

Inform

Information Bulletin on Participatory Forest Management
Supported by the Ford Foundation

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Viewpoint

We are pleased to bring the sixth issue of *Inform* to you. The last few months have seen important developments in the forestry sector, both at the national and international level.

At the national level, the most important development was the issuance of fresh guidelines for the National Afforestation Programme. A budgetary allocation of Rs 1,025 crore for this scheme has been made in the Tenth Five-year Plan. This scheme, which is to be implemented through Forest Development agencies and Joint Forest Management Committees, will primarily target degraded forest lands. Simultaneously, another scheme called "Greening India" is being planned for non-forest lands. We present salient features of these important schemes in our 'In Focus' section.

The "Greening India" scheme aims at creating an enabling environment for tree planting in the country and to make available quality planting material to the farmers. This issue's 'Special Article' focuses on this aspect and analyses the experience of farm forestry in two districts. The book *The New Foresters* reviewed in our 'Book Review' section takes a comprehensive look at the current and potential roles of all non-state players, including farmers, in the Indian forestry sector.

As the date for the World Summit on Sustainable Development (WSSD), Johannesburg, draws closer, hopes and aspirations from the summit also rise. It is hoped that this summit will move beyond lip service and show concrete results in improving the quality of life of all human beings, while protecting the environment. The UN Secretary General has identified five areas that need immediate attention, viz water, energy, health, agriculture and biodiversity or WE HAB. As he puts it, "we inhabit the earth, and we must rehabilitate our one and only planet". We had carried a detailed report on the preparations for the WSSD in our last issue. In the 'In Site' section of this issue, we provide a list of useful websites through which one can track all the action at Johannesburg.

This year, the Ford Foundation is celebrating 50 years of presence in India. During this period, the Foundation has made immense contribution towards India's development effort. It has also played a key role in facilitating the participatory forestry movement in India. In this issue's 'Profile' section, we document the Ford Foundation's close involvement with the development of participatory forestry in this country.

This time we have introduced a new section on 'Opportunities'.

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

Sushil Saigal
Coordinator - RUPFOR

Mamta Borgoyary
Editor - Inform

New JFM order issued in Karnataka

On June 19, 2002, the Government of Karnataka issued a comprehensive and revised Order to strengthen JFM in the state.

For detailed Order, see www.rupfor.org/jfminindia/statesenario/karnataka

Madhya Pradesh to lease non-forest wastelands

In a major policy decision to propel non-government investment in the state, the Madhya Pradesh government has decided to give non-forest barren land on a 33-year lease to private sector companies, registered societies and organisations. The land can only be used for forestry, horticulture, sericulture and other plantation related activities. A state cabinet committee, after the approval of the *gram sabha*, would allot the land, which should not be less than 25 ha, is at least 25 km from municipal limits, and a minimum 10 km from the limits of the *Nagar panchayat* and municipalities. The beneficiary organisations will implement forest management practices as laid in the relevant acts. The land is non-transferable, and the proceedings from the lease rent would be deposited in the account of the *gram sabha*.

For details, see 'The Free Press', *Indore*, June 23, 2002

Operational Guidelines for the National Afforestation Programme released

MoEF has recently released the Operational Guidelines (for the Tenth Plan) for the National Afforestation Programme.

Read the summarised version in the 'In Focus' section in this issue of *Inform*.

Read full text at www.rupfor.org

Forest Development Agencies constituted in 21 states

Aiming to increase the forest cover in the states, 165 Forest Development Agencies have been constituted in 21 states across the country.

For details, see the *Times of India*, July 5, 2002

1,000 hectares of forests left in Idukki district, Kerala

The Kerala cabinet recently admitted to large-scale encroachment of forests in the Mathikettan Hills of Idukki district and decided on a series of punitive actions against officials suspected to have colluded with the encroachers. Chief Minister A.K. Antony told reporters that "the entire ecologically important forest spread over 3,000 ha had been converted into plantations by influential encroachers. Only 1,000 ha of forests remain now," he said.

For details, see the *Times of India*, July 5, 2002

Exclusive export promotion zones for herbal products

The National Medicinal Plants Board under the Union Health Ministry, has decided to set up export promotion zones exclusively for medicinal plants and herbal products in Tamil Nadu, Andhra Pradesh, Gujarat, Haryana and Rajasthan, which have a well-developed base for cultivation and processing of medicinal herbs.

For details, see *The Hindu*, June 13

Kani tribals prove successful forest watchers

The Kani tribals, who were employed by the Forest Department as forest watchers in the forests of Tirunelveli and Kanyakumari districts, including the Kalakad Mundanthurai Tiger Reserve (KMTR), are doing a very good job of forest protection. Some of these forest watchers were appointed way back in 1992 and 1994. Currently there are 34 of them employed in KMTR.

These tribals are earning approximately Rs 4,000 per month and have been able to educate their children as well. The job of the forest watcher is to assist the forest guard – a team of one guard and one watcher is given a beat of a minimum 5,000 hectares for patrolling.

For details, write to *Kalpavriksh*, Email: kvriksh@vsnl.com

Ramsar award for Chilka

The Chilka Development Authority (CDA) has been selected for the Ramsar Wetland Conservation Award for 2002 for its "outstanding

achievements in restoration and wise use of wetlands as well as the impressive way in which local communities have been included in the these activities."

For details, see *The Hindu*, June 23, 2002

Wildlife atlas underlines vital role of ecosystems in reducing poverty

The first *World Atlas of Biodiversity: Earth's Living Resources for the 21st Century*, published by the United Nations Environment Programme World Conservation Monitoring Centre (UNEP-WCMC), estimated that at current extinction rates of plants and animals, the Earth is losing one major drug every two years. It estimated that less than 1 per cent of the world's 250,000 tropical plants has been screened for potential pharmaceutical applications.

The atlas also highlights human-kind's impact on the natural world. During the past 150 years, humans have directly impacted and altered nearly 47 per cent of the global land area. The atlas reveals that losses of biodiversity are likely to be particularly severe in Southeast Asia, the Congo basin and parts of the Amazon. As much as 48 per cent of these areas will be converted to agricultural land, plantations and urban areas, compared with 22 per cent today.

For details, contact: *Nick Nuttall*, UNEP Head of Media, *Nairobi*
Email: nick.nuttall@unep.org

Uncertain future of Oxford Forestry Institute

The future financing of the Oxford Forestry Institute (OFI) is uncertain. The cause is essentially a requirement of a major reduction in the budget of the Plant Sciences Department of Oxford University, to which OFI has been attached. This is not good news from the standpoint of tropical forestry. The institute has trained, with fellowships, some of the leading foresters throughout the Commonwealth. Its faculty has been a productive niche for British foresters, returning from long experience throughout the tropics. Its sponsored research has produced publications that are classics of forestry profession.

For details, see *ISTF News*, Vol 23, No 2, June 2002

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During the past 150 years, humans have directly impacted and altered nearly 47 per cent of the global land area.

Summary of the Operational Guidelines for the National Afforestation Programme and Greening India Schemes (Draft)

The Ministry of Environment and Forests (MoEF) has recently announced a very ambitious, centrally-sponsored scheme – the National Afforestation Programme. The ‘Greening India’ scheme (draft) has also been released. We provide below a summary of these guidelines.

GREENING INDIA: SUMMARY OF DRAFT OPERATIONAL GUIDELINES

The ‘Greening India’ scheme envisages to bring 33% of the country’s land area under forest/tree cover, as set in the National Forest Policy (NFP) 1988. The aim is to institutionalise mass production of good quality planting materials (QPM) that meet the country’s economic and environmental requirements. Under the scheme, each state Forest Department (SFD) would set up at least one hi-tech nursery, that would use advanced technology to produce genetically improved planting stock for satellite nurseries that employ local innovative techniques. These satellite nurseries would be set up in each district near the planting sites.

The scheme will run in phases – the first phase would run concurrently with the Tenth Five-year Plan. Besides focusing on producing QPM, financial incentives will be offered under the scheme to utilise a small part of the nursery production for demonstration plantations.

OBJECTIVE OF THE SCHEME

Besides fulfilling the prime objectives of creating an enabling environment for tree planting and making available QPM, the ‘Greening India’ scheme aims to:

- Create awareness among people about tree planting and QPM

- Develop and facilitate linkages between production systems and user groups
- Increase tree cover in the country by concentrating on non-forest lands

IMPLEMENTING AGENCIES

The SFD will be the nodal agency to ensure availability of QPM, either by producing them or through collaborative arrangements with forestry/agricultural research organisations/forest development agencies/private companies/farmers/ and tree growers cooperatives. Individuals interested in setting up nurseries will be encouraged.

The SFD will be responsible for awareness generation and need assessment, which it will achieve through reputed NGOs/VAS. Farmers, individuals, educational institutions, residential societies, local bodies, government departments, PSUs, and other organisations will undertake the planting.

PROJECT AREA

Degraded government and private land, community land, roadsides, canal banks and land belonging to the Railways can be used for planting these trees.

PROJECT DURATION

Planting would continue up to the fifth year of the project, with the following five years devoted to maintenance. If the scheme is discontinued in the Eleventh Five-year Plan, the implementing agencies will have to meet the maintenance costs beyond the Tenth Plan. During the first 10 years, the focus of the scheme will be on raising awareness, acquainting people with nursery/planting

techniques, cost/benefit analysis of raising different species of plants/trees, and identifying catchments and species to be planted.

A broad outline of activities to be undertaken year-wise during the 10th Plan is given below:

First Year

- Literature in local language on practices of economically and socially important plant/tree species, with cost/benefit analysis, will be distributed free to target groups
- Electronic media will be used to disseminate economic, environmental and social importance of trees/plants
- Each SFD will do an estimation survey to ascertain availability of non-forest land, and the variety and quantity of tree species required to identify the number and location of the central/satellite nurseries
- SFDs will acquaint themselves with material inputs, and other civil and mechanical construction details connected with the actual setting up of hi-tech and satellite nurseries

Second Year

- Central hi-tech nurseries will be set up, one in each state with production capacity of at least 1 lakh plants per annum

Third Year

- More demand-based hi-tech/satellite nurseries will be set up in the states. Financial assistance for demonstration plantations will continue

Fourth Year

- Financial assistance for demonstration plantations will continue



The aim is to institutionalise mass production of good quality planting materials (QPM) that meet the country’s economic and environmental requirements.

- Evaluation of the scheme implementation will be undertaken
- Independent evaluators will be engaged for detailed field level studies in at least seven representative states
- Next phase of the 'Greening India' scheme will be formulated

FUNDING PATTERN

The scheme will be implemented as a Central sector scheme with 100% central funding.

MONITORING AND EVALUATION

SFD will arrange for periodic monitoring and evaluation of nurseries and plantations raised under the scheme. In addition, monitoring and evaluation of the projects will also be done by the National Afforestation and Eco-development Board (NAEB) through independent agencies.

NATIONAL AFFORESTATION PROGRAMME: SUMMARY OF THE OPERATIONAL GUIDELINES

The National Afforestation Programme (NAP) has been formed by merging four centrally-sponsored afforestation schemes of MoEF – Integrated Afforestation and Eco-Development Projects Scheme (IAEPS); Area Oriented Fuel Wood and Fodder Projects Scheme (AOFFPS); Conservation and Development of Non-Timber Forest Produce, including Medicinal Plants Scheme (NTFP); and the Association of Scheduled Tribes and Rural Poor in Regeneration of Degraded Forests (ASTRP).

The umbrella scheme was created to:

- Reduce the multiplicity of schemes with similar objectives
- Ensure uniformity in funding pattern and implementation mechanism
- Avoid delays in availability of funds to the field level, and
- Institutionalise peoples' participation in project formulation and implementation

The scheme will be operated by NAEB under MoEF as a 100 per cent Central sector scheme.

OBJECTIVES OF THE SCHEME

Short-term objectives

- Regeneration and eco-development of degraded forests and adjoining areas on a watershed basis
- Augmentation of the availability of fuelwood, fodder and grass from the regenerated areas
- Securing people's participation in planning and regeneration efforts to ensure sustainability and equitable distribution of forest products from regenerated lands, and to promote the partnership concept in the management and administration of forests and common property resources
- Promotion of agroforestry and development of Common Property Resources
- Promotion of fuel saving devices to encourage efficient use of fuelwood and to reduce the drudgery of rural women involved in collection of wood; to improve the environment
- Conservation and improvement of NTFP such as bamboo, cane and medicinal plants.
- Encouraging production of NTFP such as wax, honey, fruit and nuts from regenerated areas
- Raising coastal shelterbelts to mitigate the adverse impacts of cyclonic winds
- Development of water resources through plantation and water harvesting programme
- Development and extension of improved technologies such as clonal propagation and use of root trainers for raising seedlings, mycorrhizal inoculation, etc
- Rehabilitation of special problem lands like saline/alkaline soils, ravines, desert areas, coastal areas, mined areas, the Himalayas, the Aravallis and the Western Ghats
- Employment generation for the

disadvantaged sections of society, particularly women, scheduled castes/scheduled tribes and landless rural labourers, inhabiting the forests and adjoining areas

Long-term objectives

- Protection and conservation of natural resources through active involvement of the people
- Checking land degradation, deforestation and loss of biodiversity
- Ecological restoration and environmental conservation and eco-development
- Involving village level people's organisations, which can manage the natural resources in and around villages in a sustainable manner
- Fulfilment of the broader objectives of productivity, equity, and sustainability for the general good of the people
- Improvement in the quality of life and self-sustenance of people living in and around forest areas
- Capability endowment and skill enhancement for improving employability of the rural people

Implementing Agencies: The scheme would be implemented by the following state agencies:

■ **New projects during the Tenth Plan:** The two-tier set up, the Forest Development Agencies (FDAs) and Joint Forest Management Committees (JMCs).

■ **Maintenance of the Ninth Plan projects during the Tenth Plan:** SFDs or FDAs, as the case may be.

ROLE AND FUNCTIONS OF THE FDAs

An FDA will be constituted at the territorial/wildlife forest division level, and shall have the composition as given in table 1. The FDA will be a registered society under the Societies Registration Act.

The General Body will meet at least once in a year while the Executive Body will meet at least once in three months.

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The national afforestation umbrella scheme was created to reduce multiplicity of schemes, ensure uniformity in funding and implementation, avoid any delays, and institutionalise peoples' participation.

FUNCTIONS OF FDAs

- Approve plans for all afforestation-related activities in forest fringe villages, including the microplans
- Provide support and assistance to JFMCs for micro-planning
- Organise training and awareness programmes
- Implement water harvesting and soil conservation measures with appropriate approvals
- Prioritisation for scheme – and-activity-wise financial outlays
- Decide entry point activities
- Formulate guidelines for utilisation and sharing of usufruct
- Evolve rules for using funds created

- Improve technological improvements
- Develop guidelines for employment generation opportunities
- Establish and maintain decentralised nurseries
- Coordinate and monitor the activities of their constituent JFMCs
- Conceptualise innovative schemes, viz establishment of botanical gardens, sacred groves, etc
- Deal with contingencies such as drought, flood and forest fires
- Coordinate with DRDAs and other relevant government departments to dovetail their schemes and programmes with afforestation schemes so that watersheds can be developed in a holistic manner

TABLE 1

Proposed structure and composition of FDAs

General Body	Executive Body
<p>Chairperson – Conservator of Forests</p> <p>Members Presidents of JFMC General Bodies, not more than 50 at any time, to be nominated by the Chairperson on rotational basis for a period of one year of which 20 would be women representatives. If adequate number of women chairpersons are not available, the women chairperson representatives will be drawn from the members of the General Bodies of JFMCs.</p> <p>One non-official representative to be nominated by the apex institutional framework of Panchayats</p> <p>Range Forest Officers, Assistant Conservator of Forests and State Division Forest Officers</p>	<p>Chairperson – Conservator of Forests</p> <p>Member Secretary-cum-Chief Executive Officer –Divisional Forest Officer</p> <p>Members Ex-official Members (without voting rights)</p> <p>District Development Officer, District-level Officers of Agriculture, Rural Development, Animal Husbandry, Soil Conservation, Tribal Welfare, Industries, Public Health & Engineering, and Education Departments</p> <p>ADM/AC to be nominated by DC/DM</p> <p>One non-official representative to be nominated by the apex institutional framework of Panchayats</p> <p>Fifteen nominees from the JFMCs, to include a minimum of seven women</p>

ROLE AND COMPOSITION OF A JFMC

At the grass-root level, JFMCs will be the implementing agencies. In the proposed structure, one JFMC will cater to one village. The composition of a JFMC is given in table 2. JFMCs will be registered with the respective Territorial/ Wildlife Conservator of Forests.

Functions of JFMCs: To assist in:

- Preparing microplans
- Choice of species to be planted
- Suggesting physical and financial targets
- Proposing entry point activities
- Awareness programmes and usufruct sharing mechanisms
- Fund creation activities

FDAs will sign a Memorandum of Understanding (MoU) with JFMCs indicating the mutual obligations, rights and rules. The MoU should, *inter alia*, include the right of FDAs to stop and withdraw funding from a JFMC if the performance of the JFMC is found to be unsatisfactory along with the procedure to be adopted in such cases.

Note 1: FDAs for the Wildlife Divisions shall be confined to the territorial jurisdiction of protected area network under their control.

Note 2: Executive Body of the FDA will co-opt the experts (without voting rights) in such disciplines as are not represented to advise on the preparation of microplans and for implementing specific components of the projects.

Note 3: In case the situations so warrant, the respective state governments may also include participation of other Divisional Forest Officers – in-charge of Social Forestry/ Minor Forest Produce IWD/Soil Conservation, etc, Divisions in the Executive Body of the FDA as ordinary members.



The MoU should, *inter alia*, include the right of FDAs to stop and withdraw funding from a JFMC if its performance is found to be unsatisfactory along with the procedure to be adopted in such cases.

TABLE 2

Proposed structure and composition of JFMC/EDC

General Body	Executive Body
<p>Chairperson – President elected by majority/consensus for one year</p> <p>Members All adult members of the village subject to their willingness Member secretaries of the Executive Body shall be ex-officio member of the General Body</p>	<p>Chairperson – President of the General Body</p> <p>Member Secretary: Respective Forester/Block Officer</p> <p>Treasurer: to be appointed from the members of the respective JFMC by the Member Secretary in consultation with the President</p> <p>Members One member representing the Panchayat of the area to be nominated by the Member Secretary Six members drawn from the General Body who would be nominated by the Member Secretary in consultation with the President, of whom three shall be women.</p>

existing and operational working plans of these areas. During the preparation of microplans, the community would identify the entry point activities to be taken up during the project period.

PROJECT FUNDING

The scheme would be implemented as a Centrally-sponsored scheme/ Central sector scheme for the FDAs to which projects will be sanctioned directed by the NAEB, with 100% central funding (except maintenance of AOFP scheme projects sanctioned during the Ninth Plan).

PROJECT DURATION AND MAINTENANCE OF PLANTATIONS

Projects under the scheme can be up to five years’ duration. Planning will be permitted up to the fourth year of the project. Five years of maintenance will be permitted for all plantations as per the proposal. The funds for maintenance will be released when due. Advance work will be sanctioned up to the fourth year of the Tenth Plan. The sanction of the project beyond the Tenth Five-Year Plan will be subject to the scheme continuing during the Eleventh Five-Year Plan. In case the scheme is not continued during the Eleventh Plan, the state governments will have to meet the maintenance cost of such plantations beyond the Tenth Five-year Plan at their own cost.

MONITORING AND EVALUATION

The NAEB, apart from the monitoring and evaluation done by the state government, would also get evaluation of the projects done by independent agencies/consultants. The first evaluation will be done within 12-24 months of sanction of the project. The final evaluation will be conducted in the fourth year of the project. In addition, the national and state level steering committees would be constituted to monitor the implementation of projects under the scheme.



National and state level steering committees would be constituted to monitor the implementation of projects under the National Afforestation umbrella scheme.

PROJECT AREA

The watershed/catchment area approach will continue to be followed wherever possible. However, clusters of compact blocks can also be taken up for treatment if the local situation so demands. Minimum area of compact block in the scheme is not prescribed, though projects will, as far as possible, aim for compactness, and blocks of less than 20 ha will not normally be taken for treatment. However, in exceptional circumstances, blocks with smaller size may be considered.

Project areas should be selected in such a way that a major part of the project comprises degraded forests, pasture and community lands. In addition, lands such as roadside, canal side and railway lines may also be included in the projects as longitudinal/strip plantations of two rows or more.

PROJECT PLANNING PROCESS

The project planning process will commence with the development of a broad conceptual framework

indicating the extent of area to be covered, range of activities envisaged and the financial outlay for the proposed project. The proposals formulated by the FDAs shall be forwarded to the NAEB, MoEF through the respective Principal Chief Conservator of Forests. Proposals from those states shall be considered which have communicated the acceptance of the implementation of the scheme as per the guidelines formulated by the NAEB. “The states which have already communicated their acceptance for implementation, Samanvit Gram Vanikaran Samridhi Yojna (SGVSY), adopting FDA approach in the pilot phase during the Ninth Plan period need not convey the same afresh.

After the project is approved by NAEB, funds earmarked for micro planning would be released to enable the FDAs to undertake the micro-planning exercise and develop the work programme under the project.

For forest areas, included in the project, FDAs would ensure that the microplans are not in conflict with the

The New Foresters: The Role of Private Enterprise in the Indian Forestry Sector

By Sushil Saigal, Hema Arora, S. S. Rizvi

International Institute for Environment and Development (IIED)
London 2002: An Earthprint Publication, ISSN 1560-9308
ISBN 1 899825 89 4, 192 pages, Price: US\$ 22.50

Reviewed by Sandeep Sengupta



This book analyses the current and potential role of private players such as local communities, farmers and forest-based industries in forest management in India. The administration of this important sector has been dominated by the government, which controls around 97 per cent of the total forest land of the country. However, owing to relentless pressure on Indian forests from various user groups, it is extremely difficult, if not impossible, for the government to sustainably manage India's limited forests on its own. A huge gap exists between demand and sustainable supply of forest products and very little investment has been made in this sector till date. The importance of encouraging the participation of forest users in the form of private sector involvement is therefore being widely recognised today. This book is hence both an important and timely contribution.

The New Foresters... is the outcome of one year's research under a country study commissioned as part of IIED's international project *Instruments for Sustainable Private Sector Forestry*. The authors begin by introducing the key players in the Indian forestry sector and provide a general overview of the challenges facing this sector in the wake of India's liberalisation programme and the 1988 National Forest Policy. They analyse the various national and state level policies that affect private sector involvement and show how policies such as Joint Forest Management (JFM) have brought about greater participation of local

communities. They also point out that despite National Forest Policy directives to encourage greater private sector participation on non-forest lands, multiple regulations, unfavourable land tenure and restrictive industrial and trade policies have actually discouraged this process. Using a number of case studies, the authors discuss how forest-based industries have coped by experimenting with initiatives such as company-farmer partnerships to meet their raw material requirements. A comprehensive look is also taken at the controversial issue of leasing degraded forest lands to industries for captive plantations. Another notable feature is the detailed analysis of the plantation companies offering collective investment schemes.

The assessment of farm forestry in India forms an important section of this book. The authors trace the development of farm forestry over the past decades and attribute its success to facilitative government policies, pro-market orientation of the farmers, and to the R&D efforts made by private sector companies in developing high yielding clones. The authors also examine the potential of commercial production from JFM forests. Though they acknowledge that increases in income in such cases constitute a significant incentive for local communities, they qualify that commercial production must not be at the cost of meeting subsistence needs, and that the benefits must be shared equitably among the marginalised groups. Emphasis is also placed on the need for establishing an effective marketing system.

The growing demand for traditional medicines and herbal cosmetics, both globally as well as in India, has resulted in rapid degradation, and even extinction, of medicinal plants all over the country. The private sector has been responsible for this to a large extent. The authors provide a detailed overview of the ayurvedic industry in India and make important recommendations, such as JFM-based *in-situ* cultivation of medicinal plants, third party certification, and development of appropriate criteria and indicators, to improve private sector performance. Further, the authors deal with the all-important issue of how to actually bring about policy change and present a case study of the *Lok Vaniki* scheme in Madhya Pradesh to explain this process. The role of judicial activism in this regard is also examined.

The New Foresters... thus provides a detailed account of the potential for private sector involvement in the Indian forestry sector. The authors make many useful recommendations that policy makers would do well to consider. Increasing productivity and providing correct market information, suitable economic incentives for local communities, farmers and forest based industries, are essential preconditions for private plantations and farm forestry to succeed.

The authors convincingly argue for making greater investments in research and development activities and securing better intellectual property rights for companies developing high-yielding clones in addition to other tax concessions as a way to kickstart the development of private sector forestry. However, the focus of this book is largely on goods, that is forest products, and not on forest services.

Yet, overall, this book is highly informative and well written and is a must read for anyone who is concerned with the well-being of India's forests.



The New Foresters... provides a detailed account of the potential for private sector involvement in the Indian forestry sector.

Re-emergence of Farm Forestry: Its Role in Sustainable Forestry in the Indian Context

Summarised from

Saigal, et al, (2002), The second green revolution: Analysis of farm forestry experience in western terai region of Uttar Pradesh and coastal Andhra Pradesh. Ecotech Services, New Delhi and IIED London.

Contributed by Mamta Borgoyary

INTRODUCTION

In recent years, farmers have emerged as important players in the forestry sector. According to estimates, half the current wood supply in India is made from non-forest sources. Although in many parts of the country farmers have traditionally been growing trees on farms to meet their subsistence needs, concerted official efforts to promote farm forestry on a large scale were started only about 20-25 years ago.

The earliest reference to large-scale tree plantation on non-forest lands (private farm lands, village common lands and government wastelands) can be traced to the report of the National Commission on Agriculture (NCA) released in 1976 (see box 1). During the 1970s and 1980s, the government promoted farm forestry and common land plantations in a big way. The NCA strongly recommended a large-scale tree plantation programme on non-forest lands, which later came to be known as the social forestry programme. The

NCA's main concern in promoting social forestry was to free government forests from the pressure of meeting subsistence needs of the community and instead make them available for raising high-yielding industrial plantations.

THE RISE AND FALL OF FARM FORESTRY DURING THE 1970s AND 1980s

After the NCA report was released, government support for plantations on non-forest lands increased substantially. Many states formulated special projects and obtained financial assistance from international aid agencies, which brought in large investments. Between 1981-82 and 1985-86, projects worth Rs 9.9 billion were initiated in 14 states (MoEF 1989, in Vira 1995).

The popularity of farm forestry in the 1980s can be gauged from the fact that nine billion trees were planted on private lands between 1980 and 1989. However, farm forestry was not uniformly accepted throughout the

country. Its popularity was confined to the regions characterised by commercial agriculture, largely in northwest India. It failed to take off in the subsistence-agriculture-oriented eastern states such as Orissa, Bihar, eastern Uttar Pradesh and Madhya Pradesh. Similarly, farmers in the semi-arid millet growing regions of Maharashtra, Andhra Pradesh, Tamil Nadu and Karnataka did not take to tree planting in a big way, except in the commercialised parts.

Most farmers planted commercial species to sell. Eucalyptus was the main species in the north-western region comprising Gujarat, Punjab, Haryana and western Uttar Pradesh (Pathak 1994). In the southern states, eucalyptus, casuarina and *babool* (*Acacia nilotica*) were the major species. The Forest Department (FD) launched propaganda through billboards and radio to convince farmers about the profitability of planting trees. The extension workers stressed this aspect to achieve their targets. Several incentives such as free or subsidised seedlings and soft loans were also provided to the farmers.

This success was, however, short-lived. Farmers began to abandon farm forestry by the mid-1980s since they did not get the expected returns. This led to a rapid decline in new plantations. For example, in Gujarat, eucalyptus seedling distribution fell from a peak of 134 million in 1984 to only 12 million in 1988. Similarly, in Haryana, the distribution of seedlings fell from a peak of 43 million in 1984 to a mere 4 million in 1988. A similar decline was also observed in Punjab.

REASONS FOR DECLINE IN FARM FORESTRY

■ Inappropriate silviculture practices adopted by farmers was one of the reasons for the decline. High density



The NCA's main concern in promoting social forestry was to free government forests from the pressure of meeting subsistence needs of the community and instead make them available for raising high-yielding industrial plantations.

Box 1: Extract from the NCA report

"Free supply of forest produce to the rural population and their rights and privileges have brought destruction to the forest and so it is necessary to reverse the process. The rural people have not contributed much towards the maintenance or regeneration of the forests. Having over-exploited the resources, they cannot in all fairness expect that somebody else will take the trouble of providing them with forest produce free of charge.... One of the principal objectives of social forestry is to make it possible to meet these needs in full from readily accessible areas and thereby *lighten the burden on production forestry* (emphasis added). Such needs should be met by farm forestry, extension forestry and by rehabilitating scrub forests and degraded forests" (GoI 1976).

plantation and low quality seeds distributed by the FD, coupled with farmers' lack of experience in raising tree plantations led to low yields and poor quality.

- Lack of adequate marketing problems further constrained the success of this programme. Severe demand and fluctuations in prices of eucalyptus led to huge losses. Subsidised supply of wood to industry by the forest department and cheap imports further worsened the case for the farmers.

- Cumbersome laws and procedures concerning tree felling, transport and sale also played an important role in reducing farmers' returns from, and enthusiasm for, farm forestry.

CURRENT SCENARIO

While farm forestry experienced a general decline in the country towards the end of the 1980s, in some regions it either did not decline or has subsequently experienced an upswing in its popularity with farmers. In recent years, wood-based industries have started playing an important role in promoting tree planting among farmers to secure their raw material supplies.

Some areas where farm forestry is currently popular include: Western Uttar Pradesh along with parts of Punjab and Haryana, coastal Andhra Pradesh, parts of Tamil Nadu, parts of Karnataka, Kerala, and north Bihar.

A study to understand reasons behind popularity of farm forestry in these regions (see reference) was carried out in two districts of western tarai region of Uttar Pradesh (now in Uttaranchal state) and coastal Andhra Pradesh. These regions were selected because not only was farm forestry popular but also because farmers were supplying wood in significant quantities to wood-based industries. The following factors were identified as the main reasons for the success of farm forestry in these regions:

- Facilitative government policies

- Familiarity with commercialised agriculture, and enterprising farmers
- Suitable climatic and edaphic factors
- Higher profitability and assured lump sum return
- Comparative higher risks associated with alternative crops
- Availability of suitable tree species appropriate for the climate
- R&D by private sector companies
- Demonstration effect/extension efforts by the private sector
- Ready availability of markets and market infrastructure

CONCLUSIONS AND RECOMMENDATIONS

Farm forestry is at a critical juncture in its development. Farmers of certain regions in the country have demonstrated that given the right



Clonal plantation on a farmer's field in Andhra Pradesh

policy environment and incentives they are willing and capable of raising tree crops on a large scale. However, available experience indicates that certain policy interventions are needed to sustain farm forestry in these regions and to promote it in others. The following are the broad recommendations for promoting farm forestry in India:

■ Creating an enabling policy environment

- There is a need for a countrywide review of all laws and procedures constraining farm forestry. At present,

there is wide variation in the initiatives taken by different states. There is a need for issuing a national policy or guidelines on these issues.

- Rules and procedures for felling, transport and sale of major farm forestry species should be liberalised, and the local panchayati raj institutions given powers to issue necessary passes.

- The existing state monopoly on trade of most commercially important NTFPs should be reviewed with a view to promoting greater private sector participation in NTFP production.

- At present, there is legal provision to declare private land planted with trees as 'forest'. The laws governing the transfer, management and use of even private forests are so stringent that the landowner virtually loses control over his land: this acts as a disincentive to tree farming. First of all, there is a need to bring about legislative change to ensure that the farmers raising fresh plantations are freed from this fear. Second, the laws governing the management of existing private forests need to be liberalised so that private forestry is encouraged.

- Introduction of positive incentives can go a long way in popularising tree farming. The Chandi Prasad Bhatt Committee, set up by the government (in November 1998) to formulate a 20-year action plan for the forestry sector, has recommended introduction of nationally tradable afforestation credits to encourage tree planting by private land owners. These credits will allow tax benefits to the farmers. The small land owners who do not have any tax liability could sell these credits to others. The government should initiate action to implement these recommendations.

■ Research and development

- There is a need to identify suitable species for other areas depending on the local climatic/edaphic conditions and cropping practices. So far, very little improvement work has been



Farmers of certain regions in the country have demonstrated that given the right policy environment and incentives they are willing and capable of raising tree crops on a large scale.

done on indigenous species.

- It is of utmost importance that continued research is undertaken to develop new clones because sooner or later all clones become susceptible to pathogens. Another way through which tree farming can be promoted is by developing new uses for farm forestry species.

- Government research institutions should complement the research work done by the private sector, by concentrating on areas where the private sector is unlikely to take much interest, such as in developing varieties which can bring poorer farmers into the ranks of farm foresters. Collaborative research projects between government institutions and companies should also be encouraged.

■ Review of subsidies

- Some of the resources devoted to providing and distributing subsidised seedlings should be reallocated for developing and producing better and higher yielding clones, which may be supplied in smaller numbers and at higher rates to farmers willing to invest in farm forestry. This should be backed by suitable extension efforts such as setting up of demonstration plots, farmer to farmer contact, etc. This effort may initially be started in selected high potential districts, where farmers are more likely to be willing to pay higher rates for better clonal plants.

■ Farm forestry markets

- As more farmers take to farm forestry, a system of market regulation along the lines of agricultural markets needs to be put in place. In the absence of such a regulatory mechanism, the volatility of markets may result in collapse.

- In addition to the regulation of wood markets, a suitable market information system along the lines of agricultural markets should be introduced to inform the farmers regarding major buyers, prevailing

prices at different places, trends and procedures, etc.

- While those cases in which industry is supplied raw material at concessional rates need to be reviewed, there is also a need to consider whether the government should continue to raise farm forestry species on forest lands that can be grown more easily and efficiently by farmers on their farm lands. Apart from affecting the farmers' market directly, this also acts as a hindrance to liberalisation of felling and transit rules pertaining to these species.

- The government may consider revoking the ban on export of certain wood-based products and imposing a higher duty on import of wood-based raw material to safeguard the interests of the domestic producers. Industry may be given some concessions in excise or sale tax. In this way, domestic production will be encouraged and industries will also have greater incentive for improving wood conversion ratios and overall efficiency and competitiveness. Contrary to the common perception that the scope for increasing duties is severely limited by obligations to the WTO, the bound rates for several items are much higher than those applied.

- The government also needs to reconsider some of the existing trade policies that stifle private initiative. For instance, in several states the government is the monopoly purchaser of major tree species. Such controls limit the marketing opportunities for growers and often lead to the development of parallel markets. State monopolies in the trade of forest produce need to be reviewed in the current context of industrial liberalisation in the country. In several states, concessions on wood produce are given to government departments. Similarly, items such as fuelwood are sold to the general public at subsidised rates. The practice of subsidised supply to government departments

must be stopped and instead of subsidising forest produce to the general public, it should be targeted at poor households through the public distribution system.

■ Region specific focus

- In a vast and varied country like India, one cannot have a single strategy for the entire country. Available experience shows that farmers in different regions have different reasons for adopting farm forestry. Commercially oriented tree production on farms is more likely to succeed in areas with commercialised agriculture where farmers are relatively more enterprising, can afford to take risks and are used to raising cash crops. In areas that are characterised by subsistence oriented agriculture, farmers are more likely to accept trees that can be integrated into their farming systems without affecting their food security. The future private sector and government policies and schemes should be developed keeping this in mind. Rather than spreading resources too thin by having a uniform strategy for the whole country, a commercial farm forestry strategy should be developed focussing on selected high potential districts. For the subsistence agriculture areas, a separate strategy primarily focussing on trees for home or local consumption should be developed.

RUPFOR

State monopolies in the trade of forest produce need to be reviewed in the current context of industrial liberalisation in the country.

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LIST OF WEBSITES ON WORLD SUMMIT ON SUSTAINABLE DEVELOPMENT (WSSD)

www.worldsummit.org.za
www.wssddmc.org.za
www.johannesburgsummit.org
www.earthsummit2002.org
www.recoftc.org/forgov/Prepcom_outcomes.html/Workshop

Fifty Years of Ford Foundation in India: Contribution to Participatory Forestry

Summarised by Sharmistha Bose

This year the Ford Foundation celebrates its 50th year in India. It established its first overseas office in New Delhi in 1952 in direct response to an invitation from Prime Minister Jawaharlal Nehru. Over the years the Foundation has contributed to India's development in a wide variety of fields ranging from public administration and human rights, to agriculture and natural resource management, and education, arts and culture.

The New Delhi office remains the largest operation of the Ford Foundation outside the US. During the first two decades, the Foundation in New Delhi operated both as a grant-making organisation and an operational agency, primarily focussing on agriculture and rural development. Since 1972, the Foundation has functioned mainly by giving grants to research institutions, non-government organisations, government agencies, and universities.

The substantive focus of the New Delhi office has evolved over the years in response to changing needs and priorities of the three countries, viz India, Nepal and Bhutan that it serves. Over the past four decades the Foundation has made major commitments in the areas of agriculture and rural development, reproductive health and population, planning and management, culture, rights and governance. Grants in these fields have been designed to strengthen individual and institutional capabilities, support innovative projects and disseminate information on successful approaches. The Foundation has provided nearly \$500



Left and bottom: *The Foundation has supported initiatives for local communities' involvement in forest management*



million in grants, fellowships and technical assistance consistent in India and the South Asian region. In the realm of natural resource management (NRM) over these years, the Ford Foundation has made a pivotal contribution to forest and wasteland management.

THE FORD FOUNDATION'S SUPPORT TO NRM IN INDIA

The Foundation's earliest efforts in forest resource management began in the 1960s with the support for training and capacity building in forest economics and planning. However, forest resources management was not an important focus for the Foundation until the mid-1970s when the Government of India (GoI) launched its social forestry programme.

The Foundation supported these social forestry and wasteland development efforts through grants that supported/promoted

- increased community access and control over common property resources
- increased participation of women in decision making and forestry development
- development of integrated approach for land and water management, and
- strengthening of forestry research and education

During the past 25 years, the Foundation contributed significantly to reframing the government's traditional forest management policy that alienated rural communities by concentrating solely on timber production, to a policy that considers the subsistence needs of forest-dependent communities. This the Foundation did by supporting the GoI's 1988 Forest Policy, through advocating and promoting the JFM programme, which is one of the most important contributions of the Foundation to the Indian forestry sector.

Since the 1990s, the Foundation support has focussed on:

- Transforming and building the state forest departments' capacity in implementing JFM
- Networking support for JFM
- Supporting studies on NTFP and asset creation through NTFP-based enterprises.

For further details, contact
 The Ford Foundation
 55, Lodi Estate
 New Delhi 110003
 Website: www.fordfound.org



The Ford Foundation has provided nearly \$500 million in grants, fellowships and technical assistance consistent in India and the South Asian region.

Lookout!

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

CONFERENCES/WORKSHOPS

Enhancing Natural Resource and Livelihoods Globally through Natural Resource Management

November 6-9, 2002, Antigonish, Nova Scotia, Canada
Centre for Community Based Management
St Francis Xavier University, Nova Scotia, Canada
Contact: Pmacintosh@stfx.ca

TRAINING/COURSES

VIth International Thematic PRA Training Workshop

September 22-October 3, 2002
Hyderabad, Andhra Pradesh, India

For more details,

Contact: Programme Coordinator
6th International Thematic PRA Training Workshop
Praxis - Institute for Participatory Practices
S-385, Greater Kailash II
New Delhi - 110048
Tel/Fax: 91-11-641-8885/6/7, 6233525
E-mail: workshop2002@praxisindia.org

An International Training Course on Case Study Writing

October 7-19, 2002
Bangkok, Thailand
Last date for application: Sept 1, 2002
Contact: contact@recoftc.org
Website: www.recoftc.org/courses.html

Training Course on Sustainable NTFP Management for Rural Development

November 2-28, 2002
Indian Institute of Forest Management, Bhopal, India
Contact: Dr Prodyut Bhattacharya
Email: prodyut@iifm.org
Website: www.iifm.org

Nature as Teachers – Farming in Natural Ways

October 1-14, 2002
The International College of Sustainable Living
Dehradun, India
Contact: Coordinator
Bija Vidyapeeth/Navdanya
A-60, Hauz Khas
New Delhi - 110016
Tel: 91-11-6561868, 6968077
Telefax: 91-11-6562093

Email: bijavidyapeeth@vsnl.net
Website: www.bijavidyapeeth.org
www.vshiva.net

OPPORTUNITIES

Indigenous Fellowship Programme for Year 2002

United Nations
Deadline for application: Sept 7, 2002
Contact: Indigenous Project Team
Office of the United Nations High Commissioner for Human Rights
UNOG-OHCHR
CH-1211 Geneva 10
Switzerland
Tel: + 41-22-917 9434 or 917 9272
Telefax: +41-22-917 9010

Core Faculty Positions in Water Resources Management, Energy & Other Aspects of Environment-Development Studies

For submitting applications and further information, **contact:** Dr Sharatchandra Lele, Coordinator, CISED, ISEC Campus, Nagarabhavi, Bangalore - 560072, Tel: 91-80-321-7013, Fax: 321-7008
E-mail: slele@isec.ac.in

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LIST OF RECENT BOOKS, ARTICLES, AND PAPERS IN PARTICIPATORY FORESTRY

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| Saigal, Sushil, Divya Kashyap (2002) | <i>Review of company-farmer partnerships for the supply of raw material to wood based industry.</i> Ecotech Services (India) Pvt Ltd, New Delhi |
| Dupar, M. and N. Bandenoch (2002) | <i>Environment, Livelihood and Local Institutions.</i> World Resources Institute, Washington DC. |
| Kusel, Jonathan, Elisa Adler (2002) | <i>Forest communities, community forests: a compilation of case studies on community forestry</i> |
| Ahal, R. (2002) | <i>The Politics of Cooperative Forest Management – The Kangra Experience, Himachal Pradesh.</i> CIFOR. |
| Shackleton, Shoena, et al (2002) | “Devolution and community based natural resource management: creating space for local people to participate and benefit”. <i>ODI Natural Resource Perspective</i> , No. 76. |

FEEDBACK

We welcome you to send us relevant articles/news/events/announcements that you would like to disseminate widely.

For any further inquiries/suggestions, please contact:

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