

Brokering Power: Bureaucratic Contestations in the Recognition of Community Forest Rights in Karnataka

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APPENDIX – 1

Table: Interpretation of meeting minutes based on power theory – example

| Committee level | Extract of the meeting minutes | Power element | Department |
|------------------------------------|--|-------------------------|----------------|
| Subdivision-level committee (SDLC) | The Assistant Conservator of Forests, Hunsur sub-division, is a member of this sub-divisional committee. A decision to send a circular instructing forest officials to be compulsorily present henceforth in meetings was taken in this meeting. Explanation: The above decision was taken by the assistant collector because forest officials did not attend meetings. Deliberately abstaining from meetings indicates an unwillingness on the part of the forest department to participate and implement the FRA. | Non-acceptance | Forest |
| SDLC | The Deputy Conservator of Forests, by citing a circular from the environment ministry which restricted any non-forest activities in a national park, said that residents of these 30 hamlets cannot be permitted to access forest resources. Explanation: Forest officials cite internal circulars, other laws, and/or government orders to portray an image of being better informed legally about forest areas. | Dominant information | Forest |
| SDLC | Community members responded to the forest department's argument by stating that forest officials act unilaterally and have never visited their hamlets nor involved claimants in the physical verification of claims. Further, they argued that several of these hamlets continue to collect NTFPs and sell them to LAMPS. Forest officials have also not accepted several forms of proof of residence in the forest prior to the forest becoming a national park. Community members requested the SDLC members to consider these points. Also, they urged that officials from the revenue and forest department who come for physical verification of claims should involve community members in the verification and recognition of forest rights. Explanation: Being the nodal agency to implement the FRA, it is the tribal department's responsibility to collect evidence to support claims passed by <i>gram sabhas</i> , including (but not restricted to) official records of settlements, prior | Structural disincentive | Tribal welfare |

| | | | |
|--|---|----------------------|-------------------|
| | to state forest reservation. Tribal officials' silence during meetings indicates their lack of interest and knowledge about their responsibilities, which is attributed to their lack of motivation to work efficiently. | | |
| Meeting held by the Department of Social Welfare to discuss implementation of the FRA, and defining forest land. | <p>It was decided in this meeting that forest land would mean any land within any forest area where Scheduled Tribes reside, including classified forests, private forests, protected forests, reserve forests and sanctuaries.</p> <p>Explanation: This meeting records the initiative taken by the tribal department to make sense of issues that were not under its departmental purview, until then. Also, efforts are made to define what constitutes forest land for the department to have clarity on where the FRA is applicable. This is an example of the tribal department exercising its power as granted to it under the new law.</p> | Neo-structural power | Tribal welfare |
| Communication between Range Forest Officer, Hunsur and Deputy Commissioner, Mysuru | <p>As per the district collector's orders, the range forest officer went and verified the status of forest-dwelling tribal families in the Hunsur forest division. He reported that around 30 hamlets are located outside the elephant trench and hence not living in the forest-</p> <p>Explanation – Forest officials, when instructed by the district collector, to verify the eligibility of claimants, give incomplete/incorrect information. Forest officials claim that since the hamlets are located outside the elephant trenches (dug by the forest department to restrict tribals from entering their forests), they are not "forest-dwelling" communities. In effect, despite following the district collector's orders regarding verification of rights claims, they pass on incorrect/incomplete information to the district level committee.</p> | Contrived obedience | Forest |
| SDLC | <p>The district tribal officer also mentioned that when a group formed within the tribal department attempted to conduct a survey within the protected area where the FRA is applicable, they were stopped from doing so by the forest department</p> <p>Explanation: Use of physical force by the forest officials to stop tribal welfare officials from doing their duty.</p> | Coercion | Forest department |

APPENDIX-2

Table Z: Comparison of power elements employed by each department in Mysuru and Chamarajanagara

| Frequency of occurrence of power element | | | | | | | |
|--|-------------------|-------|---------------------------|---------------------|--------------|----------------|--------------------------|
| District | State departments | Total | Dominant Information (DI) | Non-acceptance (NA) | Coercion (C) | Structural (S) | Contrived obedience (CO) |
| Mysuru | Forest | 201 | 55 | 39 | 17 | 75 | 15 |
| | Tribal | 45 | 9 | 9 | 2 | 25 | 0 |
| | Revenue | 69 | 8 | 13 | 3 | 45 | 0 |
| Total | | 315 | | | | | |
| Chamarajanagara | Forest | 56 | 16 | 21 | 3 | 4 | 12 |
| | Tribal | 9 | 3 | 1 | 0 | 5 | 0 |
| | Revenue | 69 | 19 | 2 | 0 | 48 | 0 |
| Total | | 134 | | | | | |

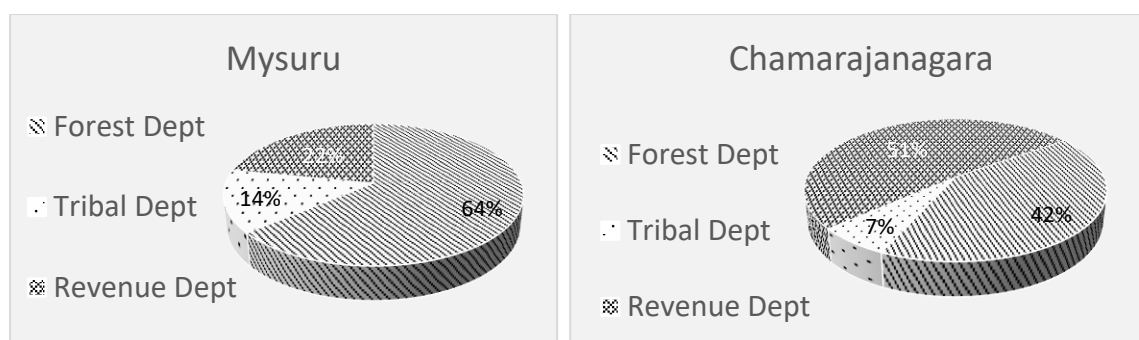


Fig.1: Cumulative distribution of power across bureaucracies in Mysuru and Chamarajanagara

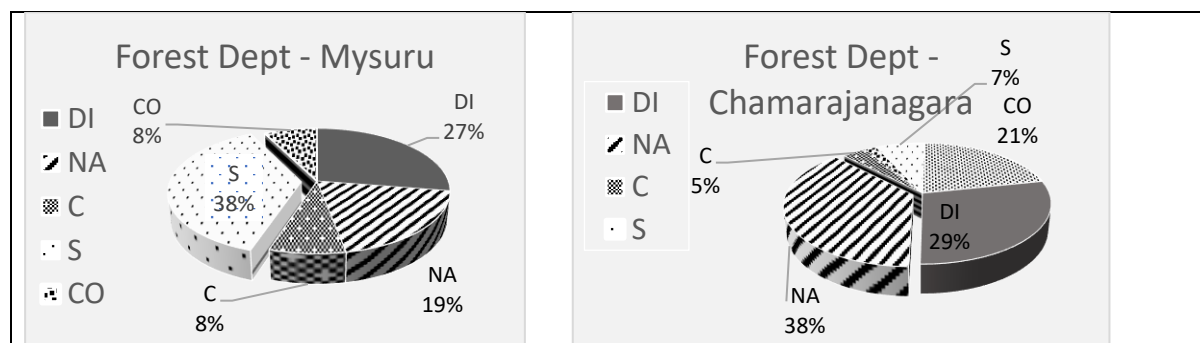


Fig 2: Comparison of different power elements employed by the forest department in Mysuru and Chamarajanagara

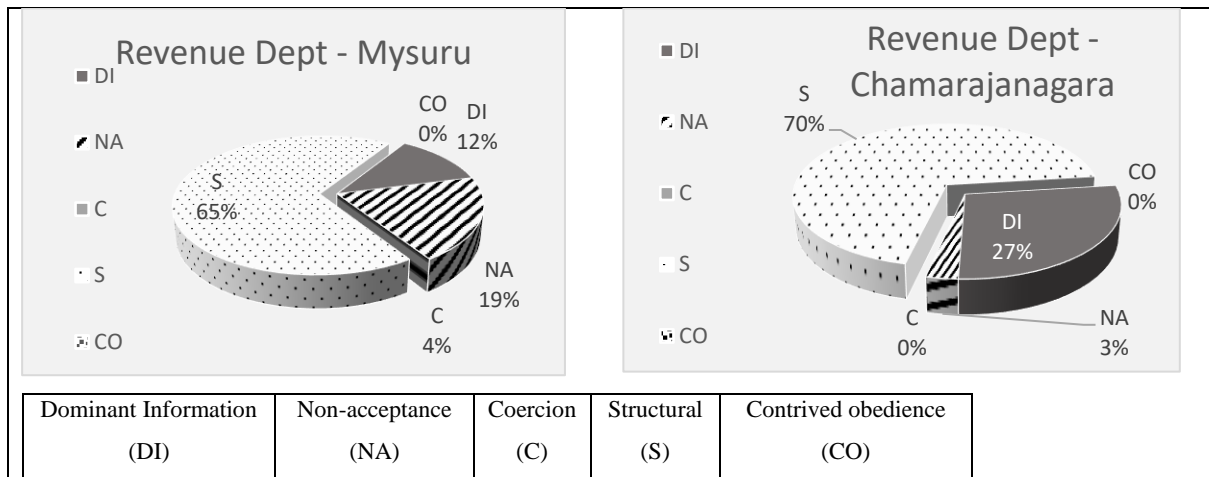


Fig.3: Comparison of different power elements employed by the revenue department in Mysuru and Chamarajanagara

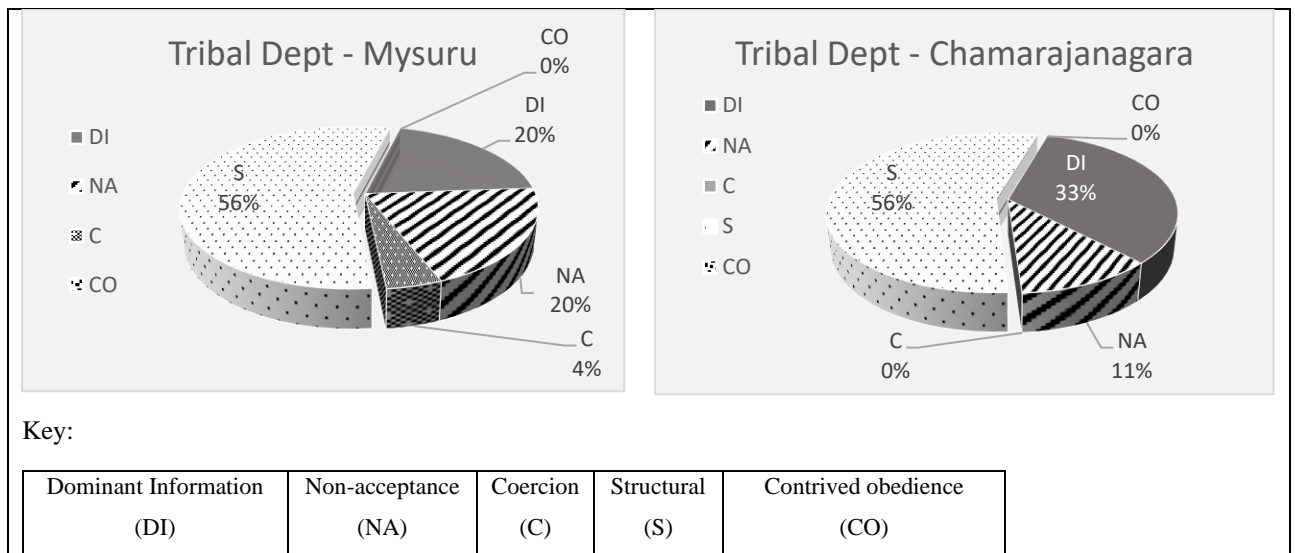


Fig 4: Comparison of different power elements employed by the tribal department in Mysuru and Chamarajanagara