

**Report on Difficulties in JFM/CFM affecting  
forest dependent communities in Orissa**

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Nabaghan Ojha  
N-4/144, IRC Village, Bhubaneswar, Orissa  
Tel-91-9437184834  
Email: [nojhabbsr@yahoo.com](mailto:nojhabbsr@yahoo.com)

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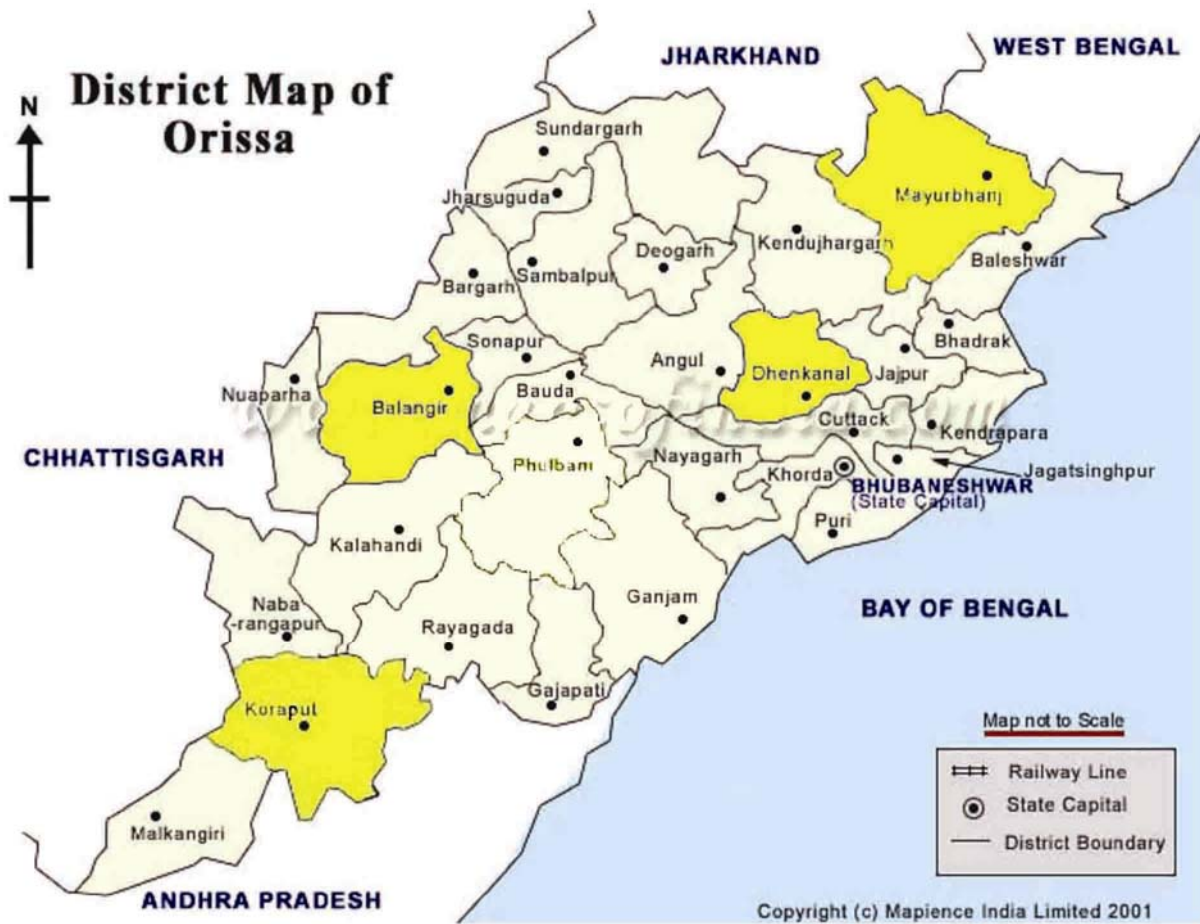
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### Map of the study area



# **Introduction**

## **1. Statement of the problem**

Hundreds of millions of people in India rely directly or indirectly on forests for wide range of primary products such as fuel wood, fodder and food. It is estimated that out of 260 million people that live below poverty line, more than 100 million are partially or wholly dependent on forest resources for their livelihood. These include more than 70 million tribal people of India. In the Scheduled Areas, a large majority of people living close to the forests depend on forest produces, both timber and non-timber, for their subsistence and for cash income to augment their meager earnings. The forest dwellers view forest areas from a religious perspective and see forest's wealth and beauty as sacred. From anthropological studies, government gazettes and research on tribal movements, it is clear that rural people have been protecting and managing forest area for hundreds of years. However, forest management during the British colonial period and since independence encouraged the commercial exploitation of forest resources. From 1950 to 1970, the government of India leased out lands to industries eager to exploit natural resources, which led to further forest degradation. During these periods, neither the colonial nor government of India recognized people's rights and needs for forest resources. In the 1970s, thousands of fast growing tree species, such as eucalyptus, were planted in the name of social forestry or farm forestry. However, these programmes did not prove successful because they did not provide enough benefits to the local people who were expected to implement these activities. Though success was limited, these reforestation programmes provided an opportunity for forest department officials to begin a dialogue with village communities. This laid one of the foundations for collaborative management in forest resource management in India.

To involve the forest dwellers in the forest management process, Ministry of Environment and Forest, through its central guideline in 1990, initiated a process called Joint Forest Management (in India it is referred as Participatory Forest Management). The programme seeks to establish management 'partnerships' between local forest-dependent communities and the state for the sustainable management and benefit sharing of forest. Under JFM, the forest department (mostly a local forest official as the secretary of the committee) and the village community enter into an agreement to constitute a committee to jointly protect and manage the forest. The key understanding in the arrangement is that in return for protecting forestland and helping in the regeneration and management of the said forest, people will be entitled to usufruct rights over dead fuel wood, timber, NTFPs as well as a significant share (it varies from state to state) of poles/timbers (in cash or in kind) on final harvesting.

Apart from JFM there are thousands of self initiated protection groups that are protecting several hundred thousands of hectares of state- owned forests. They are primarily in the Garwal Himalayas and in the central-eastern regions covering the states of Orissa, Bihar, Madhya Pradesh, and on a smaller scale in the western states of Gujarat and Rajasthan and southern states of Karnataka and Andhra Pradesh. Many literatures defines the existence of these institutions for mainly two purposes; one is people continue to have strong economic dependence of forest and the other is where there is tradition of the communities to manage their resources (Sarin 1995).

In Orissa the history of self initiated forest protection dates back to the early parts of twentieth century. The first instance of voluntary forest protection by communities was recorded in Lapanga in Sambalpur district as far back as 1936. The districts where community forest protection has made substantial headway are: Nayagarh, Mayurbhanj, Keonjhar, Deogarh, Angul, Dhenkanal, Sambalpur, Bolangir and Phulbani. There are about 8000 villages (RCDC: 2004) protecting and managing forests for their livelihood security and environmental protection. The village communities, organised as primary groups like youth clubs and village forest protection committees, started protecting nearby forest areas for different reasons with local schoolteachers, foresters and influential leaders emerging as key motivators in the process.

As far as JFM is concerned, Orissa was the first State to realise the importance of people's participation in forest protection and management. Even before the declaration of the National Forest Policy of December 1988 the state government in August 1988, allowed the local communities to protect the Reserved Forests surrounding their habitations and some concessions in usufruct sharing were given to them. In May 1990, similar provisions were extended to Protected Forests. During July 1993 the government came up with detailed mechanism for co-management of degraded forest for its regeneration under a programme called Joint Forest Management (JFM). The benefits to the protecting communities were 100 per cent usufruct rights on minor forest produces and intermediary produces, and 50 per cent of the sale proceeds from the final harvest of timber. Currently there are more than 7000 JFM committees (Van Sanrakhyana Samitis) in the state.

Both community based forest management (CFM) and joint forest management (JFM) have never been short of issues. While there are numerous issues that come up from time to time, there are also certain persistent issues.

The two most important issues in JFM today are the absence of any legal standing of JFM and the poor implementation of the program. JFM is neither incorporated in the mainframe of forest law nor has a separate law been enacted to give a legal standing to it. The program is being implemented under a Govt. resolution that remains subject to change under various circumstances. In Orissa the resolution has changed several times.

The programme received less attention within the forest department because of the dearth of resources and also lack of confidence on village communities and their capacity to protect and manage forest. The field level forest officials could not realize the importance of the program and there are reasons for it. They were not provided with the due orientation, training, information and back up support. There is no detailed VSS management guideline available for the VSS and frontline forestry staff for smooth operation. Without adequate understanding on the subject they interacted with the villages and formed VSSs. Virtually there was no social mobilization and the process of formation of VSS was completed within a very short time. In many places the Forester and Guard formed the committees without having consultations with all the villagers and the Gram Panchayat. There was no physical verification and demarcation of the forest area to be managed under JFM. The boundaries of the forest for each VSS were verbally determined. The forest officials in order to persuade villagers to form VSS so as to meet their target have at times promised certain benefit package to the villagers. They also promised that micro plans would be prepared and implemented to develop forestry as

well as address other village problems. When they were not in a position to meet the needs of the villagers as promised they did not visit the VSS. The Foresters and Guards are not able to find time to visit all the VSSs and try to understand their problems as they are being asked to do so many things at a time. There is some amount of confusion among the frontline staffs in Forest Department on the formation of VSSs in revenue forests such as Protected Forests. There were differing opinions on the rights of the VSS in Reserve Forests. In Reserve Forests many rights are denied as per the conservation laws, where as JFM confers these rights on VSS.

A report of the study on Participatory Forest Management in Orissa states, “ Many of the local VSS groups are extremely weak institutions, and are beset with number of problems. It is estimated that as many as half of the total VSS formed are dormant and inactive. Problems have arisen from a number of factors. In order to fulfill the formation targets of VSS, many indigenous CFM groups have been persuaded by the forest department to register themselves as VSS groups, so in fact it is simply a change of level in many cases and many of the converted VSS groups do not like the management arrangements followed. Because none of these groups has legal status and the forest department doesn't take the CFM groups seriously. There is no tenurial security to the VSS as these have been created by an administrative order of state, despite the fact that the guidelines issued in 2000 by the central government that VSS should be registered under society act 1860.” The study further states that micro plans have not been prepared for 90 per cent of the VSSs and 60 per cent of the VSSs have not signed the MoU with forest department.

CFM believes and proves that forest protection does not require any external financial support. The required investment can be generated internally. More importantly, forest has the ability to generate food and employment for the fringe villages for at least 6-8 months, if not throughout the year. Incidentally, the agricultural lean season, i.e. December-May every year, is the season for collection and harvesting of non-timber forest produces. The forest fringe villages collect them for their own consumption as well as sale in the local haat for cash. Unfortunately, despite being such an important means of livelihood, NTFP has still not been able to generate the desired income for the primary gatherers. Market promotion and creation of trade opportunities through formal laws and procedures could increase procurement and in a way enhance forest dependence and protection. But at the moment, Government policies and procedures do not seem to have recognized the value of these resources, which could go a long way in making villages self-sustaining. The abysmally low volume of sal seed procurement (20% of the potential) due to lack of timely and coordinated procurement, and non-payment of kendu leaf wages and grant as per law bears ample testimony to the utter negligence on the part of the Government in helping villages become self-sufficient.

In some places, especially in Nayagarh district, villages have been protecting a forest patch/block collectively without demarcating village-wise forest areas. They protect and manage forest on common principles, rules and procedures. These villages have formed regional/*anchalik* committee with representation from each village to manage the forest. JFM has been a major threat to them as there are number of examples where the forest officials have motivated one of the villages from the collective to form VSS, which has led to disintegration of the collective. The forest department has demarcated one patch of forest from the area protected by the collective and allotted to the VSS. This has also led to conflict in some of these places.

Despite several limitations, JFM has managed to create a great deal of awareness on participatory forest management among people belonging to different walks of life such as people living in villages located close to forests, NGOs, CBOs, researchers etc. Many foresters, who did not originally accept on the ground that the people don't have the ability to protect forest, now embrace the programme. In many places, especially in the forested areas of the state, people now are more conscious about the need for forest protection. Irrespective of the support of the forest department, villages/communities have come forward to protect and manage forests on their own. The attitude of the people, especially forest dwellers, towards forest officials has also changed significantly in many places. The same foresters, who once apprehended people for felling trees, now come to the people with a completely different mindset and talk about participatory forest management.

### **1.1. Rational of the study**

Community based forest management is an age-old concept in Orissa. Thousands of villages have been protecting forest without any legal support. Though prior to the circular of Ministry of Forest and Environment in 1990, Orissa had involved local communities in managing forest, the programme has not been able to achieve its objectives in the state. Both JFM and CFM are having its limitation for which the forest dwellers have been suffering a lot. The study is an attempt to identify the issues in forest management that affects forest dependent communities.

### **1.2. Objective of the study**

The proposed study would examine the difficulties in forest management, both community based forest management and joint forest management that affects forest dependent communities in Orissa. The specific objectives of the project are;

1. To study the participation of local communities in both CFM and JFM and to identify the strengths and weaknesses in both.
2. To study the issues both in CFM and JFM that affects the local communities and the role of different stakeholders including PRIs in this aspect.
3. To study the legal difficulties in JFM and CFM that affects the forest dependent communities.
4. To come out with recommendations for further empowerment of forest dwellers to address the above issues.

### **1.3. Study methodology**

#### *Review of literature*

At the beginning of the study a number of books, reports, articles, monographs, acts and laws relating to forest management in Orissa were accessed from various sources. This gave a thorough idea to identify the study areas, the existing system and also to identify the gray areas and methodology of the study.

#### *Study area*

The study was conducted in Orissa. A total of four case studies were developed in different parts of Orissa, two each from joint forest management committees and traditional forest protection committees.

Four committees were selected one each from Mayurbhanj, Koraput, Dhenkanal and Bolangir districts. Purposeful stratified sampling method was followed in selection of committees. In Bolangir and Mayurbhanj district efforts were made to study traditional protection committees as both the districts have long history of forest protection. In Koraput and Dhenkanal two JFM villages were studied. Villages were selected based on the following criteria.

1. Involvement of communities in protecting forest for more than 8 years
2. Large forest cover
3. Concentration of tribal population

**Table-1: Study area**

Sl	Name of the district	Village selected for the study	Status of the committee
1	Dhenkanal	Harekrishnapur	JFM committee
2	Mayurbhanj	Dublabeda	Traditional forest protection committee converted to JFM
3	Bolangir	Kanatapalli	Traditional forest protection committee
4	Koraput	Subai	JFM committee

Tools used for data collection

Participatory methods were followed to collect information and also draw conclusion. The following tools were used for collection of data from various sources:

- Structured and semi-structured interviews
- Explorative methods
- Mapping and diagramming (some tools of PRA followed)
- Small and large groups discussions (structured and semi-structured).
- Participant observation

## Forest protection and management in the study sites

### **2. JFM policy in Orissa**

Orissa accounts for 7.13 % of the total forest cover in India and occupies the 4th position next to MP, Chhattisgarh & Arunachal Pradesh in terms of coverage. The forest cover stands at 48,366 sq km. accounting for only 31.06 % of geographical area of the state, as per the assessments done by Forest Survey of India (FSI) in 2003. The forests are rich in both timber and non-timber forest produces (MFP). According to classification of forest based on composition, 30 per cent belong to Sal, 27 per cent bamboo, 3 per cent teak and the rest mixed.

**Table-2: Forest coverage in the study states** (area in sq. km)

<b>State of forest</b>	<b>Orissa</b>
Geographic Area	155,707
Very Dense Forest	288
Moderately Dense Forest	27,882
Open Forest	20,196
Total	48,366
Percent	31.06 %

*Source: State of Forest Report 2003*

In Orissa by late 1980, foresters and social scientists were discovering that thousands of villages were engaged in protection activities on state and community forestlands. In response to these grassroots initiatives, in August 1988 the state government came out with a resolution to involve the community in protection of reserve forest. In lieu of the effort of protection of protection and conservation, certain bona-fide needs of the communities were to be met from the forest. The forest department formed Village Forest Protection Committee (VFPC) in response to this resolution. The VFPCs were assigned the responsibility of the protection of forest against fire; grazing, illegal felling of trees, theft etc. the emphasis of the forest protection was non-natural regeneration. The DFO was supposed to allot forest areas to VFPCs and legally register them as VFPCs. In October the resolution of August 1988 was modified to bring in distinction between the official members and non-official members in the VFPCs. In 1990, another resolution was passed providing greater usufruct rights to communities, including up to 50 percent of all timber harvests, while also allowing greater flexibility in community management group structure. The resolution involved the community to protect both reserved and protected forest. In July 1993 a comprehensive resolution for involving communities in protection and management of forest was bough in and for the first time the government used the term JFM. The resolution mentions JFM as a scheme for regeneration and the protection of forest. It emphasized the involvement of the communities in regeneration and protection of forests only. This effort of the government led to the constitution of Van Sanrakhayana Samities (VSSs) around the degraded forest where there is a great potentiality of regeneration. This resolution declared all VFPCs formed earlier null and void.

In August 1994, modification of July 1993 resolution for enhancing the area to be allotted to each VSS was done. According to the earlier resolution, the area under each VSS should not exceed 200 ha. After the modification, the ceiling of 200 ha was waived wherever the villagers are able to protect more areas. There was also a change in the rules for convening of a meeting of the executive committee of the VSS. In the absence of Naib Sarpanch (deputy of the Gram Panchayat), the members could decide on one among them to preside over the meeting. In December 1994 the scope of JFM was extended to social forestry plantations. The village wood lots and block plantations managed by village forest committees were to be brought under JFM once they were declared as village forests. The VSS would get 100 % share over the forest produces and also the final harvest on the trees planted under the social forestry project. If there were any further plantation or regeneration on the village forest, the VSS would get a 50 % share in the final harvest. In September 1996 the government of Orissa passed another resolution and took up the very important step to notify the JFM areas as village forest. The resolution provided tenurial rights to the village community by declaring forests within their boundary as village forests. The State level steering committee set up a working group under the PCCF, to prepare guidelines for implementing the resolution. The following suggestions were made by the group.

- All the forests within the village boundary shall be taken for the purpose of JFM, and for the time being reserved forest will be kept out of the purview of JFM.
- To begin with 5 villages shall be taken in each division on a pilot basis.
- Forestland within the village boundary shall be demarcated by the NGOs with the assistance of forest and revenue officials (Rs. 1000/- per village shall be earmarked for NGOs for survey and demarcation of forest within village boundary).
- These surveyed areas shall be declared as village forests and draft notification shall be submitted by the concerned DFO to the appropriate authority by March 98.
- Thereafter micro plans will be made for the programme.

The resolution was not implemented because of difference of opinion within the forest department.

The change in the Government directives, quite often, made people believe that JFM is a program which may change over a period of time, which may curtail their rights. There is a need for a separate law on JFM, which can give the VSSs legal and tenurial security. The Orissa resolution notes that the forest protection committees (Van Surakhya Samities, VSSs) should be placed under the supervision of the ‘Sarpanch of the concerned Gram Panchayat and the Forester (who) shall be the chairman and the convener of the committee respectively.’ A subsequent resolution states further, “there should be one Samiti for a group of hamlets or villages of these are all located adjacent to the forest area to be regenerated.” This implies extending membership in forest management groups to all communities in the area and placing them under the leadership of the local panchayat headperson. However, in Orissa a panchayat may cover up to twenty villages. In such cases, to officially comply with the resolution, the community that originally formed a forest protection group would have to join other villages in creating a new management system. In the process, the original community’s authority over forest management decision making would be eroded.

## **2.1. Background information of the study villages**

**Table-3**

<b>Name of the village</b>	<b>Basic information</b>
Kantapalli	Kantapalli is a small hamlet (23 households) of Kutasingha revenue village, located 45 km. from the district headquarter of Bolangir and 14 km. from Salebhata, the Forest Section office and immediate centre for economic activities of the people. The village has a population of 500 in 60 households and Kultas, a peasant caste with 32 families, constitute the dominant group. The rest of the people belong to Khandayat, Gauda, Kansari, Odiya, Mali (all OBC) and Keuta (fisher folk--SC) the last with five households. Agriculture is the main source of livelihood of the people.
Dublameda	The village situated in Rairangpur forest division under Upperbeda gram Panchayat of Mayurbhanj district. There are 150 households in the village with a total population of 1050 (tribals 350 and non tribals 700). Mahanta is the major social groups in the village.
Subai	The village is situated about 12 km away from Semiliguda block under Koraput district. At present there are 175 families out of which 55 families belong to tribal community and 118 are non tribals.
Harekrishna pur	The village Harekrusnapur is located in the Nagiapakkhi Gram Panchaya in the Dhenkanal district. It is placed under the Dhenkanal Sadar police station. When one moves from Dhenkanal towards Kapilasa, the landscape is dotted with hillocks of moderate height that are mostly well forested. It has a total number of around 110 households comprising of around 700 people. The Kuluthia Chasas and Khandayata Chasas form the biggest social groups of the village population. Tribals (Juangas) and Gaudas form the other numerically important groups in the village.

## **2.2. Evolution of Forest Protection**

In Bolangir, according to some local people protection of forest was started sometimes between 1960 and 1962 by the villagers of Kutasingha. One full-time watchman was appointed and 4 people per day guarded the forest. People used to protect the forest for 4 to 5 years and then clear fell it. With the money raised from sale of forest produce the villagers of Kutasingha constructed an ME school and a temple. The felling operations took place in 1964, 1967-68, 1974-75, 1979 and 1983. Initially the villagers of Kantapalli were not part of the protection arrangement. Towards the end of 1970s some people from Kantapalli raised doubts over proper management of the money earned from forest. As they challenged the leadership, Kutasingha invited Kantapalli to take part in forest protection. The collective protection started around 1980. During 1984, conflict started between Kutasingha and Kantapalli on the issue of fielding candidate for Sarpanch election. Today the area under protection is approximately 400 ha today it is around including the forest standing on goucher of the village. For two years between 1984 and 1986 people adhered to *thengapali*, voluntary patrolling by 4 persons daily on a rotation basis. From 1986 one watchman was recruited with a monthly honorarium of Rs.200 and in 1987 one more watchman was put on patrolling duty and the honorarium was increased to Rs.300 per month. In 1991 the watchmen were getting Rs.350 per month and now, from 1998, they get Rs.400 each per month. The same arrangement is continuing today also.

In Dhenkanal, Harekrusnapur has the good fortune to be situated in the immediate fringe of an extensive patch of reserve forest (Kapilas reserve). Till early eighties the forest was dense and density of species was much more. After 1985 forest started degrading. The reason for degradation of forest was due to illegal felling of the neighbouring communities. The foresters who were in charge of the forest could not check that from degradation. Soon the collection of fuel and firewood became a problem as the surrounding hillsides had become almost barren. The village committee thought that it was high time it took up measures to check the course of the events that were unfolding. They organised a meeting in the village and decide to protect the forest. The then forest section officer Mr. Bichitra Nanda Rout encouraged the villagers to protect the forest. He also advised them that if they would protect the forest they would be beneficial in the future and the department might provide some sort of assistance in this regard. These are all factors that motivated the villagers to protect and manage the forest. In 1987 the villagers started protecting the forest informally. Initially they faced some difficulties in managing the forest and gradually they developed certain rules and regulation on mutual basis. The policy environment had also changed and the JFM programme had started taking roots in the state. The forest officials organised a meeting in the village and discussed about the benefits of VSS. It was the year 1992 when VSS was formed in the village formally but it took several years for registration. On 16.02.99 the Memorandum of Understanding was signed between the village and the forest, which was effective from 10.02.99. The code of the VSS is 0074/01-014. The general body of the VSS consist of 77 male and 77 female. There are 14 members in the executive body or the working committee including 2 female, Sarpanch of the GP, secretary, president and the treasurer.

In Mayurbhanj, Dubulabeda village has been protecting forests since 1981. The areas are Patharkata, Purunapani & Jogigada. In 1981 villagers felt the hit temperature of area. Some villagers started to uproot the stone and dust particles by the way started to wash out. They feel the absence of rain. From 1981 to 1991 they started to protect forest making a village forest protection committee. The ACF of Rairangpur Division felt the interest and motivate them to register in Vana Surakshya Samitee and from That period till now they have been protecting and remaining a part of the Joint Forest Committee. The then Forest Range officer Mr. Padhi & ACF Mr. Panda has helped them a lot in need. They have been giving him full protection as villages protecting the jungle.

In Koraput, Subai village has been protecting forests since long ago. They were especially impressed by what late Prime Minister Indira Gandhi said during her visit to Nandapur during late 1970s. Indiraji said that Forests belong to Tribals and hence tribals must take responsibility of protecting forests for future. The villagers were greatly taken by her statement and accordingly started protecting the forests around them since about 1968. When the people started looking after the conservation of local forests, there were only scrubby forests and regenerations from remnant tree stumps. In fact the whole area was badly ravaged by Podu cultivation and certain patches that were fallowed had some green cover, usually bushes. No big tree was there even no tree for landmark sake. Consequently, with the spreading of JFM as the first official initiative of participatory forest management, the people of Subai were moved with the concept. They became more vigilant towards protection of the forests in an institutional way. A committee was formed at the village level that looked into the matters of forest protection, plantations, equity management among members, handling linkage and cooperation with forest department, and above all in resolving intra and inter village conflicts. The committee came into being in 1996 with the name *Astabhairavi Vana Surakshya Committee*.

### **2.3. Forest Management rules**

In the study villages it is found that all members abide by the rules and regulations developed by them. This arrangement is strongly noticed in Bolangir and Mayurbhanj where the villages have been involved in protection of forest since long back. They have developed their own set of regulations to protect and management of forest. Subai is an exception on that where the committee is not guided by any organized rules and regulations. They mostly depend on the forest department for the day-to-day activities.

- Everybody in the village has to attend to any emergency situation in forest such as fire, illegal felling by poachers, etc.
- Payment to the watcher would be made from the community fund and whenever necessary people will have to contribute membership fees.
- Initially grazing would not be allowed.
- All the villagers are entitled to collect fuel wood from the forest without destroying any tree. In Hrekrishnapur village of Dhenkanal, the committee has decided to collect a token amount of Rs 2/- only for collection of fuel wood.
- NTFP can be collected by the villagers as well as by people from neighbouring villages.
- Penalty has to be imposed on offenders in case of community initiatives of forest protection. In Mayurbhanj the committee has to depend on the forest department.
- Cleaning operations would be undertaken whenever there is a need for it. People in advance have to quote their requirements. Annually price for various items would be fixed and fellow villagers would be charged nominally. For JFM committees the committee has to depend on the forest department.
- Meetings of the forest protection committee would be conducted once a month. Once a week at least one member from the committee would visit the forest and supervise protection measures in case of Bolangir.

### **2.4. Benefits From Forest Protection and management**

After several years of forest protection and management the Kantapalli village is now managing the forest standing on 300 to 400 ha. Now people are able to meet all their timber and pole requirements, which they could not during the 70s and early 80s. They had to travel 10 to 12 km. towards Sonepur to collect poles for construction of houses and fabrication of agricultural implements. Other than timber and fuelwood, the villagers are getting non-timber forest produce like kendu leaves, myrabolans, mahua flowers and seeds, char, date-palm, mushroom, leafy vegetables, tubers, sal leaves and seeds etc. Except for November and December, throughout the year people get different NTFP for consumption as well as for sale. About 10 to 12 families subsist on making of sal khali/leaf plates for 7 to 8 months a year. Similarly 7 families collect mahua flowers from the forest while other people gather mahua flowers from their own rayati land. About 15 to 20 people collect mushroom from the forest and sell it in the market. Everyday 20 to 25 people, especially women from neighbouring villages come to the forest and collect different NTFP and sell these in the market. Usually they collect date-palm, kendu berries etc. There are also plenty of *bel*, *satabari*, *bantulasi* and *bhuin-neem* in the forest but people do not collect these because there is none to buy these. Apart from the villagers have earned Rs 32,000 from kendu leaf operation both for procurement and bush cutting. One of the important benefits of forest protection is recognition of the village by the Government, especially the Forest Department, non-government organisations and researchers working on forestry development. Every year people from different institutions come and interact with the villagers.

Between 1960 and 1980 the forest protection effort was aimed at raising resources within the village, to raise money to set up a school and manage it till the Government takes over. The other goal of forest protection at that time was construction of temples. The villagers constructed school buildings of ME school and High School and met the salaries and administrative cost for 4 to 5 years. On temples Rs.63, 000 was spent in 1997-98. Similarly on the schools the villagers spent Rs.2, 58,600 between 1962 and 1998. This does not include payment to teachers in High School and ME for 4 to 5 years. The village had received Rs.1, 55,000 as grants-in-aid from the Government and the balance amount was raised through forestry operations. During 1986-90, the villagers could not take up village development activities, as they had to spend quite a lot for resolving cases filed by them and against them in the court. There was no scope for them to think of and spend for village development. After the cases were settled with Kutasingha the villagers chalked out plans for strengthening the village infrastructure.

In 1990 the villagers constructed bathing ghats for both men and women in the pond by spending about Rs.10, 000.00. The Bhagabat Tungi was rejuvenated and a room was constructed on the first floor. Efforts were made to notify Kantapalli as a revenue village but they could not succeed even after spending thousands of rupees. Several times revenue officials investigated the data and took measurements; the villagers spent much money on them. The villagers tried their level best and spent approximately Rs.2, 000 for electricity in the village. A community hall, although not completed, has been constructed with an investment of Rs.57, 000. Since the village is earning money from pisciculture a small house (approximate cost Rs.7, 000) has been constructed near the bathing ghat and used as a watchtower during the night. The women use this as dressing room. A thrift and credit system is being operated by the committee. Soft loan is given to the needy for healthcare, marriage, agriculture etc. Awareness raising programmes on various developmental schemes, environment and forest protection are being organised periodically. Whenever visitors come to the village the committee takes care of all the expenses for hospitality, meetings etc. Roads within the forest are cleaned and maintained every year spending money from the community fund. Cultural programmes such as Nuakhai, Ganesh puja and Saraswati puja etc. are held every year. Independence Day, Republic Day, Environment Day, Vanamohotsava are also celebrated annually.

In Dhenkanal the VSS has received a grant of around Rs. 800, 000 from the Forest Development Agency. This is possibly the highest grant in the division. Some of this money has been used for creation of other community assets apart from the expenditure on supporting forest regeneration activities. The VSS (under exceptional circumstances) allows members to access the forest for timber. But then the amount allowed is very limited. It is charged at the rate of Rs. 10 per log. The VSS also charges Rs. 2 for a head-load and Rs. 10 for a cartload of fuel-wood. The aim is not to maximize revenue from the forest. The fees are charged to ensure regulation over the harvest of forest produce. Only dry wood is allowed for being harvested. If even a twig of greenwood is detected from any member's harvest, then a fine of Rs. 500 is levied. The village is also very vigilant about forest fires. Therefore, the forests surrounding the village have never known any major forest fire in recent times. Bunding has also been done to prevent soil erosion. The focus of the regeneration activities has also not been overtly commercial. Quite a large part of the plantation and regeneration activities has focused on trees that are important from the point of view of subsistence and tradition rather than on commercial value.

Under FDA programme the village has got a good number of assets. Epics like Ramayana, Mahabharat, Veda, Upanishad etc of worth Rs 5000 have been bought by the villagers. In the community these epics are stored and sometimes other community in the nearby villages borrowed those. Similarly the village has got 120 chairs and some long tables which have been used for hiring purposes during different occasions in the village or neighboring villages. Cooking utensils have also been bought by the villagers which are again used for hiring purpose. In the village a community hall is being constructed.

In Dublabeda village of Mayurbhanj the committee has been allotted a Forestry Awareness Centre, a scheme under JFM. Some development activities like cleaning and thinning activities in forest are being undertaken in which the committee members get employment. After several years of protection of forest the villagers are now able to collect fuelwood, NTFPs like siali leaf, sal leaf, harra, baheda, tendu, char etc. They sell those produces in the nearest market and also store for domestic uses. In Koraput, the villagers of Subai have got Rs 20,000 from the forest department towards cleaning activities in the forest. Most of the tribal communities collect NTFPs from the forest for their daily livelihood.

## **2.5. Institutional management**

In all the villages except Kantapalli, the records are kept with the forest department. Accountability has not been maintained always. The communities are not able to present the financial position without the help of the forest official who is the secretary of the committee. The role of the members in the decision making process has always been limited. Another factor is that though women are always considered as key players in conserving forest resources through sustained use practices and emphasis of JFM resolutions on participation of women, their role in the decision making process is still doubtful. It seems their participation in the committees is just for policy sake and the male members play important functions as has always been in past. Participation of women in decision making process is still a matter of concern in the male gender dominated society. However, women participation assumes to be a threat to local or external wood smugglers. Some times some female members of adjacent villages who come with an intention of felling trees, if caught by the watchmen of the committee, protecting the forest, alleged that they are being ill treated by the male members of the committee. To avoid this type of activities, most of the committees involved women and they roam around the forest. But this is not how women participation is desired in the process. In the decision making process there is poor participation of the members of the committee in all the villages. Decisions are more or less taken by the forest department in consultation with the office bearers of the VSS. However president of the committee has very little role in any type of development activities either forestry development or rural development. In all the villages it is found that there is no change in leadership, though elections are held as per the rules and regulations of JFM. It is clear that the elite class of the villages try to keep the portfolios with them. Though meetings are held on a regular basis participation of the secretary is very limited but the registers are kept with the secretary. In Harekrishnapur village, though micro plan has been done, nobody in the committee is aware about the details. It is done in a very superficial way. The women members and the marginal class of people are completely ignorant about the micro plan. This is what the jointness in JFM.

## **2.6. Conflict resolution**

Conflict is a major challenge both for CFM and JFM groups. In Kantapalli village there is an instance of the members of the committee got imprisoned for several years for false cases being lodged by the neighbouring villages. Lakhs of Rupees have been spent from the community fund to release the members from Jail. Gradually the interest of the members of the committee to protect the forest has got decreased but still the unity among them has proved as one of the exemplary forest protection group in India. In JFM villages forest department committed to extend any type of assistance be it legal or financial at the time of constitution of JFM committees. As the years went on the commitments gradually vanished which made the committees disappointing. Now the committee members of Dublabeda village openly declare that all the VSSs in Bamanghati Range of Rairangpur forest division might collapse in the near future if forest department doesn't take adequate measures. Another factor as emerged during the discussion that conflicts within the forest department sometimes creates disturbances in the smooth functioning of VSSs. Lower level forest officials are getting feared to take any action against the victims, felling trees in the VSS forest area. For that the committee members blamed the policies of the forest department. The JFM policy does not empower the committee to take any penal measures against the mafias and there is also no clear law on how the forest department will penalize them. If there is any case of action taken by the forest officials, the DFO and the ACF in some instances does not recognize the efforts of the forester. These are some reasons why the forest officials are not taking any type of risk and this is also the reason of their poor participation.

Mr. Batakrishna Padhi, the then range officer of Badampahad range of Mayurbhanj district motivated the people to constitute VSS in the village and in return assured to help any type of legal support. In 1997-98 two persons from neighbouring village (Upperbeda) entered into the forest protected by *Dublabeleda* VSS for illegal felling of trees. On the way they were caught by the VSS members and instantly the range officer was informed. Unfortunately he was on mobile duty and could not reach on time. In the mean while the villagers, around 500, of *Upperbeda* rush to the spot to release the victims. As *Dublabeleda* is a small village in comparison to *Upperbeda* they scared being caught by 500 members. At that time the RO reached at the spot. Immediately he captured 10 persons who were in the frontline and locked them in a room. He openly declared that if they won't come forward to compromise the case the other members who have been captured would be forwarded to police custody. He also threatened to the mob that if the situation would continue then he would be compelled to use his revolver. Then only some influential persons of *Upperbeda* village tried to calm down the entire mass and came forward for compromise. There are several instances given by the villagers that at the time of urgency the RO arrived at the spot irrespective of any thing.

This indicates that where the officer is very dynamic the programme would definitely bring success. When he was transferred to other forest ranges, the committee was neglected.

## **Issues in JFM and CFM in Orissa**

### **3. Issues in Joint Forest Management**

There are number of issues in joint forest management in Orissa. Some of the important issues as found from the study are discussed below.

#### **Issues emerged during the survey**

The VSSs are unaware of their status, as they don't have the copies of Memorandum of Understanding and also registration certificates. The records of the VSSs are with the Forester as he is the member secretary of VSS. According to the resolution if a VSS performs its duty properly for 5 years then it is eligible for getting the usufruct benefits/rights. The local forest officials are not in a position to give a clear picture on the registration of the VSSs as according to them they have forwarded the applications for registration and MoU to higher ups in the department and they have not yet been communicated on the status. Wherever VSSs have been formed no meeting are being organised by the forest officials on a regular basis, no training has been organised by the department for the VSS leaders or members.

Micro plans have not been prepared in a proper way; wherever it is prepared like in Harekrishnapur it has not been implemented. The micro plan is prepared in Harekrishnapur because it is a member of Forest Development Agency. No thorough training programmes have been organised for these foresters on how to prepare micro plans in community participation. The micro plan is not a comprehensive forest protection, management and conservation plan. It has been prepared to meet the requirements of plantation etc. It is basically a description of activities to be taken up through VSS. VSSs are apparently seen as beneficiaries of employment generation programmes and also the contributors of voluntary labour for forest protection and management. The technology and management responsibility still lies with the forest officials and no efforts are being made to transfer the technology to the VSSs so that they can look into the management of forest such as silviculture, disease control etc.

There are also couple of issues relating to equity and democratic functioning of VSS. The Forester is the Secretary and Naib Sarpanch is the President of VSS. The executive body is hardly elected through a participatory process. The body has tenure of two years but for majority of the VSSs the same old executive body is still operating. The real decision making is with the Forester or Forester and a handful of village elite. The participation of women and weaker sections in the decision making process has been limited in many VSSs.

#### **3.1. Sustainability of JFM Institutions**

The sustainability of JFM institutions is a very specious concept. It is observed that in most of the cases forest department tried to form JFM institutions, as it is their mandate. In many cases the committees were not sure whether it is a resolution or an act as the case in Dhenkanal. In a cluster level meeting held in Dhenkanal the members asked the forest official present in the meeting about the legal stand of JFM especially whether the programme is run through a resolution or any act, policy etc. Absence of legal stand is a serious set back on the sustainability of the programme. The present flow funds to the JFM committees like FDA creates disturbances for smooth functioning of the JFM. The selection of committees who would avail

these development funds is very speculative. The process of such selection of committees sometimes frustrates the adjoining committees. Even where the fund is being utilized, creates a negative impact for the sustainability of the institutions. In Harekrishnapur village of Dhenkanal forest division it is found that the committee might be hampered the day government stops flow of fund. As discussed with the committee members it is found that their interest of protecting forest has increased in comparison to the past when there was no fund from forest department. When they were again asked about the sustainability of the institution after forest department stops flow of fund their opinion was highly disappointing. The irony here is that the department is never thought about the sustainability of the institutions. Mobilizing resources to any committees does not sustain those in the long run. Institutional capacity building, which is very emerging need at the present context, should be clearly understood by the forest department.

### 3.2. Conflict resolution

At the time when the villagers were managing forest with their own initiatives, they developed their own set of regulations for resolving any types of conflicts. They did not depend on outsiders especially the forest department for resolving their conflict. But when the committees were converted to JFM they were highly dependent on forest department for any type conflicts resolution. There was commitment from the forest department during the formation of JFM that as the villages have been facing lot of difficulties in resolving the conflicts, forest department would help them at the time of need. But in practice the number of cases of conflicts are increasing and there are number of conflict cases pending with the forest department. The main functionaries of the committees are being harassed several times at different levels. Usually, a smuggler caught by the committee while felling trees or otherwise, is later handed over to forest department officials if any violence was there. The smugglers by paying a fine or using their political connections get released. The community effort goes in vain. The commitment made by the forest department in the beginning are now passed up. The forest officials most of the times neglect the committees and avoiding to lodge any complaint. It is clearly spelt by the villagers of Dublabeda that the time is not far away when all the JFM committees would defunct.

### General issues

Although there is supposed to be a steering committee on JFM at the state level no one knows what it has been doing for last several years. A working group was constituted by the state steering committee to look into the possibility of implementation of September 1996 resolution in 1997. This group gave their recommendations and some of them were accepted by the steering committee in its September 1998 meeting. Although the working group has recommended that the leadership of VSS should remain with the villagers not with the Naib Sarpancha or the gram panchayat, no step has been taken in this direction. Similarly the Foresters will work as Advisors but nothing has been done. Thereafter a new resolution on JFM and also a new law on JFM were expected but so far no progress has been made in this front. No efforts have also been made to bring in necessary changes in the JFM framework following the guidelines issued by Ministry of Environment and Forest in 2000 and 2002.

Under the existing JFM framework villagers have hardly any tenurial rights over forests. As such there is not much incentive on the members to ensure the growth of forest products on long term basis. Even today the forest department holds most of the controls and power over forests as well as systems of management.

#### **4. Issues in Community base forest management**

##### *4.1. Legal recognition for CFM institutions and management models*

Though there is hardly any doubt about the strengths of indigenous wisdom in effectively managing local natural resources, its acceptance and recognition in the public law framework still leaves a lot to be desired. In Orissa, public law has refused to officially recognize these diverse and heterogeneous initiatives as viable resource management institutions. The reason for such non-recognition could probably be the unidirectional nature and homogenizing tendencies of the modern law making process, which has not been very comfortable with diverse and heterogeneous models. Since forest management is fast becoming a programme-driven initiative, it is convenient for the State Government to recognize and push for one single model of participatory forest management, i.e. Joint Forest Management. Besides, external financial support through different programmes and schemes like the Forest Development Agency are being introduced to counter the non-monetary philosophy behind forest protection and management propagated by the CFM groups. Moreover, external financial support is cleverly used for horse trading, i.e. bringing more and more self-initiated groups into the JFM programme fold.

##### *4.2. Building and managing institutions*

CFM institutions though dynamic need to address certain issues relating to institutional management. They need to bridge the democracy deficit and the process of democratization must inform every layer of decision-making hierarchy. The issues relating to substantive and effective participation of women and other marginalized sections are very much alive today. Leadership question remains unresolved. Institutions are shadowed under the glare of one or two charismatic leaders. Collective leadership is yet to take over the mantle in most areas. Capacities of the leadership need to be enhanced to anticipate the future and strategy formulation and grounding. CFM institutions should strive to acquire basic level of technical competence in forest management.

##### *4.3. Sustainable forest management, benefits and conflicts*

Though local communities have earned accolades across the social spectrum for successfully regenerating the resource, management of forests by these communities remain a contested point. Their technical competence, capacity to raise resources etc are being questioned. Though there are numerous examples to prove this wrong, there has to be some kind of codification of management practices adopted by the local communities. Here the role of the Forest Department and other resource agencies including NGOs is vital in the years to come. The principles and instruments of forest management must be put in place irrespective of who is the manager. Since the guiding principles of management in CFM vary considerably from that of the FD's same set of prescriptive management actions may not be required in community managed areas. The programme driven and fund driven micro plan may not be the answer. A simple demystified forest management plan where the locus of decision making remains in the local communities has to be evolved. The principles of conservation and benefit sharing should be well defined in order to meet the criteria of sustainability and equity. Resource raising is a key element of operationalising the forest management plan. The options and availability of internal resources as well as the dependence on external funds need to be carefully decided by CFM groups.

With the change in resource profile and visible benefits from the forests, conflicts have increased manifold. They need to be managed proactively lest years of effort are nullified. Though social resolution of conflicts till date have succeeded to a large extent over the formal redressal machinery, but stakes were low in the earlier days. High stake conflicts have often slipped out of hands caused immense damage to resource and social harmony.

#### 4.4. Current development strategies/programmes and CFM

CFM practitioners and facilitators need to analyse, gauge and foresee the impact of current forest development initiatives/programmes of the state/Govt. The JFM programme coupled with its implementation under FDA regime poses challenges for CFM. CFM groups complain of dubious methods being adopted to convert the existing CFM institutions to JFM committees. The identity and focus of CFM has been natural regeneration and assisted natural regeneration whereas the spur in JFM is plantation.

In mineral rich states like Orissa, the forest and mineral maps coincide. A development strategy according highest priority to mineral based industries coupled with a renewed international demand for minerals and mineral based products puts forests and forest based livelihoods on the backburner. This is being cited as the biggest threat to CFM. The response of CFM groups must match the enormity of the challenge.

Moreover the entire approach to forestry planning and management need to be analysed and understood by the CFM community in order to appreciate the challenge before them and formulate appropriate strategies. Similarly in policies and programmes, the avowed goal is to promote conservation. In JFM, local communities are motivated to protect and conserve forests. Some years later, the same community realizes that the resource they toiled hard to regenerate is not going to be with them for sustenance and livelihood. The same piece of land is handed over for mineral extraction. No body bothers to analyse the impact on traditional livelihoods, other natural resources and local communities.

Finally forestry is losing primacy/desired attention in overall development especially rural development strategy. "It just contributes one per cent of the GDP; so leave the forests." This is the buzz line and it reflects a mindset. A whole lot of programmes for wage employment/employment guarantee, food security, rural infrastructure development has changed rural psyche and attitudes. This in turn helped in increasing the distance between village communities and forests which could not be achieved through years of law making. Hence the challenge before CFM is manifold and multidimensional. Lot of thinking, debate and, of course, struggle need to go before we really establish and secure CFM in the policy plane. The workshop is an effort in that direction.

#### **5. Policies governing NTFP Management and trade**

In order to streamline the system of collection and disposal of NTFP, which are major source of livelihood of the rural poor in Orissa, and to follow the mandate of PESA, 1996, the State Govt came out with a new policy guideline on 31.03.2000. The policy gave ownership rights over MFP to the Gram Panchayat not only in scheduled areas but also in the entire State. The state continued to manage and trade Kendu Leaf, Bamboo and Sal Seed as these are the nationalised NTFP. In November 2002 government of Orissa came out with another rules called Orissa Gram Panchayats (Minor Forest Produce Administration) Rules. Now GPs are

bestowed with ownership, control and management of 68 minor forest produces, of which the price fixation are being done by the panchayat Samiti.

#### 5.1. Issues faced by Gram Panchayat on ownership, control and management of MFP

- There is very limited awareness and understanding among the PRIs on MFP, rules and regulations on MFP. Inadequate efforts have been taken both by the government and PRIs to sensitise Gram Panchayats on their duties and responsibilities in management of MFP.
- GPs are involved in implementation of many anti-poverty and social security schemes. Sarapanch and Secretary are already over-burdened and they are not showing keen interest in management of MFP rather they are more interested for additional development programmes to be implemented in their Panchayat. Apparently MFP does not fit into their priority.
- The role of GP has been limited to only registration of traders and collection of registration fee of Rs. 100. Beyond this they don't monitor the activities of the traders in procurement of MFP in the Panchayat area. GPs don't do it because they claim that they have not been provided with appropriate power to control the traders.
- The GPs can't penalise or take any action against the traders who exploit the primary collectors by way of a) paying less than the minimum procurement price fixed by the Panchayat Samiti; b) procuring the MFP through barter system i.e. exchanging MFP for salt; c) procuring the MFP using non-standardised weights and measures; d) procuring the MFP without registering themselves with the Gram Panchayat; and e) refusing to buy different MFP for the shake of poor quality. The GPs have to depend on the DFO for taking action against the offenders.
- If the primary collectors and SHGs collectively bargain with the traders for fair price then the traders don't come to the area for buying MFP. There is no alternative buyer or arrangement available to help the primary collectors to sell their produces.
- It is very difficult to monitor the activities of the traders as they don't report to the GPs from where they are buying, what quantity and where they are storing the produces.
- The GPs can't collect royalty or revenue other than Rs. 100. The traders by paying Rs. 100 take away truckloads of MFP from the area.
- For the procurement and storage of Mahua flower there were couple of problems raised by the participants. The traders registered with the GP for procurement of Mahua flower were harassed by the excise officials. The registration by GP does not mean anything to the traders as well as to the excise officials.
- Fixation of price is not done in time by the Panchayat Samitis and after fixation of prices it is not properly disseminated to the GPs. The GPs also don't take appropriate measures for informing primary collectors on the price fixed. There is no proper guideline for fixation of prices at the Panchayat Samiti level. They just review the previous year's price and declare the same price or that with little modification.
- MFP has not been properly defined and important MFP like kendu leaf, sal seed and bamboo are not yet been transferred to the Gram Panchayats.

## **Recommendations**

The policies and practices relating to JFM should change and the frontline forest officials should be given adequate flexibility and scope to implement the program. There should not be any target chasing approach. The capacity of the forest officials needs to be enhanced and basic minimum resources are to be available to them to carry out the activities. Any information relating to participatory forest management should flow down below to the level of the Forest Guard. The lower level forest officials should be in a position to decide the nature and extent of JFM program in their area of operation. They should undertake forest protection and management involving communities based on the local needs. Adequate time has to be there to undertake a process of social mobilization, which would definitely start the program with clarity of duties and responsibilities, and in a more organized manner than now. The lower level forest officials need the consistence guidance of their seniors in establishing JFM. Another important area needs attention is that the program has to be planned in such a way that the VSS should get some short term benefits from forest protection. They need not wait for 20-30 years to get share from the final harvest. According to the forest officials working with the communities, it is difficult to motivate villagers for protection of forest without giving them incentives.

From the community's perspective, they need tenurial security to protect and manage forest, which would give them incentives and powers to protect and manage the forest. They need the support the forest department whenever there is conflict with the neighbouring villages or with timber smugglers etc. More than finance the support required is the legal and moral powers from the government to protect forest. In case of highly degraded forest there is the need of financial support to raise plantation and treat the land and forest. The JFM should not be viewed as a project rather a process to protect, manage and conserve the forest resources with a focus on strengthening forest based livelihood.

### ***Specific changes in the policy***

There should be separate act/rules and guidelines on JFM, which needs to address the issues relating to tenurial security.

### **Institutional management**

The members of the VSSs should be completely aware about the rules and regulations of JFM. Women, landless and the marginal section of population should be trained to participate in the decision making process. The roles and responsibilities of forest department should be clearly spelt out. The secretary has to attend the meetings of the committee regularly. Record maintenance has to be kept with the community. They should not depend upon the forest officials for day to day activities. The members of the committee should be trained with forest management processes like cleaning thing, silvicultural operations etc. There should be a rotation of leadership within the committee. It should be not be restricted to the elite class of people in the village. necessary arrangement should be done with proper dialogue with forest officer and the committee members. Emphasis should be on sustainability of the institution which is a very important aspect that found in the study.

### Powers of VSS

VSS should be conferred following powers for better offence detection and control.

1. Power to seize and auction illegally collected material from VSS areas and retain the money from such auction.
2. Power to seize weapons used in such collection/felling.
3. Power to impose and collect fines upto a certain limit for offences.
4. Power to maintain an offence register which will be recognized in a court of law.

### Preparation of Micro plan

Each VSS whether covered under FDA or not, should have a micro plan for comprehensive protection, management and conservation of the allotted forest. Since it is a micro plan it should be for 5 years with a scope for annual revision. There should be a time limit for preparation of micro plan from the date of constitution of VSS. This should be prepared by the VSS with support from forest officials. Participatory processes need to be followed for preparation of micro plans. The VSS members need to conduct series of meetings within the area to arrive at strategies and activities for forest management. The forest officials have to build up the capacity of the VSS to prepare the plan and monitor the process of preparation of these plans. Necessary capacity building of the forest officials has to take place. If there are NGOs working in the VSS area then they may be engaged in helping the VSS in micro plan preparation. VSS should have the freedom to raise money to implement the micro plan.

### Benefit sharing arrangements

VSS should have the freedom in deciding the benefit sharing mechanism among its members. The issue of major harvest/final harvest should be left to the VSS to decide. The Govt. can impose well defined sustainability criteria which can be incorporated in the micro plan. Similarly it can impose a tax on commercial transactions involving timber.

### Recognition to community forest management initiatives

The present JFM framework does not recognize the widespread community forest management initiatives in the state. Some of them are more than two decades old and hence precede JFM. These are product of history and have features of JFM. But there are myriad institutional and management diversities. They can not fit in into JFM as such. They have successfully rejuvenated forest resources and zealously protect their freedom and hence undue interference from FD. There is a lot to be learnt from these initiatives. For long they have been agitating for legal recognition. Govt. of India guidelines of February 2000 has recognized these initiatives. It is time the Govt. of Orissa flaunt these unique initiatives as its strength and hence accord legal recognition. There needs to be a separate legal arrangement to recognise the communities engaged in forest protection, management and conservation. The following suggestions may be considered by the state.

1. A comprehensive survey of community forest protection initiatives has to be undertaken by the state engaging the Forest Department, Civil Society Organisations and Academic institutions. This would provide the state a real state of affairs of the community based forest management. This also involves demarcation of the forest areas protected and managed by different communities.

2. These communities may be protected through law/rules to continue their forest protection and management initiatives without any changes in their area, institutional arrangement and management practices. These communities may be educated and trained for required modification of protection and management practices where they are not in conformity with sustainable forest management requirements. There should not be any imposition of JFM in these areas. There should be any effort for formation of VSS taking one or two village(s) from a collective forest protection initiative.
3. There may be a divisional level steering committee both for JFM and CFM groups to monitor and evaluate their interventions and guide them for sustainable forest management.

#### Plan for NTFP management and trade

4. At the policy level the GP should be empowered by civil society organisations, marketing agencies like ORMAS, TDCC etc on effective management of MFP. Instead of minimum procurement price of MFP, the state government may think over on minimum support price for the produces and for that there should be budgetary provisions. All the market promotion agencies should have the mandate of procuring the produces collected by the primary collectors.
5. Most of the produces dealt by the villagers are raw and they should be encouraged for a shift to enterprise development. The forest protection committee or the SHG in the village should be trained for negotiation with financial institutions. The NGOs working in the area should constantly train them on the nature of enterprises possible in the village and also create avenues for marketing the produces.
6. Sustainable harvesting practices which is a buzz word and discuss in various fora has not been followed by the villagers while harvesting of produces. At the time of demand most of them follow destructive harvesting. So a booklet on scientific harvesting methods on some selected produces like mahua, char, medicinal plants should be circulated among them in local dialect.
7. The villagers are not aware about the present price fixation mechanism. Even whatever prices are being fixed are most often violated by the traders. So the villagers themselves should be involved in the process. They should go for a potential mapping of NTFP available in their territory. Based on that the findings they could suggest the prices of NTFP to the GP and GP in turn can discuss with Panchayat samiti while fixation of price. In the process of price fixation some facts like marketing arrangement, transportation facility, production and potential figures should be taken care off.

#### Points need to be addressed in the long run

8. **Developing a forest management plan-** though there is long history of protection of forest by the communities the ecological sustainability of forest is hardly looked after either by the forest department or by the communities. Similar is the case of NTFP management. There is no proper harvesting method for procurement of NTFPs. Even when there is high demand in the market the communities are forced to follow destructive harvesting for collection of such produces. So the need of the hour is to develop a detailed guideline/manual for the communities, engaged in protection of forest. This includes the NTFP manual, institutional manual etc. This should be developed in a participatory approach. The communities themselves should be involved in the process of developing the manual, the activities like preparing an inventory of forest species, vegetation mapping should be developed in association with the communities. This in long run will help the communities in

managing the forest ecologically. This will also help in increasing the productivity of the forest as well as the income of the villages.

9. **NTFP resource/training centre-** The institutions involved in procurement and management of NTFP like TDCC, TRIFED, ORMAS and Gram Panchayat after the promulgation of PESA, should develop a plan to monitor the NTFP activities. The plan should include the assessment of both production and potential of different produces, training arrangement for the primary collectors on value addition, standardization, harvesting methods etc. Proper arrangement should also be done for marketing of produces.
10. **Research and database-** At present there is no organized database on the potential and production of NTFP. There is no reliable figure on extent of dependency of primary collectors on NTFP and the status of different NTFPs like endangered, extinct etc. The need of the hour is developing a database on NTFP. Value chain analysis should be done for some selected NTFPs so that the primary collectors rely on those produces would get more prices.
11. **Product development** – for some selected NTFPs like mahua, chironjee enterprise initiatives should be taken into consideration so that more primary collectors could be engaged in the process and the product would have more market value. The capacity of the primary collectors should be built for that. They should also be linked with financial institutions for mobilization of resources for the proposed activities.

## Annexures

### Annexure-1

#### **List of persons/ institutions contacted**

1. Mr. Sashi Paul, DFO, Dhenkana
2. Mr. Panda, ACF, Rairangpur
3. Mr. Maharana, ACF, PCCF Office
4. Mr. Behuria, ACF, Jeypore
5. RCDC, Bhubaneswar
6. Vasundhara, Bhubaneswar
7. Gram Swaraj, Bhubaneswar
8. PIPAR, Dhenkanal

### Annexure-2

#### **References**

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### **Annexure-3**

Format for developing case studies on Joint Forest Management (JFM) and Community Forest Management (CFM)

#### 1. General Information

		Total Population	Number of Households
Name of committee----- (Primary forest user)			
Neighbouring communities (Secondary forest users)	1) -----	-----	-----
	2) -----	-----	-----
	3)-----	-----	-----
Distance of forest from primary community		-----km	

#### 2. Demographic Information of the committee

Category	Male	Female	Total
General			
Backward Castes			
Scheduled Castes			
Scheduled Tribes			
<b>Total</b>			

#### 3. Village information

- a) Occupation
- b) Literacy status
- c) Land holding size
- d) Village resources

**4. Information on forest** (*develop a forest map of the surrounding forest indicating type of forest, species spread and composition, plantation activities, NTFP pockets etc*)

Total forest area	
Area under protection by the committee	
Type of forest protected by the committee- Reserve, protected and village forest	
Traditional rights on forest	
Details of the committee – year of formation, registration etc	
Legal documents such as MoU, registration certificate	
Important species found in the forest	
Availability of NTFP	

**5. History of forest protection (develop a time line)**

- 4.1. How the forest started degrading?
- 4.2. What was the reason for degradation?
- 4.3. What are the initiatives taken by the village to protect the forest at that time?
- 4.4. What are the motivating factors that influenced the villagers to protect the forest?
- 4.5. What was the role of the forest department?

**6. Institutional arrangement**

- 5.1. What is the type of institution? Detailed description of the institution.
- 5.2. What is the structure of the institution including the general body and executive body? Mention the social composition (caste/ tribe) of both the executive and general body.
- 5.3. How the institution was formed and when formed. Discuss the process of formation of the institution.
- 5.4. What are the activities undertaken by the institution both for forest management and institutional management?
- 5.5. Whether meetings are held regularly?

- 5.6. Do women participate in the meetings? If yes whether participate in the decision making process?
- 5.7. Define the details of decision making process in the institution?
- 5.8. Whether elections held regularly in the committee? If yes, mention the details of the office bearers since its formation. Whether there is any change in membership in the executive body?
- 5.9. What are the efforts taken to build the capacity of the institution?
- 5.10. Discuss the achievements of the institution
- 5.11. Effectiveness of the institutions
- 5.12. Issues involved

## **7. Forest management**

- 5.13. What is the mechanism adopted by the committee to protect the forest?
- 5.14. What are the rules and regulations developed by the committee to protect the forest?
- 5.15. What are the major issues involved in protection of forest?
- 5.16. What are the activities undertaken for forestry development/ forest regeneration?
- 5.17. What are the species regenerated in the forest because of forest protection?
- 5.18. Is there any plantation or natural regeneration in the forest?
- 5.19. What are the other activities undertaken for forestry development like soil conservation, water conservation etc.
- 5.20. What rules/ management/ operational plan have been developed to manage the forest?
- 5.21. Whether the plan is written or mutually agreed plan? (Collect a plan available with the committee)
- 5.22. Whether the management plan has been developed by the villagers themselves or jointly by forest department and the community?
- 5.23. What is the process of development of the management plan?
- 5.24. How is the forest being managed at present?
- 5.25. What are the benefit sharing mechanism on NTFP, timber, poles, fuel wood etc?
- 5.26. Whether any final felling done in the forest protected by the committee? If yes, how much the committee has got from the final harvest?
- 5.27. What type of conflict does the committee face?

5.28. What are the processes of resolving those conflicts?

5.29. What are the conservation efforts taken by the committee?

5.30. Is there any patch in the forest, which is left undisturbed by the committee?

5.31. What are the sacred grooves conserved by the committee and what is their composition?

5.32. What are the efforts taken by the committee to conserve wildlife?

### 8. Achievements and failures

Achievements of the committee	Failure	Challenges ahead

### 9. Development activities undertaken by the committee

Year	Forestry development		Village development	
	Activity	Amount	Activity	Amount

### Annexure-4

#### **Orissa**

	District	Geographic Area (sq.km)	Reserve forest	Protected forest	Other forest	Total forest area (sq.km)
1	Angul	6232	1760.76	285.2	670.86	2716.82
2	Balasore	3634	202.69	21.54	107.98	332.21
3	Bargarh	5834	583.52	451.19	181.42	1216.13
4	Bhadrak	2677	0	36.94	60.13	97.07
5	Bolangir	6569	1105.68	3.63	434.54	1543.85
6	Boudh	3444	983.33	43.48	250.36	1277.17
7	Cuttack	3733	522.39	101.41	164.1	787.9
8	Deogarh	2784	578.4	243.86	737.96	1560.22
9	Dhenkanal	4595	1141.02	13.78	582.82	1737.62
10	Gajapati	3850	416.89	1257.56	794.53	2468.98
11	Ganjam	8706	1485.69	1310.9	353.31	3149.9
12	Jagatsinghpur	1973	1.23	87.83	43.86	132.92
13	Jajpur	2888	6.35	299.32	419.6	725.27
14	Jharsuguda	2200	35.53	109.97	56.94	202.44
15	Kalahandi	8364	1449.03	801.88	287.1	2538.01

16	Kandhamal	7650	2010.06	1783.3	1916.47	5709.83
17	Kendrapara	2548	14.49	189.89	43.67	248.05
18	Keonjhar	8303	1834.09	494.43	768.66	3097.18
19	Khurda	2889	298.81	209.87	109.99	618.67
20	Koraput	7897	478.86	984.58	416.09	1879.53
21	Malkangiri	6190	352.44	1602.53	1400.91	3355.88
22	Mayurbhanj	10418	3330.14	245.06	816.93	4392.13
23	Nabarangpur	5294	535.34	685.77	1241.62	2462.73
24	Nayagarh	4242	1301.99	323.61	455.37	2080.97
25	Nuapada	3408	0	1504	345.69	1849.69
26	Puri	3051	15.66	85.88	35.56	137.1
27	Rayagada	7581	771.62	1147.19	893.52	2812.33
28	Sambalpur	6698	2151.71	363.01	1117.05	3631.77
29	Sonepur	2344	309.52	0	106.26	415.78
30	Sundargarh	9712	2651.88	896.85	1468.59	4957.32
	<b>Total</b>	<b>155707</b>	<b>26329.12</b>	<b>15524.46</b>	<b>16281.89</b>	<b>58135.47</b>