

UNIT 5

COMMON GOALS, AND ROLES AND RESPONSIBILITIES OF DIFFERENT PARTICIPANTS

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5.0 COMMON GOALS

5.1 ROLES AND RESPONSIBILITIES OF COMMUNITIES

5.2 ROLES AND RESPONSIBILITIES OF FOREST DEPARTMENT

5.3 ROLES AND RESPONSIBILITIES OF NGOS

5.4 ROLES AND RESPONSIBILITIES OF ACADEMIC AND RESEARCH INSTITUTIONS

5.0 COMMON GOALS

Village communities organised into Forest Protection Committees (FPCs), the State Forest Department and the local NGOs are the three key participants in a typical JFM programme. Other participants include, local academic and research institutions, other Government departments, Youth Clubs, village councils and Panchayats etc.

The common goals of these participants/actors in a JFM programme may be summarised as below :

- To ensure people's participation from all sections of village communities in regeneration, protection, conservation and management of forest resources.
- To prevent forest and land degradation.
- To increase productivity of hitherto degraded forests and generate income and employment and thus bring about development to the area in a ecologically sustainable way.
- To give villagers access to Government forest land and to make the production system more responsive to community needs.
- To check haphazard commercial exploitation of forest resources.
- To make the people's institutions work for integrated development and management of natural resources in the village.
- To enable people's institutions develop and manage forest-based enterprises.
- To identify the problems related to the area and act together to arrive at feasible solutions.

These common goals are achieved as the individual participants play different roles specified to them. Collective actions also at times become imperative to achieve certain common goals. However, the success of the programme depends to a great extent on the performance of the village communities. Besides, the motivating and organising ability of the officials of the forest department working at village level also play a key role in achieving the goal. Therefore, it is necessary to impart adequate training to all the participants on raising awareness, and objectives and common goals in JFM, so that they can understand their role clearly and act accordingly.

5.1 ROLES AND RESPONSIBILITIES OF COMMUNITIES

The village communities are the key players in implementing JFM programme. The success of JFM largely depends on their ability to organise themselves into a village level organisation which can take the responsibility to plan and implement various activities under JFM including protecting the created assets or existing resources from grazing, theft and fire, and establishing good rapport with other players/partners in the programme.

The village communities, together with the officials of Forest Department (FD) generally select the participating households from the village and form an Executive Committee (EC). This Committee usually looks after the implementation of JFM programme. Most state JFM resolutions outline separately the roles and responsibilities of the members of Executive Committees and the members of Forest Protection Committee. However, in general, the roles and responsibilities of the village communities may be summarised as follows :

- To help the forest officials in carrying out forestry development works as per approved microplan including distribution of usufructs.
- To inform FD about any person attempting to commit forest offences such as trespassing/damaging the forest/plantation etc., and give full support and co-operation to FD in punishing the offenders.
- To assist the EC in selecting and engaging the labourers from among the participating households and their families, and also to ensure participation of women in the FPCs/Executive Committee.
- To carry out all works through members of the Forest Protection Committees. To report about the members violating forest rules and the persons involved in any detrimental activities in the project area.
- To help the EC and/or FD in harvesting, extraction and safe storage of forest produce.
- To ensure protection of wildlife in the project area.
- To arrange regular dialogue among the participating villagers.
- To ensure fulfilment of the broader objectives of JFM.
- To ensure protection of forest/plantation through the members.
- To prevent trespass, encroachment, grazing, forest fire and poaching.
- To regulate shifting cultivation (*Jhum*), grazing and collection of NTFPs.
- To keep records of various activities undertaken through JFM including meetings, accounts and trainings.

5.2 ROLES AND RESPONSIBILITIES OF FOREST DEPARTMENT

Forest Department is the representative of Government in JFM. The West Bengal experience shows that the FD plays the most important role in implementing JFM and it is their hard work and dedicated approach that have made JFM a success in the state. In the past, foresters were assigned only the regulatory role to prevent people from going to the forest. This role has drastically changed with JFM concept under which people have to be taken into confidence in forest management. People's views have to be given equal weightage and the active exercise of forest management has to be done through the participatory process. In this new role, the foresters have to meet the villagers more often and conduct participatory rural appraisal exercise to accommodate the traditional knowledge of the local people in forest management.

The role and responsibilities of the FD can be summarised as follows :

- Preparation and execution of forest management plan is to be done through the FPC maintaining complete transparency in all transactions.
- The FD is to provide technical guidance to the FPC for various activities.
- The FD is supposed to have sufficient knowledge of the area and based on that they select sites and participating villagers.
- The FD officials together with the village communities are required to collect data on socio-economic conditions of the people and biophysical resources of the JFM areas, based on which suitable site-specific microplans are prepared.
- Funding for JFM will be done by FD. Therefore, FD has to plan, control and regulate the flow of funds for JFM.
- The FD is to provide training to the FPC members on forest management, nursery techniques, plantation methods, species selection, microplanning and other related subjects.
- The FD should have its own extension officers to work with the people. The foresters should sit with the village people at the same level, discuss various aspects of JFM and microplanning and act as mediators on conflicts. They have to act as an omnipresent catalytic agent and come into operation only when the committee desires their intervention.
- The forest departments should always maintain transparency in all their activities and try to bridge the gap between them and the villagers. They should be careful enough not to take any step that upsets the villagers.
- Interaction between local communities and foresters is a critical factor in JFM. High level of motivation of the field staff of the FD can result in greater participation of the local communities in the protection and management of degraded forests. The lowest functionary of the FD, namely, the Forest Guards have to play the most important role. Considering their proximity to the user groups and their familiarity with the local practices, they serve as a crucial link between local communities and senior officials of the FD. This link assumes importance in the context of JFM, where the twin objective of meeting local biomass needs and regenerating the natural resource base constantly engages the attention of the policy makers.
- Moreover, the Forest Guards/Foresters often will directly participate in JFM by being the ex-officio member of the FPCs at the village level. In this capacity, they will resolve disputes that may arise over the use of forest resources, clarify rules and bye-laws of the FPCs, offer technical know-how etc. With the establishment of FPCs the Forest Guard/Forester is expected to convene meetings of the village institutions, inspect accounts and organise annual EC elections for the FPCs.

Other responsibilities of the FD could be as follows :

- To assist people's institution in preparing forest management/action plan.
- To provide relevant documents, maps and permits required by people's institutions for the purpose of official recognition and render assistance for procurement of funds from government departments.
- To inform the people about the objectives and various provisions of forest acts and rules and enable their enforcement.
- To render timely and full assistance to the people in the protection of forest against encroachment, cultivation, fire and felling besides necessary security from offenders.
- To provide employment opportunities to FPC members through :
 - (a) Direct involvement in forestry programmes.
 - (b) Collecting, processing and marketing of NTFPs.
 - (c) Support activities like sericulture, orchid propagation, weaving, mushroom cultivation, sale of cut flowers, pisciculture etc.

5.3 ROLES AND RESPONSIBILITIES OF NGOS

The primary responsibility of implementing JFM lies with FD, but there are several other agencies that can be involved in order to make JFM more functional, e.g., the local NGOs and research institutions. The NGOs can play a very vital role in implementing JFM. They have greater interaction with local people and are more responsive to people's aspirations. Moreover, they are inherently blessed by organisational flexibility and hence can act as an important partner in implementing JFM.

The main responsibility of the NGOs is to raise awareness among the people in and around JFM areas. They will also act as a motivator to organise and convince the people about the benefits of JFM. The NGOs enjoy the advantage of being close to the people and the people also have confidence in them. Capitalising on these advantages, the NGOs together with other participants can arrange training programmes, workshops and other programmes on JFM and related aspects among the communities.

NGOs can also help in conflict resolution, monitoring and evaluation on a continuing basis. The prime task would be to make the forest users more accountable for the consequences of overuse and misuse. The NGOs also provide the needed co-ordination and advocacy work between various departments.

Another important role to be played by the NGOs is to co-ordinate among the participating bodies, and bridge the gap between FD and the villagers.

The NGOs have to play the role of an advisory body to the communities. They can also involve themselves in the monitoring of the JFM but should not take themselves as a direct monitoring authority.

5.4 ROLES AND RESPONSIBILITIES OF ACADEMIC AND RESEARCH INSTITUTIONS

The academic institutions have an important role to play in implementing JFM as its main objective is to involve people in developmental works, at the same time ensuring management and protection of the forest resources.

- The academic institutions can conduct training and educational courses related to JFM for the participants. Even if they do not conduct such courses directly, they can help others in organising the same. They can share their valuable knowledge with other participants.
- They can also conduct research in the field of JFM and try to identify the hitherto unknown problems and also suggest solutions based on the study.
- The academic institutions can conduct comparative studies in different JFM areas and thus find out the reasons of success and failure. Thus, they can enrich the approach to JFM in specific areas, as the condition and background of JFM areas differ widely from place to place. Based on their studies, the institution can provide other concerned departments with success indicators which will be of great help to them.
- Certain academic institutions can also provide technical know-how to FDs and FPCs.
- Academic institutions can contribute a lot by conducting ecological evaluation and cost-benefit analysis of the project proposed or already undertaken. Especially, identification of the social costs and benefits will be a great contribution in the field. They can also undertake evaluation works of JFM at state or country level and provide feedback for policy changes and long-term planning. •

UNIT 7
EXTENSION AND COMMUNICATION SKILLS

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- 7.0 INTRODUCTION
- 7.1 PARTICIPATORY EXTENSION EDUCATION
- 7.2 PROBLEM SOLVING APPROACH
- 7.3 FEED FORWARD EXTENSION APPROACH
- 7.4 MOTIVATING PEOPLE FOR PROTECTING FORESTS
- 7.5 PROMOTING PEOPLE'S INVOLVEMENT IN FOREST MANAGEMENT
 - 7.5.1 Benefit-generating Activity
 - 7.5.2 Promoting Group Activity
 - 7.5.3 Negotiation Process
- 7.6 COMMUNICATION STRATEGY FOR JFM
- 7.7 COMMUNICATION MATRIX FOR JFM
- 7.8 REFERENCES

7.0 INTRODUCTION

People's participation is the fundamental requirement for implementation of JFM. The government can only provide critical inputs like seedlings, money and technology but until people are made to realise the importance of protecting forests and raising trees in community lands which are not being used to their fullest capacity, they are bound to have indifferent attitude towards JFM. A major cause for the dismal performance of social forestry programme was lack of awareness among people about the benefits of the programme. It has been realised by the government that the past protective measures like posting forest officials in sensitive areas, intensive patrolling and other similar arrangements have not brought about any tangible results in terms of arresting deforestation. The government and other agencies involved in forest management have now come to the conclusion that until parallel efforts to educate and motivate the communities to co-operate with forest managers are made, it would be impossible to protect the forests. Likewise the JFM programme is also not likely to succeed unless community participation is ensured.

Participation through education is most reliable because education properly given, results in a sustainable and desirable change in the behaviour of the people. The need has now emerged for imparting training to all involved in implementation of JFM in extension and communication skills so as to enable them to effectively transfer the technologies, skills and experiences to the communities and other personnel involved in the programme. The idea is that the success cannot be achieved only by involving

knowledgeable and skilled personnel. Such persons ought to have skills in the areas of communication so that the doubts, apprehension, fixed notions about the government programmes prevailing among local communities could be effectively removed and favourable attitudinal change towards JFM can be created.

Extension can play a vital role in implementation of JFM by way of dissemination of appropriate innovations and information to the people concerned. The changing scenario offers a great scope for "Forestry Extension" to contribute by bringing the people to the nodal point in the linkage between different critical components of forest management. The extension agent helps the people to identify their needs which itself motivates them to the research and indigenous management. A personnel trained in extension and communication can also help a great deal in conflict management and developing harmonious relations between participating communities, government departments and NGOs. The job of extension worker is not only to help communities, which decision to take but he is also expected to train them how to take the decision.

Traditionally, the extension in forestry have been limited to publicity through posters, leaflets, newsletters, films, etc. But extension in JFM will involve helping people examine their own situation, problems and needs in relation to forests and to facilitate their voluntary action. The extension work also includes identifying different interest groups in the community. In the extension programme building process is to start from the community level with the felt need by working with the people rather than working for the people which is also the essence of JFM.

7.1 PARTICIPATORY EXTENSION EDUCATION

Extension education is non-formal, need-specific, problem oriented and flexible. The instructions need to be learner centered. The role of extension agent in a non-formal education situation is more of a facilitator rather than an instructor, thus making the extension education more participatory and two way process. The extension education process should start from the learner's level, primarily by understanding their felt needs which act as the motivating force for their participation in the education process. Ironically, many a time unfelt needs are more important than felt needs and the real gap between what is and what ought to be is not known to the people. In such situations the extension process should start by converting the "unfelt needs" into "felt needs" and this is where the extension agent functions as a non-formal educator in the true sense.

Extension educator can build up "credibility" which is an important factor for good extension work if the client group is convinced that the extension agent is trying to serve their interest and real needs. One of the important functions of extension worker is to involve large number of persons in achieving desired common ends. For this local capacity is to be built up to choose the alternatives and to organise their self help efforts. Most members of local community will willingly co-operate in carrying out a project, which they conceived and decided to undertake. The experience shows that people become dynamic and develop a sense of ownership if they are permitted to take decisions concerning their own affairs, exercise responsibility in planning and implementation and carry out projects in their own localities or neighbourhoods.

7.2 PROBLEM SOLVING APPROACH

The approach of an extension worker should be "problem solving". A professional extension agent should address following pertinent questions before starting the extension mission.

- (i) **Should the extension agent aim at solving all the problems or selected ones ?**
It will depend upon the capability of the worker and resource availability. The thumb rule is that even if the extension worker aims at solving many problems of the communities, he should tackle only "one problem at a time". This implies that problems are to be prioritised. While prioritising the problems the focus should be on people's perception.
- (ii) **Should the extension agent offer the solutions for the problems or should he guide the people in solving the problems themselves ?**
The first approach would be more suitable for technical problems like choice between species for plantation, while the second is desirable in cases of value judgements like land use pattern where local knowledge and experience play vital role.
- (iii) **For developing solutions for local problems the extension workers are often in the dilemma whether to use research results or indigenous knowledge ?**
In such situations it is suggested that over emphasis on station-based research often results in disenchantment among the people, whereas the indigenous knowledge system alone may not be adequately strong to solve all types of problems. The extension worker should therefore, carefully integrate the research results and indigenous knowledge for effective problem solving.
- (iv) **To whom is extension advice directed ? Is it directed to every one living in a certain area, to specific groups or to those who are likely to make a decision ?**
Extension effort is in fact directed to every one who needs advice on a specific subject. It is called as target group. The above discussion may seem to imply that the initiative for giving extension advice lies with the extension agent. In fact, the initiative often comes from a villager or group of villagers who recognize(s) the need for expert information for solving problems/decision making. Good extension agents do little more than just to try to satisfy these demands, which has the advantage that their work then coincides with the problems that villagers consider to be important. They also help the villagers become aware of unfelt problems, thus avoiding the danger of helping to solve only yesterday's problem but not those of tomorrow.

7.3 FEED FORWARD EXTENSION APPROACH

The emerging feed forward approach in extension emphasises on circular pattern of flow of information. The local experts of indigenous knowledge occupy the centre space in this integration of indigenous knowledge with modern technologies and their transfer to the communities are the major functions of this model. For this to happen it is suggested that "power must shift" from professional outsiders to knowledgeable local people. Equal partnership between research, extension and local people, based on sound feed forward extension approach is best suited for JFM.

7.4 MOTIVATING PEOPLE FOR PROTECTING FORESTS

Until a few decades ago forests of north-east and its produce were abundantly available to local communities. Even today in most parts of the region, forest and 'unwanted vegetation' is almost synonymous. Thus convincing people to protect the forests in places where they have not been degraded below a critical level when they start feeling the scarcity of goods and services provided by the forests is the most difficult task an extension worker of north-east is likely to face.

Further, in most hill areas of north-east, shifting cultivation is practised by the local people and there is no boundary between agriculture and forest lands and therefore while motivating people to protect forest, the extension worker is to confront the problems of availability of land. Moreover, the communities are often not very sure of the return on their investment. Sometimes, state government provides some incentives for promoting JFM. These must be provided on the basis of logical considerations rather than blindly subsidising input components. In fact, incentives should be a tool to remove the constraints like lack of awareness/interest, infrastructural facility etc. and to compensate risk taking abilities of early adopters of innovations. Therefore, an extension worker has a very important role to play in motivating the people based on knowledge and attitudinal change (a bit slow but sustainable process) instead of making them merely dependent on subsidies which is a highly temporary phenomenon.

7.5 PROMOTING PEOPLE'S INVOLVEMENT IN FOREST MANAGEMENT

So far extension activities in forestry sector have been limited to publicity campaigns. But extension for participatory forest management involves helping people to examine their own situation, problems and needs in relation to forests and to facilitate their voluntary group action.

People's involvement in forest management includes four levels :

- participation in planning and decision making
- participation in implementation of projects
- participation in monitoring and evaluation
- participation in sharing benefits

A framework for promoting participation of rural poor in the development programme suggested by Yadav (1980) is of worth consideration.

7.5.1 Benefit-generating Activity

Mobilisation of people around economic and social activities so that they gain more material benefits. Working groups should be formed around productive activities. There can be many working groups engaged in a larger programme.

7.5.2 Promoting group Activity

The people themselves should decide the size of the working group and its composition. The extension workers only guide and help the local people to form working groups. Thus, only those who can work together well, will join together to form small groups. Cohesiveness and durability of groups are important to achieve larger objectives. Bigger working groups with more than 25 members should be discouraged. Group membership can range from 20–25.

7.5.3 Negotiation Process

Negotiation is regarded as a process by which the forest users – local people – discuss and debate issues with the intention of reaching agreement about the goals of forest management. At a negotiation meeting, it is necessary to concentrate on building consensus. However, it is not always true that once consensus is achieved, every one co-operate. Some rules and sanctions will also be needed to ensure collective action. The extension staff, as a facilitator of negotiation, should have competence to provide advice and technical information on forestry during the negotiation.

7.6 COMMUNICATION STRATEGY FOR JFM

The extension agents have been using a wide range of media for transfer of technologies including radio, television and print media like newspapers, posters, pamphlets, etc. Since no one medium is the best, extension agents are advised to go for a 'media mix' i.e. combination of selected media depending upon the nature of message, target audience and social environment. However, for JFM target groups inter personal communication by way of personal rapport, group meetings and demonstrations are the best way to educate and develop credibility. Still, for creating general awareness on a wider scale like state, district and block levels radio and television can play an effective role. Print media can be used to elaborate and reinforce the messages delivered by other media. Video and films on the success stories can also be very effective in communicating with the masses. Because seeing is believing, visits to successful JFM sites have also been effectively used in motivating the officers, grassroots level workers and community opinion leaders.

NGOs play an important role in promoting the cause of JFM. In many places JFM programmes have been successfully implemented by NGOs because of their grassroots level contacts, intimate knowledge of local situations, credibility enjoyed among local people and their flexible functioning which are the essential qualities of good extension agency. Both NGOs and Government departments have strength and limitations. NGOs are better communicators and motivators among local communities, whereas Government departments are better trained in techniques of implementation. Healthy interface between both the development agencies and the NGOs will do immensely good to JFM movement.

All the participating individuals who come in contact with the local communities like foresters, rangers, divisional forest officers and NGO personnel need to be trained in extension and communication skills so that they become capable of effectively transferring the technologies and information in a manner that is simple and convincing. This is required for motivating people to undertake the works by involving themselves at all stages of the project life such as planning, execution, evaluation and monitoring.

7.7 COMMUNICATION MATRIX FOR JFM

In order to evolve a comprehensive and location specific communication strategy package for JFM, a 'communication matrix' can be used (Table 7.1).

After identifying 'issues of communication gap' in JFM implementation in a specific location, the extension agent should select a particular issue, fix it in the first column of the matrix, i.e. 'JFM issue' and later work out other columns as suggested in the matrix, resulting in a communication package for the selected issue. Likewise packages can be worked out for all identified JFM issues, leading to a comprehensive location specific communication strategy.

The format of 'communication matrix' for JFM contains 11 columns, worked out with a hypothetical communication issue 'Grazing', which is a common pressure felt on Indian forests. The example is restricted to two levels of source of information viz., Range Officer and Forest Guard who function as the Ex-officio Secretary of FPC. In reality, further levels of source of information have to be identified and correspondingly other columns of the matrix to be worked out to arrive at a complete communication package for the identified issue.

Table 7.1 : A proposed format of communication matrix for JFM

| Name of the Village | | | | | | | | | | |
|--------------------------------|---|--------------------------|--|--|--|---|---|--------------|-------------------------|--|
| Communication Process/Elements | | | | | | | | | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | |
| JFM Issue | source of Information | Target Issues | Message Information | Approach Audience | Channel | Effect | Feed back | Time Frame | Resource Access | |
| | | | | | | | | | Monetary | Physical |
| 1. Grazing | Range Officer & Forest Guard | Executive member of FPC | <ul style="list-style-type: none"> - Ill effects of grazing - Rotational grazing - Stall feeding - Rearing productive animal | <ul style="list-style-type: none"> - Personal Group | <ul style="list-style-type: none"> - Verbal discussion - Video - Visit to successful sites | <ul style="list-style-type: none"> - Conviction on ill effects of grazing - advantage of rotational grazing and stall feeding | <ul style="list-style-type: none"> - Direct Feedback from Executive members | One month | Expenses on field visit | Meeting place VCP at monitoring boarding, lodging during field visit |
| | Secretary to the FPC & Executive Member | All villagers (Graziers) | <ul style="list-style-type: none"> - Ill effects of uncontrolled grazing - Advantages of rotational grazing, stall feeding, - Economics of rearing productive animals | <ul style="list-style-type: none"> - Group - Mass approach | <ul style="list-style-type: none"> - Verbal discussion - Meetings - Video - Success stories - Posters | <ul style="list-style-type: none"> - Conviction on ill effects of grazing - Adopting rotational grazing and stall feeding of productive animals | <ul style="list-style-type: none"> - Monitoring by Forest Guard - FPC meetings - Direct Feedback from Executive members, Grazier | Three months | Cost of poster printing | Meeting place, VCPs monitoring |

In addition while working on these columns, certain general factors like JFM resolution/policy, local conditions, particularly local forest status and socio-economic status etc. have to be considered. The matrix also emphasises the linkage between forest department, NGO and village institutions like FPC in JFM to make communication package more participatory. It is suggested that the fully worked out 'communication matrix' can be used as a part of the village microplan under a separate head named 'Communication Strategy for JFM'.

7.8 REFERENCES

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UNIT 17

SUCCESS INDICATORS AND PARTICIPATORY MONITORING

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- 17.0 INTRODUCTION
- 17.1 GENDER AND EQUITY
 - 17.1.1 Gender Roles and Forest Use
 - 17.1.2 Equity
- 17.2 DEMOCRATIC PROCESS
- 17.3 TRANSPARENCY
- 17.4 WORKING OF FPCs
- 17.5 STATUS OF FOREST
- 17.6 SUCCESS INDICATORS
- 17.7 PARTICIPATORY MONITORING

17.0 INTRODUCTION

Success is achievement of goals and accomplishment of the objectives. However, absolute success is seldom achieved in any community based management project and therefore it is essential to monitor the success in midway of the implementation of the projects by identifying certain milestones. This can be done at the time of planning. However, the planning process need to be dynamic and flexible enough to incorporate the modifications that are brought in during subsequent reviews of the progress of the project.

The concept of JFM rests on the strength of the bonds between various stakeholders which in turn depends on the confidence each one has on the other. The other equally important pillars of the concept are gender and equity, democracy, transparency and working of the institutions/committees. The success of JFM can be monitored by way of examining the progresses achieved in the areas of gender and equity, democratic process, transparency, working of FPCs, and status of the JFM managed forest (including extent of forest and tree cover, biodiversity conservation, forest ecosystem health and vitality and productive and protective functions of forests such as forest resource productivity, and soil and water conservation).

17.1 GENDER AND EQUITY

The principles of gender equality are enshrined in the Constitution of India in its Preamble, Fundamental Rights and Directive Principles. While guaranteeing social, economic and political justice and equality to all citizens, the constitution also empowers the state to take affirmative action to promote women's advancement.

However, neither the constitutional provisions nor the enactment of progressive laws on their own could ensure equality and advancement of women in practice. Towards equality, the report of the Committee on the Status of Women in India (CSWI),

Government of India, 1974, was a landmark in changing government of India's thinking on women's role in development. Based on gender-specific empirical evidence, the CSWI highlighted that rather than improving women's status, the dynamics of 'development' has created new imbalances and disparities such as the declining sex ratio, lower life expectancy, higher infant and maternal mortality, declining work participation, illiteracy and rising migration. The most significant outcome of the CSWI report was the recognition that women as a group were being adversely affected by the processes of economic transformation.

17.1.1 Gender Roles and Forest Use

Rural women are major actors in India's forestry sector. Besides gathering a diverse range of NTFPs, they provide wage labour in forestry works. Women's employment in forest-based enterprises is estimated to be approximately 572 million women days, of which 90 per cent is in the small scale enterprises using NTFPs as raw material. Women's role as gatherers includes collection of firewood for sale and self-consumption, fodder for livestock and other NTFPs including food, medicines, seeds, leaves, and building materials. NTFPs, which account for nearly two-fifths of forest department's revenue and three-fourths of net export earnings from forest produce, are mostly collected by women.

Be it in the mountainous regions of north-east or in western and eastern ghats or the forested tribal belt of central India, women continue to be major gatherers and users of a diverse range of forest products compared to the men. In accordance with socio-cultural variations in gender roles among different communities, while some products are mostly collected by women (primarily NTFPs for subsistence and income), others are mostly collected by men (primarily timber for house construction and agricultural implements as well as for sale) and some are collected by both.

Among the tribals and occupational groups, hierarchy of caste is very important and indicates the socio-cultural significance. Besides this, there are also strong associations of superiority and inferiority, as well as specialisation in the collection and use of different forest products. In north Haryana, women of the Gujjar community consider it beneath their dignity to process a local fibrous grass (*Eulaliopsis binata*) into rope as that is the traditional vocation of the lower status *Banjara* community. Therefore, wherever JFM is being introduced the diversity of gender and class and their dependence on forests should be given due importance.

17.1.2 Equity

Sharing and access to resources among various sections of the society in a judicious way is extremely important for the success of JFM. Some sections of the society, because of their caste or economic status are capable of harnessing and utilizing more resources than others. Some villages may have more forest area than others, and smaller villages with forest resources may find themselves at a disadvantageous position as people from neighbouring villages may utilize their resources in larger quantities. In JFM, therefore, the success can be measured by looking at the sharing of resources, whether the needs and aspirations of all sections of the society are met equitably.

Equity is not only concerned with equitable and joint sharing of benefits but it also means adequate participation of disadvantageous and poorer sections of the society in decision making. For example, while higher caste people usually may ask for plantation of timber species like teak and sal, the lower caste people generally want fuel wood and fruit bearing trees.

17.2 DEMOCRATIC PROCESS

In JFM, democracy and democratic process play a significant role. It involves the participation of people especially those living in and around forests to manage their forests more efficiently and with a greater degree of autonomy. This is evident from the fact that democratic movement has made encouraging progress in many countries during the second half of the twentieth century. Examples from West Bengal, Haryana, Tripura and other states of the country indicate the fact that involving people in managing forests in a democratic manner does pay. The success of the Sukhomajri project in Haryana in achieving people's co-operation is well-known. The principles of equal right and responsibilities, and villagers' commitment to protection and regeneration created expanded livelihood opportunities from increased production of grasses, leaves and gatherable biomass.

The democratic process in JFM arms the people, different agencies like the FPCs, NGOs and others with substantial autonomy to make policy decisions in matters relating to usufructs, collection of NTFPs and selection of beneficiaries. Further, even rural institutions like panchayats, forest co-operatives can also play important role in promoting such effort.

17.3 TRANSPARENCY

As started earlier, confidence and mutual trust among various participating communities and stakeholders is fundamental for the success of JFM. One of the key issues for building confidence and mutual trust is to share information with all concerned. Broadly speaking, transparency can be divided into two levels : (1) between the participating institutions like FD, NGO and FPCs, and (2) within the institutions i.e., all the ranks and files of each of these institutions should be well informed and as far as possible involved in decision making as well as in execution of the works. The most critical aspects are those concerning financial matters. The FPC executives and FDs need to be very careful in sharing of the accounts with the members. One of the ways of ensuring transparency is to organise frequent meetings of general bodies. There are numerous examples where community based development projects have become successful by ensuring transparent working of the management. Degree of transparency therefore, provides a very good measure of the level of success of JFM.

17.4 WORKING OF FPCs

FPCs are the most important part of JFM. They are responsible for receiving the feedback from the communities about their needs and aspirations, for taking stock of the resources available, preparation of the microplan and execution of the project. Working of FPCs can therefore make or mar the JFM. Working of JFM can be evaluated by the frequency of meetings, attendance in the meetings, participation of the members in the discussions, documentation of the proceedings and dynamism or capacity to accommodate newer ideas. For example, if the meetings are held as frequently as envisaged, the meetings are attended by a sizeable section of the community representing all sections of the society, every one feels free to present his/her view point and the same is given due considerations, the proceedings are minuted regularly and the FPCs are capable of accommodating changes in order to effect evolution according to changing needs, the JFM can be considered as successful. The working of FPCs therefore can be used as a very good measure of the success of JFM.

17.5 STATUS OF FOREST

Status of the forest, managed through JFM is one of the important indicators to assess the success of JFM. Some of the criteria which may be considered for monitoring the status of the forest are : (i) extent of forest and tree cover, (ii) forest ecosystem function and vitality; (iii) biodiversity conservation; (iv) soil and water conservation; and (v) forest resource productivity.

17.6 SUCCESS INDICATORS

Criteria and indicators need to be developed for evaluating the performance of JFM. These criteria and indicators are essentially site-specific and are highly variable depending upon the socio-economic and forest conditions. A few criteria and indicators are given in Table 17.1, which may be helpful in evolving site-specific success criteria and indicators. Most success indicators concern processes and therefore, need to be examined periodically. The trend of variation over a period of time gives better indication of success than one time evaluation.

| Table 17.1 : Some criteria and indicators for evaluation of JFM. | |
|--|---|
| Criteria | Indicators |
| Community organisation | <ul style="list-style-type: none"> ★ Initiation (GOs/NGOs/Self) ★ Actors for initiation ★ Extent of participation in the formation of JFM committee ★ Representation of various interest groups including women, castes and tribes |
| Functioning of the JFM institution | <ul style="list-style-type: none"> ★ Chairperson and membership (size and composition) ★ Degree of concensus in forming the rules & regulation ★ Regulation and frequency of meeting ★ Attendance and Participation in the deliberations of meetings ★ Decision making mechanism ★ Conflict resolution mechanism ★ Transparency of records and accounts ★ Awareness about rights, obligations and working of JFM |
| Benefit sharing | <ul style="list-style-type: none"> ★ Equity ★ Sustainability ★ Contribution of different groups in the change of income ★ Pattern of consumption of forest produce |
| Status of forest | <ul style="list-style-type: none"> ★ Regeneration status ★ Growing stock of wood and NTFPs ★ Area of forest and canopy cover ★ Increment of wood and non-wood products ★ Species richness and density ★ Level of intangible benefits ★ Availability of NTFPs ★ Abundance and frequency of weed, pest and diseases. Grazing and fire (quantity, type) ★ Maintenance of food chain, its length and interlinkages ★ Soil and water conservation indicators such as soil moisture, soil erosion, run off, soil pH, organic carbon and nutrient status, soil flora, fauna and microbes, level of water table, soil depth, soil compaction etc. |
| Forest resource utilization | <ul style="list-style-type: none"> ★ Aggregate and per capita timber and NTFP consumption ★ Import and export of forest products ★ Employment in forest based enterprises ★ Contribution of forest to the income of forest-dependent people |

17.7 PARTICIPATORY MONITORING

Once the microplan under JFM is finalised and implemented, impact assessment and monitoring become important which should be carried out through participatory monitoring.

Why assess impacts and monitor forest management ?

- ★ To identify at an early stage remedies to problems caused by inappropriate management and modify or devise new silvicultural prescriptions.
- ★ To evaluate the performance and sensitivity of the forest management system to meet multiple needs of the community.

Who uses impact assessment indicators and monitoring parameters ?

- ★ The forest dependent community
- ★ Forest Department
- ★ Development and extension workers
- ★ Researchers

How to conduct impact assessment and monitoring ?

Impact assessment and monitoring is an ongoing process. Data needs to be collected periodically over a long period of time (several years) to assess the impact and monitor the participatory forest management activities. Some of the steps to be taken and a basic framework for impact assessment and monitoring are given below.

1. Identify the objectives of impact assessment and monitoring and select the indicators.
2. Test the indicators and modify them to suit the community's objectives.
3. Collect information.
4. Validate the information by checking against other sources.
5. Set up baseline data and identify specific indicators and parameters.
6. Rate the impact or performance using evolved criteria and scores, on the participatory monitoring form.
7. Interpret rated indicators through discussions.
8. Repeat steps 1 to 7 each year.
9. Check for changes in the ratings from year to year. If a rating falls over time, modify or change silvicultural prescriptions accordingly.

For the purpose of impact assessment and monitoring, it is necessary to devise a framework to suit the individual situation. Some probable indicators, ratings and their sources and means of information/verification have been listed in Table 17.2.

Table 17.2 : Probable indicators, ratings and source of information for monitoring

| Indicator | Rating | Source of information, means of collection and verification |
|----------------------------|---|---|
| Tree diversity | <ol style="list-style-type: none"> 1. Low 2. Medium 3. High | Participatory forest resource assessment, inventory, field observation |
| Non-timber forest products | <ol style="list-style-type: none"> 1. None 2. Few 3. Diverse | Participatory forest resource assessment, inventory, field observation and market surveys |
| Harvesting methods | <ol style="list-style-type: none"> 1. Destructive 2. Non-destructive | Participatory field observation, interviews with forest users, participatory forest resource assessment |

UNIT 21

WORKING GROUPS

B. K. Tiwari and S. K. Barik

21.0 INTRODUCTION

21.1 COMPOSITION AND STRUCTURE

21.2 WORKING AND FUNCTION

21.2.1 Microplanning

21.2.2 Conflict Resolution

21.2.3 Monitoring and Evaluation

21.2.4 Research

21.0 INTRODUCTION

JFM implementation involves a number of participants. These participants may belong to a variety of organisations like government departments, non-governmental organisations, academic institutions and local bodies. The level of involvement may be deeper in case of some organisations while peripheral for others. But the success of JFM will depend on how best they are interlinked and also to what extent they work together towards achieving a shared common goal. All these agencies have been established for a definite objectives and have a work plan and therefore, in most cases JFM is not a core programme. In such situations, it is always likely that these organisations are not able to allocate desired level or resources and time towards JFM. In order to keep JFM constantly in focus, achieve and maintain high level of participation of all the agencies it is essential to set up a forum where all these agencies can meet and work together. This forum is generally called as Working Group.

21.1 COMPOSITION AND STRUCTURE

The working groups provide opportunities for discussing the problems and issues at a common platform. The working group composition may vary from state to state and within a state from place to place. However, the guiding principle for constitution of working groups is that it should have at least one member from each of the participating agencies.

Depending on the spread of JFM such working groups can be constituted at various levels such as at block or range level, district level or state level. The Range Officer, DFO and Conservator of Forests could act as a convenor of these groups in the range, district and state levels, respectively. The states of Nagaland and Gujarat have provided the constitution of Working Group in their Government Order on JFM. The excerpts of these GOs are given in box 21.1.

Box 21.1 Excerpts from government orders on JFM

Nagaland

A Working Group shall be constituted at the state level at Kohima under the Chairmanship of the Commissioner & Secretary, Forest for implementation of the Scheme as hereunder :

- | | |
|--|--------------------|
| 1. Commissioner and Secretary Forest | – Chairman |
| 2. Home Commissioner or his official representative | – Member |
| 3. Principal Chief Conservator of Forests | – Member Secretary |
| 4. Chief Conservator of Forests/Addl. Chief Conservator of Forests | – Member |
| 5. Conservator of Forests (Southern and Northern circle) | – Member |
| 6. 2 (two) Deputy Conservators of Forests | – Member |

The working Group shall decide on the administrative and financial procedure for implementation of the scheme and from time to time review the activities of the Community Forest Committee (CFC) at the District level.

Gujarat

A Working Group shall be constituted at the state level at Vadodara under the Chairmanship of the Principal Chief Conservator of Forests for implementation of the Scheme, as under :

- | | |
|--|------------|
| (i) Principal Chief Conservator of Forests | – Chairman |
| (ii) Two Senior Chief Conservators of Forests | – Members |
| (iii) One CCF will be the member Secretary | – Members |
| (iv) to (vii) Four Deputy Conservators of Forests | – Members |
| (viii) to (xi) Four voluntary agencies interested in afforestation | – Members |

The Working Group shall decide on the administrative and financial procedure for implementation of the scheme and from time to time supervise the work of the district level working committees.

The composition of Working Group provided in the Government Orders of Nagaland and Gujarat is aimed at supervising and deciding on the administrative and financial proceeding of JFM by the state forest department. Only Officers of FD are the members of the Working Group in Nagaland while in Gujarat voluntary agencies are also represented. Ideally working group should provide membership to all the agencies, government departments and non-government organisations working for implementation of JFM. It is not necessary that a provision of the working group should be provided in the GO on JFM. The state and District and Range level forest officials implementing JFM can constitute working groups with, CF, DFO or RO as its convener.

The number of members in the working group should normally be between 6-10 which is considered to be large enough to accommodate all participating agencies but small enough to make it possible to meet frequently and work in the form of a cohesive group. Ideally, a working group should have members who are interested in promoting participatory approach to development and are willing to support the forest department in its intents to change its role for betterment.

21.2 WORKING AND FUNCTION

The working groups can meet as and when necessary. Many a times informal meetings and discussions are useful than a formal meeting with fixed agenda. The working group is a facilitating forum and helps removing difficulties at grassroots level. Such consultations and meetings also help in avoiding misunderstandings which at times crop up because the agencies tend to work in their own water tight compartments.

Sometimes projects of similar nature are implemented by a number of agencies viz., DRDA, Agriculture, Soil Conservation, Horticulture, Wastelands development department etc. and all these departments/agencies approach the village in their own way. The working group, where a representative of all relevant department/agency is represented, helps in pooling the resources and prioritization of project activities.

Another important function that the working group performs is in providing a link between the policy makers and implementors of the scheme/projects. The implementing agencies provide feedback about the bottlenecks and difficulties, which crop-up because of policies, and therefore need to be changed. Thus working group provides a linkage between the policy and implementation. The working group is composed of qualified and informed people. They play a role of moderators and over see that implementation of the project is as per the objectives and fulfills the requirements of the policies in vogue.

21.2.1 Microplanning

Members of working groups can oversee and provide guidance in microplanning process. Senior officers of different departments (forest, agriculture, soil conservation, rural development, livestock, health etc.) and NGOs with intimate understanding and knowledge of participatory process and technical background can contribute immensely towards preparation of a sound microplan.

21.2.2 Conflict Resolution

While the working groups are supposed to keep their eyes and ears open to see that a conflict situation does not develop and JFM is implemented smoothly with fullest co-operation of all the participating agencies, the occurrence of conflicts cannot be completely ruled out. In case such conflicts occur, the working group has a great role to play in the conflict management. The interests of parties in conflict can be discussed on this forum and sorted out in minimum time possible.

21.2.3 Monitoring and Evaluation

The working group is composed of persons drawn from a number of disciplines. The multidisciplinary character provides ample opportunity for sound analysis of the data and information which helps in reaching at unbiased inferences. This type of monitoring and evaluation can help in the mid-term correction of the scheme. The input from multidisciplinary team makes the JFM programme healthier and helps a great deal in achieving the objectives. The inclusion of technically trained people in the working group facilitates in undertaking technical works such as soil conservation, technical forestry, water management and harvesting.

21.2.4 Research

The working groups, particularly the ones at the state level may set up committees/ subgroups to study the important issues hampering the progress of JFM and suggest ways and means to overcome the same. Site specific research areas are identified and inputs are provided by the working group for strengthening the programme.

The member of the working group can support and facilitate the process of change and ensure that the change is gradual. The working group can also contribute in training and capacity building of the people implementing JFM.

The structure and function of the working group described here are just suggestive. In fact the actual membership as well as the role and responsibilities of the working group will depend on the local situation and should aim at providing solutions to local problems. ●

UNIT 26

NATIONAL AFFORESTATION PROGRAMME AND FOREST
DEVELOPMENT AGENCIES

S. K. Barik and B. K. Tiwari

- 26.0 INTRODUCTION
 - 26.1 OBJECTIVES OF THE NAP SCHEME
 - 26.2 IMPLEMENTING AGENCIES OF NAP
 - 26.3 PROJECT AREA UNDER NAP
 - 26.4 PROJECT PLANNING UNDER NAP
 - 26.4.1 Project Proposal
 - 26.4.2 Microplanning
 - 26.5 ENTRY POINT ACTIVITIES UNDER NAP
 - 26.6 PROJECT FUNDING
 - 26.7 COST NORMS
 - 26.8 RELEASE OF FUNDS
 - 26.9 PROJECT DURATION AND MAINTENANCE OF PLANTATIONS
 - 26.10 IMPROVED TECHNOLOGIES AND TREATMENT OF PROBLEM LANDS
 - 26.11 MONITORING AND EVALUATION
 - 26.12 USE OF REMOTE SENSING AND GEOGRAPHIC INFORMATION SYSTEMS FOR PLANNING AND SUBSEQUENT PROJECT MONITORING
 - 26.13 THE PROJECTS, DEPENDING UPON SITE CHARACTERISTICS, WOULD INCLUDE ACTIVITIES SUCH AS THOSE ILLUSTRATED IN ANNEXURE "H"
 - 26.14 COMPONENT OF GRANT, LOAN AND SUBSIDY UNDER NAP
 - 26.15 NUMBER OF POSTS
 - 26.16 ESTABLISHMENT COST OF FDAs AND JFMCs
 - 26.17 PROGRESS OF NAP THROUGH FDAs IN NORTH-EAST INDIA
 - 26.18 REFERENCES
- ANNEXURES

26.0 INTRODUCTION

In the year 2000 during the 9th plan period, 20 Forest Development Agencies (FDAs) in different parts of the country were established to implement a model afforestation programme through these independent agencies. In the North-East, Tuensang FDA in Nagaland was one such pilot experimental project (RCNAEB, 2002). Encouraged with the success of these 20 experimental FDA projects throughout the country, during the 10th plan period i.e. 2002–2007, a scheme entitled “National Afforestation Programme (NAP)” has been formulated by merging the four 9th Plan Centrally Sponsored Schemes of the Ministry of Environment and Forests, Government of India, viz., Integrated Afforestation and Eco-Development Projects Scheme (IAEPS), Area Oriented Fuel wood and Fodder Projects Scheme (AOFFPS), Non-Timber Forest Products Scheme (NTFP) and Association of Scheduled Tribes and Rural Poor in Regeneration of Degraded Forests (ASTRP), with a view to reduce multiplicity of schemes with similar objectives, ensuring uniformity in funding pattern and implementation mechanism, avoiding delays in availability of funds to the field level and institutionalizing people’s participation in project formulation and its implementation (NAEB, 2002). The scheme is being operated by the National Afforestation and Eco-Development Board, Ministry of Environment and Forests as a 100% Central sector/Centrally Sponsored Scheme (except for the AOFFP component as explained in para 26.2 given below). The scheme is being implemented through the Forest Development Agencies which are organizations created at forest divisional level and are registered under Societies Registration Act. In fact, such FDAs intend to work as “Federation of JFM Committees”, a concept which has been found quite successful in many states such as Gujarat and Orissa. The objectives of the scheme, implementing agencies and other operational guidelines as notified by the National Afforestation and Eco-development Board are reproduced below.

26.1 OBJECTIVES OF THE NAP SCHEME

In order to ensure sustainable development and management of forest lands with maximum people’s participation the NAP has the following specific objectives :

1. Short term objectives :

- Regeneration and eco-development of degraded forests and adjoining areas on watershed basis.
- Augmentation of the availability of fuel wood, fodder and grasses from the regenerated areas.
- Securing people’s participation in planning and regeneration efforts to ensure sustainability and equitable distribution of forest products from the regenerated lands, and to promote the partnership concept in the management and administration of forests and common property resources.
- Promotion of agroforestry and development of Common Property Resources.
- Promotion of fuel saving devices to encourage efficient use of fuel wood and to reduce the drudgery of rural women involved in collection of wood, as also to improve the environment.
- Conservation and improvement of non-timber forest produce such as bamboo, cane and medicinal plants.
- Encouraging production of non-timber forest products such as wax, honey, fruits and nuts from the regenerated areas.

- Raising coastal shelterbelts to mitigate the adverse impacts of cyclonic winds.
- Development of water resources through plantation and water harvesting programme.
- Development and extension of improved technologies such as clonal propagation and use of root trainers for raising seedlings, mycorrhizal inoculation, etc.
- Rehabilitation of special problem lands like saline/alkaline soils, ravines, desert areas, coastal areas, mined areas, Himalayas, Aravallis and Western Ghats.
- Employment generation for the disadvantaged sections of society particularly women, scheduled castes/scheduled tribes and landless rural labourers, inhabiting the forest and adjoining areas.

2. Long-term objectives :

- Protection and conservation of natural resources through active involvement of the people.
- Checking land degradation, deforestation and loss of biodiversity.
- Ecological restoration and environmental conservation and eco-development.
- Evolving village level people's organisation which can manage the natural resources in and around villages in a sustainable manner.
- Fulfilment of the broader objectives of productivity, equity, and sustainability for the general good of the people.
- Improve quality of life and self-sustenance aspect of people through employability of the rural people.

26.2 IMPLEMENTING AGENCIES OF NAP

The scheme is being implemented by the following State agencies :

(i) **New projects during the 10th Plan period :**

The two-tier set up namely the Forest Development Agencies (FDAs) and Joint Forest Management Committees (JFMCs).

(ii) **Maintenance of the 9th Plan projects during 10th Plan period :**

State Forest Departments or the FDAs as the case may be.

In the participatory mode, the scheme is being implemented by involving the two-tier set up, viz., the Forest Development Agencies (FDAs) and Joint Forest Management Committees (JFMCs). This decentralized institutional structure would allow greater participation of the community both in planning and implementation of the appropriate afforestation programmes. This would ground the people-centred approach in afforestation programmes and provide a firm and sustainable mechanism for devolution of funds to JFMCs for afforestation and related activities. Organic unity in this structural framework will promote efficiency, effectiveness, accountability through decentralization and devolution of authority and responsibilities, both physical and financial. Village will be reckoned as a unit of planning and implementation, and all the activities under the scheme will be conceptualized at the village level. The two-tier approach apart from building capabilities at the grassroots level would also empower the local people to participate in the decision making process.

- (a) FDA will be constituted at the territorial/wildlife forest division level and shall have the composition as given in Annexure 'A'. FDA will be a registered society under the Societies' Registration Act. The activities and the functions of the FDA are also given in Annexure 'A'.
- (b) At the grassroots level, the JFMCs will be the implementing agency. In the proposed structure, one JFMC will cater to a village. The composition and the functions of the JFMCs are given in Annexure 'B'. The JFMCs will be registered with the respective Territorial/Wildlife Conservator of Forests.

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

Maintenance cost of projects sanctioned under the 9th Plan Afforestation schemes, viz., Integrated Afforestation and Eco-Development Project Scheme (IAEPS) including Coastal Shelterbelt plantations, Non Timber Forest Produce including Bamboo and Medicinal Plants plantations (NTFP), and Association of Scheduled Tribes and Rural Poor (ASTRP) shall also be released in favour of the State Forest Department from the National Afforestation Programme (NAP) during the 10th Plan period as 100% Centrally Sponsored Scheme. However, in respect of AOFFPS projects, the maintenance cost shall be released to the extent of 50% as in the 9th Plan (no new projects shall be sanctioned under the constituent AOFFP scheme component during the 10th Plan period). Funds under these shall be released to the State Forest Departments as per the terms and conditions of the sanction of the project and not through the FDA mechanism.

Balance project cost in respect of Samanvit Gram Vanikaran Samriddhi Yojna (SGVSY) projects adopting FDA approach sanctioned during the last two years of the 9th Plan period (pilot phase) shall also be released from the National Afforestation Programme as Central Sector Scheme during the Tenth Plan Period as NAP projects.

26.3 PROJECT AREA UNDER NAP

The watershed/catchment area approach will continue to be followed wherever possible. However, clusters of compact blocks can also be taken up for treatment if the local situation so demands.

Minimum area of compact block in the scheme is not prescribed, though as far as possible blocks of less than 20 ha will not normally be taken for treatment. However, in exceptional circumstance, blocks with smaller size may be considered.

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

The project area should be confined to recorded forests and adjoining land areas including village common lands, community lands, revenue wastelands, jhum lands and private lands. Appropriate agro-forestry models may be promoted on such Jhum and private lands. These efforts can be supplemented by way of assistance from other sources like DRDA, MPLAD etc. However, separate accounts shall be maintained for these activities.

26.4 PROJECT PLANNING UNDER NAP

JFM will be a central and integral part of all projects. The two-tier institution mechanism explained in para 26.2 above requires that JFM committees exist and are functional in the proposed project area. In the initial phase of the project, therefore, FDAs should strengthen the existing JFMCs and create new ones in villages where these committees do not exist. FDA should make the effort to explain to village communities, through JFMCs the objectives and the scope of the project, mutual obligations and their usufructuary rights. The usufruct from the project areas should be shared according to the provisions of the JFM notifications of the respective state government. A broad training package that could be adapted as necessary is included in Annexure "C".

26.4.1 Project Proposal

The project planning process would commence with the development of a broad conceptual framework indicating the extent of area to be covered, range of activities envisaged and the financial outlay for the proposed project. The project proposal must indicate the extent and quality of existing vegetal cover, area and locations proposed to be covered, extent of consultation with the local population during project formulation, mechanism of usufruct sharing and proposed involvement of people during implementation. It should clearly state the objective in terms of area treated and benefits to be expected at the end of the project period. The baseline data and criteria for evaluation should be part of the project report on which basis a project will be sanctioned, though they could be improved upon and finalized by the time of the first evaluation, after further consultation with communities and the microplanning process. Format for submission of the project proposal, checklist of documents to be submitted and fund flow mechanism are given in Annexure "D, E, F". The proposals formulated by the FDAs shall be forwarded to the NAEB, MoEF through the respective Principal Chief Conservator of Forests. Proposal from those states shall be considered which have communicated the acceptance of the implementation of the Samanvit Gramin Vanikaran Samriddhi Yojna (SGVSY) adopting FDA approach in the pilot phase during the 9th Plan period need not convey the same afresh.

26.4.2 Microplanning

After the project is approved by the NAEB, funds earmarked for microplanning would be released to enable the FDAs to undertake the microplanning exercise and to develop the work programme under the project. The work programme based on microplans has to be drawn up by the FDAs prior to project implementation, in full consultation with JFMCs and the local communities. A note on microplanning is placed at Annexure "G".

FDAs may seek the assistance of Regional Centres of the NAEB in the preparation of microplans.

Microplans vis-à-vis Working Plans : For forest areas included in the project, FDAs would ensure that the microplans are not in conflict with the existing and operational working plans of these areas. As far as possible FDAs, through State Forest Departments, would endeavour to minimize the differences, if any, between the microplans and the corresponding operational working plans.

26.5 ENTRY POINT ACTIVITIES UNDER NAP

During the preparation of microplans, the community would identify the Entry Point Activities to be taken up during the project period. These would be included in the project proposal of the FDA depending upon their technical suitability and financial feasibility. A note on Entry Point Activities is placed at Annexure "H".

26.6 PROJECT FUNDING

Funding Pattern : The scheme would be implemented as a Centrally Sponsored Scheme/Central Sector Scheme for the FDAs to which projects will be sanctioned directly by the NAEB, with 100% central funding (except maintenance of AOFFP scheme projects sanctioned during 9th Plan, which would be governed by Para 2.3 of the guidelines, as mentioned earlier).

26.7 COST NORMS @ wage rate of Rs. 75.00/day

| Sl. No. | Model/Intervention | Plantation Including Maintenance | Soil & Moisture Conservation (15% of Plantation Cost) | M & E Micro-Planning, Fencing, Awareness Raising (10% of Plantation Cost) | Overheads (10% of Plantation Cost) | Entry Point Activities (Fixed) | Total |
|---------|---|----------------------------------|---|---|------------------------------------|--------------------------------|-------|
| 1. | Aided Natural Regeneration (200**plants/ha) | 9750 | 1460 | 975 | 975 | 4000 | 17160 |
| 2. | Artificial Regeneration (1100**plants/ha) | 17100 | 2565 | 1710 | 1710 | 4000 | 27085 |
| 3. | Pasture Development/ Silviculture (400**Plants/ha) | 11100 | 1665 | 1110 | 1110 | 4000 | 18985 |
| 4. | Bamboo Plantation (625**Plants/ha) | 9300 | 1395 | 930 | 930 | 4000 | 16555 |
| 5. | Planting of canes (625**Plants/ha) | 11100 | 1665 | 1110 | 1110 | 4000 | 18985 |
| 6. | Mixed Plantations of Trees having MFD and Medicinal Value (1100**Plants/ha) | 17100 | 2565 | 1710 | 1710 | 4000 | 27085 |
| 7. | Regeneration of perennial Herbs and Shrubs of Medicinal Value (2000**Plants/ha) | 20400 | 3060 | 2040 | 2040 | 4000 | 31540 |

* 10% is earmarked for consultant monitoring and evaluation, microplanning, fencing and awareness raising.

** The number of plants per hectare are admissible to the costing indicated above. The project proposal envisaging any change in the plantation density would be eligible for a corresponding pro data change in the cost norms. This would also be applicable for Coastal Shelterbelt Plantation projects, which are based on the Management Intervention model. The concerned FDA shall have to certify that due regard has been given to the agro-climatic factors and the thrust areas of Bamboo plantations and Medicinal plants while preparing the project.

In case of jhum lands, 1100 plants per hectare under artificial regeneration would be applicable.

The cost norms have been worked out at the wage rate of Rs. 75.00 per day. Escalation in the cost will be allowed to State Government only after ensuring that their approved wage rate in the State exceeds the limit of Rs. 75.00 per day. The increase in the cost norms would be proportionate to the increase in wages. In case the wage rate is less than Rs. 75.00 per day, the cost per hectare would be less (on pro rata basis) than the rates proposed in the scheme.

These costs may be distributed as follows :

- (a) Plantation costs with maintenance for five years.
- (b) Soil and moisture conservation activities to an extent of 15% of the plantation components may be permitted. These activities will be carried out within the project area where necessary.
- (c) The total expenditure on the following items together may not exceed 20% of the plantation cost.
 - (i) Overheads including staff/establishment/vehicles etc. (not to exceed 10%).
 - (ii) Concomitant monitoring and evaluation (not to exceed 2%).
 - (iii) Microplanning (not to exceed 2%).
 - (iv) Fencing (not to exceed 5%). For projects requiring higher allocation for fencing, funds to the extent of 10% of plantation cost may be authorized by suitably reducing the allocation under item (i) above.
 - (v) Awareness raising (not to exceed 1%).
- (d) Implements would be purchased from within the overheads. Their cost is normally low. The watch and ward component over the 5 years after plantation would be allowed as part of maintenance. Personnel deployed for maintenance would also be made for watch and ward.

Saving under any items above could be used for the activities listed in items other than (i). For example, savings for fencing and overheads, could be used for extension/Entry Point Activity.

26.8 RELEASE OF FUNDS

As stated earlier, funds earmarked for microplanning would be released in one instalment to the FDAs after the project is approved by the NAEB.

The first instalment of the funds to be released for implementation of the work programme will be subject to preparation of the work programme after the microplanning exercise, and its approval by the NAEB. Further release of funds to FDAs would be made on satisfactory implementation of the work programme and utilization of funds provided earlier. Full amount for Entry Point Activities shall be provided while releasing the first instalment.

80% of the funds released by the NAEB for the implementation of the work programme would be transferred to the account of concerned JFMCs within 15 days of their receipt at the FDA. When 50% of the funds released to a JFMC has been utilized, the balance 20% of the funds should be released.

FDA's would retain the "overhead" component for meeting their administrative expenditure and release to JFMCs/EDCs as per their requirement.

If the performance of any JFMC/EDC is not found to be satisfactory by the FDA, the FDA may decide to take action as prescribed in the Memorandum of Understanding to stop further funding to the JFMC/EDC concerned. The FDA may also prevent further expenditure of the funds already released. In such cases, the FDA may also authorize the Forest Department to utilize the remaining funds for completing the works after seeking prior approval of the NAEB.

26.9 PROJECT DURATION AND MAINTENANCE OF PLANTATIONS

Project under the scheme can be up to five years duration. Planning will be permitted up to the 4th year of the project. Five years of maintenance will be permitted for all plantations as per the proposal. The funds for maintenance will be released when the advance work will be sanctioned up to the fourth year of the 10th Plan. The sanction of the project beyond Tenth Five-Year Plan will be subject to the Scheme continuing during the Eleventh Five-Year Plan. In case the scheme is not continued during the 11th Plan, the State Governments will have to meet the maintenance cost of such plantations beyond Tenth Five-Year Plan at their own cost.

26.10 IMPROVED TECHNOLOGIES AND TREATMENT OF PROBLEM LANDS

Projects under the scheme may include suitable components of improved technologies such as tissue culture and clonal seedlings, root-trainers. As these may need higher level of investments and supervision, and also appropriate know-how at the field level, in such cases, the cost norms may be enhanced appropriately, but not exceeding 25% of the prescribed plantation cost norms specified under the scheme. Similarly for treating problem lands such as alkaline/saline lands, ravines etc. the above-mentioned enhanced cost norms may also be permitted. A note on improved technologies is placed in Annexure "I".

26.11 MONITORING AND EVALUATION

The NAEB, apart from the monitoring and evaluation done by the State Government, would also get evaluation of the projects done by independent agencies/consultants. The first evaluation will be done within 12–24 months of sanction of the project. This would, in particular, ascertain the adequacy of the people's participation, functioning of JFMC/EDCs, and the microplanning exercise. The final evaluation will be conducted in the fourth year of the project. In addition, the National and State level Steering Committees would be constituted to monitor the implementation of projects under the scheme, with the following composition.

The National and State level Steering Committees would be constituted to monitor the implementation of projects under the scheme, with the following composition.

(I) National Level Steering Committee

(i) Chairperson-Secretary (E & F)

(ii) Members (Official)

(a) Additional Secretary (NAEB)

(b) Additional DG (Forests)

(c) Forest Secretaries (from four State Governments) by rotation for a period of two years.

(d) PCCFs from four State Governments by rotation for a period of two years.

(e) Director General, ICFRE.

(f) Inspector General of Forests (NAEB)

(In the absence of the Chairperson, Addl. Secretary, NAEB will chair the meeting)

(iii) Members (Non-Official)

Non-Official representatives from six FDAs (one each) by rotation for a period of two years and to be nominated by the Member Secretary, National Level Steering Committee.

(iv) Member Secretary : Joint Secretary (NAEB)

(II) State Level Coordination Committee

(i) Chairperson : Chief Secretary

(ii) Members (Official)

(a) Secretary (Forests)

(b) Secretaries in-charge of Forests, Environment, Rural Development, Revenue, Tribal Development, Irrigation, Panchayat, Public Health Engineering and Education Departments.

(c) PCCF

(d) Chairpersons of six FDAs to be nominated by the PCCF.

(iii) Members (Non-Official)

Six non-official representatives from six FDAs (one each) by rotation for a period of two years and to be nominated by Member Secretary, State Level Coordination Committee.

(iv) Member Secretary : Chief Conservator of Forests (in-charge)

26.12 USE OF REMOTE SENSING AND GEOGRAPHIC INFORMATION SYSTEMS (GIS) FOR PLANNING AND SUBSEQUENT PROJECT MONITORING

The feasibility of adopting the Integrated Mission for Sustainable Development (IMSD) approach devised by the National Remote Sensing Agency, Hyderabad, which has been adopted by several states for project formulation and prioritization of target areas for the Drought-Prone Area Programme (DPAP), may be examined for its potential application for division/district level planning and to provide inputs for village level microplans. IMSD is being used for the preparation of thematic maps relating to present land use, soil condition, availability of ground water, drainage pattern, etc. using satellite remote sensing data, at the district level, and to prepare a suggested approach to development on the basis of land suitability analysis by overlay of the individual spatial data sets using GIS. The indicative plan, which is prepared in consultation with the people, prescribes areas in the division/district that would be suitable for different land use, e.g. for afforestation, fuel wood/fodder plantations, agriculture, horticulture, development of grasslands etc. Species suitable for plantation in the area are also suggested as part of the indicative plan. Village level microplans can then be prepared on the basis of the district/division-level indicative plan. A major feature of IMSD output is the suggestions for location of water conservation and harvesting features, such as check dams, on the basis of drainage pattern of the microwatershed under consideration. Such maps along with relevant land use data have already been prepared by the National Remote Sensing Agency, Hyderabad for several districts and watersheds in the country. FDAs may consider the possibility of adopting this approach for planning purposes in the area under their jurisdiction. The expenditure incurred in this regard may be met from the budget provided under the projects for "microplanning" and/or "concomitant monitoring and evaluation".

26.13 THE PROJECTS, DEPENDING UPON SITE CHARACTERISTICS, WOULD INCLUDE ACTIVITIES SUCH AS THOSE ILLUSTRATED IN ANNEXURE "H"

26.14 COMPONENT OF GRANT, LOAN AND SUBSIDY UNDER NAP

There is no loan component. The central financial assistance to be provided under the scheme will be entirely in the form of grant to the implementing State Governments.

26.15 NUMBER OF POSTS

No staff is to be provided specially for the scheme.

26.16 ESTABLISHMENT COST OF FDAs AND JFMCs

No establishment or any other administrative costs towards setting up and Functioning of FDAs and JFMCs will be permitted under the scheme, except as provided under the overheads.

26.17 PROGRESS OF NAP THROUGH FDAs IN NORTH-EAST INDIA

All the State Forest Departments of North-East have notified the state-level FDA notification, which is an essential prerequisite for implementing NAP through FDAs besides the JFM Resolutions. Except Meghalaya, all the states have been sanctioned variable numbers of FDAs and grants to implement NAP depending upon the project size and prevailing wage rate. A summary of FDAs currently in operation in different states is given in Table 26.1.

| State | No. of FDAs | No. of JFMCs | Area covered (ha) |
|-------------------|-------------|--------------|-------------------|
| Arunachal Pradesh | 13 | 308 | 80,000 |
| Assam | 8 | 159 | 10,538 |
| Manipur | 9 | 206 | 93,890 |
| Meghalaya | — | — | — |
| Mizoram | 13 | 230 | 12,620 |
| Nagaland | 9 | 306 | 22,930 |
| Tripura | 9 | 208 | 41,000 |

26.18 REFERENCES

NAEB, 2002 National Afforestation Programme : A participatory approach to sustainable development of forests (Centrally Sponsored Scheme). Operational Guidelines for the tenth five year plan. National Afforestation and Eco-development Board, Ministry of Environment and Forests, Government of India, New Delhi.

RCNAEB, 2002 A mid-term evaluation report for FDA, Tuensang, implemented during IXth Plan period. Regional Centre, National Afforestation and Eco-development Board, NEHU, Shillong-793014.