PSC 498

Adrian Martin - Draft Rationale & Methodology for Field Research October 18th '95

Changing Places: Village Relations and Joint Forest Planning and Management in the Western Ghats of Karnataka

Area of Study and Background.

This study explores the evolution of 'place' in terms of the changes in roles and relationships between individuals, institutions and forests within villages in the Western Ghats of Karnataka. The implementation of JFPM seeks to change the physical and attitudinal relationship between society and nature within a locale. It partly seeks to do this by changing the decision making and management structures in relation to physical resource management. In order to do this, it is contended that there is a certain amount of changing places (or changing of roles) that is required as a co-requisite: decision making roles have to be distributed, as do beneficiary roles. The relationship between villagers and the forest department has to change, as does the role of NGOs (Oxfam in particular) who are cast into a 'new' role of mediator/facilitator. A new institution, the Village Forest Council, provides the forum for the dialogue required to implement these changes.

Since the 1970s there has been a progressive discourse concerning the management of forests in India. A critique of Government policies has been forwarded through local protest and action, NGO campaigning, academic analysis and FD workers themselves. This evolving critique has served to question the legitimacy of state controlled 'scientific' forestry and pave the way for a new paradigm which interprets the failure of management systems to achieve sustainable development as resulting from a) an alienation of communities from forests caused by colonial and then GOI appropriation of forest resources, b) a culture of dependency which stifles the development of innovative and sustainable forms of local self-management and c) the prioritisation of commercial demands (especially for pulpwood) over local needs.

Following the equivocal success of the 'Social Forestry' programme of the late 70s and 80s, the Government has revised its forestry policy, directing all states to adopt Joint Forest Management in 1990. Karnataka responded to this directive in April 1993, issuing a detailed JFPM order to its Forestry Departments (FDs). In practice JFPM was first introduced to Karnataka in 1991 through the revised (fourth?) draft of the KSFD/ODA's Western Ghats Environmental Project although this project had to find a legal basis through the April 1993 Order. JFPM works from the theoretical assumption that empowerment through participation can (re)create sustainable forms of local self-management. In other words, it is assumed that if you give people a suitable stake in the use of local resources, they will be better motivated to manage those resources more efficiently.

The roots of the generic analysis about alienation can be found in Marx's Philosophical Manuscripts of 1844 in which he characterised the process of estrangement/alienation from nature and the means by which man (sic) can be reconciled with nature through changing relations of production. Essentially a neo-Marxist analysis would argue that a change to the relations of production is an essential *prerequisite* to a change in attitudes and beliefs (this model which holds that material 'base' determines characteristics of societal 'structure', i.e. structure determines agency, tends to be somewhat crude, ignoring the more sophisticated, reversed Hegelian dialectic employed by Marx).

In a sense, the outcome of modern analysis which draws on such theory (consciously or not) reverses the thesis of Garrett Hardin's 'Tragedy of the Commons', and promotes the idea that common responsibility provides the kind of stake necessary to motivate self-regulation. In practice of course, only a few would advocate full and immediate return of all control over forests to local people, an act that might be dangerous in areas where traditional forms of sustainable management have been deconstructed through loss of responsibility/control over CPRs. The use of portraits of pre-colonial socio-ecological harmony provides important historical analysis but cannot, by itself, provide a satisfactory model for current policy making. JFPM seeks a controlled revision of resource power structures, not fully subscribing to the interpretation that traditional forms of sustainable management will somehow be recreated through the simple act of returning power to the local arena. Nevertheless, it still amounts to an ambitious and potentially significant change in policy direction, one which embraces much that is central to contemporary wisdom on rural development. Whilst it does have its critics, most noticeably in the ODA's districts, most NGOs and community groups interested in rural livelihoods in forest areas believe JFPM to be a big step towards the kind of forest policy they have been advocating for over a decade. Whilst there are clearly some weaknesses in the details of policy/implementation, they feel that it is a policy that they can work with and, that if the villager/NGO/FD alliance works hard enough *with it, substantial benefits can be gained.*

The research requirements generated by such a policy are widespread. Whilst a variant of the policy has been operational in West Bengal for much longer and much relevant research has therefore occurred, Karnataka is culturally, historically and ecologically different and implementation follows different patterns and faces different obstacles and opportunities. Uttara Kannada and Dakshina Kannada are themselves extremely complex districts, containing a range of ecological zones with large variations in climate and vegetation (crudely categorised into coastal belt, western edge of ghats, ghats, eastern side of ghats/deccan plateau) and great cultural diversity, evidenced by the number of languages spoken.

Main issue of interest.

The impact of past and present community relations on implementation of JFPM
My interest and focus concerns, firstly, the structural endowments of villages which may favour adoption of participatory management. Establishing the local conditions which dis/favour self-management should be a research priority because an understanding of these conditions is necessary for the effective formulation of projects and policies which will reconcile immediate needs of local people with long-term socio-ecological needs. Past research (by e.g. Ramachandra Guha,1985; Vandana Shiva,1982; Robert Chambers,1983; Hausler,1993; SPWD,1992) has asked this question in relation to social forestry and other 'participatory' rural development projects. Such research has been successful in identifying factors that favour participation: low market penetration, physical inaccessibility, upland terrain, relative homogeneity of caste, small communities, high reliance on wasteland, the potential for all to gain and (one would suppose, up to a point) longevity of settlement. . Whilst these largely quantitative endowment factors provide a good platform of more or less accepted wisdom, my belief is that there is a need to conceptualise the dynamics of a

place in terms of more complex historical and spatial discourses which condition current processes of change. In short, I start from the straightforward observation that a policy and its institutions are placed onto an existing set of complex social/production relations which will, inevitably help to determine the way in which the policy is taken up. These 'existing conditions', go beyond the quantitative endowment factors listed.

The critique of a 'blank slate' approach is not lost on local commentators and researchers and is often expressed in terms of who is likely to dominate VFCs and *what will the impact be on the participation of e.g. women, dalits, tribals, the landless* etc.. It is a critical question which is expected to generate some interesting findings. A few thoughts serve as examples: a crude expectation would be that existing power structures will simply replicate themselves within the VFC, e.g. through the dominance of the forest officer/member secretary or through a management committee that approximates the mandal panchayat membership (give or take a few 'silent' members with reserved places). However, I really don't think that this state of affairs will occur, at least not in a simple way. There will be expected forms of domination but there are also reports of VFCs containing key players who have not previously been influential and, far more importantly, NGOs are happy to play a fairly forceful role in advocating active membership of VFCs and providing the education necessary to empower people to do this. The point is that with other institutions, such as the FD or even the panchayat raj, NGOs would not be doing this. It is perhaps the first time that NGOs can play an open part in promoting grassroots membership of a 'democratic' decision making institution. An additional example/hypothesis is the impact of villagers coming into greater contact with forest officials other than the guard - the simple fact of knowing their faces and names starts to change the relationship in a way that may facilitate greater formal and informal dialogue. Research may well indicate possible amplifications of significance of such 'small' changes, particularly when understood within the context of historical FD/villager relations. A picture is starting to emerge and networking, through e.g. the Society for Promotion of Wastelands Development, will eventually facilitate some important collatory studies.

Research Problem:
Reviews of social forestry and community forestry projects throughout Asia and the rest of the developing world highlight the same problems with alarming consistency. Firstly, the transfer of management is not satisfactorily resolved and, secondly, the distribution of benefits is not sufficiently equitable (there is strong reason for assuming that the latter is causally dependent on the former).
The reasons for these twin problems will not simply disappear with the arrival of JFPM and it will be interesting to see the extent to which the new FD/NGO/VFC alliance forms a sufficiently robust institutional basis for improving access to power and resources for the rural poor.

Aim:
The contribution I want to make to the analysis of this 'problem' is broadly defined above, *the ultimate ambition being to make some contribution to understanding the processes of change which enable rural populations to improve the quality and security of their livelihoods.* On the one hand, I aim to identify obstacles to JFPM's full success in order to actively contribute to the ongoing debate through constructive criticism. On the other hand, it is important to identify the successes of this project in

order to begin (even at this early stage) to monitor the validity of the underlying assumptions and their significance within rural development thinking. I think that a mapping out of the historical relationships both within villages and between villages and the FD, and highlighting the links between these relationships and contemporary policy implementation, will provide an interesting and potentially practical approach to realising these ambitions.

Objectives

In order to build the kind of analysis I am aiming for, it is necessary to gain detailed answers to the following questions (objectives):

1. **What sort of participation is necessary (helpful?) if rural populations are to find ways of securing sustainable livelihoods?** (*i.e. what form of participation helps to* achieve the ambition established in the 'Aim'?). For example, there is debate regarding the degree of power which VFCs should be able to exercise and the effect of this on achieving the project objectives. The feasibility of a possible 'second step' which builds on the institutions and experiences initiated through JFPM and seeks a further transference of responsibility can be considered, even at this early stage.

My current interpretation is that 'participation' in development projects is often considered in too narrow a sense, lacking the radical interpretation necessary to provide sufficient empowerment for people to 'seize' sustainable livelihoods (see below for a detailed discussion of this). However, I do uphold that this kind of critique requires careful substantiation in terms of the kind of realistic schedules in which it can be achieved and the problems which stand in the way. This refers back to my assertions regarding the danger of a simply handing over control, an action which, at this stage and in these locations, could soon have people calling out for the FD to come back and intervene!

2. **What are the main existing obstacles to this kind of participation?**

Some of the existing obstacles that are being cited are listed in Appendix 1. Some of these will be looked at in terms of assessing their validity/significance. However, this statement should be understood in terms of my previous deliberations over historical change and the complexity of interrelationships. If any of these 'obstacles' appear significant, I want to understand them within a certain context rather than simply highlighting them.

3. **How can 'outsiders' improve their attempts at introducing participation into development projects and policies?** The point of understanding the context within *which participatory projects such as JFPM have to operate and the obstacles to 'full* participation' that this engenders is to input to project design and operation. Given certain limitations in scope and sampling, I will be satisfied to define fulfilment of this objective in terms of well substantiated recommendations which nevertheless require further research

There is one further objective which is a by-product and not central to my purposes. This partly responds to those who believe that research into JFPM in Karnataka is premature. This opinion surprises me and suggests the need to write up some

conclusions relating to the question of: 'what is the purpose of early/mid-term reviews of participatory projects and what is it useful to look for?'

Data to be collected and Methods

What follows presumes cooperation from the ODA/FD. If this falls through, some minor readjustments may be required. It may, for example be necessary to select villages in U.K. which have higher NGO presence in order to more easily facilitate my access. Some weakness will occur through the inability to consult with FD staff in any detail although, one can also argue a strength in that I will be genuinely independent and not perceived as being attached to the FD or ODA. Many a textbook would suggest this leads to more honest responses although I have some doubts.

Sampling

Selection of Villages

Random sampling is inappropriate due to the small number (6) of villages being studied. This study does not attempt to survey villages in a way that leads to generalisations that are safely representative of the districts covered. The non-random or purposive selection, common to qualitative methods, is more appropriate, allowing the selection of villages with certain, desired characteristics.

There are a number of criteria which influence the choice of villages.

1. The number of villages selected, 6 in total, is justified in terms of a best compromise within the time available. On the one hand, a reasonable spread of villages is desirable; on the other hand, I want to speak in reasonable depth to at least 30 households per village in order to gain an adequate set of responses. A selection of six allows three ecological zones to be repeated in two districts whilst also allowing a range of other variables to be introduced.

2. Different ecological zones need to be covered - the coastal belt, the Ghats and the edge of the Ghats. Ideally, I would think in terms of four ecological zones, distinguishing the western edge of the ghats from the eastern edge bordering the Deccan plateau. This fourth zone may be added on a subsequent visit and would add the further dimensions of having villages with highly degraded forests and large numbers of resettled/recently settled households. A village near Haliyal would be selected in U.K.. The Indian Development Service is currently working in this area and will no doubt provide some interesting findings.

3. Differences in other physical endowments are required in order to go some way to disentangling physical from social causes of certain phenomena. Size of village is significant, with larger villages having a more difficult time achieving collaborative efforts. I also include one relatively remote village from each district. Accessibility is a factor but the use of a motorbike along with finding somewhere to stay in the remoter places will enable access to all but the very remote hamlets.

4. Different levels of NGO presence. Uttara Kannada was not well serviced by NGOs in the initial stages of JFPM implementation although this differed by area. It will be

relatively easy to contrast villages where NGOs have been active from those in which they have not.

5. Some in ODA scheme, others not. 3 villages will be in Uttara Kannada under the ODA project, whilst three will be selected from Dakshina Kannada. The main reason for this is a comparison between villages which are funded by the ODA and those which are not and the possible differences arising from the two motivations for implementation. The Dakshina Kannada villages have yet to be selected but will probably all be selected from within the Kundapura division. This division is not typical of D.K. district but is the most interesting owing to the reported enthusiasm for JFPM of K.N. Murthy, the ex-DCF. I hope that some interesting comparisons can be made.

The list of villages is not yet complete but the following have been tentatively selected in U.K. district. Further consultations with FD and NGO staff will precede final selection, particularly with regards D.K. district.

1. Kabbe, Sirsi Range, Sirsi Division, U.K.
Edge of Ghats, medium sized , easily accessible.
(Others under consideration in Sirsi area are: Audal, Bhasi & Mangaguni.)

2. Bare, Idgundi Range, Yellapur Division, U.K.
Ghats, Small, low NGO presence, relatively remote.

3. Manki, Manki Range, Honavar Division, U.K.
Coastal Zone, very large.
(Probably to be replaced with a smaller village.)

Interview Sample

I intend to interview approximately 30 households in each village (with some adjustment for size of population).The selection will initially be random. using a list of households as the sample frame: such lists are available from the FD where a VFC has been formed and also from the Taluka office and, probably, the VFC itself and the Panchayat. A certain amount of cross-referencing will therefore be possible in order to check the sample frame. Following interviews, it will be possible to check profile information against demographic data to ensure that the sample is roughly representative. Some adjustments may be made if necessary. A 'pure' random sample is not the top priority as statistical analysis does not form the backbone of the study. In addition to this random sampling, more 'interesting' and willing respondents will be used for follow-up interviews. I am thinking particularly of the more elderly, for help with oral history work - some selected group interviewing may be experimented with here.

The issue of gender bias will be considered following the start of interviews. I am concerned that interviews at the household level will be dominated by male family members. In addition, it wiill be difficult for me to carry out interviews with women separately, particularly if I am working with a male translator. It is very hard for me to predict the significance of this problem and for this reason, I am delaying my actions

until a clear picture emerges. It may be necessary to employ the help of an NGO worker to carry out some supplementary interviews with women.

Data to be collected
There will be three components of data collection:

1. Interviews with academics, NGO workers and FD workers.
With the exception of FD workers, this has largely been completed as an initial stage. The rationale has been to improve and update my understanding of JFPM and to identify the interesting issues which are arising. This has been helpful in framing the kind of questions to be asked and in eliminating the possibility of overlooking crucial issues which are not highlighted in literature available in England.

2. Household interviews.
This forms the core of the data collection. Its aim is to identify and explain the need for participation, the obstacles to participation, and the factors which facilitate participation and cooperation. As well as issues directly related to forestry, the interviews will cover the use of other CPRs and infrastructures requiring cooperative management such as tanks, bunds and non-forest grazing lands. The demise of local management of tanks, for example, and the resultant state of degradation many of them are in today is clearly a related issue.

Interviews will consist of three parts:
Firstly, some basic profile information, including

> age, family size, caste, religion, any migration history, main sources of subsistence/income, perceptions of their resource needs/ability to satisfy those needs, uses of forest and areas used etc.. Real income will not be calculated but households will be simply categorised as poor/non- poor according to land ownership/tenure.

Secondly, perceptions and experiences of forest management, with emphasis on participation in JFPM. I go into this in some detail as it is significant to my work. The key influence here is Peter Oakley:

Participation involves *quantitative*, tangible objectives and outcomes as well as *qualitative*, intangible processes of change (see Oakley 1991, for a discussion of this). The former include measurable outcomes such as the number of households represented on Village Forest Councils or the quantity of households (potentially) benefiting from an increase in resource productivity. The latter are not directly measurable and may be indicated by variables such as the proportion of people from different groups who understand the objectives of the project, the evolution of institutions that facilitate democratisation or a shift in consciousness from individualism to collectivism. When looked at in these terms, it becomes apparent that 'participation' should carry greater conceptual baggage than is often the case. What often goes for participation, such as participatory rural appraisal (PRA) or participatory evaluation is a narrow usage which is measurable in terms of the amount of data extracted from the target population during the project design stage or in terms of the quantity of benefits that target populations are able to 'participate in' by way of being beneficiaries. Both these are

admirable objectives but together do not amount to 'participation as empowerment', i.e. may not lead to the kind of change in attitude and behaviour that project objectives cherish.

The fact that participation involves quantitative outcomes as well as qualitative processes means that it has not been fully understood in the past or, perhaps more accurately, it has not been sufficiently researched. The problem arises because project and policy makers tend not to research concepts that are not operational in the traditional sense of being capable of evaluation through a number of measurable indicators. As Bryman (1988) points out, this form of operationalisation effectively means that the concept (participation) would be understood in terms of the procedures by which it could be measured (e.g. counting the number who attend JFPM meetings, calculating how much beneficiaries receive etc.). This conventional operationalisation of a concept is acceptable if a concept is purely quantitative in its essence. However, as discussed, participation is not and is therefore not entirely amenable to quantitative research methods or, at least, methods that seek to produce quantifiable results. One suggestion/supposition I am making here is that the lack of research into the 'full' evaluation of participation is a result of a reluctance to accept the validity or applicability of non-quantitative research which may be viewed as rather a luxury, particularly in the 'Third World' setting. Evaluating a qualitative process as a project objective is a complex task, made difficult by the need to employ a mixture of data collection formats and analysis methods. Also, outcomes will not be causally related to project activities in an unproblematic way. As mentioned, research has suggested that there are certain physical endowment factors which make some villages more amenable to participative processes of development than others. This being the case, it is necessary to attempt to disentangle the impact of a project/policy from other influencing variables, a real problem when one is only studying a very small number of villages. As well as physical endowments (size, resource wealth, terrain etc.) , there is the additional problem of disentangling participatory processes from political and social forces that are operating outside of the project (Oakley, 1991, p.241). Essentially, the evaluation of a process of participation requires a framework of analysis which captures the complex discourses of place: data collected will describe perceptions of change and perceptions of how JFPM is contributing to that change. However, the researcher has to play a co-ordinating role in interpreting that data/description in a holistic manner that is sensitive to the contexts (the arena) in which it has emerged.The main data requirement then, is to build up a detailed description of how the process of participation is unfolding within the target villages. This will be done through interviews with villagers that can be characterised as semi-structured. In a sense, the researcher who seeks data on qualitative aspects of societal change has to be prepared to listen to what people have to say rather than personally defining the parameters within which responses are to be made. On the other hand, interviews will not be purely ethnographic because there are certain things that I need to know. The organising principle is that quantitative and qualitative data cannot be divorced from each other when researching a concept such as participation.

<u>Quantifiable indicators sought:</u>

membership of village forest councils
attendance at meetings

knowledge of committee procedures
regularity and nature of consultations
potential economic benefits derived from project
involvement in project (physical labour)
training received
types of trees being planted and means by which this was decided
access agreements negotiated - including NTFP tenders

In addition, a number of broad areas will be opened up within the interviews in order to pursue more qualitative indicators of participation as well as additional variables which may affect the process of participation:

Qualitative indicators sought:

process of electing president/managing committee
means of introducing JFPM, e.g. how were motivators selected
knowledge of Memorandum of Understanding and perceptions of personal input to this.
knowledge of objectives of JFPM
ability to suggest means of improving e.g. resource management
the role/development of community groups and local NGOs
land utilisation patterns - e.g. process of selecting planting areas
sense of collective goals within and between sectors of community
independent innovations by individuals/groups
women's roles and confidence e.g. to negotiate with men
lower castes' confidence e.g. with role in executive committee
dynamics of resource distribution
relationship with/perceptions of project initiators (FD/ODA)
relationship with NGOs
ability to reflect on own opinions/actions
institutional changes
leadership changes
impact of existing tenure arrangements
impact on existing CPRs/livestock grazing

3. Data on historical change in village-resource relationships.
The third type of data to be collected is largely historical reconstruction and will be pursued through documentary research and oral history. The purpose is to build a type of time-line history that relates changing resource use patterns and issues to changing laws, policies and projects. Some information will be taken from secondary sources such as gazetteers and studies by e.g. the Indian Institute of Science. This will be supported through oral histories, mainly pursued through secondary interviews of selected people - selected on the basis of their willingness, interest and my perception of their memory. I may gain some of this data through recorded interviews conducted in my absence, using the translator or a local school teacher. Having to translate on the spot would spoil the fluency of reconstruction in a way that would outweigh the benefits of my presence. This would particularly be the case when conducting group interviews with two or three village elders, the purpose of which would be for their recollections to benefit from each other's promptings and individual biases/strengths of

recollection. I will pilot a checklist of areas for discussion to see whether I get the required kinds of information.

Approaching Selected Villages and Households.

The first step will be to identify and approach the relevant forest officials, NGOs and perhaps other interested bodies such as the revenue department. I expect that someone will be willing to accompany me on a first visit and introduce me to a few of the key villagers. Initial visits to the village will take place over one or two days and will concentrate on talking to the village head, Panchayat members, VFC president etc.. This poses some risk in terms of being associated with 'officialdom' and will need to be monitored. The benefit is that word will hopefully get around regarding who I am and what I am doing. I will try and arrange an open meeting in which I address village people and explain my purpose and outline what my comings and goings will be. The main purpose will be to strike up a rapport and to answer questions which they might have.

Analysis of data

Lack of 'scientific' sampling does pose problems in terms of the ability to defend findings as being anything beyond a case study (for examination of such issues, see Ward, 1983; Bryman, 1988). Clearly, I am not seeking to produce universal laws but, on the other hand, there is a desire to have a more general relevance than six villages. The scope of the findings is something that requires careful consideration as I am keen that one of the outputs of the research will be a document of findings to be submitted to e.g. the Karnataka State Forest Department and the British ODA. The data will mainly be qualitative and will be treated accordingly. My theoretical design remains largely similar to that outlined in detail in an (unpublished) paper called 'The Context of Forestry'. This focuses on a broadly post-Giddensian conception of societal change, extending a structurationist approach to the relationship between individuals and spheres of wider society to the relationship between society and nature. Unlike Giddens, I am partly critical of the 'over-socialisation' of nature in much contemporary social science, viewing this as the opposite polarity to the equally crude approach of environmental determinism. This is not the place to try and explain this! Suffice to say that theory is an important part of my work.

Calendar.

I am a part time PhD student, combining research with a full time lecturing post. I am currently on a semester-long sabbatical which lasts until the end of January 1996. The majority of data collection will therefore take place during the next three months. I will return to the area once more, probably during July/August of 1996 for a period of approximately four weeks. The brevity of this visit, and the climatic problems, are unavoidable. On the other hand, a couple of things are on my side. Firstly, it should be much easier for me to get straight into the fieldwork, allowing the four weeks to be fully productive and, secondly, continuation after the best part of a year allows an element of longitudity. If I manage to cover all six villages during this visit, I will use the follow up to make brief update surveys as well as reacting to any data gaps that occur to me during analysis of the first round. Thesis completion is planned for September 1997

References

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Appendix 1: Some potential obstacles to the successful implementation of JFM

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All of these obstacles are based on hearsay and are intended as issues to look into rather than as ready accepted critiques. Some are more relevant to the study than others.

Reluctance of FD to give up power (this is sometimes related to the choice of a highly forested area as the first circle, with the high stakes involved with such valuable forest resources)

The details of the 1993 JFPM order which places significant emphasis on the role of the member secretary.

Other problems with the Order including the question of household membership and gender issues.

Means of implementation. Target based with targets achieved by FOs approaching certain villagers to be motivators. Motivators usually become VFC management - effectively FOs select VFC management. Where this does not happen, there is often conflict and VFCs do not operate well.

Initially, ignorance amongst FD workers and villagers regarding nature and objectives of JFPM.

Lack of local NGO involvement/use of Oxfam as a go between, avoiding direct dialogue with FD.

Local NGOs tending to have hostile attitude to FD, something which effects local people's attitudes to the project.

Some loss of grazing lands and displacement of farmers who had previously encroached on forest lands.

Use of VFCs to get rid of encroachers through declaration of JFPM plantation areas

Zonation - there is the question of the choice of zones for JFPM and also a further contention regarding the applicability of the whole 'zonation model' to local control (a Western model?).

Existing social relations in village. Here, there is the general question of whether local control allows for cooption of major benefits by existing elite, i.e. does JFPM really offer much to the poorest? *There is an interesting line of argument which suggests that sociologists tend to overplay this* argument, thus perpetuating the myth that local people cannot satisfactorily manage local resources. *This discourse is crucial, especially to the 'possible second step' of Community Forest Management.*

The ODA's project is detrimental to JFPM. The funding levels steer JFPM in Karnataka towards a plantation oriented policy. This has three potential impacts: 1.Emphasis is taken away from the question of participation through VFC empowerment. 2. The current role of VFCs is not sustainable and they may simply dissolve once the project has ended. 3 This model of JFPM is not replicable in other areas where the ODA funding does not exist. It makes JFPM an expensive exercise when it should be a very cheap one in which the role of the VFC is protection oriented, not plantation oriented.

NTFPs - VFC and local people could benefit from first rights to tenders for e.g. fodder, fuelwood, green manure, bamboo, fruits etc.. Zonation is also a limiting factor here.

Problem of cashew nut plantations. Govt. has passed some plantations to the Cashew Development Corporation, against the FD's wishes. Then problem for JFPM. By the Order these plantations are eligible for JFPM but control cannot be passed to villagers if not FD land.

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MINUTES OF THE FIRST MEETING OF THE SPECIALLY EMPOWERED COMMITTEE FOR WESTERN GHATS FORESTRY AND ENVIRONMENTAL PROJECT HELD ON DEC 21, 1995.

MEMBERS PRESENT

1. Mr. B.C. Thaosen IAS, Principal Secretary and Chairman.
2. Mr. N.V. RamachandraChetty IFS, Principal Chief Conservator of Forests.
3. Mr. A.K.M. Nayak IAS, Secretary, DPAR.
4. Mr. B.G. Krishna Murthy, Joint Secretary, Department of Finance.
5. Mr. R.T. Neginhal, Director, Planning Department.
6. Mr. A.S. Sadashivaiah IFS, Chief Conservator of Forests and Project Director, Western Ghats Forestry and Environmental Project - Member Secretary.

LEAVE OF ABSENCE GRANTED TO

Dr. Eric Hanley, OFO, BHC, NEW DELHI.

1. RECORDING THE GOVERNMENT ORDERS CONSTITUTING THE SPECIALLY EMPOWERED COMMITTEE FOR THE PROJECT

The Government Order Number FEE 1 FAP.95, BANGALORE DATED 2.11.1995 constituting the Specially Empowered Committee for the Western Ghats Forestry and Environmental Project was read and recorded.

2. PROCEDURES FOR THE SPECIALLY EMPOWERED COMMITTEE.

The Specially Empowered Committee decided as follows :

(1) It shall be the duty of CCF & PD and Member Secretary of the Committee to convene meetings, prepare agenda and notes on agenda for consideration and decision of the Specially Empowered Committee and to perform any other functions assigned to him concerning the Empowered Committee by the Chairman from time-to-time.

(2) The Member Secretary, shall prepare minutes of the meetings and obtain the approval of the Chairman. Soon after the minutes are approved by the Chairman, he will cause to send copies to other members of the committee.

(3) The Member Secretary, shall take action to implement the decisions of the committee by getting the G.O's issued quoting the decision of the committee.

(4) The committee shall meet not less than once in a quarter.

(5) The minutes of the meeting of the Specially Empowered Committee shall be in both English and Kannada.

3. CONSTITUTION OF RESEARCH ADVISORY COMMITTEE

The Specially Empowered Committee approved the constitution of the Forest Research Committee with the following :

1	Director, FORTI / CF, PMU	Chairman
2	Director of Forest, Mysore Paper Mills, Bhadravati or his nominee.	Member
3	Director, Institute of Social and Economic Change, Nagarabhavi, Bangalore or his nominee.	Member
4	Director, Research, UAS, Bangalore or his nominee.	Member
5	Director or Nominee, Institute of Wood Science and Technology, Bangalore.	Member
6	Conservator of Forests, Kanara Circle, Sirsi.	Member
7	Conservator of Forests, Research, Bangalore.	Member
8	Deputy Conservator of Forests, (PMC) Shimoga.	Member
9	Deputy Conservator of Forests, (JFPM), Sirsi.	Member
10	Representative of FEVORD-K-Dharwad.	Member
11	Deputy Conservator of Forests, (Tree - Improvement and Seed Production) WGP.	Member Secretary

4. RESEARCH PROPOSAL OF SAMAJA PARIVARTANA SAMUDAYA.

The Specially Empowered Committee after deliberations approved the project submitted by Samaja Parivartana Samudaya (SPS), on Socio-Economic studies of non wood forestry produce (NWFP) in villages of Western Ghats with a budget of Rs. 6,36,800/- in three phases as follows.

PHASE I	Rs. 1,60,000/-
PHASE II	Rs. 2,27,300/-
PHASE III	Rs. 2,49,500/-
TOTAL	Rs. 6,36,800/-

The Specially Empowered Committee also ratified the action taken by the Chief Conservator of Forests and Project Director in approving the phase I of the Project.

5. FORTI HEAD-QUARTERS:

The Specially Empowered Committee after detailed discussion approved the establishment of FORTI'S headquarters at Doresanipalya, Bangalore and FORTI'S Regional Station at Gungaragatti, Dharwad.

6. ENGAGING TECHNICAL PERSONNEL ON CONTRACT BASIS :

The Specially Empowered Committee after detailed deliberations approved the creation of 248 posts mentioned in Annex-I. The Committee however directed that the posts of drivers and peons be filled by recruitment/regularisation of MREs as per DPAR guidelines instead of by contract.

7. APPROVAL FOR THE DRAFT TERMS OF CONTRACT APPOINTMENT

The draft terms and conditions of the contract appointment were discussed and agreed to as in annex-II. The Committee further decided to fill up the unfilled posts created vide G.O. No FEE-27-FABP-95, Bangalore, dated 13.6.1995 through recruitment/deputation/contract.

8. SANCTION FOR CONSTRUCTION OF CIVIL WORKS :

Deferred.

9. PROVIDING INCENTIVES TO THE STAFF WORKING IN THE PROJECT

The Specially Empowered Committee, after detailed discussion approved the Steering Committee's recommendations to sanction 25% of the basic pay as incentive to the project staff sanctioned Under the project with effect 1.1.1996.

10. EXPENDITURE ON THE CONDUCT OF PROJECT COMMITTEE MEETING

The Specially Empowered Committee approved the proposal to incur incidental expenditure of the meetings of Steering Committee/Empowered Committee/Forest Research Advisory Committee /Circle Level Advisory Committee/Divisional Working Committee. Due economy shall be observed and such expenditure kept at the minimum.

11. PAYMENT OF T.A/D.A TO THE NGOs PARTICIPATING IN THE MEETINGS OF THE PROJECT ACTIVITY

The Specially Empowered Committee approved the proposal to pay TA/DA to the members of the NGO's and Non-Government officials from autonomous institutes for attending the meetings of the project at the following rates from 1.1.1996.

(1)	STEERING COMMITTEE (State Level)	Ist class Railway fare/Road Mileage as applicable to Group'A' officers. + Rs.200/- as daily allowance per meeting.
(2)	ADVISORY COMMITTEE (Circle level)	Ist class Railway fare/Road Mileage as applicable to Group'A' officers + DA @ Rs.150/-per meeting.

(3)	WORKING COMMITTEE (Division Level)	Ist Class Railway fare/Road Mileage as applicable to Group 'A' officers + D.A. @ Rs.100/- per meeting.

12. SANCTION FOR BOARDING / LODGING CHARGES FOR TRAINEES :

The Specially Empowered Committee approved the proposal to incur boarding and lodging charges for trainees at the following rates.

(1) Where Government accommodation is not available, the lodging charge not exceeding Rs 150/- per day or actuals which ever is less.
(2) The boarding charges at the rate of Rs. 50/- per person per day or actuals which ever is less.
(3) The Government Employees accepting the boarding and lodging facilities are eligible only for 25% of DA as per KCSR.

13. SANCTION FOR PAYMENT OF RENT :

The Specially Empowered Committee approved the payment of rent to KFDC at the rate of Rs 19204/- per month for the area of 6401.35 Sq. Ft. from 1.1.1996

14. SANCTION OF EXPENDITURE ON SEMINARS/WORKSHOPS :

The Specially Empowered Committee resolved to extend the Government Order sanctioning the expenditure to be incurred for conducting the workshop/Seminars for the period the Project.

15. SANCTION OF BUDGET ESTIMATES OF Rs. 61.33 LAKHS OF M\s MYRADA.

The Specially Empowered Committee noted that the government orders are being issued.

15. SANCTION OF BUDGET ESTIMATES OF Rs. 61.33 LAKHS OF M\s MYRADA.

The Specially Empowered Committee noted, that the government orders are being issued.

16. ANY OTHER SUBJECTS WITH THE PERMISSION OF CHAIR.

(1) Recruitment Sub-Committee:-

The Specially Empowered Committee after deliberations decided to constitute a Recruitment sub committee for appointing technical staff sanctioned in the project on contract basis / deputation / recruitment with the following members.

1	Principal Secretary to Government of Karnataka, Forest, Ecology and Environment.	Chairman
2	Principal Chief Conservator of Forests, Karnataka, Bangalore.	Member
3	Secretary, DPAR	Member
4	Chief Conservator of Forests and Project Director, Western Ghats Forestry Project.	Member - Secretary

(2) Engaging Experts from National Institute of Design, Ahmedabad and Indian Council of Forest Research and Education (ICFRE) to develop the master plan, the building design of the FoRTI's headquarters and laboratories layout of FoRTI.

The Specially Empowered Committee after deliberations decided to engage the experts from National Institute of Design Ahmedabad and ICFRE Dehradun to develop the master plan, the design of the building and laboratories layout of the institute and to incurr the necessary expenditure in this regard.

The meeting was concluded with a vote of thanks to the chair and other members.

MEMBER SECRETARY
CHIEF CONSERVATOR OF FORESTS
WESTERN GHATS FORESTRY PROJECT

CHAIRMAN
PRINCIPAL SECRETARY

ANNEX – I

TO G.O. No. FEE–1 – FAP, DATED : 2–11–1995

WESTERN GHATS FORESTRY AND ENVIRONMENTAL PROJECT

STATEMENT SHOWING THE PARTICULARS OF POSTS SANCTIONED

SL.No	DESIGNATION	UNIT	No. of Posts to be sanctioned out of.				TOTAL	SCALE OF PAY
			Ist YEAR	IInd YEAR	III YEAR	IVth YEAR		
1	Deputy Conservator of Forests.	DCF			9		9	3300–5600
2	System Analyst.	SYST	1				1	☼ KGCC
3	System Manager.	DCF	1				1	☼ KGCC
4	Plant Analyst.	ACF			1		1	2375–4450
5	Operator.	OPR	2				2	☼ KGCC
6	Programmer.	PRG	1				1	☼ KGCC
7	Soil Chemist.	ACF			1		1	2375–4450
8	Asst. Conservator of Forests.	ACF			3		3	2375–4450
9	Range Forest Officers.	RFO			20	6	26	1900–3700
10	Community fecilitators.	RFO			15		15	1900–3700
11	Manager.	MGR			1		1	1900–3700
12	Lab Assistants.	RFO			3		3	1900–3700
13	Taxonomist.	RFO			2		2	1900–3700
14	Superintendents.	SUP			2		2	1720–3300
15	Foresters.	FOR			20	10	30	1130–2100
16	Stenographers.	STENO			4		4	1280–2375
17	First Division Assistant.	FDA			5		5	1280–2375
18	Data Entry Operators.	DE	11	3	4	3	21	☼ KGCC
19	Guards.	GRD			5	5	10	1040–1900
20	Technicians.	TECHN			4		4	1280–2375
21	Second Division Assistant.	SDA			9		9	1040–1900
22	Driver.	DRI			28	8	36	1040–1900
23	Typist.	TYP			2		2	1040–1900
24	Peon.	PEON			9		9	840–1340
25	Watchers.	WATCH			50		50	870–1520
	TOTAL		16	3	197	32	248	

☼ NOTE → The Scale of pay to Computer posts shall be as per the scale of Category post in Government Computer Center.

ANEEX-II

WESTERN GHATS FORESTRY & ENVIRONMENTAL PROJECT

DRAFT TERMS AND CONDITIONS OF CONTRACT APOINTMENT

The terms and conditions of the contract appointment are as follows:-

1. This contract is for a period of one year from the date of reporting.

2. The pay of Sri ..... as fixed at Rs..... per month (Consolidated).

3. He/She shall perform the functions and duties attached to the post and attend to all other works entrusted to him/her from time to time by the Pr. CCF/CCF & PD/ and the immediate superiors.

4. He/She shall perform his/her duties diligently.

5. He/She shall maintain strict secrecy in respect of official information which he/she comes to know in the course of his/her duties.

6. He/she shall be entitled to leave as admissible to Temporary Government Servants under the provisions of K.C.S.R.

7. He/She shall be entitled to Casual Leave on the scale applicable to Temporary Government Servants.

8. He/She shall be entitled to TA and DA as admissible under the KCSR to an officer of Corresponding grade.

9. He/She shall be governed bythe Disciplinary Rules applkicableto Government Servants Viz., KCSR (CCA) Rules 1957.

10. He/She shall be entitled to medical facilities as admissible to Government Servants of corresponding grade.

11. He/She shall be liable to reimburse to Government all the lossess which the Government may sustain due to mis-conduct of any sort on his/her part as per K.C.S.R.(Conduct Rules).

12. Notwithstandiung anything contained in Clause(i) the appointment can be terminated at any time by giving one month's notice in writing on either side or one month's salary in lieu of such notice.

13. In case of break of contract by the Appointee, the apointment shall stand automatically terminated.

14. He/She shall execute an Agreement on a stamped paper of the required value incorporating the above terms and conditions of his/her apointment within 7 days from the date of receipt of this order.

PSIC
F&C

ಪಶ್ಚಿಮ ಘಟ್ಟ ಅರಣ್ಯ ಮತ್ತು ಪರಿಸರ ಯೋಜನೆ
ಸ್ವತಂತ್ರ ಸಮೀಕ್ಷೆ

1. ಹಿನ್ನೆಲೆ :

ಪಶ್ಚಿಮ ಘಟ್ಟ ಅರಣ್ಯ ಯೋಜನೆಯು ಜನರ ಸಹಭಾಗಿತ್ವದತ್ತ ಗಮನ ಹರಿಸಿದ ವಿಶಿಷ್ಟ ಯೋಜನೆ ಆಗಿದೆ. ಇತರ ಯೋಜನೆಗಳ ಹಾಗೆ ನಿಗದಿತವಾದ ಗುರಿ (ಟಾರ್ಗೆಟ್) ಸಾಧನೆಯು ಮಹತ್ವದ್ದಾಗಿರದೇ ಜನರು ಪಾಲಿಸಾಗಳ್ಳಿರುವ ವಿವಿಧ ಹಂತಗಳಿಗೆ ಈ ಯೋಜನೆಯಲ್ಲಿ ಮಹತ್ವ ನೀಡಲಾಗಿದೆ. ಹಳ್ಳಿಗಳಿಂದ ಕಲಿತಿರುವ ಪಾಠವನ್ನೇ ಆಧಾರವಾಗಿರಿಸಿಕೊಂಡು ಈ ಯೋಜನೆ ಅಂತಾ ಸ್ಥಳದ ಆವಶ್ಯಕತೆಗೆ ಅನುಗುಣವಾಗಿ ಪರಿವರ್ತನೆ ಹೊಂದಿದೆ. ಈ ಎಲ್ಲ ಬದಲಾವಣೆಗಳ ಹಿಂದೆ ಜನರು ಪಾಲಿಸಾಗಳ್ಳುವ ಉದ್ದೇಶವು ಪ್ರಮುಖವಾಗಿದೆ. ಉದಾಹರಣೆಗೆ ಈ ಯೋಜನೆಯ ಆಡಿಯಲ್ಲಿದ್ದ "ಮಾದರಿ ನೆಡುತೋಪು" (Plantation Model) ಗಳ ಬದಲಾಗಿ ಈಗ "ಕ್ಷೇತ್ರದ ಸೂಕ್ಷ್ಮ ಯೋಜನೆ" (Micro Plans) ಸಿದ್ಧವಾಗುತ್ತಿದೆ. ಈ ಎಲ್ಲ ಪರಿವರ್ತನೆಗಳನ್ನು ಅರಿತುಕೊಂಡು ಕಳೆದ ಮೂರು ವರ್ಷಗಳಲ್ಲಿ ಈ ಯೋಜನೆಯಡಿ ಆಗಿರುವ ಕೆಲಸಗಳ ನಿಷ್ಪಕ್ಷಪಾತವಾದ ಸಮೀಕ್ಷೆಯನ್ನು ಮಾಡುವುದರಿಂದ ಮುಂದಿನ ವರ್ಷಗಳಲ್ಲಿ ಇದರಿಂದ ಪಾಠ ಕಲಿಯಬಹುದಾಗಿದೆ.

ಈ ಸಮೀಕ್ಷೆಯಿಂದಾಗಿ ನೈಸರ್ಗಿಕ ಸಂಪತ್ತಿನ ನಿರ್ವಹಣೆಯಲ್ಲಿ ಜನರು ಹೇಗೆ ಪಾಲಿಸಾಗಳ್ಳಬಹುದು, ಅದರಲ್ಲಿರುವ ಸಮಸ್ಯೆಗಳೇನು ಎಂಬ ಬಗ್ಗೆ ನಿಖರವಾದ ವಿಶ್ಲೇಷಣೆ ಮಾಡಲು ಸಾಧ್ಯವಾಗುವದು.

2. ವಿಶ್ಲೇಷಣೆ ಮಾಡಬೇಕಾದ ವಿಷಯಗಳ ಸೂಚಿ :

ಈ ಸಮೀಕ್ಷೆಯ ಆಡಿಯಲ್ಲಿ ಈ ಕೆಳಗಿನ ವಿಷಯಗಳ ಬಗ್ಗೆ ಆಳವಾದ ವಿಶ್ಲೇಷಣಾತ್ಮಕ ದೃಷ್ಟಿ ಹರಿಸುವಾಗುವುದು.

1. ಜನರ ಪಾಲಿಸಾಗಳ್ಳುವಿಕೆ :

ಈ ಯೋಜನೆಯ ಆಡಿಯಲ್ಲಿ ಪ್ರಥಮ ಬಾರಿಗೆ ಕಾನೂನಾನು ಬದ್ಧವಾಗಿ ಹಳ್ಳಿಯ ಜನರಿಗೆ ಗ್ರಾಮ ಅರಣ್ಯ ಸಮಿತಿಯಡಿಯಲ್ಲಿ, ಕಿರುಯೋಜನೆ (Micro Plan) ಮತ್ತು ಒಡಂಬಡಿಕೆ ಪತ್ರ (MOU) ಗಳ ಮೂಲಕ ಜಂಟಿಯಾಗಿ ಅರಣ್ಯ ರಕ್ಷಣೆಯ ಹಕ್ಕನ್ನು ನೀಡಲಾಗಿದೆ. ಈ ವಿವಿಧ ಹಂತಗಳಲ್ಲಿ ಜನರು ಎಷ್ಟರ ಮಟ್ಟಿಗೆ ಪಾಲಿಸಾಗಂಡಿದ್ದಾರೆ ಮತ್ತು ಮಹಿಳೆಯರು ಆರ್ಥಿಕವಾಗಿ ಹಿಂದುಳಿದ ಜನಾಂಗದವರಿಗೆ ಇದರಿಂದ ಯಾವ ರೀತಿ ಲಾಭವಾಗಿದೆ ಎಂಬುದನ್ನು ಅರಿತುಕೊಳ್ಳಬಹುದಾಗಿದೆ.

2) ನಿಡುತೋಪುಗಳು :

ಈ ಯೋಜನೆಯಡಿಯಲ್ಲಿ ನಿರ್ಮಿಸಲಾಗಿರುವ ನಿಡುತೋಪುಗಳ ವಿವರವಾದ ವಿಶ್ಲೇಷಣೆ, ಈ ನಿಡುತೋಪುಗಳು ಜನರ ಅವಶ್ಯಕತೆಗೆ ಮತ್ತು ಪಶ್ಚಿಮ ಘಟ್ಟದ ವಿವಿಧತೆಯನ್ನು ರಕ್ಷಿಸುವತ್ತ ಎಷ್ಟರ ಮಟ್ಟಿಗೆ ಸಹಾಯಕ ಆಗಿದೆ?

3) ಪಾಲಿಸಿದರೆ ಪಾಲು :

ಜನರಿಗೆ ಈ ನಿಡುತೋಪಿನಿಂದಾಗಿ ಸಿಗುವ ಪಾಲಿನ ಬಗ್ಗೆ ಒಡಂಬಡಿಕಾ ಪತ್ರಕ್ಕೆ ಸಹಿ ಹಾಕಲಾಗಿದೆ. ಇದರಿಂದ ಹಳ್ಳಿಯಲ್ಲಿ ಜನರಿಗೆ ಯಾವ ರೀತಿಯ ಪಾಲು ಲಭಿಸಿದೆ ಅದರಲ್ಲಿಯೂ ಪ್ರಮುಖವಾಗಿ ಮಹಿಳೆಯರಿಗೆ ಮತ್ತು ಹಿಂದುಳಿದ ವರ್ಗದ ಜನರಿಗೆ ಯಾವ ರೀತಿ ಪಾಲು ಲಭಿಸಿದೆ ಎಂಬುದನ್ನು ಅರಿತುಕೊಳ್ಳುವುದು.

4) ಜನ ಜೀವನ :

ಈ ನಿಡುತೋಪಿನಿಂದಾಗಿ ಗ್ರಾಮೀಣ ಬದುಕಿನ ಮೇಲೆ, ಕೃಷಿ ಮತ್ತು ದನಗಳ ಸಾಕಾಣಿಯ ಮೇಲೆ ಯಾವ ರೀತಿಯ ಪರಿಣಾಮ ಆಗಿದೆ ಎಂಬುದನ್ನು ಕಂಡುಕೊಳ್ಳುವುದು.

5) ಸಂಸ್ಥೆಗಳಲ್ಲಿ ಪರಿವರ್ತನೆ :

ಈ ಯೋಜನೆಯ ಮುಖ್ಯ ಉದ್ದೇಶಗಳಲ್ಲಿ ಕರ್ನಾಟಕ ಅರಣ್ಯ ಇಲಾಖೆಯ ಕಾರ್ಯ ವೈಖರಿ ಮತ್ತು ವಿಚಾರದಲ್ಲಿ ಬದಲಾವಣೆಯನ್ನುಂಟು ಮಾಡಿ ಜನಪರವಾದ ಬದಲಾವಣೆಯನ್ನು (attitude change) ತರುವುದಾಗಿದೆ. ಈ ಪರಿವರ್ತನೆ ಆಗಿದೆಯೇ ? ಇದನ್ನು ಕಂಡುಕೊಳ್ಳುವುದು.

6) ಈ ಯೋಜನೆಯಡಿಯಲ್ಲಿ ಅರಣ್ಯಗಳನ್ನು ಐದು ವಿವಿಧ ಜೋನ್‌ಗಳಲ್ಲಿ(Zone) ವಿಂಗಡಿಸಲಾಗಿದೆ. ಇದರ ಉಪಯುಕ್ತತೆಯನ್ನು ಅರಿಯುವುದು.

7) ಜೈವಿಕ ವಿವಿಧತೆ :

ಈ ಯೋಜನೆಯ ಮೂಲ ಉದ್ದೇಶಗಳಲ್ಲಿ ಒಂದಾಗಿರುವ ಪಶ್ಚಿಮ ಘಟ್ಟದ ವಿವಿಧತೆಯ ರಕ್ಷಣೆಯಲ್ಲಿ ನಿಡುತೋಪುಗಳು ಎಷ್ಟರ ಮಟ್ಟಿಗೆ ಸಹಾಯಕವಾಗಿದೆ ಎಂಬುದನ್ನು ಅರಿಯುವುದು.

8) ಖರ್ಚು ವೆಚ್ಚದ ವಿವರಗಳು :

ಈ ಯೋಜನೆಯ ಅಡಿಯಲ್ಲಿ ಖರ್ಚಾಗಿರುವ ವಿವಿಧ ಬಾಬ್ತಿನ ಆಳವಾದ ವಿಶ್ಲೇಷಣೆ.

—3

9) ಈ ಯೋಜನೆಯು ಮುಗಿದ ನಂತರವೂ ಸಹ ಗ್ರಾಮೀಣ ಮಟ್ಟದಲ್ಲಿ ಗ್ರಾಮ ಅರಣ್ಯ ಸಮೀತಿಗಳು ನಿರಂತರವಾಗಿ ಕಾರ್ಯ ನಿರ್ವಹಿಸಬಲ್ಲದೇ ? ಆ ಬಗ್ಗೆ ಗಮನ ಹರಿಸುವುದು. ಜೊತೆಗೆ ಕರ್ನಾಟಕ ಅರಣ್ಯ ಇಲಾಖೆಯು ಈ ಯೋಜನೆ ಇಲ್ಲದೆಯೇ ನಿರಂತರವಾಗಿ ಈ ಕಾರ್ಯಕ್ರಮವನ್ನು ಮುಂದುವರಿಸಿಕೊಂಡು ಹೋಗಬಹುದೇ ಎಂಬ ಬಗ್ಗೆ ಅರಿತುಕೊಳ್ಳುವುದು.

10) ಈ ಯೋಜನೆಯ ಅಡಿಯಲ್ಲಿ ಯಾರಿಗಾದರೂ ಹಾನಿ ಆಗಿರುವುದಾದರೆ ಅದನ್ನು ಸರಿಪಡಿಸಲು ಪ್ರಯತ್ನಿಸುವ ಬಗ್ಗೆ ಮಾರ್ಗ ಕಂಡು ಹಿಡಿಯುವುದು.

11) ಜನರ ಭಾಗವಹಿಸುವಂತೆ ಮಾಡಲು ಇತರ ವಿಕಲ್ಪಗಳಿವೆಯೇ? ಎಂಬುದರ ಬಗ್ಗೆ ತಿಳಿಯುವುದು.

3. <u>ಸಮೀಕ್ಷೆಯನ್ನು ಮಾಡಬಹುದಾದ ಕಾರ್ಯ ವಿಧಾನ :</u>

ಈ ಕಾರ್ಯ ವಿಧಾನವನ್ನು ಸ್ವತಂತ್ರ ಸಮೀತಿ ನಿರ್ಧರಿಸುವುದು. ಈ ಕೆಳಗಿನಂತೆ ಕಾರ್ಯ ನಿರ್ವಹಿಸಿದರೆ ಉತ್ತಮ.

1) ಎಲ್ಲ ಲಭ್ಯವಿರುವ ದಾಖಲೆಗಳ ಮುಖಾಲಕ ಮಾಹಿತಿಯನ್ನು ಸಂಗ್ರಹಿಸುವದು.
2) ಹಳ್ಳಿಗಳಿಗೆ ಭೇಟಿ ನೀಡಿ ಗ್ರಾಮ ಅರಣ್ಯ ಸಮೀತಿಯವರನ್ನು ಭೇಟಿ ಮಾಡಿ (ಕನಿಷ್ಠ ಶೇ.25 VFCs) ಮಾಹಿತಿ ಸಂಗ್ರಹಿಸುವದು.
3) ನಿಡುತೊಲೆಪುಗಳ ಅಧ್ಯಯನ
4) ಕರ್ನಾಟಕ ಅರಣ್ಯ ಇಲಾಖೆಯ ಅಧಿಕಾರಿಗಳ ಜೊತೆ ಭೇಟಿ: ಮಾಹಿತಿ ಸಂಗ್ರಹಣೆ
5) ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳ ಜೊತೆ ಭೇಟಿ(ಈ ಯೋಜನೆಯನ್ನು ಕಾರ್ಯಗತ ಗೊಳಿಸುತ್ತಿರುವ ಸಂಸ್ಥೆಗಳು)

4. <u>ಸಮಯ :</u>

ಮಾರ್ಚ್ ತಿಂಗಳಲ್ಲಿ ಈ ಸಮೀಕ್ಷೆಯನ್ನು ಮಾಡಿದಲ್ಲಿ ಹಳ್ಳಿಗಾಡಿನಲ್ಲಿ ತಿರುಗಾಡಲು ಅನುಕೂಲ. ಇಪ್ಪತ್ತು ದಿನದ ಹಳ್ಳಿಗಳ ಭೇಟಿ ಮತ್ತು ಹತ್ತು ದಿನ ವರದಿಯನ್ನು ಸಿದ್ಧ ಪಡಿಸುವದು.

5. ಸಮೀಕ್ಷೆಯನ್ನು ಮಾಡುವ ಸಮೀತಿಯ ಸದಸ್ಯರ ಬಗ್ಗೆ ವಿವರ :
ಈ ಸಮೀಕ್ಷೆಯನ್ನು ಐದು ಮಂದಿ ಸದಸ್ಯರನ್ನು ಹೊಂದಿರುವ ಸಮೀತಿಯು ಮಾಡುವುದು. ಈ ಸಮೀತಿಯ ಸದಸ್ಯರನ್ನು ಸರ್ವಸಮ್ಮತದಿಂದ VFC ಗಳ ಪ್ರತಿನಿಧಿಗಳು ODA ಮತ್ತು ಅರಣ್ಯ ಇಲಾಖೆ, ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳು ಆರಿಸುವವು.

—4

ಸಮೀಕ್ಷಾ ಸದಸ್ಯರ ವಿವರ :

1) ಪರಿಸರ ತಜ್ಞ (ಪಶ್ಚಿಮ ಘಟ್ಟದ ಪ್ರದೇಶಗಳಲ್ಲಿ ಕೆಲಸ ಮಾಡಿರುವ ಪರಿಸರ ತಜ್ಞ)

2) ಸಾಮಾಜಿಕ ತಜ್ಞ (ನೈಸರ್ಗಿಕ ಸಂಪತ್ತಿನ ನಿರ್ವಹಣೆಯಲ್ಲಿ ಪರಿಣಿತಿ ಪಡೆದಿರುವರು)

3) ಸ್ವಯಂಸೇವಾ ಸಂಸ್ಥೆಯ ಪ್ರತಿನಿಧಿ

4) VFC ಪ್ರತಿನಿಧಿ

5) ಅರಣ್ಯ ಬಳಕೆದಾರರ ಪ್ರತಿನಿಧಿ

~~ಈ~~ ಸಮೀಕ್ಷೆಯಲ್ಲಿ ಮಿಕ್ಕಿಂತರು ಸದಸ್ಯರಾಗಿರುತ್ತಾರೆ.

6. ವರದಿ :

~~ಈ~~ ಸಮೀಕ್ಷೆಯು ಸಮೀಕ್ಷೆ ನಡೆಸಿದ ನಂತರ ಮೇಲಿನ ವಿಷಯಗಳ ಕುರಿತು ವಿವರವಾದ ವಿಶ್ಲೇಷಣಾತ್ಮಕ ವರದಿಯನ್ನು ಸಿದ್ಧಪಡಿಸುವದು. ಇದಲ್ಲದೇ ~~ಈ~~ ಯೋಜನೆಯನ್ನು ಹೇಗೆ ಮುನ್ನಡೆಸಬಹುದಾಗಿದೆ ಎಂಬುದರ ಬಗ್ಗೆ ಸೂಚನೆ ನೀಡುವುದು. ~~ಈ~~ ವರದಿಯನ್ನು ಕನ್ನಡದಲ್ಲಿ ಪ್ರಕಟಿಸಿ ಸಾರ್ವಜನಿಕರಿಗೆ ಲಭ್ಯಪಡಿಸಲಾಗುವದು.

(ಇದು ಸಮೀಕ್ಷೆಗಾಗಿ ಸಿದ್ಧಪಡಿಸಿದ ಕರಡು ಪ್ರತಿಯಾಗಿದೆ. ಇದನ್ನು ಸ್ವಯಂಸೇವಾ ಸಂಸ್ಥೆಗಳು ಮತ್ತು VFC ಪ್ರತಿನಿಧಿಗಳು, ODA, KFD ನವರು ಜೊತೆಗೆ ಸೇರಿ ಅಂತಿಮ ರೂಪ ನೀಡಬೇಕಾಗಿದೆ.)

ದಿನಾಂಕ: 18—1—1996.

ಪ್ರಕೃತಿ.
ಕೆರಾಫ್: ಹುಲೇಮಳಗಿ ಬ್ರದರ್ಸ್
ಸಿರಸಿ — 581 401 (ಉ.ಕ.)

PARTICIPATORY FORESTRY MANAGEMENT WORKSHOP
WESTERN GHATS REVIEW PAPER

PRELIMINARY COMMENTS

The paper presents a range of stimulating and useful observations of the project and the activities it has undertaken to date. It raises a number of challenging issues that need be more fully considered, at least in the context of Karnataka. However, there are also areas where the analysis does not fully capture the reality of the situation.

DETAILED ISSUES

Project title	For ODA this has always been the Western Ghats Forestry Project. The 'and Environment' element was dropped before final approval. KFD tended to use the older appellation until recently.
Start date	The project start date of 1991 is wrong. Funds were approved by ODA in April 1992 and activities started in October 1992.
Objectives	It is important to bear in mind the distinction between a project's Goal (a problem area to which the project is expected to contribute a partial solution) and its Purpose (what it is actually expected to achieve). The refinements of these by the MTR put conservation of biodiversity into the Goal level, which affects how the project's achievements are to be assessed.
Empowered Committee	This is not intended to be a replacement for the Steering Committee, but an body which facilitates the implementation of the activities provided for in the budget, which is first approved by the Steering Committee. It operates within policy laid down by the Steering Committee.
Consultants	The core consultancy team has been in existence for two years and has 4 members. Over the past year they are the only ones to have visited the project.

ISSUES

There are a range of technical issues raised where alternative interpretations are possible. These will need do be brought out by KFD. These include:

Extraction	No mention of green felling ban and extraction limited to dead & dying. All the figures quoted are covered by this.
Revenue	No mention of the fact that in Kannara Circle 83% of the area is reserved forest. No other Circle has remotely this

amount of forest.

Species — There are a great range of technical issues here about what is practicable.

Regeneration — Again there are technical issues about what is practicable.

There are also a number of issues that one would have thought might have found a place in the report, including:

Livestock — The role of livestock in the farming system is not well accepted and there are indications that the official policies are not as appropriate as they should be. The project is giving more attention to these issues but there is still a long way to go.

Women — Issues relating to women abound and are not yet adequately addressed. These cover:

- Meeting women's needs in microplanning
- Ensuring effective participation in VFCs
- Recruiting women to all levels of KFD
- Developing gender-sensitive training

Panchayats — The relationship of VFCs to panchayats is unclear. The future of their relation to forests needs to be examined.

Elites — Although there is mention of the disadvantagement of landless and other categories, there is no mention of the converse. VFCs are in danger of being dominated by village elites and it is not clear how far the Forest Department can control this.

THEMES

There are also a number of aspects of the project that need to be brought out more fully if its significance and contribution is to be assessed. These include:

Process — Although the paper acknowledges the process nature of the project, it gives very little sense of this. It has always been recognised that this was an ambitious and innovative project that was starting processes of change that would take time to mature and have their full effect. It is therefore not surprising that progress against some of the more ambitious objectives appears relatively meagre after three years, though that does not mean there has not been any. In a project is trying to change perceptions and ideas we should not expect progress in these areas to be reflected in a wide range of concrete examples in a short time scale.

Dialogue — This is another aspect of the project's process orientation and is itself part of the process. Thus many of the issues raised in the paper are recognised and are under discussion, including:

Planting <-> Regeneration
Greater involvement of communities in non-JFPM areas
Committee structure and membership
Changes to Government Order
Unified staff structure
Improved JFPM/VFC related activities & microplans
Development of Site Specific Planning

Many of these emphases are intended to improve feedback and dialogue within the project, involving both external stakeholders and KFD staff. The reported improved communication with village communities is an encouraging indication of progress.

Scope

It is necessary to consider what a forestry project can achieve and what it cannot. Are forestry solutions enough to meet the needs of local populations? Can the pressures on the forest be contained by PFM approaches? The implementation of the project raises issues which go far beyond the scope of its control. How far can it be held responsible for successfully addressing these?

Facilitation

Many of the broader issues raised need to be resolved in wider forums than the project can provide, including:

Compatibility of conservation and livelihoods
Local, state, national and international interests
Government policies and priorities
Empowerment of marginalised groups
Transparency and accountability in the public sector

The project, and ODA as funder, cannot guarantee outcomes for such issues. These have to be achieved through negotiation and agreement among the stakeholders of Karnataka and beyond. All that ODA and the project can do is to facilitate these agreements.

Eric Hanley
OFO Delhi

22 February 1996

PROCEEDINGS OF THE GOVERNMENT OF KARNATAKA

Sub : Implementation of the Joint Forest Planning and Management (JFPM) Scheme Amendment to Government order reg.

Read : 1. G.O. No. FFD 75 FAP 83, dt. 23-01-86
2. G.O. No. AHFF 232 FAP 86, dt.12-04-1993.
3. Proceedings of the meeting held on 28-01-1994 under the Chairmanship of the Development Commissioner.

Preamble :

The National Forest Policy 1988 envisages people's involvement in the development and protection of Forests. It has also been felt that Forest Management Programs need to be re-oriented in such a manner that they respond to rural community's need and that the Forest Produce, Fuelwood, Minor Forest Produce and Timber etc., are made available to the villagers preferentially, apart from a share in the proceeds, so that village communities are motivated to identify themselves with the development and protection of Forests. Accordingly, in supercession of earlier G.O. read at reference (1) Government issued an order vide reference at (2) for the implementation of the following schemes :-

1. Joint Forest Planning and Management
2. Tree Patta Scheme

The Principal Chief Conservator of Forests stated that there have been many problems in implementation of the JFPM scheme in the field to overcome which he made a number of proposals to amend the G.O. dt. 12-4-1993 which were discussed in depth in a series of meetings conducted by the Development commissioner. Finally the proposed amendments to G.O. dt. 12-4-1993 was approved by the Development Commissioner in the proceedings drawn up at reference (3) above.

Government Order No. FEE 94 FAP 93, Bangalore. dt. 16-12-1996

Under the circumstances explained in the preamble Government are pleased to issue amendments to Annexure I of the G.O. AHFF 232 FAP 86 dt. 12-4-1993 as detailed in the Annexure to this Government order.

By Order and in the name of
Governor of Karnataka.

(P.G. Prasad)
Under secretary to Government.,
Department of Forest, Ecology and Environment

To,

The Compiler, Karnataka Gazette, Bangalore for Publication in the next ensuing Gazette.

PTO

Copy to :

1. The A.G. (Accounts & Audit), Karnataka, Bangalore
2. The Principal Chief Conservator of Forests, Aranya Bhavan, Bangalore.
3. The Chief Conservator of Forests (Social Forestry).
4. The Chief Conservator of Forests (Development).
5. The Chief Conservator of Forests (Western Ghats).
6. The Chief Conservator of Forests (Central), Regional Office, Kendriya Sadana, Koramangala, Bangalore.
7. The Deputy Commissioners of all Districts.
8. The Chief Executive officers of all Zilla Panchayats.
9. Conservators of Forests of all Territorial, Social Forestry, Wildlife, Working Plan, DLDB & Research Circles.
10. Deputy Conservators of Forests of all Territorial, Social Forestry, Wildlife, Research, DLDB & Working plan divisions.
11. Private Secretary to the Development Commissioner, Vidhana Soudha, Bangalore.
12. Private Secretary to the Forest Minister, Bangalore.
13. Under Secretary to Government Finance Department.
14. Under Secretary to Government Department of Law, Vidhana Soudha.
15. Weekly Gazette, Guard File.
16. Spare Copies.

Annexure

(G.O. No. FEE 94 FAP 93 Bangalore, dated 16-12-1996)

I. Clause - 3 - Areas covered under the Joint Forest Planning and Management.

After sub-clause (a) of clause-3, in annexure to G.O. dt. 12-04-1993 Clause-b shall be introduced as follows.

"The state forests which are predominantly inhabitated by tribal population or where the Forest Dependent tribals living in and around the State Forests are traditionally dependent upon the forests for their livelihood and cultural identity such forests, irrespective of the density of the canopy cover of the forests, may also be subjected the Joint Forest Planning and Management involving the tribals".

The existing sub-clauses b & c will become c & d respectively.

II Clause 4 - Composition of Village Forest Committee :

After the sentences, "Any person belonging to Village (or selected group of villages) and interested in forest development and conservation shall be eligible to become a member of the General body of the Village Forest Committee by registering his/her name with the Secretary of the Village Forest Committee, upon payment of a sum of Rs. 2/- per member for General category and Re.1/- per member of the Scheduled castes and Scheduled tribes." the following sentence shall be inserted and the remaining words shall be deleted :-

"Whenever any person in the village thus becomes a member of the Village Forest Committee his/her spouse also automatically becomes a member of the Village Forest Committee without payment of additional membership fee. For the purpose of membership of the General body of the Village Forest Committee, husband and wife of every family thus become the members of the Village Forest Committee on payment of the above sum by either husband or wife. However, for the purpose of sharing of benefits, as per clause 17, each family will be considered as unit and not individual members of the family (family is defined as husband, wife, dependent children and dependent parents for the purpose of this scheme)."

III Sub-clause (d) of Clause 6 - Ex-officio members on the Village Forest Commlttee :

The words "Agricultural Extension worker" appearing in sub-clause (d) of clause 6 of the Annexure I to the G.O. dated 12-4-1993 shall be deleted.

IV Sub-clause ii of Clause 7 - Managing Committee of the VFC :

The last sentence of sub clause ii of clause 7 of Annexure I to the G.O. dated 12-4-1993 shall be deleted and its place the following sentence shall be substituted.

"Forester or the Forest guard with SSLC qualification, or Agricultural Assistant, in that order of preference, can be nominated as the Ex-officio Member-Secretary."

V (a) Sub-clause viii of Clause 10 - Functioning of the Managing Committee of the Village Forest Committee

The existing sub-clause viii of Clause 10 of Annexure - I to the G.O. dt. 12-4-1993 shall be deleted and the following shall be substituted.

"The audit of the accounts of Village Forest Committee and Village Forest Development Fund shall be conducted either by the Local audit cell of the State Accounts Department or by a Chartered Accountant once in a year."

(b) Sub-clause ix of Clause 10

The last sentence of sub-clause ix of clause 10 of the Annexure I to the G.O. dt 12-4-1993 shall be deleted & the following sentence shall be inserted in its place.

"To assist the Member-Secretary to maintain records, cash books and other accounts properly and for running errands the Village Forest Committee may provide the assistance of a clerk and a dalayat purely on honorary basis. The honorary employees shall be paid an honorarium of not more than Rs. 2000/- p.a. per person by the Management Committee.

(c) Sub-Clause x of Clause-10

In Sub-clause x of Clause - 10 of Annexure I to the G.O. dt 12-4-1993, after the first sentence, the remaining sentences shall be deleted, and the following sentence shall be substituted.

The Accounts of the Village Forest Committee and the Village Forest Development Fund shall be got audited either through State Accounts Department or through registered private auditors (Chartered Accountant) and placed by the Management Committee before the general body of the Village Forest Committee within 6 months of the closure of the financial year."

VI (a) Sub-clause i of clause 11 - Termination of Membership, Dissolution of the Committee, Appeal and Review etc., :

The existing words in sub-clause i of Clause 11 of Annexure I to the G.O. dated 12-4-1993 shall be deleted and the following words shall be substituted :-

"If any member of the Management Committee fails to attend three meetings of the Management Committee consecutively, he/she will automatically cease to be a member of the Management Committee".

(b) Sub-clause iii of clause 11

The words in the Sub-clause iii of clause 11 of Annexure I of the G.O. dt. 12-4-1993 shall be deleted and the following words shall be substituted in their place.

"If a member of the Management Committee is found guilty of any forest offence by a competent government or other authority concerned, he/she shall be debarred from becoming a member of the Management Committee for a period of 6 years from the date of commission of the offence through a resolution of the Management Committee of the Village Forest Committee".

(c) Sub-clause iv of Clause 11

The Words in the existing sub-clause iv of clause 11 of Annexure to the G.O. dated 12-4-1993 shall be deleted and the following words shall be substituted in their place :

"If a committee fails to function properly, or if there are instances of financial irregularities, mis-appropriation or violation of any rules and regulations stipulated thereon, the Deputy Conservator of Forests concerned will dissolve the Management Committee by a speaking order only after due enquiry and giving an opportunity to the Management Committee of Village Forest Committee to explain why the committee should not be dissolved."

(d) Sub clause vi of clause 11

Sub clause vi of Clause 11 of the Annexure I to the G.O. dt. 12-4-1993 shall be deleted and the following words shall be inserted in their place :

"If there is any confusion or deadlock on any issue, the matter shall be referred to the Deputy Conservator of Forests of the jurisdiction, whose direction/decision shall be binding on the Village Forest Committee and the Others concerned."

(c) Sub-clause vi of Clause 11

After sub cluase vi of Clause 11 of Annexure to the G.O. dt. 12-4-1993, sub clause (vii) shall be added as follows :

"The Management Committee shall meet at least once in a quarter to carry on the business concerning the Management of the Village Forest Committee".

VII (a) Sub-Clause ii of Clause 13 - Management Plan :

The last sentence of Sub-clause ii of clause 13 of the Annexure I to the G.O. dt. 12-4-1993 stands amended to read as follows :

"The Management Plan will be effective for a period of 10 years and the Village Forest Committee will conduct a mid-term review of the Management Plan in the 5th year and propose changes, if any, with justifications, for further consideration and decision."

(b) Sub-clause iv of Clause 13

The following words shall be inserted in sub-clause iv of Clause - 13 of the Annexure to the G. O. dt. 12-4-1993 before the last sentence and after the words, "This shall become Joint Management Plan".

"After obtaining formal approval of the Deputy Conservator of Forests for the execution of the Plans, the Management Committee of the Village Forest Committee will obtain formal approval of the Gram Panchayat of the jurisdiction for protection and management of the plantations and other tree resources within the Village Forest Committee jurisdiction lying outside the Reserve Forest as formulated in the Management plan of the Village Forest Committee".

VIII Sub-clause iv of Clause 17 - Disposal of Forest Produce and sharing :

After sub-clause iv of Clause 17 of the Annexure I to the G.O. dt. 12-4-1993, the following Note shall be inserted :

Note : 25% of the Proceeds accruing to the beneficiaries of the Village Forest Committee as above may be shared by the members of the Village Forest Committee equitably as dividend, or the Village Forest Committee may decide to convert it into a special Village Development Fund (VDF) for financing developmental works of the village as approved by the Village Forest Committee. This amount can be used by the Village Forest Committee for developmental activities other than forestry while Village Forest Development Fund (VFDF) should be spent only on forestry and related activities. The rules to be framed for operation of the Village Forest Development Fund shall also apply to the operation of the Village Development Fund".

Western Ghats Forestry Project

Sustaining the Sahyadri....

Observations on Gender and Equity Concerns and Suggested Recommendations

Working Summary
Gender and Equity Issues
Jacintha S Kumarswamy

March 1998

Western Ghats Forestry Project

Sustaining the Sahyadri....

Observations on Gender and Equity Concerns
and
Suggested Recommendations

Working Summary
Gender and Equity Issues

Jacintha S Kumarswamy

March 1998

The Western Ghats Forestry Project (WGFP)
Observations on Gender and Equity Concerns
and
Suggested Recommendations

Introduction

The Karnataka Forestry Department is implementing the Western Ghats Forestry Project in Karnataka in the Kanara and Shimoga Circles. The Department for International Development (DFID), which has its headquarters in the U.K., supports this project.

A Gender and Equity Specialist was appointed in November 1997 to assist the KFD, NGOs and local communities to take forward a range of Gender and Equity related issues which have been identified by the KFD staff and the local people working in the project areas and in studies conducted earlier.

Through a process of formal and informal meetings, site visits, group discussions and one to one interactions with the different stake holders, the NGOs, and by studying the various documents which were made available, it was possible to gain an understanding of the processes at work and the extent to which Gender and Equity issues were being addressed by the project.

Observations on Gender and Equity Concerns Relevant to the WGFP

Gender and Equity issues can be viewed from the experiences of the women and marginalised groups at the level of the VFC and from that of the staff of the KFD

Some of these issues are related to the socio-economic situation of the stake holders and some of them are forest related. For practical purposes these are interconnected and cannot be easily separated. Another areas of concerns are the resources available to address these issues as well as the capacity of the KFD staff to undertake this mission.

Gender and equity related issues need to be identified and prioritised. The necessary resources have to be made available and the KFD needs to upgrade the social and organisational skills of its frontline staff.

Gender & Equity issues at the level of VFCs

1. Gender stereo type come in the way of women actively participating in the VFCs. Men seems to have a tendency of speaking and acting on behalf of the women.

2. Daily wage earning women belonging to the socio-economically-backward groups are at a disadvantage when compared to women of the socio-economically and ethnically better place groups.

3. Women have been complaining that they are paid lower wages when compared to men by the forest department.

4. The women have expressed difficulty in procuring timber for repairing and rebuilding their houses since the JFPM has been initiated. Women also have to put in more labour and their livelihoods are threatened when they are prevented from taking cattle into the plantation areas as they formerly used to.

5. It is not clear whether the NTFP collectors are getting their due share in the new system devised for collecting the selling the NTFP.

6. In some areas encroachers belong to different socio-economic classes and ethnic groups. The threat of eviction is viewed more seriously by the disadvantaged groups rather than those belonging to the privileged groups.

7. In some areas the KFD staff have different perceptions on JFPM. This is not always helpful in addressing the Gender & Equity issues of the VFCs.

8. The Gender profile of most of the NGOs involved in training and developing the VFCs are biased in favour of men. Though they are Gender aware, they will have difficulty in offering role models to the women in the VFCs or in conducting convincing Gender sensitivity programmes.

Gender and Equity concerns at the level of the staff of the KFD :

1. Some of the KFD staff, specially the front-line staff, require clarity and understanding on Gender and Equity related concerns in forestry.

2. They also need to develop their social and communication skills to take up their role and responsibilities in the JFPM effectively. In lieu of experience, they could be exposed to different community based organisations and their activities.

3. It is possible that the KFD front-line staff unintentionally re-affirms stereotypes related to Gender and power in the VFCs.

4. Some of the members of the staff believe that women are not socially conditioned to work in the Forest Department.

Suggestions for follow up Action

1. From the margin to the centre : It is advisable that in all the areas where VFCs are to be formed newly that some additional preliminary work be done. Primarily the women and the marginalised sections can be formed into special interest groups and be appraised of the JFPM programme. They can then elect their representatives for the managing committee of the VFC.

2. The special interest groups of women, NTFP collectors and other can plan activities around their interest and for their involvement in the JFPM processes.

3. Women organisers, community organisers, social animators, socially skilled KFD front line staff, women workers from other government departments available from the nearby areas can function as motivators and facilitators.

4. This can be achieved through a process of exposure visits, HRD training programmes, training in social skills, training in management and accounting skills and by making relevant reading material available to them.

5. They can be linked to developmental agencies which could provide them with timely support in various areas of group formation, conflict management, organisational development and related subjects.

6. For the self sustainable development of these special interest groups, it is necessary to train persons from these groups, both women from the different socio-economic groups and men from the marginalised groups to function as task and achievement oriented leaders. This can be done through a process of leadership training, exposure visits and by forming linkages with like minded NGOs who are experienced in forming community based organisations.

7. It is necessary to identify areas, projects, and agencies for exposure visits both for the KFD staff and motivators as well as for the members of the VFC.

8. Women and men leaders belonging to VFCs, which are functioning well, can be mobilised and trained to introduce the concept of JFPM, VFC, Special interest groups etc. in areas where VFCs are yet to be formed. These leaders can continue to give both moral and practical support to newly formed VFCs in collaboration with the KFD officials.

9. Select KFD officials who have an aptitude and interest in training. They can then undergo training to trainer's programmes so that the KFD improves its capacity for in-house

training. Special care must be taken to select persons who are to undertake gender sensitivity training.

10. A list of resources persons for different subjects available within a geographical area of the Circle or nearby areas can be drawn up. The KFD can then avail of their assistance while conducting Gender and other training events.

11. A handbook can be produced on the various programmes and the departments dealing with Gender and Equity programmes at the Circle level can be produced that the forest officials and the VFC office bearers can use.

Follow up Action for the KFD Shimoga Circle

The NGO-KFD relations do not seem to be conducive for any sort of co-operative action in Shimoga at present. Unless the relations change for the better in the near future, precious time will be lost. Hence it is necessary to draw up a contingency plan to develop the SHGs, Special Interest groups and the VFCs

Rapid Strategic Intervention

This can be done in the following manner.

A rapid action plan consisting of:

1. Train thirty women who have worked in the social forestry sector as women organisers.
2. Four hundred women leaders from the VFCs can be trained in SHG formation, income generation programmes, special interest formation and conflict resolution.
3. Over a phased programme during the next two – three months, the women leaders from the VFCs and the women organisers can be put into position in different villages.
4. The Guards, Foresters, ACFs, RFOs and other officials should be apprised of the changed schedule and necessary training imparted so that they can successfully implement the JFPM programme in the context of the WGFP.
5. A special task force of KFD officials at the level of CCF should be set up to plan and monitor this action.

Conclusion

If these actions are followed up, the KFD may succeed in attaining some of the objectives of the JFPM. This will further the achievement of the goals set up by the WGFP.

JOINT FOREST MANAGEMENT : EMERGING SCENARIO IN MADHYA PRADESH
(Based on experience at Harda Forest Division M.P.)

BMS Rathore

ABSTRACT

New Forest policy 1988, the Govt. of circular of June 1.1990 and Madhya Pradesh Govt. resolution dt. Dec. 10,1991, sets a perfect stage where the decade of nineties have started unfolding a new chapter - The participatory Forest Management or Joint Forest Management. The new chapter, as it's being read, provides new challenges to all those concerned with resource use and its management. The opportunities thrown herein too seem unlimited at the moment. The paper analyses emerging scenario in Madhya Pradesh. About 3 year old experience at Harda Forest Division in participatory Forest Management has been discussed. The emerging issues have a much wider implications.

Divisional Forest officer, Forest Division Harda M.P.

1. BACK-GROUND :

Though the concept of peoples involvement in resource management is not entirely new, it is probably a very crucial time setting that has given it an entirely new dimension. With the forest resource degrading at an alarming pace due to ever mounting biotic pressure, and given the present day socio-economic and political milieu, the traditional approach to ensure forest wealth, has come under serious scrutiny to the extent that State Government of Madhya Pradesh in Dec'91 accepts limitation of traditional custodian approach and calls for peoples involvement in protection of existing forests and regeneration of degraded ones (M.P. order No 16/4/10/2/91 of 10-12-1991). It follows a new thrust in National Forest Policy (1988) and June 1,1990 circular of Govt. of India that lay down details procedures to involve people in forest regeneration. The stage thus set throughs open new challenges and opportunities. As the field level implementors having made a start in the right earnest, the experience so far gained there in draws attention to some of the key issues that would go a long way in making the new venture a success.

2. HARDA EXPERIENCE :

Located about 160 km south west of state capital Bhopal, Harda is a forest division head quarter in distt. Hoshangabad. Divided into 6 forest ranges, the total reserve and protected forest area is 1,417 sq. km. The forest area broadly qualifying under South Tropical dry deciduous teak forest (champion and seths). Protected Forests of Handia range have a long history of degradation due to organised illicit fellings. Pollards frequent the area. The reserve forests of the division though apparently well stocked, face problem of inadequate natural regeneration due to factor of grazing and recurrent fire. Bamboo (dandrocalamus strictus) too has suffered badly due to grazing and fire after gregarious flowering to an extent that a large part of area is threatened of any bamboo regeneration after flowering.

The experiment at Participatory Resource Management at Harda started around Oct. 90 with initiation of staff reorientation and now spreads over 80% of total forest area; covers both interior and fringes and involves around 190 villages through the village committee organised during the course of programme.

3. SALIENT FEATURES :

Institutional :- The programme is operationalised through village forest committee with active support of forest department. The village committee have membership from all village house holds with the executive decided unanimously. Forest guard is the member secretary.

* The village forest committee broadly cover two kinds of areas.

  (i) The degraded areas (Handia range, Protected Forests of Seoni range)

  (ii) Apparently well stocked areas but sensitive to either illicit felling (Handia range) or other biotic pressure like uncontrolled grazing, recurrent fire, encroachments etc. (Rahatgaon, Temagaon, Seoni, Magarlha range).

* Area with the village committee varies from 100 hect. (on fring) to 1000 hect (in the interior). It is the forest falling with in the village boundary (Kankad) which has been assigned the VFC in protected forest area.

* Usually it is one village / one VFC situation, however there are also sporadic cases where more than one village have joined to form VFC..

* Depending on the nature of protection problem of forest area the VFC set their priorities. For instance while the VFC in Handia range have basically been dealing with protection problem of organised illicit removal, the VFC in the reserve forest deal intensively with grazing control and fire control.

* Village microplan being prepared jointly by villagers and staff include regeneration of forest area, village watershed treatment, water harvesting structures, programme on additional income generations, village infrastructure development (on limited scale), energy conservation and alternate energy devices.

* The funds for microplan implementation obtained from WFP (World Food Program) and regular department budget. Interdepartmental coordination (where by forest deptt. acts as nodal agency) to ensure scheme implementation of the line deptt. in the programme area.

* Reorientation programme for the staff as ongoing feature. training's of VFC members in skill development activities and in joint management.

* Village common fund at village level (from villager's volunteer saving, protection money, social fine and bank interest).

4. RESULTS :

Forest Protection and Regeneration :

* Working collectively, the VFC and staff have ensured a near total control on organised illicit felling in most sensitive range Handia - (Fig. I)

* Protection of degraded forest area supplemented with cultural operations has resulted in quick regeneration of such areas where from the VFC are to get supply of forest produce as per microplan.

* Problem of headloading of fuel for sale addressed by a good number of fringe area VFC where alternate programme have been organised (Fig. IV).

* The grazing management (Fig. III) by VFC and staff collectively in reserve forests has helped in regulating the grazing only in the forest areas suitable for grazing (as per working plan). This has resulted in bumper production of grasses in areas hitherto unknown to have produced grass. The grass from these areas helped the local villagers with adequate biomass on cut and carry system basis for the lean period. Surplus grass then has been given by VFC to the villagers not falling in the grazing management regime (beyond 5 Km. from periphery) at a nominal cost. Remaining surplus is being sold to military farm at cost decided by VFC.

* With the preparation of micro level fire protection plan with VFC, the cases of fire and area so effected has been reduced substantially (7% area catching fire in 92 season to 1.3% area caught fire in 93 season).

* Given a strict grazing and fire management :-

  (i) Natural regeneration in terms of number of species and their frequency shows remarkable improvement. For instance a recent count in conptt No 121 shows occurrence of 3500 young seedling regeneration per hectare (20 different species) over a control plot where there were 780 seedling/hect (13 species). However it would require further studies in regeneration establishment over a period of time before conclusions can be drawn.

  (ii) Rejuvenation of some 3000 ha of old flowered bamboo area ensured.

* Investment in eco-development works like developing minor irrigation and village watershed treatment has helped in raising the productivity of agriculture manifold. This along with development of certain additional income generation programme in case of fringe area villages, has helped in reduction of villager's pressure on nearby forests for fuelwood to be sold as headloads. (Case of village Khatmakheda, range Temagaon, Fig. III)

* Accrual of more than 8 lakhs Rs. with more than 80 Village Forest Committee towards village common Fund.

Contd...

1993

5. EMERGING ISSUES AND CONCERNS

Types of Forest Area under Village Committees

5.1 TYPE OF FOREST AREA AND SHARING OF USUFRUCT :

In Harda forest division, the committees have been formed in two different types of areas.

(A) The degraded one where coupe working has been suspended long back due to severe degradation. Here the Village Forest Committee gives protection to the area and cultural operation once carried out, set the area back on the rail. The state govt. resolution promises usufruct sharing in such areas from the forest, so regenerated.

(B) The other type of area involved in Harda cases are apparently well stocked forests. The Village Forest Protection committee (VFPC) in such area primarily protects the area in one way or other as under :-

Type of Area	Protection Measures	Type of Silvicultural Management
(i) Few comparatively well stocked Compartments in Handia rage but sensitive to organised illicit felling	From organised illicit felling	Protection working circle
(ii) Apparently well stocked reserve forest (but lacking in adequate natural regeneration in flowered bamboo areas on account of uncontrolled grazing and recurrent fire).	Grazing and fire management	. Selection cum improvement . Modified Conversion to Uniform.

Presently the Govt. resolution covers only the area under B(i) where in it promises a sharing to the extent of 20% from the areas so protected.

A pertinent question to be squarely addressed at this juncture is that of area coverage in category B. Most of the area in category "B" are being worked as per working plan prescription, all over the state. Such areas may be suffering of different kinds of protection problem be it illicit felling as in B(i) or be it a case of grazing pressure and recurrent fire over running the regeneration time and again. Should we leave the areas under B(ii) out of Govt. resolution perview. Experience of Harda over a period of 3 year have shown, how a problem of regeneration can be addressed to by involving local people in grazing and fire management. By regulating the use rights of outsiders, the local inhabitant start getting a quick return out of grasses from such areas. Most of these villages are also being

assisted on eco-development front in one way or other (either from savings made out of CPT/CPW in lieu of social fencing ensured by the villagers in project areas, or from WFP assistance).

However one problem which has become quite obvious at field level is a persistent demand of these villagers of small timber and bamboo for their bonafide consumption. It would be seen that the present Nistar arrangements actually cater to a population much beyond those living in and around the forest areas. Given a very poor purchasing power, the people living in and around forest hardly get an access to nistar produce and left with no choice they resort to a defacto nistar at their will. Once united as a village committee mainly responsible for protection of the forests under their nose from out side influence, even the defacto Nistar gets discussed and question raised with field officers. Visiting one such meeting at village Amsagar, I was left with no answer to a query by one of the tribal villager, "is it fair to expect the people sitting on the bank of a water tank, not to drink a glass of water "? . The situation call for an urgent review of Nistar provisions which should now be seen inlight of new relationship between local people and foresters. (See separate paper on Nistar in M.P. challenges and opportunities)

Let it be stated out right that it is only the state now pursuing JFM, that a provision of 20% income sharing has been made, from relatively well stocked areas, provided that they are sensitive to damage (illicit felling). In case of Orissa where the reserve forests are assigned to the village committee for protection purposes, the following provisions have been made, "..... villages will be assigned a specific rôle in the protection of reserve forests adjoining their villages and will in return, be granted under sec.24 of Orrisa Forest Act.1972, certain concessions in the matter of meeting their bonafi requirements of firewood and small timber". Purpose of quoting Orrisa Govt. order is not to go into the merits of such a resolution but to look around for kind of arrangements made in the similar situation.

It is therefore proposed that scope of village committee be enlarged to both kinds of areas shown under category B. However, given the fact (a) that most of these relatively well stocked areas have a tribal interface (b) involvement of local people in protection is crucial to regeneration be it natural or artificial; the following provision be made applicable :-

(i) All the bonifide requirement in term of small timber/bamboo/fuel of such local villagers living in and around these forests be met on priority basis at nominal cost (only haveting cost) in lieu of their involvements in protection of the forests under respective village committees. This would require a little change in nistar provision as applicable today. The concerned village forest committee be made responsible for proper distribution of

5.4 MICROPLAN EXECUTION AND FOREST FINANCIAL RULES :

The executive will be responsible for the execution of the sanctioned manag ment plan", reads the govt. resolution on VFC. It goes on to state that the forest department will extend full support and guidance to VFC and the executive in the implementation of the sanctioned management plan. It will also provide funds required for implementation of the plan annually. It is however, not clear that how the funds can be extended to VFC under the present Forest Financial Rules. If the funds are extended directly to VFC for execution role, the relevant sections of FFR will have to be suitable modified. More over VFC's simply approved by the D.F.O. do not have legal status, this being the situation - would it not hamper maintenance of funds by village body. While this should be attempted keeping an eye on future, it would not be out of place to mention that the VFC would require adequate expertise and training before they feel confident enough to handle large amount of money.

5.5 GENDER ISSUE :

" A person from each family will be nominated as member of the committee", pronounces the govt. resolution. The experience at Harda shows that such provisions get tilted highly in favor of male dominated village committee and its executive. It would require a conscious effort of high order to ensure women's involvement in village committee. Apart from making a minimum number of women member on executive as mandatory, it would be worth while to enlarge the scope of general membership to draw upon both male and female partners from the family. A greater need for senstising the forestry staff on gender issue is already being felt. It is obviouslythe quality of women's participation and their say in decision making is more important then the sheer number of women present in such bodies.

5.6 JFM AND ECO-DEVELOPMENT :

Forest protection and development through village committee and eco-development should be seen as complementary measures. Experience at Harda shows that investment in selected eco-development activities can help reduction of pressure on adjoining forest. Problem of women head-loaders due to non availability of alternative income source, temptation of poor tribals to encroach upon new areas due to low productivity of rain fed agriculture and quite a few other such pressures on forest areas call for explicit linkages between JFM and eco-development. Accordingly, there is a need to organise funds for such activities as depicted in village microplan.

such material.

(ii) The village forest committee be assisted by deptt. financially for investments on key eco-development activities as per the village microplan.

Some of the points laid out for usfruct sharing in case of village forest committee operating in degraded areas need further elaboration. like sharing of 30% of net income obtained from the nationalised minor forest produce. How the net income be worked out need be clearly spelt out.

5.2 MANAGEMENT UNITS AND ITS SIZE :

The provisions off the Govt. resolution make it amply clear that village forest committee can comprise of either one village or a group of villages, which inturn is assigned adjoining degraded forest area. In practice it has been found (Harda experience) that in protected forests the forest area falling with in the village boundaries (called kankad/Meda in local vernacular and is located on revenue maps) can safely be assigned to the concerned village committee. The villagers have practically no difficulty in identifying themselves with such area. The extent of such area may vary. However, there may be the cases where other adjoining villages may have a stake in such areas assigned to a near-by village community. In such cases it has been found prudent to allow a meeting of such villages, and look for consensus. If after consultation the villages decide to protect the area jointly, the department should have no difficulty in accepting the same.

However, in case of VFPC working mostly in relatively better reserve forest, there could be a case of large extent of forest area being assigned to one VFPC. In such case it would be useful to consider physical limitation of such village in protecting large areas. In no case however govt. should rigidly fix extent of area which is to be assigned either to VFC or VFPC.

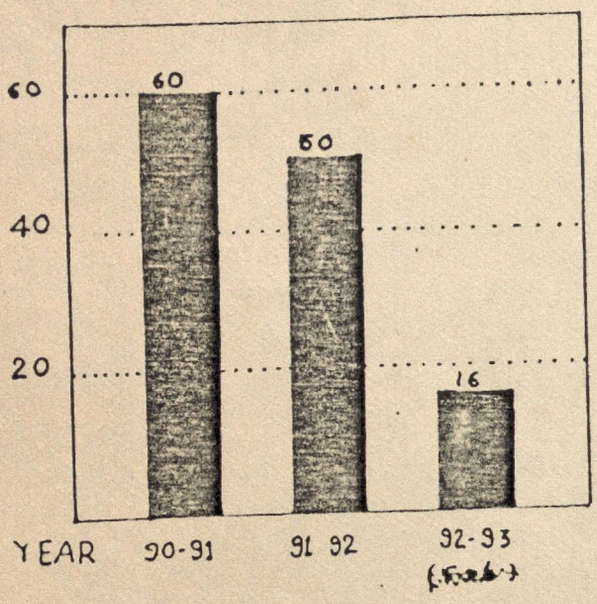
5.3 NEED FOR AN FORMAL AGREEMENT :

In case of the VFC working on the degraded forest area, it would be desirable that an formal agreement or MOU (Memorandum of Understanding) reached between the village committee and forest department. It has already been provided under the govt. resolution, "if considered necessary, the state Govt. may issue and order in respect of execution of a formal agreement". The microplan of this area should then be a part of this agreement, which should clearly spell out who will get what in which year.

Need for a greater inter-departmental co-ordination can hardly be over enphasized to pool up the resources. Role of forest department in such cases need to be that of co-ordinator (Nodal) with other line departments. At Harda, the district collector Hossangabad having realised the strength and capacity of forest department to deliver the goods in such areas (villages and around the forests), assigned the forest officers a task of a co-ordinator agency by issuing a circular. In light of achievements accruring due to such a role in Harda case, the govt. should seriously consider to take a decision assigning the forest deptt. the role of a co-ordinator for the villages in and around the forests.

Fig I

Illicit Felling cases in mast Sensitive Handia Range.

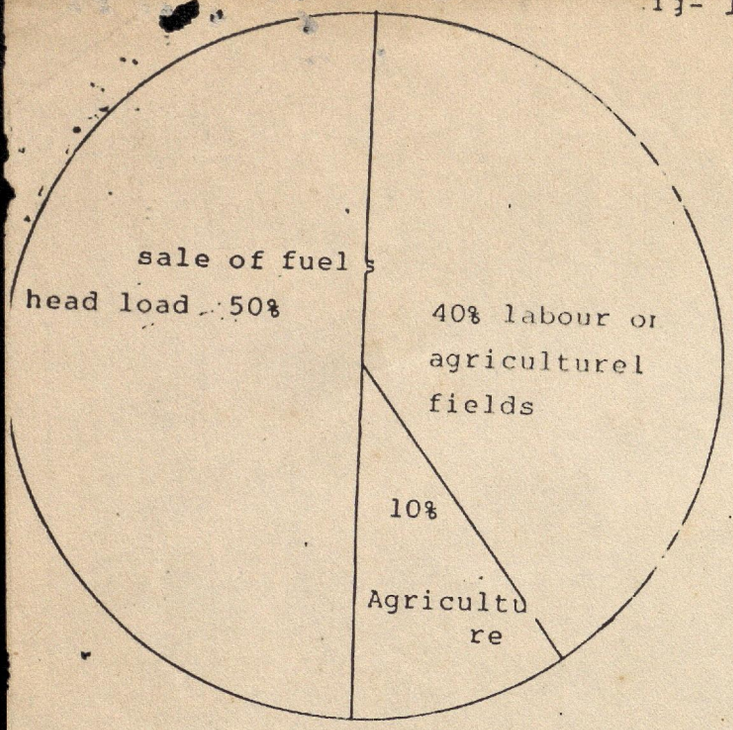


GRAZING MANAGEMENT IN 91 & 92 Season

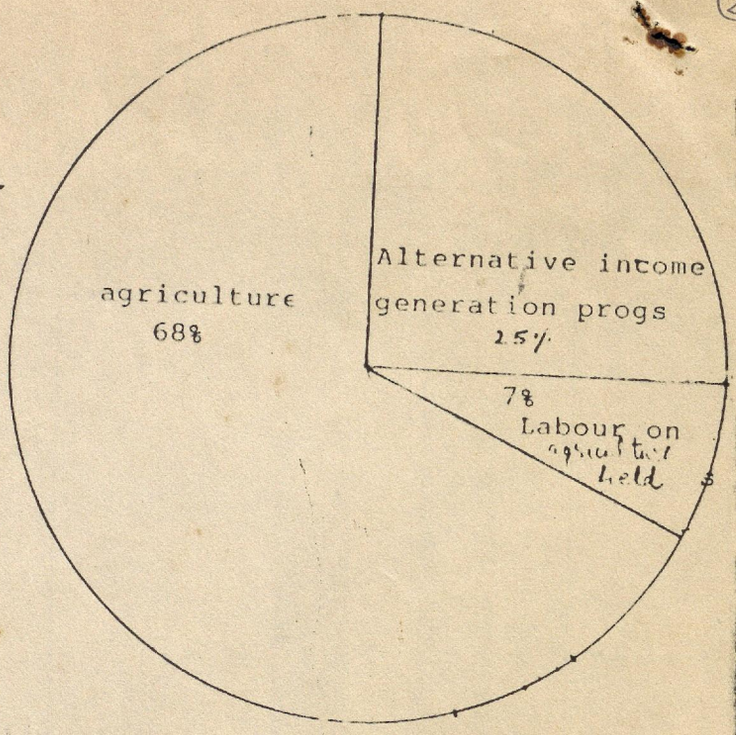
Fig II

ear	Total Forest Area Under grazing Management(Hect.)	No.of Cattle Units given access	Area Open to Grazing	Area closed to grazing	Remarks
991	116580.501	62182	74838.975	41741.526	Cattle of forest area & that of 5 Km.peripheral Zone given access to forest area
.992	116580.501	61691	79629.061	36755.531	under controlled rotational grazing.

Fig- III



1990



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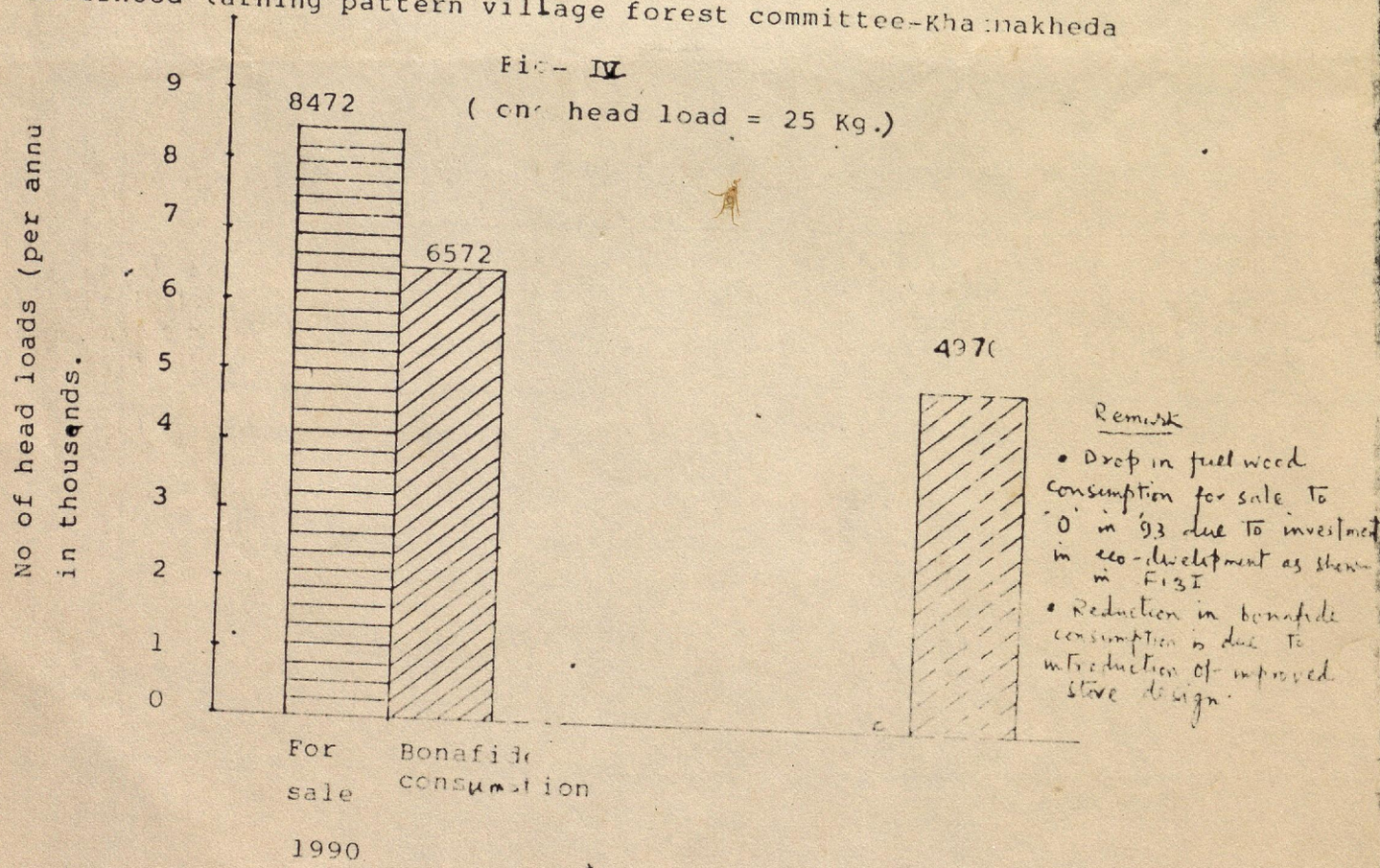
Livlihood earning pattern village forest committee-Khamakheda

Fig- IV

(one head load = 25 Kg.)



Remark

- Drop in fuel wood consumption for sale to '0' in '93 due to investment in eco-development as shown in Fig I
- Reduction in bonafide consumption is due to introduction of improved stove design.

Change in fuel wood consumption.

go together
with what I've
going to write...?

Imposing local management: The ODA's Western Ghats Forestry and Environment Project, Karnataka, India.

Adrian Martin

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Locally generated initiatives to manage environmental resources have demonstrated how self-management can succeed where outside intervention has failed, an observation that provides much copy for an array of social science journals. The successes of 'grassroots' development are now sufficiently well documented that it is fast becoming the paradigm for rural development projects, attracting the attentions of NGOs and government agencies who have redefined their roles as catalysts for self-help. A 'new institutionalism' has resulted, in which outside agencies engineer new, local-level institutions on the apparent assumption that it is possible to introduce forms of 'grassroots' development in a top-down fashion. The UK Overseas Development Administration's forestry project in Karnataka, India is an example of this 'new institutionalism', imposing a rigidly designed blueprint for Village Forest Committees onto villages with diverse socio-environmental conditions . The project is suffering from teething problems which are rooted in the difficulties of leap-frogging the formative stage of self-organisation.

Introduction

At the scale of transnational environmental problems, there is an increasing commitment to institutional solutions based on the premise that 'governance without government' is the best framework for addressing global change. This has led to a proliferation of international institutions with environmental

remits and agendas which are no longer marginal to international relations. However, political 'realists' have long critiqued the mutualist rhetoric of liberal idealism which underpins this global institutionalism, pointing to the corporate and state vested interests which manipulate such forms of governance to maintain old world disorders. Such criticisms have not escaped the environment and development forum, as witnessed in the processes that underpinned the World Commission on Environment and Development and the Earth Summit[1].

At the local scale, a 'new institutionalism' has taken prominence as research into the failure of both the market and governments to control resources has been matched by a growing body of case studies illustrating conditions under which local people can manage their own resources. This has certainly been the case in the area of tropical forest management in which it has been recognised that previously dominant solutions to problems of common access resources have often failed to safeguard either the forest resources or the livelihoods of those who depend on them. Firstly, the nationalisation of forest resources has led to the alienation of local people and the demise of traditional systems of management[2]; Secondly, the alternative 'commons' solution of privatisation has often impoverished the majority whilst enabling short-term gain for a few whose economic decision making is distanced from the consideration of environmental externalities[3]. As Elinor Ostrom asserts:

"Some scholarly articles about the "tragedy of the commons" recommend that "the state" control most natural resources to prevent their destruction; others recommend that privatising those resources will solve the problem. What one can observe in the world, however, is that neither the state nor the market is uniformly successful in enabling individuals to sustain long-term, productive use of natural resource systems. Further, communities of individuals have relied on institutions resembling neither the state nor the market to govern some resource systems with reasonable degrees of success over long periods of time."[4]

What researchers observe in the world suggests that the local generation of institutional capital can empower and enable local people to successfully collaborate over protecting and enhancing resource

systems, evolving social norms which support collectivism rather than the aggregate of unreason that results from individual decision making or the alienation and dependency that results from the orthodox 'commons' solution of appropriation of local control. However, the ensuing enthusiasm for creating local resource management institutions (often under the auspices of 'grassroots development') has to some extent raced ahead of emerging concerns about lack of participation, the marginalisation of the poor and women and the vulnerabilities which can be exacerbated by any changes to the management of resource systems. Whilst it may have been tempting to assume that local level institutions would be less problematic than global ones (due to fewer constituent parties, greater cultural and political homogeneity, more closely identified mutual interests etc.) this is not proving to be the case. New institutions do not operate on clean slates; rather they are introduced into a complex dynamic process of an evolving place, with its own pre-existing social and economic relations.

The specific ways in which new institutions collide with 'old places' is an interesting area of uncertainty but empirical experience does inform us of some trends which occur in institutions which are introduced through the catalyst of outside agencies. Firstly, there is a tendency for new institutions to reproduce (and therefore strengthen) existing social relationships and norms. One example of this occurs where a new institution such as a Village Forest Committee is dominated by men, reflecting the existing patriarchal relations[5]. Secondly, there is often a failure to compliment local change with necessary change to relationships with the wider spheres of influence within which local institutions have to operate[6]. Some of the most successful local institutions arise out of local conflict with the state and/or industry in which local people successfully change the structure of wider control mechanisms as a pre-requisite to controlling their own resources. For example, the Chipko movement had to successfully challenge the 'Scientific' model of forest management before Indira Ghandi agreed to a moratorium on live-felling[7]; the fishermen's union in Trivandrum District, Kerala and Kanyakumari District, Tamil Nadu had to lobby for change to Government fisheries development policy as a pre-requisite to forming local institutions that had the power to protect and enhance the coastal fisheries through the construction and management of artificial reefs[8].

External provision of new institutions can overlook such crucial lessons from the field. It is naïve to expect an institution to a) empower marginalised people within a structure which is likely to mirror the very inequalities which marginalised them in the first place and b) be empowered to control local resources whilst it still has to operate within external rules and regulations which are fundamentally disempowering.

With the rapid expansion of local institutions for sustainable development, it is clearly timely to contribute to efforts to monitor and learn from field experience to date, identifying obstacles to successful local management and the social and policy contexts in which such obstacles arise. This paper focuses on the Western Ghats Forestry and Environmental Project (WGFEP) which is operating in the Districts of Uttara Kannada and Shimoga in Karnataka, South India. The project is a collaboration between the United Kingdom and India, administered by the Overseas Development Administration (ODA) and the Karnataka Forest Department (KFD). As a case study it is of particular relevance to questions about the two trends identified above because the project makes some attempt to address these twin requirements. Firstly, it seeks to implement a social policy which prevents the reproduction of norms which disempower the poor and marginal (including women) and secondly, it instigated a legislative (structural) change (via a Government Order) as a pre-requisite for enabling the empowerment of local institutions. In essence, the project design is sensitive to the twin pitfalls of imposed institutions which I allude to and attempts to leapfrog these obstacles through its own design. Of greater interest is the assertion that these efforts have been less than successful, and that the fundamental ability of outsiders to introduce forms of socially desirable 'grassroots' development should be closely scrutinised.

Socio-Ecological Vulnerabilities in the Western Ghats of Uttara Kannada, Karnataka.

A review of the local context within which the Western Ghats Forestry and Environmental Project operates is necessary in order to identify the motivation for the project as well as the structural changes in the region which have consistently deprived people of the ability to control their own livelihoods.

The Western Ghats of South India is rich in culture and ecology. The biodiversity contained in this mosaic of tropical forest types, from wet evergreen forest to mangrove swamp, is considered worthy of global protection efforts. At least 4050 flowering plants have been identified in the Ghats, of which about 1600 are endemics[9]. Noticeable reptile fauna in the Evergreen forests include the limbless frogs (caecilians), burrowing snakes (uropeltids)[10] and the king cobra. In total, 112 endemic species of salamanders, caecilians, frogs and toads occur in the Western Ghats[11]. The Nilgiri langur, liontailed macaque, Nilgiri tahr and Malabar large spotted civet are examples of endangered endemic mammals and the area also contains potentially valuable genetic material for agriculture in the form of wild relatives of pepper, cardamom, mango, jackfruit and other widely cultivated plants[12]. The moist deciduous forests of lower rainfall zones contain a rich mega-fauna which includes populations of elephant, tiger, chital deer, sambar deer, leopard and gaur. The rarity of the moist deciduous forest type, high degree of species endemism, unique variety of forest types, uniqueness of lowland evergreen forest in a monsoonal climate and the biogeographical significance of this isolated area between the African and Indo-Malaysian forest blocks combine to make the Western Ghats a very important biological resource[13]. Sadly, it is also an extremely endangered one[14].

The vulnerability of local people has to be understood within the twin contexts of dependence on the environmental resources of the Ghats and dependence on increasingly distant sources of 'development' initiatives. In Uttara Kannada, the district first targeted by the ODA's Western Ghats Forestry and Environment Project, there are few major industrial developments and no towns of over 100,000 people[15]. In this largely agrarian district, people are dependent on subsistence production of paddy and the rather more lucrative spice gardens. In the coastal belt, fishing, coconut groves and cashew plantations are also important sources of subsistence and income. Most farming systems are mixed, combining crop

cultivation with livestock. All farming systems are highly dependent on forest resources for fuel, livestock fodder and grazing, litter and green manure, fencing and other construction materials and, less commonly, collection of non-timber forest products for marketing, food and medicines. Spice gardens require large quantities of mulching materials to maintain moisture and prevent soil erosion.

Malaria, physical inaccessibility and the colonial control over forest resources have historically led to fairly low population densities in the interior of this district and a corresponding wealth of per capita natural resources[16]. In all but the drier, Eastern fringes of the district, water and woodfuel shortage have not resulted in the huge demands on labour experienced in many other parts of India: dung, for example, is rarely resorted to as a fuel and water collection rarely involves distances of more than a few hundred metres, even in the Summer months of March, April and May[17]. The farming systems found in Uttara Kannada today have existed for centuries and beyond. The unique microclimate created within the multistorey spice gardens, with the complex intercropping of areca palms, bananas, pepper vines, cardamom and ginger, reek of stability, a sensation that is backed up by local folk history and by references in ancient religious scripts which date the spice garden system back as far as 1700 years. Sharachandra Lele suggests that some individual gardens have remained in permanent cultivation for upwards of 1000 years[18]. These gardens are themselves threatened by ecological imbalance: for example, the loss of bananas through the 'swollen shoot' virus deprives spices like cardamom of necessary shade and leads to substitution with crops like cocoa which do not share the same symbiotic relationship with the areca palms and cardamom. The impact of fungal diseases on cardamom and pepper has also been devastating in recent decades. Of even greater concern to this remarkable heritage is the current trend towards growing areca palms as a monoculture.

The livelihood crisis in Uttara Kannada has come in the forms of British colonial and Government of India forestry policies, the adoption of a modernising paradigm of development and growing landlessness. In a region of superior natural resources, two meals a day cannot be relied upon by the rural poor. Appropriation of forests as a resource for the empire and then for the state has eroded local access rights,

replacing them with locally negotiated 'forest privileges'. From the early 19th century, trees were felled to meet the needs of the ship-building industry[19], from 1853, for railway sleepers and carriages and, during the Second World War, for the war effort[20]. The period from 1799 to 1864 could be described as uncontrolled exploitation whilst the period following the establishment of a Forest Department in 1864 could be described as systematic appropriation[21]. Nationalisation of forests coincided with the transition from forests as local environments to forests as commercialised national resources, with the concept of 'scientific' exploitation of forest resources introduced with the help of German expertise. There is a considerable history of local protest against British forestry policy, starting in 1800 and culminating as an important forum for the local independence fighters[22]. The majority of forests have now been classified as 'reserved', effectively placing them beyond local control and, significantly, beyond local protection. By 1981, 7727.84km^2 of UK's forests were classified as reserved, out of a total forest area of 8292.65 km2[23]. Just 20.20 km^2 remained officially classified as 'village forest', much of which was only granted to villages because it was degraded land. The total land area of Uttara Kannada district is 10,220 km2, of which 81% is legally controlled by the Forest Department. For many then, the Forest Department is the most important government organisation in their lives.

"This District's natural wealth has now become a curse for it" says Pandurang Hegde, journalist and co-ordinator of the Appiko-Chipko Andolan movement. The fate of reserved forests since independence has been partly determined by a government conceptualisation that a highly forested area is a 'backward area', leading to large-scale removal of timbers under concessional contracts to state and private industry (especially for the paper and plywood industries), organised smuggling of valuable timbers such as teak, rosewood and sandalwood, replacement of natural forests with monoculture plantations of teak, eucalyptus, acacia and casuarina (so-called 'scientific forestry'), the clearance of forests for industrial developments, submersion by reservoirs, mining, power lines, new townships and resettlement projects (including Tibetans who settled near Mundgod, fleeing the Chinese invasion). In 1947, Uttara Kannada was more than 80% forested; today, 60% is a best estimate despite official figures that are rather more optimistic. Between 1951 and 1991, the forested area declined from 8000 to 6000km2[24] although satellite

images suggest that only 200km2 are totally barren[25]. Since 1989, the cutting of green timbers has been abolished throughout Karnataka[26].

The 1988 forestry Bill determined that state forests should supply the basic needs of local people whilst plantation forests (State planting on wastelands and private planting on farms) should be grown to meet industrial needs. Whilst there is evidence that some industrial contracts are still (illegally) awarded and smuggling is still an organised activity with contacts in high places, the majority of pressure on forests now comes from infrastructure developments such as dams, the Kaiga nuclear power station and transmission pylons and the Konkan railway; indirect threats include coastal industrial developments which are increasing the deposition from air carried pollutants. Despite the scale of threat from state and industry, local dependency on forest resources is fast becoming the major cause of deforestation. Population has risen four times since 1951 and whilst most encroachment has been onto previously cleared forest lands, demands on forest resources have risen.

Local risk, distant power structures

The livelihoods of local people are increasingly vulnerable to the policies and projects of distant organisations: government-sponsored agricultural change and GATT lead to greater vulnerability to market prices, new seed varieties and patenting laws create vulnerability to transnational agro-industries, IMF-induced liberalisation combined with the Government of India's development agenda increases vulnerability to industrial developments whilst the introduction of exotic species of flora and fauna threaten local biodiversity and crop pollination. The collapsed dome of Kaiga nuclear reactor (fortuitously prior to nuclear installation) served as an ominous reminder of the risks to local people from ever more distant spheres of decision making. As local control has been degraded, so have communal regimes of self-organisation. As Government took responsibility for managing forests, local management systems withered. The same is true of irrigation management: Government 'goodwill' in taking responsibility for maintaining irrigation infrastructure has led to the silting up of thousands of irrigation tanks in Karnataka as local cooperative maintenance work lost its *raison d'être*[27].

In 1991, Bharat Dogra estimated that the proposed dams on the Kali, Bedti and Aghanashini rivers and tributaries, combined with the Seabird naval project at Karwar and the Kaiga nuclear plant amount to an expected displacement of 150 000 people over the next two to three decades. If one includes indirect displacement and displacement caused by the gradual encroachment of mining, this figure rises to 250 000, about one in five of the district's population[28]. Such livelihood vulnerability is of course also an ecological catastrophe in the making.

Recreating local management systems

Current projects which attempt to rebuild local management of resources, operate within this context of vulnerability; vulnerability induced by colonial, state and corporate appropriation of power and the continued time-space distanciation of decisions which effect local livelihoods. Alienation and dependency are the key cultural consequences of this process and their reversal, through re-empowerment, must be a defining feature of any institutional solutions. An interesting question therefore arises concerning whether the same 'distant' powers which have built up such vulnerabilities can now return meaningful control to local people, enabling them to rebuild the long-eroded social capital that supported local management of resources? This relates to the more fundamental question of whether grassroots development can be facilitated in a top-down fashion, one of the great development paradoxes of the 90s.

The rationale for attempting to induce self-management is strong. Whilst there is theoretical and empirical evidence to suggest that people can respond to their own vulnerabilities and self-organise spontaneously, this is still the exception and not the norm. The consequences of the dominant conceptions of progress, as mediated through effects on local environments, have a long history of stimulating protest in India. Today, we see the ongoing challenge to dominant paradigms of 'development' and 'knowledge' such as 'scientific forestry' and large scale dam construction and could speculate that such a challenge grows more powerful as consequences become more globally felt. However, dependency is reproduced socially and structurally and the optimistic analysis that heightened awareness of the causes of

vulnerability will force people to empower themselves (as for example found in Ulrich Beck's *Risk Society*) is not entirely persuasive[29].

Whilst I have already mentioned that such risk-inspired struggles to regain control have led to cases of successful self-organisation to communally protect common resources, I have also suggested that the ability of external (often distant) agents to reproduce such results through institutional supply are (unwittingly?) attempting to bypass that all important formative stage in which the social capital of communal ability is developed at the same time as the structure of power is reorganised to enable that communal ability to blossom.

Joint Forest Planning and Management

Joint Forest Planning and Management (JFPM) is the key policy component of the ODA's Western Ghats Forestry and Environmental Project, although it is not exclusive to the ODA's project. The WGFEP is one of the ODA's flagship projects, backed by £23million (£29million, adjusted for inflation) of funding for the first 6 years (1992-1998) and a consortium of advisers[30]. The first draft of the project was published in 1988, attracting widespread criticism from NGOs and organised lobbying through the Federation of Voluntary Organisations in Rural Development - Karnataka (FEVORD-K)[31]. One of the key objections related to a lack of any real provision for local involvement, a clear requirement of late 1980s rural development thinking. FEVORD-K's objection to the Thatcher administration and the ensuing discussion in Parliament, led to the call for the project to be amended or dropped. After a series of drafts, the final project document was published in 1991and contained the component of Joint Forest Planning and Management[32]. Whilst this document was reasonably well received, largely due to its emphasis on local participation in both the planning and management of forest use, there was one major omission which haunts the project to date: the lack of a sufficiently rigorous social policy to prevent a divergence in interests between environmental and livelihood related objectives. The final project document of April 1991 has one social objective: "To assure the sustainability of the living standards of those people whose

livelihoods currently derive, in whole or in part, from the forest"[33]. There is also a rather weak and cynical economic objective of: "Ensuring poor people, women, tribals, and other disadvantaged groups who are substantially dependent on forests are not worse, and preferably better off."[34]

However, the project document contains no detail as to how such policy objectives will be achieved and the project to date has contained limited monitoring of social impacts and has consistently failed to satisfactorily respond to critics who claim that 'disadvantaged groups' are certainly not better off and, in several cases, are worse off[35]. Social policy has partly been given a back seat due to staffing changes, including the loss of the project's social development consultant during the critical early years of implementation[36]. More fundamentally, perhaps, project process has been driven by a conservation ethic that is somewhat divorced from livelihood concerns, a false separation of issues that has plagued decades of biodiversity protection in tropical countries and, in this instance, has led to the pursuit of tree-planting targets at the expense of social targets.

The main features of JFPM are an alliance between the Forest Department, NGOs and villagers. Each participating village forms a Village Forest Committee (VFC) with a remit to protect and enhance existing forest lands, as presented in a Memorandum of Understanding and a local plan. Whilst the ODA's money is used to prime the VFCs, enabling initial plantation activities, fencing, nurseries, bamboo craft workshops, PRA exercises, training, forest guards, investment in fuel-efficient stoves etc., the VFCs are intended to become financially self-sufficient, receiving 50% of proceeds from the harvesting and sale of produce from designated Joint Forest Planning and Management land, half of which can be distributed to involved households (beneficiaries) and half to a Village Forest Development Fund. In practice, the timeframe for institutional sustainability was too short and the ODA are committed to lengthen their involvement as part of the process-driven evolution of the project - maybe to as long as fifteen years.

The Government Order on Joint Forest Planning and Management.

On 12th April 1993, Karnataka issued a Government Order introducing JFPM and responding to a 1990 Government of India circular, calling upon state governments to introduce joint forest management. Surprisingly, the 1993 Order states that:

"The Principal Chief Conservator of Forests has stated the "Process Plan" of the Western Ghats Forestry and Environmental Project funded by the ODA of the UK depends mainly on the JFPM and the ODA authorities have insisted for a Government Order authorising the principles of Joint Forest Planning and Management."[37]

This is surprising because the ODA has obviously had a heavy influence on a state wide forestry policy on the basis of its (then) activity in just one district (covering just 5.37% of Karnataka's land area). Given the ODA's close association with this Government Order, it is also surprising that so little consultation with NGOs occurred, resulting in an Order that contains serious flaws[38]. Whilst the Government Order provides the legislative change to enable greater local responsibility for forest management and, indeed, to enable villagers to be the shared beneficiaries of forest produce, it is nevertheless problematic.

Problems with the WGFEP and the JFPM Order.

Zonation.

A system of 'zonation' determined that only degraded forest lands (those with less that 25% canopy cover) were eligible for JFPM. In one stroke of a Western-influenced blueprint of forest management practice, nearly all forest dwellers and tribal people were excluded from a share of the benefits[39]. It is interesting to note that Uttara Kannada district was said to be selected on the basis of its high forest coverage, quality of forests and ecological significance[40]. This rationale would appear to falter when the main instrument of the project is only applied to degraded forest areas. Lack of genuine belief in the ability of local people to manage forests has led to an unwillingness to 'risk' good forests to JFPM, despite the observable failings

of more tried and tested management strategies. Of course, there is a principle behind the '25% rule', namely that if you can protect and enhance the provision capacity of degraded lands you will reduce the pressure on the better forests. However, such a principle does not acknowledge the continuum of settlement throughout the Western Ghats and the fact that extraction pressures are always local to settlement. Zonation does not fit happily with a highly dispersed population which includes tribal people living in the interior of thickly forested areas. In fact a zonation centred approach, with its concentric zones ranging from an 'ecological core' to 'main zone without dwellers' to 'main zone with dwellers' to 'boundary zone' to 'common/revenue land' is clearly an attempt at socio-ecological engineering based on the rather spurious assumption that biodiversity and people can't successfully co-exist.

I have spoken to 100s of villagers in the area and none knew of anyone who was consulted over zonation. Indeed, it is odd that zonation occurs prior to a process of Participatory Rural Appraisal in which villagers map out their local forests! Apart from the inherent ugliness of the imposition of this 'scientific paradigm' of forest management, there are local, direct concerns. One potential concern is the motivation to reduce forest cover to 25% in order for a village to qualify as a beneficiary of the ODA's funds. Less speculatively, zonation has led to the breaking of what I believe to be a golden rule of any aid programme: not to raise false expectations. The case of the Siddi people is one example of this.

The Siddi People:

The Siddis are a traditionally forest dwelling community of about 8000 people, based in the high Ghats in the northern region of Uttara Kannada. They are of East African origin, brought as slaves to Goa by the Portuguese. It is thought that the Siddis escaped the Portuguese by fleeing into the forests of the Western Ghats and living in the remote forests of the regions where they are now settled. Many Siddi people still live in small villages in the forest interior, often consisting of just a few households and living through small-scale subsistence agriculture plus the collection for sale of non-timber forest products. The right to collect forest products had been removed by a 1980 Act and they were forced to work for unscrupulous

contractors who could successfully bid for Government contracts to harvest NTFPs. Bonded labour prevailed as Brahmins took advantage of the poor education and standing of the Siddi community. Another blow to the Siddi community was the failure to be designated as a Scheduled Tribe, a process which would have at least provided some reserved access to education, jobs and local government seats. Today, their position is improving, partly inspired by Shivappa Poojari who founded the Siddi Development Project, a system of cooperatives which leads to self-help in ensuring primary education, negotiating with the Forest Department and contractors for NTFP contracts, providing alternative sources of income though e.g. training in bamboo crafts and, in its early stages, successfully eradicating bonded labour.

In September 1996 Krishna T. Siddi, secretary of the SDP, asked me why the Siddis and the Gowlis (a buffalo herding tribal community) were specifically mentioned as forest dwelling communities in the WGFEPs project document and yet none of them had received a single rupee. In practice, there are a few villages involved in JFPM which have some Siddi people living there, but on the whole, it is a case of raised expectations: when a group like the Siddis are one of only 3 castes specifically named in connection with a £23million aid project, you can hardly blame them for this! As for the Gowlis, Michael Heseltine traipsed through the Ghats in a jeep to visit their community and talk about the project (and presumably the benefits) that was coming their way.

It would take only a few thousand pounds to prime their co-operatives with the necessary capital to successfully bid for Forest Department tenders to collect and market soapnut, honey, fruits, teak seeds, bamboos and other forest products, thus enabling them to escape from the situation in which they are employed by outside contractors who siphon off most of the profit. The knock-on effect of keeping such profit within the cooperatives would be tremendous. For example, primary education could be assured through the maintenance and expansion of the cooperatively managed hostels. These hostels are built to enable children to attend government primary schools despite the remoteness of their villages. Children can stay in the hostels during the week, thus overcoming the problem of physical inaccessibility of

existing schools. At present, money is desperately scarce and hostels are being forced to close down. Education is considered essential by the Siddi people, empowering them to take control of their lives and improve their status in local communities. Every time the ODA pays for a new jeep, a computer which lies idle, or pays for a KFD ranger to be trained in tropical forest management at a British University, it should remember these implicit commitments and its failure to deliver on them.

Political Culture - Forest Department and Wider Government.

The widespread adoption of Forms of Joint Forest Management in India has been largely motivated by the early successes during implementation in West Bengal[41]. Part of the failure to replicate such success lies in the political culture which existed prior to implementation. The Uttara Kannada forest circle is the richest in the State and has been a popular posting for forest officials - salaries are commensurate with elsewhere but the resource wealth generates unprecedented opportunity for less scrupulous forms of earning. So much so that stories abound of forest workers paying large bribes just to be relocated to a job in the district. Whilst an influx of foreign capital intensifies the motivation for various grafts, it has also proved divisive within the Department due to a new distinction between 'Territorial' staff and 'JFPM' staff. The JFPM staff are those specifically trained to implement the project and are therefore crucial to its success. However, the majority of JFPM staff are disillusioned and want to be reposted to territorial jobs as soon as possible. They dislike the lack of status associated with their job, they dislike sitting and talking with villagers, they dislike sitting and being lectured by British consultants whose accents they don't understand and, perhaps most importantly, they find themselves in the wrong positions to gain from the widespread corruption in the Department. At a Participatory Rural Appraisal session at Kabbe village, the JFPM Forest Ranger disappeared half way through proceedings, later to be discovered asleep in the back of his jeep. At Thaligadde village I arrived the day after a poor family's house had been torn down by the forest ranger and guard. The crime was to encroach on a small fraction of an acre of treeless, degraded land, the punishment was a result of the refusal to pay them a 200 rupee (£4) bribe. Most villagers were disgusted, many of them scared because of their own dubious tenure. The Village Forest Committee were

upset because they, as 'joint managers' of the forests were not consulted and because there is a danger that they become perceived as collaborators in such activities because of their paper power. In the same village, a number of families had had acacia seedlings planted on their paddy fields. Whilst the land was in most cases encroached forest land, it had been in cultivation for decades and had formed an essential source of family subsistence. One of the 'grafts' which occurs is for forest staff to order more seedlings than they intend to plant, dump a proportion of them, and pretend they have all been planted - the labour costs that are then claimed for planting the dumped seedlings can be creamed off. Such problems are partly symptomatic of leapfrogging a process in which local people demand reform of the Forest Department themselves. Whilst there are some excellent people working for change within the Uttara Kannada Forest Department, widespread cultural change will only occur through protracted struggle with local people, not through the intervention of a distant agency whose consultants are usually accompanied by senior Forest Department officers when visiting villages and who therefore find it difficult to gain direct experience of some of the problems occurring.

Gender

The lack of participation of women in JFPM is particularly worrying. Few women are members of the VFC because the Government Order originally specified that there should only be one member per household. The Order does provide for 2 reserved places on the 10 member management committee but this is mainly interpreted as a maximum rather than a minimum figure so 2 out of 10 is the most common composition. Typically, these two play a muted role because of the difficulties of expressing their views in a male dominated forum and the cultural expectations of their behaviour in such a group. Whilst most of the men I have interviewed have a rudimentary knowledge of JFPM, many of the women had never even heard of it, despite the fact that the Village Forest Committees had been operating for up to two years. Such findings are shared by Mariette Correa's survey of women's involvement in JFPM[42]. The main result of the non-participation of women is their further marginalisation within village society. The VFC mirrors the pre-existing gender relations and, by doing so, exacerbates them by forming yet another forum in which women have no power. The issues involved in JFPM can also prove divisive at the village

and household levels. Women are key users of forest resources and as such can be cast in the role of exploiter, with the husband on the VFC, cast in the role of protector. Whilst fuelwood collection and cattle grazing are not the exclusive domain of women in this part of India, their contribution is significant and dominates in villages where fuelwood is headloaded to market for cash sales.

Management Committee

The initial supply of JFPM to a village is carried out by JFPM forest staff, usually the Range Forest Officer. He (and I mean 'he') typically approaches the dominant high caste men of the village who are commissioned to be the local 'promoters' of JFPM and co-ordinate enlistment of members and the formal establishment of a VFC. Whilst official process for management committee constitution is by nomination and election, bearing in mind a system of reservation for Scheduled Caste/Tribe members, women, village artisans and landless, in practice elections are extremely rare with nominations being elected unanimously. The 'promoters' usually end up on the management committee and tend to occupy the important position of president. As Mallikarjuna, one of the Deputy Conservators of Forests writes: "out of nearly 100 VFCs in the [Forest] Circle, contest for the election of President has taken place only in one VFC. Avoidance of contest, for any of the posts, is to be ensured, as even a contest for a single seat spoils the whole atmosphere."[43],

Whilst I agree that elections can prove divisive, there is still a problem with a management committee dominated by the previously dominant. Old power structures are exacerbated and entrenched, offering little empowerment for the poor and marginalised. To relate this to wider spheres, it is an example of what Robert Chambers described as the 'net' used by the village elite to catch the benefits of rural development projects[44].

Local Knowledge

Local knowledge is systematically consulted but often ignored. A policy of 'plant now, consult later' still persists and is highly evident in the monocultures of *acacia auriculiformis* that predominate JFPM plantations. Local claims that acacias cause problems of hayfever and that they interfere with the pollination of paddy are dismissed due to lack of scientific evidence. The claims from local environmental groups that regeneration is better than a clearance/monoculture method of plantation is similarly ignored despite considerable evidence to support them. Indeed, rootstock is often so vigorous that the FD cuts it back and then plants acacia seedlings directly adjacent to it as the cheapest way to actually suppress it (the acacias grow faster and out-compete the slower growing indigenous species). I witnessed such clearance in Kabbe village, where dense regeneration of 3 or more metres height was virtually clear-felled to make way for a second Village Forest Committee plantation. Talking to the women labourers who were clearing the land, instructions were to cut anything with a crooked pole or a pole diameter less than 6 inches. Generously, the Forest Department then told the Village Forest Committee that Village Forest Committee benefits extended to existing trees on the site, except those with a starting trunk diameter in excess of 6 inches! If they are lucky, a VFC will be asked what species they want planted. Regardless of their response, a majority of acacias will be planted. The Appiko-Chipko movement has become so disillusioned with the planting methods and the impact on the livelihoods of the poor that it now opposes the WGFEP. Other NGOs prefer to work with the project in an attempt to improve it. Whilst the ODA and the KFD have claimed that they have stopped planting acacia monocultures, this is not true in my experience. Neither is it true in the experience of Prabhakar Bhat of the Indian Institute of Science who tells me he has recently seen the same approach still in operation in Haliyal, in the North of Uttara Kannada district.

Conclusions

I am suggesting that zonation, the political culture of the Forest Department, gender blindness, the 'netting' of power and proceeds by the elite and the neglect of local opinion are symptomatic of a form of

project supply in which local management is imposed from physically and psychologically distant organisations.

Poor people are extremely vulnerable to any change in resource management regime. Distantly imposed change is perceived as a powerful threat to their livelihoods, so much so that interviews identified that a large number felt safer with the enemy they knew: a relatively acceptable though corrupt system whereby they pay regular bribes to the forest guard or ranger in order to fend off harassment. This has the benefits of being locally negotiated, straight forward and fairly reliable.

The WGFEP and its instrument of Joint Forest Planning and Management are admirable in some respects and I would hope that the project succeeds in overcoming some of its early failures. A thorough independent review may be the starting point for such a change and this should focus on two underlying problems that I have stressed. Firstly, it must look at the way in which VFC institutions reproduce and exacerbate social inequalities, thereby undermining the project's social policy objective. Secondly, it must look at the distance it has created between decision making and those who are effected by it. What is the point, for example, of instigating a Government Order which allows greater local involvement in forest management, if you are simultaneously going to shift the decision regarding the overall management structure (zonation) to British academics. This distant supply via transitory project backing does not inspire a sense of control. As an example of this, concern over the tenure of Village Forest Committee forests leads most people to express that they don't expect to receive any benefits from the plantations. It will be 8 years before the first harvest of acacia poles by which time the rules may have changed. Previous plantations of acacia are often characterised by the stumps remaining after villagers pre-empt harvesting by night-time cutting. These new plantations may well go the same way.

[1] See, for example, Third World Network ???? Adams, W.M. Green Development, Routledge, London, 1990; Vogler, J, & Imber, M. The Environment and International Relations, Routledge, 1996; Graf, W. D. " Sustainable ideologies and interests: Beyond Brundtland", Third World Quarterly, 1992:13(3); International Institute for Environment and Development ????? Chatterjee, P. & Finger, M. The Earth Brokers: power, politics and world development, Routledge, 1992.

[2] See e.g. Guha, R. "Forestry in British and Post-British India: an Historical Analysis", *Economic and Political Weekly*, 29. 10.1993, pp1882-1896.
[3] See Jodha, N.S. "Common Property Resources and Rural Poor in Dry Regions of India", *Economic and Political Weekly*, Vol.21, No.27, 1986.
[4] Ostrom, E., op cit, p.1
[5] For case studies which support this contention, see for example Fernandes, W. "Afforestation Programmes, Voluntary Action and Community Organisation", *Social Action*, Vol. 37, July-September 1987; Nesmith, C. "Gender, Trees, and Fuel: Social Forestry in West Bengal, India", *Human Organisation*, Vol.50, No. 4, 1991; Sarin, M. "Joint Forest Management in India: Achievements and Unadressed Challenges", *Unasylva*, Vol. 46, 1995, pp 30-36; Ribot, J.C. "From Exclusion to Paticipation: Turning Senegal's Forestry Policy Around?", World Development, Vol. 23, No.9, pp1587-1599.

[6] For case studies supporting this contentions, see, for example, Ribot, J.C., op cit; Krishnaswamy, A. "Sustainable Development and Community Forest Management in Bihar, India" *Society and Natural Resources*, Vol. 8, pp339-350, 1995; Pimbert, M. "Learning from a Participatory Forestry Experience in Bulgaria", *Rural Development Forestry Network,* Network Paper 20e, Winter 1996/97.
[7] For a first hand account of this, see Hegde, P. *Chipko and Appiko: how the people save the trees*, Quaker Peace and Service, London, 1988.
[8] Kurien, J. "Collective Action for Common Property Resource Rejuvination: The Case of People's Artificial Reefs in Kerala State, India", *Human Organisation*, Vol. 54, No. 2, 1995.
[9] Nair, N.G. "Endemic Trees of the Western Ghats: Their Importance and Conservation", p. 41, in K.S.S Nair, R. Gnanakaran & S. Kedharnath, *Ecodevelopments of the Western Ghats, Kerala Forest Research Institute*, Peechi, Kerala, India, 1986.
Khan, T.I. "Tropical Deforestation and its Consequences with reference to Biodiversity in India", *Environmental Education and Information,* vol. 14, no.1, p.34, 1995.

[10] Gadgil, M. & V.M. Meher-Homji, "Ecological Diversity", in *Conservation in Developing Countries, Proceedings of the Centenary Seminar of the Bombay Natural History Society*, OUP/BNHS, Bombay, India, 1990.
[11] Khan, T.I. op cit p.37.
[12] Gadgil, M. & V.M. Meher-Homji, op cit, p. 190.
[13] Karnataka Forest Department/Overseas Development Administration, *Western Ghats Forestry and Environment Project: Draft Project Proposal Document, Part 1 Main Report*, KFD, Karnataka, India, July 1990.
[14] For discussions of some of the main threats, past and present, in the district of Uttara Kannada, Karnataka, see: Gadgil, M. & V. Meher-Homji, op. Cit.; Gadgil, M. & R. Guha, *This Fissured Land: an ecological history of India*, OUP, Delhi, India, 1992; Nadkarni, M.V. et al, *The Political Economy of Forest Use and Management*, Sage, New Delhi, India, 1990; Dogra, B. Uttar Kannada: Portrait of an Endangered District, Threat of Displacement and Hazards, Bharat Dogra, New Delhi, India, 1992. Hegde, V. R., Shreedhara, V. and V.S. Hegde, "Changing Landuse/land cover pattern in the Kali River Basin in Western Ghats, South India", *Current Science* vol. 66 no. 2, pp128-137, 1994. Khan, T.I., op cit; Daniels, R.J.R., Chandran, M.D.S. & M. Gadgil, "A Strategy for conserving the Biodiversity of the Uttara Kannada District in South India", *Environmental Conservation*, Vol. 20 No 2, 1993.
[15] For a rather damming description of attempts to 'develop' the area, see Seabrook, J. 'Development as colonialism: the ODA in India', *Race and Class*, Vol. 37, No. 4, pp13-30, 1996.
[16] Whilst malaria is the most frequently cited cause of low population density prior to the mid 20th century, an alternative explanation lies in the colonial restrictions on forest clearance which left local people and

their crops highly vulnerable to wild animals. There is certainly evidence that local people were often refused the right to clear forests surrounding their village. Even now, wild pigs and gaur can be highly destructive to crops, and in one village visited tigers take many dogs and cattle. This current experience makes me lean towards an acceptance of a much greater problem in the past.

[17] Whilst this statement generally holds true today, it should be added that the condition is deteriorating. The 100 day Save the Western Ghats March which began on November 1st 1987 was partly a response to the increasing shortages felt by local people.

[18] Lele, S.M., *Degradation, Sustainability, or transformation: a case study of villagers' use of forest lands in the Malnaad region of Uttara Kannada District, India.* CES Technical Report No. 27, Centre for Ecological Sciences, Indian Institute of Science, Bangalore, India, 1993.

[19] Uttara Kannada came under direct British rule in 1799 following the defeat and death of Tipu Sultan.

[20] Prime, Ranchor, *Hinduism and Ecology: Seeds of Truth*, Delhi, Motilal Banarsidass Publishers, 1994; Nadkarni, M.V. op cit; Gadgil, M. and Guha, R., op cit.

[21] Lele, S. op cit, p.10

[22] Nadkarni, M.V., op cit, pp 56-58.

[23] Government of Karnataka, *Gazetteer of India, Karnataka State, Uttara Kannada District.* P.43, 1985.

[24] Potter, D., *NGOs and Forest Management in Karnataka,* GECOU Working Paper No 3, Milton Keynes, Open University p. 22, January 1995.

[25] Sahyadri Parivasa Vardhini, *Working Together: State, People and Forests in Uttara Kannada*, New Delhi, Society for the Promotion of Wastelands Development, p.2, 1992.

[26] The exception to this is the Coorg district, in which selective felling has been successfully lobbied by the coffee and rubber magnates - apparently the forests are too mature!

[27] Tanks of Karnataka

[28] B. Dogra, op cit, pp4-5.

[29] Beck, U, Risk Society 1992, 1995, 1996

[30] Karnataka Forest Department, *Western Ghats Forestry and Environmental Project, Karnataka, India: Final Project Document*, Karnataka Forest Department, April 1991.

[31] Potter, D., op cit; Locke, C, "Social Issues in the Western Ghats Forestry Project, Karnataka India", unpublished paper submitted to NGOs associated with the WGFEP, June 1996; Correa, M. *Gender and Joint Forest Planning and Management: A Research Study in Uttara Kannada District, Karnataka*, Dharwad, India, India Development Service, November 1995.

[32] Karnataka Forest Department, *op cit*

[33] Karnataka Forest Department, op cit, p 4

[34] Karnataka Forest Department, op cit, p 4

[35] Pandurang Hegde of the Appiko-Chipko Andolan movement has documented many such cases. On the basis of this, he has successfully lobbied for an independent review of the project and is currently negotiating the terms of reference with the ODA.

[36] see Locke, C, op cit for the insider's view of what went wrong with the social policy

[37] Thanks to Mariette Correa for spotting this and alerting me to its significance

[38] This is a slightly contentious statement. For example, Sahyadri Parisara Vardhini, a local environmental NGO formed in 1984, reacted to the draft Order in terms of a list of recommendations, several of which were recognised in the final Order. However, the general concensus amongst NGO workers, including members of FEVORD-K, is that involvement was very limited.

[39] The ODA/KFD have reacted to problems of zonation through experimental extension of JFPM to areas of more than 25% canopy cover. The Deputy Conservator of Forests in Karwar has proved an innovative and dedicated implementer of JFPM and has led this initiative. The ODA has also officially adopted a new policy of Site Specific Planning although this has had little influence on implementation practice to date (as of September 1996).

[40] Gerry Pais (OXFAM Bangalore) and Ranjan Rao Yerdoor (FEVORD-K) both express the view that Uttara Kannada was selected due to the lack of NGOs operating in the district, a complication to be avoided as much as possible despite the official rhetoric of a 3-way partnership between KFD, NGOs and villagers.

[41] Although recent conversations have suggested that the successes in West Bengal are beginning to be undermined.
[42] Correa, M., op cit.
[43] DCF Mallikarjuna , *A Handbook of JFPM*, , Karnataka Forest Department, Karwar, p.15, August 1995.
[44] Chambers, R., *Rural Development: putting the last first*, Longmans, 1983.

DRAFT

DUBIOUS AID : A Case Study of ODA Funding to Forestry In Karnataka, India

by STS Reddy

The impact of borrowing massive loan amounts from International organisations such as World Bank (WB), Asian Development Bank (ADB), Overseas Development Administration (ODA), etc., in the name of developmental projects, seems to have set in a competition among various departments at the state level. There is no department in Government of Karnataka, which has not gone in for a loan from one or the other international organisations. The recent one is to improve efficiency of electricity board from the World Bank and when there was a delay, the State government stooped to the level of borrowing funds from Peerless company. The question that arises is Why are bureaucrats and technocrats are making a beeline to these international agencies for a loan? Is the loan for just purpose or is there any dormant political economic interests? How far the interests of the people is really served? An attempt is made in this paper to examine the above questions by taking into consideration two projects of Karnataka Forest Department (KFD) funded by ODA. After the completion of Social Forestry Project, KFD is presently implementing the second project with a loan from ODA.

The above comparative study of two projects will be helpful in understanding the achievements of the completed project and to learn how the experiences from the first project has reflected in the second project. This helps to estimate the benefit the international agency has got from the project, if it is funding the same department for a new project.

II.

KFD was one of the fore runners in going in for Social Forestry Project, at the fag end of 70s, with a massive loan of Rs. 600 million from ODA and WB. The main objectives of that project were to meet the domestic requirements of the rural population pertaining to fuel wood, small timber, bamboos, fodder etc., an another, rather unstated, objective is "The project would also help in improving the ecological balance of the area particularly in the dry zones (KFD p.29)". Since then, this project has been highly recognized for much of the controversy over planting of eucalyptus to meet

the fuelwood requirements and for displacing the food crops with eucalyptus, Without getting into the highly recognized controversy[1] over the ecological impact of eucalyptus, what is of worth for the present study is that an attempt was made by the KFD to capitalise the latest developmental program, social forestry recommended by the National Agricultural Commission (1976), the to seek a loan. While doing so KFD had indicated that the project "aims at making the villagers self-sufficient and in the course of time, selfreliant in regard to their forest based needs". (KFD P.15) and did not fail to mention "This branch of forest activity will have sufficient involvement of the communicy". (KFD P.15). While mentioning the involvement of community the forest officials seems to have the doubt about the out come, hence, a rider, " if it (involvement of community) were to be successful, (KFD P.15)". By saying so the KFD had expressed its reservation on involvement of people, even when the project was social forestry.

The social forestry project had seven components, of which the important ones are road side plantation, village plantation on gomal land and free distribution of seedlings. The critics pointed out that the free distribution of saplings carried out through nurseries raised by KFD were dominantly eucalyptus. Which in association with the incentive provided by the Polyfiber Industry could help planting of eucalyptus in the ragi growing area. An independent evaluation carried out by the Bureau of Economics and Statistics, an governmental organization, revealed that more than 60 to 80 percent of the ragi growing area being transferred to eucalyptus. KFD denied such a displacement by providing statistical information. While providing such an information the KFD had not noticed the decline in the production even when the area has increased (Table 1)

The strategy adopted by the KFD to avoid the critics was to shift the entire project to other districts than that was examined by

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[1] For detailed information on the controversy refer to VS 1981, 1986.

the critics. However, the vigilant farming community did violently express their opposition to the program, wherever, attempts were made. To be successful, the KFD and the major consumer of eucalyptus, the polyfiber industry jointly established an organization for afforestation by the name Karnataka Pulp wood Limited (KPL). Nearly, 70,000 hectares of gomal land and village forests in the Western Ghats were identified and handed over to KPL for planting. Hoever, the NGOs of Karnataka joined hands with the vigilant farming community and when all their protests failed to restrain KFD, the public had to approach Supreme Court to withhold the KFD from planting eucalyptus in the gomal lands. With large scale participation of public to oppose the Social forestry project, the KFD had no other way than to wind up its plans to float KPL. The project which aimed at "community participation in implementation" had to face high level community participation, unfortunately, in opposing the entire project.

Apart from the stated objectives, the KFD in its proposal had indicated its unstated objectives in the form of budgetary allocations. Of such, research, training and fellowship, buildings, tractors and vehicles. While stating the need for training KFD states "For implementation of the project, it is necessary to train the staff .. providing fellowships to senior technical staff for advanced training abroad" (KFD P.48). "It is necessary to impart training at a higher level and send selected technical persons abroad to study the benefits of social forestry scheme and the techniques and the technology evolved for implementation in the countries where farm forestry has developed to a great extent. "For training 25 officials, every year, the cost was estimated to be of Rs. 3.125 million. Such an attempt to bring in techniques and technology from other countries for success of the project, probably was not given a chance by the vigilant critics and community participation Or the progress in this direction is not let known to the public by KFD. However, the budgetary allocation was utilized to send the members of farmers association, who also opposed the project, and other farmers to the State of Gujarat to understand the economic benefit of eucalyptus. Unfortunately, when interviewed by the media, these farmers did act hostile to the plans of KFD. However, at no point KFD mention about the benefit of any technique that was

brought in by the officials who were trained abroad. On the other hand, one of the technique practiced locally to prevent browsing of saplings was successfully adopted when the critics brought it to the notice of KFD. Thus the plan to bring in technique from abroad could not be as valuable as that of the locally prevailing technique.

The biggest allocation, Rs. 47.971 million, was for purchasing vehicles. Sixteen bulldozers at the cost of sixteen million rupees, were purchased "for ploughing and clearing not only this area (8000 hectares, in which mechanized plantation was planned), but also any other area where it is feasible to take up the operations". (KFD P.50). The enlightened citizens of Karnataka, who up to now have not been able to know where this 8000 hectares of mechanized plantations are.

"...for an effective supervision over the staff..." each range forest officer was provided with a motor cycle. If 280 motor cycles were purchased 34 trucks, 10 publicity vans, 68 tractors and 55 jeeps were purchased for the effective implementation of the project. Unfortunately, the chief architect of the project, Principal Chief Conservator of Forests (PCCF), mentioned in one of the interviews, at London that "Machinery I think, was purchased from England". The same person answering the critics, pointed out that much of the planting of eucalyptus was at the own initiation of the people. If the former is accepted than the need for so many vehicles has to be doubted. Whether it was for the implementation of the project or for the maintenance of status quo of the post. The critics of the project probably glossed over the probable flow back of capital to Britain, as stated, when machinery was purchased. In this purchase, the objective of funding agency becomes clear, probably, it can be flow back of capital through selling machineries.

The ten publicity vans were "To involve the people in the social forestry programs, it is necessary to disseminate the information" (KFD P.51). Unfortunately the huge expenditure to disseminate information to involve people has resulted in creating large scale opposition to the entire programme.

Another important aspect of budgetary allocation is for research. The purpose is "to support the present research wing with independent genetic unit to be headed by a Deputy Conservator of Forest.." Rs. 2.2 million was sanctioned for ".. research including staff component" (KFD P. 48). Unfortunately, the critics who were busy with the ecological impact of eucalyptus did not notice the need for this money when the proposal itself states "Effective work has already been done in establishing the seed production units and seed orchards of important species. The plantingmethods have been standardized ".(KFD P. 48) When what is required under research has been accomplished what was the need for a position of Deputy Conservator? Was it only to enable promotions?

Since the social forestry project had the glorious objective of involvement of community, probably to convince the communities, KFD went in for recruitment of additional staff. The information is made available in two ways; firstly through the management chart and secondly, through budgetary allocation. According to Management Chart, three posts of conservators and eighteen posts of deputy conservators were to be created exclusively for Social Forestry Project. To implement the project, the staff requirement according to the proposal was 313 foresters, 959 range forest officers and 1830 guards. Which means a good plan for those who are looking for employment opportunities. These ambitions does not find a place in the budgetary allocation, what is planned is, two posts of Chief Conservators, six posts of Deputy Conservators and six posts of Assistant Conservators. In addition to these positions, to man theproject at the field level, below the rank of Range Forest Officers, about 849 posts were created. The budgetary allocation for all posts is a meager sum of Rs. 73.511 million. Withthis amount budgeted for the staff and their facilities works to Rs. 142.017 million. That is hardly above 25 percent of the total loan.

Let us examine the benefits that could have been derived from the project. Since the major objective was to extend fuelwood to the rural people, the project at the end of five years should have attained the potentiality to yield 943,000 tonnes of fuelwood per annum. Which is roughly one fourth of the deficit (four million tonnes). The timber production should have been increased by

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376,000 tonnes and fodder by 33,000 tonnes. Whether such targets are achieved or not can be understood by examining the proposal submitted for the Western Ghats Project.

III

The Western Ghats Forestry and Environment Project (WGFP), is a joint endeavor of KFD and ODA, launched on 1 April 1991 and lasts for six years. This project like the Social Forestry, experienced opposition from the stage of drafting the proposal. Even though the proposal had been submitted to ODA in 1988, it was guarded as a secret up till the umbrella organization of voluntary organisations in Karnataka (FEVORD-K) came to know of it.in 1990. This organisation, which was waging a battle against the KFD in opposing the activities of Social Forestry, had to seek the intervention of no less person than Mrs. Margaret Thatcher, the then Prime Minister of Britain and was able to raise debate in British Parliament about the joint venture between KFD and ODA. FEVORD objected to the funding to KFD, on the grounds that KFD being known for its anit-people activity should not be funded unless the component of people participation is included in it and then the people could review the entire project proposal. The debate in British parliament resulted in almost calling off the fund. At such a juncture the develo ment Commissioner of Government of Karnataka could bring together the FEVORD and KFD for a discussion on the project proposal[2]. Prolonged discussion between the two reshaped the entire project proposal. The resultant proposal aimed at the formation of Joint Forest Planning and Management (JFPM). However, KFD did not took into consideration the suggestion to form JFPM in five circles, but pushed through its idea to have the project only in one forest circle Uttara Kannada (U.K.). KFD had agreed to involve NGOs in the formation of JFPMs and also in developing them. Much against to the will of the KFD, the members of FEVORD could get a government

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[2] KFD was not willing even to share the project proposal with FEVORD. It was at the insistence of Development Commissioner that the proposal was shared.

order passed in forming JFPMs throughout the state. The consequence of these protests and modifications is that the proposal had to be re-written several times. However, such writings could indicate the change brought about in the proposal as well as within KFD. For example, the wider objectives of WGFP set out in July 1990 is of two types; Objectives related to "The Ecology and The Environment" and "Society and Economy". Under the former, KFD wants "To maintain the ecological balance and the environmental stability of the Western Ghats, to preserve their unique flora and fauna and to increase understanding of them. Under the caption Society and Economy, KFD wants "To assure the sustainability of the living standards of those people whose legitimate livelihoods currently derive, in whole or in part, from the forest, and "To assure the sustained yield of all categories of produce to the natural forest, so as to secure sound economic returns for future generations (Emphasis added). By 1991, while rewriting its objectives, the emphasized words were replaced. The word legitimate was totally missing and the economic returns was replaced by economic welfare. Above all the concept of JFPM has such under went a change. In 1990, KFD defined "Joint Forest Management Schemes are those in which there is an Agreement between the Forest Department and a partner group or set of individuals within a local community to contribute resources to the developmevt of the scheme and to share the produce and/or revenue generated". In the document of 1991, the essential elements of JFPM, was defined as".. a consultative process by which KFD, local people and other forest users jointly discuss the ecological and environmental condition of a specific area of the forest and the scope for it to meet one or more of their specific needs". This transformation from that of partner to contribute resources and share the revenue did change to a consultative process. Above all the role of JFPM in the entire project has changed from that of "To promote local participation in the management of the forest" to that of "The fundamental instrument for delivering sustainability is JFPM". Such a change in the percieved role for JFPM, has one of the objectives to that of the fundamental instrument of the project has to be seen in the wider context of not only the pressure built up by the FEVORD, but also changes in the national and international context.

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With the success of JFPM in West Bengal and Orissa, the Ministry for Environment and Forests had issued a circular in 1990, to all the States to form JFPMs. Internationally, the success story of Arabari experiment in West Bengal had convinced the funding agencies that the shortest route to a success in forestry management was only through JFPM. Including World Bank all the international donors were insisting on the formation of JFPM. Being caught in the circumstances that emerged, KFD had no alternative than to concede to form JFPM to please all those who are concerned. This act of pleasing all and consequent act of spelling out JFPM has the fundamental instrument has to be understood in two ways. Firstly, whether any change was incorporated into the budget and in what the role of JFPM was defined and secondly, having agreed to form JFPM, how did KFD went ahead to implement the concept for which it was forced to.

To accommodate JFPM, the total budget of the project was increased from Rs. 780 million to Rs. 842 million. It is necessary to know how this additional Rs. 62 million is allocated to JFPM activities. A comparison of project costs as mentioned in the proposals of 1990 (Table. 6) and in the final proposal of 1991 (Table 26), reveals that the cost of training has been jacked up from Rs. 15,000,000 to Rs. 75,992,000. Similarly, the cost allocated was escalated in case of artisanals by Rs. 20,200,000 and that for enrichment by Rs. 70,88,000. The allocation for GIS has been increased by Rs. 12,013,000. Due to these higher allocations the activities that faced reduction are the working plans (Rs. 38687) and the research (Rs. 105773000). New items of expenditure has been included. They are local needs (Rs.172278000) and tree improvement (Rs. 26350000). These changes do indicate the changes that KFD propose to carry out.

The biggest allocation is for training. Under this item the number of officials to be trained in Britain was only 17 in 1990, but after accepting JFPM has the strategy the number of officials to be trained in Britain increased to 177. The cost of training was Rs. 775000 in 1990 and by 1991 it increased to Rs. 1802000. Probably, it was to acquire training in Britain about JFPM, when

the every program that proved the capability of JFPM to the entire world was in India. In the proposal of 1991, the content of such a training is stated as "The DCF/ACF-JFPMs (5 per circle) will under go training in the U.K. on the existing short courses, covering the theory and rationale for participatory planning, extension approaches and methods, social and economic dimensions of local needs forestry, gender issues, and training and team building skills. "One who knows the capability of organizations in India like ASCI, VIKSAT, PRIYA and host of others who are from a long time are holding training programs in participatory approaches has no other way than to raise a doubt about the need for such a training in Britain. One may even hesitate to doubt whether this is one of the ways of flowing back the capital back to Britain. Few who know the present status of universities in UK and the financial crunch they are facing do not doubt whether these training programmes are conceived by ODA to improve the financial conditions of the universities in Britain.

Normally, one who knows the protocol observed while signing an agreement, may even ask a question whether this training is to provide a paid holiday for all the officers. Since at no point the qualification for selection of officials for training at Britain is mentioned. Few can really call this has an incentive for the peer group of the top most officials. Thus it appears that the enhancement in the name of JFPM has been allocated for a trip to many officials to Britain. Which happens to be one of the methods to flow back the capital.

The seriousness of KFD in implementing JFPM can be understood by the way the allocation to JFPM is reduced by Rs. 6054000. This amount was supposed to be spent on forming and activities that strengthen JFPMs. A reduction in this account definetly reduces the amount available for the evolution of strong and viable JFPMs.

The way the budget for working plans were slashed by Rs. 38687000, indicates that some where KFD wants to curtail the effective growth of JFPM. According to the proposals submitted at various intervals of time, the place for plantation to be raised and protected by JFPM will be delinated on the basis of working plans that will be

drawn newly. Which means it is the working plans that will be determining the size of the activities of JFPM. If the budget for such a activity is slashed, there can be dealy in delineation of zones and consequently it can throw cold water on the spirits of community. In the same way for all the activities related to JFPM there is reduction in allocation. The allocation for staff of JFPM wing was reduced from Rs. 49875000 to Rs. 43821000. The amount allocated for Soco-economic activity in zone IV(Rs.48036000) has been totally withdrawn. In the allocation of costs to various models of planting, for zone I the cost is Rs. 28070000 and for zones II and III, it is Rs. 17152000 and for the zone IV where JFPM has to be active the allocation is shown to be the same for all the years. Which raises a question that the figure provided is arbitary and no rational calculation is being done. This casual way to show higher allocation does speak of the allocation has an act to silence the critics. This can be seen when the cost per by model and circle is examined. In that, the cost is only Rs. 1500 in zone IV, which happens to be the lowest of all the models. This is due to the premonition KFD had about the JFPM even from the beginning. In the proposal of 1990, only 19 percent of the project costs had been allocated and probably with increase in the total cost of the project KFD does not want to allocate higher funds to JFPM activities.

Due to zonation, the cost of planting that will be with the KFD and with the JFPM does seem to vary (Tables 24 and 25 of the proposal). In the first year the amount for filling up of gaps is Rs. 8335 per hectare and for local needs it is Rs. 4489 hectare. In the second year it is Rs. 20029 for gap filling and for local needs it is Rs. 19311. Such lower allocations do continue up to the conclusion of fourth year and by the fifth year onwards the costs do go in favour of local needs. Such enhancements has to be understood by the rules that stipulate that after third year, the management of JFPM will be totally by the local people and the cost of planting will be low. With formation of JFPM commencing in the second year of the project life, the planting will be, in the third year of the project. Therefore enhancement of the cost of planting in the fourth year onwards does mean higher allocation is for two years of envisaged project with a life of six years only.

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The discrepancy in allocation of funds to JFPM can be seen clearly if we look into the cost allocation for the project years (Table 26 of proposal). A sum of Rs. 2,80,70,000 is for ecology and that will be spent in zone I and for tree improvement[3], for the entire project the allocation is Rs. 1,81,97,000., when compared to these costs the allocation for local needs is only Rs. 1,30,71,000. The financial thrustbeing in the zones other than where the local people can get involved, the entire project is termed as the process experise for JFPM. Which seems, by the financial allocation, is not.

In the break up of costs into Capital and recurring costs, when the two proposals of 1990 and 1991 is compared all the capital costs and recurring costs have been raised. Of such raise the biggest one is for equipments. Which in this case is nothing but purchase of computer and the software. The increase is by Rs. 6200000 and than the consultancy fee to be paid to the consultants to be hired from Britain. This has increased by Rs. 6391000. Much of this capital costs probably flow back to Britain, as in the case of training. Therefore the total transfer back to Britain will be about Rs. 89.85 millions.

In case of recurring costs also the biggest increase is in the case of repairs and maintenance. Does this mean that with JFPM becoming the strategy all vehicles and equipment go out of order.

An another budgetary head that has seen a raise in the allocation is the GIS. In the 1990 budget the allocation was Rs. 62,88,000. With the revision of budget in 1991, the allocation has been increased to Rs. 1,83,01,000. Such a massive allocation for the GIS system has to be doubted, since many of the governmental organisations like KSCST, few yards away from the HQs of KFD owns the system from a long time and has utilised it successfully in many of its projects. Similarly, drought Monitoring Cell, KSRSUTC, and others do own this soft ware. There is huge allocation for obtaining training in GIS at Britain, when the above agencies sponsored by the government of Karnataka have the capability to train the users, raises doubts

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[3] No where what is meant by tree improvement is explained. Similarly, the term ecology is not explained. Which raises suspicion on the purpose.

about the intention of KFD and ODA in going for such huge allocations to GIS.

The allocation to GIS seems to be beyond any ones imagination. The cost of the soft ware in India is Rs. 4,00,000 and the main frame if purchased, it is does not cost beyond eight lakhs and the plotter, presently owned by DMC does not cost above Rs.5,00,000. The need for an amount of Rs. 1,83,01,000 raises suspicion on the intention of KFD with such a massive allocation. Further, the need to raise the cost after treating JFPM as the strategy raises the doubt on the intentions of KFD.

While spelling out the process of formation of Village Forest Committees (VFC) as a grass root level organisation in the process of JFPM, the KFD has tried to have a total authority over VFC. It is mandatory for VFCs to have the forester as the member secretary. He will be responsible for conducting meetings and also in maintaining the accounts and other documents. Similarly, the range forest officer (RFO) is empowered to disqualify any member on the recommendations of member secretary who is the forester. Similarly, the range forester has the power to dissolve the JFPM also. Which means the local people are the passive actors within the rules set and governed by the officials of the forest department. In no way the villagers are given a chance to act as partners of the programme.

KFD attempts to restrict the area of management by VFCs to "may apply to all plants, or only to certain categories of vegetation within a particular area". By such measures KFD hold back the right to allocate area for joint management. Which necessarily indicates that the VFCs, if to be active have to be at the mercy of KFD. Such an expression is clearly seen in the case of selection of the zones for planting and for JFPM. By classifying the forests of UK on five zones, the area for JFPM is restricted to the zones IV and V for local needs and the other zones for ecological and economic objectives. By such a method the zones reserved for JFPM are the ones which are on the edge of reserve forests and outside the forest area. In zone V the area for joint management will be the degraded grazing area, revenue land, and in few cases private land also. Which in other words, non-forest

land presently used by the community. By going in for such lands already, in UK, at many places have set in conflict between two villages. The villagers of Chabbalgiri were utilising the grazing land in between that village and the village Malvadi. By forming VFC at Malvadi, this grazing area has been demarcated through a trench for plantation by VFC. As a result, the villagers of Chabbelgiri are in conflict with the villagers of Malvadi.

What KFD could not achieve by forming KPL, is being achieved by forming JFPM . By examining the villages in which VFCs are formed in UK, it can be observed that in most of the cases the C and D lands are being transfered to VFC for planting. This can be clearly seen in the Annexure-I to the GO, which speaks about the areas where JFPM is going to be involved. It mentions that the classes of land where JFPM is involved are in degraded forest land, where the canopy cover is 0.25 and less and in wastelands, 'C' and 'D' lands and in road side and canal side plantations. Such reservations does mean that the KFD expects the local people to join JFPM only to afforest those lands which they could not afforest so far.

Role of NGOs

For the implementation of the project especially for establishing JFPM, as envisaged in the circular of Ministry of environment Government of India and the insistence of ODA, it was obligatory on the part of the KFD to involve the NGOs. The Ministry of Environment was specific in mentioning that the NGOs should be involved "... for motivation and organisating village communities .." and it has called upon the Forestry Organisations to take full advantage of the expertise and experience of NGOs for building up meaningful people's participation in protection and development of degraded forest lands. The Ministry had visualised the role of NGOs to act as interface between state forest departments and the local village communities for revival, restoration and development of degraded forests. Going beyond what is specified by the Ministry of Environment, KFD specifies the role of NGOs. It seeks only supportive role to break the communication barriers, to disseminate the guidelines set by the department and also to act as an extension agent. This additions do dilute the role visualized for NGOs by the ministry as inter face, and for revival, restoration and development.

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The causes for the dilution and narrowing down the role of NGOs as extension agents can be seen in the relationship between the NGOs and the KFD over a decade and specially, in ODA assisted projects.

The narrowing down of role of NGOs was contested by the NGOs in the initial joint meetings. Most of the time these meetings went off has mutually accusative meetings than finding out a common ground to perform. As a consquence most of the NGOs, which have a good track record in developing peoples participation for the works sponsored by international funding agencies have kept away from UK.

The conflict between the NGOs and the forest department seems to have determined the nature of implementation of JFPM program in UK. The officials who had to fail to have an understanding with the NGOs seems to have decided to go ahead in identifying the villages on their own. The procedure adopted across the district by various ranges officers seems to vary from one to another. In most of the taluks, except in Karwar, the RFOs (JFPM) have gone on their own without the help of an NGO to form JFPM. The methodology adopted is to select those villages where in the officials have developed a contact through their routine activities and where such activities have helped them with a good rapport. In Karwar such an exercise was done but aftermeeting with failure the officials requested the local NGO to help them out.

Most of the time the approach was based on the contacts in the form of hiring in of labourers either for nursery work or other developmental activities. In few cases, it can be those groups that are devepndent on the collection of wood from the forests. In only one case the cordial[4] relationship between the KFD and the villagers has been utilized. This method of establishing JFPM has failed to establish them in the zones that are exclusively marked for JFPM, such as degraded areas. For example, Gobral is located in the midst of a good forest area and where there is no

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[4] In the village Malvadi, there was a traditional practice of offering a days labour by all the families in the village for any activity mentioned by the forest officials. Normally, forest officials used to utilise that service for developmental activities like making a trench or pits.

degraded lands. Similarly, in Manjuguni, there is no degraded area, whatever that was there, that is planted under various programmes. Even in the case of Thalgadde, where first ever VFC had been formed, most of the degraded areas has been planted with the cashew. As a consequence, in few cases the plantations that has been raised as in the case of Gobral has to be gap filling.

Consequence of going alone has resulted in both success and failures. Mostly, the success, as in the case of most of the villages is due to placinghigh priority on the direct economic benefit that one can derive from forming a JFPM. In addition to the sharing of the produce, in many cases, as it happened in Manjguni, forest officials had to promise to help the villagers with a bus service, tiles for the roof, borewell for drinking water, electricity supply etc., It seems these are made to take villagers in to confidence and to encourage them to form VFC. Such promises made without understanding the actual problems of the people, has resulted in conflicts between the officials and the people. But what is of utmost importance is that the way the officials have gone ahead shows that they are target bound than working according to a plan. They seems to have failed in realising that they have to work with a VFC for a long time to come and any wild promises can either end up with problems or loss of trust with the KFD.

In many cases the attempts being made to form JFPM seems to have an ulterior motive for the official concerned. As in the case of Gobral, in many villages the form tion of JFPM has been utilised to evacuate the encroachers from the forest land. In few cases, the officials had to land up in conflicts or even in court cases. In such cases they had to withdraw totally.

In most of the cases the forest officials seems to have utilized the formation of JFPM to recover the forest areas to the department from that of villagers, as in the case of Gundolli of Haliyal taluk, Keravalli of Honnavar taluk, Shindolli, near Joida, Mallguni in Sirsi taluk who were using it as grazing areas. In this case, the officials, except in Malvadi had recovered the areas, forcefully even prior to the formation of JFPM and promised the villagers that the acquired land will be given back to them, only if them

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form a VFC. In Malvadi, the marking of the existing forest area with a trench and for the JFPM has denied the grazing facilities for the Chabbelgiri village. Such recoveries has made many of the villages to turn down the proposals to form JFPM.

An another cause to which the officials are making use of formation of JFPM is to check those poorer sections or tribals who are collecting wood from the forest for sales. In such villages out of the fear of being denied of the livelihood the poor tribals have agreed to form a JFPM. The first ever JFPM at Thalgadde seems to be of that nature. In few villages like the Hoskeri in Kumta taluk the people refused to form a JFPM.

Membership

While enrolling members the limit of one member per one family seems to be a limiting factor for the women to get enrolled as a member. Only in such cases where in the head of the household is a women, due to death of husband, in such cases only women are getting enrolledas members. This limitation has given a chance for only men to dominate the JFPM. As a consequence the real user of forest is kept out of the JFPM.

Thus the comparisions of two projects funded by ODA to KFD, shows that for both the projects peoples participation is the key objective. Yet, if in social forestry there was a large scale peoples participation to oppose the activities in the name of Social Forestry, in the WGFP, it appears to be in the formative stage and already the NGOs are in conflict with the KFD.

Having accepted JFPM under duress, KFD seems to have utilised it for lucarative purposes such as promotions, training in Britain, vehicles, computers and soft ware. The actual space provided for JFPM in the entire project is very small. Therefore, the new developmental concepts seems to be as jargons to acquire the infrastructure, especially vehicles and the latest equipment for the departmental use.

ODA on its part seems to have mastered the art of selling the technology in the name of peoples participation and in that process flowing back the capital to Britain. In WGFP, the flow

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back of capital seems to be higher than in the case of Social Forestry project. Further, ODA seems to be helping out institutes in various universities in Britain to gain experience in training for JFPM at a cost to citizens of Karnataka. Apart from such trainings, ODA seems to be helping the universities with finance by insisting on such training programmes.

On its part, ODA seems to be asking for new classification of forests in terms of zones. This has been understood by many activist organis tions as a new method of imperialism of natural resources, where in the forest dwellers and users are once again not only confined to the degraded areas but forced to grow their own requirements. Thus the entire project is a learning process of defrauding in the name of peoples participation.

One of the dormant objectives of the WGFP is to afforest for checking global warming. According to the project proposal of 1990, the possibility of locking up carbon through this project is about 4125 kgs per hectare per year. Which means the objective of ODA funding the project is to check the global warming. From global point of view the objective is laudable. However, to achieve this the prime forests in western ghats will be demarcated as Zone I and no habitation is allowed and if it is already existing, the habitation may be displaced. Probably, this explains why a huge budgetary allocation is made for Zone I. For the sake of developed countries which are emitting carbon dioxide on a large scale, the forests in Western Ghats as to act as sinks and for which the tribals living within the forest had to be displaced. Further, the forest dependent agricultural economy as that of UK had to forgo their use and had to restrict themselves to the produce that they may receive after afforesting the degraded area. In a way for the henious act conducted by the people of developed countries the poor in regions such as UK had to sacrifice. KFD with its ambition to equip itself with latest gadgets, vehicles, foreign visits and promotions has acted as middle man between the developed countries and the poor farmers of UK. Therefore, the political objective seems to be of "Ecological Imperialism" in the name of aid.

The political interest of KFD, apart from the gadgets, vists etc. is to resume felling of trees in the forests, which has been banned

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from 1986. Due to Appiko Movement in UK, the Government of Karnataka has banned even selection felling in any of the forests. Has a result the timber lobby is out of job. To maintain their activities this timber lobby in Karnataka, got relaxed the tree felling act applied to one of the districts in Western Ghats, namely Coorg district. As a consequence, large scale illegal feeling has drawn the attention of all concerned and recently an enquiry committee has submitted its report. In the light of this, the KFD, in the name of ECOLOGY plans to fill the gaps in the Zone I ".. including the intermental productivity of existing stock which will be thinned at the time of gap planting.." (Proposal 1991 P.31). Which means in the name of development, KFD will be acquiring legality to fell trees and can provide work to the timber lobby.

At present, due to stoppage of selection felling KFD is not in a position to clear fell a forest for the sake of planting economic trees like teak. With WGFP such power seems to be acquired by KFD in the Zonation and restricting the Zones II and III for economical trees. The ambition does not spare even the Zone I, which has to be preserved for ecological reasons. KFD in its proposal of 1990, states "The project aims to restock the forest and build up its capital value, there by providing a source of increased future revenue". (P.149). What is meant by capital value is clearly spelled out when the economic returns are calculated "An import parity price of teak which is imported at present, was estim ted and economic prices, net of taxes and subsidies, were calculated.. to estimate benefit flows".(P.30 of 1991 proposal). The parity price taken cannot be for fun, since the value of teak is higher than any type of timber and one cannot calculate taking the highest cost. Therefore, the intention in the name of gap filling is to commercialise the existing natural forests. By such acts KFD seems to have underclared objective of destroying the surviving natural forests in Western Ghats and replace it with monocultures of commercial plants. This excercise do raise a question whether the entire WGFP is for rehabilitating the Timber Lobby in Karnataka.

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JOINT FOREST PLANNING AND MANAGEMENT
MODEL MEMORANDUM OF UNDERSTANDING

THIS MEMORANDUM OF UNDERSTANDING (hereinafter referred to as "MOU") entered into on this ..... day of.....by and between the Governor of Karnataka, authorised and represented by the Deputy Conservator of Forests.....,.....Division, (hereinafter referred to as "PARTY OF THE FIRST PART"), on the one hand, and VILLAGE FOREST COMMITTEE of the Village..... Hobli.....Panchayat.....Taluka .....District, registered under the provisions of Karnataka Forest Act, 1963, and having its registered office at..... (hereinafter referred to as "PARTY OF THE SECOND PART").

WHEREAS the party of first part is the owner in possession of the property situted in the Sy.No./Block/ Compartment, described in the schedule (complete description of land, to be described by name, location, Sy.No., area forest sy.No./Block/Compartment, boundaries, and local name, if any, to be given in the Schedule). (hereinafter referred to as J.F.P.M. Forest)

AND WHEREAS the party of second part is a registered Committee, interested in the implementation of JFPM Scheme.

AND WHEREAS the party of second part is a registered Committee, interested in the implementation of JFPM Scheme.

AND WHEREAS, the parties have mutually agreed to implement the JOINT FOREST PLANNING AND MANAGEMENT scheme in the land described in the Schedule.

NOW, THEREFORE, in consideration of the premises and mutual covenants herein contained, the party of the FIRST PART and the party of the SECOND PART agree as follows:

1. The party of first part has selected the aforesaid land for implementation of JFPM Scheme, and the party of second part has accepted to participate in it, both the parties agree to implement the JFPM Scheme as per this M.O.U.

..2.

2. The implementation of Management Plan/Working Scheme to manage the Schedule property shall follow instructions and guidelines issued from time to time by the State Government or Principal Chief Conservator of Forests.

3. The funds made available by the State Government may be utilised for the purpose of implementation of Management Plan/Working Schemes.

4. The party of the 1st part may utilise the personal labour of members of the party of Second part who shall be paid for it as per the prevailing schedule of rates in the locality to develop the JFPM forest.

5. The party of the 1st part may utilise the services of non-member labourers on suitable payment whenever the party of second part desires.

6. The party of second part shall ensure smooth and timely execution of the various works listed in joint management plan.

7. The party of first part shall provide necessary technical guidance or assistance listed in joint management plan to the party of the second part when asked for.

8. The party of Second part agrees that it will not take up agriculture, horticulture or cultivation of any kind of plantation crops in the JFPM Forests.

9. Harvesting of Forest Produce shall be carried out as per the management plan.

10. The party of Second part shall participate with the party of 1st part in preparing the Joint Management plans for the areas assigned to it.

11. The party of Second part shall carryout its responsibility in planning, protection, conservation and development of JFPM forest as per the approved Management Plan.

...3.

12. The party of Second Part shall effectively perform its duties and responsibilities as per the terms of this M.O.U.

13. The party of Second part shall prevent encroachments, forest fire, illicit cutting and smuggling of forest produce, regulate grazing, and prevent poaching of wild animals.

14. The party of 1st part shall bear the initial costs of formation of plantation and its Maintenance for a period thereafter in case of new plantations to be raised in JFPM areas and the initial cost of protection in respect of other JFPM areas as per Management Plan prescriptions.

15. The party of Second part shall not have any right or interest of any kind in all over the JFPM area, except those provided expressly under this M.O.U.

16. The party of Second part agree that in case of default by its member or group of its members, the penal clauses under the scheme shall be enforced.

17. The problems arising from the interaction between the Village Forest Committee, between members of the same Village Forest Committee, and the Villagers outside Village Forest Committee, should be arbitrated by the Range Forest Officer/Assistant Conservator of Forests/Deputy Conservator of Forests, as early as possible.

18. The parties of the First and the Second parts shall dispose of the produce and the proceeds arising from the JFPM forests as under:-

a) Distribute free of cost the grass, leaves, lops and tops, prunings and fuel to the beneficiaries to be identified by and under the supervision of the Management Committee of the Village Forest Committee and in other cases the same may be sold by the Management Committee if it so decides, at a price to be fixed by it.

...4.

b) 50% of the non timber Forest Produce, Fruits Timber, poles, fuelwood, etc. from the final harvest should be made available to the local villagers at a price to be fixed by the party of the First Part from time to time, till further orders.

c) The other 50% of the same shall be sold in public auction by the party of the First Part.

d) The proceeds arising from the local sale by the Village Forest Committee as well as those arising from the disposal through auction, after deducting all the expenditure incurred on the final harvest and auction, shall be shared between the Government, Beneficiaries and the Village Forest Committee in the ratios mentioned below:

50% to Government;

25% to the beneficiaries through the Village Forest Committee as per the rules to be framed for the purpose; and

25% to a special fund to be called "VILLAGE FOREST DEVELOPMENT FUND" This fund will be operated by the Village Forest Committees as per the rules to be framed by the Government in consultation with the Principal Chief Conservator of Forests.

e) The party of the Second Part shall ensure a fair and equitable distribution of grasses, leaves, lops and tops, pruning fuel and other produce derived from JFM Forest to its members.

19. A Village Forest Development Fund shall be created for the Village Forest Committee.

20. The party of Second Part may notify and establish cattle pounds, wherever it is not existing, within their jurisdiction and will have powers to impound cattle for unauthorised grazing and impose fines for the unauthorised grazing.

...5.

21. The party of the First Part may provide necessary training to the members of the party of second part, in all aspects of forest Management; if asked for by party of Second part.

22. The party of Second part may for the purpose of execution of J.F.P.M. Plan raise Rural Credits, and Bank Loans.

23. The party of First Part and or the party of Second Part may involve voluntary agencies/N.G.Os. for planning, protection, regeneration and development of forest lands covered under J.F.P.M.

24. Functions, Duties and Responsibilities of party of the Second Part

a) The Committee shall meet at least once in three months to review implementation of the Management Plan.

b) The members of the Managing Committee shall have the powers to apprehend the Forest Offenders and hand them over to the forest authorities to take further action against the offenders under the provisions of the relevant Forest Acts and Rules.

c) The Managing Committee members shall have powers to check and prevent those indulging in forest encroachment illicit cutting, smuggling and poaching, etc.

d) The audit of the accounts of the Village Forest Committee and Village Forest Development Fund shall be conducted by the local audit cell of the State Audit Department at least once in two years. The audit report shall be placed before the general body of the Village Forest Committee and a copy of the same shall be sent to concerned Range Forest Officer, Deputy Conservator of Forests.

e) Member-secretary shall maintain all records together with the Cash book and other accounts of the Village Forest Committee and Village Forest Development Fund properly. To assist the Member-secretary to maintain

the records, Cash book and other accounts properly and for other errands, the Village Forest Committee may provide necessary assistance and may incur necessary expenditure in this regard.

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f) The Member-Secretary shall be fully responsible for preparing and maintaining accounts of the Village Forest Committee and Village Forest Development Fund. The accounts shall be approved by the Managing Committee and placed before the General body of the Village Forest Committee once every year. The concerned Range Forest Officer shall scrutinise the annual accounts of the Village Forest Committee and Village Forest Development once a year and shall report to Deputy Conservator of Forests for necessary action, if any irregularity is noticed.

g) Other modalities for the functioning of the Managing Committee and the Village Forest Committee shall be governed by rules/directions framed/issued by the State Government or the Principal Chief Conservator of forests, in this behalf from time to time.

h) The VFC shall ensure smooth and timely executio of the various works listed in Joint Management Plan. Forest Department shall provide necessary technical guidance or assistance to the Village Forest Committee when asked for.

i) The Village Forest Committee may carry out extension and educational activities to facilitate the implementation of Joint Management Plans.

j) The Village Forest Committee shall effectivel perform its duties and responsibilities as per M.O.U. and Joint Management Plans and play an important role in the management of the forests falling under its jurisdiction.

...6.

25. Senior Officers of the rank of Deputy Conservator of Forests and above should attend atleast one meeting of the Village Forest Committee once in 6 months.

26. The success of the Scheme shall depend largely on relevant information and training provided to the members of the Village Forest Committees. Special care should be taken to provide frequent information to the Village Forest Committees; the members shall be trained properly in all aspects of Forest Management. Frequent visits by Village Forest Committee members to spots of spectacular success and failure may be arranged and regular self evaluation by the Village Forest Committees made. Such visits may be organised once in a year to areas outside the State, where such programmes have succeeded.

27. PENAL CLAUSES

a) The Range Forest Officer is empowered to disqualify any member of the Committee permanently or for a specified period, on the recommendations of the Member-Secretary, if it is found necessary to do so in the interest of proper maintenance of the forest or other assigned areas and or in the interest of the proper functioning of the Committee.

b) If a Committee fails to function properly, or if there are instances of financial irregularities, misappropriation or violation of any rules and regulations stipulated thereon, the party of the First Part can supersede the Committee on the recommendtions in writing of the Member-Secretary Range Forest Forest Officer/Assistant Conservator of Forests, without paying any compensation for any work that might have been done prior to such supersession.

c) Appeal against any penal action by the Range Forest Officer under clause 27(a) may be preferred to the concerned Deputy Conservator of Forests and the Deputy Conservator of Forests may delegate his powers to decide the appeal the jurisdictional Assistant Conservator of Forests, if he finds it necessary.

d) Appeal against any penal action by the Deputy Conservator of Forests under clause 27(b) & (c) may be preferred to the jurisdictional Conservator of Forests whose decision will be final and binding on both the parties.

28. If there is any confusion or deadlock on any issue, the matter shall be referred to Principal Chief Conservator of Forests, whose direction/decision shall be binding on Village Forest Committee and others concerned.

IN WITNESS WHEREOF, the Parties hereto have signed this Memorandum of Understanding on the day and the year first above written.

(To be signed by the Deputy Conservator of Forests and all the elected members of Management Committee)

PSIC F8

PROJECTS: SOUTH ASIA

INDIA

INDIA: WESTERN GHATS FORESTRY PROJECT

Implementing Agency DFID INDIA - Rural Development Office (RDO)

Managing Institute Karnataka Forest Department (KFD)

Contractor MYRADA (NGO)

Project Code 149-068-001
149-502-010

Start Date 01-Jun-89

End Date 30-Sep-98

Commitment £23,294,000

Status Current

Type of Funding Bilateral - TC

Project Background

The Western Ghats are a range of high hills that run along the West Coast of India.

Experience of social forestry and increasing pressure on Forest Reserve led the Government of India (GoI) to adopt a forest policy in 1988 that Forest Reserve should be managed for ecological conservation and to meet the needs of local people, rather than to supply the need of industry. Particular attention is to be paid to montaine forest. Policy is to maintain two thirds of hilly areas under trees. GoI issued a circular to state forest departments in June 1990 clarifying the scope for local participation. It encourages agreements with local communities, through the Joint Forest Management Scheme, for the development and restoration of degraded areas by providing a share of forest products in return for services provided by the community. It also encourages the involvement of NGOs.

The project within this emphasis on conservation and protection of the biodiversity of the Western Ghats forest, whilst maintaining sustainable productivity through participative management, is in line with evolving GoI policy. The Western Ghats forests are the only significant area of montaine forest outside the Himalayan foothills. The GoI Ministry of Environment and Forests has confirmed they regard these forests as of prime environmental and ecological value.

The Mid Term Review in 1995 re-affirmed the central institutional development focus of the Project. Recognition of the key role that the re-orientation of KFD at both strategic Headquarters and operational Circle levels, in line with the demands of the policy environment, will have on the achievement of the project longer term goal.

Project Objectives

To enhance the capacity of the Karnataka Forest Department to develop, test and implement better systems for sustainable forest management through devolved decision making and effectively involving all stakeholders in the process. The Project will include the introduction of the Joint Forest Planning and Management (JFPM) Scheme and the development of research and training as service functions to field operations.

Intended Outputs

- Understanding of the dynamics of introducing JFPM on the farming systems of the Ghats and the extent and condition of the natural forest.
- Process of institutional change in KFD started based on demonstrations of participatory approaches to forest planning and management.
- Establishment of linkages between KFD and other major stakeholders.
- Supportive policy and legal environment for JFPM established.

- Status of poor people, and particularly women, tribals, and other disadvantaged groups, whose livelihoods currently derive, in whole or in part, from the Western Ghats forests, improved.
- Loss of forest cover and resources minimised and sustainable services the forests provide (both to humans and the ecology) maintained.

INDIA: KRIBHCO RAINFED FARMING PROJECT (WESTERN INDIA)

Implementing Agency DFID INDIA - Rural Development Office (RDO)

Contractor Krishak Bharati Co-operative Ltd (Kribhco)

Project Code 149-500-067
149-070-001
149-990-005

Start Date 01/04/1992

End Date 31/12/1998

Commitment £3,505,000

Status Current

Type of Funding Bilateral - Financial Aid

Project Background

Rainfed farming in India covers about 70% of the gross cropped area and accounts for 40% of total foodgrain production, 75% of oilseeds, 90% of pulses and 70% of cotton. Foodgrain production has increased in irrigated, high potential areas (eg the 'green revolution' areas of Punjab and Haryana), research focussed on crops grown in rainfed areas has not been applied and extension approaches have not been appropriate to poor communities in rainfed areas. As a result, yields and output in rainfed areas are virtually static.

Over the next couple of decades, agricultural growth in irrigated areas is expected to level off as the physical limits to irrigation are reached and ceiling yields on some crops are achieved. Because of this, increased and more stable production from rainfed areas will be needed, both to tackle the relative backwardness and poverty of rainfed areas, and to maintain agricultural growth nationally at a rate sufficient to match India's growing population.

The project will benefit from lessons learned in the HFC Rainfed Farming Project in eastern India and work closely with communities over a number of years in order to understand farming system constraints and potential; to offer farmers a 'basket' of different technologies to choose from; and to build on farmers' indigenous knowledge of their local environments. It will also take account of experience gained in successful NGO programmes in the region, such as the Aga Khan Rural Support Programme and the Sadguru Water and Development Trust.

Project Objectives

To improve the long-term livelihoods of poor farmers in a drought-prone region of western India, through a participatory approach to farming systems development. (**1/6th forestry component**)

Intended Outputs

- SOCIAL AND COMMUNITY ORGANISATION: Participatory Rural Appraisals completed and written up in 6 clusters production of farming systems and social profiles annual village workplans developed M&E system designed representative village-level institutions established in project clusters and volunteer Village Workers trained.
- NATURAL RESOURCES: Menu of recommendations appropriate to project area special research topics identified and institutions for research identified resource inventory of project area compiled research units at State Agricultural Universities research centres established and operational.
- HUMAN RESOURCE DEVELOPMENT: Community organisers, institutional and technical specialists appointed trained and in post farmers trained and applying knowledge staff trained in short courses and in UK in post and applying knowledge national workshops on

project approach held throughout project and reports of national workshops produced.

- PROJECT MANGEMENT AND M&E: Project management office at Dahod established equipped and functioning effectively M&E cell established.

INDIA: HIMACHAL PRADESH FORESTRY PHASE I

Implementing Agency DFID INDIA - Rural Development Office (RDO)

Project Code 149-075-001 **Start Date** 01-Jul-94 **End Date** 01-Mar-2000

Commitment £6,319,000 **Status** Current **Type of Funding** Bilateral - TC

Project Background

The long-term goal of the project is the sustainable management of forest lands in Himachal Pradesh (HP). To achieve this, it is necessary to modify existing land use practice to take account of the increasing pressure on forest land and to maintain and improve the livelihood of people living in the project area, particularly those dependent on the forests.

- This project is the outcome of a preparation and planning process begun in June 1990 when a feasibility mission was mounted to HP. This led to draft proposals being prepared by the DFFC. An DFID project preparation mission drawn from the Natural Resources Institute, the Overseas Development Institute and the International Centre for Integrated Mountain Development, visited Himachel Pradesh between April and June 1991. The resultant reports from this mission formed the background to the Concept Paper and the Approach Paper and led to the preparation of a draft project document with DFFC staff for a 3 year pilot phase project (£3.094m) to conserve and improve the productivity of forest lands in Kullu and Mandi.

- In 1996/97 a design process was completed for a further three year consolidation and design period (£3.225m) set within the overall frame of Phase I - the project purpose remained unchanged. The C&D phase will test implementation of the processes developed in the pilot phase, and will promote new client focused systems in less degraded areas. More emphasis will be placed on determining the social, economic and institutional viability and cost effectiveness state wide of approaches to sustainable forest management, based on the application of the principles and practices of joint forest planning and management (JFPM) in the Kullu and Mandi areas. Institutional development of the HP Forest Department remains central to the achievement of the project goal.

The project aims are consistent with the Government of Himachel Pradesh policies and guidelines for the development and conservation of forests. The GoHP resolution in support of joint forest management provides the necessary institutional mechanism through which the project will be able to initiate joint forest management activities in Kullu and Mandi forest circles.

Project Objectives

Support to the Himachal Pradesh Forestry To plan and implement a long term programme of improved and sustainable management of forest lands designed to halt the environmental degradation taking place in Kullu and Mandi districts, develop, test and implement with communities joint planning and management procedures for forest lands in Kullu and Mandi districts, strengthen the institutional capacity of the Department of Forest Farming and Conservation (DFFC) in order to implement immediate objectives above. The core activities in support of these objectives are focussed on supporting the DFFC at division level and below

to establish and support effective, equitable and representative joint forest management groups capable of sustained management of forest resources. This includes Establishment of at least two Joint Forest Management Support Teams, one in each circle. Reorientation and training of territorial staff. Support for monitoring and management systems. Formation of joint forest management groups. Preparation of joint forest management plans. Support to joint forest management groups. Extension advice for both community and private planting.

Intended Outputs

- To help with introduction of participatory forestry through JFPM - training and pilot projects.
- To revise working plan procedures to establish more cost-effective approaches and funding for operations.
- To develop new procedures to promote integration of JFPM and WP.
- To undertake special studies to improve the planning and management of Phase I and provide data to establish the case for Phase II.

INDIA: WORLD BANK FORESTRY IMPLANT

Implementing Agency DFID INDIA - Rural Development Office (RDO)

Project Code 149-502-027 **Start Date** 01/01/1997 **End Date** 31/12/1998

Commitment £50,000 **Status** Current **Type of Funding** Bilateral - TC

This refers to the assignment of Julia Falconer to work as a member of the Washington based WB team responsible for natural resource management projects in India and Nepal. Her specific responsibilities are:

To assess participatory approaches to NRM in Bank supported forestry projects in the South Asia Region. Specific objectives are to examine:

- policy and legal environment
- Government, community and NGO institutional arrangements
- Participatory planing processes,
- Implementation strategies
- Monitoring and evaluation arrangements

Note: DFID has recently approved additional support to this relationship with the WB; forest management specialist input.

INDIA: OXFAM WESTERN GHATS JOINT FOREST PLANNING AND MANAGEMENT - SUPPORT

Implementing Agency DFID INDIA - Rural Development Office (RDO)

Managing Institute Oxfam UK

Project Code 149-502-028 **Start Date** 01/01/1997 **End Date** 31/12/1999

Commitment £133,400 **Status** Current **Type of Funding** Bilateral - TC

Project Background

Experience of social forestry and increasing pressure on Forest Reserves led the Government of India (GoI) to adopt a forest policy in 1988 that Forest Reserves should be managed for ecological conservation and to meet the needs of local people, rather than to supply the needs of industry. Particular attention is to be paid to montane forest. Policy is to maintain two-thirds of hilly areas under trees. GoI issue a circular to State forest departments in June 1990 clarifying the scope for local participation. It encourages agreements with local communities for the development and restoration of degraded areas by providing a share of forest products

in return for services provided by the community. It also encourages the involvement of NGOs.

The project, with its emphasis on environmental improvement through participative management, is in line with evolving GoI policy. The Western Ghats forests are the only significant area of montane forest outside the Himalayan foothills. The GoI Ministry of Environment and Forests have confirmed that they regard these forests as of prime environmental and ecological value.

Since 1993, Oxfam has been working in the Western Ghats with emphasis on forest related development work, through a "parallel" project funded by the Overseas Development Administration (ODA-UK) (MIS code: 149-068-001). Joint Forest Planning and Management (JFPM - close partnership between people and forest department of the Government of Karnataka) is the main instrument through which this project is being implemented.

Project Objectives

Capabilities of local NGOs/CBOs substantially enhanced to actively participate in facilitating people's participation in forest planning and management so as to strengthen their access to and control over these resources.

Representative, well informed and capable Village Forest Committees (VFCs) developed and functioning to facilitate communities to gain access to and control over forest and CPRs.

High level of participation of women and other weaker sections of society in joint planning and management of forest and common property resources, and sharing of benefits resulting from JFPM process.

Conserve and protect the forests of the Western Ghats while ensuring sustainable benefits to the local people, particularly the disadvantaged sections of society, through people's participation in forest planning and management.

Intended Outputs

- Systematic initiatives and inputs from Oxfam resulted in strong and well informed NGOs capable of providing all forms of support to VFCs. NGOs with strong community base and CBOs (Community Based Organisations) are working in most villages covered by JFPM work.
- A dynamic and well structured training programme and information provision methodology for all VFCs (particularly those not covered by NGOs) developed and implemented by NGOs and KFD with active support from Oxfam and the MYRADA NGO.
- All groups have developed clear strategies for phase-out of funding and non-funding support from Oxfam.
- Strong and well represented network of NGOs and CBOs has been established and functioning.
- NGO/CBO network attains capacity to completely replace Oxfam by the end of 1998.
- By end of 1999, a number of predominantly CBO (VFCs and sangas) networks (at taluka level) come into existence. Need for external funding considerably reduced or unnecessary with much of the resources generated from constituent VFCs and sangas.
- The forest dependent communities, particularly women and poorer sections of society gain access to and control over NTFP (Non Timber Forest Products). Collective IGP ventures centring around various NTFPs set up in many locations, with well defined market linkages.
- Role of NGOs/CBOs in JFPM process, and development of sustainable income generation venture benefitting poor through NTFP documented and published before end of 1999.
- Oxfam implemented strategies to continuously feed NGOs/CBOs/VFCs with lessons learned from its involvement in JFPM and NTFP initiatives in other parts of the country.
- Oxfam's involvement in advocacy work on its own and through NGO/CBO network resulted in redefining of JFPM with strong focus on women and other weaker sections of society.

DFID FORESTRY OFFICE

Implementing Agency DFID INDIA - Rural Development Office (RDO)

Project Code 149-502-026 **Start Date** 01/04/1996 **End Date** 31/03/1999

Commitment £1,030,000 **Status** Current **Type of Funding** Bilateral - TC

Project Objectives

To support the effective field management of DFID-funded RNR projects in India from the Rural Development Office, Delhi.

WESTERN GHATS PHASE 2 DESIGN

Implementing Agency DFID INDIA - Rural Development Office (RDO)

Project Code 149-502-030 **Start Date** 01/10/1997 **End Date** 31/03/1998

Commitment £50,000 **Status** Current **Type of Funding** Bilateral - TC

Project Objectives

Identification of policy conditions necessary for a Phase 2 of the Western Ghats project and (if approved) design of a project to promote widespread adoption in Karnataka of participatory forest management.

INDIA: WATERSHED DEVELOPMENT PROJECT

Implementing Agency Department For International Development (PAND)

Contractor Plan International

Project Code 149-680-134 **Start Date** 01-Apr-95 **End Date** 31/03/2000

Commitment £404,277 **Status** Current **Type of Funding** Bilateral - JFS

Project Background

The target area is Shoolagiri Block of Dharmpuri District in Tamil Nadu, one of the 16 most drought-prone states of India. Here there are severe water shortages, both for drinking and agriculture, falling soil fertility and crop yields, little vegetation cover and hence a shortage of fodder and fuel. Incomes average Rs 8,500, well below the poverty level which is Rs. 12,000. There are no alternative income generating opportunities in the area and the people are forced to migrate to the cities where the most they can hope for are slum shelters and low-paid labouring jobs with no security.

Project Objectives

To improve the productivity of the land and increase the availability of water in the whole watershed area so as to enable the inhabitants to increase their incomes while restoring and protecting the environment.

Intended Outputs

- To check soil erosion and improve its fertility through a programme of afforestation, bunding, gully plugs, the building of check dams and the promotion of organic and other appropriate agricultural practices.
- To increase incomes from farming by 50 per cent, to increase employment in land-based activities and reduce rural -urban migration.
- To improve the leadership qualities and management skills of the participants, 48 per cent of whom will be women.

INDIA: ECO DEVELOPMENT OF VILLAGES AROUND RANTHAMBHORE PARK: PHASE II

Implementing Agency Department For International Development (PAND)

Managing Institute World Wide Fund for Nature

Contractor World Wide Fund for Nature (WWF)

Project Code 149-680-162 **Start Date** 01-Apr-95 **End Date** 31-Mar-2001

Commitment £400,000 **Status** Current **Type of Funding** Bilateral - JFS

Project Background

Ranthambhor National Park, covering an area of 392 sq kms is virtually an ecological island surrounded by 60 villages whose people for centuries have depended on resources like fuelwood, fodder and minor forest produce from this forest. Declaration of the forest as a National Park in 1981 meant an abrupt disruption of local access to these resources.

The boundaries of the National Park are divided in two categories - the innermost core area and the outer strip constituting the buffer zone. As long as forest existed in the buffer zone, local needs were met from there. Over the years, the buffer areas have been degraded progressively, so that today, they hardly perform the function of shock absorbers to the core area of the park. Restocking efforts in the buffer area have been painfully slow and consequently each year the pressure from increasing populations around the park moves inwards and ingress into the core area increases.

Project Objectives

To protect Ranthambhore National Park through eco-development of surrounding villages.

To develop sustainable alternatives, acceptable to the local people, for their income and biomass dependencies on Ranthambhore.

To ensure that the development of alternatives to local dependencies on Ranthambhore lead to a reduction in the biotic pressure being exerted on the protected area.

Intended Outputs

The project is expected to come up with a methodology which will be relevant for all the upcoming ecodevelopment projects in the country. In addition, the project is expected to:

- Regenerate degraded village commons for providing local people with alternative sources of biomass.
- Enhance agricultural productivity of the region as a result of better soil and moisture conservation in the area due to regenerating commons.
- Enhance incomes due to better agricultural productivity.
- Build capacities among the local people.

INDIA: ADIVASI FOREST PRODUCE PROGRAMME

Implementing Agency Department For International Development (PAND)

Managing Institute Find Your Feet

Contractor Mavanhalla Youth and Tribal Welfare Association (NYWA)

Project Code 149-680-182 **Start Date** 01/04/1997 **End Date** 31/03/2002

Commitment £126,230 **Status** Current **Type of Funding** Bilateral - JFS

Project Background

For many years, tribal communities in India have been marginalised and disenfranchised. They have been forced out of traditional livelihoods based around the forest into irregular and uncertain casual labour. Tribal rights campaigners have been pressing for change for many years. The Indian Government is now gradually beginning to reassess its policy towards indigenous people. It is realising that tribal communities (adivasis), who have lived in harmony with the forest for generations, are the best people to ensure that it is sustainably managed and protected.

The Adivasi Forest Produce Programme is an innovative project which proposes total adivasi control over collection and marketing of forest produce within a large area of protected forest in Tamil Nadu. The project will provide the investment to enable adivasis to bid for the rights to collect forest produce in the foothills of the Nilgiris. All collection and marketing will be controlled by the adivasis, and all profits will be retained by them. The project will provide adivasis living in extreme poverty with the means to increase their income substantially and permanently.

The Adivasi Forest Produce Programme is environmentally sustainable, making no additional demands on land or scarce water resources in the area. It builds on adivasis' specialist skills in sustainable forest management, and gives them a greater stake in the management and protection of the forest. The programme is innovative and highly likely to succeed. State Forest Department officials will be watching with interest; it is the first time Adivasis and the Forest Department - traditional opponents - have worked in co-operation. The project is the finest of its kind in Tamil Nadu, and will serve as a model of best practice for locally managed, environmentally and economically sustainable forest management.

Project Objectives

To reduce poverty among the adivadis, specifically creating greater nutrition and improved living conditions.

Improved health.

Empowerment of adivasis.

Conservation of forest environment.

Intended Outputs

- Admin/storage building and drying yard constructed.
- Adivasi Forest Produce Society registered.
- Society running smoothly and sustainably within 3 years, with contingency fund built up.
- Adivasis fully responsible for running the society within 4 years.
- Society members trained as effective agents of change.

USE OF BACULOVIRUS CONTROL AGENTS WITHIN AN INTEGRATED PEST MANAGEMENT STRATEGY AGAINST TEAK DEFOLIATOR, HYBLAEA PUERA, IN INDIA

Implementing Agency Department For International Development (NRRD)

Managing Institute Natural Resources International (NRIL)

Contractor Forestry Authority Research Division, Alice Holt Lodge

Project Code R6295cb 583-656-003 **Start Date** June 1, 1995 **End Date** May 31, 1998

Commitment £108,833 **Status** Current **Type of Funding** Bilateral - TDR

Project Background

Teak is a major crop in India, in both the hillside system typical of the Kerala region, and also on agricultural land in the plains of the more northerly parts of India. One of the major constraints to both volume production and growth form of teak is severe defoliation arising

from the activities of teak defoliator moth, Hyblaea puera (Lepidoptera:Hyblaeidae). This can result in losses of up to 44 per cent of volume increment during the early years of the teak crop, a critical period of rapid growth and determination of final stem form.

Project Objectives

- Using existing and newly acquired data, practical monitoring techniques for moth outbreaks developed.
- Moth population critical densities determined and related to use of baculovirus. Methods for baculovirus productin and formulation developed, optimised for mass production and quality control and taken to practical fruition.
- Methods for application of baculovirus developed using technology appropriate to end users.
- Storage and distribution systems for baculovirus preparations developed and made available to beneficiaries.
- Illustrated manuals and training modules produced and implemented.

NON TIMBER FOREST PRODUCT AVAILABILITY, PRODUCTION, CONSUMPTION, MANAGEMENT AND MARKETING IN EASTERN INDIA

Implementing Agency Department For International Development (NRRD)

Managing Institute Natural Resources International (NRIL)

Contractor University of Aberdeen
University of Cambridge
University of London

Project Code R6916
583-656-003

Start Date 01/04/1997

End Date 31/03/1999

Commitment £183,351

Status Current

Type of Funding Bilateral - TDR

Project Background

Forest management policies in India have conventionally favoured the production of timber. Until recently, such policies failed to take proper account of the developmental and livelihood needs of forest-dependent communities and failed to involve local women and men as forest managers. In rural eastern India many households (and many tribal/adivasi households) depend upon the production, collection and marketing of non-timber products to supplement the meagre incomes they gain from rain-fed paddy production. Land alienation and rapid degradation of local forests have forced such households, or individual family members, to migrate in order to survive (or, more positively, to turn to commercial vegetable production where the opportunity arises). Joint Forest Management (JFM) systems afford an opportunity to increase stakeholder participation in local forest management, but here too an unconsidered timber emphasis is often apparent. The gestation periods associated with timber or pole production can be lengthy and may discourage sustained community involvement in JFM. New forest management systems also continue to be gender-blind in many cases. In the wake of a largely male out-migration, the particular needs of female-headed households need to be taken into account when formulating development policies.

Forest management strategies highlighting the value of NTFPs can redress the imbalance noted above and can be sustainable in the long run.

Project Objectives

Regenerative ability and sustainable production capacity of forests on sloping lands established and produce identified; the project will focus on the increased production, consumption and trading of NTFPs as a development strategy that will improve the livelihoods of forest-dependent populations in eastern India, and women especially.

Intended Outputs

- Inventory of current and potential NTFP availability, use and extraction (by community,

gender) in two study areas.

- NTFP Management Manual" designed for moist deciduous forests under local/joint forest management in Bihar and Orissa.
- Simple financial appraisal model for selected NTFPs.
- Development strategies for production and marketing of NTFPs.

EFFECTIVE LOCAL MANAGEMENT OF FORESTS: LEARNING FROM SELF-INITIATED MANAGEMENT ORGANISATIONS IN INDIA.

Implementing Agency Department For International Development (NRRD)

Contractor Natural Resources Institute (NRI)

Project Code R6787 781-654-001 **Start Date** 01/01/1997 **End Date** 31/03/1999

Commitment £92,818 **Status** Current **Type of Funding** Bilateral - TDR NRSP

Project Background

There has been widespread deforestation and degradation in many parts of India during this century, leading to a loss of biodiversity, soil erosion and other environmental problems; and to the undermining of the livelihoods of people's dependent on the forests for services (eg regulation of water flow) and products. In Orissa, some places have experienced declining water tables and recurrent droughts for up to 30 years, and these phenomena are thought to be, at least in part, a result of the loss of forest cover. It was estimated in June 1993 that ten million people in Orissa were affected by famine, partly as a result of the degradation of the forests.

Forests are an important source in Orissa of numerous products, including timber, fuelwood, fodder and food. The increasing scarcity of forest resources has prompted thousands of communities there to initiate protection of patches of local forest. Nevertheless, the scale of the problem is still massive, with satellite images showing a 10% decline in forest vegetation cover over a four year period between 1983 and 1987.

There is increasing recognition that local people will need to play a major role in forest management if these negative trends are to be halted and reversed, and hence the formation of self-initiated protection organisations is a positive development. However, the existence of protection organisations does not necessarily lead to effective, long-term management of the forests.

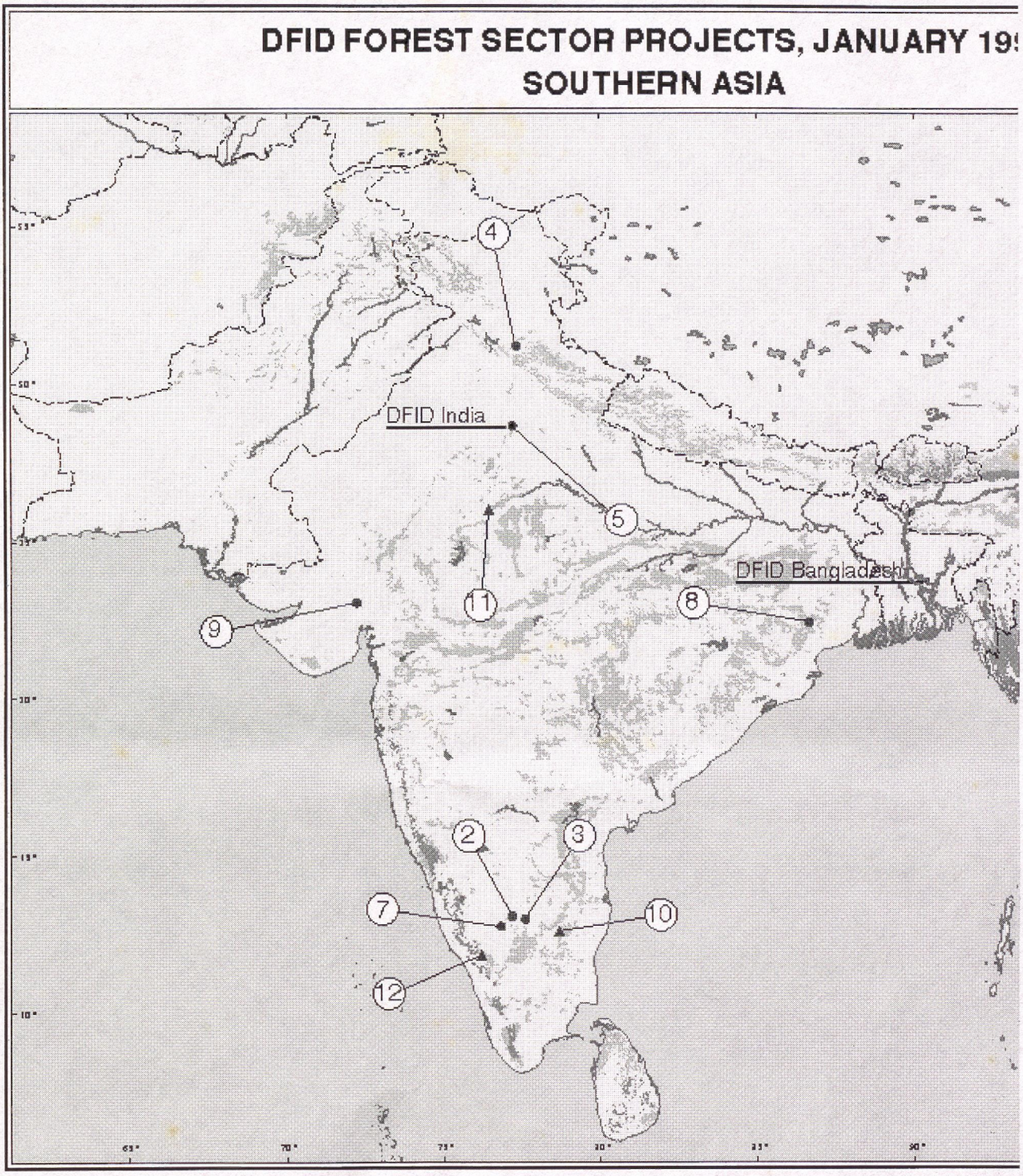
This project aims to contribute towards increasing the effectiveness of local communities in managing forest resources, thereby assisting forest protection and regeneration.

Project Objectives

To improve understanding of why spontaneous forest management initiatives have occurred in central eastern India, and the factors affecting their sustainability and effectiveness, and hence to identify support measures and components of an enabling environment that will facilitate the formation and long-term effectiveness of local forest management organisations.

Intended Outputs

- Understanding of the conditions under which spontaneous forest protection initiatives occur, and of factors affecting their sustainability and effectiveness, improved.
- Better understanding by Orissa forestry department (FD), NGOs, etc. of the socio-economic circumstances in which their support of the formation of induced local management organisation is likely to be most effective; and the kinds of support likely to be most useful to both induced and self-initiated organisations.
- Forestry departments, NGOs, researchers, etc. outside survey states aware of broader study findings of potential relevance outside Orissa.


DFID FOREST SECTOR PROJECTS, JANUARY 19
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DFID India
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WESTERN GHATS FORESTRY AND ENVIRONMENTAL PROJECT

A SUMMARY OF THE BASIC FEATURES

This 6 year project began in April 1991 and is being implemented by Karnataka Forest Department. It is funded by the Overseas Development Administration (ODA) of the United Kingdom and is the outcome of a planning process that began in July 1988. This is a summary of the final Project Document known as "The White Book".

I. PROJECT OBJECTIVES

The board project objectives are stated to be:

1. ECOLOGICAL: "To maintain the ecological balance and the environmental stability of the Western Ghats, to preserve their unique flora and fauna and to increase understanding of them".

2. ENVIRONMENTAL: "To rehabilitate and protect the major environmental resources represented by the Western Ghats".

3. SOCIAL: "To assure the sustainability of the living standards of those people whose livelihoods currently derive in whole or in part, from the forest".

4. ECONOMIC: "To assure the sustained yield of all categories of produce proper to the natural forest, so as to secure sound economic welfare for future generations".

II. PROJECT STRATEGY

These objectives will be achieved by a strategy of

1. "Assisting institutional development in KFD".

2. "Ensuring poor people, women, tribals, and other disadvantaged groups who are substantially dependent on the forests are not worse, and preferably better off".

3. "Minimising further loss of forest cover and resources, and the service they provide".

4. "Increasing understanding of the Western Ghats eco-system".

III. PROJECT PROCESSES

The project is designed to increase the capacity for sustainable management and use of the forest in the face of numerous pressures. In order to resolve conflicts between different demands on resources

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a multi-disciplinary approach is needed. Therefore:

> "Local people, who are responsible for much of the biotic pressure on the forest, must play a fundamental role in the planning, management and protection of the forest".

The main instrument for achieving sustainability is Joint Forest Planning and Management (JFPM). JFPM is defined as:

1. JOINT PLANNING: a consultative process where KFD, local people and other forest users jointly discuss the condition of a specific area of forest and the scope for it to meet their own needs.

2. JOINT MANAGEMENT: In certain areas described under 'Zonation', the planning process will decide upon Joint Management. In these cases forest management and benefits arising from the forest will be divided between KFD and forest users.

A Government Order providing a legal framework for JFPM was promulagated on 12/04/93.

> "The progress of JFPM depends on the institutional changes in KFD which the project introduces, and which will change KFD's relations with people who depend on the forest".

IV. PROJECT AREA (See Annex-2)

The project will cover 2 Circles in the Western Ghats, the first in which work is already proceeding, is Uttara Kannada Circle. The selection of the second circle has yet to be announced.

V. ZONATION

Forest Land will be defined into 5 zones as shown in the table below. The zonation process will have several stages:

1. Preparation of range and block profiles by KFD. "This will enable preliminary, rough zones to be identified, and as a result priority areas for JFPM will be decided".

2. Identification of village groups, community institutions and NGOS who may facilitate formation of user groups, "with care to ensure that the disadvantaged are not excluded ". The JFPM teams "Will consult with and jointly develop micro-plans" with these user groups.

3. "The consolidation of micro-plans resulting from JFPM with existing working or other plans will produce an overall zonation of each range and consequently of the Circle".

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—: <u>ಸಹ್ಯಾದ್ರಿ ಪರಿಸರ ವರ್ಧಿನಿ (ರಿ), ಯಡಹಳ್ಳಿ, ಸಿರ್ಸಿ (ಉ.ಕ.)</u> :—

ಪಶ್ಚಿಮ ಘಟ್ಟಗಳ ಅರಣ್ಯಾಭಿವೃದ್ಧಿ ಯೋಜನೆ

ಕರ್ನಾಟಕ ಅರಣ್ಯ ಇಲಾಖೆಯವರು ಇಂಗ್ಲೆಂಡಿನ ನಾಗರಿಕೋತ್ತರ ಅಭಿವೃದ್ಧಿ ಆಡಳಿತದವರಿಗೆ 1988ರಲ್ಲಿ ಪಶ್ಚಿಮ ಘಟ್ಟ ಪ್ರದೇಶಗಳ ಅರಣ್ಯಾಭಿವೃದ್ಧಿಗಾಗಿ ಧನ ಸಹಾಯದ ಕುರಿತು ವಿನಂತಿ ಯನ್ನು ಸಲ್ಲಿಸಿದರು. ಅದರ ಫಲವಾಗಿ ಈ ಯೋಜನೆಯ ದಾಖಲೆ ಪತ್ರ ಅಂತಿಮ ಸ್ವರೂಪ ವನ್ನು ಪಡೆದಿದೆ.

ಈ ಯೋಜನೆಯ ಉದ್ದೇಶವು ಅರಣ್ಯ ಇಲಾಖೆಯ ಆಡಳಿತ ಸಾಮರ್ಥ್ಯವನ್ನು, ಅದರಲ್ಲೂ ಮುಖ್ಯವಾಗಿ ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳಲ್ಲಿಯ ವಿವಿಧ ಬಳಕೆದಾರರು ವಿವಿಧ ರೀತಿಯ ಅರಣ್ಯೋತ್ಪನ್ನಗಳ ಉಪಯೋಗ ಮತ್ತು ಅರಣ್ಯದಿಂದ ದೊರೆಯುವ ಪ್ರಯೋಜನಗಳನ್ನು ಸಮರ್ಪಕವಾಗಿ ಪಡೆಯುವ ಂತೆ ಮಾಡುವದಾಗಿದೆ. ಈ ಯೋಜನೆಯ ಅಂಗವಾಗಿ ಪಶ್ಚಿಮ ಘಟ್ಟದ ಯೋಜನಾ ಪ್ರದೇಶ ಅರಣ್ಯ ವೃತ್ತದ ವಿವಿಧ ವಿಭಾಗಗಳಲ್ಲಿ ಗಿಡಮರಗಳನ್ನು ಬೆಳೆಸಲು ಧನ ಸಹಾಯ ನೀಡಲಾಗುವದು, ಮತ್ತು ಮುಖ್ಯ ಕೇಂದ್ರದ ಮಟ್ಟದಲ್ಲಿ ಆಡಳಿತ, ತರಬೇತಿ ಮತ್ತು ಸಂಶೋಧನೆಗಳಿಗೆ ಸಹಾಯ ನೀಡಲಾಗುವದು. ಈ ಕಾರ್ಯಕ್ರಮಗಳು ಎರಡು ವೃತ್ತಗಳಲ್ಲಿ ಕೈಗೊಳ್ಳಲ್ಪಡುತ್ತವೆ. ಮೊದ ಲನೆಯದಾಗಿ ರಾಜ್ಯದ ಉತ್ತರ ಭಾಗದಲ್ಲಿರುವ ಉತ್ತರ ಕನ್ನಡದಲ್ಲಿ, ಆಬಳಿಕ 1993 ರ ಮುಂದಿ ನಿರ್ಧರಿಸಲ್ಪಡುವಂತೆ ಪಶ್ಚಿಮ ಘಟ್ಟ ಪ್ರದೇಶದ ಮತ್ತಿನ್ನಾಂದು ವೃತ್ತದಲ್ಲಿ ಈ ಕಾರ್ಯ ಕ್ರಮ ಗಳನ್ನು ಕೈಗೆತ್ತಿಕೊಳ್ಳಲಾಗುವದು.

ಈ ಯೋಜನೆ ದಿನಾಂಕ 1ನೇ ಏಪ್ರಿಲ್ 1991 ರಿಂದ ಕಾರ್ಯಾರಂಭಗೊಳ್ಳುವದು.

ಹಿನ್ನೆಲೆ :—

ಪಶ್ಚಿಮ ಘಟ್ಟದ ಗುಡ್ಡಗಳ ಸಾಲು ಕರ್ನಾಟಕದ ಕರಾವಳಿಗೆ ಸಮಾನಾಂತರವಾಗಿ ಹಬ್ಬಿದೆ. ದಕ್ಷಿಣ ಭಾರತದ ಎಲ್ಲ ಮುಖ್ಯ ನದಿಗಳೂ ಪಶ್ಚಿಮ ಘಟ್ಟದಲ್ಲಿ ಹುಟ್ಟಿ ಕರ್ನಾಟಕ ಮತ್ತು ನೆರೆಯ ರಾಜ್ಯಗಳಲ್ಲಿ ಜಲವಿದ್ಯುತ್ತಿಗೆ ಮತ್ತು ನೀರಾವರಿಗೆ ನೀರನ್ನೊದಗಿಸುತ್ತವೆ. ಪಶ್ಚಿಮಘಟ್ಟದ ಕಾಡು ಗಳು ವೈಶಿಷ್ಟ್ಯಪೂರ್ಣವಾಗಿದೆ. ಇಲ್ಲಿ ವಿಶಿಷ್ಟವಾದ ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳು ಅಲ್ಲಲ್ಲಿ ದಟ್ಟವಾಗಿದ್ದು ಉಳಿದಂತೆ ಸಾಕಷ್ಟು ವಿಸ್ತೃತ ಕ್ಷೇತ್ರದಲ್ಲಿ ಎಲೆಯುದುರಿಸುವ ತೇವಯುಕ್ತ ಕಾಡುಗಳಿವೆ. ಇತ್ತೀಚೆ ಗಿನ ವರ್ಷಗಳಲ್ಲಿ ಅಧಿಕ ಬಳಕೆಯಿಂದಾಗಿ ಕಾಡು ಬಹುವಾಗಿ ಹಾನಿಗೊಳಗಾಗಿದೆ. ಇದರಿಂದಾಗಿ ವಿವಿಧ ವಾಣಿಜ್ಯೋಪಯೋಗಿ ಸಸ್ಯಗಳ ಹಂಚಿಕೆ ಅಸಾಮಾನ್ಯವಾಗಿದೆ. ಬೆಲೆಬಾಳುವ ದೊಡ್ಡ ಮರಗಳ ಸಂಖ್ಯೆ ಕಡಿಮೆಯಾಗಿದೆ. ಅದರಂತೆ ಮುಳ್ಳುಕ್ಕಾಲುಪಾಲು ಕ್ಷೇತ್ರದಲ್ಲಿ ಸಸಿ ಅಥವಾ ಗಿಡಗಳ ಮರುಹುಟ್ಟು ಇಲ್ಲದಂತಾಗಿದೆ. ಇದು ವಿವಿಧ ಕಾರಣಗಳಿಂದುಂಟಾಗಿದೆ. ಅನೇಕ ಸಂದರ್ಭಗಳಲ್ಲಿ ನಾಟಾಗಳನ್ನು ಕಡಿದಿರುವದು ನಿರಂತರತೆಯನ್ನು ಮೀರಿಸಿಂತಲೂ ಅಧಿಕವಾಗಿದೆ. ಎರಡು ಮಹಾಯುದ್ಧಗಳು ಮತ್ತು ಸ್ವಾತಂತ್ರ್ಯಾ ನಂತರದ ಆರ್ಥಿಕ ಅಭಿವೃದ್ಧಿ ಕಾರ್ಯಕ್ರಮಗಳು ಇದಕ್ಕೆ ಕಾರಣ. ತಲೆಹೊರೆಯ ಮೇಲೆ ಅಕ್ರಮವಾಗಿ ಮರಕಡಿದು ಸಾಗಿಸುವದು, ಚಿಕ್ಕ ಗಿಡಗಳನ್ನು ಉರುವಲಿಗಾಗಿ ಕದ್ದು ಕಡಿಯುವ ದು ಮುಂತಾದವುಗಳನ್ನು ನಿಯಂತ್ರಿಸುವದು ಕಷ್ಟಸಾಧ್ಯವಾಗಿದೆ. ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳಲ್ಲಿ ದನಗಳನ್ನು ಮೇಯಿಸುವದೂ ಅಧಿಕ ಅರಣ್ಯನಾಶಕ್ಕೆ ಕಾರಣವಾಗಿದೆ. ಪ್ರತಿವರ್ಷವೂ ಅರಣ್ಯಕ್ಕೆ ಬೆಂಕಿ ತಗಲುವದು ವಿಸ್ತೃತ ಕ್ಷೇತ್ರಗಳಲ್ಲಿ ವ್ಯಾಪಿಸುತ್ತಿದೆ.

... 2.

ಇವಲ್ಲದೆ ಮುಖ್ಯ ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳು ಬೇರೆ ತರದ ಭೂಬಳಕೆಗಾಗಿ ಬಿಡುಗಡೆಗೊಳಿಸಲ್ಪಟ್ಟಿವೆ. ಗಣಿಗಾರಿಕೆ ಮತ್ತು ಜಲವಿದ್ಯುದುತ್ಪಾದನೆಗಳು ರಾಷ್ಟ್ರೀಯ ಆರ್ಥಿಕತೆಗೆ ಮಹತ್ವದ ಕೊಡುಗೆಯನ್ನು ಕ್ಷಿಪ್ತವೆಂದಾದರೂ ಇವುಗಳಿಂದಾಗಿ 200,000 ಹೆಕ್ಟೇರುಗಳಷ್ಟು ಅರಣ್ಯ ನಾಶಗೊಂಡಿದೆ. ಸುಮಾರು 500,000ಹೆಕ್ಟೇರಗಳಷ್ಟು ಅರಣ್ಯವನ್ನು ಸಾಗುವಳಿಗೆ, ನಿರ್ವಸಿತರ ಪುನರ್ವಸತಿಗೆ, ಮತ್ತಿತರ ಉದ್ದೇಶಗಳಿಗೆ ಮತ್ತು 45,000 ಹೆಕ್ಟೇರುಗಳಷ್ಟು ಕ್ಷೇತ್ರ ಸಂರಕ್ಷಿತ ಅರಣ್ಯದಲ್ಲಿ ಕೃಷಿಕರಿಂದ ಅತಿಕ್ರಮಣಕ್ಕೊಳಗಾಗಿದೆ.

ಘಟ್ಟದ ಪ್ರದೇಶದಲ್ಲಿ ದನಗಳ ಸಂಖ್ಯೆಯಂತೆಯೂ ಅಧಿಕ ಇದ್ದು ಸರಿಸುಮಾರು ಜನಸಂಖ್ಯೆಯಂತೆಷ್ಟೇ ಇವೆ ಎಂದು ಅಂದಾಜುಮಾಡಲಾಗಿದೆ. ಅರಣ್ಯ ಕ್ಷೇತ್ರದ ಹೊರತಾಗಿ ಬೇರೆ ಅಥವಾ ಗೋಮಾಳಗಳ ಲಭ್ಯತೆಯಿಲ್ಲ ಈ ಹಿಂದಿನ ದನಗಳ ಮೇವಿಗಾಗಿ ಬಿಟ್ಟ ಕ್ಷೇತ್ರ ಬಹುವಾಗಿ ದುರ್ಬಿಸಿಗೀಡಾಗಿದೆ ಅಥವಾ ಸಾಗುವಳಿಗೊಳಪಟ್ಟಿದೆ.

ಖಾಯಂ ಆರ್ಥಿಕ ಬೆಳೆಗಳ ಅಥವಾ ವಾಣಿಜ್ಯ ಬೆಳೆಗಳ ಕ್ಷೇತ್ರಗಳ ಹೊರತಾಗಿ ಘಟ್ಟದ ಪ್ರದೇಶದಲ್ಲಿ ತಲಾ ಆದಾಯದ ಪ್ರಮಾಣವೂ ಕಡಿಮೆ. ಕಳೆದ 30 ವರ್ಷಗಳಲ್ಲಿ ಇಲ್ಲಿ ಜನಸಂಖ್ಯೆಯಂತೆಯೂ ಮೊದಲಿನ ದುಪ್ಪಟ್ಟಾಗಿದೆ. ಸರಾಸರಿ ತಲಾ ಸಾಗುವಳಿ ಕ್ಷೇತ್ರ ಇಲ್ಲಿ ಕೇವಲ 0.4 ಹೆಕ್ಟೇರನಷ್ಟು. ಈ ಪ್ರದೇಶದ ಸಾಗುವಳಿ ಕ್ಷೇತ್ರ ಮತ್ತು ಸಾಂಪ್ರದಾಯಿಕ ಸಂಪತ್ತಿನ ಪ್ರಮಾಣವನ್ನು ಗಮನಿಸಿದರೆ ಇಲ್ಲಿಂತು ಜನ ತಮ್ಮ ಉಪಜೀವನಕ್ಕೆ ಅರಣ್ಯ ಮತ್ತು ಅರಣ್ಯ ಇಲಾಖೆಯನ್ನು ಬಹುವಾಗಿ ಅವಲಂಬಿಸಿದ್ದಾರೆ.

ಘಟ್ಟದ ಪ್ರದೇಶದಲ್ಲಿ ಅದರಲ್ಲೂ ಮುಖ್ಯವಾಗಿ ಉತ್ತರ ಕನ್ನಡ ವೃತ್ತದಲ್ಲಿ, ಅರಣ್ಯ ಇಲಾಖೆಯು ಹೆಚ್ಚಿನ ಪ್ರಮಾಣದಲ್ಲಿ ಉದ್ಯೋಗಾವಕಾಶವನ್ನೊದಗಿಸುತ್ತದೆ. ಅರಣ್ಯ ಕೆಲಸಗಳ ಹಂಗಾಮಿ ಉದ್ಯೋಗಾವಕಾಶಗಳನ್ನು ಗಮನಿಸಿದರೆ ಕೇವಲ ಸ್ಥಾನಿಕರಿಗಷ್ಟೇ ಅಲ್ಲದೆ ಬಂಟುಲು ನಾಡಿನಿಂದ ಬರುವವರಿಗೂ ಹೆಚ್ಚಿನ ಕೂಲಿ ಕೆಲಸಗಳನ್ನು ಒದಗಿಸುತ್ತಿದೆ. ನಿಯಮಿತ ಅರಣ್ಯ ಕಾರ್ಯಕ್ರಮಗಳಿಗೆ ಪೂರಕವಾಗಿ ವಿವಿಧ ಉದ್ಯೋಗಾವಕಾಶದ ಯೋಜನೆಗಳನ್ನೂ ಬಳಸಿಕೊಂಡು ಅರಣ್ಯ ಇಲಾಖೆ ಗಿಡನೆಡುವ ಕಾರ್ಯಗಳನ್ನು ಸಂಯೋಜಿಸುತ್ತಿದೆ.

ಇದಲ್ಲದೆ ಅರಣ್ಯೋತ್ಪನ್ನಗಳನ್ನು ಆಧರಿಸಿ ಅನೇಕ ಚಿಕ್ಕ ದೊಡ್ಡ ಸ್ವಯಂ ಉದ್ಯೋಗ ಯೋಜನೆಗಳು ಇಲ್ಲಿವೆ. ಪಲ್ಪ (ಗೊಜ್ಜು) ಮತ್ತು ಕಾಗದದ ಉದ್ದಿಮೆಗಳ ಹೊರತಾಗಿ ಬಿದಿರು ಮತ್ತು ಗಂಧದ ಗಿಡಶಳನ್ನಾಧರಿಸಿದ ಅನೇಕ ಕರಕುಶಲ ವಸ್ತುಗಳ ಉತ್ಪಾದನೆಯೂ ನಡೆಯುತ್ತಿದೆ. ವಾರ್ಷಿಕವಾಗಿ ರೂ. 25,000,000 ಗಳಿಗಿಂತಲೂ ಅಧಿಕ ಆದಾಯ ತರುವ ಔಷಧಿಯಿಂದ ವನಸ್ಪತಿಗಳನ್ನಾಧರಿಸಿದ ಉದ್ಯೋಗವೂ ಇಲ್ಲಿದೆ.

ಪ್ರತಿ ವರ್ಷ ರಾಜ್ಯದ ಬೊಕ್ಕಸಕ್ಕೆ ನಾಟುಗಳ ಹರಾಜಿನಿಂದ ಮತ್ತು ಪುಮಟ್ಟೇತರ ಅರಣ್ಯೋತ್ಪನ್ನಗಳ ಸಂಗ್ರಹದ ಹಕ್ಕನ್ನು ಕೊಡುವದರಿಂದ ರೂ. 600,000,000ಆದಾಯ ದೊರೆಯುತ್ತಿದೆ. ಎಲಿಯುವುದುರಿಸುವ ಕಾಡಿನಲ್ಲಿ ಮರಕಡಿಯುವದನ್ನು ನಿಷೇಧಿಸಿದ್ದರಿಂದ ಈ ಉತ್ಪನ್ನ ಕಳೆದ ಕೆಲ ವರ್ಷಗಳಿಂದ ಹೆಚ್ಚಾಗಲಿಲ್ಲ. ನದ್ಯದ ಆದಾಯಕ್ಕಿಂತಲೂ ಹೆಚ್ಚಿನ ಕ್ಷೇತ್ರವನ್ನು ಅರಣ್ಯಾವೃತಗೊಳಿಸುವದು ಮತ್ತು ಭವಿಷ್ಯದ ಆದಾಯ ಮೂಲವನ್ನು ಹೆಚ್ಚಿಸುವುದಕ್ಕೆ ಅರಣ್ಯ ಧೋರಣೆ ಹೆಚ್ಚಿನ ಮಹತ್ವ ನೀಡುತ್ತಿದೆ.

ಆದ್ದರಿಂದ ಪಶ್ಚಿಮ ಘಟ್ಟದ ಮಹತ್ವ ಅದರ ಜೀವ ಪರಿಸ್ಥಿತಿ, ಪರಿಸರದ ದೃಷ್ಟಿಯಿಂದ ಇರುವ

... 3.

ಮಹತ್ವ ಅರಣ್ಯದಲ್ಲಿ ಅಥವಾ ಅದರ ಸಮೀಪ ಇರುವವ ಸಾಮಾಜಿಕ ಆರ್ಥಿಕತೆಗೆ ನೀಡುವ ಕೊಡುಗೆ, ಇಡೀ ರಾಜ್ಯಕ್ಕೆ ಇದರಿಂದ ದೊರೆಯುವ ಆದಾಯ ಇವುಗಳನ್ನವಲಂಬಿಸಿದೆ.

1 — 2. ಯೋಜನೆಯ ಕಾರ್ಯಕ್ಷೇತ್ರ :—

ಆರು ವರ್ಷಗಳ ಈ ಯೋಜನೆಯ ಅವಧಿಯಲ್ಲಿ ಉತ್ತರ ಕನ್ನಡದ ವೃತ್ತದಲ್ಲಿ ಮೊದಲು ಆರಂಭಿಸಿ ಮೂರು ವರ್ಷಗಳ ಬಳಿಕ ಮತ್ತೊಂದು ವೃತ್ತದಲ್ಲಿ ಪ್ರಾರಂಭಿಸಲಾಗುವದು. ಪಶ್ಚಿಮ ಘಟ್ಟದ ಪ್ರದೇಶದಲ್ಲಿ ಇರುವ ಪ್ರತಿವರ್ಷ 1,000 ಮಿ.ಮೀ.ಗಿಂತ ಅಧಿಕ ಮಳೆ ಬೀಳುವ ಉತ್ತರಕನ್ನಡ ವೃತ್ತದ 5 ವಿಭಾಗಗಳಲ್ಲಿ ಈ ಯೋಜನೆ ಮೊದಲು ಕಾರ್ಯಾರಂಭಗೊಳ್ಳುವದು. ಈ ವಿಭಾಗಗಳು ಪೂರ್ವ ಪಶ್ಚಿಮ ಪ್ರದೇಶಗಳನ್ನು ಒಳಗೊಂಡಿದ್ದು ಎಲ್ಲ ತರದ ಕೃಷಿ-ಹವಾಮಾನ ಪರಿಸ್ಥಿತಿಯ ಪ್ರದೇಶಗಳನ್ನು ಒಳಗೊಳ್ಳುತ್ತವೆ. ಇಲ್ಲಿ ಅತಿಯಾಗಿ ದುರ್ದೆಸೆಗೊಂಡ ಕ್ಷೇತ್ರಗಳು, ಯಥಾಸ್ಥಿತಿಯಲ್ಲಿದ್ದ (ಆನಟಚ್ಚಡ)ಅತಿ ನಿಬಿಢ ಅರಣ್ಯಗಳು, ಮತ್ತು ಸಾಗುವಾನಿ ನೆಡುತೋಪುಗಳನ್ನು ಒಳಗೊಳ್ಳುತ್ತವೆ.

ಉತ್ತರ ಕನ್ನಡದಲ್ಲಿ ಮುಖ್ಯ ಅರಣ್ಯ ವಾಸಿಗಳೆಂದರೆ :—

— ಮರಾಠಿ ಮಾತಾಡುವ ಎಮ್ಮೆಗಳ ಹಿಂಡನ್ನು ಸಾಕುವ ಗವಳಿಗರು. ಇವರು ಅರಣ್ಯದಲ್ಲಿದನ ಮೇಯಿಸಿ, ಎಮ್ಮೆಗಳ ಹಾಲು ಮಾರಾಟದಿಂದ ಉಪಜೀವನ ನಡೆಸುತ್ತಿರುವವರು, ಇವರ ಜನಂಖ್ಯೆ ಸುಮಾರು 10,000.

— ಜೀವನಾಧಾರಕ್ಕಷ್ಟೇ ಸಾಗುವಳಿ ಮಾಡಿಕೊಂಡರುವ ಆಫ್ರಿಕದ ಮೂಲದ ಸಿದ್ಧಿಗಳು. ಇವರ ಜನಸಂಖ್ಯೆ ಸುಮಾರು 8,000.

— ಅರಣ್ಯಾವಲಂಬಿತರಾದ ಇತರ ಮುಖ್ಯ ಗುಂಪುಗಳೆಂದರೆ, —ಕರಾವಳಿ ಪ್ರದೇಶದಲ್ಲಿ ಉರುವಲವನ್ನು ತಲೆಹೊರೆಯ ಮೇಲೆ ಸಾಗಿಸುವ ಹಾಲಕ್ಕಿ ಒಕ್ಕಲು ಜನ,

— ಸೊಪ್ಪಿನ ಬೆಟ್ಟದ ಕ್ಷೇತ್ರವನ್ನು ಅವಲಂಬಿಸಿದ ಅಡಿಕೆ ಬೆಳೆಗಾರರು.

ಧಾರವಾಡ ಹುಬ್ಬಳ್ಳಿ ಮತ್ತು ಸುತ್ತಲಿನ ನಗರ-ಪಟ್ಟಣಗಳ ಜನರಿಗೆ ಇದೇ ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳಿಂದ ಉರವಲ ಕಟ್ಟಿಗೆಯನ್ನೂ ಪೂರೈಸಲಾಗುತ್ತಿದೆ. ಹಂಜಿನ ಕಾರಖಾನೆಗಳು ಮತ್ತಿತರ ಉದ್ಯಮಗಳವರೂ ಶಕ್ತಿ ಮೂಲವಾಗಿ ಉರುವಲ ಕಟ್ಟಿಯನ್ನು ಬಳಸುತ್ತಾರೆ. ಘಟ್ಟಪ್ರದೇಶದ ಮತ್ತು ಕರ್ನಾಟಕದ ಮೈದಾನ ಪ್ರದೇಶದ ಕುಶಲ ಕರ್ಮಿಗಳಿಗೆ ಬಿದಿರನ್ನು ಇಲ್ಲಿಂದಲೆ: ಪೂರೈಸಲಾಗುತ್ತಿದೆ. ಮರಮಟ್ಟುಗಳನ್ನು ಲಿಲಾವು ಮಾಡಿ ಅತಿಹೆಚ್ಚು ಆದಾಯ ಪಡೆಯುವ ವೃತ್ತವೆಂದರೆ ಉತ್ತರಕನ್ನಡ, ಇಲ್ಲಿಯ ನಾಟುಗಳು ರಾಷ್ಟ್ರಾದ್ಯಂತ ಹಂಚಲ್ಪಡುತ್ತದೆ. ಅಲ್ಲದೆ ಮರಮಟ್ಟೇತರ ಅರಣ್ಯ ಉತ್ಪನ್ನಗಳ ಸಂಗ್ರಹಣೆಗೆ ಗುತ್ತಿಗೆ ಅಥವಾ ಅನುಮತಿಯನ್ನೂ ನೀಡಲಾಗುತ್ತಿದ್ದು, ಇವರು ಸ್ಥಾನಿಕ ಕೂಲಿಕಾರರ ಮೂಲಕ ಇದನ್ನು ಅಂಗ್ರಹಿಸುತ್ತಾರೆ.

ಈ ಪ್ರದೇಶದ ಬಹುತೇಕ ಕಡೆಗಳಲ್ಲಿ ಅರಣ್ಯ ಇಲಾಖೆಯೇ ಬಹುದೊಡ್ಡ ಉದ್ಯೋಗಪತಿಯಾಗಿದ್ದು, ಕೂಲಿಕಾರರ ಅಗತ್ಯ ಬಹುವಾಗಿ ಇದ್ದ ಹಂಗಾಮಿನಲ್ಲಿ ಹೊರಗಿನಿಂದ ಬರುವ ಕೂಲಿಕಾರರಿಗಾಗಿ ಕೂಲಿ-ವಸತಿ ಕೇಂದ್ರಗಳನ್ನು ತೆರೆಯಲಾಗುವದು.

1 — 2. ಯೋಜನೆಯ ಧ್ಯೇಯೋದ್ದೇಶಗಳು :—

ಈ ಯೋಜನೆಯ ಧ್ಯೇಯೋದ್ದೇಶಗಳನ್ನು ಈ ಕೆಳಗಿನಂತೆ ವಿವಿಧ ಮುಖ್ಯ ವಿಚಾರಳಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಯೋಜನೆಯ ಅನುಷ್ಠಾನದ ಕಾಲದಲ್ಲಿ ಗಮನಿಸಲು ಉದ್ದೇಶಿಸಲಾಗಿದೆ.

<u>ಜೀವ ಪರಿಸ್ಥಿತಿ</u>

ಜೀವ ಮತ್ತು ಪರಿಸರದ ಸಮತೋಲನವನ್ನು ಪಶ್ಚಿಮ ಘಟ್ಟದ ಪ್ರದೇಶದಲ್ಲಿ ಕಾಯ್ದ

... 4.

ಕೊಳ್ಳುವದು, ಇಲ್ಲಿ ವಿಶಿಷ್ಟ ಸಸ್ಯ ಜೀವ ತಳಿಗಳನ್ನು ಸಂರಕ್ಷಿಸುವದು ಮತ್ತು ಈ ವಿಚಾರಗಳಿಗೆ ಸಂಬಂಧಿಸಿದ ತಿಳುವಳಿಕೆಯನ್ನು ಹೆಚ್ಚಿಸಿಕೊಳ್ಳುವದು.

<u>ಪರಿಸರ</u>

ಪಶ್ಚಿಮ ಘಟ್ಟದ ಅರಣ್ಯಗಳಿಂದ ದೊರೆಯುವ ಪರಿಸರದ ಸಂಪನ್ಮೂಲಗಳನ್ನು ಅಭಿವೃದ್ಧಿ ಪಡಿಸುವುದು.

<u>ಸಮಾಜ</u>

ಪೂರ್ಣವಾಗಿ ಅಥವಾ ಅಂಶಿಕವಾಗಿ ಅರಣ್ಯವೇ ಜೀವನಾಧಾರವಾಗುಳ್ಳ ಜನರ ಜೀವನ ಮಟ್ಟವನ್ನು ಕಾಯ್ದುಕೊಂಡು ಅದು ನಿರಂತರವಾಗಿ ಇರುವಂತೆ ನೋಡಿಕೊಳ್ಳುವದು.

<u>ಆರ್ಥಿಕತೆ</u>

ಮುಂದಿನ ಜನಾಂಗದ ಆರ್ಥಿಕ ಕಲ್ಯಾಣಕ್ಕಾಗಿ, ಸಾಧ್ಯಾವಿಕ ಅರಣ್ಯ ಮೂಲದಿಂದ ಬರುವ ಎಲ್ಲ ಉತ್ಪನ್ನಗಳು ನಿರಂತರವಾಗಿ ಬರುತ್ತಿರುವಂತೆ ವ್ಯವಸ್ಥೆಗೊಳಿಸುವುದು.

ಈ ಮುಂದಿನ ನಾಲ್ಕು ತರದ ಕಾರ್ಯ ವಿಧಾನಗಳಿಂದ ಈ ಧ್ಯೇಯೋದ್ದೇಶಗಳನ್ನು ಪೂರೈಸಲು ಯತ್ನಿಸಲಾಗುವದು.

— ಅರಣ್ಯ ಇಲಾಖೆಯು ಸಾಂಸ್ಥಿಕ ಅಭಿವೃದ್ಧಿಗೆ ಸಹಾಯ ನೀಡುವದು.

— ಬಡಜನರು, ಮಹಿಳೆಯರನ್ನು. ಗಿರಿಜನರು ಮತ್ತು ಇನ್ನಿತರ ಸಂಪನ್ಮೂಲಗಳ ಸಮರ್ಪಕ ಪ್ರಯೋಜನ ಪಡೆಯಲು ಅನರ್ಹರಾದ ಅಧಿಕವಾಗಿ ಅರಣ್ಯದ ಮೇಲೆಯೇ ಅವಲಂಬಿತರಾದವರ ಜೀವನ ಪರಿಸ್ಥಿತಿ ಸುಧಾರಿಸುವಂತೆ ಮಾಡುವದು. ಅಥವಾ ಕನಿಷ್ಟ ಪಕ್ಷ ಈಗಿನಕ್ಕಿಂತ ಹಾಳಾಗದಂತೆ ನೋಡಿಕೊಳ್ಳುವದು.

— ಅರಣ್ಯಾವೃತ್ತ ಪ್ರದೇಶಗಳು ಮತ್ತು ಅರಣ್ಯಮೂಲದಿಂದ ದೊರೆಯುವ ಸಂಪನ್ಮೂಲಗಳು ಅನುಗಳಿಂದ ದೊರೆಯುವ ಪ್ರಯೋಜನಗಳೂ ಕಡಿಮೆಯಾಗದಂತೆ ಲಕ್ಷವಹಿಸುವದು.

— ಪಶ್ಚಿಮ ಘಟ್ಟ ಪ್ರದೇಶ ಜೀವ—ಪರಿಸ್ಥಿತಿ ವ್ಯವಸ್ಥೆಯ ಬಗ್ಗೆ ತಿಳುವಳಿಕೆಯನ್ನು ಹೆಚ್ಚಿಸಿಕೊಳ್ಳುವದು.

3— 1. ಯೋಜನೆಯ ಕಾರ್ಯ ವಿಧಾನ :—

ಅರಣ್ಯ ಸಂಪನ್ಮೂಲಗಳ ಮೇಲೆ ವಿವಿಧೆಡೆಗಳಿಂದ ಬೀಳುತ್ತಿರುವ ಹಲವು ಒತ್ತಡಗಳನ್ನು ಪರಿಗಣಿಸಿಯೂ ಸಂಪನ್ಮೂಲಗಳ ಪೂರೈಕೆಯಲ್ಲಿ ನಿರಂತರತೆಯನ್ನು ಕಾಯ್ದುಕೊಳ್ಳುವದನ್ನು ಗಮನದಲ್ಲಿಟ್ಟುಕೊಂಡು ಈ ಯೋಜನೆಯನ್ನು ರೂಪಿಸಲಾಗಿದೆ. ಈ ಉದ್ದೇಶಗಳನ್ನು ಸಾಧಿಸಲು ಬೇಕಾದ ಸಾಮರ್ಥ್ಯವನ್ನು ಹೆಚ್ಚಿಸಿಕೊಳ್ಳಲು, ಮತ್ತು ವಿವಿಧ ಅಗತ್ಯಗಳ ಪೂರೈಕೆಗಾಗಿ ಬರುವ ವಿವಿಧ ಬೇಡಿಕೆಗಳ ನಡುವಿನ ಘರ್ಷಣೆಯನ್ನು ತಪ್ಪಿಸಲು ವಿವಿಧ ವಿಷಯಗಳ ಸಂಯೋಜಿತ ವ್ಯವಸ್ಥೆ ಮತ್ತು ಪರಸ್ಪರ ವಿರುದ್ಧ ನೆಲೆಗಳ ಸಮಸ್ಯೆಗಳ ನಿವಾರಣೆಯ ವ್ಯವಸ್ಥೆಗಳಿರಬೇಕಾದುದು ಅಗತ್ಯ. ಅರಣ್ಯಗಳ ಮೇಲಿನ ಜೈವಿಕ ಒತ್ತಡಗಳಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಯೋಜನೆ, ನಿರ್ವಹಣೆ ಮತ್ತು ರಕ್ಷಣೆಯ ವಿಚಾರದಲ್ಲಿ ಮಹತ್ವದ ಪಾತ್ರವನ್ನೀಡಬೇಕಾಗಿದೆ. ಈ ರೀತಿ ನಿರಂತರತೆಯನ್ನು ಕಾಯ್ದುಕೊಳ್ಳಲು ಇರುವ ಮೂಲಭೂತ ವ್ಯವಸ್ಥೆಯೇ ಸಂಯುಕ್ತ ಅರಣ್ಯ ಯೋಜನೆ ಮತ್ತು ನಿರ್ವಹಣೆ (ಜಿ.ಎಫ್.ಪಿ.ಎಮ್.) ಈ ಒಂದು ವಿಚಾರ ಕರ್ನಾಟಕ ಅರಣ್ಯ ಇಲಾಖೆ ಮತ್ತು ಭಾರತದ ಇತರೆಡೆಯ ಅರಣ್ಯ ಇಲಾಖೆಗಳು ಈಗಾಗಲೇ ಅಭಿವೃದ್ಧಿಪಡಿಸುತ್ತಿರುವ ವಿಧಾನಗಳನ್ನವಲಂಬಿಸಿದೆ.

(ಅ) ಸಂಯುಕ್ತ ಯೋಜನೆ :—

ಅರಣ್ಯ ಇಲಾಖೆ, ಸ್ಥಾನಿಕ ಜನತೆ ಮತ್ತಿತರ ಅರಣ್ಯ ಬಳಕೆದಾರರಲ್ಲಿ ನೇರ ಸಂಯುಕ್ತವಾಗಿ ನಿರ್ದಿಷ್ಟ

ಅರಣ್ಯ ಕ್ಷೇತ್ರದ ಜೀವ ಪರಿಸ್ಥಿತಿ ಮತ್ತು ಪರಿಸರ ಸಂಬಂಧಿ ಸ್ಥಿತಿಗತಿಯನ್ನು ಪರಿಗಣಿಸಿ ಅವರ ಒಂದು ಅಥವಾ ಅದಕ್ಕಿಂತ ಹೆಚ್ಚಿನ ಅವಶ್ಯಕತೆಗಳ ಪೂರೈಕೆಗೆ ಇರುವ ಅವಕಾಶವನ್ನು ಬರ್ಡಿಸುವರು. ಈ ಮೂಲಕ ವ್ಯಕ್ತವಾದ ಯೋಜನೆ ಸಾಧ್ಯವಾದ ಮಟ್ಟಿಗೆ ಎಲ್ಲ ಅಭಿಪ್ರಾಯಗಳನ್ನು ಪ್ರತಿಬಿಂಬಿಸುವಂತಿರಬೇಕು. ಆದರೆ ವಿವಿಧ ಅಭಿಪ್ರಾಯಗಳಿಗೆ ನೀಡುವ ಮನ್ನಣೆ ಸಂಬಂಧಿತ ಅರಣ್ಯ ವಿರುವ ಸ್ಥಳ ಮತ್ತು ಅಲ್ಲಿರುವ ಸಸ್ಯಸಂಪತ್ತನ್ನು ಅವಲಂಬಿಸಿರುತ್ತದೆ.

ಆ) ಸಂಯುಕ್ತ ನಿರ್ವಹಣೆ :—

ಪ್ರದೇಶಗಳ (ಕ್ಯಾಟಗರೀಸ್) ವಿವರಣೆ ಭಾಗದಲ್ಲಿ ನಮೂದಿಸಿದಂತೆ ಕೆಲವೊಂದು ಅರಣ್ಯ ಪ್ರದೇಶಗಳಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಸಂಯುಕ್ತ ನಿರ್ವಹಣೆಯನ್ನು ನಿರ್ಧರಿಸುವದು ಈ ಯೋಜನಾ ಕಾರ್ಯದಲ್ಲಿರುವೇ ನೇರಿಸುವದು ಯುಕ್ತ. ಈ ಸಂಯುಕ್ತ ನಿರ್ವಹಣಾ ಕಾರ್ಯಕ್ರಮದಲ್ಲಿ ಅರಣ್ಯ ಇಲಾಖೆ ಮತ್ತು ಅರಣ್ಯ ಬಳಕೆದಾರರು ತಮ್ಮೊಳಗೆ ನಿರ್ವಹಣೆಯ ನಿರ್ದಿಷ್ಟ ಜವಾಬುದಾರಿಯನ್ನು ಹಂಚಿಕೊಳ್ಳುವರು. ಅದಲ್ಲದೆ ಅವರು ನಿರ್ವಹಣೆಯ ನಿರ್ದಿಷ್ಟ ವಿಧಾನಗಳ ಕುರಿತೂ ಕೂಡ ಪರಸ್ಪರ ಒಪ್ಪಂದ ಮೂಡಿಕೊಳ್ಳುವರು. ಈ ಸಂಬಂಧದ ಕಾರ್ಯಯೋಜನೆ ಒಂದು ನಿರ್ದಿಷ್ಟ ಅರಣ್ಯಕ್ಷೇತ್ರದಿಂದ ಮತ್ತೊಂದಕ್ಕೆ ವ್ಯತ್ಯಾಸಗೊಳ್ಳಬಲ್ಲದು. ಸಂಯುಕ್ತ ನಿರ್ವಹಣೆ ನಿರ್ದಿಷ್ಟ ಕ್ಷೇತ್ರದ ಎಲ್ಲ ಗಿಡಗಳಿಗೂ ಅನ್ವಯಿಸಬಹುದು ಅಥವಾ ಕೆಲವೇ ಸಸ್ಯಗಳಿಗೆ ಸೀಮಿತಗೊಳಿಸಲುಬಹುದು. ನಿರ್ವಹಣಾ ಒಪ್ಪಂದಗಳು ಈ ಕೆಳಗಿನ ಅಂಶಗಳನ್ನು ವಿಶದೀಕರಿಸುತ್ತವೆ :—

— ಮುಖ್ಯ ಪ್ರಯೋಜನಗಳನ್ನು ಅಥವಾ ಬಂಡವಾಳ ಹೂಡಿಕೆಗಳ ಸಂಯುಕ್ತ ನಿರ್ವಹಣೆ ಕೈಗೊಳ್ಳುವ ಕುರಿತು.

— ಈ ರೀತಿ ಸಹಭಾಗಿತ್ವ (ಪಾರ್ಟನರ್‌ಷಿಪ್)ಕ್ಕೆ ಸಂಬಂಧಿಸಿದ ಮಂಡಲಿ (ಅಸೋಸಿಏಶನ್)ಯ ಸ್ವರೂಪ ಮತ್ತು ವಿಸ್ತಾರ.

— ಪ್ರಯೋಜನಗಳನ್ನು ಹಂಚಿಕೊಳ್ಳುವ ಸಂಬಂಧದ ತತ್ವಗಳು ಮತ್ತು ನಿರ್ದಿಷ್ಟ ಕ್ಷೇತ್ರಗಳಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಅವುಗಳ ಅನುಷ್ಠಾನ ವಿಧಾನ.

— ಸಹಭಾಗಿ ಸಂಸ್ಥೆಗೆ (ಪಾರ್ಟನರ್ ಅಸೋಸಿಏಶನ್) ಜೆ.ಎಫ್.ಪಿ.ಎಮ್. ನೀಡಬಹುದಾದ ತಾಂತ್ರಿಕ ನೆರವು ಮತ್ತು ಒತ್ತಾಸೆ (ಸಪೋರ್ಟ್)

ಜೆ.ಎಫ್.ಪಿ.ಎಮ್.ಗಳ ಸ್ಥಾಪನೆ ಸಾವಕಾಶವಾಗಿ ಆಗುವಂತಹದು. ಅದು ಸಂಯುಕ್ತ ಯೋಜನಾ ವಿಧಾನದ ನಡವಳಿಕೆಗಳಲ್ಲಿ ವ್ಯಕ್ತವಾಗಬಹುದಾದ ವಿವರಗಳನ್ನೊಳಗೊಂಡಿದೆ. ಅದರಂತೆ ಅರಣ್ಯ ಇಲಾಖೆಯು ಸಿಬ್ಬಂದಿಗೆ ಈ ಬಗ್ಗೆ ಒದಗಿಸಬೇಕಾದ ತರಬೇತಿ ಮತ್ತು ಅವರ ಅನುಭವಗಳ ಆಧಾರದ ಮೇಲೆ ಸುವ್ಯವಸ್ಥಿತವಾಗಿ ಮುಂದುವರಿಯಬೇಕಾಗಿದೆ. ಯಾಕೆಂದರೆ, ಸಂಯುಕ್ತ ಯೋಜನೆ ರೂಪಗೊಳಿಸಿದಷ್ಟೇ ಸುಲಭವಾಗಿ ಸಂಯುಕ್ತ ನಿರ್ವಹಣೆ ರೂಪಗೊಳ್ಳಬಲ್ಲದು. ಈ ಜೆ.ಎಫ್.ಪಿ.ಎಮ್.ಗಳ ಪ್ರಗತಿ, ಈ ಯೋಜನೆಯು ಮೂಲಕ ಸೂಚಿಸಲ್ಪಡುತ್ತಿರುವ ಅರಣ್ಯ ಇಲಾಖೆಯ ಕಾರ್ಯ ವಿಧಾನಗಳಲ್ಲಿ ಉಂಟಾಗುವ ಬದಲಾವಣೆಗಳನ್ನು ಅವಲಂಬಿಸಿದೆ. ಇದರಿಂದಾಗಿ ಅರಣ್ಯಾವಲಂಬಿತ ಜನರೊಡನೆ ಇಲಾಖೆಯ ಸಂಬಂಧವೂ ಬದಲಾವಣೆಗೊಳ್ಳುವದು. ಆದರೆ ಈ ಪ್ರಗತಿ ಅಥವಾ ಭೌತಿಕ ಮೂಲದಂಡಗಳಿಂದ ಅಳೆಯುವಂತಹದ್ದಲ್ಲ. ಇದರ ಬದಲಾಗಿ ಯೋಜನೆಯು ವಿವಿಧ ಪ್ರಗತಿ ಮೂಲದ ಮೈಲಿಗಲ್ಲುಗಳನ್ನು ಅಭಿವೃದ್ಧಿಯ ವಿವಿಧ ಮುಖ್ಯ ಹಂತಗಳನ್ನು ಗಮನಿಸುವದರ ಮೂಲಕ ಗುರುತಿಸುವದರಿಂದ ಅಂದಾಜು ಮಾಡಬೇಕು. ಈ ಮೈಲಿಗಲ್ಲುಗಳು ಯೋಜನೆ ಪ್ರಗತಿಗೊಂಡಂತೆ ಬದಲಾವಣೆ

... 6.

ಗೊಂಡು ಅಭಿವೃದ್ಧಿಗೊಳಿಸಲಾಗಿತ್ತು. ಪ್ರಾರಂಭಿಕ ವೆತ್ಯಲಿಗಲ್ಲುಗಳು ಪ್ರಾಥಮಿಕ ಕಾರ್ಯಪ್ರಗತಿ ಯನ್ನು ಪರಿಶೀಲನೆಗಾಗಿ ನಮೂದಿಸಲ್ಪಟ್ಟಿವೆ. ಇದನ್ನು ಯೋಜನೆ ಅವಧಿಯಲ್ಲಿ ಸೂಕ್ತ ರೀತಿಯಲ್ಲಿ ಪುನರ್ವಿಮರ್ಶಿಸಿ ಕಾಲ ಕಾಲಕ್ಕೆ ಸರಿಹೊಂದಿಸಬೇಕಾದ ಅಗತ್ಯವಿದೆ.

ಈ ಯೋಜನೆಯ ಪ್ರಗತಿಯನ್ನು ಅದರ ಮೂಲ ಉದ್ದೇಶಗಳಿಗನುಗುಣವಾಗಿ ಯಾವ ಯಾವ ರೀತಿಯಲ್ಲಿ ಪ್ರಗತಿಗೊಳಿಸಲಾಗಿದೆ ಎಂಬುದನ್ನು ಆಗಾಗ ಪರಿಶೀಲಿಸಿ ಸರಿಪಡಿಸಿಕೊಳ್ಳಬೇಕಾದ ಅಗತ್ಯವಿದೆ. ಈ ಬಗ್ಗೆ ಈ ಯೋಜನೆಯಲ್ಲಿ ಅನೇಕ ವಿಧಾನಗಳನ್ನು ಅಂತರ್ಗತಗೊಳಿಸಿದ್ದು, ಇವು ಸಾಗರೋತ್ತರ ಅಭಿವೃದ್ಧಿ ಆಡಳಿತ ಮತ್ತು ಕರ್ನಾಟಕ ಅರಣ್ಯ ಇಲಾಖೆಯವರ ವಾರ್ಷಿಕ ಪರಿಶೀಲನಾ ಸಭೆಯಲ್ಲಿ ವಿಮರ್ಶಿಸಲು ಅವಕಾಶವಿದೆ.

ಸ್ಥಾನಿಕ ಅರಣ್ಯ ಬಳಕೆದಾರರ ಹಕ್ಕುಗಳನ್ನು ಸಂರಕ್ಷಿಸಿ ಸೂಕ್ತವಾದ ಕಾನೂನಾನು ಬದ್ಧ ವ್ಯವಸ್ಥೆ ಯನ್ನು ಏರ್ಪಡಿಸುವದು ಜೆ.ಎಫ್.ಪಿ.ಎಮ್. ಕಾರ್ಯದ ಪೂರ್ವಭಾವಿ ಅಗತ್ಯವಾಗಿದೆ. ಈ ದಾಖಲೆ ಪತ್ರದಲ್ಲಿ ಸೂಚಿಸಿದ ಅಂಶಗಳಿಗನುಗುಣವಾಗಿ ಕರ್ನಾಟಕ ಸರಕಾರವು ಜೆ.ಎಫ್.ಪಿ.ಎಮ್ ಕಾನೂನಾನುಬದ್ಧ ಅಸ್ತಿತ್ವದ ಬಗ್ಗೆ ಘೋಷಣೆ ಹೊರಡಿಸಲಿದೆ.

3 — 2. ಪ್ರದೇಶ ವಿಂಗಡನೆ (ಝೋನೇಶನ್) :—

ಜೆ.ಎಫ್.ಪಿ.ಎಮ್.ಗಳಿಂದ ಸಮೂಲೋಚಿಸಿ ಯೋಜನೆಯನ್ನು ರೂಪಿಸಿದ ಬಳಿಕ ಯಾವ ಯಾವ ಕ್ಷೇತ್ರಗಳಲ್ಲಿ ಯಾವ ರೀತಿ ಅರಣ್ಯಾಭಿವೃದ್ಧಿ ಕಾರ್ಯಯೋಜನೆ ಕೈಗೊಳ್ಳಬೇಕು ಮತ್ತು ಬೇರೆ ಬೇರೆ ಸಂದರ್ಭಗಳಲ್ಲಿ ನಿರ್ವಹಣೆ ಕ್ರಮ ಎಂತಿರಬೇಕು ಎಂಬುದನ್ನು ಸ್ಪಷ್ಟಗೊಳಿಸಲು ಪ್ರತಿ ಕ್ಷೇತ್ರವನ್ನು ವಿವಿಧ ಪ್ರದೇಶಗಳಾಗಿ ವಿಂಗಡಿಸಬೇಕಾಗಿದೆ. ಆದ್ದರಿಂದ ಇದು ನಿರ್ವಹಣೆಯ ಗುರಿ ಮತ್ತು ಅರಣ್ಯ ಕ್ಷೇತ್ರದಲ್ಲಿ ಸ್ಥಾನಿಕ ವ್ಯವಸ್ಥೆ ಇತ್ಯಗಳ ನಡುವಿನ ಕೊಂಡಿ. ಆದರಿಂದ ಜೆ.ಎಫ್.ಪಿ.ಎಮ್. ಯೋಜನೆ ಸಂಯುಕ್ತವಾಗಿ ಕಾಲಾನುಕ್ರಮದಲ್ಲಿ ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳ ನಿರ್ವಹಣೆಗೆ ಅನುಕೂಲವಾಗುವ ರೀತಿಯಲ್ಲಿ ಪ್ರದೇಶಗಳಾಗಿ ವಿಂಗಡಿಸಬೇಕಾಗಿದೆ.

ಈ ಮೇಲೆ ಹೇಳಿದಂತೆ ಇದರ ಮುಖ್ಯ ಉದ್ದೇಶ ಯುಕ್ತವಾದ ಮತ್ತು ನಿರಂತರವಾದ ಪರಿಸರ ಸಮತೋಲನದ ನಿರ್ವಹಣೆ. ಸಾಮಾನ್ಯವಾದ ಧೈಯೋದ್ದೇಶಗಳ ತತ್ವಗಳಿಗೆ ಒಳಪಟ್ಟು ಮೂರು ಮುಖ್ಯ ಅಂಶಗಳನ್ನು ಗಮನಿಸಬಹುದಾಗಿದೆ. — ಪರಿಸರ, ಆರ್ಥಿಕ ಸಮತೋಲನ ಹಾಗೂ ಸ್ಥಾನಿಕ ಅಗತ್ಯಗಳು. ಆದ್ದರಿಂದ ಪ್ರತಿಕ್ಷೇತ್ರಕ್ಕೆ ಸಂಬಂಧಿಸಿದಂತೆ ಜೆ.ಎಫ್.ಪಿ.ಎಮ್. ಕರಾರಿಗೊಳಪಟ್ಟ ಕ್ಷೇತ್ರಕ್ಕೆ ಸಂಬಂಧಿಸಿದಂತೆ ನಿರ್ದಿಷ್ಟ ಕಾರ್ಯಗಳನ್ನು ರೂಪಿಸಿಕೊಳ್ಳಬೇಕು.

ಪ್ರದೇಶ ವಿಂಗಡನೆಯು ವಿವಿಧ ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ನಿರ್ವಹಣಾ ಉದ್ದೇಶಗಳಿಗನುಗುಣವಾಗಿ ವಿಭಾಗಿಸಲ್ಪಡುತ್ತದೆ. ಪ್ರಾರಂಭಿಕವಾಗಿ ಈ ಕೆಳಗೆ ವಿವರಿಸಿದಂತೆ ಐದು ಪ್ರದೇಶಗಳಾಗಿ ವಿಂಗಡಿಸಲಾಗಿದೆ.

(1) ಜೀವ ಪರಿಸರಕ್ಕೆ ಸಂಬಂಧಿಸಿದ ಪ್ರಮುಖ ಕ್ಷೇತ್ರಗಳು.

(2) ವಿಶೇಷ ಉತ್ಪಾದನಾ ಅವಕಾಶಗಳ ಮುಖ್ಯ ಅರಣ್ಯಕ್ಷೇತ್ರ.

(3) ಅಲ್ಲಲ್ಲಿ ಜನವಸತಿಯಿರುವ ಮುಖ್ಯ ಅರಣ್ಯ ಕ್ಷೇತ್ರ.

(4) ಜನವಸತಿ ಸಮೀಪದ ರಕ್ಷಿತ ಅರಣ್ಯಕ್ಷೇತ್ರಗಳ ಅಂಚು.

(5) ವಸತಿ ಪ್ರದೇಶದ ಸಮೀಪದ ಅರಣ್ಯದ ಹೊರಗಿನ ಕ್ಷೇತ್ರ.

ಜೀವ ಪರಿಸರ ಸಂಬಂಧಿ ಕ್ಷೇತ್ರಗಳ ಕೇವಲ ಜನವಸತಿಯಿಲ್ಲದ ಕ್ಷೇತ್ರಗಳಿಗೇ ಸೀಮಿತಗೊಳಿಸ ಬೇಕಾಗಿಲ್ಲ. ಸ್ಥಾನಿಕ ಜನರ ಅಭಿಪ್ರಾಯ ತಿಳಿದು ಅಲ್ಲಲ್ಲಿ ಜೀವ ಸಂಬಂಧಿತ ರಕ್ಷಣಾ ಕ್ಷೇತ್ರಗಳನ್ನು ಆಯ್ಕೆ ಮಾಡಬೇಕು ಮತ್ತು ಆ ಕ್ಷೇತ್ರಗಳ ರಕ್ಷಣೆಯಿಂದ ಪರಿಣಾಮಕ್ಕೆ ಒಳಗಾಗುವ ಜನರ ಒಪ್ಪಿಗೆ ಪಡೆದೇ ಕಾರ್ಯ ಯೋಜನೆ ರೂಪಿಸುವುದು ಅಗತ್ಯ.

ಅರಣ್ಯ ಇಲಾಖೆ ಮತ್ತು ಜಿ.ಎಫ್.ಪಿ.ಎಮ್. ನೇರ ವಲಯ ಮತ್ತು ಬ್ಲಾಕ್ ಮಟ್ಟದ ಪ್ರದೇಶ ವಿಂಗಡನೆ ಕಾರ್ಯವನ್ನು ಕೈಗೆತ್ತಿಕೊಳ್ಳಬಹುದು. ಇದರಿಂದ ಜಿ.ಎಫ್.ಪಿ.ಎಮ್. ದವರಿಗೆ ಪ್ರಾಮುಖ್ಯವಾದ ಕ್ಷೇತ್ರವನ್ನು ಗುರುತಿಸಲು ಅನುಕೂಲವಾಗುವದು. ತರಬೇತಿಂತು ಅಂಗವಾಗಿ ತಿಳುವಳಿಕೆಂತು ನಿಮಿತ್ತು ಯೋಜನೆ ಮತ್ತು ಸಂಘಟನೆ ಬಗ್ಗೆ ಮಾರ್ಗದರ್ಶನ ನೀಡಬೇಕು. ಈ ಮಾರ್ಗ ಸೂತ್ರದಲ್ಲಿ ಈ ಕೆಳಗಿನ ಅಂಶಗಳನ್ನು ಸೇರಿಸಬಹುದಾಗಿದೆ.

(ಅ) ವಸತಿ ಪ್ರದೇಶ:— ಸ್ವರೂಪ ಮತ್ತು ಇವರು ಅರಣ್ಯವನ್ನವಲಂಬಿಸಿದ ಬಗೆ.

(ಆ) ಅರಣ್ಯ ಸಸ್ಯಾವರಣದ ಗುಣಮಟ್ಟ:— ದುರ್ಬಿನಿಗೀಡಾದ ಆದರೆ ಪುನರುತ್ಪತ್ತಿಗೆ ಅವಕಾಶ ಬೆಳ್ಳ ಕ್ಷೇತ್ರಗಳು ಮತ್ತು ಸಾಮುದಾಯಿಕ ರಕ್ಷಣೆ ಮತ್ತು ನಿರ್ವಹಣೆಯಿಂದ ಅಭಿವೃದ್ಧಿಗಿರುವ ಅವಕಾಶ.

(ಇ) ಜೀವ ಸಂಬಂಧಿ ಪ್ರಾಮುಖ್ಯವಾದ ಪ್ರದೇಶ ಸಸ್ಯ ಸಂಪತ್ತು ಮತ್ತು ವನ್ಯ ಜೀವಿ ಸಂಪತ್ತಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ.

(ಈ) ಪರಿಸರದ ದೃಷ್ಟಿಯಿಂದ ಸೂಕ್ಷ್ಮ (ಸೆನ್ಸಿಟಿವ್) ಪ್ರದೇಶಗಳು.

ಎರಡನೇ ಹಂತದಲ್ಲಿ ಅಂದರೆ ಪ್ರಾಮುಖ್ಯವಾದ ಕ್ಷೇತ್ರಗಳ ಆಯ್ಕೆಯಂತರ ಬಳಿಕ ಸ್ಥಾನಿಕವಾಗಿರುವ ಗ್ರಾಮೀಣ ಜನರ ಸಮುದಾಯ, ಸಾಮಾಜಿಕ ಸಂಸ್ಥೆಗಳು, ಮತ್ತು ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳು ಮೊದಲಾದವುಗಳನ್ನು ಗುರುತಿಸಲಾಗುವದು. ಹೀಗೆ ಗುರುತಿಸುವಾಗ ದುರ್ಬಲ ವರ್ಗದವರು ತಪ್ಪದಂತೆ ಕಾಳಜಿ ವಹಿಸುವದರ ಜೊತೆಗೆ, ಅರಣ್ಯ ಬಳಕೆದಾರರ ಗುಂಪುಗಳನ್ನು ರಚಿಸಲು ನೇರವಾಗಿ ಅಥವಾ ಪೋಷಕ ರೂಪದಲ್ಲಿ ಅರಣ್ಯಾಭಿವೃದ್ಧಿಗೆ ಸಂಬಂಧಿಸಿದವರನ್ನು ಪರಿಗಣಿಸಲಾಗುವದು.

ಜಿ.ಎಫ್.ಪಿ.ಎಮ್. ತಂಡವು ಈ ಸ್ಥಾನಿಕ ಜನತೆಯೊಡನೆ ನೇರ ಅಥವಾ ಅವರ ಸಲಹೆ ಪಡೆದು ಕೆಳಹಂತದ ಯೋಜನೆಗಳನ್ನು ತಯಾರಿಸುವರು.

ಮೂರನೇ ಹಂತದಲ್ಲಿ ನೇರವಾಗಿ ಬಳಕೆದಾರರ ಗುಂಪುಗಳೊಂದಿಗೆ ವಿಚಾರ ವಿನಿಮಯ ಮಾಡಿ ನಿರ್ದಿಷ್ಟ ಸ್ವರೂಪದ ಕೆಳಹಂತದ (ಮೈಕ್ರೋ ಪ್ಲಾನ್) ಯೋಜನೆಯನ್ನು ಅಂತಿಮಗೊಳಿಸಲಾಗುವದು. ಈ ಯೋಜನೆ ಕೇವಲ ಗಿಡನೆಡುವದಕ್ಕೆ ಸೀಮಿತವಾಗಿರದೆ ಸಂರಕ್ಷಿತ ಅರಣ್ಯದ ಬಳಕೆಯಂತು ವಿಷಯವನ್ನು ಒಳಗೊಂಡಿರಬೇಕು. ಈ ಯೋಜನೆಗಳು ಸಧ್ಯದ ಬಳಕೆ, ಕಾನೂನಿನ ನಿಯಂತ್ರಣ ಮತ್ತು ಅರಣ್ಯದ ಹೊರಗೆ ಭೂಬಳಕೆಯಂತು ಕ್ರಮವನ್ನು ಹೇಗೆ ಅರಣ್ಯ ರಕ್ಷಣೆಗೆ ಅನುಗುಣವಾಗಿ ಹೊಂದಾಣಿಕೆ ಮಾಡಬಹುದು ಮುಂತಾದ ಅಂಶಗಳನ್ನು ಒಳಗೊಂಡಿರಬೇಕು. ಒಟ್ಟಿನಲ್ಲಿ ಸಾಮುದಾಯಿಕ ಆಧಾರದ ಮೇಲೆ, ಸಾಮಾಜಿಕ ಆರ್ಥಿಕ ಪರಿಸ್ಥಿತಿಗನುಗುಣವಾಗಿ ನಮಗ್ರವಾದ ಸಂಯೋಜಿತ ದೃಷ್ಟಿಯಿಂದ ಸ್ಥಾನಿಕ ಪರಿಸ್ಥಿತಿ ಮತ್ತು ಅರಣ್ಯ ಬಳಕೆಗೆ ಸಂಬಂಧ ಇದನ್ನು ಪರಿಗಣಿಸಿ ಯೋಜನೆಯನ್ನು ತಯಾರಿಸಬೇಕು. ಮುಖ್ಯವಾಗಿ ಅರಣ್ಯ ಸಸ್ಯಗಳ ರಕ್ಷಣೆಯಿಂದ ದನಗಳ ಮೇವಿನ ಪೂರೈಕೆ ಬಗ್ಗೆಯಿಂತಾ ವಿಶೇಷ ಲಕ್ಷ್ಯ ವಹಿಸಬೇಕು.

ಇದಲ್ಲದೆ ಕೃಷಿ ತೋಟಗಾರಿಕೆ, ಪಶು ಸಂಗೋಪನೆ ಮುಂತಾದ ಇತರ ಸರಕಾರೀ ಇಲಾಖೆಗಳನ್ನೂ ನೇರಿಸಲಾಗುವುದು ಅಥವಾ ಅವರ ಸಲಹೆ ಪಡೆಯಲಾಗುವದು. ಅಲ್ಲದೆ ಸ್ಥಾನಿಕ ಪಂಚಾಯತು ತದ ಮುಂದಾಳುಗಳು, ಅಧಿಕಾರಿಗಳು ಮತ್ತು ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳವರು, ಸಾಮಾಜಿ ಸಂಸ್ಥೆಗಳವರು ಮಹಿಳೆಯರ ಆಸಕ್ತ ವರ್ಗದವರನ್ನು ನೇರಿಸಲಾಗುವದು.

ಈಗಿರುವ ಅರಣ್ಯ ಕಾರ್ಯಯೋಜನೆ (ವರ್ಕಿಂಗ್ ಪ್ಲಾನ್ಸ್) ಮತ್ತು ಇತರ ಯೋಜನೆಗಳಾದ ಜಿ.ಎಫ್.ಪಿ.ಎಮ್. ಜೊತೆ ಜರ್ಡಿಸಿ ಕೆಳ ಹಂತದಲ್ಲಿ ಯೋಜಿಸಲಾದ ಸಂಯೋಜಿತ ಯೋಜನೆಗಳನ್ನು ವಲಯ ಮಟ್ಟದಲ್ಲಿ ಮತ್ತು ಕೊನೆ ವ್ಯಕ್ತ ಮಟ್ಟದಲ್ಲಿ ಸಮನ್ವಯಗೊಳಿಸಿ ಅಂತಿಮ ರೂಪ ಕೊಡಲಾಗುವುದು.

ನಾಲ್ಕನೇ ಹಂತದಲ್ಲಿ ಅರಣ್ಯ ಇಲಾಖೆ ಮತ್ತು ಅರಣ್ಯ ಬಳಕೆದಾರರು ಸ್ಥಾನಿಕ ಸಮುದಾಯ (ಕಮ್ಯುನಿಟಿ)ಗಳ ನಡುವೆ ಅರಣ್ಯ ನಿರ್ವಹಣಾ ಗುತ್ತಿಗೆ ಕರಾರುಗಳನ್ನು ಮಾಡಿಕೊಳ್ಳಲಾಗುವದು. ಇದನ್ನು ಯುಕ್ತವಾದ ರೀತಿಯಲ್ಲಿ ನೊಂದಣಿ (ರಜಿಸ್ಟರ) ಮಾಡಿಸಲಾಗುವದು. ಇದರಿಂದಾಗಿ ಗ್ರಾಮೀಣ ಜನತೆಗೆ ಅರಣ್ಯ ಸಂಪತ್ತಿನ ಬಗ್ಗೆ ಕಾಳಜಿ ಬಗ್ಗೆ ಅಧಿಕಾರ ದೊರೆಯುವದು. ಇದೇ ಕಾಲಕ್ಕೆ ಈ ಕರಾರಿನಿಂದ ಅರಣ್ಯ ಕ್ಷೇತ್ರದಲ್ಲಿನ ನೆಲದ ಮೇಲೆ ಅರಣ್ಯ ಇಲಾಖೆಗೆ ಇರುವ ಹಕ್ಕು ಹೊಣಕು ಗೊಳಿಸದಂತೆಯೂ ಎಚ್ಚರಿಕೆ ವಹಿಸಲಾಗುವದು. ನೆಲ ಮತ್ತು ಅಲ್ಲಿನ ಆಸ್ತಿಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಈ ಕರಾರಿನನ್ವಯ ಎರಡೂ ಪಕ್ಷಗಳವರಿಗೆ ದೊರೆಯುವ ಪ್ರಯೋಜನಗಳು ಮತ್ತು ಅವುಗಳ ನಿರ್ವಹಣೆಯ ಹೊಣೆಗಾರಿಕೆಗಳ ಕುರಿತು ಸ್ಥಾನಿಕ ಪರಿಸ್ಥಿತಿಗೆ ಅನುಗುಣವಾಗಿ ಸ್ಪಷ್ಟವಾದ ಕರಾರು ಮಾಡಲಾಗುವದು. ಇದರಲ್ಲಿ ಆಯಾ ಕ್ಷೇತ್ರಗಳ ನಿರ್ವಹಣೆ, ಉತ್ಪನ್ನಗಳ ಸಂಗ್ರಹಣೆ, ಮತ್ತು ಹಂಚುವಿಕೆ ಮೊದಲಾದ ಅಂಶಗಳು ಒಳಗೊಂಡಿರುತ್ತವೆ.

ಈ ತರದ ನಿರ್ವಹಣಾ ಕರಾರಿನ ನಿರ್ದಿಷ್ಟ ಸ್ವರೂಪ ಈ ಯೋಜನೆಯ ಅವಧಿಯಲ್ಲಿ ರೂಪ ಗೊಳ್ಳಲಿದೆ. ಇದರಲ್ಲಿ ಈ ಕರಾರಿಗೆ ಸಂಬಂಧಿಸಿದ ಕ್ಷೇತ್ರ, ನಿರ್ವಹಣೆಯ ಉದ್ದೇಶಗಳು, ಎಲ್ಲ ಪಕ್ಷಗಳ ಹಕ್ಕು ಮತ್ತು ಬಾಧ್ಯತೆಗಳ ಸ್ಪಷ್ಟ ನಿರೂಪಣೆ, ಮತ್ತು ಈ ಕರಾರನ್ನು ಪುನರ್ವಿಮರ್ಶಿಸುವ ವಿಧಾನಗಳು ಮುಂತಾದುಗಳ ಕುರಿತು ಸ್ಪಷ್ಟವಾದ ವಿವರಗಳನ್ನು ಒಳಗೊಂಡಿರಬೇಕು. ಅಲ್ಲದೇ ಈ ಕೆಳಗಿನ ಅಂಶಗಳ ಬಗ್ಗೆ ನಿರ್ದಿಷ್ಟ ವಿವರಗಳಿರಬೇಕು.

— ಸ್ಥಾನಿಕ ಸಮುದಾಯ ಅಥವಾ ಬಳಕೆದಾರರ ಸಂಯೋಜನೆ ಮತ್ತು ಆ ಗುಂಪಿನ ಸಂಘಟನೆ ಸ್ವರೂಪ
— ಸಂಯುಕ್ತವಾಗಿ ನಿರ್ವಹಿಸಬೇಕಾದ ಮುಖ್ಯವಾದ ಸೇವೆ ಮತ್ತು ಬಂಡವಾಳ ಹೂಡಿಕೆಯ ವಿವರಗಳು
— ಉತ್ಪತ್ತಿಯ ಮೇಲಿನ ಹಕ್ಕು ಮತ್ತು ವಿತರಣೆಯ ವಿಧಾನ,
— ಸಂಘಟನೆ ಮತ್ತು ಶ್ರಮದಾನಕ್ಕೆ ಗೌರವ ನೀಡಿಕೆ ಕ್ರಮ,
— ದೈನಂದಿನ ನಿರ್ವಹಣಾ ಜವಾಬ್ದಾರಿಗಳು,
— ತಾಂತ್ರಿಕ ಸಲಹೆ, ವಿಸ್ತರಣೆ ಮತ್ತಿತರ ಮೂಲಾ ಅವಶ್ಯಕತೆಗಳ ಪೂರೈಕೆ ಬಗ್ಗೆ ವ್ಯವಸ್ಥೆ,
— ಕಾರ್ಯನಿರ್ವಹಣೆಯ ಪರಿಶೀಲನೆ ಮತ್ತು ಪುನರ್ವಿಮರ್ಶೆ,

ಇದಕ್ಕೆ ಸಂಬಂಧಿಸಿದಂತೆ ನಿರ್ದಿಷ್ಟ ಅಂಶಗಳು ಆಯಾ ಸ್ಥಾನಿಕ ಸ್ಥಿತಿಗನುಗುಣವಾಗಿ ಬದಲಾಗುತ್ತವೆ. ತಾನು ಈ ಕರಾರಿನ್ವಯ ಪಡೆದ ಪ್ರಯೋಜನವನ್ನು ತನ್ನ ಸದಸ್ಯರಲ್ಲಿ ಹಂಚಿಕೊಳ್ಳುವ ಸಾಮರ್ಥ್ಯ ಕರಾರಿನನ್ವಯ ನಿರ್ವಹಿಸಬೇಕಾದ ಹೊಣೆಗಾರಿಕೆಯನ್ನು ಯಶಸ್ವಿಗೊಳಿಸುವ ಮತ್ತು

... 9.

ಈ ಯೋಜನೆಯು ಕಾರ್ಯಕ್ರಮಗಳಲ್ಲಿ ಸಮರ್ಪಕವಾಗಿ ಸಹಭಾಗಿಯಾಗುವ ಸಾಧ್ಯತೆ ಮೊದಲಾದ ಅಂಶಗಳು ಬಳಕೆದಾರರ ಗುಂಪುಗಳನ್ನು ಈ ಕರಾರಿಗೆ ಒಳಪಡಿಸುವ ಬಗ್ಗೆ ಪೂರ್ವ ಶರತ್ತುಗಳಾಗಿರುತ್ತವೆ.

ಇದನ್ನೇ ಹಂತದಲ್ಲಿ ಈ ರೀತಿ ವ್ಯವಸ್ಥೆಯನ್ನು ಜಾರಿಗೊಳಿಸುವ ಅನುಸರಿಸಿದ ವಿಧಾನ, ಈ ಕರಾರುಗಳ ಅನುಷ್ಠಾನದಿಂದ ದೊರೆತ ಪ್ರಯೋಜನ, ನಿರ್ವಹಣಾ ಕಾರ್ಯದ ಯಶಸ್ಸು, ಮತ್ತು ಈ ಎಲ್ಲ ಕಾರ್ಯಕ್ರಮಗಳ ಪುನಃ ಪರಿಶೀಲನೆ ಮುಂತಾದ ಅಂಶಗಳು ಒಳಗೊಳ್ಳುತ್ತವೆ. ಸಿಬ್ಬಂದಿ ತರಬೇತಿಯನ್ನು ಇದಕ್ಕೆ ಸೂಕ್ತ ರೀತಿಯಲ್ಲಿ ಹೊಂದಿಸಲಾಗುವದು.

ಸ್ಥಾನಿಕ ಸಿಬ್ಬಂದಿ ವರ್ಗದವರು ಈ ರೀತಿ ಕರಾರು ಆದಬಳಿಕದಲ್ಲಿ ಅವುಗಳ ಕಾರ್ಯಾನುಷ್ಠಾನ, (ಇಂಪ್ಲಿಮೆಂಟೇಶನ್) ಬಳಕೆದಾರರೊಂದಿಗೆ ಸಂಪರ್ಕ, ಮತ್ತು ಸಲಹೆ ನೀಡುವಿಕೆಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಜವಾಬ್ದಾರರಾಗಿರುತ್ತಾರೆ. ಸಂಯುಕ್ತ ಯೋಜನೆ ತಯಾರಿಕೆ ಮತ್ತು ಪರಸ್ಪರ ವಿಚಾರ ವಿನಿಮಯ ಈ ಯೋಜನಾ ಕಾರ್ಯದ ಮುಖ್ಯ ಅಂಶವಾಗಲಿದೆ. ಇದರಿಂದ ಸ್ಥಾನಿಕ ಜನತೆಗೆ ಅರಣ್ಯ ಸೌಲಭ್ಯದ ಬಳಕೆ ಅಥವಾ ಅವಕಾಶಗಳ ಬಗ್ಗೆ ಮರು ಹೊಂದಾಣಿಕೆಗಳುಂಟಾಗುವ ಸಾಧ್ಯತೆಗಳಿವೆ. ಇದರಲ್ಲಿ ಜೀವ ಪರಿಸರ ಸಂಬಂಧಿ ಕ್ಷೇತ್ರಗಳ ನಿರ್ವಹಣೆಯು ಜವಾಬ್ದಾರಿಯನ್ನು ಹಂಚಿಕೊಳ್ಳುವದನ್ನು ಒಳಗೊಳ್ಳುತ್ತದೆ. ಜಿ.ಎಫ್.ಪಿ.ಎವಿ. ವ್ಯವಸ್ಥೆ ಸಾಧಕಾಂಶವಾಗಿ ಆಗುವಂತಹದು. ಯಾಕೆಂದರೆ ಇದು ಅರಣ್ಯ ಬಳಕೆದಾರರ ಮತ್ತು ಈ ಕುರಿತು ಬರಲಿರುವ ಸವಿತಿಗಳ ರಚನೆಯನ್ನು ಅವಲಂಬಿಸಿರುತ್ತದೆ. ಇದು ಸಹಜ. ಈ ವ್ಯವಸ್ಥೆ ತ್ವರಿತವಾಗಿ ರೂಪುಗೊಂಡರೆ ಕೆಲವೊಮ್ಮೆ ಬಡವರು ಮತ್ತು ದುರ್ಬಲವರ್ಗದವರು ಪ್ರಾತಿನಿಧ್ಯವಿಲ್ಲದೇ ತಪ್ಪಿಹೋಗುವ ಸಾಧ್ಯತೆಗಳಿವೆ.

3 — 3. ಸರಕಾರೇತರ ಸಂಸ್ಥೆಗಳು :—

ಸರಕಾರೇತರ ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳು (ಎನ್.ಜಿ.ಓ.) ಗಳು ಜಿ.ಎಫ್.ಪಿ.ಎವಿ. ರಚನೆಯಲ್ಲಿ ಕಾರ್ಯದಲ್ಲಿ ವಿಶೇಷ ಸಹಾಯವನ್ನು ಒದಗಿಸಬಲ್ಲವು. ಜಿ.ಎಫ್.ಪಿ.ಎವಿ.ಗೆ ಸಂಬಂಧಿಸಿದ ಜಿಲ್ಲೆಯಿಂದ ಸಿಬ್ಬಂದಿಯವರು, ಮುಖ್ಯವಾಗಿ, ಬಳಕೆದಾರರ ಮತ್ತು ಸ್ಥಾನಿಕ ಜನರ ಗುಂಪುಗಳನ್ನು ಆರಿಸಲು ಅನುಕೂಲವಾಗುವಂತಹ ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳನ್ನು ಗುರುತಿಸಬೇಕು. ಆ ಬಳಿಕ ಈ ಸ್ವಯಂ ಸೇವಾ ಸಂಸ್ಥೆಗಳು ಸ್ಥಾನಿಕ ಜನತೆಗೆ ಯೋಜನೆಯ ತಿಳುವಳಿಕೆಯನ್ನಿತ್ತು ಜಿಲ್ಲೆಯೊಂದಿಗೆ ಸಮರ್ಪಕ ರೀತಿಯಲ್ಲಿ ಯೋಜನೆ ರಚಿಸುವ ಸಾಮರ್ಥ್ಯ ಬರುವಂತೆ ಅವರನ್ನು ಸಜ್ಜುಗೊಳಿಸಬೇಕು.

3 — 4. ಪಶುಸಂಪತ್ತಿನ ನಿರ್ವಹಣೆ :—

ಸಾಮಾನ್ಯವಾಗಿ ದನಗಳನ್ನು ಕಟ್ಟಿ ಸಾಕುವದು ಜನರ ಒಲವು ಹೆಚ್ಚಾಗುತ್ತಿದ್ದರೂ ಸದ್ಯೋಭವಿಷ್ಯದಲ್ಲಿ ದನಗಳ ಸಂಖ್ಯೆ ಕಡಿಮೆಯಾಗುವ ನಿರೀಕ್ಷೆ ಕಂಡುಬರುತ್ತಿಲ್ಲ. ಈ ಆರ್ಥಿಕ ಸಾಮಾಜಿಕ ವಾಸ್ತವಿಕತೆಯ ಬಗ್ಗೆ ಜಿ.ಎಫ್.ಪಿ.ಎವಿ, ಬೀಳ (ಟೀಪಿ)ದವರು ತಿಳಿಯೋಣಬೇಕಾಗಿದೆ. ಪಶು ಸಂಪತ್ತಿನ ಸಂಯುಕ್ತ ನಿರ್ವಹಣೆಗೆ ಸಂಬಂಧಿಸಿದಂತೆ ಅಭಿವೃದ್ಧಿ ಕುರಿತು ಸಲಹೆ ನೀಡಲು ಪಶುಸಂಪತ್ತಿನ ನಿರ್ವಹಣೆಯ ವಿಶೇಷ ತಜ್ಞರನ್ನೊಳಗೊಂಡ ತಜ್ಞರ ಮಂಡಲಿಯನ್ನು ಈ ಬಗ್ಗೆ ಸಲಹೆಗಾರರನ್ನಾಗಿ ನೇಮಿಸಿಕೊಳ್ಳಲು ಈ ಯೋಜನೆಯಲ್ಲಿ ಉದ್ದೇಶಿಸಲಾಗಿದೆ. ಸಲಹೆ ನೀಡುವುದೇ ಅಲ್ಲದೆ ನೇರವಾಗಿ ಅಥವಾ ಉಪ ಗುತ್ತಿಗೆದಾರರ ಮೂಲಕ ಪ್ರಾಂತೀಯ ಅಭಿವೃದ್ಧಿ ಕಾರ್ಯಕ್ರಮಗಳನ್ನು ಕಾರ್ಯಗತ ಗೊಳಿಸಲು ಅಥವಾ ನಿರ್ದಿಷ್ಟ ಅಂತ ಅಥವಾ ಸಮಸ್ಯೆಗಳ ಬಗ್ಗೆ ಆಳವಾದ ಸಂಶೋಧನೆಗಳನ್ನು ಕೈಗೊಳ್ಳಲು ಹಣಕಾಸಿನ ನೆರವು ಒದಗಿಸಿದೆ.

3 — 5. ಅರಣ್ಯ ಕಾರ್ಯಯೋಜನೆ (ವರ್ಕಿಂಗ್ ಪ್ಲಾನ್) :—

ಕೆಳಹಂತದ ಅವಶ್ಯಕತೆಗಳ ಪೂರೈಕೆಗಳ ಉದ್ದೇಶದಿಂದ ಈಗಿರುವ ಅರಣ್ಯ ಕಾರ್ಯಯೋಜನೆಯ ಕ್ರಮ ಮತ್ತು ವಿಧಾನಗಳನ್ನು ಪುನರುಜ್ಜೀವನಗೊಳಿಸಬೇಕಾಗಿದೆ. ಚಿಕ್ಕ ಮತ್ತು ವೈವಿಧ್ಯಮಯ ಸ್ಥಾನಿಕ ಕ್ಷೇತ್ರಗಳನ್ನು ಲಕ್ಷದಲ್ಲಿಟ್ಟುಕೊಂಡು ಪ್ರತ್ಯೇಕ ಪ್ಲಾನ್‌ಗಳನ್ನು ತಯಾರಿಸಬೇಕು. ಈ ರೀತಿ ಮಾಡಲು ಸ್ಥಾನಿಕ ಅವಶ್ಯಕತೆಗಳನ್ನು ಪರಿಗಣಿಸಬೇಕು. ಆದರೆ ಜಿಲ್ಲಾ ಪರಿಸರ ದೀರ್ಘಕಾಲೀನ ಯೋಜನೆಗಳು, ವಾಣಿಜ್ಯ ಮರಮಟ್ಟುಗಳ ಪೂರೈಕೆ, ನಗರ ಪಟ್ಟಣಗಳಿಗೆ ಉರುವಲು ಕಟ್ಟಿಗೆ ಪೂರೈಕೆ ಮುಂತಾದವಕ್ಕೆ ಕೇಂದ್ರೀಕೃತ ಯೋಜನೆಯಿರಬೇಕು. ಸದ್ಯದ 10 ವರ್ಷಗಳ ಅರಣ್ಯ ಕಾರ್ಯ ಯೋಜನೆಗಳ ಬದಲಾದ ವಾರ್ಷಿಕ ಅರಣ್ಯ ಕಾರ್ಯಕ್ರಮ ಜಾರಿಗೊಳ್ಳುತ್ತಲಿದೆ. ಈ ಯೋಜನೆಯಲ್ಲಿ ಅರಣ್ಯ ಕಾರ್ಯಯೋಜನೆಯನ್ನು ತಯಾರಿಸಲು ಬೇಕಾದ ಮಾಹಿತಿ, ಮತ್ತು ಸ್ಥಾನಿಕ ಕಾರ್ಯಪ್ರಗತಿಯ ಪರಿಶೀಲನೆ, ಹಾಗೂ ಅರಣ್ಯದ ಸದ್ಯದ ಸ್ಥಿತಿಯನ್ನು ಗಮನಿಸುವ ವಿಧಾನಗಳ ಕುರಿತು ಪುನರ್‌ಪರಿಶೀಲಿಸಿ ಬದಲಾಯಿಸುವ ಅಗತ್ಯವಿದೆ.

ಈಗ ತಾತ್ಪೂರ್ತಿಕವಾಗಿ ವೃತ್ತದ ಮಟ್ಟದಲ್ಲಿರುವ ಈ ವ್ಯವಸ್ಥೆಯನ್ನು ಖಾಯಂಗೊಳಿಸಲಾಗುವುದು.

3 — 6. ಪರಿಶೀಲನೆ ಮತ್ತು ಮೌಲ್ಯಮಾಪನೆ :—

ಎರಡು ಹಂತಗಳ ಆಂತರಿಕ ಪರಿಶೀಲನಾ ವ್ಯವಸ್ಥೆಯನ್ನು ಜಾರಿಗೊಳಿಸಲಾಗುವುದು.

ಭೌತಿಕ ಪರಿಶೀಲನೆ :—

ಈ ಯೋಜನೆಯ ಅಂಗವಾಗಿ ವೃತ್ತ ಮಟ್ಟದಲ್ಲಿ ಯೋಜನೆಯ ಕಾರ್ಯನಿರ್ವಹಣೆಯ ಪ್ರಗತಿ ಮತ್ತು ಮಾಹಿತಿ ಸಂಗ್ರಹಣೆಯನ್ನು ನಡೆಸಲಾಗುವುದು.

ಎರಡನೆಯದಾಗಿ ಸ್ಥಾನಿಕ ಸಮುದಾಯದವರನ್ನೊಳಗೊಂಡಂತೆ ವಿವಿಧ ಕಾರ್ಯಾಗಾರ ಮತ್ತು ಸಭೆಗಳನ್ನು ನಡೆಸುವ ಮೂಲಕ ಕಾರ್ಯಯೋಜನೆಯ ಪ್ರಗತಿಯನ್ನು ಪರಿಶೀಲಿಸಲಾಗುವುದು.

ಈ ರೀತಿ ಸಹಭಾಗಿತ್ವ ಪರಿಶೀಲನೆ ಯೋಜನೆಯ ಮಾರ್ಗ ಸೂಚಿಗಳನ್ನು ಅಗತ್ಯವಾದಲ್ಲಿ ಬದಲಿಸಲೂ ಅವಕಾಶವನ್ನೊದಗಿಸುವುದು.

ಬಾಹ್ಯ ಪರಿಶೀಲನೆ ಮತ್ತು ವರದಿ ಸಲ್ಲಿಕೆ :—

ಇದರ ಹೊರತಾಗಿ ಸ್ಥಾನಿಕ ಜನಸಮುದಾಯದವರು 3.1 ರಲ್ಲಿ ವಿವರಿಸಿದಂತೆ ಎಲ್ಲ ಅರಣ್ಯ ಪ್ರದೇಶಗಳ (ರಿಸ್ಟಾರೆನ್ಸ್) ಯೋಜನೆ ತಯಾರಿಕೆ ಮತ್ತು ಕೆಲವು ಪ್ರದೇಶಗಳ ನಿರ್ವಹಣೆ ಸಂಬಂಧಿಸಿದಂತೆ ಪಾಲ್ಗೊಳ್ಳುವುದು ಈ ಯೋಜನೆಯ ಮುಖ್ಯ ವೈಶಿಷ್ಟ್ಯವಾಗಿದೆ. (ಇನ್‌ಪುಟ್ ಪ್ರೊವೀಶನ್). ಇದು ಈ ಯೋಜನೆಯ ಕೆಳಹಂತದ ಪರಿಶೀಲನಾ ವ್ಯವಸ್ಥೆಯಾಗಿದೆ. ಇದಲ್ಲದೆ ಈ ಯೋಜನೆಯಲ್ಲಿ ವಿವಿಧ ಮಟ್ಟದಲ್ಲಿ ಪ್ರಗತಿ ಪರಿಶೀಲನೆ ಮತ್ತು ನಿರೂಪಣೆ ಬಗ್ಗೆ ಸಲಹೆ ನೀಡಲು ವಿವಿಧ ಮಟ್ಟದಲ್ಲಿ ಸಮಿತಿಗಳನ್ನು ರಚಿಸಲಾಗುತ್ತಿದೆ. ಈ ಸಮಿತಿಗಳು ಆಗಾಗ ಸಭೆ ನೀರ ಬೇಕಾಗುತ್ತದೆ.

(1) ಕಾರ್ಯ ನಿರ್ವಹಣಾ ಸಮಿತಿ :— ವಿಭಾಗ ಮಟ್ಟದಲ್ಲಿರುತ್ತಿದ್ದು ಉಪ ಅರಣ್ಯ ಸಂರಕ್ಷಣಾಧಿಕಾರಿಗಳು ಇದರ ಅಧ್ಯಕ್ಷರಾಗಿರುತ್ತಾರೆ. ಸ್ಥಾನಿಕ ಜನಸಮುದಾಯ ಮತ್ತು ಬಳಕೆದಾರರು ಇದರ ಪ್ರತಿನಿಧಿಗಳಾಗಿರುತ್ತಾರೆ.

(2) ಸಲಹಾ ಸಮಿತಿ :— ವೃತ್ತ ಮಟ್ಟದಲ್ಲಿದ್ದು ಮೂರು ತಿಂಗಳಿಗೊಮ್ಮೆ ಸಭೆ ನೇರಜೀಕಾಗಿದೆ. ಅರಣ್ಯ ಸಂರಕ್ಷಣಾಧಿಕಾರಿಗಳು ಇದರ ಅಧ್ಯಕ್ಷರು. ಸ್ಥಾನಿಕ ಪ್ರತಿನಿಧಿಗಳು, ಇತರ ಸರಕಾರೀ ಅಧಿಕಾರಿಗಳು, ಜಿಲ್ಲಾ ಪರಿಷತ್, ಸ್ವಯಂಸೇವಾ ಸಂಸ್ಥೆಗಳು, ವೈಜ್ಞಾನಿಕ ಸಂಸ್ಥೆಗಳು, ಅರಣ್ಯ ವಸ್ತು ಬಳಕೆದಾರರು ಮತ್ತು ಸಾಗರೋತ್ತರ ಅಭಿವೃದ್ಧಿ ಆಡಳಿತದವರು ಈ ಸಮಿತಿಯಲ್ಲಿ ಪ್ರಾತಿನಿಧ್ಯ ಹೊಂದಿರುತ್ತಾರೆ.

(3) ಮಾರ್ಗನಿರೂಪಣಾ ಸಮಿತಿ :— ಇದು ರಾಜ್ಯ ಮಟ್ಟದಲ್ಲಿದ್ದು ಅಭಿವೃದ್ಧಿ ಆಯುಕ್ತರು ಅಧ್ಯಕ್ಷರು, ಇದು ಯೋಜನೆಯಿಂದ ಪುನರ್ವಿಮರ್ಶೆಯವರೆಗಿನ ಎಲ್ಲಾ ಅಂಶಗಳ ಕುರಿತು ನಿರ್ಣಯಕೈಗೊಳ್ಳಬಲ್ಲ ಪೂರ್ಣ ಮತ್ತು ಅಂತಿಮ ಅಧಿಕಾರವುಳ್ಳ ಸಮಿತಿ. ಇದರಲ್ಲಿ ಅರಣ್ಯ ಇಲಾಖೆ, ಇತರ ಸರಕಾರೀ ಇಲಾಖೆಗಳು, ಸಾಗರೋತ್ತರ ಅಭಿವೃದ್ಧಿ ಆಡಳಿತದವರಲ್ಲದೆ ಅಭಿವೃದ್ಧಿ ಆಯುಕ್ತರಿಗೆ ಸರಿಕಂಡ ಇನ್ನಿತರ ಪ್ರತಿನಿಧಿಗಳನ್ನು ಒಳಗೊಂಡಿರುತ್ತದೆ.

ಇಲಾಖೆಯಿಂದ ಯೋಜನೆ ಮತ್ತು ಪರಿಶೀಲನಾ ವಿಭಾಗದವರು ಈ ಸಮಿತಿಗಳಿಗೆ ಅಗತ್ಯವಾದ ಮಾಹಿತಿ ಮತ್ತು ವರದಿಗಳನ್ನು ನಿಯಮಿತವಾಗಿ ನೀಡಿ ಕಾರ್ಯ ನಿರ್ವಹಣೆಗೆ ಸಹಾಯ ನೀಡಲು ಹೊಣೆಗಾರರಾಗಿರುತ್ತಾರೆ.

4 — 1 ಅರಣ್ಯೀಕರಣ ವಿಧಾನಗಳು :—

ಈವರೆಗೆ ಚರ್ಚಿಸಿದ ಉದ್ದೇಶಗಳಿಗೆ ಒಳಪಟ್ಟು ಅಲ್ಲಲ್ಲಿಯ ಅವಶ್ಯಕತೆಗಳಿಗೆ ಅನುಗುಣವಾಗಿ ಅರಣ್ಯಾಭಿವೃದ್ಧಿಯಾಗಲು ಈ ಕೆಳಗಿನ 8 ವಿಧಾನಗಳಲ್ಲಿ ಅರಣ್ಯೀಕರಣ ಯೋಜನೆಯನ್ನು ನೆರವೇರಿಸಲು ಉದ್ದೇಶಿಸಲಾಗಿದೆ. ಯಾವುದೇ ಸಂದರ್ಭದಲ್ಲಾ ಏಕ ಸಸ್ಯ ವನ ರಚಿಸಲು ಉದ್ದೇಶಿಸಲಾಗಿಲ್ಲ. ಈ ಕೆಳಗಿನ ಸೂಚನೆಗಳು ಆಯಾ ಸ್ಥಳದ ಅಗತ್ಯಕ್ಕನುಗುಣವಾಗಿ ಯೋಜನೆ ತಯಾರಿಸಲು ಅನುಕೂಲವಾಗುವಂತೆ ಮಾರ್ಗದರ್ಶಕ ಸೂಚನೆಗಳಾಗಿವೆ.

<u>ಖಾಲಿ ಸ್ಥಳಗಳಲ್ಲಿ ಗಿಡನೆಟ್ಟು ವನ ಸಂಪತ್ತನ್ನು ಹೆಚ್ಚಿಸುವದು</u> :—

ಈ ವಿಧಾನದಲ್ಲಿ ಸ್ವಾಭಾವಿಕ ವನದ ಸಂಪತ್ತನ್ನು ಹೆಚ್ಚಿಸಲು ಮೂರು ಮಾದರಿಗಳನ್ನು ಸೂಚಿಸಲಾಗಿದೆ. ಈ ಕ್ಷೇತ್ರದ ಪ್ರತಿಶತ 75 ಕ್ಕಿಂತ ಹೆಚ್ಚಿನ ಕ್ಷೇತ್ರದಲ್ಲಿ ಬೆಲೆಬಾಳುವ ವೃಕ್ಷಗಳ ಸಂಖ್ಯೆ ಕಡಿಮೆಯಿಂದಾಗುವದನ್ನು ದೃಷ್ಟಿಯಲ್ಲಿಟ್ಟುಕೊಂಡು ಯೋಜಿಸಲಾಗಿದೆ. ಈ ಎಲ್ಲ ಸಂದರ್ಭದಲ್ಲಿ ಆಯಾ ಸ್ಥಳಗಳಿಗೆ ಸೂಕ್ತವಾದ ದೇಶೀಯ ತಳಿಗಳನ್ನೇ ನೆಟ್ಟು ಸ್ವಾಭಾವಿಕವಾದ ಮಿಶ್ರ ಅಭಿವೃದ್ಧಿಗೊಳಿಸಲು ಉದ್ದೇಶಿಸಲಾಗಿದೆ.

1) 'ಅ' ವರ್ಗದ ಮಾದರಿ, ಒಟ್ಟು ಕ್ಷೇತ್ರದ ಶೇ.20 ಕ್ಕಿಂತ ಕಡಿಮೆ ಸ್ಥಳ ವೃಕ್ಷಾಚ್ಛಾದಿತವಾಗಿದ್ದಲ್ಲಿ ಪ್ರತಿ ಹೆಕ್ಟೇರಿಗೆ 750 ಮರಗಳಿರುವಂತೆ ಅಭಿವೃದ್ಧಿ ಪಡಿಸುವದು.

2) 'ಬ' ಮಾದರಿ ಶೇ 20 ರಿಂದ 40 ಶೇಕಡಾ ದಷ್ಟು ವೃಕ್ಷಾಚ್ಛಾದಿತವಾಗಿದ್ದು ಅಂಶಿಕವಾಗಿ ದುರ್ಬಿನಿಗೀಡಾದ ಅರಣ್ಯಕ್ಷೇತ್ರದಲ್ಲಿ ಪ್ರತಿ ಹೆಕ್ಟೇರಿಗೆ 500 ಗಿಡಗಳನ್ನು ನೆಡಲಾಗುವದು.

3) 'ಕ' ಮಾದರಿ : ಇದರಲ್ಲಿ ಮಧ್ಯಮ ಪ್ರಮಾಣದಲ್ಲಿ ಅರಣ್ಯ ಕ್ಷೇತ್ರ ವೃಕ್ಷಾಚ್ಛಾದಿತವಾಗಿದ್ದು (ಶೇ.40 ರಿಂದ ಶೇ 60 ರಷ್ಟು ಬೆಲೆಬಾಳುವ ಮರಗಿಡಗಳನ್ನು ಬೆಳಿಸಲು ಉದ್ದೇಶಿಸಲಾಗಿದೆ.

...12.

4) ಬಿಕ್ಕ ಉದ್ದಿಪೆದಾರರಿಗೆ ಮತ್ತು ಕುಶಲ ಕರ್ಮಿಗಳಿಗೆ ಅನುಕೂಲವಾಗುವಂತೆ ಬಿದಿರಿನ ಅರಣ್ಯ ಅಭಿವೃದ್ಧಿಗೊಳಿಸುವದು. ಸ್ಥಾನಿಕ ಅಗತ್ಯಕ್ಕನುಗುಣವಾಗಿ 4 ವಿಧದ ವಿವಿಧೋದ್ದೇಶದ ಅರಣ್ಯಗಳನ್ನು ಬೆಳಿಸಲು ಯೋಜಿಸಲಾಗಿದೆ. ಇಲ್ಲಿ ಸ್ಥಾನಿಕ ಅವಶ್ಯಕತೆ, ಸ್ಥಳದ ಸಾಮರ್ಥ್ಯ ಮತ್ತು ಪರಿಸರದ ದೃಷ್ಟಿಯಿಂದ ಸೂಕ್ತತೆಯನ್ನು ಗಮನಿಸಿ ಸಸ್ಯ ಜಾತಿಗಳನ್ನು ಆಯ್ಕೆ ಮಾಡಲಾಗುವದು.

5) ಉರುವಲು ಕಟ್ಟಿಗೆ ಅರಣ್ಯಗಳು :- ಶೇ.50ಕ್ಕಿಂತ ಹೆಚ್ಚು ಕ್ಷೇತ್ರಗಳಲ್ಲಿ ಉರುವಲಿಗೆ ಉಪಯುಕ್ತವಾದ ಸಸ್ಯಗಳನ್ನು ಬೆಳಿಸಿ ಒಟ್ಟು ಈ ಕ್ಷೇತ್ರ ಅರಣ್ಯಾವೃತ್ತಿಗೊಂಡ ಮೇಲೆ ಇಲ್ಲಿ ಉರುವಲಿಗಾಗಿ ಗಿಡಗಳನ್ನು ಕಡಿಯಲಾಗುವದು.

6) ಮೇವಿನ ಅರಣ್ಯ :- ಇಲ್ಲಿ ಶೇ.50 ಕ್ಕಿಂತ ಹೆಚ್ಚಿನ ಕ್ಷೇತ್ರದಲ್ಲಿ ಮೇವಿನ ಸಸ್ಯಗಳನ್ನು ಬೆಳಿಸಲಾಗುವದು.

7) ಹಸಿರು ಗೊಬ್ಬರದ ಅರಣ್ಯ :- ಇಲ್ಲಿ ಶೇ. 50 ಕ್ಕಿಂತ ಹೆಚ್ಚಿನ ಕ್ಷೇತ್ರದಲ್ಲಿ ಹಸಿರು ಗೊಬ್ಬರಕ್ಕೆ ಉಪಯುಕ್ತವಾದ ಸಸ್ಯಗಳನ್ನು ಬೆಳಿಸಲಾಗುವದು.

8) ಹಣ್ಣು ಹಂಪಲು ಅಥವಾ ವುರಮಟ್ವೀತರ ಅರಣ್ಯೋತ್ಪನ್ನದ ಕ್ಷೇತ್ರ :- ಇಲ್ಲಿ ಶೇ.40ಕ್ಕಿಂತ ಅಧಿಕ ಕ್ಷೇತ್ರದಲ್ಲಿ ಹಣ್ಣು ಹಂಪಲು ಅಥವಾ ಔಷಧಿ ಸಸ್ಯ ಮತ್ತು ಇನ್ನಿತರ ವುರ ಮಟ್ವೀತರ ಅರಣ್ಯೋತ್ಪನ್ನಗಳನ್ನು ಹೆಚ್ಚಿಸುವಂತಹ ಸಸ್ಯಗಳನ್ನು ಬೆಳಿಸಲಾಗುವದು.

ಸ್ಥಾನಿಕ ಅವಶ್ಯಕತೆಗಳಿಗಾಗಿ ವಿವಿಧ ಸಸ್ಯ ಜಾತಿಗಳನ್ನೊಳಗೊಂಡ 'ಮಿಶ್ರ' ಅರಣ್ಯಗಳ ಸಂವರ್ಧನೆಯಂತು ವಿಷಯವದಲ್ಲಿ ಲಭ್ಯವಿರುವ ಮಾಹಿತಿ ಕಡಿವೆ. ಈ ಬಗ್ಗೆ ವಿವರವಾಗಿ ಪ್ರತಿ ಹಂತದಲ್ಲೂ ಪರಿಶೀಲಿಸಿ ಸೂಕ್ತ ಮಾರ್ಪಾಡುಗಳೊಂದಿಗೆ ಅಭಿವೃದ್ಧಿ ಪಡಿಸಲಾಗುವದು.

ಈ ಕ್ಷೇತ್ರದಲ್ಲಿ ಗಿಡನೆಡುವದಕ್ಕಿಂತ ಸಂರಕ್ಷಣೆಯಂತು ವೆಚ್ಚವೇ ಅಧಿಕವಾಗಿರುತ್ತದೆ. ಈ ಬಗ್ಗೆ ಯಂತುಾ ಕೂಡ ಜೆ.ಎಫ್.ಪಿ.ಎಮ್.ಗಳ ಸಹಕಾರದೊಂದಿಗೆ ಸಂಯುಕ್ತ ಪ್ರಯತ್ನ ಕೈಗೊಳ್ಳಲಾಗುವದು. ಅದರಂತೆ ಅರಣ್ಯ ಸಂರಕ್ಷಣಾ ಸಮಿತಿಗಳನ್ನು ರಚಿಸಿ ಅವರ ಜವಾಬ್ದಾರಿಕೆ, ಕರ್ತವ್ಯ ಮುಂತಾದವುಗಳು ಈ ಹಿಂದೆ ಹೇಳಿದ ಸಂಯುಕ್ತ ಅರಣ್ಯ ನಿರ್ವಹಣಾ ಕರಾರಿನಲ್ಲಿ ಒಳಪಡಿಸಲಾಗುವದು.

ವಿಸ್ತರಣೆ :- ಕೆಲವು ಕ್ಷೇತ್ರಗಳಲ್ಲಿ ವಿಶೇಷತಃ ಸೊಪ್ಪಿನ ಬೆಟ್ಟಗಳಲ್ಲಿ ವಹಿವಾಟುದಾರರು ದೃಷ್ಟಿಯಿಂದ ಅದರಲ್ಲೂ ಉತ್ಪಾದನೆ ವ ಪ್ರಯೋಜನಗಳನ್ನು ಪಡೆಯುವ ಕುರಿತು ತಮಗಿರುವ ಹಕ್ಕುಗಳ ಬಗ್ಗೆ ಖಾತ್ರಿ ಇಲ್ಲದಿರುವದರಿಂದ ಈ ಕ್ಷೇತ್ರದ ಅಭಿವೃದ್ಧಿಗೆ ಹಣ ತೊಡಗಿಸುವ ವಿಚಾರದಲ್ಲಿ ಹಿಂದೇಟು ಹಾಕುತ್ತಿದ್ದಾರೆ. ಇದರಿಂದಾಗಿ ಈ ಕ್ಷೇತ್ರಗಳು ದುರ್ಬಿನಿಗೀಡಾಗಿವೆ. ಈ ಯೋಜನೆಯಡಿಯಲ್ಲಿ ಕ್ಷೇತ್ರಗಳು ದುರ್ಬಿನಿಗೀಡಾದವನ್ನೇ ಅವಲಂಬಿಸಿದವರು ತಮ್ಮದೆ ಆದ ಬಳಕೆದಾರರ ಸಂಘಗಳನ್ನು ರಚಿಸಿಕೊಳ್ಳಲು ಅವಕಾಶಗಳಿವೆ.

ಜೆ.ಎಫ್.ಪಿ.ಎವಿ' ವ್ಯವಸ್ಥೆಯಂತುಡಿಯಲ್ಲಿ ಎರಡೂ ಪಕ್ಷಗಳವರ ಜವಾಬ್ದಾರಿಕೆಗಳನ್ನು ನಿರ್ದಿಷ್ಟ ಪಡಿಸಲಾಗುವದು. ಅರಣ್ಯ ಇಲಾಖೆಯಂತುವರ ಸಲಹೆಯಂತು ಮೇರೆಗೆ ಮೆಕ್ರೋ ಪ್ಲಾನೆಗಳನ್ನು ಸಿದ್ಧಪಡಿಸಲಾಗುವದು. ಈ ಸಂಶ್ಲಿಷನೆಗಳಿಂದ ಅವರ ಅವಶ್ಯಕತೆಗಳನ್ನು ಅರಿತುಕೊಂಡು ಅರಣ್ಯ ಇಲಾಖೆ ನಿರಂತರ ಪ್ರಯೋಜನಕಾರಿಯಾದ ರೀತಿ ಸಂಪನ್ಮೂಲಗಳನ್ನು ಬಳಸುವ ಕುರಿತು

ವಿಸ್ತರಣಾ, ನೀರಿನ, ತಾಂತ್ರಿಕ ಸಲಹೆಯಂತು ಪೂರೈಕೆ, ತರಬೇತು ಇವುಗಳನ್ನೊದಗಿಸುವದಲ್ಲದೆ ಅಗತ್ಯವಾದ ಉತ್ತಮ ಗುಣಮಟ್ಟದ ಸಸಿಗಳನ್ನು ಪೂರ್ಣಬಿರಿ ಪಡೆದು ನೀಡುವದು ಈ ಸಂದರ್ಭಗಳಲ್ಲಿ ಇನ್ನಿತರ ಭಂಡವಾಳ ಬೆಜ್ಜವನ್ನು ಬಳಕೆದಾರರೇ ನಿರ್ವಹಿಸುತ್ತಾರೆಂದು ನಿರೀಕ್ಷಿಸಲಾಗಿದೆ. ಇದಲ್ಲದೆ ಪರಿಸರದ ದೃಷ್ಟಿಯಿಂದ ಯೋಗ್ಯ ರೀತಿಯಲ್ಲಿ ಬಳಕೆಕ್ರಮ ಅನುಸರಿಸಲ್ಪಡುವಂತೆ ಜಾಗೆ ನೋಡಿಕೊಳ್ಳುತ್ತದೆ.

4 — 4. ಬೆಂಕಿಯಿಂದ ರಕ್ಷಣೆ :—

ಇಲಾಖೆಯೊಂದಿಗಿನ ಕರಾರಿನಲ್ಲಿ ಬೆಂಕಿಯಿಂದ ಅರಣ್ಯವನ್ನು ರಕ್ಷಿಸುವದು ಒಂದು ಮುಖ್ಯ ಅಂಶವಾಗಿದೆ. ಈ ಯೋಜನೆಯಲ್ಲಿ ಈ ಬಗ್ಗೆ ಅಗ್ನಿಶಾಮಕ ಉಪಕರಣಗಳ ಬಗ್ಗೆ ಹಣ ತೊಡಗಿಸಲಾಗುವದು. ಹಾಗೂ ಪರಿಣಾಮಕಾರೀ ಬೆಂಕಿ ರಕ್ಷಣ ವಿಧಾನಗಳ ಬಗ್ಗೆ ಸುತ್ತಲಿನ ಗ್ರಾಮೀಣ ಜನ ಸಮುದಾಯವನ್ನು ತೊಡಗಿಸಿಕೊಳ್ಳಲಾಗುವದು. ಅಲ್ಲದೇ ಈ ಯೋಜನೆಯಲ್ಲಿ ಈ ಕೆಳಗಿನ ಕಾರ್ಯಗಳಿಗೆ ಹಣ ತೊಡಗಿಸುವದು.

1) ಬೆಂಕಿ ತಡೆಪಟ್ಟಿ ನಿರ್ಮಾಣ.
2) ಅಗ್ನಿಶಾಮಕ ಯಂತ್ರೋಪಕರಣ.
3) ವೀಕ್ಷಣಾ ಗುಡ್ಡಗಳ ನಿರ್ಮಾಣ.
4) ಸಂಪರ್ಕ ಜಾಲ.

4 — 5. ಜೀವ ಪರಿಸರ ನಿರ್ವಹಣೆ :—

ಈ ವಿಧಾನ ಜನವಸತಿಯಿಲ್ಲದ ಅರಣ್ಯ ಪ್ರದೇಶಗಳಿಗೆ ಅನ್ವಯಿಸುವದು. ಒಮ್ಮೆ ಅಂತಹ ಪ್ರದೇಶಗಳನ್ನು ಗುರುತಿಸುವ ಕ್ರಮದ ನಂತರ ಈ ಕುರಿತಾದ ಯೋಜನೆಗಳನ್ನು ತೀವ್ರವಾಗಿ ಜಾರಿಯಲ್ಲಿ ತರಲು ನಿರ್ಧರಿಸಲಾಗುವದು. ಈ ಯೋಜನೆಯು ಕೇವಲೇ ನಿರ್ದಿಷ್ಟ ಅರಣ್ಯ ಕ್ಷೇತ್ರಗಳಲ್ಲಿ ನಿರಂತರ ಸಂಪನ್ಮೂಲ ಬರುವ ರೀತಿಯಲ್ಲಿ ನಿರ್ವಹಣೆಯನ್ನು ಕೈಗೊಳ್ಳಲಾಗುವದು. ಕೆಲವು ಸಂದರ್ಭಗಳಲ್ಲಿ ವನ್ಯಜೀವಿಗಳಿಗೆ ಸೂಕ್ತವಾದ ಪುನರ್ವಸತಿ ಕಾರ್ಯಗಳನ್ನು ಅಳವಡಿಸಲಾಗುವದು.

