

# Inform

Information Bulletin on Participatory Forest Management  
SUPPORTED BY THE FORD FOUNDATION

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## Viewpoint

We are pleased to bring to you the first anniversary issue of INFORM. In the past year, INFORM's readership has grown from some two dozens to approximately 500 individuals and organisations in India and outside.

We are constantly trying to make INFORM more useful and reader-friendly based on the feedback we receive. From this issue onwards, we are introducing a printed version of the bulletin, mainly for readers who do not have access to electronic mail. The printed version is available on request.

In our news section called Headlines, we carry the sad news of the murder of Sanjay Kumar Singh, a forest officer of the 1991 batch of the Indian Forest Service, in the Rohtas district of Bihar. The nation, especially the forestry fraternity, has been shocked at the killing of an officer who tried to stand up against the forest mafia.

Another important recent news is the ban imposed on tree felling in the Andaman and Nicobar Islands by the Supreme Court. Like many other environment related orders, this one was also the result of a Public Interest Litigation filed by concerned NGOs.

We look forward to your comments on the same. In our endeavour to provide up to date information and to initiate debate on forest policy issues, we have included a summary of the Steering Committee Report on Environment, Forests and Wildlife for the Tenth Five Year Plan (see section Report).

Expectations are running high as the world prepares for the World Summit on Sustainable Development (WSSD) to be held in Johannesburg in August-September 2002. In our In Focus section, we provide a glimpse of the summit preparations and expected outcomes. India's preparation for the summit is also discussed in brief. RUPFOR is working with other like-minded institutions to draw attention at the summit on participatory forestry issues. A satellite meeting on good forest governance focussing on community forestry will be held in Bali, Indonesia, on June 1 and 2 to coincide with PrepCom IV, the final crucial preparatory committee meeting before the summit. For further details, see [www.recoftc.org/forgov.html](http://www.recoftc.org/forgov.html)

We have profiled India's National Biodiversity Action Plan (NBSAP) process in our Profile section. NBSAP is arguably the world's largest participatory planning exercise for biodiversity conservation.

We hope you will like this issue. We look forward to your feedback.

Sushil Saigal  
Coordinator - RUPFOR

Mamta Borgoyary  
Editor - Inform

### One-day meet on 'Emerging Issues in JFM: The NGO Perspective'

A one-day meet was organised by RUPFOR on February 22, 2002, at the Van Vigyan Bhawan, New Delhi, as part of its 'stakeholders meeting series'. A brief summary of the issues and recommendations that emerged from the meeting is available on [www.rupfor.org](http://www.rupfor.org)

*For details, see [www.rupfor.org/JFM](http://www.rupfor.org/JFM) in India/Stakeholders meetings*

### Government plans to restore traditional forest rights in Uttaranchal

At the first session of the Uttaranchal Legislative Assembly held in early March, 2002, it was decided that steps would be taken to bring 20 per cent of the forestland under community management, and that traditional forest rights of the villagers will be restored.

*For details, see The Hindu, March 19, 2002*

### A role for community in bio-reserve

A part of the proposed Rajaji National Park Hardwar may well become the first community-managed bio-reserve if RLEK's campaign succeeds. RLEK, a local NGO, has been fighting for the restoration of traditional rights of the nomadic tribe *Van Gujjars*. Their Community Forest Management Plan (CFMP) calls for management and control of forests by the *Gujjars* and withdrawal of the Forest Department from the area.

*For details, see The Hindu, March 11, 2002*

### A forest in memory of loved ones

At Smriti Vatika at Kanan Pendari in Bilaspur district, 300 acres of land is being developed into a forest. All trees would be planted by villagers to keep alive the memory of their dead. This would be the country's first forest that would be so close to a city.

*For details, see The Hindu, April 6, 2002*

### ATREE launches plaNETwork

The Ashoka Trust for Research in Ecology and Environment (ATREE) recently launched planNETwork, an education and outreach initiative, that will try to harness the untapped synergy between the diverse but related spheres of conservation, research, education and business for programmes that seek to upgrade the levels of understanding about environmental concerns among various

sections of the society. As a first step it will develop the Aravali Nature Camp that will offer a unique opportunity to understand diverse aspects of the natural world in an informal and enjoyable setting.

*For details, see [www.atree.org](http://www.atree.org)*

### Killed in action

Sanjay Kumar Singh, a 35-year-old Indian Forest Service (IFS) officer was kidnapped and later brutally murdered by the forest mafia on February 15, 2002, near Rohtas in Bihar. A graduate from IIT, Sanjay had earlier worked as Divisional Forest Officer (DFO) Chaibasa, Hazaribagh. His last posting was in Sasaram. The Centre has asked the CBI to investigate the mysterious killing of Sanjay, who is survived by his wife Anu Singh, a two-year-old daughter and a nine-month-old son.

*For details, see IFS Newsletter, Volume 5, No 1, January-March 2002*

### SC bans tree felling in the Andaman and Nicobar Islands

In a landmark order passed on May 7, 2002, the Supreme Court has stopped all tree felling in the Andaman and Nicobar islands, put a stop to the transport of timber in any form from the Islands to any part of India and decided that the licenses of all the sawmills and wood-based industries shall not be renewed after March 31, 2003. Orders related to removal of encroachments from the forests of the Islands were also passed.

The order was passed by a three-member bench in an Interlocutory Application (IA) No. 502 in Writ Petition (Civil) No. 202 / 1995 [TN Godavarman Thirumulpad Vs. Union of India and others]. The IA had been jointly filed by the Port Blair based Society for Andaman and Nicobar Ecology (SANE), the Bombay Natural History Society (BNHS) and the environment action group, Kalpavriksh.

In its ruling, the Court said that the Andaman & Nicobar Islands is one of the hot spots of global biodiversity and therefore had to be preserved. The Court accepted the report of the Shekhar Singh Commission and the orders that were passed were largely based on the recommendations made by the Commission. The court had appointed this commission in November 2001 to 'look into the state of the forests and other related matters in the Islands'. The Commission had submitted 25 major

recommendations to the court during a hearing on February 18, 2002.

For details, contact:

Pankaj Sekhsaria, Kalpavriksh, Pune  
Tel: 020-5654239/7653605 Fax: 020 - 5654239, Email: [kvriksh@vsnl.com](mailto:kvriksh@vsnl.com)

### In search of excellence in forest management

In a drive to promote sustainable forest management, FAO launched an 'In Search of Excellence' initiative in 2001 to identify instances of exemplary forest management in the Asia-Pacific region. Towards this end, it called for nominations of forests from all countries in this region that demonstrated forms of exemplary management.

Appreciating the need for such an initiative which also enabled the sharing of many positive instances of improved forest management at an international level besides recognizing successful forest management, the Ministry of Environment and Forests (MoEF), Government of India, and supported by the Ford Foundation, organised a two-day nomination workshop for India on April 8-9, 2002, in New Delhi, with RUPFOR acting as the facilitating agency.

Thirty-seven participants from across 11 states representing state forest departments, NGOs and local community members participated in the workshop and 27 nominations were submitted.

*For details, see RECOFT web page [www.recoftc.org](http://www.recoftc.org) Forestexcellence\_FAO.html*

### National wildlife action plan released

The National Wildlife Action Plan, under preparation for the last three years, was released in the meeting of the Indian Board for Wildlife held in early 2002 in New Delhi. The plan covers a 15-year period (2002-2016).

*For details, see IFS Newsletter Volume 5, No 1, January-March 2002*

### Gulf of Mannar declared biosphere reserve

The Gulf of Mannar was recently added to the UNESCO's list of world network of biosphere reserves. It has become India's third biosphere reserve after the Nilgiris and Sundarbans.

*For details, see IFS Newsletter, Volume 5, No 1, January-March 2002*

RUPFOR

In a landmark order passed on May 7, 2002, the Supreme Court has stopped all tree felling in the Andaman and Nicobar islands...In a landmark order passed on May 7, 2002, the Supreme Court has stopped all tree felling in the Andaman and Nicobar islands...

# World Summit on Sustainable Development, Johannesburg, August 26 to September 4, 2002

(Contributed by Sharmistha Bose)

The 'World Summit on Sustainable Development' (WSSD), also known as Rio+10, will bring together thousands of participants from over 130 countries, including the Heads of States and Governments, national delegates and leaders from non-governmental organisations (NGOs), businesses and other major groups to focus the world's attention on meeting difficult challenges in sustainable development, including improving people's lives and conserving natural resources in a world experiencing ever-increasing demands for food, water, shelter, sanitation, energy,

health services and economic security.

The main idea behind Rio+10 is to review how the objectives set out in the Rio Conference held in 1992 can be achieved in a better way and bottlenecks, if any, removed, so that one can identify quantifiable targets for successfully implementing Agenda 21 (see box).

The 10th Session of the UN Commission on Sustainable Development, known as CSD 10, is acting as the preparatory committee for the Summit. It has already held three of its four preparatory meetings, commonly known as the PrepComs.

The fourth meeting is scheduled for May 27–June 7, 2002, in Bali, Indonesia, which will be the penultimate stop in the WSSD process to set up the final agenda for the Summit.

During the fourth session of the PrepCom, the following issues will be discussed:

- Intergovernmental processes on (a) Elements of the political document of the Summit (b) Sustainable development governance, and any other outstanding matters related to the "implementation document", and (c) Organisational matters of the Summit

■ Multi-stakeholder Dialogue Segment (two days at the beginning of the Session in accordance with the decision of the first Session of the PrepCom)

■ High-level (Ministerial) Segment (three days at the end of the Session in accordance with the decision of the First Session of the PrepCom)

■ Continuation of presentations/ elaboration on outcomes

CSD 10 Sessions are steered by a Bureau comprising two representatives from each of the five regions of the world (10 members in total). This Bureau meets between the Sessions to guide the process and raise political awareness and support for the Summit among the Major Groups (governments and other stakeholders).

The issues to be considered in Johannesburg are being identified and agreed at each level through a participatory process involving the Major Groups who can join forces effectively at the Summit to confront the real challenges of sustainable development.

## Box 1: Top Nine Comprehensive Agenda for the World Summit: Report of the UN Secretary General on Implementing Agenda 21

- Making globalisation work for sustainable development
- Eradicating poverty and improving livelihoods in rural and urban areas
- Changing unsustainable patterns of production and consumption, including a fourfold increase in energy efficiency over the next two to three decades
- Improving health through safe and affordable access to fresh water, a reduction in lead in gasoline and improved indoor air quality
- Providing access to energy and improving energy efficiency by developing and using more renewable and energy efficient technologies and changing unsustainable energy consumption patterns
- Managing, on a sustainable basis, ecosystems and biodiversity by improving the indicators and the management systems including addressing the problems of overfishing, unsustainable forestry practices and land-based marine pollution
- Improving freshwater supply management and more equitable distribution of water resources
- Providing financial resources and environmentally sound technologies
- Political will to initiate major changes in the way policies and programmes for sustainable development are designed and implemented.

Such practical steps will be needed to establish the credibility of the Summit in carrying forward the sustainable development agenda in meaningful and measurable ways



**The main idea behind Rio +10 is to review how the objectives set out in the Rio Conference held in 1992 can be achieved in a better way and bottlenecks, if any, removed**

## EXPECTATIONS FROM THE SUMMIT

Three outcome documents are expected:

- A political declaration that expresses new commitments and direction for implementing sustainable development
- A negotiated programme of action that will guide government implementation
- A non-negotiated compilation of new commitments and partnership initiatives for specific actions

The Johannesburg Summit can be instrumental in usefully reinvigorating Rio's central message on the importance of integrated decision-making in achieving sustainable development. However, the operational content of the term 'sustainable development', in spite of numerous attempts at defining it, still remains ill-developed. Key questions such as who is responsible for ensuring the rights of future generations of not only the rich but also the poor (in both developing and developed countries), need to be incorporated into the 'sustainable development' dialogue.

Developing countries also seem determined that WSSD place their concerns central to a development model that is different from that followed by the West. Some issues for discussion, especially important for developing countries, are:

### POVERTY

Since Rio, there has been little attempt at addressing poverty on the international forum, except for a few concrete proposals emerging from the preparatory meetings on the issue. Many Southern countries feel that the global community must draw dimensions to the link between environmental regeneration and rural poverty in developing countries. In many poor countries, the root of rural poverty lies in the link between natural resources and the rural economy. It is, therefore, essential that the

## Box 2: Salient points from the PrepComs already held

- *First PrepCom (April 31–May 2, 2001, in New York)*
  - A Bureau composed of 10 members was elected from among all States, with two representatives from each of the geographical groups
  - Progress in preparatory activities at the local, national, subregional, regional and international levels, as well as by the Major Groups was assessed
  - Specific modalities for the future preparatory meetings were decided
  - Process for setting the agenda and determining main themes for the Summit in a timely manner was put in place
- *Second PrepCom (January 28–February 8, 2002, in New York)*

Based on the various reports submitted to the Bureau, a draft report was submitted for consideration to the third PrepCom. The report focussed on:

  - Major accomplishments and lessons learned in the implementation of Agenda 21
  - Major constraints hindering the implementation of Agenda 21, and proposed specific time-bound measures to be undertaken, and institutional and financial requirements, and identification of the sources of such support
- *Third PrepCom (March 25–April 5, 2002, in New York)*
  - Prepared document containing the results of the review and assessment, as well as conclusions and recommendations for further action. This document will be taken up at the final PrepCom for information to the Summit and formal adoption
  - A proposal was also submitted regarding the provisional agenda and possible main themes for the Summit based on the results of the preparatory activities carried out at the national, subregional and international levels, taking into account also the input from the Major Groups

Summit's dialogue on poverty identifies these linkages and incorporates the priorities for action identified by local grassroot groups.

### GLOBALISATION

While it is acknowledged that globalisation has brought economic benefits to certain sections of society while surpassing the poor of developing countries, guidelines on how best to address this issue at the Summit are yet to be discussed. A main drawback to Rio's programmes and globalisation has been the declining level of official development assistance (ODA) to developing countries, which increasingly fell during the 1990s. The Rio Summit had called for donor countries to contribute 0.7 per cent of their gross

national product (GNP) as ODA to ensure the implementation of its programmes. Only four countries – Denmark, Norway, the Netherlands and Sweden – have been able to deliver this promise so far. The main emphasis of the preparatory meetings has been on "urging" industrialised countries to honour the commitments.

The North's high consumption levels are a main concern for many developing countries. Roundtables already held have emphasised that the consumption patterns of North America and Europe deprive developing countries of resources for sustainable development. The roundtable for East Asia and the Pacific called for engaging in policies based on the "polluter pays principle".



Developing countries also seem determined that WSSD place their concerns central to a development model that is different from that followed by the West.

The Central and South Asian roundtables, on the other hand, recommended that the Summit call for reduction of military spending and redirect such expenditure to social and environment programmes. The roundtable for Latin America and the Caribbean stated that mobilising capital from residents abroad could also be an important source of financing for development programmes.

One of the critical dilemmas for the South is how to generate wealth without becoming locked into the ecologically obsolete technologies, such as fossil fuel combustion dominant in the North. Equally taboo are discussions of measures to address the North's massive 'ecological debt' to the developing world (eg, the costs of climate change borne by the poor).

Ten years after the Earth Summit, little has been done by the North to put 'its house in order', and hence little has altered in the predominant trajectory of development currently stimulated by trade and investment deregulation.

### WATER

Privatisation of water and the relationship between the private and public sectors in water management will be a key focus of the summit discussions.

### FORESTS

The Second Session of the United Nations Forum on Forests was held at the Headquarters from March 4-15, 2002, at which the focus was on the global efforts to promote sustainable forest management. The Forum reviewed current trends and practices to determine successes and failures in forest management, and how additional resources could be mobilised to stave off further deforestation and forest degradation. The Forum stressed on the importance of addressing policies in other sectors as well, such as

environment, agriculture and transport since pressure on forests came from diverse sectors. The reverse was also true that forest protection led to development. Financing forestry was also considered a major issue regarding sustainability.

Despite some of these limitations, the Johannesburg Summit offers the first real opportunity in a decade to galvanise the international community – business, civil society, government and intergovernmental organisations around a raft of issues that are of paramount importance if we are to achieve sustainable development goals. A crucial challenge is to present sustainable development as a set of choices that is relevant for everyone and a set of policies and workable action plans that can guide future development.

### INDIA'S PREPARATION FOR JOHANNESBURG

The Ministry of Environment and Forests (MoEF) has initiated several activities to make an objective assessment of India's performance on the benchmark of Agenda 21 and to learn from its appraisal. These activities range from gathering different perspectives and involving various stakeholders for inputs into WSSD, to preparing a national strategy for creating awareness about the Summit in particular and sustainable development as a whole, to attending conferences and roundtables and offering inputs. For instance, India participated in the deliberations at the Asia Pacific Roundtable on Sustainable Development held at Phnom Penh during November 27-29. The Centre for Environment Education (CEE) is organising regional and national consultations to identify issues that are critical to the needs of India, and which need to be addressed at the Summit. Regional workshops at northern, northeastern, central,

western, eastern and southern regions of the country are being held. The consultations also discuss Indian approaches to sustainable development and lessons learned and experiences, consolidating India's efforts both at the policy and the field level towards sustainability.

At the Delhi Sustainable Development Summit 2002 (DSDS) held from February 8-11, and organised by the Tata Energy Research Institute (TERI), the following issues and recommendations were made:

- Recognise the pivotal role of business and industry in sustainable development and accord to it the priority it deserves
  - Foster an enlightened, transparent and participatory mode of governance
  - Secure definitive commitments towards increased official development assistance
  - Liberalise trade and facilitate movement of labour to achieve true globalisation
  - Promote innovation in socially responsible technology and encourage its spread worldwide so that its benefits are reaped by all
  - Ensure universal but appropriate education designed to serve as the true foundation of a sustainable, equitable and progressive society
  - Guide the overall course of development away from the vision dominated by material prosperity, competition, and short-term concerns to a path that leads to well-being, cooperation, and long-term prosperity for all
  - Support a holistic approach to natural resource management based on an understanding of the dynamic interactions between people, especially the poor, and the environment, and an explicit delineation of rights and responsibilities that encourages the involvement of local communities.
- All these experiences are being documented in a publication to share



**The Indian Ministry of Environment and Forests (MoEF) has initiated several activities to make an objective assessment of India's performance on the benchmark of Agenda 21 and to learn from its appraisal.**


with others at the international level. The publication essentially focuses on a few key strategies identified during the various deliberations held across the country. The 'Delhi Declaration' issued at the end of DSDS too will be submitted at the WSSD.

Ultimately, India's main interest in the Summit will be to protest against the prevailing patterns of production and consumption, especially of the industrialised countries, which is unsustainable and should be changed as it threatens the very survival of the planet. Rio+10 should be able to come up with concrete action that corresponds to the agreed commitments and elicit actions from the developed countries to fulfil their oft-repeated commitment to provide developing countries with financial resources and environmentally sound technologies on a concessional basis.



**The NBSAP process focuses on some broad thematic areas that cut across national and state-level processes. It also commissions reviews on specific sub-themes within these broad themes.**

**CONCLUSION**

WSSD can indeed become a ground for accomplishing a lot to put the world back on the tracks of sustainable development. However, this optimism is bound to be followed by a degree of scepticism if the hidden undercurrents can be sensed. By undercurrents, one means the baggage that each country brings due to its already existing status in the global power politics, economic position and the ability to bargain for itself. This inadvertently brings up the North-South divide. Issues such as poverty, scarcity of natural resources, health, education, etc, still remain to be tackled for most of the developing world and commitments to be kept by most parts of the developed world. Only a real intention to bring about sustainable development without ignoring the economic interests, power position and social responsibility of some favourably endowed countries can assure that the decisions reached at the Rio+10 Summit are indeed actualised. 

**Profile**

PROFILES OF ORGANISATIONS/INSTITUTIONS/INDIVIDUALS WITH INNOVATIVE CONTRIBUTIONS TO PARTICIPATORY FORESTRY

**National Biodiversity Strategy and Action Plan (NBSAP)**

The Ministry of Environment and Forests (MoEF) had prepared a national policy and macro-level action strategy on biodiversity plan in 1999, which identified the need for detailed action plans at sub-state, state, regional, and national levels. Being a signatory to the Convention on Biological Diversity, India must prepare such plans for the conservation of its biodiversity. In this context, MoEF has accessed funding from the Global Environment Facility (GEF) for preparing the National Biodiversity Strategy and Action Plan (NBSAP). This report is envisaged as a major guiding document for biodiversity conservation efforts in India.

NBSAP is a novel arrangement, the first of its kind in India, where these action plans will be prepared in the most participative manner. MoEF is in charge of the NBSAP process, and houses the National Project Directorate. The project is being executed by a Technical and Policy Core Group (TPCG) headed by Kalpavriksh, an NGO working in the area of environment and coordinated by Biotech Consortium India Ltd. The key feature of this project is the emphasis on gender sensitive decentralised planning and the use of interdisciplinary working groups to involve all stakeholders concerned with biodiversity conservation.

**GOALS OF NBSAP**

To prepare, by early 2002, biodiversity actions plans at the


following levels:

- 20 local-level action plans
- 30 state-level plans
- 10 interstate eco-regional plans
- 13 national thematic plans
- One national plan (based on the above)

The NBSAP process focuses on some broad thematic areas that cut across national and state-level processes. It also commissions reviews on specific sub-themes within these broad themes. The following issues have been centrally integrated into the NBSAP process:

- People's participation and empowerment to partake in decision-making at all levels, from planning to implementation to monitoring, including the use of indigenous knowledge and practices
- Gender and equity issues
- Participation of the corporate sector, both private and public
- International issues, including trans-boundary cooperation for conservation and benefit-sharing

**STATUS OF THE NBSAP PROCESS**

The NBSAP website ([www.sdnpc.delhi.nic.in/nbsap/index1.html](http://www.sdnpc.delhi.nic.in/nbsap/index1.html)) houses all information and update on the status of the NBSAP process. State and theme-level action plans are also available on this site for comments. The process is in the final stages, and the policy document will soon be available for public comments. 

CRITICAL REVIEWS OF BOOKS RELEVANT TO PARTICIPATORY FORESTRY

## Ecological Economics

By Peter Soederbaum  
 London, Earthscan, 2000  
 Pages: 152; Price: GBP 14.95

(Reviewed by Prof J. Bandyopadhyay and K. Mukhopadhyay, Centre for Development and Environment Policy, Indian Institute of Management, Kolkata)

The theme of this book is a critique of the ‘environmental blindness’ of neoclassical economics, on the basis of which the author has tried to construct a methodology for policy making on sustainable development. Soederbaum finds that tackling environmental issues through ‘environmental economics’ – the new branch based on received paradigm of neoclassical economics to address the current environmental challenges – is grossly inadequate. He describes neoclassical economics to be dominated by the concepts of physics and other natural sciences, with objectivity and value neutrality as the guiding principles. Thus, neoclassical economists are viewed as trying to conceptualise the environmental problems to fit the neoclassical paradigm. The solutions they offer are

sought within the limits of markets and prices.

As a mechanism for generating a more acceptable economic framework for sustainable development, the author suggests a strongly pluralist approach based on the coexistence of various ideologies. He does not agree with the Kuhnian concept of paradigm shifts though, and uses a description characterised by complementarity and coexistence of paradigms.

This basic idea of pluralism is embedded in the way Soederbaum defines ‘ecological economics’ as a transdisciplinary field of study. There is a strong need of a political-economic approach to environmental management and decision making for sustainable development. Advocating pluralism, he contends that neoclassical economics with monetary reductionism as its mentor is not enough, and a willingness to listen and learn is important. This is probably the strongest point made by the author in his critique of neoclassicists. The increased use of environmental impact assessment and lifecycle analysis in business and industry is interpreted as a step towards addressing this dominance of

monetary thinking. The widespread acceptance of voluntary environmental management systems is taken as a further sign of an increased stress on better environmental performance of organisations.

Such efforts at cleaning up the damaged environment and ensuring environmental safety are described by the author as ‘environmentalism’, which is committed to economic growth, though guided by a modified concept of a ‘Green GDP’, yet another monetary indicator. He recommends that an answer may be sought with the help of ‘ecologism’, which challenges both mainstream thinking and ideology. ‘Ecologism’ is described as being the basis of ecological economics.

The last three chapters of the book are largely devoted to articulating the approach to policy making with the help of ecological economics, subsequently raising question on the identity of diverse policy makers. He details the roles of the specific interest groups ranging from the individuals to organisations such as universities to business, and the state.

The concluding pages however do not match the strong stand taken by the author against neoclassical economics. For instance, in the success stories of changes cited, it is difficult to locate the failure of that school of economics to shift to a new paradigm and the coexistence of a multiplicity of paradigms, as has been detailed earlier in the book. In the interest of the ongoing process of environmental sensitisation of economists, the arguments of the author could have become more impressive had he used a less descriptive and abstract approach, and reflected more on some real-life instances. Nevertheless, these shortcomings do not lessen the crucial importance of the argument in favour of democracy and pluralism that runs through the whole book.



**As a mechanism for generating a more acceptable economic framework for sustainable development, the author suggests a strongly pluralist approach based on the coexistence of various ideologies.**

## INDEX

(List of recent publications in the area of participatory forestry)

### Books and Articles

Saigal, Sushil, Hema Arora, and S.S. Rizvi. (2002) *The New Foresters: The Role of Private Enterprise in the Indian Forestry Sector.* IIED, London.

Joint Forest Management Monitoring Cell, Government of India. (2002) *Joint Forest Management: A decade of Partnership.* Resource Unit for Participatory Forest Management, Winrock International India, New Delhi.

Mayers, James, Jeremy Evans and Tim Foy. (2001) *Raising the Stakes: Impacts of Privatisation, Certification and Partnerships in South Africa.* IIED, London.

Campbell Bruce M., and Martin K Luckert. (2002) *Uncovering the hidden harvest: Valuation methods for woodland and forest resources.* Earthscan, London



## Report of the Steering Committee on Environment, Forests and Wildlife for the Tenth Five-year Plan (2002-2007): A Summary

Summarised by Mamta Borgoyary

### INTRODUCTION

To facilitate the task of evolving an effective and efficient paradigm for environment, forestry and wildlife sectors for the Tenth Five-year Plan, the Planning Commission constituted a Steering Committee on Environment, Forests and Wildlife. The prime task of the committee was to review the existing policies and approaches in this sector, and to suggest the best approaches that could be adopted for the Tenth Plan.

The Steering Committee submitted its report in February 2002, a summary of the main findings and the recommendations of which are presented below:

### REVIEW OF THE FIVE-YEAR PLANS

Concern for the environment and sustainable development was formally acknowledged in the international agenda only after the Rio Conference in 1992. However, India has been directly, and indirectly, addressing this issue through its planning process since decades.

The Fourth Plan (1969-74) gave the first formal recognition to the need for an integrated environmental planning. In 1972, the National Committee on Environmental Planning and Coordination (NCEPC) was formed. A separate chapter (chapter 20) on environment was introduced in the Sixth Plan (1980-85) containing various schemes on environment and an outlay of about Rs 400 million. During the Seventh Plan (1985-90), the outlay was scaled up tenfold to Rs 4.28 billion approximately. A major programme on cleaning the Ganga was also initiated in the Seventh Plan, following which the 'National River Action Plan' was launched during the

Eighth Plan (1992-97). This latter plan was also instrumental in emphasising on decentralisation of control over natural resources through participatory approaches. During the Ninth Plan, the spirit of Agenda 21 was reflected in the entire Plan document. The Ninth Plan put major thrust on environmental issues such as:

- Abatement of pollution – prevention and control of industrial, vehicular and noise pollution, mandatory enforcement of laws under various provisions of the Water, Air and Environment (Protection) Acts
- Mandatory environmental clearance for 30 categories of developmental projects and environment impact assessment
- Emphasis on noise management and hazardous waste management
- Better opportunities for environmental education, training and information

A review of the Five-year Plans in the forestry and wildlife sectors reflects how the emphasis of the planners shifted from catering to the economic needs of the country to that of meeting the subsistence needs of rural communities which were dependent on forests. Until the Fourth Five-year Plan, the emphasis remained on managing forests to meet the commercial needs of forest-based industries. During the Fifth Plan, the objective was creation of large-scale man-made forests and establishment of state forest corporations for their maintenance. The Sixth Plan, however, saw the beginning of emphasis on management of forests for their economic as well as ecological functions. The major thrust of the Plan was on saving natural forests from further depletion,

creation of more protected areas for wildlife, and meeting the fuel and fodder needs of the local population.

The Seventh Plan marks the major transition towards participatory forest management for meeting the subsistence needs of the forest-dependent communities. The Eighth and the Ninth Plans further strengthened the concept of Participatory Forest Management.

### STRATEGY FOR THE TENTH PLAN

The Steering Committee emphasises the importance of maintaining environmental quality for achieving and maintaining quality of life. It recommends the two-way approach to development, that is, while poverty can lead to environmental degradation, similarly environmental degradation can also lead to poverty. Reforms, therefore, should be targeted at both ends. The report also mentions that "the best way of arresting environmental degradation and promoting sustainable development is by ensuring major participation of people based on techno-environmental and socioeconomic evaluation of each development project." There is an in-built emphasis in the Tenth Plan approach for enhancing economic as well as social opportunities for all individuals and groups and a thrust on promoting greater participation of the community in decision making. Box 1 highlights the key elements of the Tenth Plan strategies.

To bring in the link between environmental concerns with development strategy, the Tenth Plan has outlined the following key objectives:

- Enhanced livelihood opportunities



A review of the Five-year Plans in the forestry and wildlife sectors reflects how the emphasis of the planners shifted from catering to the economic needs of the country to that of meeting the subsistence needs of rural communities dependent on forests.



- Reduction in people's vulnerability
- Improvement in people's health and living environment

## MAIN RECOMMENDATIONS OF THE COMMITTEE

Based on its review, the Steering Committee has recommended the following for the Tenth Plan:

### Environment Sector

#### Air Pollution

- The Committee suggested that suitable institutional arrangements should be made both within MoEF and the Planning Commission, so that the three groups – the group handling the UN framework for climate change, the group handling the declarations for urban air pollution, and the group handling the Montreal Protocol – interact with each other on a regular basis.
- The Committee proposed that all polluting industries, even those that existed before the environmental clearance was made mandatory, will be required to get a clearance.
- All air quality monitoring stations

should link up to a computerised national network with the controlling room in the Central Pollution Control Board (CPCB).

#### Vehicular Pollution

- The Committee proposed that a study should be carried out on inventurisation of pollution in the metropolitan cities. Programmes should be developed for more effective pollution checks of vehicles and for setting up inspection and maintenance centres with private sector participation.

#### Water Quality Monitoring

- The existing water quality monitoring programme undertaken by CPCB and the state CPCBs should be further strengthened and supplemented by co-opting educational and public health institutions.
- A national survey to identify areas where ground water has been polluted should be carried out. Further, a programme for containing ground water pollution should be

prepared based on the data generated through this study.

#### Noise Pollution

- Greater public awareness about noise pollution and effective implementation of regulations and the standards set should be stressed upon.

#### Industrial Pollution

- More Common Effluent Treatment Plants (CETPs) should be promoted in those areas where industries are in clusters.
- The scheme of 25 per cent subsidy to CETPs should continue.
- Initiatives should be taken to move polluting industries currently located in isolated sites to locations where CETPs are available.
- Special attention should be given to polluting industries such as leather tanning and distilleries.
- Initiatives should be taken to phase out obsolete technologies that are highly polluting.

#### Critically Polluted Areas

- Detailed action plans should be drawn up for controlling pollution in the critically polluted areas.

#### Clean Technology

- Initiate carrying capacity-based development planning.
- Carry out life-cycle assessment studies in selected sectors.
- Introduce natural resource accounting.
- Set up demonstration projects for implementation of state-of-the-art clean technologies.
- Introduce sustainability performance criteria in the funding mechanisms of financial institutions to promote pollution prevention and cleaner technologies.

#### Environmental Impact on Human Health

- Studies on environment and health and the linkages between them should be undertaken, with special

### Box 1: Key Elements of the Approach to the Tenth Plan

- Encouraging multi stakeholder participatory process involving effective and efficient exchange of information
- Introducing market-based economic instruments
- Evolving methodology for impact monitoring along with indicators and evolving systems of incentives and accountability
- Promoting sustainable consumption levels through awareness programmes
- Promoting clean technology, waste minimisation, energy efficiency (reduce, reuse and recycle)
- Institutionalising cross-sectoral and interdisciplinary research and transparency in decision making
- Promoting use of remote sensing and GIS in monitoring
- Streamlining environmental and forestry clearance systems to reduce time and make them cost-effective
- Ensuring equity by revamping, restructuring and rationalising laws and institutions
- Professionalising pollution control boards with built-in accountability
- Evolving long-term vision and perspective on sustainable development
- Evolving an integrated surveillance system by linking health, safety, environment and forestry monitoring networks



**A national survey to identify areas where ground water has been polluted should be carried out. Further, a programme for containing ground water pollution should be prepared based on the data generated through this study.**

focus on health impacts of indoor pollution.

## Eco-villages

- Develop Eco-villages through NGOs near Allahabad, Hardwar, Nasik and Ujjain where *mahakumbh* fairs are held.
- NGOs can provide training to the public and the local bodies in these villages.

## Environmental Impact Assessment (EIA)

- Introduce screening and scoping criteria to determine whether detailed EIA is required and to decide the critical areas of focus.
- Establish an environmental data bank to facilitate availability of reliable data pertaining to air quality, water availability, flora, fauna, and environmental status in various stages.
- Use monitored data for preparation of EIA report and also to decide the desirability of a project in a region/location.
- Undertake cumulative and regional environmental impact assessment to facilitate the implementation of projects with optimal use of natural resources.
- Special emphasis should be put on reclamation of mined areas and to explore the use of fly ash.
- Enhance the scope of EIA to include/delete some activities based on technological progress.
- Evolve a system of benchmarking of EIA reports so that project proponents will be able to ensure better quality of EIA prepared for their projects.

## Coastal Zone Management

- Shoreline management plans should be prepared for the entire coastline of the country based on scientific studies, and detailed coastal zone management plans should be developed for important coastal stretches.

## Protection of Ecologically Sensitive

## Areas

- Develop a proactive programme for protection of ecologically sensitive areas.

## Ecological Survey Conservation and Eco-regeneration

- Increase the survey coverage by the Botanical Survey of India by at least 10 per cent of the geographical area of the country.
- Promote the use of modern technologies such as GIS, GPS and Remote Sensing.
- Control and regulate deforestation of mangroves and exploitation of coral reef resources in the coastal areas.
- Discourage encroachments in mangrove areas, and regulate and control pollution resulting from disposable wastes and other toxic wastes discharged in the coastal areas.
- Promote plantation of mangroves on non-forest and community lands by involving the local community.
- Provide alternative livelihood options to the community dependent on mangroves such as fish and prawn culture, apiculture and horticulture plantations, etc.
- Encourage development of fodder depots to reduce cattle grazing in mangrove areas.
- Encourage energy plantations in adjoining areas of mangroves.
- Ensure integrated coastal management programmes, address cultural, traditional considerations, particularly the rights and needs of traditional owners and users.
- Increased emphasis should be laid on augmenting greater involvement of local communities through Panchayati Raj institutions by linking ecological protection to economic well being.
- Strengthen the ongoing programme on environmental education, awareness and people's participation

## Forestry Sector Greening India Program

- An additional area of 43 mha is proposed to be covered under the Green India Programme in 10 years. It includes:

- 15 mha of degraded forest land to be covered under JFM.
- 10 mha of irrigated area to be brought under commercial agroforestry.
- 18 mha of rainfed area to be brought under subsistence agroforestry.

## Strengthen JFM

- Suitable forest patches should be entrusted to well-defined user groups with transparent MOUs delineating roles and responsibilities of JFM committees and forest department.
- Detailed projects should be prepared for assistance under Rural Infrastructure Development Fund (RIDF) of NABARD.
- 'Food for Work' scheme should be launched through the JFM programme.
- Forest Development Agencies should be set up as federation of JFM committees for timely flow of funds, decentralised and integrated rural development.
- Forest Protection Committees should tie up with industries or other agencies for sale of JFM produce.

## Promote Agroforestry

- Commercial agroforestry should be practised in areas where irrigation is available. Suitable species include *Acacia nilotica*, bamboo species, *Casurina equisetifolia*, eucalyptus species, *Populus deltoides* and *Prosopis cineraria* for different agro-climatic and edaphic conditions.
- High-tech modern nurseries should be established on the basis of catchment areas.
- Agroforestry product research, new product development, new designs and quality standards should be developed.
- Agroforestry should be practised in rainfed areas by adoption of various agroforestry models that would provide additional income as well as complement agriculture.

- ICFRE institutes should make available elite clones of multipurpose species for NGOs and big farmers for multiplication.

- NGOs should establish high-tech nurseries for multiplication and distribution of seedlings, agro-techniques, etc, to the farmers.

### Agency for Greening India Programme

A Green India Authority will be set up for coordinating the following activities:

- Hill Area Development Programme
- Integrated Watershed Development
- Border Area Development Programme
- Rehabilitation of shifting cultivation areas
- Desert Development Programme
- Drought Prone Area Programme
- Island Development Programme
- Social Forestry outside forest areas
- Agroforestry Programme
- Joint Forest Management
- Other Plantations/Afforestation programmes

Green India Authority will carry out the following activities:

- Formulation of projects for availing grants/loans from donor agencies.
- Pooling of funds from various plan schemes.
- Quality implementation of programmes through respective agencies.
- Marketing and trade development, import substitution and export promotion of forest products.
- Ensuring sustainability, food through the 'food for work' scheme and employment generation in backward area.

A 'Green India Fund' will be created for successful implementation of the programme.

### Medicinal Plants

- To meet the growing demand of plant-based medicines in the national and international market, it is obligatory to grow medicinal plants in degraded forests areas. It is proposed to establish 200 *Vanaspati Van* over 1 mha of degraded forests. A large number of medicinal plants are known to occur in dry deciduous forests as compared to the evergreen or the temperate forests. Hence, more *Vanaspati Vans* should be located in dry deciduous forests.

- For conservation of biodiversity, it is proposed to establish Medicinal Plants Conservation Areas (MPCA) at 200 sites inside national parks and sanctuaries. Detailed botanical study of each site should be completed aiming at documentation of all plant taxa occurring in MPCA.

- Forest areas rich in medicinal plants should be identified for creating a Medicinal Plants Development Area (MPDA). It is proposed to identify 1 mha of such areas in continuous patches of about 5,000 ha each. A management plan for each MPDA should be prepared for harvesting and developing medicinal plants on a scientific and sustainable basis.

### Development of Bamboo Resources

- Bamboo resources should be appropriately developed inside as well as outside forest areas with the following objectives:

- Soil and Water conservation.
- Sequestration of Carbon.
- Harvesting of bamboos for consumption of shoot as food.
- Utilisation of culms for more than 1,000 uses.
- New generation bamboo products to substitute wood.
- Utilisation of bamboo for reducing import of pulp and timber.
- Boosting export of bamboo composite and laminate.

Bamboo bearing areas likely to gregariously flower in the Tenth Plan should be harvested by formulating emergency Working Plans.

### Other programmes include:

- Rehabilitation of shifting cultivation.
- Development of 5,000 forest villages.
- Shelter belt plantations in coastal and desert areas.
- Urban forestry development.
- Strengthening of ICFRE and other institutions.

### Wildlife Sector

- Development of Protected Areas (PAs)
  - Systematic and effective management and implementation of PAs from the economic, ecological and social points of view.

- Protection network, infrastructure development, capacity building of personnel, etc, should be effectively tackled in the management plan.

- All activities should be undertaken through community involvement.

- National Wildlife policy should also take into consideration the increasing problems of crop raiding by wild animals, increasing human-wildlife conflict, increasing trend of poaching of wild animals, grazing and encroachments in protected areas.

- Project Tiger and Project Elephant

- The main thrust of Project Elephant should be on protecting existing elephant habitats from further degradation and fragmentation, identifying and protecting corridors, mitigation of human-animal conflict, efficient management of domesticated elephants, and arranging for training and skill development of manpower in their management.

- Protection of Wildlife Outside Protected Areas

- The corridors and zones of fringe wildlife population need to be developed.

- The development strategy of these fringe zones should integrate the economic development issues with those of wildlife development.

- Wildlife education and research should be promoted.



**Forest areas rich in medicinal plants should be identified for creating a Medicinal Plants Development Area (MPDA). It is proposed to identify 1 million ha of such areas in continuous patches of about 5,000 ha each.**

### Center For International Forestry Research (CIFOR)

[www.cifor.cgiar.org/polex](http://www.cifor.cgiar.org/polex)

The Forest Policy Experts (POLEX) electronic listserv was established as a free service of the Center for International Forestry Research (CIFOR) in July 1997. It contains important news pieces on forestry the world over.

### The Institute of Forest Genetics

[www.psw.fs.fed.us/ifg](http://www.psw.fs.fed.us/ifg)

An American-based organisation and part of the USDA. Dendrome is a collection of forest tree genome databases and resources provided for the international forests genetics community. The site provides a range of information and links to related sites.

### Forests Monitor

[www.forestsmonitor.org](http://www.forestsmonitor.org)

Forests Monitor aims to contribute to the debate about sustainable forest management by collating and disseminating information on companies operating in the forestry sector around the world. This web site contains publications, maps and some of the information they hold on forestry companies.

### European Forest Institute

[www.efi.fi](http://www.efi.fi)

EFI conducts forest research, compiles forest information and organises meetings on a European scale. This site provides information on research, events, publications and information services on forestry in Europe.

### International Union of Forest Research Organisations - IUFRO

[www.iufro.boku.ac.at](http://www.iufro.boku.ac.at)

IUFRO is a nonprofit, non-governmental international network of forest scientists. Its objectives are to promote international cooperation in forestry and forest products research. The site has details of their internal activities and events as well as details on the world forestry congress, global forest information service, etc.

### Oxford Forestry Institute

[www.plants.ox.ac.uk/ofl](http://www.plants.ox.ac.uk/ofl)

The Oxford Forestry Institute (OFI) is the base for Oxford University's activities in forestry education. The site contains information about training, research, and advisory services in Oxford.

## Lookout!

LIST OF UPCOMING EVENTS, WORKSHOPS, ANNOUNCEMENTS, CONFERENCES AND TRAINING COURSES

### CONFERENCES/WORKSHOPS

Global Perspectives on Indigenous People's Forestry Conference  
VANCOUVER  
June 4-6, 2002  
For more details, visit  
[www.forestry.ubc.ca/globalperspectives](http://www.forestry.ubc.ca/globalperspectives)

### XII World Forestry Congress:

#### First call for papers

Quebec City, Canada  
September 21-28, 2003

Those interested in submitting a paper or poster will find guidelines on the WFC web site at [www.wfc2003.org](http://www.wfc2003.org)  
Follow the links to "Programs" and "First Call for Papers"

### Bringing Back the Forests: Policies and Practices for Degraded Lands and Forests

Kuala Lumpur, Malaysia,  
October 7-10, 2002  
Organised by: APAFRI, FAO/FORSPA, FRIM and IUFRO  
Contact: Alias Abdul Jalil, APAFRI Secretariat  
E-mail: [foreconf@apafri.upm.edu.my](mailto:foreconf@apafri.upm.edu.my)  
For further details, and to register, visit  
[www.apafri.upm.edu.my/reconf/index.html](http://www.apafri.upm.edu.my/reconf/index.html)

### Training/Courses

#### Current Methods in Tropical Forestry

June 24- August 31, 2002  
Tropical Forest Research Group institutes within the UK

For more details, write to:  
Alan Pottinger (TFRG Coordinator)  
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Hambridge Road, Newbury RG14 5SJ, UK  
Tel: 00 44 (0)1635 550380  
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## FEEDBACK

We welcome you to send us relevant articles/news/events/announcements that you would like to disseminate widely. We are also in the process of starting a working paper series on community forestry; we invite you to send us interesting and innovative papers for consideration for publication under this series. Should you like to unsubscribe, kindly send an empty reply mail with "unsubscribe INFORM" as the subject of the email. You will automatically be removed from our mailing list.

For any further inquiries/suggestions, please contact:

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