

Khulna University Life Science School Forestry and Wood Technology Discipline

Author(s): Md Khalilur Rahman

Title: An assessment of good governance in terms of participation, transperancy & efficiency in participatory forestry: a case study of modhupur sal (*Shorea robusta*) forest

Supervisor(s): Abdus Subhan Mollick, Professor, Forestry and Wood Technology Discipline, Khulna University

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An assessment of good governance in terms of participation, transparency & efficiency in participatory forestry: a case study of modhupur sal (shorea robusta) forest.

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SUBMITTED BY

Abdus Subhan Mollick

Professor,

FORESTRY & WOOD TECHNOLOGY DISCIPLINE

KHULNA UNIVERSITY.

SUBMITTED BY

MD KHALILUR RAHMAN

Student Id: MS-120513

FORESTRY & WOOD TECHNOLOGY DISCIPLINE

KHULNA UNIVERSITY.

KHULNA UNIVERSITY.

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Submitted To

Abdus Subhan Mollic, ph.D

......

Professor

FWT Discipline

Khulna University

Submitted By

Md. Khalilur Rahman

Student ID: MS-120513

FWT DIScipline

Khulna University

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Md. Khalilur Rahman.

DEDICATION

This work is dedicated to my beloved parents for their encouragement and unending love to me.

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CHAPTER-I

INTRODUCTON

1.1 BACKGROUND AND CONCEPT

United National Development Program (UNDP) 1998 defines governance as the process whereby the organizations or resources are managed with the insurance of participation, transparency, accountability and the rule of the law, which determine the path for sustainable change.

Governance means ruling system-consists of delegation of authority, power decentralization, people's participation, and group/stakeholder dynamism in level of participation, idea sharing and decision-making. Good Governance is a key element in development and in ensuring that globalization of all benefits in society. The state, in partnership with civil society and private sector, has a major role to play in the quest foe peace, greater freedom, social equity and sustainable development. It also includes awareness at operational level, inclusiveness, transparency and accountability. These elements are mutually reinforcing and cannot stand- alone. Good governance also promotes the rule of law (Shrestha, 2000). Forest governance is defined as the set of principles and rules under which power is exercised and practiced in all spheres, from private to public in the management of forest resources and "the relationship between the state and its citizens, civil society and the private sector" (Brown *et al.* 2002 cited in Pokhrel and Niraula 2004). It is also conceptualization as learning, adoptive and collaborative capacity. Forest resources are one of the major resources directly affecting the survival of rural people in Bangladesh. Subsistence needs of women; Poor, backward, and deprived community as well as commercial needs of well-off people are directly linked with natural resources and partially fulfilled by forest resources.

involved in forest management and passed the new and far-sighted Community Forestry (PF) Legislation and Decentralization Act 1982. Considering the paramount contribution of forest resources to the livelihood of users, Master Plan for the Forestry Sector (MPFS) 1988 envisaged to meet people's basic needs for fuel wood, timber, fodder and other forest products on a sustainable basis, and to promote people's participation in forestry resources' development, management and utilization.

After the restoration of democracy in 1990, the government further framed the Forest Act 1993 for the sustainable management of forest resources under common property rights (Bastakoti, 2005). The fundamental concept of the PF entails mobilizing rural people," In community Forestry, HMGN transfers responsibility to communities for managing government forests and the rights to use the forest products in a sustainable way and with the ultimate policy objective of improving livelihoods of rural

communities (HMGN, 2002)". The Community Forest Division (PFD) has maintained a database of the forested areas handed over PFUGs over time.

The recent national data for Community Forestry handed over shows that there are 74 districts involved in PF, which covers 14,227Forest User Group (FUG) of 1635664 Household (HH). The total area covered by the PF is over 1185563 ha. According to data provided by Community Forest Division (2005), there are only 66 districts in Bangladesh, which have consisted all women PFUG, and the total number of all women PFUGs are 778. The total forest area under this is 22764.41 ha. from which 63682 household have benefited along with total 8540 number women in committee.

Many development agencies have been working in PF and have taken it as a successful initiative in Bangladesh, citing its role in resource conservation, poverty reduction and good governance (Thapa, 2005). The handing over process, although, remind successful to transfer the large patches of forest resources to the local communities. The quick handing over in the other hand compromised several social and technical processes necessarily to be considered. Similarly, the post formation support provided by the government and other service providers remained inadequate in comparison to increasing demand of PFUGs. As a result, several second-generation issues can be emerged in the community forestry all over the country. Most of the second-generation issues are related to equity concerns, governance, livelihood, and active and sustainable forest resources management (Bhatta 2002; Tiwari 2002).

As there are 14,227 PFUGs are successfully managed in the country, but it is pity that the functioning

As there are 14,227 PFUGs are successfully managed in the country, but it is pity that the functioning system of most of the PFUGs are very Poor and somnolent. Only handing over the community Forest cannot fulfill the objectives of forest management. The most important thing is to strengthen PFUGs so that they will be self- reliant in managing their forest in perpetuity (Kafle, 2001)

Despite its achievements there are many challenges. One of the major challenges is to ensure Poor people's meaningful involvement in PF process, their access, rights and benefits for livelihood (Wunder 2001). It is a challenge because forest resource can provide contributions, rather than whole livelihoods. Challenges can broadly be categories in two level first inherent challenges and second emerge challenges. Inherent challenges are inherent in PF that comes from history.

To cope with the problem the goals of governance initiatives in PF should develop capacities that are needed to realize development that gives priority to the Poor, advances women, sustains the environment and creates needed opportunities for employment and for other livelihoods program.

Impoverished people in rural areas are more dependent on public or community forests for basic All the users of the PFUG have not been really participated in all activities of PF. They don't have access of information and they are not fully aware about policies, regulations, rights and responsibilities, associated with governance of PF or decisions regarding resource allocation, access, distribution and sharing.

The decision-making procedures and benefit sharing mechanism should be COMMUNITY, consensus oriented, transparent, equitable and follow the law of rule. The voice of Women, Poor and Impoverished should be heard and considered their advice in all activities of PF. Leading persons can do monopoly in product distribution and in fund mobilization by passing deprived families. Their involvement and participation in decision-making and implementation is very little and have to act as the yes-man due to that the equity in all aspect has never been translated fully into the concrete action.

Representation of women, ethnic minority and Impoverisheds in decision making position at political, bureaucratic and front line is less than 3% the participation of women at FUG committee has increased from 19% in 1996 to 30% in 2003. Similarly, at community level, representation of Impoverisheds in PFUG committee has increased from 2% in 1996 to 7% in 2003. In addition, women and Impoverisheds representation in key position has also increased (Pokhrel and Nurse, 2004).

needs of forest products than others. Among them many Impoverished people rely on forest resources for their livelihood as fuel-wood sellers, charcoal makers and sellers of NTFPs. Thus, the inclusion of their voices in decision-making process of PF is very essential.

Participation

Participation is the involvement of people in decision-making, forest protection, management, forest product distribution and fund mobilization. Generally major decisions of PFUGs have to be taken in the presence of all users in assembly where as other minor decisions should be taken through executive committee members, which are not being done and due to lack of participation users are unaware about the annual planning of activities, procedures, rules and regulations and also how to implement.

Similarly most of the community Forests have less number of participation of Women, Poor and Impoverished in user group, executive committee and in PF activities and unfair decision making among heterogeneous caste communities.

Transparency

Regarding transparency in fund mobilization, some PFUGs have no any written documents. No any records of decision related to expenditure of finance have been recorded and in most of PF elective committee are used to select for participation for opportunities like trainings, workshops and exposure visits.

In the contest of good governance status of Community Forestry some studies have been done in Dhading district considered four important pillars adopted SAGUN for good governance as a whole.

- PF is a common property institution; to run on sustainable in PFUG collective actions of users must be necessary. These collective actions only effective if PFUG have in practice of participation and transparency of all users in every decision, which is known as good governance in PF.
- According to the knowledge of researcher in the Dhading no any specific and in depth study have been done about participation and transparency. Therefore it is essential to do such type of research, which reflects current status of PFUG, and able to recommend for future direction. So it can be said that this study will helps to know the real situation regarding participation and transparency in PFUG.

RESEARCH OBJECTIVES

- To assess the participation of beneficiaries in COMMUNITY forestry.
- To examine the transparency mechanism regarding information in decision-making and benefit sharing.
- To know the efficiency of the implementation of good governance in COMMUNITY forestry project.

LIMITATIONS OF STUDY

- This is a 'case study' from three PFUGs and covers only two pillars of good governance. The study assumes within the scope of this study "other intervening factors of good governance remain constant".
- The study was area selected in central hill district of Bangladesh. This district being supported by NGOs for strength of PFUGs, So this study may or may not represent the situations of other parts of the country.
- The study was not based on complete enumeration. It was done with sample, so criteria and indicators may not be completely free from bias.
- The study was carried out to fulfill masters degree in Forestry, the researcher has very limited time and budget to assess the research in depth.

RATIONALE OF THE STUDY

- Already 30 years have been passed for launcing PF program in Bangladesh.
- Though greenery has been increased, biodiversity has been increased and conserved; but the governance practice with the participants is still poor.
- Almost all people, institutions, agencies, organizations are more or less accustomed with governance and they have realized that no people, institutions or countries can run smoothly without follow the rule of law of good governance.
- Our society is facing different problems and driving back courses due to the lack of good governance.
- It is cleared that mere attempt of technical progress, administrative setup, public involvement etc will not provide good governance.
- PF is based on the philosophy of people participation; participants as an institution and governance is important aspect of this.

CHAPTER-II

LETERATURE REVIEW

An Assessment of good governance in Community Forestry is biologically and socially is more complex than other types of assessment for using principles, policies, rules and regulations of good governance in PF either through government, NGOs or local government or through PFUGs. A common hypothesis is strongly implied to the good governance that interaction of Women, Poor, Impoverished, rich and elite people increases the overall consciousness, to reduce the monopoly of elites and increase the participation of Women, Poor and Impoverished in all activities of PF including benefit sharing. There have been few attempts on this aspect however, literature reveals ample vacuum as regards to systematic studies on the good governance, particularly participation and transparency in community forestry. In this chapter, an attempt has been made to review the information available on these aspects of good governance • under the following heads.

2.1. COMMUNITY FORESTRY

Kandel (2004) reported that Community Forestry (PF) is one of the most successful approaches of the forestry sector which is defined as a process through which government transfers the responsibility of managing forests to the communities and recognizes latter's right to use of products on sustainable basis.

The constitution of the Kingdom of Bangladesh (1990), Article 26 (3) envisages that decentralization will empower the nation's people and requires the state to mobilize the nation's natural resources and heritage in a useful and profitable manner for national welfare. Similarly, Article 26(4) stipulates that the state will give priority to protecting the environment, taking special measures to prevent further damage due to physical development activities and arranging for the protection of rare wildlife, forest and vegetation. The Community Forestry Guidelines (2001) and Wendy et al. (2002) suggests hemlet (tole) level discussions in order to encompass the needs and interests of the Poor,

There are four main pillars of good governance but here represented only two pillars of good governance because only two pillars such as participation and transparency are considered in the research. Pokharel and Niraula (2004) stated the following features and criteria for good governance.

Table: 2.1 Criteria of Good governance

Features

women and destitute sections of the community while preparing forest management plan or revising it.

Criteria

2.2. GOOD GOVERNANCE

McDougall et al. (2004) have compiled and expressed the view of various actors within and outside of the field of natural resource management have started to define major characteristics of 'good governance'. According to UNESCAP (2004), the term 'good governance' refers to eight major characteristics of decision-making: COMMUNITY; consensus oriented; accountable; transparent; responsive; effective and efficient; equitable and inclusive; and, following the rule of law.

The Asian Alliance for Good Forest Governance (2002) identified the following similar set of participation; equity; balanced power relations; recognition/legitimacy of rights; clear roles and responsibilities; transparency; accountability; democracy; and decentralization.

Individuals such as Kofi Annan consider good governance as the single most important factor in eradicating poverty and promoting development (UNDP, undated)

2.2.1 Element of good governance

There are many elements of good governance. As UNDP (1997) suggested, having all characteristics of good governance in one society is an ideal situation but society should aim, through broad-based consensus-building, the elements of good governance are transparency, accountability, participation.

Maharjan, M.R. et al. (2004) have stated that; good governance in community forestry contributes to: **People's livelihood:** More than 80% of the Bangladeshese people depend on forest resources to support their livelihood. Good governance is, therefore, crucial for providing equitable access to and benefits from forest resources to all people including the Poor and the marginalized.

Sustainable forest management: With participation from various sections of society, there will be better community forest management and reduced conflicts. Well functioning of PFUGs will eventually

1. Participation

- * Participation of men, women and all stakeholder in Planning, decision-making and benefit sharing;
- COMMUNITY planning and decision-making
- Mediation of different interests
- Bottom-up planning and coordination
- · Effective implementation,
- Effective and sustainable management resources,
- · Collection of revenues and taxation,
- Equitable distribution of resources and materials primarily to the marginalized groups, and among actors.

2. Transparency

- * Free access of information;
- Transparency and equitable relationship
- Transparent decision-making and benefit sharing mechanism

2.2.2 Need of Good Governance in Community Forestry

According to Pokharel and Niraula, (2004), PF in Bangladesh offers many examples of good governance such as decentralized decision-making, COMMUNITY management of resources, and equitable sharing of benefits-. Government, nongovernmental and private sector agencies at service delivery level have become more accountable to the forest users.

lead to sustainability of community forestry.

Ensure broader participation and ownership feeling: Participation from different segments of society, particularly Women, Poor and Impoverisheds is ensured to reflect their concerns and raise ownership feeling in the community forestry management process.

Equitable benefit sharing: Practices of good governance in community forestry contribute to equitable benefit sharing among the users in a transparent manner besides involving women, *Impoverisheds* and Poor in the decision-making processes.

Access and control to decision-making process: Activities such as public hearing and public auditing provide an opportunity for the users to play critical roles in influencing the decision making process in community forest management.

Besides these PF is considering now as a cookbook to manage the hill forest. The effectiveness of the PF programme depends on decision-making and its implementation. To make it as a sustainable organization- all process in PF should be in democratic system, which can be fulfilled by the practice of Good Governance. Thapa (2005) found that for PFUGs to have a good governance; transparency of decision, equitable access and control of service and resource, active participation and effective representation of the Women, Poor and Impoverished. These cause rational and wise mobilization of the resource.

Nightingle, (2002) reported that PF have duel mandate; to promote the forest condition and to promote the equitable access to resource

In second mandate particular attention should be given to Women, Poor and Impoverished or marginalized people

2.3 PARTICIPATION

Pradhan, (2005) studied and reported that, Participation of the members is directed by collective decision making process and distribution of responsibilities among the members, there is collective leadership and open discussion and interaction takes place that the members contribute their time in meetings, programs, money/ material, membership fee etc.

Gentle, (2004) reported based on his experience that only physical present of people in meeting is not actual participation. Her/His voice is heard or not, her/his view is effective_ or not, her/his things are beneficial for other or not, and there voice can be implementable or not and if can, they are implemented or not are important thing of

participation

2.3.1 Participation of Women, Poor and Impoverished in PF

Wendy et al. (2002) reported based on analysis of the PFUGs in terms of Governance and democratic functioning shows a general trend of important. Women and disadvantage people are increasing in participation and holding FUG position, mechanisms for leadership changes are being established, the Constitutions and Forest Operational Plans (FOP) are followed more and renewed FOPS reflect more of the needs of Poor and marginalized households. Deeper analysis indicates that men from the elite and wealthier households continue to dominate on key FUC positions.

Maharjan (1988) suggested the women, Poor, marginalized and Impoverished groups and benefiting less from Community Forestry than the wealthier and influential household and they cannot obtain the free fuel wood and other NTFPs that they were collecting from the same forests before the introduction of the community 'forestry program. Socio-economic, technical, institutional and political factors, including government policies are responsible for the discrepancy (Maharjan, 1988 cited in Thapa, 2005). Bushley (2002) argued that overall, women and disadvantage group people do not have equal representation in the key positions in the FUCs which contributes to a vicious cycle of lower awareness, lower participation, less access to information, and fewer benefits.

23.1.1 Participation of women in community forestry

Gentle (2004) in his lecture note reported that "According to UN statistics, women do GT~o of the world's work, yet their earning for it amount to only 10% of the total world's income." Women do most of the work of gathering and use of forest products. They have important knowledge of the forest and local use of the forest. Sound FOP must incorporate this knowledge. However, host of women are still unaware of their rights and responsibilities in PF. they have triple role (productive, reproductive and community managing) but often excluded in decision-making processes. He suggested that empowerment of women is the best opinion to uplift women in the society.

Flintan (2003) argues that Women have less access to the resources, fewer opportunities to improve their livelihoods and share in decision-making power also low.

'At the point in time it seems that inevitable that women's participation will help **forests** first and women second. Women will have to give to forest in terms of interest, time, effort and even money in same cases before forestry gives to them **products** for household consumption and commercial use, income and consequent improvement in position, status and decision making power" (Vander, 1989; Cited in **Pyakurel** 2003).

Shrestha (2004) argued that the general assembly is the main forum where all the major decision-making takes place for implementing many of the PF, related activities. From his study, it is clear that men have domination in the majority of PFUG committees.

23.L2 Participation of Poor in Community Forest

HMG(2002) recognized that Community Forestry has proven to be an effective tool for managing and conserving forests where local people are dependent on the forests for their daily sustenance but at the same time it has also been observed that in many cases, the poorest users who depend relatively more on the forest for their livelihoods, have limited participation in the whole process of PF.

Gentle (2000) studied in Pyuthan and reported that after PF handover, the poor and disadvantaged household had reduced access to forest products due to PF restrictions in general, and specifically due to their lower representation and participation in PFUG committees.

Kandel and Subedi (2004) proved that the contribution of community forestry towards supporting the Poorest, most vulnerable and marginalized members of society has been limited. Much concern has been expressed regarding the success of the community forestry programme in terms of reaching and benefiting the poorest users. So the real success of community forestry lies in how far it can reach and impact upon the Poorest.

2.3.1.3 Participation of Impoverished in Community Forestry

Sob (2003) argued that the untouchability is deeply rooted in the society. Upper caste mind set-up makes the perception towards the Impoverished people and neglect them by various opportunities of the state benefits. The basic pillars of human rights like dignity and equality are becoming dreams for Impoverisheds in Bangladesh.

Gentle, (2004) in his lecture note reported that Impoverisheds are most disadvantaged segment in the Bangladeshese community Constituting (1•5-20%) with a large population of the country. The untouchable, popularly called Impoverisheds remained exploited for centuries, and disadvantaged in all opportunities. Literacy rate among the Impoverisheds accounts for 22.8% where as the national literacy rate is over 39.6% in 1991 census. Literacy rate among the Impoverisheds women is as low as 12%. Nearly 80% of the Impoverisheds have to live below poverty line and the share of Impoverisheds in the total cultivated land is only 1%. Impoverisheds are mostly excluded in the decision-making process in communities, administration, politics and government.

Biswakarma, (2004) reported lower caste men in India have sought to elevate their social status through modernization and its belief and practices, they imitated upper caste male behaviors patterns, thus, negating the gender advantage that lower caste women have had historically. According to the census held in 2001, the total Impoverished population is 2,962,591 (13.05%), of which the whole female population is 1,496,622 and the male population is 1,465,969. Their per capital income is US \$ 39.6, which is almost lowest in the world. Life expectancy of the Impoverisheds is as low as 42 percent.

Despite the civil code (1964) along with its eight amendment and the constitution of the Kingdom of Bangladesh (1990:11/44) ensuring equitable justice for Impoverisheds rights, the caste-based discrimination and the practice of untouchability still continue. There are contradictory laws and by-laws, which violate Impoverisheds rights. Still there is an urgent need to formulate laws as to abolish disparity both in principals and practice.

Although the forestry sector policy has tried to define accessibility of users to forest and forest products linked with collectively recognized traditional user's rights. Poor, Women and Impoverished are not adequately represented in the executive committee. Further more the majority of Women, Poor and Impoverished remain silent observes and listener of community forest processes as well as forestry activities. The decision makers in Community Forestry have been given decision based on their own interest and ignored the priorities of activities concerned with the poor.

Kendel and Kanel (2001) said that Women, Poor and Impoverisheds have been considered **peripheral** to the process of development. They are primary users of the forest since **are involved** in collecting different forest products from the forest. However Woman,

Poor, and Impoverished are often ignored and excluded from real participation in decision <u>making</u> and benefit sharing process. Their voices are not incorporated in Community Farestry (PF) management process. Such a thing makes them unhappy and they **iresicated** to participate on PF activities.

Community forestry issues are only discussed in committee meeting and in general assembly, in which presentation of Women, Poor and Impoverisheds are to be Poor, it may be willingly or unwillingly. The normal practice in Community Forest is that the elite members of the society tend to take all key position in the executive committee and make decision on Community Forest management such as harvesting of forest goducts and their distribution and if they are not involved in forest operational activities. They will be always far away from the knowledge of forest operational such as singling, pruning, thinning and harvesting of products.

means every development work, activities, decisions, fund mobilization and other related information of community forestry are to be disseminated to every user. Transparency also helps for participation work. Transparency helps people to understand all information easily and clearly.

Pradhan, (2005) has expressed his justified view that transparency means all members should aware of the decision made, the minutes, files, reports, constitution and policies and the programme budgets are accessible to all the members. Transparency is the key element of internal management of all kind of

organization. Finance is a key to run organization either it is self generated or supported by some one else. Transparency is not only in financial transaction but also in other information related to organizational decisions. In addition to the Governance body, many things should be transparent in the user's level because community forestry groups are public organization, as the users have to take its ultimate ownership and accountability

Maharjan et al 2004 state that; major issues observed in the transparency are; Poor participation of Women, Poor and Impoverisheds in executive committees and general assemblies, Poor record keeping- only 57 percent of the PFUGs have their accounts audited annually (Cited in SAGUN, 2003), Constitutions and operational plans were not properly followed- members reported several incidences, decisions made - by general assembly and executive committees were not properly followed. And further concluded that important changes observed later on are; transparency of financial transactions and PFUG activities, accountability of the executive committee members, increased representation of Women, Poor and Impoverisheds in PFUG decisionmaking process, increasing trend to incorporate public hearing and public auditing in the operational plans and fund allocation for the Poor and marginalized people.

2.4.1 Transparency in Fund Mobilization Procedure

Ghimire (2000) concluded that the PFUG fund management is a critical aspect of increasing equitable distribution in benefits to PFUG members and increasing transparency and was found fund mobilization in community forestry means community mobilizations and further concluded that the actual allocation amounts are not discussed in the GA.

Transparency is another fundamental pillar of Good Governance. Panday (2005) stated that transparency means every work; things and information are totally transparent for any one who is related with that. In community Forestry transparent

There is not any guideline for fund mobilizations in PFUG except 25% of PF fund should be invested in forest development activity (Forest Act 1993). Definitely it is " sufficient for PFUGs fund mobilization.

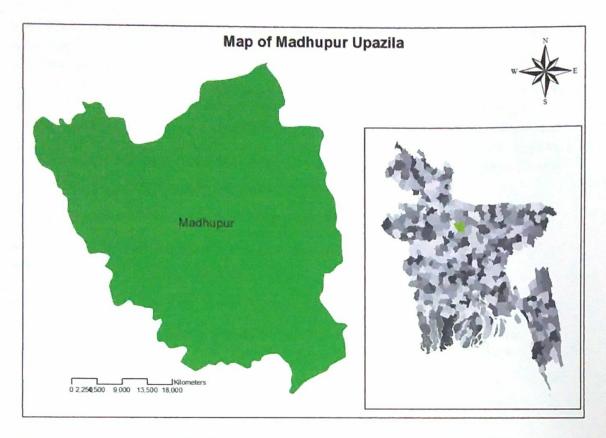
Transparency means awareness of decision made in minutes, files, reports, constitution and policies and the program budget accessible to all the members. In community forestry stakeholders should have access to enough information to

wderstand PFUG dynamics, to monitor them and for PFUGs to monitor themselves owe attention is needed on the transparency in forest management, forest product

flow and fund generation and mobilization

CHAPTER-III

STUDY SITE



The present investigations entitled" an assessment of good governance of COMMUNITY forestry project: a case study of sal (Shorea robusta) forest." will be carried out in participants of Tangail district.

MATERIALS AND METHODS BASIC STUDY METHODOLOGY

- The study will collect latest information, data available from various secondary sources and combine this with data from direct observation.
- This study will follow COMMUNITY approach, which involve different stakeholders in the process through using COMMUNITY tools and techniques.
- Those tools which are appropriate in the situation of field were used to collect data including: Household survey, Focus group discussion, meeting with participants executive committee member, Personal observation, Interviews with individual households and Cluster survey etc.

Both primary and secondary data were collected using the COMMUNITY approaches. The wealth ranking method was used to determine the relative economic position of each household in each PFUG. User group members were involved in the wealth ranking exercise. They were asked to rank each household in different categories of wealth class as rich, medium, and poor based on fixed properties like land holding size and house, supported by quality of land, food sufficiency, and income sources as well as educational status of the household. Triangulation to verify that the ranking was performed separately with some key informants who were familiar with all users. A proportionate number of respondents from each class were sampled for data collection.

Taking the UNESCAP's eight criteria of good governance into account, this study specifically develops the local indicators and assesses the status of the governance in Gorkha district of Bangladesh. Table 1 presents the eight criteria and their respective local indicators of good governance in PFUGs. Gorkha is one of the midhill districts in Bangladesh where PF is a major forestry program with more than 350 PFUGs. Figure 1 depicts the geographical location of the district in the midhills of Bangladesh. The district is well diversified in natural resources and social structures among the PFUGs. Based on the 2001 national census, total population of the district is 288,134, of which the female represents almost 54%. In order to collect the data, five PFUGs were selected in consultation with District Forest Office personnel using the following criteria: more than 5 years old, active in forest management, and heterogeneous groups in terms of social and economic status. Table 2 includes the general descriptions of five selected PFUGs of Gorkha District.

TABLE 1: Criteria and indicators used in the study.

Criteria		Indicators
Rule of Law	6	(!) Revised and updated constitutions and OP (!!) Reward and Punishment mentioned in OP and Constitution (!!) Role in PF management, that is, PFUG, PFUC, and DFO staff (iv) Work performance of the PFUC (v) Evaluation of the policies/objectives of PF management (vi) PF objectives consistent with prevailing forest policies
Transparency	6	(1) Responsible in setting prices of forest products (11) Satisfied with the existing forest product distribution system (11) Do you know about the PFUG fund? (11) Free access to information regarding decisions, fund, and so forth (12) Know about every decision made (13) Overall transparency
Accountability	8	(i) Technical support provided from DFO, if needed (ii) Are there any I/NGOs and CBOs supporting the PFUG (iii) The PFUC members accountable to all PFUG members (iv) The PFUC members biased to any PFUG members (v) Rules for PFUG and PFUC meetings (vi) Have you ever read the constitution and OP? (vii) Has the PFUC been guided by the PFUG assembly? (viii) Conflict over power in the committee and FUG

Participation	8	(i) Attend in meetings of PFUC (ii) Attend in meeting of OP/constitution preparation/renew (iii) Attend in meeting of forest product distribution (iv) Participated in PF activities (v) Participated in training, study tours (vi) Feel free to put your own views at general assembly (vii) Poor/women/DAGs voice taken into account while making decision (viii) Decision made by PFUG
Responsive	5	(1) Is PFUC responsive to your needs? How did they response? (11) Affected by any decisions of PFUG/PFUC (111) Response to the committee in case your cooperation is needed (112) Interact with PFUC/PFUG members regarding PF (113) COMMUNITY and transparent monitoring system
Inclusive and Equitable	4	(1) Mode of the benefit sharing (1) Specific schemes/provisions for poorest people (11) Specific provisions for female members to include in PFUC or any uplifting programs such as adult education, training and so forth (11) Representation of female, low caste and poor members on PFUC is
Efficient and Effective	7	(1) Mode of the benefit sharing (11) Specific schemes/provisions for poorest people (111) Specific provisions for female members to include in PFUC or any uplifting programs such as adult education, training and so forth (12) Representation of female, low caste and poor members on PFUC is (13) Forest condition improved after PF (14) Deliveries of services to needy people effectively, if needed (14) Methods of the forest operations carried out (15) Received more forest products than before (16) Provided forest management training to the users (17) Any measures to reduce the consumption of forest products (17) Forest management activities are carried out in line with OP
Consensus- oriented	3	(i) Decisions are made on the basis of consensus (ii) Mode of the consensus achieved (iii) How the representatives and leadership positions are chosen

CHAPTER-IV

DATA COLLECTION

4.1 Secondary Data Collection

The constitution, operational plan, GA minutes register of PFUG, attendance registers of committee meeting of each PFUGs, RIMS Bangladesh, DFO Dhading records were reviewed to get the information about the history of PF, present status, their formal rules, decision making procedure, pattern of participation excreta. The work of secondary data collection was done before and after the primary data collection. This work helped to cross check the primary data. Apart from this following were the main sources of secondary data regarding the good governance, participation, and transparency such as; CARE/Bangladesh documents, published and unpublished literature, journals from libraries, lecture

notes of B.SC, M.Sc. course, internet derived, news papers and, Radio source.

Focus group discussion (FGD) was conducted in the presence of the members of FUG committee. Separate meetings were conducted with Women, Poor and Impoverished for discussion. The average numbers of participants were 7-10 and the duration of discussion was 1-2 hours. FGD provided various important information about practices of participation in executive committee, decision making, benefit sharing activities and fund mobilization procedures.

4.4.2 Primary data collection

This COMMUNITY research conducted by using household interviews, questionnaires survey, focus, group discussions, visit to the toles and executive committee meeting. In order to get triangular result, multiple sources were asked the same question.

Questionnaire survey

Questionnaire for FM survey include both closed and open ended, to get quick answer and for easy to analysis most of the questionnaire were close ended. Researcher himself collected all questionnaire informations. For the collection of information the researcher went to respective place, which was convenient for the respondent. The researcher also observed the surrounding and non-verbal communication during the questionnaire. The type of questionnaire is given in (Appendix III).

Executive committee (EC) meeting

During the research EC meeting was organized with the presence of other PFUG members. During the meeting EC informed about their PF, different activities undertaken by PFUG, the physical location of their forest, and different toles and different group of PFUG. During the research period each toles, caste and group (Poor, rich, medium) were visited. At the end of the visit an ad hoc meeting of EC was held to see the efficiency of EC and their decision making system and observed PFUGs minute books, financial and administrative records (Appendix IV).

Personal observation

Direct observation may be more reliable than what people say in many instances. The information collected from observation was used for triangulation of the study. During investigations insight of PFUGs, all observed data were recorded. Notes were taken during all types of meeting and during the walking tours of each PF and toles. The conditions of governance status in PFUG, in case of participation of people in PF. meeting, were examined by direct observation (Bell, 1987:88). Key informant survey

During key informant survey, experienced person, old people, social workers, DFO, FECOFUN members, NGOs personnel were interviewed using structured questionnaires. 3-5 people were selected in each PFUG for this purpose

Good Governance

Participation

Transparency

Women, Poor and

Records Keeping

Impoverished

System

Participation
Executive Committee

Fund Situation

General Assembly

Knowledge about Fund

Committee Meeting

Fund Mobilization

Procedure

Tour and Trainings

Satisfaction of User towards

Fund Mobilization

4.6 DATA ANALYSIS

Qualitative and quantitative analysis method was applied to analyze the data. Information from the field was carefully recorded in terms of diaries and structured forms. After each interview and group discussion, major points raised related to the research questions were recorded as bullet points. Those interviews and group discussions responses were compiled and categorized in each of the questions/fields. Coding, compilation, categorization and tabulation were the basic steps taken prior to analyze the data collected from individual interviews, observation, KIS (Kothari, 2004). The collected data were analyzed so as to probe the defined objectives. Simple statistical tool such as bar diagram, pie chart, mean, percentage, were used to analyze results with the help of Ms-Excel.

4.7 CONCEPTUAL FRAMEWORK OF THE STUDY

Figure 4.1 provides a simple schematic framework for studying participation transparency status in PFUGs.

Figure: 4.1 Conceptual framework of the study

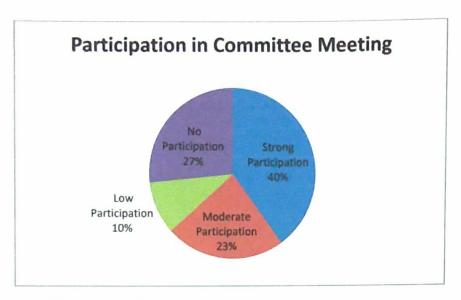
eurc. 4.1 Conceptual	Participation in com	mittee meeting			
Strong Participation	Moderate Participation	Low Participation		No Participation	
12	7		3		8

CHAPTER-V

RESULTS & DISCUSSION

5.1 Participation in committee meeting

For the purpose of the study the lists of the participants and the lists of committee members along with the meeting resolutions were collected first. In the committee meeting resolution report 30 names were totally found. Among them 12 committee members strongly participated (more than 80% participation), 7 committee members moderately participated (between 60 to 80% participation), 3 members had low participation(between 30 to 59% participation) and 8 members had no participation. From the above data following information was found:



Strong Participation= 40%

Moderate Participation= 23%

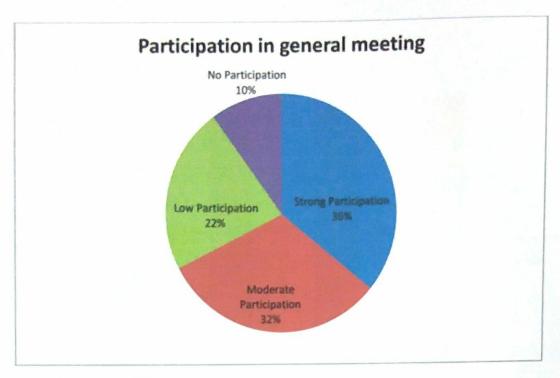
Low Participation= 10%

No Participation= 27

5.2 . Participation in general meeting

The interviewed 120 participants showed the following types of participation:

Participation in general meeting						
Strong Participation	Moderate Participation	Low Participation	No Participation			
43	38	27	12			



Strong Participation= 36%

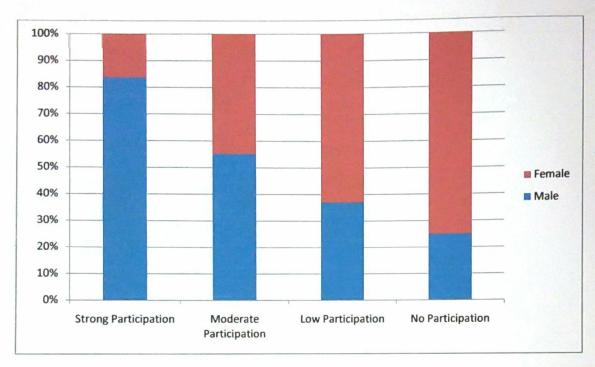
Moderate Participation= 32%

Low Participation= 22%

No Participation= 10%

5.3. Participation of Male & Female in General Meeting

	Parti	cipation of Male & Female in	Ger	neral Meeting	
	Strong Participation	Moderate Participation		Low Participation	No Participation
Male	36	2	1	10	3
Female	7	1	7	17	9



Strong Participation: Male>80%, Female<20%

Moderate Participation: Male>50%, Female<50%

Low Participation: Male<40%, Female>60%

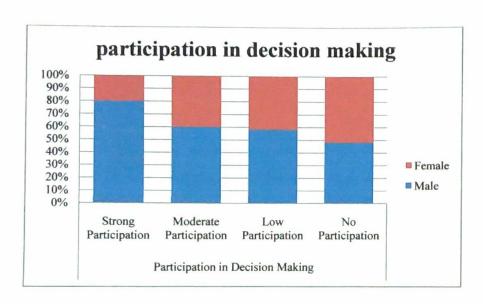
No Participation: Male<30%, Female>70%

In case of strong & moderate participation male's percentages are greater than female's percentages but in case of low & no participation female's percentages are greater than male's percentages.

5.4. Participation in Decision Making

Among the 120 interviewed participants 68 were male & 52 were female who participated in different decisions making of the COMMUNITY project through raising their voices in different meetings in the following way:

Participation in Decision Making						
	Strong Participation	Moderate Participation	Low Participation	No Participation		
Male	12	9	21	26		
Female	3	6	15	28		



Strong Participation: Male=80%, Female=20%

Moderate Participation: Male=60%, Female=40%

Low Participation: Male<50%, Female>50%

No Participation: Male<50%, Female>50%

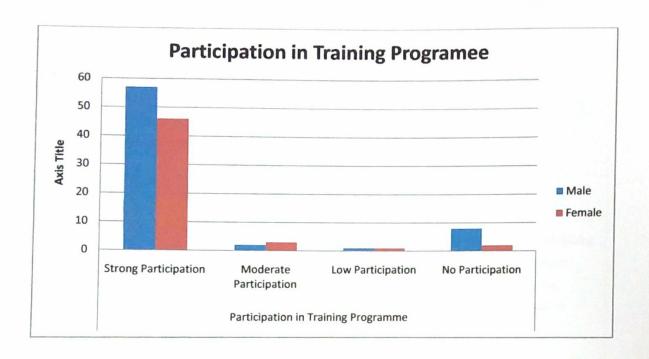
In case of strong & moderate participation male's percentages are greater than female's percentages but in case of low & no participation female's percentages are greater than male's percentages.

5.5. Participation in Training Programme

Among the 120 interviewed participants 68 were male & 52 were female who got opportunities to attend in different training programmes in the following way:

Participation in Training Programme						
Strong Participation	Moderate Participation	Low Participation	No Participation			

Male	57	2	1	8
Female	46	3	1	2



Strong Participation: Male>50%, Female<50%

Moderate Participation: Male=40%, Female=60%

Low Participation: Male=50%, Female=50%

No Participation: Male=80%, Female=20%

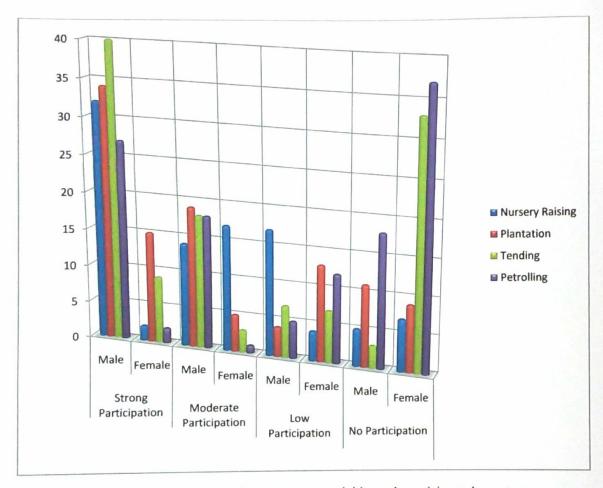
In receiving training male & female participants are getting almost equal opportunity.

5.6. Participation in management activities:

The interviewed participants participated in the in the following management activities:

	Stron	g Participation	Modera	Moderate Participation		Low Participation		No Participation	
Activities	Male	Female	Male	Female	Male	Female	Male	Female	

Nursery Raising	32	2	14	17	17	4	5	7
Plantation	34	15	19	5	4	13	11	9
Tending	40	9	18	3	7	7	3	33
Petrolling	27	2	18	1	5	12	18	37

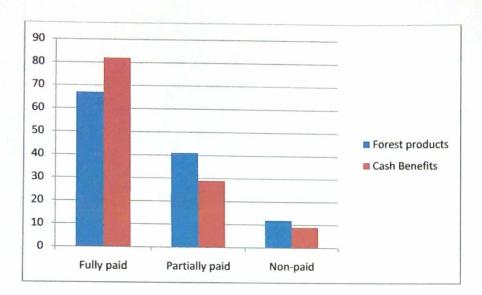


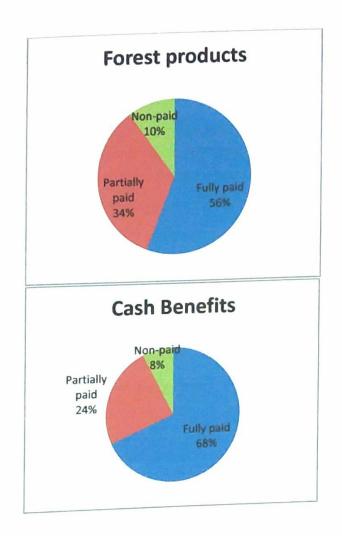
From the above diagram we can see that in management activities male participants have strong participation than the female participants.

5.7. Participation in benefit sharing scheme: in COMMUNITY forestry benefit sharing scheme mainly includes forest products(specially from thinning & prunnings) cash benefits from the final harvesting. In this case the interviewed participants gave the following benefits:

Participation in benefit sharing scheme

Items	Fully paid	Partially paid	Non-paid	
Forest products	67	41	12	
Cash Benefits	82	29	9	





For forest products only 56% is fully paid & for cash benefits only 68% is fully paid. So for both these two cases a significant portion of participants are being deprived partially or totally

Transparency

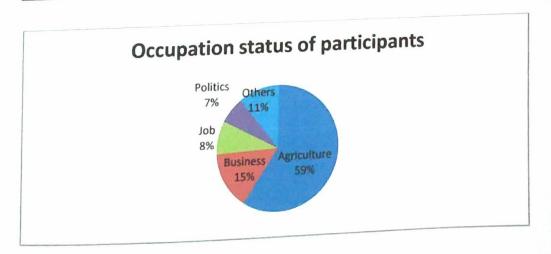
Transparency in participants selection: Forest Department's statement/ condition about participants selection are as follows-

- I. Participants should be landless farmer
- II. Participants should stay within 1 km of the plot area
- III. Participants don't need any fee to FD to be participants

Field report about participants selection

8.a. Occupation status of participants

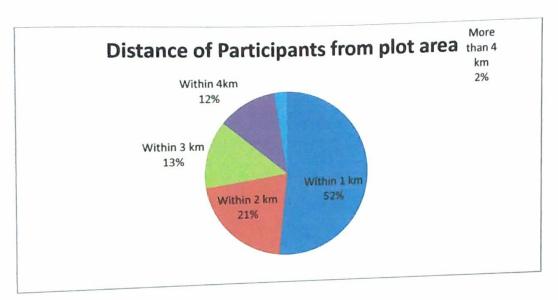
	Occupation status of participants	
Occupation	No. of participants	
		71
Agriculture		18
Business		10
Job		
Politics		13
Others		



Among the 120 interviewed participants only 59% of them are farmers. So 100% participants are not farmer. Here FD is partially failure or biased in beneficiaries selection

8.b. Distance of Participants from plot area

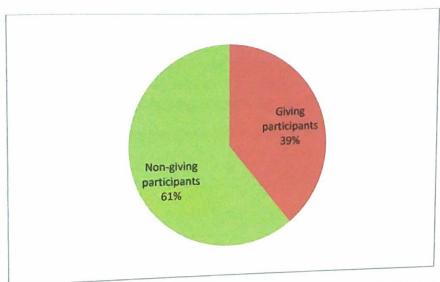
Distance of l	Participants from plot area
Distance	No. of participants
Within 1 km	62
Within 2 km	25
Within 3 km	16
Within 4km	14
More than 4 km	3



From the above diagram we can see that only 52% beneficiaries live within 1 km of the plot area. Another significant portion live beyond 1 or 2 km which shows a discrepancy the rule of COMMUNITY project.

8.c. Money given to F.D. & local leaders to be participant

Money given to F.D. & local leaders t	o be participant
Giving participants	47
Non-giving participants	73

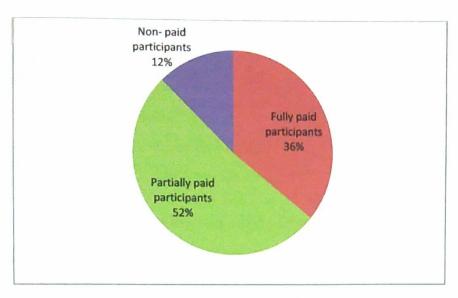


From the above diagram, it is seen that 39% participants had to pay to be included as beneficiaries. It is also contrasting to the rule of COMMUNITY forestry project.

8.d. Tree Farming Fund(TFF) payment status:

Forest Department is supposed to distribute the TFF fully to the beneficiaries. But the field survey exposes a different figure-

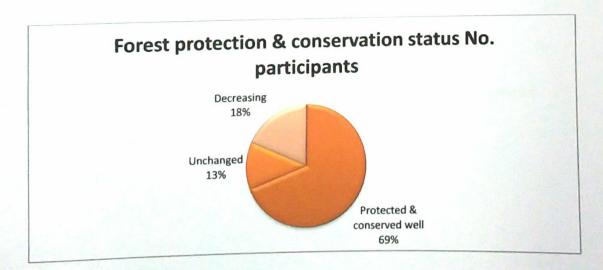
exposes a dist	ment status	
	Tree Farming Fund(TFF) payment status	43
Fully paid participant	S	62
Partially paid particip	ants	15
Non- paid participant	S	



From the diagram we can see that only 36% participants are fully paid, 52% are partially paid 7 the rest 12% are totally non-paid. This figure is really unmatched with good governance.

9.b. Efficiency in raising forest protection & conservation

Forest protect	tion & conservation
Opinion	No.participants
Increasing	83
Unchanged	15
Decreasing	22



According to participants' opinion through this COMMUNITY project-

69% said forest coverage is increasing

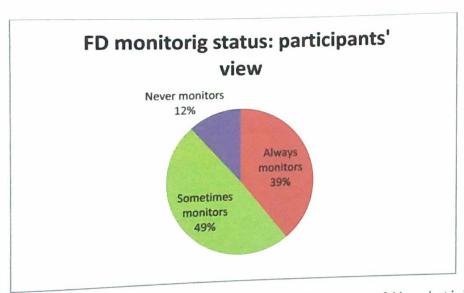
13% said forest coverage is unchanged

18% said forest coverage is decreasing

Therefore, here another question arises about the efficiency of the PF project.

10.a. Opinion of participants about FD monitoring

opinion of participants about FD mon	itoring of the project
Always monitors	47
Sometimes monitors	59
Never monitors	14



From the above diagram it is seen that monitoring of the activities of this project is incomplete carried out by the FD.

10.b.PF coverage status according to FD:

	PF area in the f	following beats	
NAME OF BEAT	2000-2001	2011-2012	PF area increased
BERIBADH BEAT	33 ha	43 ha	7.88%
CHARALJANI BEAT	35 ha	46 ha	
GACHABARI BEAT	42 ha	44 ha	
DOKHOLA BEAT	55 ha	55 ha	
Total	165ha	178 ha	

CHAPTER-VI

CONCLUSIONS AND RECOMMENDATIONS

6.1 CONCLUSIONS

Participation of Women, Poor and Impoverished in Community Forestry activities such as Committee Meeting, decision-making and benefit-sharing process and transparency of fund and information in evinced direct relation with good governance.

Participation of Women, Poor and Impoverished in Community Forest activities and transparency mechanism were found different in different beats. Participation level was not satisfactory, dye to meaningless participation of Women, Poor and Impoverished in PF activities and concluded that dominancy of elite people in EC, illiteracy, poverty and present National insurgency affected in the participation.

Transparency of fund mobilization and information dissemination is not well.

The result obtained from studies concluded overall for participation and transparency. Women, Poor and Impoverished should be included in all activities proportionally and transpired all essential matter then it will be good governance. For these works government organization and NGOs should support and follow for some years.

The study was carried out in five community forest user groups of Gorkha district in order to assess the status of the good governance in CE Both primary and secondary data were analyzed using simple statistical methods. A list of local indicators for each UNESCAP's criterion of the good governance has been developed. A simple quantification of the score on "Rule of Law" shows that Jalbire and Koldanda PFUGs have the highest and lowest scores, respectively.

A few community forest user groups can come close to the status of the good governance. However, to ensure sustainable forest management, actions should be taken to work towards this ideal with the aim of making it a reality. On the other hand, despite of its simplicity and clear findings, some technical caveats on research methods and data analysis are in order. Only five PFUGs from one of the several districts hardly represent the overall midhills in Bangladesh. Likewise, employing a simple scoring techniques and algebraic calculations of the criteria and indicators might not be technically sufficient. Thus, algebraic calculation of statistically strong quantification techniques with a large further exploration of statistically strong quantification techniques with a large

"People's participation & transparency of activities are the standard of good governance." (Professor Rusho) In this PF programme participation & transparency level has not yet reached to the desired level as we find discrepancy -

- in participants selection,
- in decision making,
- in sharing benefits,

6.2 RECOMMENDATIONS

- Awareness is necessary in the whole process of PF for meaning full involvement of women, poor and Impoverished and awareness for elite user about the social inclusion. So such program should be launched and continued
 - All groups should have equal opportunities to develop leadership capacity and decision making process through democratic norms.
- PFUGs should be launched the adult learning program, PHPA, Governance capacity assessment program, Women, Poor and Impoverished empowerment program, different trainings/tours and IGA programs.
- Motivators/ field staffs helps to increase governance status of the PFUGs. So, supervision of field staff in PFUGs should be increased.
- Each PFUG should develop guidelines for fund management specially targeted groups of women,
 poor and Impoverished.
- It is only a periodic study of 3 PFUGs. It is recommended that such types of deep study in large scale should be carried out to make the effective policy.

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