Chapter 5

PEOPLE'S PARTICIPATION, FD ROLE AND FOREST PROTECTION IN JORANDA GANDIA
PEOPLE'S PARTICIPATION, FD ROLE AND FOREST PROTECTION IN JORANDA-GANDIA

After independence up to seventies and eighties forest cover was not a concern for Gandia/Joranda-Gandia in particular. Its forests were dense and its wild life was rich. And forest produce was available in plenty. FD and village community managed the forests, for state requirement and for villagers' requirement, under the class, reserve forest, open forest and village wasteland or village forest. First two were treated as forest and FD did not recognize the last one as forest. The forest attached to most villages or groups of villages in Gandia/Joranda-Gandia, were not classified as forestland; they were classified as "cultural wastelands" or "tree lands and miscellaneous growth".

The villagers had access to these nearby village forests and their produce. The village forests used to meet the requirement of the villagers in respect of fuel wood, small timber, grass, fruit, seeds, gum, etc. Fuel wood was locally available at a cost no more than the effort of gathering it.

When the population started growing at a faster rate, towards the end of eighties its population was became high and it created additional presser on land for housing, cultivation and growing cattle population. Further more lack of land reform, modern means of cultivation, irrigation, there was no increase in agricultural produce. Other avenues of income for Gandia/Joranda-Gandia people were almost nil, due to lack of industry and uneducated untrained population. Therefore, poverty or economic unrest ness was very high, which
induce people to exploit forest for their livelihood, and which resulted in degradation and partial degradation of forest.

The gradual disappearance of village forests from the Gandia/Joranda-Gandia bloc, was also due to over-exploitation of industrial woods and local and non-local market pressure for timber and non-timber forest produce, illegal failing, the increased need of fuel wood and excessive grazing. In the wake of the disappearance of village forest the entire pressure shifted to the reserved and other forests controlled by the FD causing their degradation.

The fast rate of deforestation has led to several repercussions. The section of the village population, which used to depend for their livelihood on the village forest by collecting and selling fuel wood, lost its source of sustenance. The villagers still depend on wood as the main source of domestic energy, particularly for cooking, which became extremely scarce. Villagers, particularly the women have to travel long distances to obtain head loads of twigs for their hearths.

Cow dung, which was supposed to be used as fertilizer for increasing agricultural production, burned in the village hearths. Some villagers started paying inflated prices for building materials, for which they depends on forest environmental conditions are also deteriorated. Understanding the urgency of the effort was made to reverse the trend, with the social forestry towards second half of the eighties.

**Aims and Objectives and Characteristic of Social Forestry**

The policy-maker realizing the home realities at local and national level, like increasing population, increasing poverty among forest dependant communities, decreasing forest cover and shifting pressure from village forest to reserve forest, identified some aims and objectives for social forestry, keeping in view 1952 National Forest Policy recommendation:
1. To increase forest cover up to 33% of total land of the country;
2. To protect existing forest cover from people's need based pressure;
3. Sustainable production of forest produce;
4. Rural development or poverty alleviation;
5. To restore ecological balance or in other words to say, aims and objectives of social forestry basically were directed for alleviation of poverty among forest dependant communities, empowerment of forest dependant economically creating new source of forest produce and to reduce pressure from reserve forest in order to restore ecological balance.

The characteristic found in general in all the type of social forestry are, “social forestry is forestry for the people and by the people”. In social forestry the people are the direct, and not the indirect beneficiaries, as in the traditional forestry. It is therefore social forestry cannot develop without full participation of the people.

It is forestry on a small scale. It is an undertaking by an individual, a household, a group of households or a community. It is therefore, limited in scope and scale as production inputs are limited in the hands of these entrepreneurs. If resources are made available, either through community or governmental action, the scale can be increased. The poor, represented by individuals, households or rural communities, cannot wait for a long time for harvesting from social forestry undertakings. Therefore, the species have to be fast growing, early maturing and with multipurpose yields such as small dimension, timber and poles, fencing, fuel wood, leaves for fodder and organic fertilizer and flowers and fruit for food. The harvest should be extractible by in-house labor as a family enterprise.
Unlike traditional forestry practices, social forestry may range from mono cropping with multiple use goals (fast growing tree species for fuel wood, poles and fodder) on one end to multiple or integrated cropping systems for a multiplicity of uses (trees integrated with food crops for wood, food, fodder and green manure production). In traditional forestry local people only serve as hired workers of government organisations or of corporate bodies, which plan, implement and manage the forest. Social forestry, on the other hand, the villagers takes the prime initiative of planning and managing their projects.

The land used for social forest is could be privately owned, community or clan owned, or government controlled, in the last case, the land has to be accessible to forest dependent. In brief to say, social forestry is a small-scale land-use operation ranging from pure forestry to integrated agro-forestry, planned and implemented by individual villagers or communities to yield products and services for their primary use and benefits.

Although social forestry was implemented in Orissa some where in first part of eighties, but in Gandia/Joranda-Gandia it was brought in second half of eighties. Till the beginning of social forestry phase two (J F M) in 1993, social forestry was implemented involving 14 V F C, 6 G P, in the area of 100.200 ha. The detail has been cited in table 5.1 below:
Table-5.1
LIST OF VILLAGE FOREST

<table>
<thead>
<tr>
<th>Name of the Range</th>
<th>Name of the Tahsil</th>
<th>Name of the G.P.</th>
<th>Name of the Village Forest</th>
<th>Year</th>
<th>Area in Ha.</th>
<th>Notification No.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sarangi</td>
<td>Dhenkanal</td>
<td>Kasipur</td>
<td>Bhaliapat</td>
<td>89-90</td>
<td>5.00</td>
<td>F</td>
</tr>
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<td>Kasipur</td>
<td>Bhaliapat</td>
<td>89-90</td>
<td>5.00</td>
<td>E</td>
</tr>
<tr>
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<td>Kasipur</td>
<td>Baliapat</td>
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<td>Kaluria</td>
<td>Latadeipur</td>
<td>85-86</td>
<td>5.00</td>
<td>F</td>
</tr>
<tr>
<td>Sarangi</td>
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<td>Mandar</td>
<td>Mandar</td>
<td>90-91</td>
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<td>Deulasahi</td>
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<td>F</td>
</tr>
<tr>
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<td>Dhenkanal</td>
<td>Mandar</td>
<td>Chitalpur</td>
<td>90-91</td>
<td>10.00</td>
<td>F</td>
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<td>Dhenkanal</td>
<td>Pingua</td>
<td>Karanda</td>
<td>88-89</td>
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</tr>
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<td>Sarangi</td>
<td>Dhenkanal</td>
<td>Bidyadharpur</td>
<td>Jhili</td>
<td>87-88</td>
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<td>F</td>
</tr>
<tr>
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<td>Dhenkanal</td>
<td>Bidyadharpur</td>
<td>Jhili</td>
<td>88-89</td>
<td>10.00</td>
<td>F</td>
</tr>
<tr>
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<td>Dhenkanal</td>
<td>Joranda</td>
<td>Atinda</td>
<td>85-86</td>
<td>3.50</td>
<td>F</td>
</tr>
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<td>Château</td>
<td>85-86</td>
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<td>Joranda</td>
<td>90-91</td>
<td>5.00</td>
<td>F</td>
</tr>
</tbody>
</table>

SOURCE

So far as social forestry component model and plantation type are concerned, there are five basic models of forestry component found across the state. These five basic models of social forestry component were made on the bases of, nature of plantation, benefit directed for, mode of implementation and type of participation involved. Those are:

1. Community woodlots;
2. Farm forestry;
3. Departmental forestry;
4. Tree tenure forestry;
5. Participatory management of degraded forestlands.

But out of these five models of social forestry component, in
Candia, community woodlot, farm forestry and participatory management of degraded forest land were three models implemented predominantly.

Under the social forestry scheme variety of plantation were undertaken to achieve its socio-economic and ecological objective. Those are "Block Plantation" on government land of various descriptions, such as degraded forests, tank foreshores, village commons and "Strip Plantation" on government land like roadsides, sides of railway lines, banks of canals and other water courses, and shelter-belts and other wind affected areas. Plantation on private lands, i.e., farm forestry, plantation for soil and water conservation, plantation for recreation, like plantation in city and institutional plantation, plantation around factories for pollution control and environmental amelioration.

In case of Candia, plantation were made on village waste land, river bank, cannel side, road side, barren hill, government land, degraded forest etc. Under the seemed village woodlot, reforestation, forest farming for rural poor, rehabilitation of degraded forest, barren hill plantation and the species utilised for plantation were predominantly, non-local, non-NTF producing, non-MFP producing.

However, as per the FD record, the plantation were successful considering the rate of survivals of plant, at the time of handing over the plantation to vfpc or declaring the plantation as village forest. But in 2004 and 2005 present researcher on his visit to village forest, which were planted in between second half of eighties and first half of nineties were found, most of the village forest were either degraded or partially degraded.

A detail status of village forest created under social forestry scheme and included under JFM since 1993 are given below.
Table- 5.2

Status of the Social Forest Components of VFC/VSS

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>Name of Component</th>
<th>Percent of Villages under different components</th>
<th>Percent of Status</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Degraded</td>
</tr>
<tr>
<td>1</td>
<td>VLW</td>
<td>53.6</td>
<td>58.21</td>
</tr>
<tr>
<td>2</td>
<td>Refo\n</td>
<td>13.6</td>
<td>70.59</td>
</tr>
<tr>
<td>3</td>
<td>RDF</td>
<td>13.6</td>
<td>82.35</td>
</tr>
<tr>
<td>4</td>
<td>FFRP</td>
<td>13.6</td>
<td>58.44</td>
</tr>
<tr>
<td>5</td>
<td>Regeneration</td>
<td>2.4</td>
<td>33.333</td>
</tr>
<tr>
<td>6</td>
<td>BHP</td>
<td>1.6</td>
<td>50.00</td>
</tr>
<tr>
<td>7</td>
<td>Silviposture</td>
<td>1.6</td>
<td>50.00</td>
</tr>
</tbody>
</table>

VLW: - Village Woodlots
Refo\n: - Reforestation
RDF: - Rehabilitation of Degraded Forest
FFRP: - Forest Farming for the Rural People
BHP : - Barren Hill Plantation

Source²

However, on the inquiry regarding degradation of village forest and benefit obtained from village forest, people of the concern village stated, village forest were got degraded due to inadequate protection, timber theft, over grazing, excessive fuel wood collection by villagers, direct or indirect involvement of some influential person of the village, VFPC-VSS member, neighboring villagers and FD official's in theft and obtained benefit were, only in the form of domestic fuel wood and fodder for animal.

Further more in reference to social forestry objective recommended and social forestry objective achieved reveals contrary facts, like:
1. Sustainable production objective;
2. Rural development-poverty alleviation;
3. Ecological objective;
It can be said that the production objective basically directed for self consumption and surplus income, but in the case of Gandia/Joranda-Gandia neither there is any sustainable flow of timber, fuel-wood and minor forest produce for self consumption, nor any thing for surplus income from village forest. There is nothing left for self-consumption and surplus income, the social objective-rural development objective remain unfulfilled. Last five years data of rain fall, temperature and under ground water table also reveals a negative trend, which is evident from table-4.13 and table- 4.14, so there is nothing to say, ecological objective either fully or partially achieved.

Thus considering degradation of village forest, cause of village forest degradation as explained by villagers, species utilised for social forestry plantation, benefit obtained from village forest and objective recommended and objective achieved of social forestry, it can be said that there are some underlying causal relations in between these events, which have contributed for the failure of the social forestry.

Under the social forestry, although there were some creation of common resource (village forest) but not in response to:

1. People's need;
2. Poverty level in the society;
3. Percentage of forest dependant communities in the aeria;
4. Past difficulties, that have FD experienced or uncounted in the locality:
   (a) Growing need of growing population;
   (b) Excessive timber exploitation laid to degradation of forest;
   (c) With the existing forest cover, local and non-local timber requirement cannot be mate;
   (d) Decreasing supply of NTFP and MFP items;
   (e) Decreasing concern for the forest in respect to, ecological utility;
   (f) Decreasing non-material utility of the forest like, recreational,
aesthetic and religious utility;
(g) Inadequate and untrained staff;
(h) Level of people's participation in forest conservation.

Hence in view of above facts, it can be said that these were some of the indications for pre-existed contradiction or inconsistency in between requirement for a success project and the way it is planned, executed, monitored and evaluated.

Social forestry in Gandia/Joranda-Gandia and Orissa involves a few instruments and events, which play central role to make a project success or failure.
Those are:
1. FD;
2. VFPC;
3. Social forestry guideline;
4. Village resource plan;
5. Joint management plan;
6. Selection of villages;
7. Selection of beneficiaries;
8. Assessment of land available for various components and identification and demarcation of areas to be planted;
9. Choice of plants, planning and organisation of the nursery and planting operations;
10. Raising planting stock – the nursery work;
11. Designing the plantation and preparing the planting site – pits, soil Conservation measures, etc;
12. Establishing the plantation;
13. Management of established plantation;
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Village Resource Plan and Social Forestry in Gandia/Joranda-Gandia

Village resource planning basically a micro level planning, which plans at grassroots level to make project success. Prior to execution of any project it investigates some factors that may be a cause of success or failure.

These are:
1. Identification of a village that got an identified need for the project;
2. Suitability of the project on the basis of available resource in the village. It includes biological, physical and human resource;
3. Acceptability of the project in respect of political, social, ecological, commercially viable and technically implemental;
4. Evaluation of current supply and sought fall of forest produce;
5. Evaluation of willingness and capacity to participate in the project.

For the proposed investigation there are three sets of questionnaires, which altogether constitute village resource plan.

They are:
1. Resource inventory;
2. A household scheduled on needs and demand;
3. A group schedule on needs and demand. And this data are to be collected from primary and secondary source, with the means of direct contact, with the related offices and through direct observation with concern village.

Resource Inventory

Under the resource inventory data collected or data furnished were-
1. General Information:
To form an idea about the village and its inhabitants some general information must be collected. Information about the communication facilities, post office, nearest town, Police station, population (both
people and cattle), population composition, etc. it can be collected from related offices.

2. Land resource:
Data on land it includes, land available, land type, land location, land under encroachment, land fertility, land under dispute and villagers right over land. Land being the most important requirement, all these information are crucial to make the project a success;

3. Topography and climate:
Data collected under this are -suitability and non-suitability of topographic and climatic factor;

4. Biological Resources:
Survey of biological resources in the village is necessary from several angles; three of them shall be considered here:

(A) To find out if there are any tree species which have been grown earlier by the villagers or which are specially suited to the environmental conditions at the project site, or which produce amenities which are in special demand by the villagers;

(B) To find out if seeds or seedlings of the species in demand can be supplied in sufficient quantity and at a reasonable cost. The supply of seeds is an aspect, which is frequently over-looked when planning for a plantation activity, and it must be ascertained that sufficient seed of the right origin and quality can be obtained at the right time;

(C) The pressure on land from the animal population of the village must be determined. This is important in order to assess the need for special protective measures and/or whether there will be any problems with grazing in the plantations. Plants used as live hedges
for protection of plantations can also be identified.

5. Availability of Material and Equipment;
During the plantation and nursery activities, different types of equipment are required, like ploughs or tractors, bullock carts for transportation, spades, pumps for watering, etc, were needed. If these materials are available in the village either free of cost or on hire bases they should be utilised Instead of getting the material from outside;

6. The village. Water Resources;
Water is needed during the operational stage. It is important to know the sources of water available for the nursery activity and sometimes at the plantation site;

7. The survey of Human Resources;
The most important single factor for carrying out any programme is based on an involvement of the whole community and participation of the villagers. It is therefore necessary to collect information about the people living in the village in several areas.

Numbers of male/female by age groups must be Availability of labour (skilled and unskilled) in the village, both male and female Educational status and information regarding available organisation to participate, and to know pattern of leadership. These data useful to identify economically weaker section of the village, and to whom, economical benefit from social forestry can be directed. Identification of NGO and pattern of leadership will help to induce motivation and training among villagers.

**Household and Group Schedule**
The household and group schedules consists of two special questionnaires. These proforma are to be together with special checklists, to find the opinion of the villagers on the demur different
forest products, what their needs are and how they conceive participation if the Project comes to their village.

This means that, in comparison with the resource inventory more micro data shall to be collected for the schedules and the mode of data collection shall have to be different. For this need/demand inventory a dialogue must be opened with the villagers and from the interview situation, the VFW will have to assess the extent of their participation:

1. Socio-economic conditions in the village;
In the first part of the two questionnaires information on the social structure, economic condition of the village data are collected. Caste structure, communal relation cooperation, inter-caste relationship, etc., are important to decide, how villagers will participate in a participatory management system.

All efforts must be made during the planning stage to find out if there are any hidden conflicts in the village. In case of an identified conflict, this must be a warning sign for undertaking any enterprise. Social forestry policy being aims at, to eradicate poverty from forest dependant community, it need to collect data on economic condition of the village and forest dependant community.

2. Needs and Demands of the People, The needs of people, which can be obtained through the Social Forestry Project, must be determined. The first step is to determine the major products and benefits which are required, fuel, fodder, timber and employment for the different groups. The demand should be compared with the subjectively assessed supply situation to determine priorities and the size of the programme needed. At the same time the interest of the different groups should be found out.
3. Benefits and Participation:
Any rural development programme the direct benefits are often easy to identify. But there are a number of indirect or not easily observed benefits such as improvement of environment, re-introduction of lost plants of religious or social importance, etc. The use of an existing wasteland will directly give real benefits to the village. But if the products obtained from the plantations are not distributed or given to all people of the village, the chances of participation of people and their long-term interest will be uncertain. Therefore, it is important to find out how and in what form the people want to participate, as this, to a large degree, will solve many of the inbuilt conflicts which are present when a common property resource is taken into use. One must find out the villagers agree that the suggested wasteland should be taken up and whether they have any doubts about this. One also has to find out in exactly what way they can participate. Without a commitment to protection, management and replanting after harvest, the Project cannot be successful. If the Project in any way goes against the will of the people, it is foredoomed.

One has to find out what types of trees the villagers want in the plantation. Issues related to sharing of produce and how this should be done must be found out. Distribution models must be discussed and the agreements between the Project and the village must be made clear to everybody. Such issues are treated in village resource plan and also found in the guidelines to conduct the interviews, which also a part of micro plans.

How ever, in view of village resource planning and people's response regarding degradation of village forest it can be said, there are some data insufficiency, data contradiction and improper data analyses.

Village resource planning under resource inventory recommends to collect data to find out if there are any tree species which have been
grown earlier by the villagers or which are specially suited to the environmental conditions at the project site, or which produce amenities which are in special demand by the villagers. Where as from personal visit and from people's response, it was found FD mostly utilized non-local and non MFP producing species for social forestry project plantation. In respect of animal population, village resource planning recommends to collect data on animal population, to determine presser on land and to determine fodder requirement, but neither there is any recommendation to collect data on growing cattle population ratio nor there is any data recorded in this regard. Further, under household and group schedule, village resource planning recommended to collect data on social structure, i.e. caste structure, communal relation cooperation, inter-caste relationship, to identify tension, which may gave rise to conflict over common resource. Where as, there were some social forestry project implemented in Gandia/Joranda-Gandia without considering existed internal and external social tension and conflict over village resource. Like, conflict over village pond in Brundabanpur, conflict over forest produce in Chandrasekherpur conflict between village Hatibari and Maghipal for user right over adjoining forest of the two village a few of them can be taken in to consideration.

Besides these, there were some other recommendation on which data were collected, like measure forest based need of village community, pattern or model of forest produce distribution, indirect and nonmaterial utility of social forestry plantation, the tree of people's choice for plantation and anticipatory mode of people's participation but on the contrary in view of people's response, record of FD and ground realities, it is evident, measure forest based need of village community were, fuel-wood, fodder and some other MFP but plantation were made under social forestry, were mostly capable of producing timber. And on the part of distribution of social forestry produce people response were, there were nothing being or very
limited quantity of forest produce for distribution, the distribution of forest produce were unequal in response to people's need or demand, and on the final harvest there were also misappropriation of fund, which was generated under it. The level of awareness regarding indirect utility of forest, absence of plants of socio-religious importance and wide spread theft were some other evidence, which supports that, the data were collected in this regard either inadequate or improperly analyzed or findings were not implemented at the time of project implementation.

**Administrative-Participatory and Training Issues**

The general administrative system, the decision-making processes and the distributive system of the community property are some important issues that must be considered as the villagers in future are going to manage and consume the products.

Generally, training and motivation programmes will have to be arranged to show the villagers how to manage and look after the plantation, another facet of the administrative system is what support the villagers feel they need for participation. Here the need for special support in the form of training, material, man-power, legal help, etc, should be identified, but effort in this regard were seems inadequate, considering the level of awareness among people for forest protection.

The VFW being main grassroots level worker for identifying a suitable village and implementing the programme. VFW got several responsibilities, such as, collection of secondary data, organising motivational camp, conducting feasibility study, conducting survey to identify villager's need, getting the cooperation and coordination of villager's and NGO, he must be given adequate training, but social forestry guideline recommendation for one day training of VFW was neither a comprehensive nor adequate, in respect to assignment, assigned for VFW.
The Village Forest Committee and Joint Management Plan

The Social Forestry Project in Gandia/Joranda-Gandia and Orissa has two management "Instruments" other than village resource plan, which are the foundation for implementing the aims of the Project. These instruments are the Village Forest Committee (VFC) and the Joint Management Plan (JMP).

The Village Forest Committee is the organization collaborating with the Project officials at the village level.

The Joint Management Plan is the document through which the relations between the Project and the Village is manifested and regulated. Formation of village level forest protection committee.

Village Forest Protection Committee And People's Representation

Under the social forestry guideline and joint management plan, representation of women and people from weaker section in VFPC were made mandatory but on the verification of VFPC record it was found, the recommendation were not implemented at the time of VFPC formation. It was also observed; in some cases the tribal and women representation in was not as-per social forestry guideline and JMP recommendation. In specific to say, tribal representation is contrary to their percentage of population (19.51%) in Gandia/Joranda-Gandia.

It is important to note here, when inquiry was made to know function of tribal and women committee member of past, it was found, some of the concern member were totally unaware that, they were member of VFC. Further more, it was observed from the past record, VFC either dominated by upper-cast, dominant-cast or dominant persons of the village, in most of the cases, which is contrary to spirit of the micro plan and social forestry guideline, more importantly, it is against ground level requirement. The domination of any particular cast or
class or persons always provided a space for unequal protection of weaker section's interest, which, further lade the ground for village forest degradation. It was also came to notice from VFC record, attendance of tribal and women were very less in the village meeting and VFC meeting, and in some other cases village meetings were not held as per requirement.

Without facilitating women and tribal participation through adequate representation from the bottom, decentralization of power for planning, implementing and monitoring, protection of people's interest, who directly related to forest consumption and conservation, alleviation of poverty, were some of the most important objective neither possible to achieve nor achieved under social forestry programme.

Training of VFC members and dissemination of general information about the project

As per micro-plan and guideline for social forestry, The VFC must ideally be set up several months before any work of practical nature (nursery work, pitting, etc.) it is also instructed to identify interested candidate for V F P C executive membership and to train about, rules, regulation, role an responsibilities. But it lacks instruction to identify potentiality of interested candidate for VFC membership. It is observed in present investigation, some executive members of VFC were not literate and in some other cases, they do not had enough educational qualification to carry responsibilities or assignment of social forestry, like formulation of joint management plan, understanding, related rule and regulation, from people's interest standpoint, selection and demarcation of plantation site, selection of species to be planted, allocation of work and responsibilities in regard to plantation and management operation and ensure appropriate payment to workers, participate in the programme and remain in charge of the work, create
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a sense of trusteeship and social responsibility, identify poor, landless, asset less, head-loaders and ensure that they are given priority in employment, participate in the training of villagers and teach them about the needs and benefits of forestry activity, to teach the villagers to control their cattle providing cattle herders with fodder, encouraging stall feeding and describing the benefits of protection of forests, explaining the provisions of Village Forest Rules to the villagers, take over the protection of the village woodlots, Cooperate with the registered and non-registered NGOs for creating and managing village woodlots, Form subcommittees with special mandates such as undertaking new plantations, nursery management and marketing of surplus produce, Identify FFRP beneficiaries if this component is included in the village plan, Participate in the economic development of the village by introducing important income generating activities, protection and sustainable management of village forest and etc.

**Joint Management Plan**

The Joint Management Plan is consists of four parts. The first part is a summary of the existing resources in the village.

The second part treats the issues connected with the selection of the plantation site, component and species. The decisions made by the VFC in cooperation with villagers and the VFW/SFS form the basis for the proposals. The very important issue of cattle grazing is dealt with in detail, since in many cases the land selected for plantation may be common grazing land. Alternatives to the lost grazing land are specified here. If it is decided to increase the number of fodder trees, or make some special arrangements for fodder grasses, it finds a mention here.
In the third part, the technical aspects of nursery and plantation establishment are taken up along with the issues related employment of workers and their working conditions.

The last and fourth part deals with the administrative, legal and management aspects of the project.

Motivate the villagers to control their cattle, e.g. by providing cattle herders with fodder, encouraging stall feeding and describing the benefits of protecting forests.

Since the biggest hazard to the plantation is from domestic cattle, the VFC should discuss ways and means of promoting stall-feeding by villagers, rotational opening and closure of areas available for grazing and other methods of improving and increasing fodder resources of the village. The VFW should also bring to the notice of the VFC the punitive sections of the Cattle Trespass Act and the Orissa Forest (Grazing of Cattle) Rules, 1980.

The VFC would demonstrate and promote the use of energy saving devices such as improved stoves (Chulha), solar cookers, biogas plants etc., in cooperation and coordination with OREDA.

**JFM, Peoples Participation and Role of FD**

The Indian forestry sector has witnessed a major policy shift during the last decade towards a more decentralized and people-oriented forestry. The planned and scientific forestry practices of the past aimed at meeting national timber needs. However, the national forest policies of the last two decades have come to recognize the symbiotic relationship between people and forests. Among the new arrangements created under this regime is the Joint Forest Management (JFM) programme, wherein the state forest departments have forged alliances with local user communities in the protection
People's participation is sometimes seen as a panacea to solve the problems in the forestry sector, but in spite of the Government of India's resolution in 1990 and subsequent state governments' resolutions on JFM, there exists considerable variation in opinions about its objective and nature. Some conceive it as an effective mechanism of protection and development of degraded forestlands, while others see it as a potential way to manage India's entire forest area including reserve forests, national parks and sanctuaries.

Bhagat (1999) termed it a concept, which is based on the principle of rights of local communities in forests. Raju (1999) saw it as a mechanism to manage forest that is owned by the state but appropriated by local communities. Datta (1999) identified it as an approach involving the evolution of a very complex property rights regime to generate a sustainable interface between the Forest Department (FD) and the local community. According to Saxena (1999) it is a possible way through which the interests of people and long term sustainability are harmonized in a mutually supporting manner.

Generalizing the JFM policy and understanding of different environmentalists, it can be said, on the one hand, JFM is seen as a major shift which has transformed government controlled policies and attitudes from centralized management to decentralized management, from revenue orientation to resource orientation, from a production motive to a sustainability motive, from target orientation to process orientation and restricting people to working with people. On the other hand, it is seen as an effort by the FD to garner increased financial outlays and expand its territories and spheres of jurisdiction to more and more areas, which are normally under the jurisdiction of FD and other government development agencies.
According to Burman (1999), JFM does not have the scope for genuine participation of the people and is a means of ensuring protection of the forests at a very low cost. Hobley (1996) reported that the JFM programme has focused more attention on initiating community protection than on making the shift active co-operation and to address the technical, social and economical issues which accompany such a transition.

In Hoshangabad forest division in Madhya Pradesh there existed differences in the perceptions of villagers and foresters about the purpose of the JFM. Most of the villagers (82%) opined that the major purpose of JFM is "to help each other" (i.e. villagers and the FD), whereas 76% of foresters ranked "forest protection" as its most important objective.

Saxena (1997) summarised the progress made with the JFM in the country since its inception as, "adoption of JFM has not made any major change in the prevailing of relations between the state and the people nor has it heralded the beginning of a new era of people's power". He further added "State governments look upon JFM as a cost effective method of forest protection and economically rewarding activity for the people. The aim is neither to empower people nor to make committees autonomous".

Under the centralized state control of Indian forests of the past, user communities became alienated from forest administration and management. Further, the curbing of rights and access of people to forests adversely affected their lives and livelihoods. This alienation worked persistently against the conservation efforts of the administration. This resulted in the forest management systems being ill-equipped to cope with the enormous demands of the growing human and livestock population pressures, industrialization, urbanization, and overall economic development. Further, the
demand–supply gap of biomass for energy, fodder, timber, and palpable raw material reached alarming proportions. This was instrumental in the formulation of the National Forest Policy of 1988, which called for meeting the fuel-wood, fodder, and small timber needs of the tribal and villagers living in and around forest areas.

Even while these policy shifts were taking place, during the 70s and the 80s, instances of communities protecting natural forests either on their own initiative or with the encouragement of forest department staff, came to light. In the absence of any formal programme or project to foster the spread of local forest protection, community forest protection groups started emerging in West Bengal, Haryana, Orissa, and other states. Even while the governments of Orissa and West Bengal passed resolutions recognizing the validity of community forest protection, it was in June 1990 that the Government of India issued guidelines notifying that exclusive rights to forest products be extended to those villages effectively protecting public forest lands under a new JFM programme. Till date, 19 states have issued enabling orders for implementation of JFM.

In Orissa forest management systems, were formed in response to forest degradation occurring over the past century in the state of Orissa. Joint Forest Management is a set of formalized agreements between local communities and the Orissa forest department to protect, regenerate, and manage the forests. It was created to resolve conflict arising from previous policies and resolutions. Community Forest Management was also created for the same reasons, but refers to the local initiatives and organization formed to regenerate, protect and manage forests. These programs were supposed to empower local communities with hope of decentralizing authority from the state to the community stakeholders. However, this did not happen. It resulted in limited empowerment of people, land alienation, and the violation of rights to life and livelihood.
Basically in Orissa, the state government because of unsuccessful colonial and social forestry created joint Forest Management and Community Forest Management, and unsuccessful forest policies formed by the Indian government. They were also created because of the Forest Conservation Act (1980), formed in response to national distress over the environmental degradation; and the National Forest Policy (1988), the first recognition of the role of the community on land degradation. From 1988-1989, the government of Orissa passed a series of acts that recognized the village as a former unit of management. In 1988 by the Orissa forest department, which provided for the involvement of local residents in the protection of Reserve Forests. This resolution did not offer much in return for the efforts of the local residents. It was revised in 1990, and extended the protection to Protected Forests (Sarin 2003).

With regards to JFM, Orissa ratified the guidelines after initial hostility towards village organization for forestlands reform, and the demands for formal recognition from CFM groups through the resolution of 1988.

The resolution of 1988 passed by the State Forest Department of Orissa did not enlist people's participation in forest protection. In 1993, this resolution was amended by the Orissa government to include the forest department and local communities as equal partners. The resolution was amended again in 1996. According to this resolution communities and the forest department would jointly protect and manage degraded forestlands where community organization was active, in both reserved and protected categories. It stipulated that the village is a formal unit of management and the Gram Panchayat (village council) was given responsibility for constituting the Vana Samrakshana Samiti, i.e., the village forest protection committee.
Chapter- 5

The Orissa Forest Bill of 2000 was created because of the mistrust of state control forest management programs. It sought to prevent the abuse of forest resources and increased the powers of forest officers.

‘People’s groups’ opposed this bill because it gave the government greater control over the forest. They were also afraid that the Bill might be used against forest communities because of the large extent of corruption and prejudice within the forest department.

In February 2002, the Government of India revised the guidelines of the resolution of 1990, so that they are more attentive to the conditions to which JFM is supposed to operate (Chatterji: 2003).

JFM guidelines were reissued in December 2002 for the third time. The directives were modified to state that JFM committees “should be given the authority and legitimacy, and adequate monetary and other incentives to ensure that they participate as empowered stakeholders” It stated that there should be a formal understanding signed between the forest department and the JFM committees outlining the short and long term roles and responsibilities, implementation of work programs, patterns of sharing of the legal rights to sharing the profits of the forests and conflict resolution. It also states that JFM Committees should form Forest Management Units to provide villagers with a feeling of empowerment and enable them to effectively protect and conserve the forest resources.

The forest department seeks to extend the provisions of the 1993 Orissa JFM resolution to CFM areas but trying to bring all the protection committees under ITS umbrella. Many CFM groups have protested this. They maintain that they regenerate the community efforts without the active support of the forest department and have been doing so quite well. CFM groups contend that the forest
department should not be able to share the harvest since it does not actually provide labor or leadership.

However, at present in Orissa a total number of 2373 formal Van Samrakshan Samiti (VSS) have been formed and these committees are protecting about 2.96 lakh ha of degraded forests (this is about 25% of the total degraded forests in the State). Further, it is also estimated that around 5000 self-initiated Forest Protection Groups are also playing a significant role in protecting and regenerating forests adjoining their habitation. Moreover, it is estimated that about 78000 ha of village woodlot plantation raised under the social forestry project is being managed by 5600 VFCs formed by the Social Forestry Division. One hundred and thirty-seven micro-plans have been finalized for implementing the programme.

Large chunks of forestland in our state have been rendered degraded and unproductive over the years. According to recent estimates the extent of such degraded forestland in the state is about twelve lakh hectares. Degradation sets in on account of over use of the forest and ever increasing pressure of human and animal population on the forest. Forests are basically a local resource. The society has to address itself with urgency to the task of regeneration and rehabilitation of the degraded forests. The problems can be tackled effectively at the local level with the active participation of the adjoining village communities. Germaine to the question of protection and regeneration of the forest is the system of management. Forest management. Has to be reoriented to forge an effective partnership between the Government Department and the concerned village communities.

In Orissa, the tradition of community initiative to protect degraded forests goes back to the early 1950s. In August 1988, the State Government had passed a resolution to formally introduce a scheme
of protection of peripheral Reserve Forest areas with participation of the adjoining villages. The scope of this resolution was enlarged in December, 1990 to include the Protected Forest, and it was also laid down that Village Level Forest protection Committees should be constituted by convening meeting of the concerned villages in return for helping the Forest Department in protection of the earmarked forest areas the villagers would be entitled to get small timber and firewood as may be available from these forest for meeting their confide requirement free of royalty. For a variety of reasons however this scheme has not made the desired impact in generating people's participation in protection of forests. After careful consideration Government has decided to implement the following scheme of Joint Forest Management in the State in which the Forest Department and the villagers of the adjacent village(s) will be equal partners in the task of regeneration and restoration of the degraded forests.

The scheme will operate in degraded forest land (Reserved and Protected Forest) with potential for regeneration. Only such forest area will be selected where the villagers of the adjacent village or cluster of villages are willing or can be motivated to offer active cooperation in regeneration and protection of forest tract, and only such villages shall be involved which are situated adjacent to the forest area. Sanctuaries and National Parks and forest land allotted for the purpose of commercial or industrial plantation or any other Departmental afforestation scheme shall ordinarily be excluded from the ambit of this scheme a single village committee may be allowed to develop up to about 200 ha of forest land. All the village woodlots, and Social Forestry Block Plantation raised under SIDA assisted social Forestry Project between 1984-1994 after being notified, as Village Forest will also come under the purview of this scheme. The village in which such plantation has been raised may also be selected for the taking of regeneration and protection of abundant degraded forest tract along with management of the said plantation.
Vana Samrakshana Samiti and Gandia/Joranda-Gandia

In response to JFM resolution 1993, VSS were formed in Gandia/Joranda-Gandia. As per the direction of JFM resolution, adjoining forest area of the village, forests created under social forestry programme were taken for JFM initially. Later reserve forest also allotted for the purpose. At present there are 29 numbers of VSS who were actively engaged in the JFM activity.

A table bearing the detailed list of active VSS in the Gandia/Joranda-Gandia block given below, as following.

**Table -5.3**

*Abstract of the Active V.S.S. of Gandia/Joranda-Gandia (30-04-2003)*

<table>
<thead>
<tr>
<th>Forest Range</th>
<th>Name of the V.S.S.</th>
<th>Year of Formation</th>
<th>Forest area assigned</th>
<th>Area in Ha.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sarangi</td>
<td>Makundapur</td>
<td>1995-96</td>
<td>Raitola RF</td>
<td>190</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Makundapur</td>
<td>1995-96</td>
<td>Aswakhola RF</td>
<td>110</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Barahata</td>
<td>1995-96</td>
<td>Rupabalia RF</td>
<td>24.28</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Bainsia</td>
<td>1995-96</td>
<td>Aswakhola RF</td>
<td>115</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Bainsia</td>
<td>1995-96</td>
<td>Raitola RF</td>
<td>165</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Chotatentuli</td>
<td>1998-99</td>
<td>Kapilash RF</td>
<td>200</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Digamberpur</td>
<td>1998-99</td>
<td>Raged RF</td>
<td>60</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Biswanathpur</td>
<td>1998-99</td>
<td>Ramei RF</td>
<td>120</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Chandrasekherpur</td>
<td>1998-99</td>
<td>Kapilash RF</td>
<td>112</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Latabainsia</td>
<td>1998-99</td>
<td>Ramei RF</td>
<td>40</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Ambapada</td>
<td>1998-99</td>
<td>Aswakhola RF</td>
<td>110</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Dakhinapasi</td>
<td>1998-99</td>
<td>Gandia/Joranda-Gandia</td>
<td>101</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Goradapala</td>
<td>1998-99</td>
<td>Aswakhola RF</td>
<td>70</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Chandanabarada</td>
<td>1999-2000</td>
<td>Aswakhola RF</td>
<td>100</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Tangarsahi</td>
<td>1999-2000</td>
<td>Ramei RF</td>
<td>96</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Anthukurakateni</td>
<td>1999-2000</td>
<td>Aswakhola RF</td>
<td>217</td>
</tr>
<tr>
<td>Sarangi</td>
<td>Sorosiapada</td>
<td>1999-2000</td>
<td>Kapilash RF</td>
<td>200</td>
</tr>
</tbody>
</table>
Formation of BSS, Responsibilities and People’s Participation

The *Gram Panchayat* will convene on the suggestion of the DFO / Range Officer / Forester a general meeting of all adults living in the selected village, where the DFO/ Range Officer / Forester will explain in the scheme of Joint Forest Management. After evaluating the response and motivation of all villagers, and after taking due account of relevant factors, he may recommend constitution of Vana Samrakshana Samiti (VSS) of the village by the *Gram Panchayat*. There should be one *Samiti* for a group of helmets or villages if these are all located adjacent to the Forest area to be regenerated.

Vana Sanrakshana Samiti should include as its members two adults from every household living in the village / cluster of the village, including all those who have been exercising any rights, concession or privileges over the forest area. One member of each house should be a woman.

In some cases where single villages are not coming forward to take up the responsibility, the concerned *Gram Panchayat* may resolve to
regenerate tract of degraded forest over the villages comprising the Gram Panchayat have been traditionally exercising the rights of usage. The Divisional Forest Officer / Range Officer / Forester may explain the scheme of JFM to the members of the Gram Panchayat in a meeting and, after considering all aspects, he may recommended to the Conservator of Forests for allowing the particular Gram Panchayat as a body to participate in the scheme of JFM. On getting approval of the Conservator of Forests, the concerned Gram Panchayat will be required to constitute an Executive Committee in the above manner for the purpose of implementation of the JFM programme.

The concerned Forester shall be the ex-officio Secretary of the Samiti. He will convene meeting of the Samiti once in three months and keep minutes of the meetings but in contrary to it, in present research it is found, with the verification of VSS record like the attendance register, the VSS meeting were not held as per the time recommendation in village is in view of some people, on the inquiry regarding their absence in VSS meeting “the venue of meeting is far away from their place and the time scheduled is not suitable, being their working people”.

In reference to women, the attendance of them is very less. On the inquiry the women member of the VSS responded, they do not feel it is necessary, because one male member of family is always attending the meeting. Some of them also viewed the distance of meeting place are not approachable being their women. It is also opined by some other women, the opinion of female member were not given due importance in BSS meeting. On the inquiry regarding attendance of women member, importance of their opinion and selection of time and venue for meeting, the response was of concern authority, they encourages women member to attend meeting in large number and time, venue of meeting they decides in consultation with member. On the question, do you consider factor like occupation of the people, distance,
communication and issues of socio-cultural importance, the answer were not satisfactory. Women are being prime user of forest; their low attendance in BSS meeting is a great concern, in the perspective of people’s participation in forest conservation.

It was found in field visit; almost all forest related women, like collection of NTFP, MFP, perform activities. Male were found in forest only at the time of timber felling, thus absence of women in BSS meeting, BSS meeting lacks the view of ground reality. In respect to opinion of some women and some male respondent, (there is no need to attend BSS meeting, because one male member already attending BSS meeting regularly), (attendance of female member in any public meeting is against the dignity of family), level of literacy, pattern of social structure, pattern of occupation and pattern of culture are some of the factor, which appears affecting equal participation of women.

It was found in respect to some particular BSS, political party affiliation is affecting people’s participation in BSS meeting. In Chandrashekharpur there are a section of people who perceives, there is no use in attending the BSS meeting, because most of the member of BSS executive member belongs to a particular political party. Whatever constructive opinion they gave in past were not given importance. In this regard, concern official responded, they try to find unanimous opinion regarding any important issue. In some difficult condition they discourages opponent to attend BSS meeting, in order to find unanimous and constructive decision.

Across the caste and class line, it was found the bottom was always missing in attendance of BSS meeting. On the inquiry, it was found SCs, STs and lower strata of the society, level of awareness in respect to forest and forest conservation is very low. Some of them viewed their being basically agricultural laborer, they do not find time for this kind of activity. In addition to this they also viewed, there is no any
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substantial assistance from forest for their survivability.

As per the 1993 JFM notification of Orissa government, each member of the *Samiti* individually and collectively will ensure protection of the forest against grazing, fire, illicit felling, theft of forest produce and encroachment on forest land. The *Samiti* will adopt its own patrolling system and will contribute in cash, kind or in labor to control and regulate access to the forest by people and by domestic cattle. It shall be the duty of all members to prevent forest offence and pass on relevant information and intelligence in this regard to the forest officials. The member shall actively help the forest officials in apprehending any person committing offence in the forest area, and in giving proper evidence against any such person in the court of law.

On the inquiry in reference to protection and providing evidence to forest official and court against the offender, BSS executive member responded, they appointed grad to protect from theft, grazing and illegal collection of NTFP, MFP item but on the contrary, it was found in Maghipal, Hatibari, Brundibanpur village forest women and children collecting foil-wood in group, where collection of wood-wood is suspended. More importantly, the number of women and children collecting fuel-wood was very high, and it was also found, the people cutting and caring leaving branches with them. On the inquiry either they refused to interact, or started to ask, who are you or in some other cases responded, we do not have any alternative to fulfill our need. There was nothing found concept like social fencing, as it was found in Budhikhamari of Orissa or as it was found in some other state. Social fencing were successful where women and children had played a sensitive role in forest protection. But in reference to Gandia/Joranda-Gandia women were not involved in such type of activity. In respect to cattle grazing inside the village forest, it was observed, although there are some restrictions for cattle grazing inside the forest but there were nothing in practice. At the time of visit, it
was found in all the village forest cattle grazing is a common phenomena. There was no restriction either on number or time or particular area. It was excess and random.

There are some VSS, where FDA was not implemented, neither any regular meeting was held nor there was any thing discussed in relation to improvement and regeneration of village forest. From the discussion with the BSS member, it was observed, the BSS meeting was used as a body for approval of the agenda placed in.

In view of protection of degraded forest, there is another factor, which is affecting effective protection of village forest, that is (distance of village forest from the billage). As per example, the village forest of chandrashekharpur VSS is five Kms away from the village Chandrashekharpur. The distance any thing more than walking distance not only affecting protection of village forest in respect to theft and over-grazing, it also affecting usufruct rights of participating community. The people of Chandrashekharpur viewed, theft cases of timber in past due to lack of protection and whenever they needs some MFP for their domestic use, it requires a complete day to collect from forest, which is affecting routine household work.

**Formation, representation and function of The Executive Committee**

Each VSS will form its own executive committee for a term of two years at a time. The Committee will comprise ten to fifteen members and its composition will be as follows. *Naik Sarpanch* Chairperson. Ward Member (s) representing village members six to eight representatives elected/ selected Members by the *Samiti* of whom at least three shall be women members- Concerned forester member, concerned forest guard member. Nominee of a concerned NGO in the area to Member be selected by the DFO. The Range Officer concerned will act as Returning Officer for filling in the quota of
elected members of the commencement of each term of the committee. The Executive Committee shall select its own treasurer whose tenure shall be coterminous with that of the committee. The Forester and Forest Guard will not have any voting right. Have the number of members of the Committee shall constitute the quorum in any meeting.

With the direction of 1993 notification, the BSS and its executive committees were formed in Gandia/Joranda-Gandia with the objective to regenerate degraded forest but the objective, empowerment of forest dependants not fulfilled, due to inadequate representation of bottom of social strata and women. In most of the VSS executive the number of women executive member are not more than two. Where as other than timber felling, almost all forest related activity were dun by women.

Considering the involvement of women with forest and potentialities of women in respect to forest regeneration and protection, the percentage of their representation in VSS executive committees is stands below and in regard to representation of lower strata of the society, in executive committees were mostly either dominated by upper cast or class. Inadequate representation is as a cause always, provided a space for inadequate representation and inadequate protection of forest dependant’s interest. Gandia/Joranda-Gandia predominantly being a society of forest dependants and peasants, a good number of people found at below poverty line. Therefore, the objective like poverty alleviation through social forestry or joint forest management becomes more important. And it can be done, empowering the people through adequate representation in BSS executive.

On the part of qualification of selecting or electing an executive member of VSS, 1993 notification does not say anything to determine or to find suitable candidates for the post of executive members by
education. It is observed, there were a lot of executive member who were not even literate. Present researcher was not able to found a person among the executive member whose educational qualification is more than tenth. The level of awareness among the executive member is not only low but also there are some member who were not capable of understanding a simple query regarding forest conservation. More interestingly it is observed from the record and document provided to VSS executive committee, the documentation are in English and non of the member were capable to understand it. If the document like micro plan, time to time notices from the FD and etc., will not understud by VSS executive member, how can one expect the implementation of project shall be dun perfectly.

On the internal administration and function of the executive committee 1993 notification says, Executive Committee shall meet at least once every month and take stock of the condition of the forest, the offence committed and other hurdles encountered in protection of the forest. There will be detailed deliberation on all aspects of protection and regeneration of the forest and execution of the management plan. The local Forester who is the Member-Secretary will prepare the agenda notes in advance for each meeting and he will keep the minutes of the meeting. The meeting of the Executive Committee can be convened either by the concerned Forester or by the Naib Sarpanch. In the absence of the Naib Sarpanch the Committee members should nominate any one of them to preside over a meeting. The Naib Sarpanch any depute her representative to the meeting to the committee on her behalf will be two third of the total number of members.

The committee will actively associate itself with the concerned forest officials in carrying out all operations as per the approved management plan, in arranging laborers. In apprehending offenders and in starting legal action against them. The committee will be the
first forum for resolution of conflicts that may arise within the village and with other villages. Information / reports on the persons committing forest offence will be discussed in the monthly meeting of the committee and suitable action as deemed proper will be initiated by the committee. Where the committee cannot amicably resolve any conflict or check any offence or restrain any offender, it shall bring the same to the concerned Forest Range Officer, with its recommendation of action to be taken. The Committee shall assist the forest officials in carrying out various silvicultural operations; intermediate and final feelings in accordance with the management plan and in distribution of the forest produce among the villagers. )Divisional Forest Officer / Assistant Conservator of Forest / Forest Range Officers will frequently familiarize themselves with the work of each committee, and may give guidance from time to time for proper functioning of the committee which will be binding on the committee members.

**Joint Forest Management Plan**

The ACF / Range Officer concerned will prepare a Joint Forest Management Plan by carrying out micro-planning exercise. The objective of the plan will be to identify the measures necessary to increase productivity of the forest so as to cater to the demand for traditional forest products in that area particularly fuel, fodder, bamboo and timber requirement of the local people. Due emphasis will be laid on maintaining the standing bio-mass, its diversity and on increasing the availability of non-timber forest products. If necessary, the DFO may convene a meeting of the Vana Samrakshana Samiti where he will obtain their comments and suggestions. The DFO shall also take the opinion and suggestions of the Executive Committee before submitting any plan for approval. Each plan will be scrutinized, corrected, modified if necessary, and approved by a technical committee headed by the territorial Conservator of Forests, and comprising the DFO, WPO and the Deputy Direct, Social Forest Project. The Joint Forest Management plan will be prepared for a
period of ten years. Soil and water conservation measures shall form an integral part of the micro-plan. The plan will prescribe community based protection measures and work out the involvement of labor inputs including free labour to be contributed by the Samiti members. The executive committee shall assign specific duties and responsibilities to different members of the Samiti for smooth implement of the Management Plan. In respect of any wage employment to be created in accordance with the management Plan the members of the Samiti will have the first preference. The implementation of the plan programme will be responsibility of the Range Officer with active assistance and participation of the executive committee. The Management Plan will give the following details. Area to be naturally regenerated, and species expected to regenerate and establish in the area. Action programme for re-stocking the area and covering the gaps

Nature and model of plantation and choice of species. Socially useful trees like Neem, Mohua, Myrobolans, and fruit bearing trees like Mango, Jackfruit, Kendu, Tamarind and Bamboo plants must be planted in reasonable number in consultation with the Samiti.

**National Afforestation Policy and FDA**

Consolidating JFM, government of India issued a resolution/policy, which is know as national Afforestation policy 1998. Under the recommendation of above policy fda were formed in between 2000-2002 in orissa. In specific to Gandia/Joranda-Gandia block and Dhenkanal district FDA was formed in 2001. Out of twenty nine VSS of Gandia/Joranda-Gandia five were selected for the implementation of FDA in initial year [2002]. The selected villages were Majipal, Brundavannpur, Gharda, Chandrashekharpur, Chatighar. The villages were recommended for FDA implementation in view of objective recommended in national Afforestation Policy 1998. The objective recommended were:
Short Term Objectives
Regeneration and eco-development of degraded forests and adjoining areas on a watershed basis. Augmentation of the availability of fuel wood, fodder and grasses from the regenerated areas. Securing people's participation in planning and regeneration efforts to ensure sustainability and equitable distribution of forest products from the regenerated lands, and to promote the partnership concept in the management and administration of forests and common property resources.

Promote agro forestry and development of Common Property Resources. Promotion of fuel saving devices to encourage efficient use of fuel wood and to reduce the drudgery of rural women involved in collection of wood, as also to improve the environment.

Conservation and improvement of non-timber forest produce such as bamboo, cane and medicinal plants. Encourage production of non-timber products such as wax, honey, fruits and nuts from the regenerated areas. Raising coastal shelterbelts to mitigate the adverse impacts of cyclonic winds. Develop water resources through plantation and water harvesting programme. Development and extension of improved technologies such as clonal propagation and use of root trainers for raising seedlings, mycorrhizal inoculation, etc.

Employment generation for the disadvantaged sections of society, particularly women, scheduled castes/scheduled tribes and landless rural laborers, inhabiting the forests and adjoining areas.

Long-Term Objectives
organization which can manage the natural resources in and around villages in a sustainable manner. Fulfillment of the broader objectives of productivity, equity, and sustainability for the general good of the people. Improve quality of life and self-sustenance aspect of people living in and around forest areas. Capability endowment and still enhancement for improving employability of the rural people.

**Implementing Agencies**

For the effective implementation of national afforestation policy and consolidation of earlier JFM activity, the policy recommends involvement of concerned state agencies. In the participatory mode, the scheme was implemented by involving two-tier set up namely the Forest Development Agencies (FDAs) and Joint Forest Management Committees (JFMs). The decentralized institutional structure would allow greater participation of the community both in planning and implementation of the appropriate Afforestation programme. This would ground the people-centred approach in Afforestation programme and related activities. Organic unity in this structural framework will promote efficiency, effectiveness, accountability through decentralization and devolution of authority and responsibilities both physical and financial. Village will be restored as a unit of planning and implementation, and all the activities under the scheme will be conceptualized at the village level. The two-tier approach apart from building capabilities at the grass-roots level would also empower the local people to participate in the decision making process.

Other then national objective there are some local necessities and ground level reality on the basis of which FDA was recommended for these villages. Most of the people are engaged in agriculture. There is no other industry or other avenues for earning their livelihood. The cattle graziers are allowing their cattle to graze inside the forests. The Govt. service holders in the village are few and far between. The
forests is susceptible to illicit felling of trees, grazing by domestic animals, fire and encroachments of forest land for cultivation.

**Demography**
The total population of the village is 17,800 which stratified as noted below:
Number of S.C. - 162
Number of S.T. - 172
Number of General caste - 1287

**Social Structures:**
The entire population can be grouped into the following categories of families regard to their income and occupation:
Large farmers - 68
Small farmers -
Marginal farmers - 112
Landless people - 97

**Bovine Population:**
The total Bovine population of the village is 1,413, which include cows, bullocks, buffaloes, goats etc. The feeding pattern is grazing and stall-feeding. The source of feed is agricultural residues, grasses and fodder collected from the farmland and forests that are used in stall-feeding and during most of the period; the cattle graze in the forests.

The requirement of firewood for consumption by the three villages villagers is projected at 259.93 M.T. and that of fodder for the domestic animals is 1,750.00 M.T. per annum. Thus the forests are burdened with heavy pressure. Besides the villagers collect NTFP items from the forests to supplement their income.

In the outgoing working plans these patches of forests were being managed under Selection-cum-Improvement Working Circle and
rated in the previous paragraph, i.e. in view of the threat to the forest in the shape of firewood and fodder, it is proposed to manage the forests to have sustainable yield without detriment to the capital values of the forests.

The following objectives are aimed at:

a) To foster a sense of belongingness for forests and create awareness for protection and rearing of the forests by way of executing the work through the villagers.

b) To reclothe the vacant forest area with appropriate species in consultation with the villagers with special regard to the silvicultural need of the species.

c) To ensure sustained supply of fuel wood and fodder to meet the requirement of the people and domestic cattle.

d) To arrest soil erosion and thereby enrich the ground water level and prevent situation of the water harvesting structures.

e) To ameliorate the economic status of the people by way of enriching NTFP yielding trees and engaging the villagers in the work.

**Entry Point Activities**

Whereas involvement of local communities in forestry programmes is a desirable objective, it is often difficult to achieve because of the following reasons:

(a) Forest activities have long gestation periods and are, therefore, accorded low priority by the local community.

(b) Forestry programme are considered to be 'government' programme; where implementation and protection is seen as the forest department.

(c) Most of the forestry/plantation programme entails 'closure' of the area, which increases hardship to the local people.
(d) Co-operation of almost all stakeholders is necessary for successful protection of plantations.

2. Entry point and other relevant promotional activities may help overcome these hurdles. The objectives of these activities should be:

(a) To mobilize all stakeholders/ the community
(b) To compensate the community for the loss due to 'closure' (in particular those enjoying traditional rights to forest produce).

3. The community should collectively identify entry point activities. Entry Point Activities should include creation of community assets to be maintained by them, for example:

- Water harvesting structures like check dams for irrigation, drinking water requirements and amelioration of soil moisture regime;
- Digging of wells for supply of drinking water;
- Creation of roads and culverts;
- Construction of sheds for school and community use assets;
- Installation of energy saving and energy alternatives devices;
- Rural electrification through the use of solar power;

The above is an illustrative list, and other activities as may be necessary as per the local conditions and requirements may also be taken up commensurate with the approved micro plan.

Summarizing the recommendation for EPA in view of 1998 national Afforestation policy and objective recommended in micro plan of
village specific says, the EPA amount shall be of 4000 per hector and it shall be utilized for the development of community resource, in order to mobilize or generate interest for the forest protection. In contrary to above recommendation present researcher found that, in the village of Chandrashekkpur[FDA], Magipal [FDA], Brundavanpur[FDA] have utilized the fund against to purchase utensiles, tent house and to repair temple. Which shows the misutilization of fund for which it is recommended. On the inquiry people had responded that, they got internal dispute over the utilization of fund for the development of community resource, like digging the pond, repairing the village road and developing play ground etc

Method of Treatment and Methodology:
In order to achieve the recommended objectives the following treatment and methodology are suggested:

Method of Treatment:
(a) Aided natural regeneration.(b) Soil and moisture conservation.

Methodology
The following works will be undertaken in less deeper gullies.
Check dams with boulders is to be done the outer surface will be packed with cement mortar.

Contour bunds in slopes will be provided with boulders to check the speed of run-off water.

In RDF area, where ever necessary, trenches of 30 cm. deep, 30 cm. wide and 4.5 mtr. in length will be done to conserve moisture. The dug earth will be heated out side the trench across the flow of water. Such trenches will be limited to 14/ha.
Chapter 5

Fencing
The ANR area will be fenced with poles of Ficus spp spaced at reasonable distance reinforced with brushwood of life species like Begunia (Vitex species). Gaba (Jatropa species) and Amari (Ipomea) mixed with thorny twigs.

Sign Boards
In all the components of work executed in the field, masonry Sign Boards will be displayed at conspicuous places depicting the year of formation. Species planted spacing adopted and total estimated cost.

Other Regulations

Protection Of The Forests
As usual the forests is to be protected by the villagers from agex, plough and grazing

Fire Protection
The committee will ensure protection of the forests from fire from 15th February to May every year.

During the tenure of implementation of the project will generated 9000 maydays of employment in villages.

Inspire of comprehensive recommendations at the micro plan level, the project undertaken by FDA had not implemented the recommended methodology to protect and regenerate degraded forest. In specific to say, the people of Magipal VSS [under taken by FDA] had opined that during the rain the village facing like a flood situation due to run water. In effect to which, village facing the problem of soil erosion, damage to village road, and partial damage to houses built with mud. All most all the VSS where FDA was implemented and the present researcher undertaken his field survey, found due to lack of
fencing new plantation were suffered from grazing. It is also observed that the signboard was missing at many places.

Inadequate protection to new plantation and protected forest in the form of inadequate forest guard and forest watcher from the either side of forest suffering from frequent theft from neighboring villages and in some cases the threat is from village itself. Uncontrolled grazing is another contributing cause of forest degradation that can be checked from adequate protection in the form of guarding, fencing, and rotation vise opening the area of forest grazing.

**Monitoring and Evaluation:**
To ensure proper implementation of the project to achieve the desired goals strict monitoring and evaluation will be done. Besides, the monitoring and evaluation mechanism provided in the operational guidelines of National Afforestation Programme, Monitoring and Evaluation will also be done at local level by frequent field visits, measurement Wherever possible and through interaction with local people. The concerned Range Officer will submit a monthly report indicating progress of work to the Divisional Forest Officer cum Member Secretary cum Chief Executive Officer, F.D.A. who in turn will submit the Progress Report at regular intervals to the higher authorities. Besides this the parameters mechanism prescribed by the NAEB and State Government will be implemented to ascertain the adequacy of the peoples participation, functioning of JFMCs and implementation of the micro-planning exercise. Also improvement in the condition of the forest resources will be ascertained.

Evaluating the project with the recommended indicators present researcher found in total, the level of awareness in respect to objective
of JFM, objective of FDA responsibilities and rights, function and expected benefits is very low. Frequent theft, overgrazing, inadequacy of forest guard / forest watcher and excessive collection of fuel wood were some other factors that unveils the level of participation of the villagers. In effect to above causes the survival rate of new plantation were found in some cases less than forty per cent. Regarding monitoring and evaluation it is observed that the level of interaction in between the forest official and villagers were inadequate. Some of the villagers reviled inadequacy of that the forest official were not frequently visiting the site. There are some villages like Majipal and Hatibari who were suffering from the problem of run water. They told that in spite of regular complaints to the concerned authority which was not addressed. At the level of ranger office, on the quarries regarding the monitoring and evaluation official responded that they don't have data record in this respect, where as regular data collection was reccommended and on the part of VSS there was no data recorded in this regard.

**Role of The Forest Department**

The Range Officer will have the freedom to attend the meeting of the Executive Committee and those of the *Samiti*, to participate in their discussions and tender advice. He would have no voting right. The Forester concerned shall maintain the records of all meetings.

The DFO shall have the over all responsibility for implementation of the scheme, including formation of the *Samiti* and constitution of the Executive Committee. The DFO will be responsible for preparation of the Joint Management Plan for the forest areas providing for the local people's requirements and wishes in the plan. It will be his responsibility to see that the approved programmes as per the JFM plan are properly executed associating the executive committee at each stage. The Forest Officials will take suitable and immediate action against cases of forest offence brought to their notice by the *Samiti* or Executive Committee.
members. If the work of the Executive Committee found to be detrimental to protection/regeneration or proper management of the forest, the DFO shall record his findings, and he may dissolve the Executive Committee. On dissolution of the Executive Committee a meeting of the Samiti shall be convened to constitute a new Committee. The DFO may also remove any particular member from the Executive Committee if he is satisfied about the validity of the charges against the said member. Any such action of the DFO is appeasable to the concerned Conservator of Forest whose decision shall be final.

Role of The Gram Panchayat
The Gram Panchayat in whose jurisdiction the scheme will be in operation would be advised to have a committee on Joint Forest Management. The subcommittee will review once in a quarter, the functioning of the Vana Samrakshana Samiti in general and particularly whether the responsibilities cast on the parties in the MOUs were being discharged satisfactorily. The Gram Panchayat would keep the concerned DFO apprised of the working of the Scheme form time to time.

Sharing Of Usufructs:
The Vana Samrakshana Samiti will enjoy usufructuary benefits provided it discharges its duties and responsibilities as laid down in the scheme. Further duties and responsibilities in the task of regeneration and protection of the forests may also be cast on the Samiti / Committee from time to time. The Executive Committee will be responsible for distribution of the usufruct equally among the members, each household being treated as one member. If a particular household has not discharged the duties and responsibilities assigned to him, the executive committee may lessen or do away with its share. Usufruct like leaves, fodder, grasses, and thatch grasses, broom grasses, thorny fencing materials, brush wood and fallen lops and tops and twigs used as fuel wood shall be available.
to the members free of cost. Other usufruct like leased out minor forest produce, *kendu* leaves etc. can be collected by the members, but these will have to be delivered to the departmental agency or lessee against payment of prescribed wages for the collection and delivery.

All intermediate yields in shape of small wood, poles, firewood etc. as may be obtained in silvicultural operations will be equitably distributed among the members by the executive committee.

Timber and poles as may be obtained from a major harvest or final felling shall be shared between the forest department and the Vana Samrakshana Samiti in equal shares. The executive committee on behalf of the *Samiti* will have the option either to distribute the said 50% of the total produce among the members of the *Samiti* in equal shares or to request the Forest Department to dispose of the same and make the net sale proceeds available for distribution in cash among the members.

In respect of the village wood lots and other Social Forestry Plantation raised under the SIDA Forestry Project on land that has been notified as village forest and brought under Joint Forest Management, village community shall be entitled to 100% usufruct including final harvest of the plantation.

The usufructuary benefits will start getting the villagers, like NTFP items, increased supply of fuel wood etc. during the period starting from creation to final harvesting and will get benefit as enshrined in Joint Forest Management Resolution at the time of final harvesting. The projects were being IN PERIOD OF gestation, there is no question of sharing the final harvest. In respect to interim benefits, people collecting fuel wood for the domestic purpose and the fodder for animals, availability of minor forest produce either nil or very limited such as fruits, *Sal* leaves, *Tendu* leaves, *Sal* seeds, fiber related forest produce etc.
However, with the intention to regulate MFP trading, the Government of Orissa issued several notifications. Although, there are some instructions were made in relation to regulate usufructry rights over MFP fin 1993 JFM circular but 1996, 2000 and 2002 notification out rightly made for MFP regulation. At present entire collection and trading of MFP are regulated under the Act 2002, which is known as NTF administration rule 2002 or Gram Panchayat Act 2002. Under this Act, it was made mandatory to register for every individual and company whoever wants to trade NTF under Gram Panchayat. Under the Act, price of NTF item, registration fee and filing monthly and annual return shall be decided at the level of civil administration (Gram Panchayat and district collector). However, the Act was introduced with the intention to regulate illegal trading but regulating price at the mercy of administration for the primary gatherer seems antithetic to the interest of forest dependants.

In response to queries regarding price regulation and marketing of MFP, the people wit (primary gatherer) had responded, the price fixed at the level of Gram Panchayat and civil administration were sometime not only inadequate e, it is injustice to the primary gatherers comparing the amount of labour, what they use to spend to collect the MFP. The low price of MFP, in one hand it is affecting the level of poverty or it is adding agony to the misery of poor people and in other hand, it is helping a particular section or class of people to accumulate property exploiting the exploited.

However, on the availability of MFP in accordance to FD record, there are number of MFP items available in Gandia/Joranda-Gandia. A list of MFP items reflecting the names in particular in accordance to FD record given below:
Table -5.4
Available NTF/MFP Items in Gondia

<table>
<thead>
<tr>
<th>Fruit bearing Trees</th>
<th>Oil Yielding Species</th>
<th>Fiber Yielding Species</th>
<th>Gum and Resins Yielding Species</th>
<th>Tanin Yielding Species</th>
<th>Medicinal plants</th>
</tr>
</thead>
</table>

Source

In respect to the data, availability of MFP item, present researcher had tried to examine the effective availability of MFP item in the concern block. There are number of questions were asked to the interviewees in order to understand the people’s stand on availability and use MFP items. There are two tables bearing the data in this regard furnished below (table- 5.5, 5.6).
### Table 5.5

**Availability of NTF Items in Percent**

<table>
<thead>
<tr>
<th>NTF Items</th>
<th>Very Few</th>
<th>A Few</th>
<th>Good</th>
<th>Very Good</th>
<th>Not Available</th>
<th>Not Known</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fuel wood</td>
<td>0</td>
<td>26</td>
<td>67</td>
<td>7</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Fodder</td>
<td>0</td>
<td>37</td>
<td>48</td>
<td>15</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Fruits</td>
<td>17</td>
<td>7</td>
<td>0</td>
<td>0</td>
<td>76</td>
<td>0</td>
</tr>
<tr>
<td>Medicinal Plants</td>
<td>33</td>
<td>17</td>
<td>0</td>
<td>0</td>
<td>11</td>
<td>39</td>
</tr>
<tr>
<td>Oil Yielding Seeds</td>
<td>31</td>
<td>16</td>
<td>0</td>
<td>0</td>
<td>36</td>
<td>17</td>
</tr>
<tr>
<td>Gum</td>
<td>13</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>61</td>
<td>23</td>
</tr>
<tr>
<td>Fiber</td>
<td>77</td>
<td>6</td>
<td>0</td>
<td>0</td>
<td>17</td>
<td>0</td>
</tr>
<tr>
<td>Sal Leaves</td>
<td>37</td>
<td>43</td>
<td>10</td>
<td>0</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>Kendu Leaves</td>
<td>13</td>
<td>23</td>
<td>0</td>
<td>0</td>
<td>51</td>
<td>13</td>
</tr>
<tr>
<td>Mahula</td>
<td>33</td>
<td>17</td>
<td>0</td>
<td>0</td>
<td>37</td>
<td>13</td>
</tr>
<tr>
<td>Honey</td>
<td>3</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>91</td>
<td>6</td>
</tr>
<tr>
<td>Lac</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>97</td>
<td>3</td>
</tr>
</tbody>
</table>

**Source**

### Table 5.6

**NTF Items in Use in Percentage**

<table>
<thead>
<tr>
<th>NTF Items</th>
<th>Only Commercial</th>
<th>Only Domestic</th>
<th>Both</th>
<th>Not Available for Consumer</th>
<th>Not in Consumption</th>
</tr>
</thead>
<tbody>
<tr>
<td>Fuel Wood</td>
<td>0</td>
<td>87</td>
<td>6</td>
<td>0</td>
<td>7</td>
</tr>
<tr>
<td>Fodder</td>
<td>0</td>
<td>66</td>
<td>1</td>
<td>0</td>
<td>33</td>
</tr>
<tr>
<td>Fruits</td>
<td>0</td>
<td>7</td>
<td>0</td>
<td>88</td>
<td>5</td>
</tr>
<tr>
<td>Medicinal Plants</td>
<td>0</td>
<td>33</td>
<td>0</td>
<td>37</td>
<td>30</td>
</tr>
<tr>
<td>Oil-Yielding Seeds</td>
<td>0</td>
<td>7</td>
<td>3</td>
<td>81</td>
<td>9</td>
</tr>
<tr>
<td>Gum</td>
<td>0</td>
<td>2</td>
<td>0</td>
<td>81</td>
<td>17</td>
</tr>
<tr>
<td>Fiber</td>
<td>17</td>
<td>23</td>
<td>0</td>
<td>41</td>
<td>19</td>
</tr>
<tr>
<td>Sal Leaves</td>
<td>11</td>
<td>3</td>
<td>3</td>
<td>61</td>
<td>22</td>
</tr>
<tr>
<td>Kendu Leaves</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>71</td>
<td>29</td>
</tr>
<tr>
<td>Mahula</td>
<td>0</td>
<td>43</td>
<td>0</td>
<td>39</td>
<td>28</td>
</tr>
<tr>
<td>Honey</td>
<td>2</td>
<td>7</td>
<td>1</td>
<td>90</td>
<td>0</td>
</tr>
<tr>
<td>Lakh</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>90</td>
<td>10</td>
</tr>
</tbody>
</table>

**Source**

1. Chapter 5
2. Table 5.5
3. Table 5.6
4. Source 12
5. Source 13
Understanding the data furnished above, we can outlined the data analyses as under:

1. As per the FD record, there are number of items available in Gandia/Joranda-Gandia but in view of people, there are only a few items effectively present in Gandia/Joranda-Gandia. The items are fuel-wood and fodder;

2. There are some other item like medicinal plants, fiber yielding plants and etc. available, but these are not in effective use;

3. From the above premise we can draw an inference, i.e., the available MFP are not in use, either due to lack of awareness or lack of availability of required knowledge and technology. On the inquiry in this regard, it was realized there are some MFP like medicinal plants not in use due to lack of adequate knowledge regarding its utility and manner of use. In some other cases due to availability of easy alternative like homeopathy allopathic mode of treatment. The MFP like fiber was not used effectively due to inadequate technological and marketing support. During the survey it was found there are some NGOs who are actively engaged themselves, to trained the people to produce different kinds of handicrafts and household goods using some MFP. But due to inadequate marketing support either things were sold chiefly or remained unsold. So non-utilization of available MFP minimized financial utility of the forest in one hand, and in other hand growing pressure from village community for the produce like fuel wood, timbre and fodder for animal is accelerating deforestation degrading the existing forest.

A growing requirement of different forest produce of Gandia/Joranda-Gandia is given in table 5.7, 5.8 and 5.9.
### Table-5.7

**Fuel-Wood Requirement in Gandia/Joranda-Gandia**

<table>
<thead>
<tr>
<th>Type</th>
<th>Per capita consumption (kg)</th>
<th>Annual Requirement in thousand tons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rural</td>
<td>168</td>
<td>18.27, 21, 23.6175</td>
</tr>
<tr>
<td>Urban</td>
<td>140</td>
<td>0.125, 1.575, 1.7645</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>308</strong></td>
<td><strong>157.080, 22.662, 25.382</strong></td>
</tr>
</tbody>
</table>

Source 14

### Table-5.8

**Annual Requirement of Fodder**

<table>
<thead>
<tr>
<th>Sl. No</th>
<th>Livestock</th>
<th>Approximate Total Population</th>
<th>Approximate Fodder Requirement Per Year (M.T.)</th>
<th>Approximate Fodder Quantity from Forest (M.T.)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Cattle</td>
<td>62036.5</td>
<td>113216.63</td>
<td>33964.875</td>
</tr>
<tr>
<td>2</td>
<td>Buffalo</td>
<td>3760</td>
<td>13724</td>
<td>4117.125</td>
</tr>
<tr>
<td>3</td>
<td>Goat</td>
<td>26568.375</td>
<td>24243.625</td>
<td>7273</td>
</tr>
<tr>
<td>4</td>
<td>Sheep</td>
<td>6644.25</td>
<td>6062.875</td>
<td>1818.75</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td></td>
<td><strong>99009.125</strong></td>
<td><strong>157247.14</strong></td>
<td><strong>47173.75</strong></td>
</tr>
</tbody>
</table>

Source 15

### Table-5.9

**Timber Requirement in Different Years in Gandia/Joranda-Gandia**

<table>
<thead>
<tr>
<th>Purpose</th>
<th>Type</th>
<th>Per capita consumption</th>
<th>Annual Requirement (cum)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>1991</td>
</tr>
<tr>
<td>Housing &amp; Allied uses</td>
<td>Rural</td>
<td>0.04</td>
<td>4350</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>0.047</td>
<td>458.25</td>
</tr>
<tr>
<td><strong>Sub Total</strong></td>
<td></td>
<td><strong>4808.25</strong></td>
<td><strong>5549.62</strong></td>
</tr>
<tr>
<td>Furniture</td>
<td>Rural</td>
<td>0.008</td>
<td>870</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td>0.015</td>
<td>146.25</td>
</tr>
<tr>
<td><strong>Sub Total</strong></td>
<td></td>
<td><strong>1016.25</strong></td>
<td><strong>146.60</strong></td>
</tr>
<tr>
<td>Agricultural Employments</td>
<td>Rural</td>
<td>0.053</td>
<td>6280.5</td>
</tr>
<tr>
<td></td>
<td>Urban</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Total Requirement</strong></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source 16

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In spite of growing demand of fuel-wood, timber and fodder for animal, there were no adequate step has been taken, neither at JFM nor at FDA nor under any other plantation. In addition to existing pressure, there are some customary practices, which are affecting natural regeneration of forest and in some cases its effect is wider than simple degradation. It is observed, the villagers where use to keep number of cattle population for the purpose of milk, cultivation and cow dung. Whereas on the investigation, it was found the productivity of cattle population either limited or wasted or mis-managed. The productivity of the cows in respect to milk, is not more than half litter per cow in average. The cattle dung in some villages instead of using it as fertilizers, they used it as alternative of fuel wood. Whereas the quantity of fodder consumption is not less than the cows whose productivity in respect to milk is high. So non-introduction or non-adoptions of hybreed for the purpose of milk is not only injurious for the existence of the forest but also it is non-profitable for the farmers. The practice of stall-feeding is also not found as an effective practice to minimize effect of cattle grazing. Further, it is observed, in case of some VSS there are some rule which were made to prevent from cattle grazing to get a effective regeneration of forest but in practice it is otherwise neither there is any restriction was felt by the present researcher nor there was any finding in relation to conformation of rotation wise opening the village forest for the cattle grazing. More surprisingly, it was found the cattles are grazing even if inside the new plantation area, which were done under implementation of FDA. The civil administration in respect to introduction of high yielding cattle species, responded that they have provided cows to some villagers either as assistance or on the basis of lone. But on the ground, there was hardly any factual evidence in support of this statement was found. And on this query, the villagers have responded that they dont have enough financial ability to afford it. Further, they expressed their disability to take care of these high yielding cows, in respect to technical knowledge. Thus, on the
basis of these facts, it can be said to minimize pressure from cattle population and to optimize benefit from domestication of cow and optimum use available fodder, there is a requirement of combined effort of civil administration and FD has to be taken to introduce hybrid cows and to educate utility and care of hybrid cows.

In view of decreasing forest cover and increasing fuel wood requirement, there is an urgent need to introduce alternative energy source or the technology of fuel efficiency in order to optimize maximum benefit or output with minimal consumption of energy related forest produce. There are a number of alternative energy source and related technology are available, such as solar energy, LPG, Gobar Gas Plant and fuel efficient chullha. So far LPG, solar energy producing equipment and Gobar Gas Plant concern, it needs some investment. Considering the poverty level, without assistance of government, it is not physible but introduction of fuel-efficient chullha is very much possible due it’s less expensiveness. The civil administration like BDO had told they have already supplied gas efficient chullha in some area. But on the contrary, it was not found in any of the VSS where this study was undertaken.

There are some other practices like collection of tooth brush, collection of thorny material and etc., also found affecting the regeneration of degraded forest. In specific, people for toothbrush, they collect new branches of different plants, which affect very badly the growth of tree. Besides these, widespread theft by outsider and in some cases by the villagers itself adding a cause for the degradation of degraded forest, a table reflecting intensity of illicitly felling given below.
Table 5.10

Intensity Of Illicit Felling In Different Forest Blocks

<table>
<thead>
<tr>
<th>Intensity of Illicit Felling</th>
<th>No of the Blocks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Very High</td>
<td>Non</td>
</tr>
<tr>
<td>High</td>
<td>1</td>
</tr>
<tr>
<td>Moderate</td>
<td>9</td>
</tr>
<tr>
<td>Low</td>
<td>5</td>
</tr>
</tbody>
</table>

Source 17

Considering not only the forest cover of Gandia but also considering the forest cover of the country seems there is hardly any capacity remained to fulfill the growing need of forest produce. Therefore, the non-material utility of the forest as our ancestor used it has to be encouraged. In this respect, a few questions were asked and people’s response was non-encouraging. The religious utility of the forest for the people is almost restricted to a few plants like Bela, Tulsi, Osta, Bara and etc. In respect to other plants, they don’t feel any religious attachment or spiritual attachment. The ancient perception of a tree that the plants of the earth are living creature and they got equal rights to survive has no more in existence. The utility like recreational aesthetic and educational lost their relevance. In order to discourage material utilisation of the forest and to encourage non-material utilization of forest, it is very badly required to protect, preserve and conserve the traditional perception of our forefather, and it requires a rigorous practice generation to generation.

The sustainable conservation of forest is not a knowledge rather it appears to me as a practice. At this age, it was made clear to everybody that, the existence of our eco system and forest in specific, is indespencible for our existance. But peoples were not able to preserve existing forest cover, minimizing the consumption and this is
due to only lack of adequate socialization and internalization of forest and forest dependants relation and utility of the forest.

Referring to chapter two and three as it was found in discussing forest and forest dependants relation with a general perspective of pre-independent India and post-independent India, It was found, interdepending, complimentary and sustenable relation of forest and its dependants got desocialised and delegitimised, due to imposition of ruling elite's and colonial rule's agenda through commercialization of Indian forest. Even if after independence, the colonial mind or agenda in respect to forest was not repealed. The IndianFD bureaucracy without bringing any changes in the basic formulation of post-independent India forest policy, they took the task of forest conservation. Therefore, policing the forest against the forest dependants continued. In consequence to which, desocialised and delegimised forest and forest dependants relation was not got rehabilitated even if after independence.

During the field survey it was observed, desocialisation of forest and forest dependants relation not only got restricted to forest and forest dependants. It is found in some villages there is hardly any relation which is sustenable from the stand point of consumption and conservation with common property resources. In this regard, a few questions were put forwarded and the findings are given in the table – 5.11.
Chapter- 5

Table-5.11

Status Of Common Property

<table>
<thead>
<tr>
<th>Sl. no</th>
<th>Common Property</th>
<th>Degraded</th>
<th>Partial Degraded</th>
<th>Good</th>
<th>Very Good</th>
<th>% of Common Property</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>Village Forests</td>
<td>4%</td>
<td>8%</td>
<td>4%</td>
<td>4%</td>
<td>20%</td>
</tr>
<tr>
<td>2</td>
<td>Village Ponds</td>
<td>8%</td>
<td>8%</td>
<td>-</td>
<td>-</td>
<td>16%</td>
</tr>
<tr>
<td>3</td>
<td>Village Temples</td>
<td>-</td>
<td>-</td>
<td>20%</td>
<td>-</td>
<td>20%</td>
</tr>
<tr>
<td>4</td>
<td>Kothaghara</td>
<td>-</td>
<td>-</td>
<td>16%</td>
<td>-</td>
<td>16%</td>
</tr>
<tr>
<td>5</td>
<td>Village Roads</td>
<td>-</td>
<td>20%</td>
<td>-</td>
<td>-</td>
<td>20%</td>
</tr>
<tr>
<td>6</td>
<td>Village Playgrounds</td>
<td>-</td>
<td>8%</td>
<td>-</td>
<td>-</td>
<td>8%</td>
</tr>
</tbody>
</table>

Source

From the above table, it is quite evident, the relation of the people with all sorts of common resources got desocialised, in respect to conservation or maintenance. Other than temple there are hardly any common property which is found well maintained in the surveyed villages. In spite of immense material utility of village pond, village road and village playground, it were not maintained as it requires. Whereas, the temple is found well maintained in spite of its no material utility. The cause of this difference is quite understandable which can be expressed with a single word, that is, obsessional neurosis. The mentality or the attitude which is responsible for this, is seems got related with desocialised people forest relation. Further, to comprehend the difficulties of people's relation with common property resources, there were some question asked in relation to villager's effort to maintain the common resource of village. And the respective findings are given below.

Table-5.12

Voluntary Effort To Manage/Maintain/Enrich Of Common Resources (in Percent)

<table>
<thead>
<tr>
<th>Common Resources</th>
<th>Only Individual</th>
<th>Only Community</th>
<th>Both</th>
<th>Non</th>
</tr>
</thead>
<tbody>
<tr>
<td>Village Forest</td>
<td>0</td>
<td>13</td>
<td>0</td>
<td>87</td>
</tr>
<tr>
<td>Village Temple</td>
<td>17</td>
<td>13</td>
<td>46</td>
<td>26</td>
</tr>
<tr>
<td>Village Road</td>
<td>0</td>
<td>0</td>
<td>7</td>
<td>93</td>
</tr>
<tr>
<td>Village Pond</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>100</td>
</tr>
<tr>
<td>Village Playground</td>
<td>0</td>
<td>11</td>
<td>0</td>
<td>89</td>
</tr>
</tbody>
</table>

Source
From the above data that is, data regarding common resource revils, not only village forest but also other common resource, like village pond, village road and village playground also suffering from a exploitative relation. The village common property resource are mismanaged, as it is in case of village forest. The consumption and conservation of any common property resources basically suffering from desocialisation and delegitimisation of collective right over community resource. The people don’t find a sense of trusteeship or ownership as it is in case of private property, which led to a uncontrolled and erational exploitation of common resources. In reference to both, the status of common resource and the effort made by villagers to manage sustainably are not satisfactory. Observing the existing condition of common common resource, it can be said, socialization and legitimasation of collective right of user community could bring some changes in existing condition.

**Luffedby prevailing property right relation. Infrastructure and forest official**

The level of infrastructure. The division has offices in the ranges and the area under their jurisdiction are more or less manageable, (responses of the officials) Even where they are not manageable, efforts are being made to rearrange the ranges and Beats, but due to inadequate night accommodation the forest official facing problem in field visit. no effort is being made for the automation, which in today's context has become essential As a result, as mentioned earlier, records maintenance has become a problem. Communication system faces delays and many more factors creep in Conveyance for forest officials has not been properly planned At range level jeeps have not been provided Mr Pradhan complain about this fact and say that in cases of fire fighting and illegal cutting, where are they have to act fast and with staff, transportation is a big handicap. Dissatisfaction of
personnel with the working condition plays a major role in the functioning of organization. We can evaluate this aspect in terms of compensation package, superior-Ordinate relationship, level of motivation and attitudes. As far as compensation package is concern, we can say that nothing can be done at the division level. Dissatisfaction over emolument nothing can be dun, given the fact that employees join the service agreeing to the salary package, we can say that these are routine matters and for which division d department cannot be held responsible, even if there is dissatisfaction over this. Accommodation is available for almost all the employees even in far-flung areas, In fact quite a few of them live in their houses as they mostly belong to the area. Officials sometimes complain about the lack of facilities for their family like education problem. They had to send their kids to other places for good education, which increases their cost of living. But dissatisfaction over service conditions has never led to any resignation or like activities, so we can safely assume that level of dissatisfaction is not very high due to this.

Apart from this complained of FD officials, the got some other complain, regarding inadequacy of arms for the self-defense and sometime for the offensive action against the timber mafia, Further they had expressed their disabilities in punishing the culprit who commits offense either within reserve forest or in village forest. /Therefore FD official were in favour of grater punitive power for the effective control on forest related offence. There are some area on which, FD official expressed their critical view, those are, existing contradiction in -between Orissa forest act and time to time adapted policy by government.

Explaining one of them, FD official told, in one hand Orissa forest act declares, collection of wood more than worth of RS100 from reserve forest as crime, and recent announcement of government of Orissa, to forgive all those forest related crime upto a worth of RS5000, not only
a contradiction but also creates a lot difficulties at ground level to control crime in forest and to management natural resource like forest. This kinds of contradiction also sends a rung message about ciriousness in respect to forest conservation.

It was observed at the time of field visit, the number of FD staff was very much low in comparing the assignment given to them. Thus adequate number and timely Appointment Of Personnel In The Department is essential for the execution of any plan. Again not only sufficiency is required but suitability that is what we call - 'right man at the right place'. Being a government department there is fixed rules for the recruitment of personnel. They are elected on the basis of their qualification and success in exams at various levels, Divisional level officials are appointed on the basis of examination conducted at the national level. At this level there is a provision of 'recruitment from within also', which basically is through promotion. Officers below that level are recruited on the basis of state-wide examination and her recruitment policies. This system can be viewed as the possible way to fulfill manpower requirements.

So nothing can be done in this regard, but this situation can be improved through effective and proper training. There is provision of training or the officials, though contents vary from level to level. The survey revealed that the lower level officials are not much aware of the latest policy pronouncements. Being asked about best management solicited different responses. At the range level the officers were aware out some features of it but officials below that level had no idea about it, though they have regular interaction with BSS. So there is need to improve the content of training.

So far sufficiency of manpower is concerned, there is need to induct
admitted that in fire season they face shortage of manpower, to give an effective check or control forest fire incident, a table reflecting extent of forest fire given below.

**Table-5.13**

**Extent Of Forest Fire In Different Forest Blocks**

<table>
<thead>
<tr>
<th>Sl. No.</th>
<th>No. Forest Blocks</th>
<th>Degree of Forest Fire</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Very High</td>
</tr>
<tr>
<td>1</td>
<td>20</td>
<td></td>
</tr>
</tbody>
</table>

Source

The typical subordinate and super ordinate structure of Indian bureaucracy is found among the FD officials of Dhenkanal division. The interaction in between field level worker and high officials is found very low. The high officials visits to field or to range offices are very low. In relation to communication regarding personal grievance and field level difficulties were use to communicate through proper channel as it is practiced in other larger organisations. It is found during field survey the awareness level of field staff is very low in reference to JFM and national afforestation policy. On the inquiry it was came to light that there were hardly any arrangement of seminars, workshops and orientation programme in recent past to update ground level workers.

Speaking on FD officials and people's relations importance, it is well recognized throughout the country, importance of people's participation in conservation of forest is keystone for success. So soliciting the people's participation, it is required to bring adequate change in FD officials attitude. The typical attitude, the forest dependants are the destroyer of forests has to be altered. The traditional means of protection (policing the forest) has to leave.
Monitoring Effort

Monitoring is an integral part of policy process. Its efficacy is essential in successfully achieving the objectives, which depends on the procedure and the people involved in the process. In the area, the onus is on the forest officials. Plan documents enumerate the LOYALITIES of the officials. It is mostly them who have to monitor all activities be it plantations, Patrolling, fire-detection, catching thieves or people involved in illegal cutting. One way to improve the effectiveness of monitoring could have been effective involvement of the people in the process, but effort and the attitude of officers does not provide much scope in this regard. The department in its annual reports accepts that in performing the protective duties, the officials are generally in situations of conflict with the local people. Since members of BSS also are not sown much interest in protection AND the functioning of these BSS, it became doubly difficult to get help in preventing thefts and illegal cuttings. People's support came only in fire detection, forest officials acknowledged that quite often they receive first information about fires FROM VSS people.

Administrative cost reduction

Since the resources are scarce with the government and the department too faces the resource crunch there are obvious reasons to find ways to reduce the costs in implementing various project and activities. This does not mean that scope of forestry should be reduced but efficiency should be aimed at. For this purpose, the best course of action would be a group of experts who are aware of the various issues and aspects related with this problem can be assigned to take care. Considering investment and scale of requirement, this would neither be feasible nor advisable to engage such a team in every division; Better option would be to have a team at directorate level, to which the division can put problems forward. This team should authorize to undertake such studies on its own.
The team should try to explore the possibilities to reduce cost of administration from the stage of planning. It should entertain suggestion from the field level worker. However, there are some steps were taken in order to reduce the administration cost, through decentralization of participation. But a lot more decentralization is required at the level of planning, implementing, monitoring and evaluation of the project.

This decentralization can be effected at the planning stage of Micro Plans, which required to be given ought most importance. Since the field level officials are being closer to reality, they are better placed to find out he ways to tackle the problems arising in the field Procedures, but on the contrary, for the each and every action they have to take permission to each and every ground level requirement. Some times it becomes too costly and which can be saved, if they shall be allowed to take action immediately. The direct action, not only shall save money but also it will enhance the scope of their efficiency and accountability.

In contrary to the requirement, present researcher during his survey could not find any report that could suggest that any study to reduce costs have been undertaken. Mr. Pradhan, Range Officer, viewed that there is not much scope in reducing the costs According to him "spiraling prices have further reduced scope as the rates which are prescribed by the directorate for various activities, quite often fall short in comparison to market rates" In such situations he sought credit for their efforts Here it is noteworthy that the department prescribes uniform rates assuming that the market conditions are same throughout the state.
Capturing traditional environmental knowledge, since we have seen in chapter three that traditional environmental practices were sustainable, it makes sense to take advantage of the knowledge available in managing the forests. Forest department needs it more to be able to undertake forestry works that will be acceptable to the people living around. This knowledge relates to the species to be planted, practices in the forest and how people behaved in them.

Summarising the findings in reference to people’s participation and FD role in forest conservation of Gandia, it can be said the community involvement which were made for social forestry and JFM, seems not more than exploitation of available human resource for the conservation of forest. The objective like poverty alleviation is a plea for people’s participation, but on the ground this is not visible. Other than this, objective like facilitating people’s participation with a sense of partner is nowhere realized. Study of different notifications on forest conservation and policy document reveals, there is hardly any recommendation which could create a sense of trusteeship or a sense of ownership among the participating community. More importantly, it is realized throughout the study, forest conservation without rehabilitating desocialised and delegitimized age-old sustainable relation of forest and forest dependants is not possible. And rehabilitation of it shall be possible, when the policy, programme and action shall be translated in to practice. And a sustainable complimentary relation of forest and forest dependants could make forest conservation sustainable. In other word, I would like to say sustainable conservation of forest is not an awareness, it is a practice which can make forest conservation success, when it shall get penetrated or translated in to habit or custom as a part of culture.

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5 JFM Resolution government of Orissa, 1993
6 Pattnaik, Binay Kumar and Animdh Brahmachari, “Community-Based Forest Management Practices—Field Observation from Orissa”, Economic and Political Weekly, April 13, 1996, pp. 968-75
8 Ibid
10 NTFP Rules, 2002 of Panchayati Raj (GP) Department
12 Field Survey (primary)
13 Ibid
18 Field Survey (primary)
19 Ibid (primary)
20 Field Survey (primary)