision would be available at the conclusion of the workshop.

Mr. M.F. Ahmed, Inspector General of Forests, thanked the organisers for inviting him to share his experiences and express his government's views on joint forest management (JFM). He was happy to benefit from the participants' rich experiences in this area of work. He hoped that during the workshop participants would be able to deliberate and synthesise their views to focus on the diagramme's central point.

Referring to the Himalayan mountain range in his country, he said the mountains were the origin and watershed of mighty rivers and a resource beyond imagination. This rich, varied and unique resource base nourished civilisation and provided many medicines, solace, and peace to millions of meditating sages and saints. The most important resource in the mountains was the forests, a repository of biodiversity.

Any resource was ultimately for the people and the community who interacted with the resource. The overuse of forest resources was pushing forests beyond revival. It had to be recognised that these forests could not be developed without community participation and involvement.

People's participation in development activities is a natural corollary to democratic traditions. Lack of community participation in forestry has resulted in resources being pillaged and recklessly ravaged. Participation and partnership must be based on genuine understanding and universal realisation of shared significance.

Many sages had shown the way to salvation, the goal of all human beings. The goal of the workshop was the sustainable management of forests in the Himalayan mountains. One way to carry this out was through participatory forest management; through the establishment of collaborative mechanisms with forest-dependent communities, involving them in forest protection, management, and conservation. It had dawned on all concerned that this shift in paradigm was there to stay.

People's participation in development activities was a natural corollary to democratic traditions. Lack of community participation in forestry had resulted in resources being pillaged and recklessly ravaged. Participation and partnership must be based on genuine understanding and universal realisation of shared significance.

At present, we find little or no interaction between personal attitudes and professional skills. The issues are diffused, deflected, and reflected at the institutional and forest department levels without affecting the personal and professional levels.

He noted that the forest service had seen great changes, including attitudinal changes in the officers and in extension education. He pointed out that it took time to win the confidence of the people and required much perseverance. He noted that many foresters had on their own begun seeking people's involvement in forest protection and in sharing of forest benefits. Mr. Ahmed also said that the Government of India was trying to make all states responsible for and responsive to joint forest management (JFM).

Despite being convinced that community participation in forestry was the need of the hour, there remained a lack of clarity regarding its actual implementation. He said that, it was necessary to identify precisely who the participants would be, in what manner they should be organised for development programmes, what rules and regulations should be followed, and how conflicts should be resolved. Ecology and equity were at the heart of sustainable development, he stated.

We must build up a conservation fraternity with a healthy harmonious relationship between human beings and nature. We should be preservers rather than predators of Nature and natural resources. Only time would tell us how far we could succeed in this, and it was hoped that future generations would not find us wanting. Mr. Ahmed concluded with a quotation from the *Atharva Veda*: "May the creator of earth, with milk and nectar, give his blessings to all of us."

Session III: Expectations from the Workshop

The plenary session reconvened for group presentations from the three working groups.

Group One

Dr. Gautam made the presentation, introducing Mr. Ahmed and Dr. Banskota as group leaders and Monica Manandhar as the rapporteur. This group first listed the expectations on a country-wise basis and then presented a summary of expectations and issues.

Some of the main issues for ICIMOD were to first question the necessity for a regional forum, how it could be made sustainable, who would support it, and what would be the direction of activities?

Bhutan's major goal was to learn about PFM systems on the basis of other countries' experience. They wanted information about various management options, such as working in partnership or handing over forests to community-level institutions; as well as about how to manage resources, share benefits, and develop forest-protection mechanisms. They also wanted advice on how to obtain legislative and policy support for community-based forest management in Bhutan.

Nepal's expectations included experience-sharing regarding a wide variety of issues, including appropriate approaches to and options for forest user groups and their integration with community development activities. They wanted to discuss different institutional options for community forestry project implementation, e.g., NGOs, community, laws, agreements, and resource inventories. They were also concerned with gender issues in the context of strategies for increasing the participation and involvement of women in forest management.

The Indian delegates were interested in the impact analysis of PFM approaches — cases documenting success and failures and analysing weaknesses and strengths. They wished to examine the potential for joint forestry management (JFM) and its feasibility with regard to locations and committee formation. Other issues included the acceptable scale of participation among partners and the appropriateness of *Mahila Mandal*(s) as an option to enhance the involvement of women.

Some of the main issues for ICIMOD were to first question the necessity for a regional forum, how it could be made sustainable, who would support it, and what would be the direction of activities?

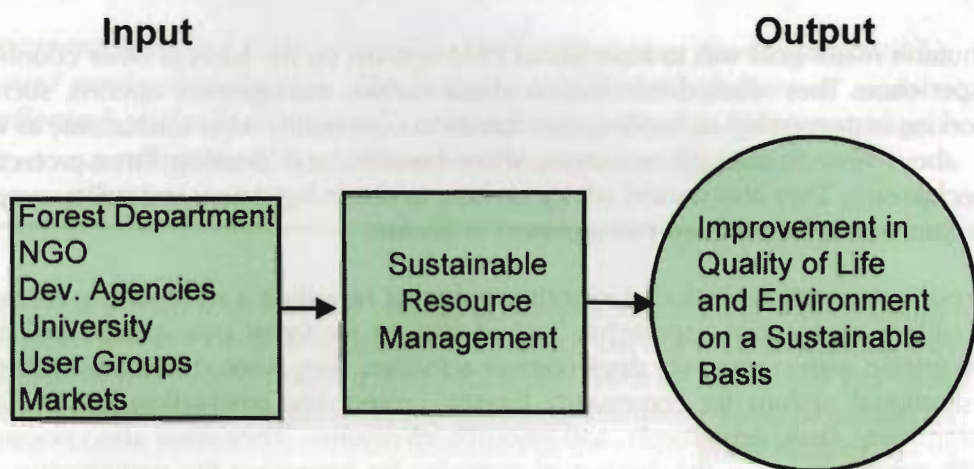
Summary

This group's expectations included the consideration of forming a regional forum, whether such a forum was needed? how it could be supported and sustained? and what its scope should be? The group was looking for experience and information sharing on appropriate JFM/PFM strategies, including an impact analysis of JFM.

Delegates wanted to discuss suitable forest protection strategies and choice of species, as well as the need for a change in attitude and thrust areas, focussing on integrated approaches taking "people first and last." This could lead to consideration of the choice of proper locations for implementation of demonstration units. They felt a need to discuss strengthening forest extension, along with manpower relevance, reorientation, and human resource development or recruitment policies. The group saw a need for attitudinal change at all levels and for cooperation between foresters and social scientists.

This group also suggested a change in the thematic diagramme for the forum (Fig. 3).

Figure 3: Suggested Change in Module



Instead of focussing only on the personal and professional aspects of the working environment and the influences on these, the new module included the personal and professional aspects as inputs, leading to the desired output of environmentally sustainable improvements in the quality of life. The mediating and crucial factor was seen to be the commitment to sustainable resource management.

Group Two

Mr. G.S. Mandal, PCCF, West Bengal, made this group's presentation. After detailed discussions, the group members had unanimously agreed on the following expectations.

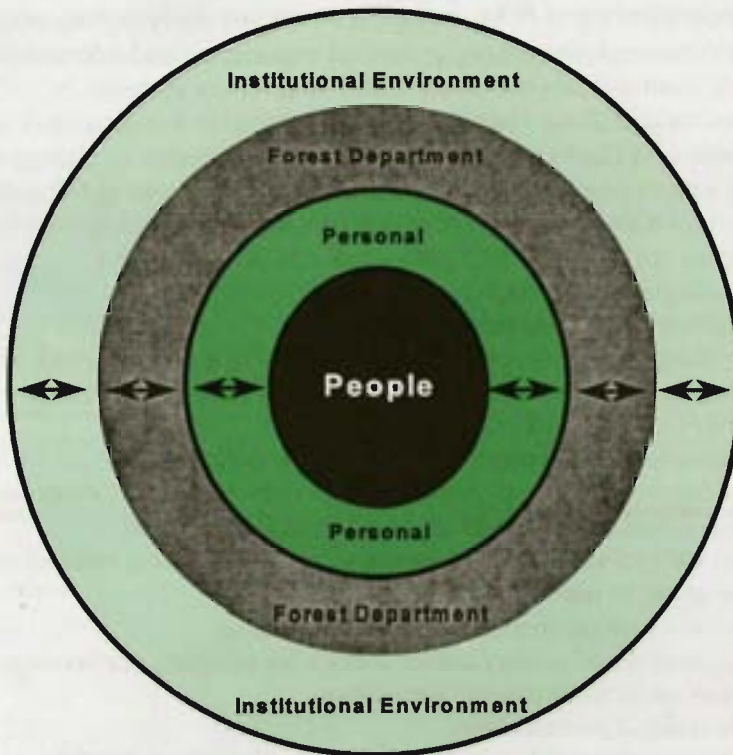
- Clear understanding of JFM/PFM/CFM
- Clarity about roles of forest department and users
- Strategies for motivating heterogeneous user groups
- Strategies for motivating the forest department staff
- Clear definition of change and what changes were to be brought about in forest department (FD) personnel and local people, what actions to take?

- How to involve women and women forestry department officials at all levels actively?
- What immediate incentives could be given to users?

Group Three

This group also presented a modified diagramme of the workshop theme. Nalini Subba, who made this presentation, said that their group felt that the 'people' component was missing, so they had created another circle in the centre to insert 'people'. They also suggested that, as participatory forestry is a two-way process, the arrows should point in both directions, instead of only inwards (Fig. 4).

Figure 4: Suggested Change in Module



Ms Subba added that most of the expectations discussed by Group Three had been covered by the previous two groups, and they considered this a positive sign.

Specific issues for this group were:

- ways to move from policing to participation,
- need-based and quality planting stock to raise people's confidence in community/ social forestry,
- integrating trees with other farming systems as per site conditions,

- improving grasslands and pastures to reduce pressure on forests, and
- raising the legal awareness of people about forest policies.

Expectations from the workshop included:

- interactions on community/social forests/joint forest management systems,
- strategies for training to cope with change at different levels, and
- experiences in joint park-people management.

A consolidation of expectations from the three groups is presented in Box 1.

Box 1: Consolidation of Participants' Expectations

- Clear understanding of PFM; including an impact analysis, success and failures, through enhanced interaction, as well as experience and information sharing, including institutional environment and land tenure systems
- Strategies for attitudinal change and reorientation in the areas and the community and clarity in their roles - focus on strategies to change the FD's policing role to one of participation and ways of motivating FD staff
- Strategies for training forest staff at different levels for coping with change
Evolving an appropriate HRD policy that can promote PFM
- Holistic integrated approach by
 - strengthening forestry extension,
 - integrating trees with other farming systems, e.g., agroforestry, and
 - improving grassland and pastures to reduce pressure on forests
- Experiences in joint park-people management
- Raising people's legal awareness about forest policies
- Regional forum; continued sharing of experiences and processes, including traditional forest management and post-formation support
- Strategies for motivating heterogeneous groups, i.e., what immediate incentives could be given to users
- Appropriate forest protection strategies, including:
 - needs' based and quality planting stock for people's confidence,
 - site specificity vs. universal application,
 - mode/scale of participation,
 - choosing partners (*Mahila Mandal(s)*, ex-servicemen, NGOs)
- Strategies for involving women and women FD officials actively at all levels

Concluding the session, Mr. Gulati said he hoped that the workshop would meet the participants' expectations. He announced that the next session would be devoted to country or state-wise presentations. Guidelines for country groups were given to all participants (shown in Box 2). Nepal and Bhutan were in respective country groups, but participants from India were divided into groups from Himachal Pradesh, Jammu and Kashmir, and West Bengal. Mr. Mohan Gopinath from Hyderabad was designated to make a presentation on Andhra Pradesh and David Black to join the Himachal Pradesh group.

Mr. Gulati said that the country presentations would provide an opportunity to share experiences from different countries and states.

Box 2: Suggested Guidelines for Country Working Groups

This group process is in keeping with the objective of ensuring an idea-centred rather than a paper-centred workshop environment. While many participants came from the same country or state, we wanted to provide everyone with an opportunity for collective reflection.

Below are some indicative issues for the preparation of country presentations.

- ▶ Brief history of forest management
- ▶ Key milestones
- ▶ Emergence of participatory forest management (PFM)
- ▶ Current status of policy, laws, rules, and regulations for PFM
- ▶ Constraints and opportunities
- ▶ Institutional change
- ▶ Donors' role
- ▶ Role of policy-makers in the forest department
- ▶ How you are coping with changing roles and demands
- ▶ Others

We hope you will keep the workshop theme in mind. You can also prepare a separate slide on how you are coping with and managing change. Please try to keep your presentation within the 20-minute time period allotted.



Cricket Match on world's highest Cricket Ground

At the conclusion of the Third Session, workshop participants were taken to the world's highest cricket pitch, which was above Chail, where a friendly match had been organised by India's champion cricketeer, Bishan Singh Bedi. The match took place between a mixed-gender team of workshop participants and boys from Bedi's summer cricket training camp. The match was exciting and was enjoyed by all, even though the participants were trounced by the better-trained youngsters.



Session IV: Country- and State-wise Presentations on Joint Forest Management and Community Forestry

The country and state presentations were made in the following order.

- ▶ West Bengal
- ▶ Andhra Pradesh - Centre for Organisational Development
- ▶ Bhutan
- ▶ Jammu and Kashmir
- ▶ Nepal
- ▶ Himachal Pradesh

West Bengal by Mr. G.S. Mandal

In this presentation, Mr. Mandal noted that during his 35 years with the forest department he had had the experience of practising many kinds of forestry: traditional forestry, production forestry, conservation/protection forestry (as a wildlife officer), and conservation/ utilisation and sustainable development in the biosphere reserve section.

The national policy on agriculture in the 1970s permitted bank loans for the development of landlocked forest areas and led to the beginning of forest development cooperatives and infrastructural development in the Darjeeling hills and the Sundarbans.

History of Forest Management

Forest management began with the British. Government officials were entrusted with collection of revenue from cultivated areas and from forest areas. Since the 1950s major development plans had been implemented, leading to improvement of agriculture and industry but, correspondingly, increasing the pressure on forest lands. Private forests came under government protection during the mid-1950s, bringing about a concrete change in forest resources. The forests in southern Bengal suffered severe degradation during the 1960s.

The national policy on agriculture in the 1970s permitted bank loans for the development of landlocked forest areas and led to the beginning of forest development cooperatives and infrastructural development in the Darjeeling hills and the Sundarbans. Social forestry was also introduced in southern Bengal.

Land distribution programmes provided mostly marginal lands to landless people. Two corporations were started to help these new landowners: the Wasteland Development Corporation and the Pulpwood Production Corporation. Fast-growing species were encouraged and buying back of products was guaranteed.

PFM began with recognition of the failure of traditional forestry management systems because of the absence of people's involvement in these endeavours. Now the people were fully motivated after the success of the social forestry project. Although the actual forest cover of 13.4 per cent could not be greatly increased, the green cover had grown to over 19 per cent with the farm forestry growth outside forest land. The forest department was no longer supplying people with seedlings; they were being supplied privately by individuals from their small plots of land under the Decentralised People's Nursery Scheme.

The well-known Arabari Experiment of the 1970s encouraged people to protect and maintain forest areas through silvicultural activities in return for 25 per cent of the produce or revenue of the final harvest. A coppiced forest of sal could be harvested after 10 to 15 years. This successful model had been widely replicated all over southern Bengal. As of March 1995, 2,235 Forest Protection Committees (FPCs) had been established, managing 280,000ha of forest out of a total area of 11,88,000ha of forest land.

With a very dense population of 68 million, West Bengal had no alternative but to encourage people's participation in forest protection. Currently, one-third of the forest was being protected for production, one-third was protected for wildlife, and one-third was under the control of ecodevelopment committees.

The well-known Arabari Experiment of the 1970s encouraged people to protect and maintain forest areas through silvicultural activities in return for 25 per cent of the produce or revenue of the final harvest.

Constraints and Opportunities

On an average, five to 25 Forest Protection Committees (FPCs) were formed in a forest beat (the smallest unit of forest management) with only one or two officers to oversee them, despite the need for constant interaction with the people. The forest directorate was currently being restructured so that one beat officer would have no more than five or six FPCs to handle. The forest officers and staff were coming closer to the people through frequent interaction.

Each FPC in a forest area prepared microplans. Appropriate multidisciplinary approaches, incorporating animal husbandry, sericulture, agroforestry, floriculture, and so on were also being taken into consideration. Similarly, territorial, social forestry, and soil conservation activities were all part of the microplan. This represented a substantial change from the traditional forest management system. Training was given to different levels of forest department staff, as well as to FPC members and leaders. "Seeing is believing" had led to replication through inter- and intra-state trips and exposure.

Discussion

On being asked about the kind of authority vested in the FPCs, Mr. Mandal stated that the the Beat Officer from the forest department was the FPC Secretary, and one *Panchayat* member was also on the committee. Frequent meetings were held to discuss issues and make decisions.

Regarding the benefits to the forest users' group from the timber sold, he noted that the FPC received 25 per cent of the revenue in cash. However, the timber was not harvestable unless it was marketable, and marketing was a problem, as the use of sal pole timber had largely been replaced by other materials in scaffolding and construction work. Three types of poles were distinguished for their marketability: thin poles were distributed to the people; thick poles were given to the marketing corporation for use as pit props and posts; and medium poles were sold to the medium-density fibreboard factories. This was an exception to the rule, because of the need to support JFM. Ordinarily, forestry products were used for industry. But in this way, jobs were also provided to forest protection committee members.

A general question concerning the handling of gender issues was responded to by stating that some women were employed as forest officers. Also, families of serving and retired foresters were encouraged to apply for jobs, so some women were working in the *Panchayat*(s). It was stipulated that one third of the committee members should be women, but FPC membership was by family, where husband and/or wives were members.

Highlighting the role of NGOs, Mr. Mandal said they were good for giving training but that they needed precise guidelines to improve their output. They tried to send NGOs to help less successful FPCs. On being asked if the private tree growers managed themselves or hired professional foresters, he said they sometimes hired consultants or retired professional foresters. There was a panel of retired forest officers residing in different districts and cities who provided such assistance.

The discussion concluded with a pertinent question about users and whether they paid taxes or royalties to the government. Mr. Mandal replied in the negative but said that tree cards were kept on government trees as a method of control.

Andhra Pradesh by Mr. Mohan Gopinath

Forest Department Institutional Development Study

Mr. Mohan Gopinath made a presentation on the institutional development study of the Andhra Pradesh Forest Department (APFD) being conducted by the Centre for Organisation Development, Hyderabad, India.

The Study's objective was to evolve a strategy to transform the APFD into an organisation which was responsive to change, one that maintained a good balance between users and the outer environment. The key actors in forest management were

the wildlife conservationists and environmentalists, timber harvesters and industrialists, the rural population, and scientific foresters. The Study was based on a communications' structure strategy. It was being conducted as a set of five modules: Goals and Strategies; Structure and Systems; Culture and Values; Human Resource Development; and Management of Change.

Background

Against the background of worldwide forest degradation, two specific challenges were of crucial importance to Indian forests. These were the prevention of excessive deforestation through conservation, protection, and management of the remaining forests and adequate planting of new trees to meet growing demands for forest products and to ensure adequate tree cover for protection of soil and water resources.

Twenty-five per cent or 6.4 million hectares, of the state's reserve forest was bare of tree cover, and 35 per cent was continuously underproductive because of unsatisfactory stocking. Resource depletion was a continuing process.

While the Indian national forest policy envisaged that ideal forest cover should be 33 per cent of the land area, it was in fact about 22 per cent nationwide and only 17 per cent for Andhra Pradesh. Although forest protection in the state was of national significance, the Andhra Pradesh Forest Department, with over 12,000 personnel, had been unable to tackle the problem. Twenty-five per cent, or 6.4 million hectares, of the state's reserve forest was bare of tree cover and 35 per cent was continuously underproductive because of unsatisfactory stocking. Resource depletion was a continuing process.

Methodology

The study sample was comprised of a stratified random sampling covering all levels of forest department staff, forest guards inclusive. Primary data collection was through questionnaires in two different forms: Form A for gazetted officers and Form B for non-gazetted officers. The participant observation method and cases on career progression were also used. Structured interviews were held with decision-makers in APFD and other organisations. Secondary sources consisted of data reports and a review of relevant literature.

Workshops to prepare draft reports for each module were held in collaboration with the forest department. This was carried out to establish ownership of the document, i.e., the findings and recommendations, and to guarantee that the department would pay attention to the suggestions made in the reports.

The study raised some issues and recommended changing the forest department from its present mode of operations into an institution that could better respond to new

situations. Many of the suggestions were for a shift from the department's current stance as a reactive body into a more proactive one. Instead of appearing helpless in the face of seemingly difficult problems, the department would then act from a position of resourcefulness in seeking creative solutions, becoming a dynamic rather than a static institution.

Many of the suggestions were for a shift from the department's current stance as a reactive body into a more proactive one. Instead of appearing helpless in the face of seemingly difficult problems, the department would then act from a position of resourcefulness in seeking creative solutions, becoming a dynamic rather than a static institution.

In order to work more effectively with local communities, the department should abandon its adversarial stance, seeking to develop a partnership role. This would involve a shift in focus from monopolising forest products to sharing them and from a policing function to one of persuasion and education. The department would no longer be the agency that did everything, but would focus on core functions.

The endeavour of the Centre for Organisation Development's study was to contribute not only at the state level, but, in the long run, at the national level towards effective forest management. It would, concurrently, contribute to giving a more corporate form to a government department.

Discussion

Mr. Gopinath was asked when the study's recommendations could be translated into reality. He responded that certain items needed no clearance and could be adopted immediately. Those which required only state approval could be next, and those requiring national-level clearance would be handled last.

Bhutan by Mr. D.B. Dhital

Background

Mr. Dhital began by providing an overview of Bhutan's policies and forest resources. Bhutan had an area of 40,077sq.km., 76.4 per cent of which was under various types of forest cover, 64.4 per cent being medium and high density forests, and eight per cent scrubland. The Department of Forests was established in 1952 and the first Forest Act was passed in 1969. This Act, focussing on forest protection, nationalised all forests and trees. Under a Royal decree, a social forestry programme was initiated in 1979. This mainly involved tree distribution and plantation by school children and rural communities. Despite the emphasis on people's participation, no incentives were provided to protect trees and the programme was not very successful.

Institutional Development

National Forest Management in Bhutan started in 1980. With a forest protection and management focus, this was a more participatory approach that took people's needs and aspirations into account. The period from 1987 to 1992 saw the development of new laws for social forestry which focussed on people's participation. The main components of the interim social forestry rules from 1990 to 1993 were:

- ▶ private forestry: registration to transfer tree ownership; encouragement of tree planting on private lands and
- ▶ community forestry: transfer of traditionally utilised forest land units (TUFLU) for purposes of protection and management; two types of user groups (primary and secondary) were recognised. Primary users had usufruct and other rights; secondary users had usufruct rights only.

Participatory forest management is a recent phenomenon in Bhutan. After nationalisation, high and medium forest cover increased from 60 per cent to 64 per cent, according to the 1992 imaging. The Bhutanese are eager to learn more from the successes and failures of neighbouring countries.

In 1993 the Forest and Nature Conservation Act was introduced. The current status of forest-management is summed up below.

- ▶ Pilot social and community forestry work in selected districts
- ▶ Guidelines for implementing social and community forestry programmes have been finalised
- ▶ RRA is being used for site selection (TUFLU)
- ▶ PRA is being used for formation of user groups and preparation of operational plans

Both degraded and/or plantation forests, as well as high forests, could be handed over; the requirements for handover being the formation of user groups and an operational plan. In addition to the social and community forestry projects, the management plan for the remaining national high forest included protection, both with and without yield. Implementation and some regulatory functions were transferred from 10 territorial forest divisions to 20 District Forestry Extension Sections (DFES). Each DFES had one range officer, one forester, and two forest guards. Guidelines and technical back-stopping remained the responsibility of the Central Social Forestry and Extension Section (SFES) of the Ministry of Agriculture. The SFES became responsible for the following: social forestry, including both private forestry and community forestry; forestry extension services; afforestation; and watershed management. All these measures represented a step towards decentralisation.

Donors for forestry projects in Bhutan were the FAO/UNDP at the central level and GTZ, World Bank, and SNV at the project level. The latter three could not implement their own projects but had to rely on the DFO as implementors. Currently, the four donor-funded projects covered 12 of the 20 DFES districts, each with a social forestry component.

Participatory forest management was a recent phenomenon in Bhutan. After nationalisation, high and medium forest cover increased from 60 per cent to 64 per cent, according to the 1992 imaging. The Bhutanese were eager to learn more from the successes and failures of neighbouring countries.

Jammu and Kashmir by Mr. Mir Inayatullah

The background about the state and its forests was presented by Mr. Mir Inayatullah, Principal Chief Conservator of Forests. The state was divided into three distinct agroclimatic zones: Jammu, Kashmir, and Ladakh. Forest conservation began in 1891 with the creation of the State Forest Department for conserving and managing the natural forests to meet the requirements of the people and also to generate revenue for the overall development of the state. Ever since, forests had been managed on the sustained yield principle. All forest lands were demarcated, state-owned, and covered by working plans.

According to estimates, currently seven hundred thousand hectares of forest land were degraded. Stress on maximising revenue from forests and populist measures, such as allotting forest lands to landless people to 'grow more food', had become a common tool of political patronage. The fruit industry in Kashmir Valley has prospered, increasing fruit production and thereby increasing demand for wood for packing boxes. The required wood had to come from the forests, very often through unauthorised means. Gradually, fast-growing poplars, planted on farmlands and other common lands through the social forestry programme launched in 1982, had come to meet the requirements of the fruit packing-case industry.

The social forestry project started with World Bank aid in 1982 and continued till 1987. During these five years, plantations were raised on degraded forest lands, farmlands, common lands of villages, and roadsides and canal banks. People's awareness about the need for protection of forests and plantations had been raised. There was more cooperation from the people with the social forestry programme in Kashmir as well as in Jammu.

The major factors causing degradation of forests were cited as: increasing population pressure, overgrazing, encroachment, illicit felling, and political interference in the administration. Traditionally, foresters were not open to the people, believing in the dictum "our jurisdiction starts where civilisation ends," but, in the recent past, there had been a perceptible change in their outlook. There had been increasing interaction between foresters and the people. People appreciated the role of foresters in meeting their needs for fuelwood, fodder, and so on. Jammu and Kashmir state had its own

Forest Conservation Act, 1990 and JFM Order of 1991. While there was initial resistance to raising plantations on village common lands, people were now coming forward and offering more and more lands for social forestry plantations.

Traditionally, foresters were not open to the people, believing in the dictum "our jurisdiction starts where civilisation ends," but in the recent past, there had been a perceptible change in their outlook.

Legal Aspects by Mr. P. Patnaik

The Jammu and Kashmir order on JFM, entitled 'J and K Rehabilitation of Degraded Forests and Village Plantation Rules,' was issued in 1992. According to these Rules, village forest committees (VFC), who jointly managed the plantations, were to be formed.

If the plantations were on village common lands, the VFC received 75 per cent of the final harvest, the balance of 25 per cent going to the government. In the case of plantations on demarcated forest land, the VFC received 25 per cent of the final harvest, with the government receiving the remaining 75 per cent. All intermediate yields, such as grass, fodder, and fuelwood from loppings and thinnings, went free of cost to the VFC, which distributed them among its members.

The VFC consisted of members taken from each village household. A VFC had an executive committee of 11 members, including a minimum of two women and two persons from backward classes. There were now over 600 VFCs functioning in the state. The Member Secretary of the executive committee was usually a representative of the forest department, a forester or a forest guard, or someone of equivalent rank in the social forestry directorate. With the increasing number of VFCs, it was felt that there should be a larger cadre of junior-level social forestry workers to service the VFCs and make them more effective.

Constraints and Opportunities by Mr. M.J. Sharma

Sharing his experiences, Mr. Sharma said he had been a district forest officer when he was told to initiate the JFM process in his division. He had no idea how to begin. Local people were not interested and initially even insulted the foresters. Constant interaction and persuasion, however, had changed people's attitudes towards foresters and forestry. People still did not believe that they would get their share, but they had started taking an interest. Mr. Sharma found that forming the committees was the most difficult part, because village people were so divided by politics and family feuds that achieving a balance on the committee was extremely important. He noted that JFM was a living science and a good tool for foresters.

If the plantations are on village common lands, the VFC received 75 per cent of the final harvest, the balance of 25 per cent went to the government. In the case of plantations on demarcated forest land, the VFC received 25 per cent of the final harvest, with the government receiving the remaining 75 per cent. All intermediate yields.....went free of cost to the VFC which distributed them among its members.

Accountability by Mr. A.K. Tikku

This presentation was given by Mr. Tikku. He noted that JFM was only successful when the forests were such that they actually benefitted people. Earlier social forestry plantations provided no benefits to local communities. Beginning in 1988, degraded areas were brought under community protection. Within three years, impressive results were seen. The good regenerating capacity of sal had led to a continuous drop in the planting target of plants per hectare.

Innovative planting techniques, along with grass production to solve the fodder problem, had enhanced people's interest in forest management, even without trees. Grassland development also promoted tree growth, and the trees were then used for timber, fuelwood, and fodder. More economical methods, such as 'root-shoot' planting, water harvesting, and pasture development were now being tried. In addition, to give the programme a yearly sustained yield, collection of non-timber forest products and rope making from *bhabar* grasses were being promoted.

The presentation concluded with a film on JFM in Jammu and Kashmir followed by a discussion.

Discussion

As it was mentioned in the presentation that the cost of plantation establishment was deducted before the people's portion of the revenue was distributed, there was confusion over how this cost was calculated and over whether the people actually got something. Mr. Inayatullah noted that in sharing the returns from the final harvest (75%:25% or vice versa) the net returns were to be considered after deducting the cost of establishment, maintenance, and others. This did leave an amount of discretion to the officer who calculated these costs. This aspect had been a subject of discussion in a number of workshops. The department intended to increase transparency on this issue and was open to suggestions for improvement.

To queries on the aspect of sustainability, the group responded that the development of rural areas through the social forestry programme was bound to be sustainable. Apart from giving direct employment by way of labour, it met the people's requirements for fodder, fuelwood, and small timber on their doorsteps. Women did not have to walk

several kilometres to the nearest natural forest to meet their daily needs for fuel and fodder. Consequently, pressure on natural high forests was eased and there was an overall improvement in the ecology and environment.

Most of the participants wanted to know the cost of plantation. Mr. Inayatullah explained that on an average it came to IRs 7,000¹ per hectare. This was higher in the case of strip plantations or smaller patches. A major part of the cost was recovered through intermediate yields of grass, fodder, and others, much before the final harvest.

Nepal by Mr. N.K. Shrestha

The Nepal presentation was made by Dr. Narayan Kazi Shrestha of the Forest, Trees, and People Programme (FTPP). Dr. Shrestha began by noting that, prior to 1950, during Nepal's feudal period, overlords controlled the forests as a method of controlling the people, since they needed forest products. When the democratic government came to power in 1950, the government, in order to remove control of the forests from the feudal rulers, nationalised all the forests. Some private forests were allowed even under nationalisation, but the people were not aware of this.

In 1960, the parliament was abrogated and control returned to the feudal families. The 1961 Forest Act established *panchayat* forests or plantation forests from which 100 per cent of the income went to the *panchayat*, and *panchayat* protected forests, i.e., standing forests, from which 75 per cent of the revenue went to the *panchayat* and 25 per cent to the government. The forest department began taking some control of forest management around this time.

The 1967 Forest Protection Act gave the forest department more power. People caught poaching could even be shot. Byelaws to implement community forestry were passed in 1978, but, until 1987, the focus was on resource creation. Several hundred user groups were formed during this time but were under the control of the elite and educated people. The operational plans were in English and the users had very poor knowledge about laws and rules and regulations.

The community forestry process began to change in 1987, with the holding of the first community forestry seminar in Nepal. Many small initiatives were presented as case studies, and the forest department realised that true participation of the people was needed for sustainable and effective community forestry. Up to this time, rangers and ward chairpersons had been on the users' committees, but their membership was now questioned since they were not users.

The Forestry Master Plan was prepared between 1986 and 1989. It clearly recognised the importance of true people's participation and that a concentration of power could have negative consequences. The section on socioeconomic growth emphasised the involvement of women, the poor, and other disadvantaged groups on the committees.

¹ There are 34.50 Indian rupees to the US dollar

Following democratic changes in Nepal in 1990, actual Forest User Groups (FUGs) were recognised, as opposed to users' committees. This change was based on the understanding that without soliciting participation of all users in decision-making, community forestry would not work. A mechanism to create consensus among users was established. Under this mechanism forest department staff began to explain the rules and regulations, including people's rights, to determine whether they wanted to participate in the community forestry programme. The rules were discussed in small interest groups. The many possible management plans that resulted from these discussions were later synthesised. The FUG itself decided if a committee was needed. Such a committee, if established, could only implement rules made and approved by the general assembly.

Many small initiatives were presented as case studies, and the forest department realised that true participation of people was needed for sustainable and effective community forestry. Up to this time, rangers and ward chairpersons had been on the users' committees, but their membership was now questioned since they were not users.

The New Forest Act of Nepal was passed in 1993 and the implementing byelaws in 1995. The forest department had also prepared operational guidelines for users' group formation and management plan preparation. Community forestry in Nepal was clearly a priority area; 47 per cent of the forestry budget was allocated for community forestry programmes.

Opportunities, Constraints, and Achievements

Opportunities included the decentralisation of decision-making power and the recognition of FUGs as forest managers. This led to FUGs becoming involved in community development activities and thereby to more effective mobilisation of local resources. Properly handled, there were also opportunities for confidence-building and empowerment of poor women.

Some of the constraints identified were the lengthy process of handing over forests to communities, insufficient human and other resources, and dearth of information for planning. There was also a lack of incentives at the field level, and field personnel were inadequately equipped in social skills.

Achievements thus far had been the legal recognition of community forestry with more than 3,000 FUGs currently in operation and the 140,000ha of forest already handed over. There was an increased demand for the handing over of forests to communities. It was estimated that there were more than 7,000 potential FUGs. The FUG process had become a model for other community organising processes and FUGs were entrusted with forestry and other development activities. This had led to an attitudinal change among forest professionals.

Dr. Shrestha commented that "we realise we can't have a blueprint. We must base our work on the actual situation. This is true for all stakeholders: the department, users, and others. In a way, it is a social revolution." Initially, the scope of community forestry was limited to fulfilment of subsistence needs, but there had been a change through a policy shift to encompass more broad-based community development, including village-based enterprises. Mechanisms and processes for systematic and regular reflection on community forestry processes and activities were being developed.

Initially the scope of community forestry was limited to fulfilment of subsistence needs, but there has been a change through a policy shift to encompass more broad-based community development, including village-based enterprises.

Discussion

During discussions the issue was raised that since forest management was a technical subject how did the forest user groups cope and what help did the forest department provide? Mr. Shrestha gave a clear picture. He said that the operational plan was made by forestry technicians, either from the department or elsewhere. Then it was approved by the users' group and the department. Earlier, only rangers could make a plan, but now any forester could do so. The authority of final approval rested with the district forest officer.

Talking of the impact of handing over forests on the land tenure system, the participants were curious as to how it would affect future land-use planning. Mr. Shrestha replied that certain activities, such as agriculture, construction, and so on, were not allowed in community forests. One study showed that a five per cent increase in forest cover took place after introduction of the community forestry process.

The participants also wanted to know how people's needs for forest products were met prior to the community forestry programme. Mr. Shrestha promptly replied that they had been met through government forests, traditional rights, and from private lands.

Next came the primary question of cost-sharing between the government and the FUG. Mr. Shrestha stated that different bilateral projects and also a World Bank project existed. Previously, in the World Bank project, 80 per cent of the funding had been provided by the government and 20 per cent by the community. Now it was on a 50:50 basis and, by next year, the government share would decrease further. The goal was to remove the subsidy gradually.

The discussion concluded with a query as to whether five years was sufficient time to manage a forest? Mr. Shrestha noted that five years was not the end of the management period, it was just that the operational plan charted user group activities for a five-year period.

The forests of Himachal Pradesh were important from a national, regional, and local point of view and needed to be preserved, developed, and maintained. The total land area of the state covered 55,673sq. km. and the total forest area covered 37, 591sq. km.

A time-line of key milestones in forestry management in the state was given as follows.

- | | |
|------|--------------------------------------------------------------------------------------------------------------|
| 1948 | State of Himachal Pradesh formed |
| 1952 | National Forest Policy revised |
| 1960 | Emphasis placed on the state becoming self-reliant in agriculture |
| 1960 | Extension of horticulture and its encroachment on forest lands, timber for packing cases and building houses |
| 1974 | Land given to the landless |
| 1978 | Promulgation of the Land Preservation Act for private forests |
| 1982 | Nationalisation of the timber and resin trade |
| 1990 | Government of India notification for JFM |
| 1991 | Ban on fire/spruce packing cases |
| 1993 | Himachal Pradesh's notification for JFM |

Various factors contributed to the emergence of joint forest management (JFM) and participatory forest management (PFM). These included increased pressure on the forests as a result of increases in population and increases in demand for forest products, along with changing government policies and improvements in communication, commercialisation, and economic diversification. Such pressures led to the forest department undertaking a variety of often conflicting roles, such as policing, regeneration, and harvesting, in addition to the commitment to meet local demands for forest products. The following diagramme represents the situation that led to the adoption of JFM/PFM in Himachal Pradesh (Fig. 5).

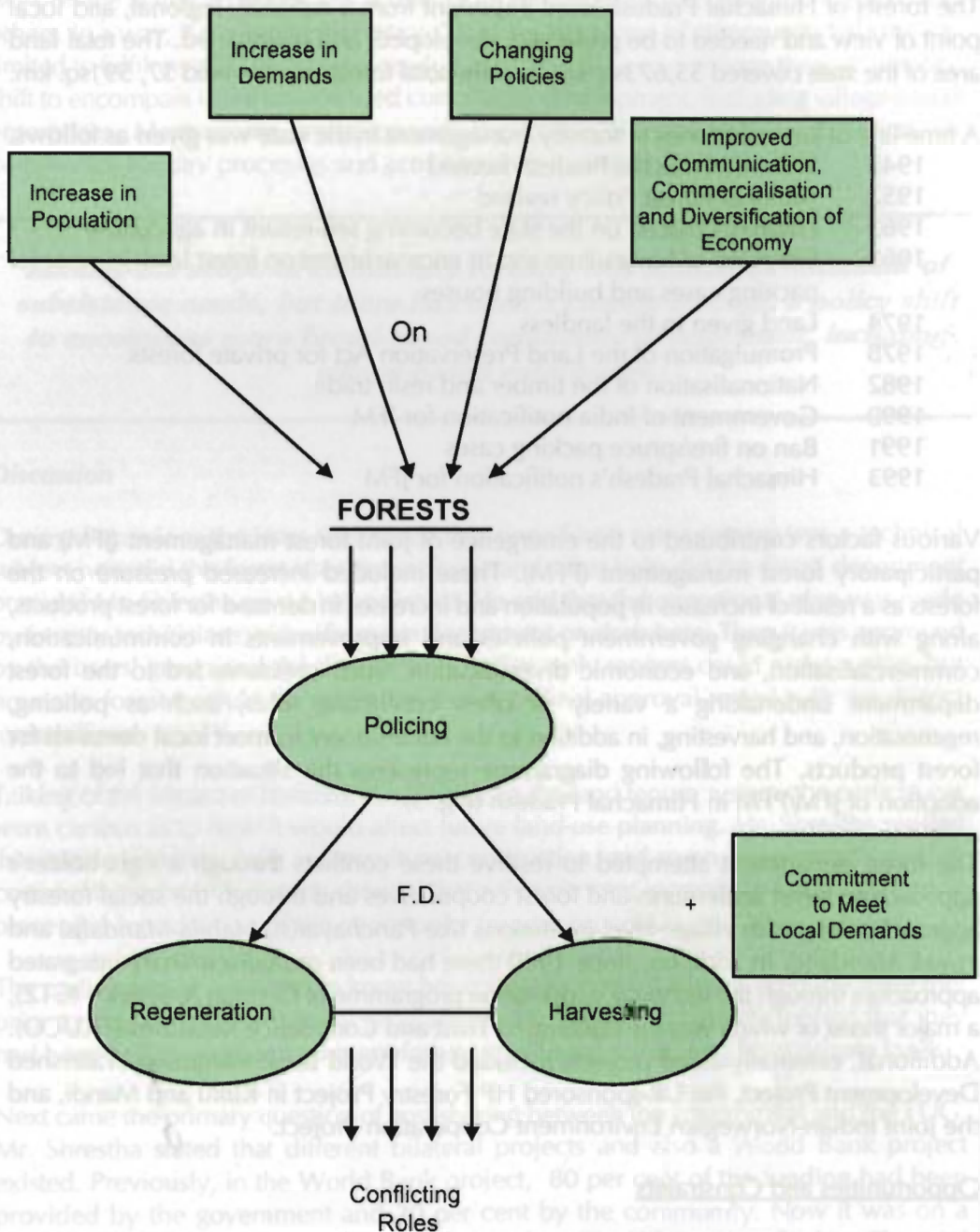
The forest department attempted to resolve these conflicts through a right-holder's approach to forest settlements and forest cooperatives and through the social forestry approach, along with village-level institutions like *Panchayat(s)*, *Mahila-Mandal(s)* and *Yuvak Mandal(s)*. In addition, since 1980 there had been multidisciplinary integrated approaches through the technical cooperation programme of German Assistance (GTZ), a major thrust of which was the building of Trust and Confidence Measures (TRUCO). Additional, externally-aided projects included the World Bank Integrated Watershed Development Project, the UK-sponsored HP Forestry Project in Kullu and Mandi, and the joint Indian-Norwegian Environment Cooperation Project.

Opportunities and Constraints

Opportunities for development included relatively high literacy and local dependence on forests and forest products. In addition, Himachal Pradesh had inherited a well-established system of forest management and a great deal of forest wealth, estimated at IRs 49,000 crore².

² One crore = 10 million rupees.

Figure 5: Emergence of JFM/PFM



Recognised constraints arose from political factors, along with the existence of already assured and/or guaranteed rights which might not be consistent with rational and ecological forest management.

Institutional Changes

Attitudinal changes were required among both DFFC staff and local communities. Staff changes could be brought about through training, workshops, and study tours, and local people's awareness could be raised through improved extension services, workshops, and visits to areas with well-developed programmes.

With regard to the organisation, the department was passing through a transitional phase which had begun in late 1992 and involved the launching of new multidisciplinary projects, the introduction of Joint Forest Management, and a reorganisation following the culmination of the National Social Forestry Project. Among other things, the reorganisation involved a break up of department work into smaller geographic units for more intensive work. New institutions, such as Village Forest Development Committees (VFDCs), were to be constituted.

High priority was being given to five externally-aided projects to pool global resources and new technologies. These include the Indo-German Changar Project in the lower catchment areas of the Binwa River; the World Bank sponsored Integrated Watershed Development Project; the Eco-development project in the Great Himalayan National Park; the ODA India HP Forestry project in Kullu and Mandi; and the NORAD Environment Cooperation Project for improving management of natural resources in the state. This was to be achieved by increasing the capacity of government agencies, organisations, institutions, public enterprises, and NGOs to establish a framework for the formulation and implementation of environmental policies. These projects involved both participatory management and joint forest management approaches.

Role of Policy-makers

Policies should be consistent and based on technical considerations. Changes should come slowly and gradually in order to be understood correctly in the proper perspective. Therefore, only 20 JFM pilot locations were to be introduced in three years in two districts of Kullu and Mandi under the ODA project.

Training abroad and within India, workshops, and study tours were being provided, and training schools at Chail and Sundernagar had introduced JFM into their curriculum.

Session V: Issue-based Group Discussions

The original plan for the workshop had been for all participants to convene in small working groups for discussions on three different themes developed by workshop organisers from the list of participants' expectations. The unexpected length of the country presentations necessitated a change in plan, and it was decided to allot a single theme to each group rather than have all groups discuss all three themes. The themes for discussion were as follow:

- ▶ strategies for encouraging change in the role of the Forest Department,
- ▶ strategies for user group motivation, and
- ▶ strategies for participatory forest management.

Following their discussions, the groups gathered at the plenary to make their presentations.

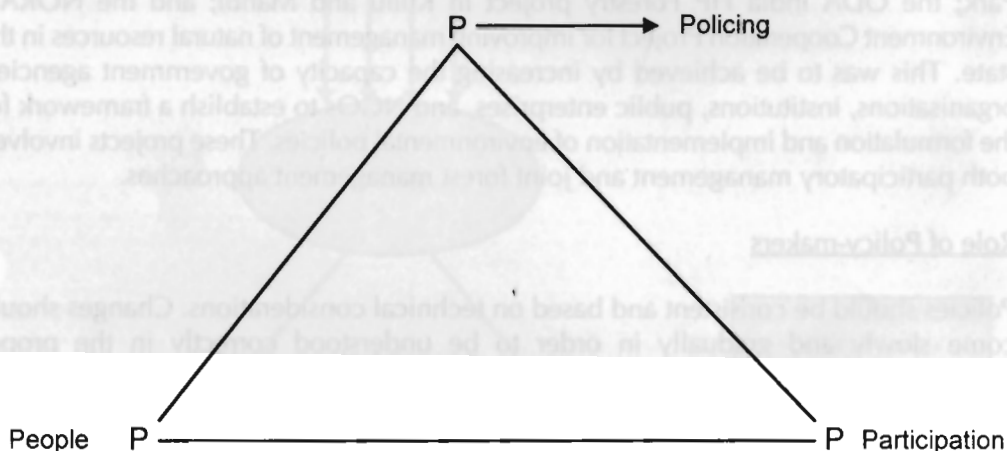
Group One: Strategies for Encouraging Change in the Role of the Forest Department

Group members

- Toran B Karki
- Madhav Ghimire
- G.K. Pradhan
- M.J. Sharma
- Gurmit Singh
- Mohan Gopinath
- K.D. Sharma

Mr. G.K. Pradhan made the presentation for this group and identified the following issues (Fig. 6).

Figure 6: Policing, People, and Participation



Policing versus Participation

The forest department should gradually reduce its policing function and modify the protection system by handing over protection to the partners. This reduction should begin in pilot locations. Participation should gradually increase, leading to joint planning and implementation. There should be participatory planning and protection through the community.

Strategies for Attitudinal Change

Changes were required from top to bottom in the forest department as well as amongst community members. Constant interaction and communication between the staff and

community were required for the development of mutual understanding. Top-down support in the form of seminars, workshops, and field trips should be provided.

Motivating Forest Department Staff

The forest department must recognise the community's skills and efforts and must provide suitable working areas. JFM work should get top priority and suitable result-based incentives must be provided.

Training of Forest Department Staff

A training needs' analysis should be conducted in order to design a proper training programme for forestry staff. Training was required at the following levels:

- policy level,
- technical/social skill level, and
- management level.

The curriculum at all levels should reflect the needs of participatory forest management.

Human Resource Development Policy

Special training should be designed for staff and users to cope with the changes necessitated by PFM approaches. Recruitment and career progression policies must be restructured.

Group Two: User Group Motivation

Group members

- M.L. Shrestha
- N.K. Shrestha
- Hom Mani Bhandari
- P.R. Tamrakar
- Nalini Subba
- D.P. Gupta
- G.S. Mandal
- P. Patnaik

Mr. Tamrakar presented the results of the group's discussion.

Heterogeneous Groups

Incentive and information packages should be the same for different groups of people, but delivery mechanisms should differ according to the situation. Separate interest groups should first be met individually and then in larger groups.

Incentives and Voluntarism

Motivation came through self-realisation; community people should be allowed to make their own decisions.

Ensuring Women's Participation

Women's involvement should be ensured at every stage. This could result from sensitising men about women's involvement for better forest management. The focus should be on women's groups rather than on individuals.

Increasing Awareness about Community Forestry

Several methods were suggested to provide information on community forestry to community members. These included adapting information packages to local conditions and distributing printed material in local languages to prospective users. Information provided should be clear on the rights of the people and the legal provisions of participatory forestry programmes. Awareness about the programme should be raised through informal workshops, training camps, farmers' camps, and local-level home visits. Recognising local community organisations as possible venues for awareness-raising was also helpful in this regard.

Group Three: Strategies for Participatory Forest Management

Group members

- K.B. Shrestha
- A.L. Karna
- D.B. Dhital
- Monica Manandhar
- Ugyen Dorji
- Savita
- Inayatullah Mir
- A.K. Tikku

The presentation was made by Savita Sharma.

Extension

There should be an interdisciplinary four-way flow covering the following topics:

- animal husbandry,
- agriculture,
- horticulture, and
- rural development.

Extension services should be in local languages and should portray local culture and traditions. Exchange visits and workshops were required at all levels, along with central coordination, to allow feedback for regular improvement on materials.

Forest Resources: Village forest committees could assure judicious use of resources with alternatives for construction timber to be suggested. Alternative income-generating sources included:

- cultivation of mushrooms,
- beekeeping,
- poultry, and
- silkworm production.

Possible alternative energy sources were solar stoves/cookers, biogas, and improved stoves. Energy plantation could be introduced near habitations. The conservation and cultivation of non-timber forest products could be encouraged.

Site-specific Activities: Examples were land-use planning, choices of site-specific species, and assuring acceptability to the users' group.

Extent of Participation: Participation should encompass planning, implementation, monitoring, and impact evaluation.

Farming systems: Agroforestry, farm forestry, multi-story/multi-species' forestry, and silvopastoral systems should all be introduced to the communities through demonstration plots, providing access to needed materials, seeds and seedlings of their choice, and technical know-how. They would then be motivated to engage in these activities.

Grassland management: This involved encouraging rotational grazing and stall feeding, as well as motivating people to reduce the number of cattle and introduce improved varieties. Distribution of improved seed varieties and demonstration of improved techniques were also important.

Protection against Fires: Important methods included educating people about fire hazards, continuous removal of litter through community participation, and motivating people to keep the fire lines clear of inflammable materials.

Evening Programme

The evening's entertainment was provided by a song and dance troupe performing the traditional music of Himachal Pradesh. Many workshop participants were inspired by the performance to sing folksongs or recite poetry from their own regions and countries.

Emergence of HIFCOM

Session VI: Regional Foresters' Forum: Need for Institutional Mechanism

The last day of the workshop opened with two agenda items. The first was to spend sufficient time on the need for a sustainable institutional mechanism for forestry

professionals in the region, the second was to elicit feedback on the workshop from participants.

Reiterating the original objectives of the workshop, Mr. Gulati urged the participants to consider practical strategies which would strengthen PFM in the Hindu Kush-Himalayas. The participants were divided into three groups and were requested to consider the following issues.

- ▶ Need for such a forum, an appropriate title and suggestions on the logo
- ▶ Forum's objectives
- ▶ Operational issues
- ▶ Membership guidelines
- ▶ Financial resources
- ▶ Likely constraints to the forum, considering expected interaction both within and outside the region
- ▶ Institutional issues
- ▶ Executive working groups for the forum
- ▶ Institutional arrangements for the forum to ensure that deliberations are disseminated widely, including frequency of meetings, rules, etc.
- ▶ Action plan for 1995-96.

The plenary reconvened at 11 a.m. with Mr. Mir Inayatullah as Chairperson.

Group One

Members: M.L. Shrestha, A.L. Karna, D.B. Dhital, Monica Manandhar, Nalini Subba, Gurmit Singh, M.J. Sharma, Mohan Gopinath

Name and Logo

**REGIONAL FORUM FOR
FOREST CONSERVATION
AND MANAGEMENT**



This group suggested the name Regional Forum for Forest Conservation and Management. The group recommended that the term 'foresters' should refer only to professional foresters and suggested that the forum should be more broadbased to include all persons who were involved in promoting participatory forest management. The group recognised the need to strengthen sustainable and integrated forest management in the Hindu Kush-Himalayas and, therefore, a forum was needed.

Objectives

The forum's objectives should be:

- ▶ sharing of knowledge and experiences,
- ▶ inter- and intra-country cooperation on common issues,
- ▶ exploring new opportunities,
- ▶ replication of success stories,
- ▶ transfer of technology,
- ▶ training and capacity building,
- ▶ facilitation of need-based, location-specific applied research,
- ▶ creation of a regional database,
- ▶ seminars, workshops, and meetings, and
- ▶ exchange visits.

Operational Issues

Such a forum should be headquartered in a regional institution such as ICIMOD, with a country focal office and country chapters in all the HKH countries. Consideration was given to making the forum an autonomous body under the aegis of ICIMOD. Two types of regular meeting should be held: an annual regional forum and country chapters as needed, two to four times a year.

Membership

Both institutional and individual membership should be offered with different categories such as life members and ordinary members. The fees should be comparable to those of other similar forums.

Financial Resources

Possible sources of funds are:

- ▶ seed money from ICIMOD,
- ▶ national/international donors, and
- ▶ membership fees

Institutional Constraints

A variety of potential constraints was identified. These included difficulty in endorsement of the concept by the different countries in the region, funding problems, and a complicated organisational structure, particularly regarding mobility and communication between members and countries.

Working Group Formation

A wide variety of working groups was identified which could be established.

- ▶ Agroforestry
- ▶ Forest protection

- ▶ Tree improvement
- ▶ Forest products
- ▶ Community forestry
- ▶ Pasture and grassland management
- ▶ Forest management
- ▶ Forest economics/marketing
- ▶ Non-timber forest products
- ▶ Gender

Action Plan for 1995-96

Certain crucial tasks needed to be carried out. These included mobilising seed money, tapping national and international funds, the establishment of a regional headquarters, country chapters, and membership campaigns. There should also be publicity through various media and follow-up by participants from the Chail Workshop.

Group Two

Members: David Black, K.B. Shrestha, Madhav Ghimire, G.K. Pradhan, D.P. Gupta, Savita Sharma, P. Patnaik, A.K. Tikku

Name and Logo

**HINDU KUSH-HIMALAYAS
FORESTERS' FORUM**



This group also corroborated the need for a common forum as there was commonality in problems.

Objectives

Important objectives identified included sharing of experiences to overcome feelings of isolation - working in collaboration and thereby bringing improvements. Transfer of technology was another appropriate goal.

Financial Resources

Funding sources should be membership fees, ICIMOD, and institutional aid agencies such as British Overseas' Development Assistance (ODA), Swedish International Development Assistance (SIDA), and the United Nations Development Programme (UNDP).

Constraints

Mobility of professionals, funding, and staffing were identified as the main constraints.

Membership

Each country should be a member. In addition, there should be membership for organisations and individuals. Membership application should be made through country coordinators. Membership fees were suggested as IRs 1,000 for life and IRs 100 per annum.

In India, the Inspector General of Forests should convene a meeting of all Principal Chief Conservators of Forests from all hill states to build consensus and to establish a national executive.

Operational Issues

The group suggested a national coordinator for India, located at Simla, and a rotating chairperson in the region.

Action Plan 1995-96

National-level meetings to be held by September 1995 and a regional executive committee to be constituted by December 1995. The next annual forum meeting should be held in April 1996, with a draft constitution to be discussed at that time. To meet these primary goals, there should be coordination within each country and state.

Group Three

Members: Toran B. Karki, N.K. Shrestha, Hom Mani Bhandari, Prayag Tamrakar, Ugyen Dorji, G.S. Mandal, Mir Inayatullah, K.D. Sharma

Name and Logo

REGIONAL FORUM IN THE
HINDU KUSH-HIMALAYAS



Need

The forum was needed as collective efforts were required to solve identical problems in a fragile ecosystem such as the mountains.

Objectives

Three important objectives should be:

- ▶ collection, storage, and updating information,
- ▶ encouraging people's participation in participatory forest management, and
- ▶ facilitating mutual technical support between member countries.

Goal

The ultimate goal was to promote a better quality of life for communities in the Hindu Kush-Himalayas by conserving the ecosystem with sustainable use to protect biodiversity and preserve the gene pool of endemic, endangered species.

Operational issues

A national committee should be established in each country, with an apex committee at the headquarters and ICIMOD acting as the Secretariat.

An existing institution should be identified for data collection, which could then undertake the following tasks:

- ▶ study of existing models,
- ▶ prepare a data bank - possibly linked with Internet,
- ▶ identify user institutions, and
- ▶ train staff to use database.

The data could be used to promote training and extension for PFM by facilitating resource personnel exchange among members. A detailed in-depth study of existing models could also be prepared.

Membership

The following countries were proposed as members: Afghanistan, Bangladesh, Bhutan, China, India, Myanmar, Nepal, and Pakistan. Members from each country should include the head of the forest department and staff of research organisations and extension and training institutions.

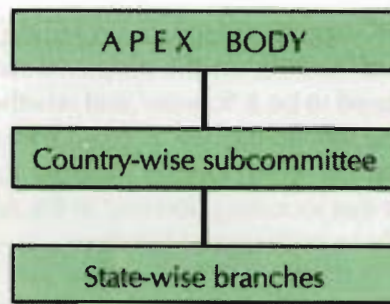
Financial Resources

Initial ICIMOD support, followed by other donor support and subscription by member countries and individual members.

Institutional Constraints

These related to infrastructure, human resources, and financial concerns.

Working Groups: The following structure was proposed by the working groups.



Meetings:

- ▶ Apex body — twice a year
- ▶ General house — once a year
- ▶ Sub-national meetings — decided by the national committees

Action Plan 1995-96

For the purpose of identification of critical areas, the following tasks should be carried out:

- ▶ inventory of existing database and literature,
- ▶ development of a data bank, and
- ▶ annual updating and retrieval.

There should also be an inventory and documentation of endangered species with local people's guidance. Microplan preparation should be carried out with people's participation.

For follow-up a time-table was proposed as follows:

- ▶ member countries/organisations to be informed about the apex and national forum within three months,
- ▶ proceedings of the forum to be prepared and distributed,
- ▶ next bi-annual meeting to be held at Jammu in November / December 1995, and
- ▶ follow-up meeting in April / May 1996 to be held in Bhutan.

Discussion

Following these three presentations, the floor was opened for discussion.

Choice of Logo

All proposed alternatives were put on the overhead screen. Discussion focussed on the different symbols as well as on the overall design. A modified version of Group Three's logo was unanimously adopted after much discussion.

Name of Forum

The discussion next turned to the issue of a suitable name and acronym for the regional forum. In addition to the Regional Forum for Forest Conservation and Management

(REFCOM), an alternative was suggested: Himalayan Hindu Kush Foresters' Forum (HIFOR). Inclusion of the word 'forester' in the proposed name led to an extended discussion on who was considered to be a 'forester' and whether the forum itself could broaden an understanding of the term to include all those who work with foresters. The general understanding was that the word 'forester' referred to a professional forester. The majority of participants felt that including 'forester' in the name of the forum would appear to limit the forum solely to professional foresters.

Discussion on this issue continued with participants suggesting that the forum should try to break the closed tradition of foresters' associations by including everyone interested in the development of participatory forest management. It was also noted that many foresters' associations already existed and that this forum should therefore have a different title.

Two alternative names were put to the house for a vote: Hindu Kush-Himalayan Forum for Forest Conservation and Management (HIFCOM), or Hindu Kush-Himalayan Foresters' Forum for Conservation and Management. The first received a majority of votes and was accepted.

The logo and title agreed upon for the forum was as given below.

HIFCOM

**THE HINDU KUSH-HIMALAYAN
FORUM FOR FOREST
CONSERVATION AND
MANAGEMENT**



The chairperson of the session, Mr. Mir Inayatullah, noted that, as all the three groups clearly agreed in principle on the need and objectives of the new forum, the plenary group needed to discuss institutional issues. It was decided that ICIMOD would be requested to provide post workshop support and that an interim regional committee be established to operationalise these recommendations.

Mr. Mir Inayatullah was proposed as Chairperson, Mr. G.K. Pradhan as national coordinator for Bhutan, Mr. K.B. Shrestha as national coordinator for Nepal, and Mr. A.K. Gulati as national coordinator for India. Monica Manandhar was also nominated as a member of the committee. Mr. Gulati reminded the group of the need to add some experts from Uttar Pradesh and the northeastern Indian states as they had been unable to attend the Chail Workshop.

Consolidated Recommendations of Working Groups

Need

- ▶ Fragile Himalayan ecosystem
- ▶ Integrated management of forests
- ▶ Common problems
- ▶ Collective efforts required

Objectives

- ▶ Sharing of knowledge and experiences through meetings and workshops, exchange visits, training, etc
- ▶ Inter-country cooperation on common issues
- ▶ Development of a regional database bank
- ▶ Transfer of technology

Modus Operandi

- ▶ Headquarters/regional office - ICIMOD?
- ▶ Country focal points
- ▶ Meetings.

Regional - annual

Country forums- as per requirement

Membership

- ▶ Individual
- ▶ Institutional

Life/ordinary

Fee to be determined on a par with other forums

Funding

- ▶ Initial ICIMOD support
- ▶ Membership fees
- ▶ National/international donors

Constraints

- ▶ Mobility
- ▶ Funding
- ▶ Human resources

Action Plan 1995-96

- ▶ Mobilise seed money
- ▶ Tap national and international funds
- ▶ Establishment of regional headquarters
- ▶ Formation of country chapters and country offices
- ▶ Membership campaigns
- ▶ Publicity through various media
- ▶ Follow-up by participants of Chail workshop
- ▶ Inventory of existing databases

Mr. Inayatullah invited HIFCOM to hold its second meeting in Jammu in November 1995 when the state would be hosting a workshop on participatory forest management. It was agreed that the executive committee would consolidate the work of the workshop, synthesise recommendations, and draft an organisational structure for

HIFCOM. Mr. Gulati thanked everyone for their active participation and suggestions and said that the executive committee would do its best to fulfill the expectations of the general house. The group then adjourned to prepare for the concluding session. (The executive committee had a sitting in Kathmandu in September 1995. It was decided to hold HIFCOM-India, which was held in Jammu in the last week of February 1996, the next would be HIFCOM-Nepal, followed by HIFCOM-Bhutan).

Concluding Session

Mr. Gulati opened the concluding session by thanking all the participants for their confidence in the organising committee of the workshop and for their tremendous response over the past four days. The morning session was an exciting one, presenting the challenge of converting their ideas into reality. He noted that the opportunities for the forum were limitless and that the group was looking for a collective vision to consolidate efforts being carried out in various states and countries of the Hindu Kush-Himalayan region to promote and strengthen community-based forest management.

He made some additional suggestions for consideration by the HIFCOM executive committee:

- ▶ a newsletter to keep members informed of the forum's activities and other relevant information pertaining to participatory forest management,
- ▶ national and regional awards for outstanding work in community forestry, and
- ▶ the establishment of country working groups.

Mr. Gulati said that the list of opportunities for HIFCOM was endless. He thanked the representatives from Jammu and Kashmir for offering to host the follow-up HIFCOM workshop in November 1995 (this was ultimately held in February 1996) as this would help the group to meet and consolidate its endeavours further. At this point, he felt it was important to recapitulate the original expectations with which the participants had come to the workshop and to determine how far these had been met. Each participant was then requested to give feedback about the organisation and design of this type of interactive workshop. These comments would be useful to help plan future workshops.

Feedback From Participants

Mr. K.D. Sharma, Himachal Pradesh: "We learned many things and shared many ideas, including how to move ahead into the future to achieve our goals. Today, we have made progress on certain issues, and this will make us stronger in the future."

Ms Savita Sharma, Himachal Pradesh: "There was enough time for sharing experiences and informal interaction, but the time for formal interaction was not sufficient. I wanted to discuss certain problems I am facing in the field. But there was no time for this. As far as the forum as a whole is concerned, it has been a grand success."

Mr. G.S. Mandal, West Bengal: "We had many expectations at the beginning. Some were met, some were not. The best that has been achieved is the sharing of experiences. We learned how others faced constraints and continued to move ahead, we were able to discuss each other's strengths and weaknesses. On the other hand, a clear understanding of joint forest management has still not been reached. There are some rankling controversies, such as who is a forester? how much of forest management should remain with the forest department and how much with the people? Such important issues require further discussion and clarification. People have gained some idea about the need for the forum, but follow-up meetings on more defined issues are needed. Here, we took up a great many issues in a very short time."

Ugyen Dorji, Bhutan: "This has been an educational, useful, and interesting meeting to share information. Taking in more HKH countries in the future will be useful. HIFCOM is the beginning of something very inspiring. I am optimistic this endeavour will be sustainable in the future."

Monica Manandhar, Nepal: "There have been excellent exchanges among the participants, as well as the opportunity to reflect on what is going on in one's own programme. It was also very enriching having cultural activities integrated into the workshop."

Narayan Kazi Shrestha, Nepal: "It is true we have had a good sharing of experiences. Now we need to get down to action. Clearly, innovative thoughts and activities are going on and we can learn from each other. We are clear that the role of people's participation is very essential, as has been noted and recognised by all of us here. This realisation should not end with the workshop but must be taken back with us to the field. I also want to thank the organisers for the excellent logistics' arrangements in getting us all here from so many different places."

A.L. Karna, Nepal: "The workshop has been very nice, with good sharing about community forestry experiences in various countries. We have learned a lot. We didn't manage time properly, however. The country paper presentations were too long, so we were unable to discuss topics in detail."

Madhav Ghimire, Nepal: "The workshop on participatory forest management was successfully conducted and was fruitful. I am happy to note that we have a common goal in managing forests for the good of the people. My personal goal was to learn about joint forest management, because we have community forestry in Nepal, and it is always interesting to learn about new things. We foresters generally believe in visual learning, and that part was missing. I really wanted to see some forests managed by JFM. Perhaps we can do that next time."

Prayag Tamrakar, Nepal: "It was especially good for me and my organisation to learn about the situation in Bhutan, and I am happy about that. My expectations were largely met, but the applied aspect of indigenous forest management by communities was not mentioned. These practices have been going on for a long time and, if we build on them, we can move faster in meeting the goals of sustainable forestry. Therefore they must be more widely considered and discussed."

G.K. Pradhan, Bhutan: "I am impressed that our colleagues were interested in Bhutan, though joint forest management and community forestry are not yet fully implemented. We are happy to discuss our traditional systems. Bhutan is lucky because of our relatively small population. I had high expectations of learning about social forestry, especially participatory management systems. I was impressed by other people's work and experiences. I would have liked to learn from Uttar Pradesh and the northeastern Indian states, but I really have no complaint. I am looking forward to future interactions."

DP Dhital, Bhutan: "A workshop of this nature with mixed disciplines is useful for solving particular problems. Regionally, we have the same types of problems and our goals are similar. We can share our experiences, especially our successes, easily. I feel it would be good to share failures as well. Hopefully at our next forum we can deliberate further. I want to thank ICIMOD and the Himachal Pradesh government for organising this workshop."

Nalini Subba, Nepal: "Congratulations and thank you to the organisers of the excellent workshop. This forum is an important initiative for the future. The results can only be judged when the action plans are actually implemented. The sharing of experiences at the workshop was good, but I think more could have been achieved by working in the direction of solving common problems. I greatly appreciate the openness of our colleagues from all countries, this will be important for sharing information in the future. I hope for wider participation and more output from our future interactions."

K.B. Shrestha, Nepal: "I came here without much information about joint forest management or participatory forest management in Bhutan. My interest was to learn more and that has been fulfilled. The initiative and establishment of HIFCOM was beyond my expectations, and that is a real plus point. The workshop has forged a common bond among participants to have something concrete on the ground."

M.L. Shrestha, Nepal: "I am thankful that the workshop gave me an opportunity to come together with the other participants. We have seen that our countries are at different stages of implementing participatory forest management strategies. We need to ask ourselves, to whom and for whom is forestry being practised? Seventeen years ago, Nepal was also very conservative, but there is now much more openness. People are seen as the real managers of the forests. I have learned a lot about joint forest management. You have covered more area in India than we have with community forestry in Nepal, but perhaps you need more openness. The workshop theme was not so clear, but it was a good introduction. I suggest the next time we have a concrete theme so that we can look back at our achievements."

A.K. Tikku, Jammu and Kashmir: "Thankyou to the organisers and especially to K.D. Sharma for his personal interest. All our countries face the same problems and our cultural values and heritage are also similar. One shortcoming was the lack of field officers from Himachal Pradesh, as the workshop was held in Himachal Pradesh."

M.J. Sharma, Jammu and Kashmir: "This was a good opportunity to meet and interact with colleagues from other countries. We are learning about joint forest management

and ways to shift more towards participation. I myself had a chance to rethink how to move towards participatory approaches during this transitional period of change. I am happy about the development of HIFCOM and wish it well. We expected more people from Himachal Pradesh. We also missed a field visit. I want to congratulate Mr. Gulati for keeping us busy throughout the day and for providing excellent entertainment in the evening."

P. Patnaik, Jammu and Kashmir: "I am grateful to ICIMOD for this opportunity to meet all the participants here and to share ideas on participatory forest management, community forest management, and joint forest management. Many of the concepts have become clearer after attending this meeting. We are sorry to have missed Anupam Bhatia's participation due to his indisposition. One major achievement of this meeting is the unanimity that HIFCOM should be established as a permanent forum. We look forward to more activities of the Forum and we welcome everyone to the November 1995 seminar in Jammu. We shall be happy to show you how we practise JFM in the field."

Discussion

Mr. Gulati thanked the participants for their free and frank comments. He said that the main objective of the workshop was to start a dialogue and initiate a sharing process, and that had clearly been achieved. The goal was also to bring everyone involved in participatory forest management together. The sessions were designed basically for ice-breaking; informality was the key to interactions rather than dependence on formal interaction alone. Despite the busy schedule, it was expected that there would be some time for interacting with local people, but most field sites in Himachal Pradesh were located far from Chail. Under the circumstances, it was thought to be a good idea to get together, share knowledge and experiences, and become acquainted in order to decide on a future course of action. The workshop had been successful in meeting this objective and had paved the way for future interactions.

Mr. Gulati then opened the plenary for discussions and comments. Representatives from different countries gave their impressions on how HIFCOM would be able to help them.

BHUTAN: Mr. G.K. Pradhan said that this forum would be our ultimate contact point for future sharing. In Bhutan, they were in a transitional situation. Bhutan had had traditional management until 1969 and now was initiating community participation. HIFCOM would be very helpful in this process. The forum would provide opportunities for learning and exchanging information in the future. He wished HIFCOM success, sustainability and action in the future. Mr. Pradhan especially wanted to thank and congratulate Mr. A.K. Gulati for his excellent organisation. On behalf of the participants, Mr. Pradhan presented Mr. Gulati with a book signed by all participants as a token of their appreciation.

INDIA : Mr. Mir Inayatullah noted that they had reached Chail after a long 26-hour trip from Srinagar to meet people from neighbouring countries. He said that the opportunity to represent India on the interim executive committee was a proud privilege for him. He felt that there was a lot of commonality, similar concerns, and problems. For the first time foresters were thinking about the common person. In his 38 years of service, he had seen many methods, but JFM and community participation had given new life to what the saints and sufis had always said, that survival of the plant and animal kingdom also depended on the recognition of the importance of human beings in the ecosystem. It would be pointless for foresters to confine themselves within the borders of demarcated forests only. They must come out of their self-spun cocoon and seek involvement of the people for whom they held the forests in trust.

Mr. Inayatullah thanked everyone for their openness during the workshop. He said that the group must meet others to see what they wanted from the forum. The next workshop could be made more field oriented. With cooperation and deliberations he saw a good future for the Himalayan Hindu Kush Regional Forum.

NEPAL: Mr. K.B. Shrestha stated that they could not question the functioning of HIFCOM. It had a great future, and, with the participation of other countries, it would be a wonderful forum for interaction for foresters and non-foresters alike. He fully committed Nepal to its future activities. It was heartening to see the commitment from high-level Indian foresters, the Inspector General of Forests, and the Principal Chief Conservator of Forests.

The workshop had been successful in cementing a common bond among all of them. He congratulated and thanked all who had made the workshop possible, including ICIMOD and the DFFC staff. Mr. Shrestha presented a gift book signed by all the participants to K.D. Sharma, DFO, Chail.

Mohan Gopinath: Mr. Gopinath said he was pleased to have been able to come and share views with them all but especially happy to have been present at the birth of HIFCOM. Management of change was one of the most difficult things in the world, especially in larger organisations. He foresaw that HIFCOM would be able to guide the process of change in the right direction.

Dr. L.R. Verma, Vice Chancellor of the Dr. Y.S. Parmar University of Forestry and Horticulture: Dr. Verma apologised for not being able to devote enough time to the workshop. Nonetheless, he found his participation rewarding. He stated that his current task would be to increase interactions among foresters, users, and others concerned with community forestry issues. He had been discussing this since his arrival the previous evening and had many new ideas. He also reiterated to colleagues from Nepal and Bhutan that his university was most eager to provide any assistance.

He was happy to have been able to participate in the session which led to the formation of HIFCOM. The forum should be not only a common platform for solving problems but also a very broadbased platform for many types of professionals to cooperate on developing strategies for protecting the fragile ecosystem of the Hindu Kush-Himalayas.

He mentioned that during his six months at the university, nine delegations had visited from Nepal, and that there were now requests from Bhutan and China. As an alumnus of ICIMOD, he found this increasing interest from other countries especially gratifying.

Mr. V.P. Mohan, PCCF, DFFC, Himachal Pradesh: Mr. Mohan mentioned that it was in March 1995 when the organisers first began thinking about this workshop and about how three organisations could cooperate in a participatory manner: the DFFC, ICIMOD, and DYSPUFH.

On the issue of time management during the workshop, Mr. Mohan thought that the time was more than adequate for the discussion of various issues. The residential facility was designed to provide opportunities for a great deal of formal and informal interaction. Four days were considered sufficient for this type of workshop.

He mentioned that field visits had been planned, but the more important theme of the workshop was to come to an awareness and appreciation that foresters were not so comfortable with extension, and that they were considered to be rather authoritarian. The main issue was a forum for self reflection on the need to be open and to be able to provide extension services. He felt convinced that foresters could bring about the desired attitudinal change. Once it was achieved, participatory forest management would be possible. What was essential was developing the momentum. They needed to move forward as a team, to try and see that these ideas were taken forward on the ground.

Finally, he thanked ICIMOD for giving an opportunity to the DFFC to hold this participatory workshop by inviting other foresters from Nepal and Bhutan. He noted with satisfaction that an institutional arrangement in the form of HIFCOM had been agreed to which would enable the ideas to be carried out even after the workshop. For all participants, the process was basically one of managing change. He encouraged the senior officers to take the lead and to carry this change down the line.

He noted that the cost-benefit ratio of the workshop had been very high. It was always an elaborate process to organise such a workshop. On the first day, the Forest Minister, Pandit Sant Ram, had asked him, "What will come out of this?" He had replied that the workshop would result in an action plan, and he was happy that this had happened. He congratulated Mr. Gulati for facilitating the workshop.

The workshop concluded with the participants giving three cheers for the future success of HIFCOM - The Hindu Kush-Himalayan Forum for Forest Conservation and Management.

Annex 1

Workshop Programme

14 June 1995, Wednesday

1.30pm	Inaugural Ceremony and Arrival of Chief Guest
1.30pm	Lunch
2.40pm	Lighting of Lamp
2.45 - 3.00pm	Introduction by Participants
3.00 - 3.30pm	<ul style="list-style-type: none"> ■ Welcome Address by Dr. Mahesh Banskota, Deputy Director General, ICIMOD ■ V.P. Mohan, IFS, Principal Chief Conservator of Forests Department of Forest Farming and Conservation Himachal Pradesh ■ Dr. L.R. Verma, Vice Chancellor, Dr. Y.S. Parmar University of Horticulture and Forestry, Himachal Pradesh
3.30pm	Inaugural address by Chief Guest
3.50pm	Vote of Thanks D.P. Gupta, IFS, Chief Conservator of Forests (Wildlife) Himachal Pradesh
4.00pm	Group Photograph
4.15pm	Tea/Coffee
5.00pm	Session I: Plenary: Workshop Structure and Principles Opening remarks <ul style="list-style-type: none"> ■ Participants ■ Countries ■ Housekeeping announcements ■ Secretariat ■ Travel arrangements and support ■ Sharing workshop concept and broad objectives ■ Focus on process ■ Idea-centered environment ■ Formation of Working Groups
5:30 - 7:00	Working Groups Agenda <ul style="list-style-type: none"> ■ Detailed introductions ■ Expectations from workshop ■ Presentations available ■ Material – films, posters, documents, papers ■ Other issues
7.30pm	Dinner

15 June 1995, Thursday

- 6:30am Morning tea
7:30am Breakfast
- 8:45am **Session II: Plenary**
Housekeeping announcements
Keynote Address by Mr. M.F. Ahmed, Inspector General of Forests
- 11:45 - 2:00 pm **Session III: Expectations from the Workshop**
Reports from Working Groups
- 2:00 pm **Lunch**
- 3:00-4:00 pm **Country Working Groups**
- Bhutan
 - Nepal
 - India
 - Eastern Himalayas' Group
 - Western Himalayas' Group
 - Others
- 4:30 - 7:00 pm **Agenda**
- Preparation of country presentations covering the following indicative issues:
 - ▶ Brief history of forest management
 - ▶ Key milestones
 - ▶ Emergence of Participatory Forest Management
 - ▶ Current status of policy, laws, rules, and regulations for PFM
 - ▶ Constraints and opportunities
 - ▶ Institutional change issues
 - ▶ Donors' role
 - ▶ Role of policy-makers in the forest department
 - ▶ How are you coping with changing roles and demands?
 - ▶ Cricket Match at the World's Highest Cricket Ground with Bishan Singh Bedi's team.
- 8:00 pm **Dinner**

16 June 1995, Friday

- 6:30 am Morning tea
7:30 am Breakfast

9:30am-1:00pm **Session IV: Plenary**

Country Presentation

- West Bengal
- Andhra Pradesh - Centre for Organisation Development
- Jammu and Kashmir

1:30 - 2:00 pm **Lunch**

2:10 - 4:30 pm Country Presentations (continued)

- Nepal
- Himachal Pradesh

4:30 - 7:15 pm **Session V: Issue based Working Groups**

- Strategies for Change in the Role of the Forest Department
- Strategies for User Group Motivation
- Strategies for Participatory Forest Management

7:30 pm Cultural Programme and Dinner

17 June 1995, Saturday

9:00 - 10:30am **Session VI: Plenary/Working Groups**

Theme: Regional Foresters' Forum: Need for an Institutional Mechanism

- Institutional mechanisms to continue process
- Viability of establishing Regional Foresters' Forum in the HKH
- Working Group members
- Commitments of involvement and interest

12:30 - 1:45pm **Concluding Session**

Feedback from Participants

Closing Remarks

Annex 2

List of Participants

Dr. Mahesh Banskota
Deputy Director General
ICIMOD
Kathmandu, Nepal
Tel:977-1-525313
Fax:977-1-524509

Mr. Anupam Bhatia
PNRM Project Coordinator
ICIMOD
Kathmandu, Nepal
Tel:977-1-525313
Fax:977-1-524509

Mr. A.K. Gulati
DFFC
Simla, Himachal Pradesh
India
Tel:0177-72468
Fax:0177-203192

Mr. K.D. Sharma
DFFC
HPFTS, Chail
Himachal Pradesh
India
Tel: 8344 (O) 8345 (R)

Mr. David Black
ODA Forestry Office
New Delhi, India
Tel:011-671143 (O)

Dr. R.P.S. Tyagi
Tel:30522 (R) 30521 (O)
Fax:30511(01894)

Mr. Toran B. Karki
IOF, Nepal
Tel: 9771-522905,521185

Mr. L. Shrestha
Forest Department
Babar Mahal, Nepal
Tel:977-1-222645

Mr. K.B. Shrestha
Department of Forests
Babar Mahal, Kathmandu
Nepal
Tel:233294

Mr. N.K. Shrestha
FTPP/Nepal
c/o Box 5723
Kathmandu, Nepal
Tel:977-1-473224,475653
Fax:977-1-473224

Mr. A.L. Karna
DFO, Dhankuta/Nepal
c/o Nepal UK Community
Forestry Project
Kathmandu, Nepal
Tel:026-20229 (O) 20274 (R)
Fax:977-1-411022 410010

Madhav Ghimire
Department of Forests
Babar Mahal, Kathmandu
Nepal
Tel:233294 (O) 233561 474448 (R)
Fax:233561

Mr. Hom Mani Bhandari
DFO, Kaski, Pokhara,
Nepal
Tel:061-20695, 20407

Mr. D.B. Dhital
DFO
Department of Forestry
Bhutan
Tel:0975-22560

Mr. G.K. Pradhan
Joint Director
Forestry Services' Division
Thimphu, Bhutan
Tel:0775-22836
Fax:0775-22395

Mr. J.C. Kala
Joint Secretary to the
Government of India
W/O Environment and Forests
New Delhi, India

Mr. P.K. Tamrakar
NUKCFP, FOGSA
Nepal

Ms Monica Manandhar
GTZ-Churia Forest (Churia)
Development Project
Nepal
Tel:523110
Fax:526818

Mrs Nalini Subba Chhetri
CARE Nepal
Kathmandu, Nepal
977-1-523717
977-1-521202

Ugyen Dorji
Assistant Director
Forest Resource Development
Section, Bhutan
Tel:0975-22560
Fax:0975-22395

Mr. L.R. Verma
Vice-Chancellor
UHF, Solan

Mr. G.C. Gupta
Chief Conservator of Forests (Projects)
Himachal Pradesh
Simla, India
Tel:0177-202667 (O)

Mr. D.P. Gupta
Chief Conservator of
Forests (Wildlife)
Himachal Pradesh
Simla, India
Tel:0177-201660 (O)

Ms Savita Sharma
DFO (JFM), Mandi, Himachal Pradesh
India
Tel:01905-22447 (O), 22170 (R)

Mr. M.F. Ahmed
Inspector General of Forests
Spl. Secretary
Ministry of Environment and Forests
Government of India
Paryavaran Bhawan CGO Complex
New Delhi
Tel: 4363957 (O) 4360678 (O) 4361509 (O)
671999 (R)

Mr. G.S. Mandal
PCCF and Principal Secretary
West Bengal
India
Tel:2253 304 (O) 2253258 (O)
37-4997 (O)

Mr. P.K. Khosla
Director, Extension
Education
UHF, Solan
Himachal Pradesh
India
Tel:1792-6-2258

Mr. Gautam
Dean, Forestry
Solan, Himachal Pradesh
India
Tel:017926-2354

Mr. V.P. Mohan
Pr. Chief Conservator of
Forests, Shimla
Himachal Pradesh
Tel:0177-203192

Mr. Gurmit Singh
Project Director
IWDP (Kandi)
Solan, Himachal Pradesh
India, Pincode: 173212
Tel:01792-5064 (O)
5562 (R)

Mr. A.K. Dwivedi
Director, Horticulture
Simla, Himachal Pradesh
India
Tel:213390 (O) 2118
211194 (R)

Mr. Anil Vaidya
DFO, Publicity
Simla, Himachal Pradesh
India
0177-72558 (O)

Mr. Tilok Depta
Department of Forest Farming and
Conservation
Simla, Himachal Pradesh
India
Tel:0177-203192 (O)
FAX: 0177-4211

Mr. Mir Inayatullah
Pr. CCF, Jammu and Kashmir
Srinagar, India
Tel: Jammu 548397, 547276 (O) 554283 (R)
Srinagar 71243 (O) 30499 (R)

Mr. P. Patnaik
CCF, Social Forestry
Jammu and Kashmir,
Jammu 180002, India
Tel: 554624, 547959 (R)

Mr. A.K. Tikku
DFO, Billawar
Jammu and Kashmir, India
Tel:230 (O) 554119 (R)

Mr. M.J. Sharma
DFO, Jammu
Jammu and Kashmir, India
Tel:543516 (O), 561459 (R)

Mr. Mohan Gopinath
Faculty Centre for Organisation Development
PO Madhavpur, Jubilee Hills
Hyderabad - 500033, India
Tel: 238889 (O) 247405, 315711 (R)

ICIMOD

Founded out of widespread recognition of degradation of mountain environments and the increasing poverty of mountain communities, ICIMOD is concerned with the search for more effective development responses to promote the sustained well being of mountain people.

The Centre was established in 1983 and commenced professional activities in 1984. Though international in its concerns, ICIMOD focusses on the specific, complex, and practical problems of the Hindu Kush-Himalayan Region which covers all or part of eight Sovereign States.

ICIMOD serves as a multidisciplinary documentation centre on integrated mountain development; a focal point for the mobilisation, conduct, and coordination of applied and problem-solving research activities; a focal point for training on integrated mountain development, with special emphasis on the assessment of training needs and the development of relevant training materials based directly on field case studies; and a consultative centre providing expert services on mountain development and resource management.

ICIMOD WORKSHOPS

ICIMOD Workshops are attended by experts from the countries of the Region, in addition to concerned professionals and representatives of international agencies. A large number of professional papers and research studies are presented and discussed in detail.

Workshop Reports are intended to represent the discussions and conclusions reached at the Workshop and do not necessarily reflect the views of ICIMOD or other participating institutions. Copies of the reports, as well as a Catalogue of all of ICIMOD's Publications, are available upon request from:

The Publications' Unit
International Centre for Integrated Mountain Development (ICIMOD)
G.P.O. Box 3226
Kathmandu, Nepal

Participating Countries of the Hindu Kush-Himalayan Region

* Afghanistan
* Bhutan
* India
* Nepal

* Bangladesh
* China
* Myanmar
* Pakistan

INTERNATIONAL CENTRE FOR INTEGRATED MOUNTAIN DEVELOPMENT (ICIMOD)

4/80 Jawalakhel, G.P.O. Box 3226, Kathmandu, Nepal

Telephone: (977-1) 525313
Facsimile: (977-1) 524509
(977-1) 536747

Telex: 2439 ICIMOD NP
Cable: ICIMOD NEPAL
e-mail: pubs@icimod.org.np