



# CONCEPT OF JFM



DIRECTORATE OF FORESTS  
GOVERNMENT OF WEST BENGAL



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## PREFACE

Joint Forest Management (JFM) at national level owes its origin to The National Forest Policy of India (1988), formulated for pan India planned protection, development and conservation of forest with active participation of forest fringe village community.

Based on this policy guideline, when a group or collection of individuals organise itself for the purpose of pursuing forest conservation on sustainable basis jointly with the Forest Department and share rights, interests and responsibility in a co-operative way, the association is said to be JFM. It has evolved to meet the livelihood needs of forest fringe people while ensuring sustainability of forest resources for generation next.

JFM provides a framework for organising people in the form of Joint Forest Management Committees for protection, and development of forest lands. Presently 29 states and Andaman and Nicobar islands have adopted Joint Forest Management program and are managing the forests through active participation of forest fringe dwellers. Though the modalities of JFM along with the membership structure, benefit sharing arrangement, decision making process vary from state to state but the common activity theme in all is that the village community organized in the form of JFMC and the Forest Department enter into an agreement where villagers agree to assist the forest department officials in safeguarding the forest resources through protection from fire, grazing, and illegal harvesting in exchange for which they receive defined benefits in terms of usufructory share.

As a part of the JICA project on 'Capacity Development for Forest Management and Training of Personnel' being implemented by the Forest Department, Govt. of West Bengal, these course materials on Joint Forest Management have been prepared for induction training of the Foresters and Forest Guards. The objective of this training material is to provide a basic idea of Joint Forest Management during the induction training so that they can use them in project planning and implementation.

The areas elaborated in these materials broadly cover the syllabus laid down in the guidelines issued by Ministry of Environment of Forests, Govt. of India, vide the Ministry's No 3-17/1999-RT dated 05.03.13. The materials have been prepared in simple and easy language for better understanding of the subject and to provide appropriate idea of the covered topics among the frontline staff of forest department.

The contents of the course materials have been prepared with relevant references from internet, related books, documents and government orders.

Kolkata, April 2015

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Chairman, IBRAD

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Chairman, SPMU, Forest Department,  
Govt of West Bengal



## SYLLABUS

| <b>Concept of JFM (21 hours), tour 4 days</b> |  |         |
|---|--|---------|
| 1. Definition                                 | 1.1 what is your idea of JFM, CFM?<br>1.2 learn definition of JFM in state and national JFM guidelines (latest versions):<br>-what is common to all?<br>-what is different?<br>-if different, why?<br>-what is specific to your own state?   | 1 hour  |
| 2. Concept                                    | -why from the conventional management of forests did JFM evolve?<br>-what was the status of: protection, harvest and provision of benefits in:<br>1. conventional forest management<br>2. Social forestry<br>3. JFM  | 1 hour  |
| 3. Key principles                             | 1.1 What is management of resources?<br>-what are the resources available to be managed in the forests?<br>-why the resources are to be managed?<br>-what is the difference of carrying capacity of forests with canopy?<br>-visualize canopy wise availability of resources. (between 0.1 and 0.4, more than 0.7)<br>1.2 what is joint management of resources? | 1 hour  |
| 4. Legal position                             | -what are the criteria to identify target areas? Area coverage? Community?<br>-what will be the time span to be earmarked for JFM?<br>-Why? - Figure out stages of JFM programme period.<br>-what is the functional role of FD and local people?<br>- What is the legal frame that endorses the above identified factors?  | 1 hour  |
| 5. Present status                             | -what are the achievements so far?<br>-what are the drawbacks?<br>-vis-à-vis goals set by state JFM guidelines   | 15 hour |
| 6. Scope and limitations                      | -what will be the measures to fill gaps?<br>-what will be possible limitations?  | 1 hour  |

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## Lesson 1

2 Hour

### Lesson Plan

The objective of the lesson is to make the trainees understand

- i) What is JFM and CFM
- ii) Definition of JFM at National and State level.
- iii) Common criteria of JFM of different state. iv) JFM specific to West Bengal.

**Backward Linkage - Nil**

**Forward Linkage-** Visit to JFM area during Field work and Tour.

### Training Materials Required:

- Copy of Lesson 1 to be given in the form of hard copy beforehand.
- Power point presentation
- Photographs

### Allocation of time:

- |   |        |
|---|--------|
| • What is JFM and CFM                               | 10mins |
| • Definition of JFM at the National and State level | 20mins |
| • Common criteria of JFM of different state         | 30mins |
| • JFM specific to West Bengal.                      | 45mins |
| <br>  |        |
| - Discussion Feedback from the participants         | 15mins |



## 1.1 What is JFM and CFM

Community Forest Management (CFM) or Community Forestry was defined by the Food and Agriculture Organisation (FAO) as “any situation that intimately involves local people in forestry activity”. CFM is often initiated by the community to conserve the forests and is usually administered by a locally elected body. On the other hand Joint Forest Management (JFM) is based on the principle of “co management” especially between the two main stakeholders, the forest department and the community members.

The National Policy of India 1988 envisages people’s involvement in the protection and development of forests to meet the growing demands of fuel wood, timber and fodder in view of challenges faced for protection and conservation of forests and meeting community needs of tribal and other villagers in the forest neighborhood.

**Joint Forest Management** often abbreviated as **JFM** is the official and popular term in India for partnerships in forest management involving both the state forest departments and local communities. Joint Forest Management (JFM) is a programme implemented following the state forest department order to involve the forest dwelling and forest fringe villagers as partners for protection and management of forest resources with clearly defined role, responsibilities and benefits sharing arrangement. The community members are organized with facilitation from the forest department to form the Joint Forest Management Committee (JFMC), get registered with the Forest Department (FD) and are entrusted with the protection and management of nearby forests jointly with FD. The JFMC gets defined benefit on the share of the forest produces against their effort to protect forest.

JFM is an approach to empower people to manage the use of forest resources, have access and control over the non timber forest produces and share income from sale of timber and also enjoy benefits from forest eco system services like provisioning services in terms of food, fuel, fiber, medicinal plants etc., regulatory services like water recharge, flood and storm protection, supporting services like pollination and aesthetic services like eco tourism.

Generally, JFM is implemented in the degraded forest areas with an aim to rehabilitate and regenerate the degraded forest areas. However, the fringe forests near the villages can also be included under JFM. The communities are required to organize Joint Forest Management

Committees. In West Bengal they are known as FPC (Forest Protection Committee) but in some states it is also known as Village Forest Conservation and Development Societies/Village Forest Committees/Van Samrakshana Samities. Each of these bodies has an executive committee that manages its day-to-day affairs.



## 1.2 Definition of JFM at the State and National level:

Under Joint Forest Management (JFM), village communities are entrusted with the protection and management of nearby forests. JFM at national level owes its origin to the National Forest Policy of India (1988) which stated that the forest should be managed in such a way that the needs of the forest fringe dwellers should be given priority along with the conservation of forest. It was formulated for pan India planned development and conservation of forest along with active participation of forest fringe village community. JFM is a wider social system of Participatory Forest Management where cultural, ecological and economic elements constitute a common canvas of human and forest environment interaction.

Pursuant to the National forest Policy (1988), Ministry of Environment and Forests issued a guideline to all the states in June 1990 to adopt JFM in their respective states especially in the degraded forest areas. This gave the impetus to the participation of stakeholders (such as- forest department and community members) in the management of degraded forests situated in the fringes of the villages. Following the subsequent Government of India circulars of 2000 and 2002 which provided the framework for state level rules, resolutions and guidelines, most of the states have adopted the implementation of JFM programme. The guidelines clearly states the roles and responsibilities and rights of the people on the share of the forest produce. The guidelines issued on 21.2.2000 stated the following:<sup>1</sup>

### To provide a legal Back up

- Registering all the JFMCs under society's registration Act.
- An uniform name - JFM Committees
- MOU to be signed between state government and JFMCs
- All adults eligible to become members

<sup>1</sup>Joint Forest Management: A Handbook, MOEF



### **To promote participation of women**

- At least 50% women in the General membership
- At least 33% women in the Executive committee
- Quorum for EC, at least 1/3 of women members or 1 member whichever is higher
- President/Vice-President/Secretary – at least one post should be held by a women member.

### **For expansion of JFM beyond degraded forests and in “good forest areas”**

- Proposed on a pilot basis, to be reviewed and expanded subsequently.
- Maximum sharing of revenue at 20%
- Management broadly as per working plan, with JFM mostly for NTFP management
- Minimum of 10 years of protection to be eligible for revenue sharing.

### **Guidance for Micro Plan preparation for both new Work Plan and existing Work Plan areas**

#### For new WP (Work Plan) areas

- Include a JFM overlapping working circle with broad provisions for micro plans.
- Evolve flexible guidelines for preparation of local need based micro plans
- Micro plans prepared by the Forest Officers and JFMCs after detailed PRA exercise
- Utilize locally available knowledge and strengthen the local institutions
- Cover local consumption, market linkages, environmental function and biodiversity conservation

#### For existing WP (Work Plan) areas

- Dovetail micro-plans into WP and implement them by special order of the PCCF.
- focus on multiple products and NTFP
- can cover community lands and other government lands outside notified forest areas

### **Conflict resolution**

- may constitute divisional and state level representative forums or working groups including all stakeholders as well as NGOs

### **Recognize Self-initiated groups**

- identify, recognize, and register community groups as JFM Committees.
- recognize prior protection while sharing benefits.

### **Contribution for Regeneration of Resources**

- Reinvest 25% of the share of village community and of the FD in forest.
- Transparent mechanisms for computation of income for sharing benefits.

### **Monitoring and Evaluation**

- Concurrent monitoring at Division and State level
- Evaluation at interval of 3 years (division) and 5 years (State).



The guidelines issued on 24.12.2002 further states<sup>2</sup>

- Signing of **Memorandum of Understanding (MOU)**, outlining the short term and long term roles and responsibilities, implementation of work programme, pattern of sharing of usufructs and conflict resolution.
- 
- Suggesting a **Relationship with Panchayats**, that lets JFM Committees benefit from the administrative and financial position and organizational capacity, while maintaining the “separate non-political identity of the JFM Committees as ‘guardian of forests’”. Secondly, benefits from NTFP sales should be shared with all members of the gram sabha including the JFM committees.
- 
- Proposing **Capacity building for managing Non-Timber Forest Products (NTFPs)**
- Recognizing **importance of NTFP management** in good forest areas for sustainability and local benefits, propose capacity building for:
  - ./ non-destructive harvesting (in accordance with working plans),
  - ./ equity in sharing,
  - ./ institutional reforms
  - ./ strengthening the set-up of NTFP management

While JFM focuses on involving local people for protecting and conserving forests by forming JFM Committees/ Eco-Development Committees it also tries to ensure that the subsistence needs of fuel, fodder, other non timber forest produces of the community are met and the forest ecosystem services are maintained.

**State level initiatives are more or less patterned on the national policy guidelines** and they provide for people’s involvement in Joint Forest Management Programme. However, each state has its unique order/ guidelines.

### 1.2.1 Common criteria of JFM among the states

Based on the analysis of government orders on JFM from 15 states of India (Andhra Pradesh, Arunachal Pradesh, Assam, Gujarat, Himachal Pradesh, Kerala, Madhya Pradesh, Meghalaya, Odisha, Sikkim, Rajasthan, Tamil Nadu, Tripura, Uttar Pradesh and West Bengal) following common points have emerged:

- All the state guidelines have considered **involving local community** for protection and conservation of forest by forming an institution, i.e., Joint Forest Management Committee/Eco Development Committee
- **The forest land belongs to the forest department.** JFMC has given the access rights.

<sup>2</sup>Joint Forest Management: A Handbook, MOEF



- **JFMC/EDCs are formed primarily with the initiative of the forest department.** In Andhra Pradesh, Assam, Himachal Pradesh, Kerala, Madhya Pradesh and Rajasthan the Range officer or DFO calls a meeting with forest fringe dwellers regarding JFM, create awareness and forms the JFMC with the consent of 50% of the villagers in Andhra Pradesh, Assam and Himachal Pradesh and 40% in case of Rajasthan.
- All the **JFMC/EDCs are registered with the forest department.**
- JFM Committees are working as **partner with FD**
- Each of the JFMC/EDC is having an executive committee
- Emphasis has been given to **involve women in the JFMCs.** In Kerala, Madhya Pradesh and Sikkim the minimum percentage of women representation in the JFMC is 33% whereas in Andhra Pradesh and Arunachal Pradesh it is more than 50% and 30% respectively. Unlike other states the JFMCs of Rajasthan form a subcommittee only for women members under the main JFMC formed by seven women. In case of West Bengal the wives of the male members of the JFMC automatically become a member of the committee and there should be at least two woman member in the Executive Committee. In Himachal Pradesh and Meghalaya it is mentioned that there should be adequate representation of women in the Executive Committee.
- There is provision for **representation of women in the Executive Committee.** Like in Andhra Pradesh out of 15 members, eight should be women, the chair person/vice chair person shall be woman/women; in Arunachal Pradesh 30% of the committee members should be women; in Kerala out of nine, three should be women; in Madhya Pradesh and Sikkim minimum 33% should be women; in West Bengal two members should be woman and in Himchal Pradesh and Meghalaya it is mentioned to have adequate representation of women in the committee.
- JFMC/EDC is **functioning fully or partially under the Gram Sabha**
- There are **clearly mentioned duties and responsibilities** for the JFMC/EDCs
- The **benefit sharing arrangements** for the JFMC/EDCs are clearly mentioned
- **Forest department has the power to dissolve the JFMC/EDCs** in case of non performance of the JFMC/EDC.

### 1.2.2 The differences among the states government orders

India is a large country with a very large number of Village Communities of varied demographic and socio-cultural profiles, involved in the participative implementation in JFM programme. The name of the JFMC varies among the states but the basic principle of conserving forest jointly by the community and the forest department remains same. Based on the analysis of different state government orders it is found that there are differences especially in the area of

./ Composition of the JFMC and Executive Committee of the JFMC

- ./ Provision for involving representatives from other institutions operating in the village in the JFMC
- ./ Legal Status of the JFMC
- ./ Provision for involving women in the JFMC
- ./ Benefits to be shared with the JFMC
- ./ Fundflow mechanism

The comparative analysis of the differences among the states are presented in Annex 1

### 1.2.3 What is specific to West Bengal

West Bengal is the pioneer to initiate JFM. The first Government Resolution on JFM was issued in 1989 for south west Bengal. Depending upon the different types of forest, its composition and legal status in different agro climatic regions, the state has issued four numbers of Government Resolutions applicable to different agro climatic regions and one resolution for the Eco Development Committees. The salient features of different government resolutions of the state are stated below:



Table 1: Salient features of different Government orders on JFM in West Bengal

|                           |   |  |   |  |   |
|---------------------------|---|--|---|--|---|
| Categories                | South West Bengal 5971-For dated 3.10.08  | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sundarbans 2758 – For dated 17.08.04.   | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008   | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
| Purpose                   | All the orders state the purpose for JFM is to involve people for protection and development of degraded forest or prone to forces of degradation   | Same as South West Bengal  | Same as South West Bengal   | Same as South West Bengal  | EDC is constituted for the purpose of protection and development of wildlife protected areas ( sanctuaries and National Park)   |
| Constitution of the JFMC: | <ul style="list-style-type: none"> <li>Divisional Forest Officer (DFO) in consultation with “Bon O BhumiSanskarsamity of PanchayatSamity will select the beneficiaries for formation of Joint Forest Management Committee (JFMC).</li> <li>They will be from economically backward classes. However, all the people living in the vicinity of the forest have the choice to become member.</li> <li>There will be a joint membership of both the</li> </ul> | Same as South West Bengal  | <ul style="list-style-type: none"> <li>Divisional Forest Officer (DFO) in consultation with “Bon O BhumiSanskarsamity of PanchayatSamity will select the beneficiaries for formation of Forest Protection Committee (FPC).</li> <li>They will be from economically backward classes. However, all the people living in the vicinity of the forest have the choice to become member.</li> <li>Constitution of the Forest Protection Committee</li> </ul> | <ul style="list-style-type: none"> <li>Divisional Forest Officer (DFO) in consultation with people living in fringe areas of forest will select the beneficiaries for formation of Joint Forest Management Committee (JFMC)</li> <li>They will be from economically backward classes. However, all the people living in the vicinity of the forest have the choice to become member.</li> <li>Constitution of the JFMC and Executive Committee (EC) will approved by DFO in consultation with</li> </ul> | <ul style="list-style-type: none"> <li>Divisional Forest Officer (DFO) in consultation with “Bon O BhumiSanskarsamity of PanchayatSamity will select the beneficiaries for formation of Joint Forest Management Committee (JFMC).</li> <li>They will be from economically backward classes. However, all the people living in the vicinity of the forest have the choice to become member.</li> <li>There will be a joint membership of both the</li> </ul> |



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| Categories         | South West Bengal 5971-For dated 3.10.08   | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sundarbans 2758 – For dated 17.08.04.   | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008   | EDC 3841-For/d/11M-7/95 dated 26.6.1996  |
|                    | <p>husband and wife.</p> <ul style="list-style-type: none"> <li>Constitution of the JFMC and Executive Committee (EC) will be approved by DFO upon recommendation of PanchayatSamity</li> </ul>  |  | (FPC) will be approved by DFO upon recommendation of PanchayatSamity.   | councilor in whose Jurisdiction the JFMC area falls  | husband and wife. Constitution of the JFMC and Executive Committee (EC) will be approved by DFO upon recommendation of PanchayatSamity   |
| Composition of EC: | <ul style="list-style-type: none"> <li>Representative of local M.L.A. to be nominated by local M.L.A. may be a member (as per the Order Nos. 310-For/6M-28/2002 dated 14.2.2012; 309-For/6M-28/2002 dated on 14.2.2012; 308-For/6M-28/2002 dated on 14.2.2012 )</li> <li>Five elected beneficiaries of which at least two will be women and among all members at least one member will be tribal can be a member (as per the Order Nos. 310-For/6M-28/2002 dated 14.2.2012; 309-For/6M-28/2002 dated on 14.2.2012; 308-For/6M-28/2002 dated on 14.2.2012)</li> </ul> | Same as South West Bengal  | <ul style="list-style-type: none"> <li>Representative of local M.L.A. to be nominated by local M.L.A. may be a member (as per the Order Nos. 310-For/6M-28/2002 dated 14.2.2012; 309-For/6M-28/2002 dated on 14.2.2012; 308-For/6M-28/2002 dated on 14.2.2012 )</li> <li>Representative of Panchayat-samity</li> <li>Pradhan or his representative.</li> <li>Beat Officer or his nominee as Member Secretary</li> <li>Out of 10% of total members of FPC subject to maximum of 25, 33% will be women</li> </ul> | <ul style="list-style-type: none"> <li>Representative of local M.L.A. to be nominated by local M.L.A. may be a member (as per the Order Nos. 310-For/6M-28/2002 dated 14.2.2012; 309-For/6M-28/2002 dated on 14.2.2012; 308-For/6M-28/2002 dated on 14.2.2012 )</li> <li>Representative of Panchayat-samity</li> <li>Pradhan or his representative.</li> <li>Beat Officer or his nominee as Member Convener</li> <li>Out of 10% of total membership subject to minimum of 6 and maximum of 11, 30% of</li> </ul> | <ul style="list-style-type: none"> <li>Representative of local M.L.A. to be nominated by local M.L.A. may be a member (as per the Order Nos. 310-For/6M-28/2002 dated 14.2.2012; 309-For/6M-28/2002 dated on 14.2.2012; 308-For/6M-28/2002 dated on 14.2.2012 )</li> <li>Representative of Panchayat-samity</li> <li>Pradhan or his representative.</li> <li>Beat Officer or his nominee as Member Convener</li> <li>Out of 10% of total membership subject to minimum of 6 and maximum of 11, 30% of</li> </ul> |



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| Categories | <p>South West Bengal 5971-For dated 3.10.08</p> <p>North Bengal excepting Gorkha Hill Council and extended upto Hooghly) 5969-For dated 3.10.08</p>  | <p>Sundarbans 2758 – For dated 17.08.04.</p>  | <p>Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008</p>   | <p>EDC 3841-For/d/11M-7/95 dated 26.6.1996</p>   |
|            | <p>14.2.2012).</p> <ul style="list-style-type: none"> <li>● Representative of panchayat-samity</li> <li>● Pradhan or his representative</li> <li>● Beat Officer or his nominee as Member Secretary</li> <li>● Head Forest Guard /Forest Guard/ Forest Worker/ Ban Majdur/ Ban Sramik/ Nigam Shramik to be nominated by the Range Forest Officer</li> <li>● Three elected beneficiaries of which one will be women and tribal</li> <li>● Members will elect President in each meeting</li> <li>● Member Secretary will convene the meeting of both EC and JFMC</li> <li>● EC members to be elected in each year during Annual General Meeting (AGM)</li> <li>● No member will be elected in EC successively for more</li> </ul> | <ul style="list-style-type: none"> <li>● The duties , functions and usufruct sharing under this government order will be subject to restriction that may be imposed from time to time on account of silvi-culture and management</li> <li>● Members will elect President in each meeting</li> <li>● Member Secretary will convene the meeting of both EC and FPC</li> <li>● EC members to be elected in each year during Annual General Meeting (AGM)</li> <li>● No member will be elected in EC successively for more than three years</li> <li>● In order to ensure better coordination FPCs and further consolidation of FPC practices, coordination committees of FPCs shall be constituted both at beat and range level. The composition and function</li> </ul> | <p>).</p> <ul style="list-style-type: none"> <li>● Local Council of D.G.H.C or his authorized member</li> <li>● Concerned Beat officer/ Dy. Ranger/ Dy. Range Manager may be the Member secretary of the EC (as per the Order No. 309-For/6M-28/2002 dated on 14.2.2012).</li> <li>● Head Forest Guard /Forest Guard/ Forest Worker/ Ban Majdur/ Ban Sramik/ Nigam Shramik to be nominated by the Range Forest Officer</li> <li>● Three elected beneficiaries of which one will be women and tribal</li> <li>● EC members to be elected in each year during Annual General Meeting (AGM)</li> <li>● No member will be elected in EC successively for more than three years</li> <li>● If any inclusion or change in the EDC/ Executive Committee is necessitated, after initial consultation, the Executive Committee shall make suitable recommendation to the Forest Officer duly endorsed by the “Bon-O-BhumiSanskarsamiti” of local PanchayatSamiti, for</li> </ul> | <p>the elected member shall be women</p> <ul style="list-style-type: none"> <li>● Members will elect Secretary in each meeting apart from a chair-person</li> <li>● Beat officer, as member convener and Secretary both shall convene the meeting of EC, AGM and other meetings of EDC</li> <li>● EC members to be elected in each year during Annual General Meeting (AGM)</li> <li>● No member will be elected in EC successively for more than three years</li> <li>● If any inclusion or change in the EDC/ Executive Committee is necessitated, after initial consultation, the Executive Committee shall make suitable recommendation to the Forest Officer duly endorsed by the “Bon-O-BhumiSanskarsamiti” of local PanchayatSamiti, for</li> </ul> |



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| Categories | <p>South West Bengal 5971-For dated 3.10.08</p> <ul style="list-style-type: none"> <li>● In order to ensure better coordination among JFMCs and further consolidation of JFM practices, coordination committees of JFMCs shall be constituted both at beat and range level. The composition and function of such coordination committees shall follow guideline prescribed by PCCF.</li> <li>● The Bon-O- BhumisankarSthayeeSamiti of respective ZillaParishad will monitor, supervise and review functions of JFMC</li> </ul> | <p>North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08</p>  | <p>Sundarbans 2758 – For dated 17.08.04.</p>   | <p>Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008</p>  | <p>EDC 3841-For/d/11M-7/95 dated 26.6.1996</p>   |
|            |  | <p>of such coordination committees shall follow guideline prescribed by PCCF.</p> <ul style="list-style-type: none"> <li>● The Bon-O- BhumisankarSthayeeSamiti of respective ZillaParishad will monitor, supervise and review functions of FPC requirements and from wildlife point of view</li> </ul> | <p>will monitor, supervise and review functions of JFMCs.</p> <ul style="list-style-type: none"> <li>● In order to ensure better coordination among JFMCs and further consolidation of JFM practices, coordination committees of JFMCs shall be constituted both at beat and range level. The composition and function of such coordination committees shall follow guideline prescribed by PCCF.</li> <li>● The Bon-O- BhumisankarSthayeeSamiti of respective ZillaParishad will monitor, supervise and review functions of JFMC</li> </ul> | <p>will monitor, supervise and review functions of JFMCs.</p> <ul style="list-style-type: none"> <li>● In order to ensure better coordination among JFMCs and further consolidation of JFM practices, coordination committees of JFMCs shall be constituted both at beat and range level. The composition and function of such coordination committees shall follow guideline prescribed by PCCF.</li> <li>● The Bon-O- BhumisankarSthayeeSamiti of respective ZillaParishad will monitor, supervise and review functions of JFMC</li> </ul> | <p>approval.</p> <ul style="list-style-type: none"> <li>● Quorum for each meeting of the Executive Committee shall be 50% of the elected members and for the Annual General Meeting, 30% of ordinary members.</li> <li>● In order to ensure better coordination among JFMCs and further consolidation of JFM practices, coordination committees of JFMCs shall be constituted both at beat and range level. The composition and function of such coordination committees shall follow guideline prescribed by PCCF.</li> <li>● The Bon-O- BhumisankarSthayeeSamiti of respective ZillaParishad will monitor, supervise and review functions of JFMC</li> </ul> |



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| Categories           | South West Bengal 5971-For dated 3.10.08  | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sundarbans 2758 – For dated 17.08.04.  | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008  | EDC 3841-For/d/11M-7/95 dated 26.6.1996  |
| Function             | <ul style="list-style-type: none"> <li>JFMCs have to ensure protection of forest/ plantation/wildlife</li> <li>Assist forest personnel to apprehend the offenders</li> <li>Ensure smooth and timely execution of forestry works,</li> <li>Ensure smooth harvesting and distribution of net sale proceeds</li> <li>Ensure that rights are not misused</li> <li>Inform about any activities which is in contravention of Provisions of Indian Forest Act, 1927 and Wildlife (Protection) Act 1972 to the concerned Beat officer/ Range Officer and to assist Forest Officials to take necessary action against it.</li> </ul> | Same as South West Bengal  | <ul style="list-style-type: none"> <li>FPCs have to ensure protection of forest/ plantation/wildlife</li> <li>Assist forest personnel to apprehend the offenders</li> <li>Ensure smooth and timely execution of forestry works,</li> <li>Ensure smooth harvesting and distribution of net sale proceeds</li> <li>Inform about any activities which is in contravention of Provisions of Indian Forest Act, 1927 and Wildlife (Protection) Act 1972 to the concerned Beat officer/ Range Officer and to assist Forest Officials to take necessary action against it.</li> </ul> | <ul style="list-style-type: none"> <li>JFMCs have to ensure protection of forest/ plantation/wildlife</li> <li>Assist forest personnel to apprehend the offenders</li> <li>Ensure smooth and timely execution of forestry works,</li> <li>Ensure smooth harvesting and distribution of net sale proceeds</li> <li>Inform about any activities which is in contravention of Provisions of Indian Forest Act, 1927 and Wildlife (Protection) Act 1972 to the concerned Beat officer/ Range Officer and to assist Forest Officials to take necessary action against it.</li> </ul> | <ul style="list-style-type: none"> <li>EDC have to ensure protection of forest/ plantation/wildlife</li> <li>Assist forest personnel to apprehend the offenders</li> <li>Ensure smooth and timely execution of forestry works,</li> <li>To ensure implementation of Eco-development programme so that the members of EDC get maximum benefit.</li> <li>Ensure that Government funds are not misused</li> <li>Inform about any activities which is in contravention of Provisions of Indian Forest Act, 1927 and Wildlife (Protection) Act 1972 to the concerned Beat officer/ Range Officer and to assist Forest Officials to take necessary action against it.</li> </ul> |
| Usufructory benefits | <ul style="list-style-type: none"> <li>Members have to protect the forest for at least five</li> </ul>  | <ul style="list-style-type: none"> <li>Members have to protect the</li> </ul>                | <ul style="list-style-type: none"> <li>Members have to protect the forest for at least five</li> </ul>   | <ul style="list-style-type: none"> <li>Members have to protect the forest for at least five</li> </ul>  | <ul style="list-style-type: none"> <li>one year to become eligible for 25% share</li> </ul>  |

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| Categories | South West Bengal 5971-For dated 3.10.08   | North Bengal excepting Gorkha Hill Council and extended upto Hooghly) 5969-For dated 3.10.08   | Sundarbans 2758 – For dated 17.08.04.  | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008   | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
|            | <p>years to be eligible for getting the benefit.</p> <ul style="list-style-type: none"> <li>● Free collection of NT-FPS barring a few but not within Protected Areas</li> <li>● The entire Sal seeds as collected shall have to be deposited with the West Bengal Tribal Development Cooperative Corporation Ltd. through the local LAMPS. The LAMPS will pay the members, in approved tariff, against their individual collection.</li> <li>● Medicinal plants can be collected but strictly on the basis of approved microplan in Protected Areas</li> <li>● 25% of the net proceeds of firewood and pole during coppice felling and cultural operations. Poles should be under 90cm gbh except Teak. For</li> </ul> | <p>forest for at least five years to be eligible for getting the benefit.</p> <ul style="list-style-type: none"> <li>● Free collection of NT-FPS barring a few but not within Protected Areas</li> <li>● The entire Sal seeds as collected shall have to be deposited with the West Bengal Tribal Development Cooperative Corporation Ltd. through the local LAMPS. The LAMPS will pay the members, in approved tariff, against their individual collection.</li> <li>● 25% of the net sale proceeds at every harvesting of concerned forest (i.e Timber, Pole etc.) and shall pay to all eligible members of their nominee, their proportionate share</li> <li>● One fourth of the procedure obtained as intermediate yield from RDF coppicing, multiple</li> </ul> | <p>years to be eligible for getting the benefit.</p> <ul style="list-style-type: none"> <li>● Free collection of NT-FPS barring a few but not within Protected Areas</li> <li>● The entire Sal seeds as collected shall have to be deposited with the West Bengal Tribal Development Cooperative Corporation Ltd. through the local LAMPS. The LAMPS will pay the members, in approved tariff, against their individual collection.</li> <li>● Medicinal plants can be collected but strictly on the basis of approved microplan of 25% of the net sale proceeds of firewood and pole which are harvested during thinning and cultural operations. Poles should be under 90cm gbh except Teak. For teak the upper limit will be 60 cm</li> <li>● Usufruct sharing will be</li> </ul> | <p>years to be eligible for getting the benefit.</p> <ul style="list-style-type: none"> <li>● Free collection of NT-FPS barring a few but not within Protected Areas</li> <li>● The entire Sal seeds as collected shall have to be deposited with the West Bengal Tribal Development Cooperative Corporation Ltd. through the local LAMPS. The LAMPS will pay the members, in approved tariff, against their individual collection.</li> <li>● Medicinal plants can be collected but strictly on the basis of approved microplan of 25% of the net sale proceeds of firewood and pole which are harvested during thinning and cultural operations. Poles should be under 90cm gbh except Teak. For teak the upper limit will be 60 cm</li> <li>● Usufruct sharing will be</li> </ul> | <p>Govt. receipts on account of tourist and transport entry and photography and such other related activities in the protected area</p> <p>A. From Wildlife Protected Area :-</p> <p>(i) With the permission of Chief Wildlife Warden , Members of the EDC shall be eligible for getting equal proportion of certain forest products free of royalty but on payment of collection cost, when collected by Govt. agency, as follows : for teak and 90 cm., b.h.g.</p> <p>(a) 25% share of poles ( upto 60 cm. B.h.g./for other species) obtained from drift and overwood removal</p> <p>(b) 100% share of fire-wood (obtain form drift and</p> |



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| Categories | <p>South West Bengal 5971-For dated 3.10.08</p> <p>teak the upper limit will be 60 cm .</p> <ul style="list-style-type: none"> <li>• Usufruct sharing will be subject to restrictions imposed upon from time to time for silviculture and management requirements of wild life</li> <li>• The concerned forest official will distribute to the eligible members their proportionate share of the usufructs from the harvesting after satisfactory performance of functions detailed herein before</li> </ul> | <p>North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08</p> <p>individual collection.</p> <ul style="list-style-type: none"> <li>• Medicinal plants can be collected but strictly on the basis of approved microplan .</li> <li>• 25% of the net sale proceeds of firewood and poles which are harvested during thinning and cultural operations. Poles should be under 90cm gbh except Teak. For teak the upper limit will be 60 cm</li> <li>• Usufruct sharing will be subject to restrictions imposed upon from time to</li> </ul> | <p>Sundarbans 2758 – For dated 17.08.04.</p> <p>shoot cutting, thinning etc. to be shared proportionately.</p> <ul style="list-style-type: none"> <li>• A member can be debarred from the share of usufruct from non performance of the decision in AGM attendant by at least 50% of the FPC members. It will be effective on completion of one year from the decision.</li> </ul> | <p>Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008</p> <p>subject to restrictions imposed upon from time to time for silviculture and management requirements and management of wild life</p> <ul style="list-style-type: none"> <li>• The concerned forest official will distribute to the eligible members their proportionate share of the usufructs from the harvesting after satisfactory performance of functions detailed herein before</li> <li>• JFMCs will receive 15% of net sale proceeds of timber during the time of final felling. Share of JFMCs will be equally allocated to all the JFMCs in the forest division proportionate to the strength of their members.</li> </ul> | <p>EDC 3841-For/d/11M-7/95 dated 26.6.1996</p> <p>overwood removal) thatch/amlisho/other grass ( obtained from firelines and fire prone zones) specified non-edible fruits, pods, flowers, seeds decorative fungus and leaves;</p> <p>(ii) Usufruct sharing will be subject to restriction imposed upon from time to time on Wild Life Management.</p> <p>B. From Non- forest Area :-</p> <p>(i) Produces obtains from plantations raised on public lands as village eco- development activity will be share as follows :-</p> <p>(a) 100% share of intercrop to identified members of E D C who raise the crop(s)</p> <p>(b) 100% share of thinning produce &amp; firewood obtained from final</p> |
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| Categories | South West Bengal 5971-For dated 3.10.08 | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08  | Sundarbans 2758 – For dated 17.08.04. | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
|            |  | <p>time for silvi-culture and management requirements and from preservation of wild life.</p> <ul style="list-style-type: none"> <li>● The concerned forest official will distribute to the eligible members their proportionate share of the usufructs from the harvesting after satisfactory performance of functions detailed herein before.</li> <li>● JFMCs will receive 15% of net sale proceeds of timber which</li> </ul> |                                       |  | <p>harvest to each member of EDC in equal proportion,</p> <p>(c) The forest officer shall deduct the cost of re-forestation from the sale value of final harvest to timber and poles for deposit in the EDC fund. Balance amount will be distributed to each member of the EDC in equal proportion</p> <p>(ii) Goods services generated by community benefits oriented village eco-development activities will be enjoyed by each member of the EDC in equal proportion. Those generated by individuals benefit oriented eco-development activities will be enjoyed by the individual concerned</p> |



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| Categories | South West Bengal 5971-For dated 3.10.08  | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08  | Sundarbans 2758 – For dated 17.08.04.  | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
| Duties:    | 1. The EC of JFMC will maintain a register showing the necessary particulars of the beneficiaries who are the member of the committee. The nomination forms duly filled in and approved by the Executive Committee should be pasted in the Register, Such Register are also to be maintained in the concerned Range | are harvested during the time of final felling. Share of JFMCs will be equally allocated to all the JFMCs in the forest division proportionate to the strength of their members | 1. The EC of FPC will maintain a register showing the necessary particulars of the beneficiaries who are the member of the committee. The nomination forms duly filled in and approved by the Executive Committee should be pasted in the Register, Such Register are also to be maintained in the concerned Range Officers of the Forest Department for | Same as South West Bengal                                    | The Secretary of the EDC will maintain a register showing the necessary particulars of the beneficiaries who are the member of the committee. The nomination forms duly filled in and approved by the Executive Committee should be pasted in the Register, Such Register are also to be maintained in the concerned Range Officers of the Forest |

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| Categories | <p>South West Bengal 5971-For dated 3.10.08</p> <p>Officers of the Forest Department for permanent record.</p> <p><b>2.</b> The EC of JFM shall maintain a "Minutes Book" wherein proceedings of the meeting of the Executive Committee held from time to time as well as the proceedings of the Annual General Meeting of the JFMC will be recorded under the signature of the President of committee.</p> <p><b>3.</b> The EC of JFMC shall hold an Annual General Meeting once every year where activities of the committee as well as details of distribution of usufructory benefit are to be discussed besides electing representatives of the members to the Executives Committee.</p> | <p>North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08</p> | <p>Sundarbans 2758 – For dated 17.08.04.</p> <p>permanent record.</p> <ul style="list-style-type: none"> <li>The EC of FPC and shall maintain a "Minutes Book" wherein proceedings of the meeting of the Executive Committee held from time to time as well as the proceedings of the Annual General Meeting of the FPC will be recorded under the signature of the President of committee</li> <li>The EC of FPC shall hold an Annual General Meeting once every year where activities of the committee as well as details of distribution of usufructory benefit are to be discussed besides electing representatives of the members to the Executives Committee.</li> </ul> | <p>Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008</p> | <p>EDC 3841-For/d/11M-7/95 dated 26.6.1996</p> <p>Department for permanent record.</p> <ul style="list-style-type: none"> <li>The Secretary of the EDC shall maintain a "Minutes Book" wherein proceedings of the meeting of the Executive Committee held from time to time as well as the proceedings of the Annual General Meeting of the EDC will be recorded under the signature of the Member – Convener and Joint Convener</li> <li>Every EDC shall/ will have an account in bank/post office maintaining a common fund by deposits from the members and/or other source. The fund will be operation jointly by the Bear Officer and the Secretary as per written resolution of the Executive Committees. Receipts and</li> </ul> |
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| Categories   | South West Bengal 5971-For dated 3.10.08   | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sundarbans 2758 – For dated 17.08.04.   | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
| Termination: | <ul style="list-style-type: none"> <li>● Failure to comply with of the conditions laid down hereinbefore as well as contravention of provisions of the Indian Forest Act, 1927, Wildlife ( Protection) Act, 1972 or any Rules made thereunder, may entail cancellation of individual membership and/or dissolution of the Executive Committee of JFM as the case may be, by the officer of the Forest Department as stated below</li> <li>● The concerned DFO shall be entitled to take appropriate action including dissolution of any Executive</li> </ul> | Same as South West Bengal  | <ul style="list-style-type: none"> <li>● Failure to comply with of the conditions laid down hereinbefore as well as contravention of provisions of the Indian Forest Act, 1927, Wildlife ( Protection) Act, 1972 or any Rules made thereunder, may entail cancellation of individual membership and/or dissolution of the Executive Committee of FPC, as the case may be, by the officer of the Forest Department as stated below</li> <li>● The concerned DFO shall be entitled to take appropriate action including dissolution of any Executive</li> </ul> | Same as South West Bengal                                    | <p>withdrawals from this Account shall be presented in every Annual General Meeting for approval.</p> <ul style="list-style-type: none"> <li>● Failure to comply with of the conditions laid down hereinbefore as well as contravention of provisions of the Indian Forest Act, 1927, Wildlife ( Protection) Act, 1972 or any Rules made thereunder, may entail cancellation of individual membership and/or dissolution of the Executive Committee of E.D.C., as the case may be, by the officer of the Forest Department as stated below</li> <li>● The concerned Forest Officer shall be entitled to take appropriate action including dissolution of any</li> </ul> |



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| Categories | <p>South West Bengal 5971-For dated 3.10.08</p> <p>Committee/ JMC on the grounds stated above, on the recommendation of the "Bon-O- BhumiS- anskarSamiti", PanchayatSamiti.</p> <ul style="list-style-type: none"> <li>•The concerned Range Officer may be authorized by the DFO to take proper action including termination of an individual's membership on the above mentioned grounds on the recommendation of the Executive Committee of the JFM.</li> <li>•Appeal against any such penal action by the range Officer may be preferred to the DFO through the local PanchayatSamiti.</li> <li>•Appeal against any such penal action of the DFO may be preferred to the concerned Circle Conservator of Forest or</li> </ul> | <p>North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08</p> | <p>Sundarbans 2758 – For dated 17.08.04.</p> <p>Committee/ FPC on the grounds stated above, on the recommendation of the Range level coordination committee</p> <ul style="list-style-type: none"> <li>• The concerned Range Officer may be authorized by the DFO to take proper action including termination of an individual's membership on the above mentioned grounds on the recommendation of the Executive Committee of the FPC.</li> <li>• Appeal against any such penal action of the DFO may be preferred to the concerned Circle Conservator of Forest or the Chief Conservator of Forests, through the concerned PanchayatSamiti and ZillaParishad, whose decision shall be final.</li> </ul> | <p>Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008</p> | <p>EDC 3841-For/d/11M-7/95 dated 26.6.1996</p> <p>Executive Committee/ E.D.C. on the grounds stated above, on the recommendation of the "Bon-O- BhumiSanskarSamiti", PanchayatSamiti.</p> <ul style="list-style-type: none"> <li>•The concerned Range Officer may be authorized by the forest officer to take proper action including termination of an individual's membership on the above mentioned grounds on the recommendation of the Executive Committee of E.D.C.</li> <li>•Appeal against any such penal action by the range Officer may be preferred to the forest officer through the local PanchayatSamiti.</li> <li>•Appeal against any such penal action of the forest</li> </ul> |
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| Categories | South West Bengal 5971-For dated 3.10.08  | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sundarbans 2758 – For dated 17.08.04. | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
|            | the Chief Conservator of Forests, through the concerned PanchayatSamiti and ZillaParishad, whose decision shall be final. |  |                                       |  | officer may be preferred to the concerned Circle Conservator of Forest or the Chief Conservator of Forests, through the concerned PanchayatSamiti and ZillaParishad, whose decision shall be final. |

**Frequently Asked Questions (FAQs):-**

- 1) *What are the challenges faced in protecting forest?*
- 2) *What is JFMC?*
- 3) *What are the National Guidelines for JFM?*
- 4) *What are the common principles for JFM?*
- 5) *What are the salient features of JFM in West Bengal?*

## Lesson 2

2 Hour

### Lesson Plan

The objective of this lesson is to make the clarify on

- i) What is CFM and how JFM has evolved
- ii) What is the status of protection, harvest and provision of benefit in
  - a) CFM
  - b) Social Forestry
  - c) JFM

**Backward Linkage** –Lesson 1 on CFM and JFM

**Forward Linkage** - Visit to JFM area during Field work and Tour.

### Training Materials Required:

- Reading materials on Lesson 2 to be given in form of hard copy
- Power point presentation
- Photographs

### Allocation of time:

#### 1:Evolution of JFM

- |   |            |
|---|------------|
| i) Conventional Forest Management   | 20 mins    |
| ii) National Forest Policy 1952 to JFM  | 10 mins    |
| iii) Evolution of JFM in West Bengal<br>Status of protection, harvest and provision of benefit in | 30 mins 2: |
| i) CFM  | 10mins     |
| ii) Social Forestry   | 10mins     |
| iii) JFM  | 20mins     |

- Discussion Feedback from the participants'20mins



## 2. Evolution of JFM: Conventional Forest Management to Joint Forest Management

In this lesson the transition from conventional system of forest management to JFM is discussed. Different policies that have set priorities and objectives for management of forest in the country are described. It is also explored why there has been need to involve local people in the management of forest and how it has acted as an driver for formulation of JFM in the country.

### 2.1 Pre-British period:

Forests in India were managed traditionally under sets of rules and regulations framed by different communities. During the Pre British period the tribal communities used to live in or around forest areas and their survival depended largely or entirely on forest products. They had a strong social and cultural bonding with the forest. They used to move from one part to the other to meet their subsistence needs by collecting food, fodder, fuel wood etc. Before the East India Company's rule (1757 – 1857), there was no restriction on forest and forest products collection for forest people in India apart from forests reserved for hunting for rulers (Chowdhuri et al., 1992; Schlich, 1906). But it was not a free-for-all, open-access system; social institutions and cultural traditions regulated the extraction of produce from the forest.

### 2.2 During British rule:

Under the British rule, Indian forest was used as an important source of revenue. The Forest Charter of 1855 was the first attempt by the British Indian government in the direction of forest governance. It made teak timber state property, and its trade was strictly regulated. Captain Watson was recruited as the first Conservator of Forest in India in 1806 and in 1847, a small Forest Department was set up by the then Conservator of Forest, Dr. McClelland. In 1856, Dietrich Brandis, a German botanist, was appointed first Inspector General of Forests. In 1864 The Forest Department of Bengal was set up. The forest department was organised and the first Forest Act was enacted under his guidance in 1865. Brandis also made an inventory of trees in India, and classified them.

“Scientific Forestry” started in India after issuance of the guideline by Lord Dalhousie on the 3rd August 1855 for the conservation of forest products. From this time onwards local people and other non-permit holders lost their rights to enter the forest areas to collect timber or Non

Timber Forest Produces.

The first forest policy under British Indian government was announced by a resolution on October 19, 1894. The policy emphasized state control over forests and the need to exploit forests to augment state revenue. The people residing in the forest, their livelihood concerns, conservation and protection of forests and wildlife, none of these issues were of any concern to the Empire at that time. To check

the collection of forest products by native forest dwellers, a number of rules and regulations were implemented. The same rules were implemented all over India to drive local people away from the forest barring some areas owned by the local kings who in most cases had no specific plans or policies regarding the management and protection of forest or forest products.

“The forest was divided into four classes for management purposes. The first class of forests were generally situated on hill slopes and was deemed essential for the protection of cultivated plains from damage caused by landslides and hill torrents.

The second class included vast reserves of valuable timber tree.

People’s requirements were to be met by the third class of forests—’minor forests ‘ that yielded only inferior timber, fuelwood, or fodder, and by the fourth class’ pastures and grazing grounds ‘ to which certain restrictions were applied.”<sup>1</sup>

To protect forests and for the collection of forest products (mainly timber), some tribal people had been used as permanent forest labourers and have been settled in ‘forest villages’ set up within reserved forests as per the Forest Act, 1865 and the Forest Policy, 1894. Other people living in or around these forest villages without any legal right to occupy them were known as *faltu*. With the implementation of the 1865 Forest Act, these *faltu* people lost their rights to

<sup>1</sup>Referred from Joint Forest Management in India: The Management Change Process by Kulbhusan Balooni and Makoto Inoue, IIMB Management review, March 2009

enter or collect forest products from reserved forests, but the situation was the same as it was before in the case of protected and unclassed state forests.

The 1927 Act further tightened the grip of state over forest and extinguished the traditional rights of people to use forest and replaced it by privileges.

These policies have radically shifted the forest from common property resource to state property.

Such abrupt restriction of rights caused protests in forest-dwelling communities in India, especially in the heavily forested Kumaon region, the present day Himachal Pradesh. The issues of such communities were addressed in the Indian Forest Act, 1927, which initiated the development of village forests for sustainable use by villagers dwelling in or on the fringes of the forest. The *Van Panchayat Act* of 1931 further expanded the idea of local administration and management of forests, even though the first Van Panchayats were formed as early as 1921.

The forceful implementation of scientific forest policy created tension between the department and the indigenous



community. In 1875-76, a total of 30 legal cases were taken out against local people for 'forest offences' and 70 people were arrested. In 1939- 40, by comparison, the total number of cases was 8,261 and 13,621 people were arrested. Among them, 4,866 people were arrested for the collection of NTFPs including fire-wood (Government of the Presidency of Bengal, 1869; 1875; 1880; 1885; 1890; 1895; 1900; 1905; 1910; 1915; 1920; 1925; 1930; 1935 and 1940)<sup>2</sup>.

### **2.3 Post Independence:**

Indian Forest Management policies have undergone a large number of changes after the Independence in 1947, which in turn have affected the principles and practices for forest management during the post independence era.

#### **2.3.1 Forest Policy, 1952**

The first National Forest Policy after Independence was undertaken in the year 1952. The main objective of the policy was focused on timber production for trading purpose. Moreover, a huge demand for timber supply was found in the industries and other national purposes like defence and communication. It was stated that people's need should not be met at the cost of national interest. As a result importance has been given for creation of plantation of valuable timber species and limited number of quick growing species.

#### **2.3.2 The Wildlife Protection Act, 1972**

The Wildlife protection Act was passed in the year 1972 with an objective to protect the wildlife and their habitats. The habitat destruction due to agriculture, industries, urbanization and other human activities had led to the erosion of country's wildlife. Restrictions in designated Wildlife Protected Areas were more strengthened after the Act. As a result, people's access to forest was totally restricted even for meeting their basic needs. This has caused resentment among villagers living in and around the forest area. This in turn reduced opportunities for livelihood for hundreds of fishermen, honey collectors and wood cutters that too in a region where forest and river are the major source of earning income. <sup>2</sup>Reference from Pre-colonial and colonial forest culture in the Presidency of Bengal by Somnath Ghosal published in HUMAN GEOGRAPHIES – Journal of Studies and Research in Human Geography (2011) 5.1, 107-116

### 2.3.3 Forest Conservation Act, 1980

The Government of India passed the Forest Conservation Act in the year 1980 which was followed by an amendment, later in the year 1988, where the state governments were prohibited from assigning, any forest land or any portion thereof, by way of lease or otherwise, to any private person or authority which was not owned, managed or controlled by government, without previous sanction by the central government. The emphasis and the focus of this legislation was conservation; people living in these forests and dependent on them were made subservient to conservation objectives once again.

### 2.3.4 National Forest Policy of 1988

The shifting of governance of forest department from the Ministry of Agriculture to the Ministry of Environment and Forests, in 1985, helped changing the main focus the forest management rules and policies. From revenue it shifted to environmental concerns. The National Forest Policy of 1988, for the first time in the history of forest management and governance, changed its goals and priorities, admitted that local forest-dependent communities were legitimate stakeholders (14), and recommended community participation in forest regeneration (15).

The resolution stressed the welfare of forest-dwelling communities as a major objective of the country's forest policy. For the first time it was conceded that their domestic requirements of fuelwood, fodder, minor forest produce and construction timber should be the first charge on forest produce.

### 2.3.5 Other Related Policies

Subsequently, there has been a clear shift in state policy towards recognizing that rural communities have the right to manage and govern their immediate environment, as seen by the 73rd Amendment of 1992, the PESA, the FRA and statements made in the National Conservation Strategy, National Environment Policy, and National Biodiversity Action Plan.

From the above details since pre-British era till the enactment of National Forest Policy it may be considered that Conventional Forest Management did not recognize much the importance of addressing the need of the local people. These policies and rules have rather alienated people from the forest and had also created tension between the forest department and the local people.



### 2.3.6 Ministry of Environment and Forests Guideline on JFM, 1990

Despite all the Acts and rules forest were continually degraded over the years. There were resentment among the people against the forest department. There were around 200,000 villages with about 350 million people living in the forest fringes. It was not possible to protect the forest by the forest department alone without the support from the local people.

An experiment was made in regenerating degraded sal forests by involving the local people in 11 villages under Arabari Range of Midnapur district in West Bengal in the 1970s by the then Divisional Forest Officer, Dr. A. K. Bannerjee. The experiment has showed positive results. The West Bengal Forest Department issued the first government order on Joint Forest Management in the country on 12th July, 1989 with the “objective to re establish moribund sal and other hardwood forests in the districts of Midnapur, Bankura, Purulia, Bardhaman and Birbhum” by involving village communities in forest protection. JFM is an initiation with the cause of forest conservation to bring together forest officials and the forest fringe villagers with clearly defined and mutually agreed roles and responsibilities. To initiate a benefit sharing mechanism the state forest department in the country had agreed to share 25% of the net sale proceeds of timber with the forest fringe dwellers organised in the form of Forest Protection Committees (FPCs). But this sharing is agreed only after fulfilment of the functions and duties stipulated in the government order. This successful experiment led to the development of a new forest management strategy known as ‘Joint Forest Management’ (JFM). The village communities involved in conserving forest in partnership with the forest department came to be known as JFM Committees or Forest Protection Committees.

Another successful experiment began in 1975 in Sukhomajrivillage in the state of Haryana. This experiment was initiated as an integrated watershed development programme by the Central Soil and Water Conservation Research and Training Institute (CSWCRTI). The emphasis was on rainwater harvesting to enhance irrigation of cultivated land in Sukhomajri, which faced a severe soil erosion problem. Forestry became an integral part of the experiment, as various tree species were planted to protect the watershed, along with building water- harvesting structures for collecting rainwater. Water User Associations were formed which were renamed later as Hill Resource Management Society for protecting the catchments of water harvesting structure from illicit felling and grazing.

There was also number of self initiated community groups in Odisha, Bihar, Jharkhand, Rajasthan etc protecting forest based on the principle of participatory forest management.

Government initiated social forestry and farm forestry program on private lands and community lands in 1970s and 1980s to reduce pressure on government owned forest and also to involve people in afforestation program. But the social forestry program has not been successful despite huge investment from the government. But it has helped creating an enabling environment of dialogue between the forest department and the community that had helped in setting tone for JFM.

Based upon the successful cases of people’s involvement in protection of forest from different parts of the country and as the follow up of 1988 National Forest Policy, government of India issued a number of Circulars from time to time to different state governments on JFM. The first Circular (No. 6.21/89-F.P dated 1.06.1990) has been issued by



Government of India to all the states to adopt JFM and endorses the Government of West Bengal's Policy in favour of FPCS. The Circular India's JFM programme, was to a large extent based upon the successful experience of joint management of forest in Arabari in Midnapore district of West Bengal, which have demonstrated beyond doubt that local communities can protect forest patches near their villages and that the forest department too can work with the people if it wants. Subsequent guidelines were issued in 2000 and 2002 for strengthening JFM as mentioned in Lesson 1. The operation guidelines for Tenth Five Year Plan (2002-2007) was issued to encourage participatory approach for sustainable forest development through formulation of National Afforestation Program, formation of FDAs and implementation of centrally sponsored afforestation schemes through JFMCs under FDA.

28 State Governments and Andaman and Nicobar Islands have adopted JFM by July 2005 (National Forest Commission, 2006).

#### 1.4 Evolution of JFM in West Bengal

West Bengal, like various other states in India, had also witnessed degradation of the forest resources in large scale especially in the Sal (*Shorea Robusta*) forest area of the south western part of the state and in other parts as well.

With the enactment of the West Bengal State Acquisition Act 1953 intermediary system was abolished. Any land classified as forest automatically vested in the state on April 1, 1955 and

were taken over by the forest department for management. By 1971 all forests in the state were owned by the government. This has important bearing especially in South West Bengal where 4500 sq Km of land thus came under the control of forest department. The villagers in Bankura and erstwhile Medinipur districts used to consider forest as common property resource. In the uplands of Bankura district people used to grow subsistence crops. Forest Department took over such lands for plantation as state property. But people perceived them as land grabbers and have burnt the plantations and nurseries and destroyed the plantations through grazing in many parts of South West Bengal.

People used to sell fire woods in weekly markets to earn livelihood. As these areas are drought prone such activities used to increase during dry season and periodic droughts due to non availability of wage income from agriculture. The occasional raids conducted by forest department in those weekly markets caused further tension among people and the department.

In North Bengal, organized Maffias used to engage local people to cut the forests. Unlike south west bengal, people of North Bengal due to more than 100 years control by the forest department recognized that collection of forest produce from Reserve Forest without permit is an offence that may lead to penal action. But rampant destruction of forest has started in the area since early eighties. The influx of refugees after Bangladesh War in 1972 has further aggravated the situation. These people without much of livelihood opportunities have been used by the mafias to cut valuable timbers.

Amidst this backdrop the Arabari Socio Economic Experiment took place by Dr. Ajit K Banerjee, the then Divisional Forest Officer of Arabari Socio Economic Range, Midnapur in 1971-72. Dr. Banerjee initiated "socio economic forestry project" in 1271 ha of degraded forest lands with 618 households from 11 villages as participants. The objective was to regenerate the forest by involving the villagers through a strategy of providing wage employment, by allow-



ing inter cropping and plantation creation on blank lands, allowing collection of forest products at a token royalty and evolving a forum for consultation and collective decision making. The project cost from 1971-72 to 1984-85 was Rs 12.10lakhs or Rs 68/ha/annum. The villagers had paid royalty amounting to Rs 2.85 lakhs during this period. The project was reviewed in 1986. It was found that there was excellent regeneration of forest. The success of Arabari experiment had influenced the government to adopt JFM as a management system later in 1989.

World Bank Social Forestry Project 1984-1991 has promoted Farm and Community Forestry in private and community land, respectively by involving people in West Bengal. This project for the first time opened opportunities to develop a consultative process between forest department and the community members.

#### 1.4.1 Distribution of benefits to people from forest through different government orders between 1983 -1986

Meanwhile during the 1980's Government of West Bengal have issued number of orders to permit distribution of benefits from plantations to neighbouring villages like the order issued in 1983 stated that the plantations of cashew-nuts, fruit trees and tassar host trees raised with the financial support from Integrated Tribal Development Program and Special Component plan for SCAs be allocated to SC and ST villagers for enjoying the usufructory benefits. A socio economic development scheme was made operational in 1984 at Ramsai in Jalpaiguri district to ensure protection of valuable sal timber by involving people who were destroying it. In April 1986 it was directed that 50% of the yield from plantations raised in degraded forest areas under People's Afforestation Program with the support of the Rural Landless Employment Guarantee Program (RLEGP) would be distributed to the identified beneficiaries depending upon their satisfactory performance in creation, maintenance and

protection of such plantations. Eligible beneficiaries would also be entitled to enjoy all of the Non Timber Forest Produces (No. 1925-For./D/6M-74/85 dated 24th April 1986)

#### 1.4.2 Special Order for Arabari Socio Economic project, 1987

By 1986 the successful effect of voluntary contribution of the members of the Forest Protection Committees of Arabari became visible. The then Minister too took keen interest in the Arabari developments and Arabari model was accepted for replication on a large scale in the south west Bengal forests in the WBSF project (Guhathakurta and Roy, 2000).

A special order was issued for Arabari experimental forests in 1987 allowing 25% reimbursement of the net income after felling to the people which is considered as a paradigm shift in regard to rights of the people on the forests in West Bengal (Banerjee, 2004). With the passing of the government memorandum (No: 1118-For/D/6M-76/65, dated 7th March, 1987)

people in the neighbouring areas got a boost and FPCs started spreading rapidly in South West Bengal.

#### 1.4.3 Government Order on JFM, 1989

Looking into the success of Arabari Model as well as some positive experiences of involving local people for forest protection, the first Government order on JFM in the country was issued on 12.07.89 (No. 4461-For/D/IS/16/88) for south west Bengal.

Subsequently orders were issued to spread JFM in other parts of the state as well in 1991 including North Bengal Hills, North Bengal Plains and Sundarbans and an order was issued in 1996 to form EDCs by involving the fringe people in protection and development of Wildlife Protected Areas (Sanctuaries and National Parks).

As on March 2012 4281 JFMCs are functioning in the state with a total number of 498808 members protecting 567599.016 ha of forest areas. There are 117 EDCs with a total member of 27575 who are protecting 82008.09 ha of Protected Areas.

### 1.5 Status of protection, harvest and provision of benefits in Conventional Forest Management, Social Forestry & JFM

#### 1.5.1 Conventional Forest Management

Under the conventional forest management system laid down following the principle of “scientific forestry” during the British period the forest was controlled and managed by the forest department. Local people’s traditional and customary rights to use the forest products to meet their subsistence need were denied.

The 1894 Forest Policy stated that “forests which are the reservoirs of valuable timber should be managed on commercial line as a source of revenue to the state”. Peoples requirement were to be met from the “Minor Forest” that yield only inferior fuel, timber, fodder. The 1927 Forest Act has further extinguished many traditional rights of the people to use forest.

In the conventional forest management forest was viewed as an important source of revenue for the state and can be considered as the period for “primacy of timber production”. People can not enter the forest without permission for collection of timber and non timber forest products from protected forest. However, people do not have any access right in Reserve Forest excepting who were authorized to do so can collect produces from Reserve Forest.



Many a times, people used to collect forest products, fuel, fodder, timber illegally.

The forest has been managed and timbers are harvested following the scientific prescriptions laid down in the working plans. Local people are employed as labors to take up forestry operations.

### 1.5.2 Social Forestry

The objectives of social forestry as defined by the National Commission on Agriculture (NCA, 1976) are: (a) supply of fuelwood to replace cow dung; (b) supply of small timber; (c) supply of fodder; (d) protection of agricultural fields from wind and soil erosion; and (e) creation of recreational amenities. Its main components are: farm forestry, rural forestry, and urban forestry. (<http://www.fao.org/docrep/n5525e/n5525e03.htm>). The NCA report suggested starting Social Forestry (SF) programme on non-forestry lands such as village commons, government wastelands and farm-lands to reduce pressure on forests. Farm forestry aims at tree culture in association with agriculture.

Social Forestry focuses on afforestation on the common land, private and barren land and creation of community self help woodlots on community lands. Social forestry also aims at raising plantations by the common people so as to meet the growing demand of timber, fuel wood and fodder and such others thereby reducing the pressure on the traditional forest area. With the introduction of the scheme, the government recognized the local communities' rights to forest resources. Through the social forestry scheme, the government welcomed local community participation in drive towards afforestation. Social forestry also generated environmental and biodiversity awareness through celebration of Vanmahotsava, Environment Day, Wildlife Week etc.

Under the social forestry program saplings and seedlings, fertilizers are distributed free or at nominal cost to the people but community have to take the responsibility to protect the trees. People can enjoy the benefit local people need to take care of protection of the plantations.

People get the benefit of meeting their requirement of fuel, fodder etc. People can also earn from selling tree from their individual plots raised through farm forestry. The plantation also helps in protecting crops from sunlight, acts as wind shelterbelts, conservation of soil etc. It also provides job for unskilled labor.

The large Social Forestry programme was aimed at meeting the biomass needs of rural population and restore ecological balance. Though the programme was largely aimed at meeting the needs of the community, the involvement of the local community was marginal or absent in the Social Forestry programme.



### 1.5.3 JFM

Under JFM the forest area earmarked to each JFMC is being protected by the JFMC jointly with the forest department. JFMC should develop their own norms and control mechanism for ensuring protection and conservation of forests. They should also help the forest department for catch hold and apprehend the offenders under the law.

The silvicultural management of forest including harvesting of the timber is done following the prescriptions of the working plan. However, JFMC members with facilitation from the forest department prepares microplan of their forest areas and villages to ascertain the area of plantation and other measures of afforestation, choice of species, village development activities etc. It has become mandatory for National Afforestation Program and all most all other externally funded projects to prepare microplan by the JFMCs prior to the implementation of any program.

The JFMC members are entitled to clearly defined benefits both from sharing of the timber harvests and other non timber forest products (Kindly consult lesson 1 for details). But they can enjoy the benefits only upon execution of the duties and responsibilities as spelt out in the specific government order on JFM of the state. Apart from the timber and non timber products, under JFM emphasis was given to carry out some village development activities as well in the form of Entry Point Activities, livelihood support program etc. Self Help Groups are created and provision is made to provide some revolving fund to the SHGs. In some states JFMCs are provided with seed money for procurement of NTFPs from the villagers with a minimum support price. In states like Andhra Pradesh 50% of the net profit earned from the timber share is deposited in the JFMC account for future development of forest. Apart from the above JFMC members also earn wages to carry out forestry operations and thereby it helps in creating employment for under privileged section of the society.

#### *Frequent Asked Questions (FAQs):-*

- 1) *What are the main features of Forest Management during British period?*
- 2) *Why JFM was initiated?*
- 3) *What is the difference between CFM, JFM and Social Forestry?*





## Lesson 3

1 Hour

### Lesson Plan

The objective of the lesson is to orient the trainees on

- i) What is management of resource?
- ii) What are the resources available to be managed in the forest?
- iii) What is the difference between carrying capacity of the forest with canopy?

**Backward Linkage - Nil**

**Forward Linkage -** Visit to JFM area during Field work and Tour.

### Training Materials Required:

- Reading materials on Lesson 3 to be given in form of hard copy
- Power point presentation
- Photographs

### Allocation of time:

- |   |         |
|---|---------|
| • Objectives of the Lesson  | 5 mins  |
| • Management of resource  | 5 mins  |
| • What are the resources available to be managed in the forest?               | 15 mins |
| • Why forest resources are to be managed                                      | 10 mins |
| • What is the difference between carrying capacity of the forest with canopy? | 10 mins |
| • What is joint management of resources                                       | 10 mins |
| • Questions and Answers   | 5mins   |



## 1.1 Management of resources and management of forest resources

“Resource management is the efficient and effective deployment and allocation of an organization’s resources when and where they are needed. Resource management includes planning, allocating and scheduling of resources to tasks, which typically include manpower, machines, money and materials (<http://glossary.tenrox.com/Resource-Management.htm>)”.

Forest Resources Management is the planning, administration, and management of a wide variety of forest resources to ensure environmental and economic benefits for the society. It requires wide and diverse range of skills necessary to address the biological, geo physical, social, economic and legal aspects of managing a forest.

### 1.1.1 Resources available to be managed in the forests

A forest is a complex natural ecosystem. Forest supports a host of life forms such as plants, mammals, birds, insects, reptiles and also the microorganisms and fungi. Forest is a renewable natural resource. It provides a wide range of products and eco system services including climate regulation, supporting most of the world’s biodiversity, providing food, fiber, fodder medicines etc and regulating hydrological cycle. Thus forest plays a very important role not only in meeting the material requirement of the people but also have important ecological functions for survival of mankind.

Forest resources in our country and also in West Bengal vary widely due to varied topography and agro climatic conditions. Each forest type forms a habitat for a specific community of animals that are adapted to live in it. The total forest and tree cover in the country is 78.92 ha as per 2013 assessment of Forest Survey of India.

The forest ecosystem has both living organisms (biotic) and non living (abiotic) components.





## **Biotic components of forest**

Biotic resources are renewable and include both plants and animals. Forest harbors and supports the rich biodiversity resources, both flora and fauna.

**Trees** are main source of energy and provide timber for building, agriculture implements, furniture, construction purposes and poles. It also provides raw material for paper and pulp wood industries. Trees also provide shelter and food for other organisms. Forest also provides important fodder species, grass and bamboo. It is the source of food that are available in the form of fruits, tubers, leaves; fibers, medicinal, aromatic and dye plants and tree barks used for medicinal purposes, firewood, ornamental species, honey, wax, gum etc. It also supports a wide range of fungi, lichen, bacteria, phytoplanktons and zoo planktons. Apart from the plant species it provides habitat for the wildlife including terrestrial, aquatic, avifaunal, insect and reptiles. One of the important eco system services provided by forest is providing habitat for the pollinators that are essential to support the agro eco systems and sustain livelihood of the people.

All such biotic resources available in the forest need to be managed properly.

## **Abiotic components of forest**

The abiotic components in the forest includes

- Soil
- Water
- Rocks and minerals
- Wind
- Temperature
- Air
- Sunlight
- Plant litter

Both biotic and abiotic factors are related to each other in a forest ecosystem. The change in one factor can affect the entire ecosystem. Therefore, it is essential to manage the forest resources, both the biotic and abiotic components scientifically and sustainably.

### **1.1.2 Need to manage the forest resources**

Forest resources, both biotic and abiotic resources are to be managed properly so that the requirement of the people to meet their subsistence and commercial purposes are met on the one hand and the flow of products and services that the forest provides to maintain environmental and ecological security becomes sustainable.



## Ecosystem services provided by the forest

Forest provides a host of ecological services that cannot be replaced by others. Like

- Protection and sustenance of biodiversity by providing habitat for many species of plants and animals
- Regulation of hydrologic cycle
- Acting as shelter belts to protect from strong winds, tidal surges etc
- Reducing and checking soil erosion through canopy cover and roots.
- Increasing soil moisture holding capacity by providing shade and leaf litter. It also helps in ground water recharging
- Maintenance of micro climate of an area.
- Reducing the greenhouse effect through absorption of CO<sub>2</sub>
- Pollution control by cleaning air, sound absorption.
- Dead plants decompose to form humus, organic matter that holds the water and provides nutrients to the soil.
- Maintaining healthy watershed

Apart from these ecological services forest also play important role in supporting livelihood of millions of people by providing raw materials that are traded at the local, regional, national and international level.

The abiotic factors also play vital role in maintain the forest ecosystem.

Plants and animal rely on water for their survival. Water bodies are also habitat to a number of microorganisms, such as algae and other aquatic species. Large algae blooms can cover an area, blocking sunlight from plants and animals below, stifling growth. Timely and adequate rainfall is critical for survival of the plants.



Plants rely on winds to spread pollen and fertilizing nearby plants. Strong winds fell branches and trees that are decomposed to enrich soil nutrients. Long periods of strong winds can also cause spreading of disease through a forest.

All plants need sunlight to survive. Trees are encouraged to grow tall as the taller the trees the more sunlight is available to the leaves of the canopy. Beneath these tall, established trees are a shorter layer, often close to the ground comprising of shrub like bushes and ferns that thrive in shady conditions. In turn, many of the herbivores in the forest are species that have adapted to live on these smaller plants.

Soil and forests are intertwined with each other. Soils support the trees by providing nutrient and water. On the other hand trees as well as other plants helps in the creation of new soil as leaves and other vegetation rots down and decomposes.

Considering the important role that forest plays for survival of the mankind and the abiotic factors that support the living components in the forest ecosystem to survive, it is essential to develop strategy to manage both types of resources.

The forest is being managed by the forest department following the principles of scientific forestry to ensure that the yield and productivity of the forest is maintained. Working Plans are prepared for a period of 10 – 20 years that give prescriptions about the silvicultural management of the forest area. It is a very useful document for evaluating the status of forests and biodiversity resources of a forest division, assessing the impact of past management practices and deciding about suitable management interventions for future. There has been a paradigm shift in the objectives of management of forests and forest management has become more people centric and oriented to provide the goods and services from forests on sustained basis, with an emphasis on ecological services and harvest of usufructs as well. <sup>1</sup>The forest under a forest division is divided into number of working circles and the prescriptions are made as per these working circles. All the forestry activities in the forest area are to be taken up in accordance with the working plan prescriptions.

<sup>1</sup>National Working Plan Code 2014



The National Forest Policy 1988 also puts highest emphasis on conservation of biodiversity. The management interventions that are prescribed in the Working Plan have been framed to create a balance between conservation and utilization. It is prescribed that the fragile ecosystems are to be fully preserved for biodiversity conservation within the framework of National Forest Policy 1988. The silvicultural management plan as prescribed in the Working Plan also takes care of sustained yield of timber and non timber forest produces and fuel wood to meet the daily subsistence needs of the people on the one hand and increased return of usufruct benefits on the other.

Plantation to cover the blank areas is taken up following the prescriptions of the working circles that determines the predominant and associate species to be planted. Maintenance of the plantation through cleaning, weeding and mechanical thinning is done as per the prescribed norms to ensure higher yield. In Sal coppice forest multiple shoot cutting is prescribed. Rehabilitation of Degraded Forest or Assisted Natural Regeneration is prescribed to regenerate poorly stocked areas. Protection from fire, grazing, illicit felling, pest management are also necessary to ensure the survival and health of the plantation.

Soil moisture conservation activities like creation of contour trench, rock check dam, earthen dam, vegetative check dam, gully plugging, water harvesting structure, fish bone structure etc are done.

### 1.1.3 Carrying capacity of forests with canopy

Carrying Capacity of forests refers to the maximum number of animals of a wild life species that a specific habitat or forest area can support, during the most unfavorable time of the year, without causing deterioration or degradation of the habitat.

**Canopy** refers to the continuous cover formed by the tree crowns (i.e. the uppermost branches and foliage of a tree) in a forest.

Due to fragmentation of forest areas the habitat for the wild life species gets reduced. On the other hand abundant forage is produced only when sunlight, space and nutrients are available. Sometimes canopy opening is required to allow the sunlight to reach the forest floor and stimulate production of vegetation required for herbivorous animals. Thus canopy management becomes necessary to create suitable habitat to support the desired number of wildlife species.

#### 1.1.4 Canopy wise distribution of forests in West Bengal

Forest Survey of India classifies the forest in the country as per the canopy density as follows:

| <b>Class</b>                   | <b>Description</b>  |
|--------------------------------|---|
| <b>Very Dense Forest</b>       | All land with tree canopy density of 70% and above            |
| <b>Moderately Dense Forest</b> | All land with canopy density of 40% or more but less than 70% |
| <b>Open Forest</b>             | All land with canopy density of 10% or more but less than 40% |
| <b>Scrub</b>                   | Degraded forest land with canopy density less than 5%         |
| <b>Non Forest</b>              | Land not included in any of the above classes                 |



**Table 1: District-Wise Forest Cover of West Bengal<sup>2</sup>:**

| District-wise Forest Cover (Area in Km <sup>2</sup> ) |                   |                   |                   |              |               |                              |              |            |
|---|-------------------|-------------------|-------------------|--------------|---------------|------------------------------|--------------|------------|
| District  | Geographical Area | Assessment        |                   |              |               | Percent of Geographical Area | Change       | Scrub      |
|   |                   | Very Dense Forest | Mod. Dense Forest | Open Forest  | Total         |                              |              |            |
| Bankura <sup>T</sup>                                  | 6,882             | 222               | 365               | 657          | 1,244         | 18.08                        | 188          | 27         |
| Bardhaman <sup>T</sup>                                | 7,024             | 61                | 89                | 169          | 319           | 4.54                         | 58           | 7          |
| Birbhum <sup>T</sup>                                  | 4,545             | 1                 | 30                | 145          | 176           | 3.87                         | 71           | 9          |
| Kolkata   | 185               | 0                 | 0                 | 0            | 0             | 0                            | 0            | 0          |
| Coochbehar  | 3,387             | 0                 | 27                | 321          | 348           | 1.27                         | 254          | 0          |
| Dakshin Dinajpur <sup>T</sup>                         | 2,219             | 0                 | 5                 | 82           | 87            | 3.92                         | 72           | 0          |
| Darjeeling <sup>TH</sup>                              | 3,149             | 724               | 650               | 1,004        | 2,378         | 75.52                        | 89           | 5          |
| Howrah  | 1,467             | 0                 | 50                | 254          | 304           | 20.72                        | 158          | 0          |
| Hoogli  | 3,149             | 0                 | 14                | 146          | 160           | 5.08                         | 99           | 0          |
| Jalpaiguri <sup>T</sup>                               | 6,227             | 720               | 40                | 1,703        | 2,863         | 45.98                        | 359          | 31         |
| Malda <sup>T</sup>                                    | 3,733             | 0                 | 214               | 290          | 504           | 13.5                         | 340          | 0          |
| Medinipur <sup>T</sup>                                | 14,081            | 218               | 802               | 1,964        | 2,984         | 21.19                        | 388          | 10         |
| Murshidabad <sup>T</sup>                              | 5,324             | 0                 | 54                | 294          | 348           | 6.54                         | 241          | 1          |
| Nadia   | 3,927             | 1                 | 159               | 319          | 479           | 12.2                         | 350          | 0          |
| North 24 Pargana                                      | 4,094             | 13                | 185               | 527          | 725           | 17.71                        | 636          | 0          |
| Purulia <sup>T</sup>                                  | 6,259             | 31                | 308               | 530          | 869           | 13.88                        | 72           | 20         |
| South 24 Pargana <sup>T</sup>                         | 9,960             | 980               | 752               | 1,042        | 2,774         | 27.85                        | 368          | 1          |
| Uttar Dinajpur  | 3,140             | 0                 | 2                 | 241          | 243           | 7.74                         | 67           | 0          |
| <b>Grand Total</b>                                    | <b>88,752</b>     | <b>88,752</b>     | <b>4,146</b>      | <b>9,688</b> | <b>16,805</b> | <b>18.93</b>                 | <b>3,810</b> | <b>111</b> |

<sup>2</sup>India State of Forest Report 2013, published by Forest Survey of India

### Change Matrix of West Bengal<sup>3</sup>:

| Forest Cover Change Matrix |                 | (Area in Km <sup>2</sup> ) |              |            |               |               |
|----------------------------|-----------------|----------------------------|--------------|------------|---------------|---------------|
| 2011 Assessment            | 2013 Assessment |                            |              |            |               | Total 2011    |
|                            | VDF             | MDF                        | OF           | Scrub      | NF            |               |
| Very Dense Forest          | 2,883           | 101                        | 0            | 0          | 0             | <b>2,984</b>  |
| Moderately Dense Forest    | 88              | 3,743                      | 617          | 0          | 198           | <b>4,646</b>  |
| Open Forest                | 0               | 0                          | 5,365        | 0          | 0             | <b>5,365</b>  |
| Scrub                      | 0               | 0                          | 0            | 29         | 0             | <b>29</b>     |
| Non Forest                 | 0               | 302                        | 3,706        | 82         | 71,638        | <b>75,728</b> |
| <b>Total 2013</b>          | <b>2,971</b>    | <b>4,146</b>               | <b>9,688</b> | <b>111</b> | <b>71,836</b> | <b>88,752</b> |
| Net Change                 | -13             | -500                       | 4,323        | 82         | -3,892        |               |

### Altitude-wise Forest Cover of West Bengal<sup>4</sup>:

| Altitude wise Forest Cover (Area in Km <sup>2</sup> ) |              |              |              |               |
|---|--------------|--------------|--------------|---------------|
| Altitude Zone   | VDF          | MDF          | OF           | Total         |
| 0-500m  | 2,310        | 3,593        | 8,984        | 14,887        |
| 500-1000m   | 148          | 274          | 263          | 685           |
| 1000-200m   | 280          | 228          | 397          | 905           |
| 2000-3000m  | 206          | 47           | 42           | 295           |
| >3000m  | 27           | 4            | 2            | 33            |
| <b>Total</b>  | <b>2,971</b> | <b>4,146</b> | <b>9,688</b> | <b>16,805</b> |

(Based on SRTM ,Digital Elevation Model)

### Reasons for Change detected in 2013 Assessment as mentioned in India State of Forest Report 2013:

The increase in the forest cover of the state is due to coppice growth and afforestation inside the forests and growth of commercial plantations and shade trees in tea gardens etc outside

<sup>3</sup>India State of Forest Report 2013, Published by Forest Survey of India

<sup>4</sup>India State of Forest Report 2013, Published by Forest Survey of India

forests. Total increase in forest cover not only pertains to the period of ISFR 2011 and ISFR 2013 but a major part of increase has been attributed to incaution of Tree Outside Forest (TOF) areas especially in North 24 Pargana district and Malda districts which could not be captured in the earlier assessments.



## 1.2 Joint Management of Resources

Joint Management of resources refers to Forest Department (FD) and Forest Community (FC) putting in joint efforts in the protection, management, regeneration of forest resources and sharing the benefits equitably. The objectives of forest management have become more participatory in nature. All the forest management operations need to be planned and carried out by involving the villagers through preparation of a micro plan of each JFMC that would be in coherence with the broad working plan prescriptions.

As per the National Working Plan Code 2014 “For involvement and benefit of local stakeholders, micro plans are to be prepared within the ambit of working plan prescriptions for Joint Forest Management (JFM) areas and eco development plans are to be prepared for eco- sensitive forest areas adjoining the notified protected areas. The microplan of jointly managed forests is prepared by the members of the Joint Forest Management Committee (JFMC), through Participatory Rural Appraisal (PRA), with the technical assistance of forest staff of the territorial division as per MoU, for sharing the responsibilities of implementation and equitable sharing of usufructs among the stakeholders within the broad prescriptions of working plan. Micro plan is approved by concerned Working Plan Officer (WPO)/Divisional Forest Officer (DFO)/Forest Development Agency (FDA) as per prevailing conditions in the state/UT. Proper implementation of the micro plan by each JFMC should be reviewed at least once in two years by the Forest Development Agency (FDA).Micro-planning should be done in conformity with the overall working plan prescriptions of the forest division and may be reviewed by working plan wing of the state forest department. Approval of JFM micro-plan from MoEF is not necessary as they are covered by the macro level prescriptions of working plan of the forest division. Any deviation from the macro level prescriptions will require prior approval of the Regional Office (MoEF).The latest directives issued by the MoEF /State Government for preparation of micro plans should be incorporated in the JFM overlapping working circle of the working plan. The compartments falling within any JFM may have to be realigned/subdivided to keep them within the respective JFM/village boundary.The activities related to JFM during the past working plan period along with results and comments over the results should be included in the preliminary working plan report (PWPR) along with supporting data.”<sup>5</sup>

### **Frequently Asked Questions (FAQs):-**

- 1) *What is Forest Ecosystem?*
- 2) *What is Renewable and Non-renewable resource?*
- 3) *What are the biotic and abiotic components of forest?*
- 4) *Why the forest resources need to manage?*
- 5) *What is Carrying Capacity?*
- 6) *What is Canopy?*

<sup>5</sup>National Working Plan Code 2014



## Lesson 4

1 Hour

### Lesson Plan

**The objective of the lesson is to make the participants understand**

- i) What are the criteria to identify target area, area coverage and community?
- ii) What will be the time span to be earmarked for JFM?
- iii) What is the functional role FD & local people?

**Backward Linkage – Nil**

**Forward Linkage - Visit to JFM area during Field work and Tour.**

### Training Materials Required:

- Reading materials on Lesson 4 to be given in form of hard copy
- Power point presentation
- Photographs

### Allocation of time:

- What are the criteria to identify target area, area coverage and community? 15 mins
  - What will be the time span to be earmarked for JFM? 5 mins
  - What is the functional role FD & local people? 15 mins
  - Legal frame for JFMC 10 mins
- Discussion Feedback from the participants 15 mins



## 1.1 Criteria to identify target areas, area coverage and community

### 1.1.1 Criteria for selection of target area and area coverage

Joint Forest Management (JFM) in general are implemented in the degraded forest areas or in the forest that are prone to the forces of degradation.

However, the guidelines issued by MOEF on 31<sup>st</sup> March, 2000 mentioned about extension of JFM in good forest areas except the protected area network. It suggests that the distance from the village and dependency of people on forests should be the main criteria for identification of target areas for JFM. The forest with more than 40% crown density is considered as good forest. However, the microplan or treatment plan and memorandum of understanding should be different for degraded forests and good forests.

“In good forest areas, the JFM activities would concentrate on NTFP management and no alternation should be permitted in the basic silvicultural prescription prescribed in the Working Plan but to promote regeneration, development and sustainable harvesting of NTFP which can be given free or on concessional rates as per existing practice in degraded areas under JFM. The benefit sharing mechanism will also be different for the good forest areas. The JFM committees will be eligible for benefit sharing for timber, only if they have satisfactorily protected the good forests for a minimum period of at least 10 years and the sharing percentage should be kept limited to a maximum of 20% of the revenue from the final harvest. The felling of trees and harvesting of timber will be as per the provisions of the working plan. A certain percentage of revenue from final harvest should be ploughed back in the silviculture & management of the forests.

The extent of good forest areas to be allowed will depend upon the number of village household and should be restricted to a maximum limit of 100 ha and generally limited to 2 km from the village boundary. For degraded forests also as far as possible JFM should be first concentrated on areas upto 5 km from the village boundary.

The implementation of JFM in good forest areas shall be done in a phased manner on pilot basis. The pilot areas may be monitored closely for a few years and based on the feedback and success achieved the programme can be extended further in consultation with the Central Government. Before allowing the good forests on pilot basis, all the degraded forests of that locality should be covered simultaneously.”<sup>1</sup>

The Van Samrakshana Samitees in Andhra Pradesh are formed for a village cluster situated within 5 Km from forest boundary. In Kerala this is within 2 km from the forest boundary, 3 kms in case of Maharashtra, in Madhya Pradesh it is within 5 km from the boundaries. Meghalaya, Sikkim and Madhya Pradesh Government Order mentions that JFMC can be formed in good forest areas. The government resolutions of West Bengal however mention that JFMC will be formed for “the purpose of development of degraded forests and forests prone to forces of degradation” and Eco Development Committees (EDCs) will be formed for “the purpose of protection and development of wildlife protected areas (sanctuaries and national parks).” JFM is implemented in the entire state of West Bengal including North Bengal Hills and Sundarbans.

### 1.1.2 Criteria for selection of community

As is mentioned in the guidelines issued by MOEF in 2000 the dependency of people on forest should be one of the main criteria for selection of the members.

The government orders of West Bengal states that the Divisional Forest Officer in consultation with the “Bon O Bhumi Sanskar Sthayee Samity of concerned Panchayat Samity will select beneficiaries for constitution of Joint Forest Management Committee. In case of Darjeeling Hills it will be in consultation with the people living in the fringe areas of forests.

The beneficiaries shall ordinarily be from the economically backward classes living in the vicinity of forest. However, every family living in the vicinity of the forests, including the women members shall have the option of becoming a member of JFMC if they are interested in forest protection. There is joint membership of both husband and wife for each household.

The MOEF Guidelines, 2000 emphasised upon increased participation of women in the JFMCs and suggested that atleast 50% members of the JFM general body should be women.

<sup>1</sup> Referred from <http://www.moef.nic.in/sites/default/files/jfm/jfm/html/strength.htm>



To make their participation effective it has further mentioned that for the general body meeting, the presence of atleast 50% women members should be a prerequisite and at least 33% of the members in the executive committee should be women. One of the posts of office bearer i.e. President/ Vice-President/ Secretary should be filled by a woman member of the Committee.

### 1.2 Expansion of JFM in the state

West Bengal is pioneer in the country to initiate JFM program. 4289 JFMCs have been formed in the state as on 31.3.12 protecting **570148.232** ha (5701.48232) of forest areas. Total number of EDCs in the state is 119 protecting 82,106.54 ha (0.82 sq km). West Bengal has 11,879 sq km of recorded forest land out of which 7,054 is Reserved Forest, 3,772 is Protected Forest and 1,053 sq Km is unclassed state forest.<sup>2</sup>

JFM has been initiated from South West Bengal and has covered most of the forest areas in West Medinipur, Bankura and Purulia districts. Out of 4289 JFMCs formed in the state 3256 is from these three districts, i.e., 75.91% of the JFMCs are formed in these areas.

Though JFM has taken a very strong root in the state still there is scope for its expansion especially in North Bengal plains and Hills as well as in the wild life areas. Darjeeling hills have 184 JFMCs and Duars and Terai region (including Jalpaiguri, Coochbehar and plains area of Darjeeling district) have 231 JFMCs.

Efforts are made to strengthen the existing JFMCs and to initiate more JFMCs wherever there is scope all over the state under various schemes like FDA, Green India Mission, West Bengal Forest and Biodiversity Conservation Project etc.

### 1.3 Functional role of Forest Department and local people in JFM

As defined in Government Policy Guideline, when a group or collection of individuals organize itself for the purpose of pursuing forest conservation on sustainable basis jointly with the Forest Department (FD) and share rights, interests and responsibility in a co- operative way , the association is said to be JFM. Being the government custodian for protection, maintenance and regeneration of forests, FD is a key stakeholder in JFM

<sup>2</sup>Source: State Forest Report 2012-13, West Bengal

programmes along with JFMC who also shares the same responsibility and derives the benefit rights of forest resources such as fuel wood, timber, water, herbs, fruits, vegetables etc.

JFM resolutions/orders of different states clearly spell out the functional role of FD and the local people organized in the form of JFMC in JFM.

### **Role of FD**

FD plays more of a facilitative role in motivating the local people to form JFMC, nurturing and strengthening the JFMCs.

In case of West Bengal

- ./ FD forms the JFMC in consultation with the representatives of Panchayati Raj Institutions and local people for selection of its member.
- ./ The concerned Beat Officer/Dy Range member acts as the Member Secretary of the JFMC and convenes meetings.
- ./ Setting out mutually agreed duties and responsibilities between the FD and JFMC in the form of MoU
- ./ Capacity building and strengthening of the JFMCs to evolve as an effective functional group for forest conservation
- ./ Constitute range level and beat level coordination committees of JFMCs for better coordination
- ./ Maintain minute book
- ./ Help JFMC to ensure protection
- ./ Take action against the offenders reported by the JFMCs
- ./ Provide technical guidance to the JFMCs to prepare microplan
  - ./ Capacity building of the JFMC members related to forest management and livelihood development
  - ./ Take up village development and livelihood development activities in fringe areas as per the microplan
  - ./ Implementation of all forestry and fringe area development works by engaging the JFMCs as per the microplan



- ./ Distribution of usufructory benefits and proportionate share of net sale proceeds to the JFMC members
- ./ Monitoring and supervision of the performances of the JFMC
- ./ Mediation, negotiation and conflict resolution
- ./ Convergence of resources for development of JFMC villages

### **Role of Local People/JFMC**

- ./ Help forest department to select the members to form the JFMC
- ./ Elect the Executive committee members from among the beneficiaries
  - ./ Creating awareness among the villagers on conservation of forest and make the purpose of formation of JFMC clear to each member
- ./ Make the roles and responsibilities of the office bearers and other members clear
  - ./ Set norms, rules and control mechanism of the JFMC to ensure protection of forest from forces of degradation
- ./ Implementation of the rules and control mechanism set out by the committee
- ./ Prepare micro plan with the help of FD
  - ./ Develop norms for non destructive harvesting of medicinal plants in the micro plan and regulate the harvesting of the medicinal plants as per the norms
- ./ Maintain records and reports
  - ./ Ensure transparency and accountability through conducting regular meeting, presentation of activities report in the general meetings, conducting social audits etc
  - ./ Ensure protection of forest and wildlife through members and help FD to take action against the offenders as per law
  - ./ Extend necessary help to FD for execution of works, smooth harvesting of forest produce and proper distribution of benefits to JFMC members
- ./ Help FD for conflict resolution
- ./ Explore the scope for converging resources from other departments
  - ./ Take action against the non conforming members and even recommend to the DFO for termination of membership

#### 1.4 Legal frame that endorses the above identified factors

The Ministry of Environment and Forests (MoEF) issued guidelines in 1990 for people's involvement in forest conservation, management, sharing of usufructs and sale proceeds. A supporting circular in 2000 provided for strengthening the Joint Forest Management Committees (JFMC) by providing legal status. JFMCs are being registered under different names as per the provisions of the respective state government orders. Except in a few States like Arunachal Pradesh and Himachal Pradesh, where the committees are registered under the relevant acts (Society Registration Act), in Maharashtra JFMCs are attached to Gram Sabha (Revised GR dated 5.10.11) in most of the states there is no legal back up for these committees. The MOEF Guidelines, 2000 emphasised that all the State Governments register the JFM or village committees under the Societies Registration Act, 1860 to provide them with legal back up. They have also suggested to put a common nomenclature of JFMC for all the JFM committees formed in different states and may be under different names. It has also recommended that a Memorandum of Understanding, with clearly defined roles and responsibilities for different work or areas should be separately assigned and signed between the State Governments and the committees.

In 2001, MoEF initiated a central scheme of National Afforestation Program through Forest Development Agencies (FDA) to gradually cover 0.175 million villages situated close to forests. FDA that is formed with representation from the JFMCs of a division along with the Forest department officials is to be registered under the Society Registration Act.

The Green India Mission Advisories state that the JFMCs should be part of the Gram Sabha that gives them a legal back up.

Since JFMCs are gradually empowered to discharge financial and administrative functions and take responsibility of implementation of the works as in National Afforestation Program, FDAs transfer the fund to the JFMC account to implement the activities, it becomes necessary bring them under legal backup. This would ensure their transparency and accountability and also would provide them legal back up to fight against any injustice.

JFMCs, with a legal back up also become stronger to take action against the offenders and ensure their protection function.

In West Bengal, The JFMCs are registered with the Forest Department only. They are neither registered under Society Registration Act nor are acting as part of Gram Sabha.

#### **Frequently Asked Questions (FAQs):-**

- 1) ***Can good forest areas be brought under JFM?***
- 2) ***Who can become member of the JFMC?***
- 3) ***What is the role of FD & FC in JFM?***
- 4) ***Do JFMC has any legal back up?***







## Lesson 5

9 hours

### Lesson Plan

**The objective of the lesson is to make the trainees understand**

- i) Achievements of JFM at the national level
- ii) Achievements of JFM in West Bengal with case studies
- iii) Further scope for improvement

**Backward Linkage** – Lesson 1 – 4 on JFM

**Forward Linkage** - Visit to JFM area during Field work and Tour.

### Training Materials Required:

- Copy of Lesson 5 to be given in the form of hard copy beforehand.
- Power point presentation
- Photographs
- Case Studies

### Allocation of time:

|  |         |
|--|---------|
| Achievements of JFM at the national level  | 45 mins |
| Discussion and feedback  | 15 mins |
| Achievements of JFM in West Bengal with case studies   | 60 mins |
| Further scope for improvement  | 45 mins |
| Discussion and Feedback  | 15 mins |
| Field work to study the JFMCs and analysis – 6 hrs (to be divided in two days of three hours each) |         |



## 1.1 Achievements of JFM

JFM, initiated as a movement in West Bengal during 1980's has spread across the length and breadth of the country during the 1990s. Over the decades number of drivers in the form government guidelines, massive national scale programs and missions like National Afforestation Program and Green India Mission, several externally funded projects implemented by different state governments have helped in strengthening and consolidating the JFM program and JFMC institution.

### 1.1.1 Spread of JFM at the National Level

Based on the National Forest Policy 1988 to create a massive people's movement for forest protection and conservation through democratic governance a guideline was issued by MOEF in June 1990 to all the states to adopt JFM. Joint Forest Management (JFM) has been accepted by all most all the state forest departments in the country. 29 state governments and Andaman & Nicobar islands have passed their government order/resolutions on JFM based on local conditions and the nature of the forest areas to be taken up under JFM. Accordingly the composition of the JFMC, their rights and responsibilities and benefit sharing arrangements vary across the states.

### 1.1.2 Participation and Empowerment

As per the report on the Status of Joint Forest Management in India prepared by ICFRE there are 1,18,213 JFM committees across 29 States and UT of Andaman & Nicobar Islands which are managing 22.94 million ha of forests in the country as on March 2011. A total of 14.5 million families are involved all over the country which includes 4.6 million Scheduled Tribe (ST) families and 2.5 million Scheduled Caste (SC) families. JFMCs are formed mostly with the representation of the weaker and marginalised section of the society living in forest and forest fringe areas. It has encouraged and empowered these people to develop a participative and democratic forest governance mechanism.

JFM has helped in building trust between the forest department and the community and motivated them to work as a partner to achieve the goal of forest conservation.

### 1.1.3 Strengthening of the JFMCs: Creation of social capital

The subsequent orders and guidelines have further created opportunities to strengthen the JFMCs by providing them constitutional and legal back ups, extend JFMCs even in good forest areas, encourage more participation of women, create platform for the JFMC and the department to become more accountable through signing an MoU, involve the need and priorities of the JFMCs even in the Working Plan, creating a separate JFM overlapping circle and NTFP circle to accommodate the need of the JFMCs in the working plan. Many states have started incorporating these guidelines through modification of their existing government orders on JFM. Such initiatives help in consolidating and revamping the JFMCs and help them to emerge as a strong social capital.

#### **1.1.4 Changing the role from mere protectors to managers**

The central sector schemes including National Afforestation Program (NAP), Green India Mission and all most all the externally funded projects implemented in different states of India has incorporated the concept of JFM as the central and integral part of their program and projects. The project areas must have JFMCs who would prepare the plan for project implementation in the form of microplans, implement, monitor and supervise the activities. In case of NAP, the money for implementation of the activities as per the microplan is directly transferred to JFMC account through FDA. The JFMCs have to maintain and manage their own bank account and have to raise funds. Thus, the role of the JFMCs have widened from merely protector of the forest to resource planners and managers.

#### **1.1.5 Development of human capital for natural resource management**

In all the projects the capacity building component of JFMC members have been given much of importance. In most of the projects the first 1 – 3 years are earmarked for capacity building of JFMCs on various issues related to institution building, fund management and book keeping, livelihood development, plantation techniques and other forestry operations, forest survey and monitoring. About 15 million villagers in the country got the opportunity of such training and are developed as the human capital in the field of natural resource management. These JFMC members are also helping in implementation of various other natural resource management related programs in the country such as Integrated Watershed Management Program in their area.

#### **1.1.6 Benefit sharing and financial empowerment**

JFMCs in the country have started getting usufructory benefits. In most of the states the share of the sale proceeds are deposited in the JFMC account. There are provisions for contribution to Village Development Fund from a portion from peoples share from final harvest proceedings and is as high as 50% in Andhra Pradesh, Bihar and Rajasthan. In Haryana and HP, 100% of the proceeds go into community fund, which are to be spent for village as well as forest development ([www.moef.nic.in/sites/default/files/Document1\\_3.pdf](http://www.moef.nic.in/sites/default/files/Document1_3.pdf)). The JFMC as collective force are deciding about the use of the share and in states like Chattisgarh, Andhra Pradesh, Tamil Nadu etc they are investing it to develop common property assets in the village and for village development activities. Such actions are helping in developing bondage in the village and also create a sense of autonomy in terms of decision making. Many JFMCs have generated substantial village/community funds by JFMCs from voluntary contributions, money obtained in lieu of protection, membership fees, voluntary labour contributions, the sale of surplus forest produce and of timber harvests, fines generated through social fencing activities, revenue generated against the use of the committee's forests, etc.



### 1.1.7 Beyond The Forest Boundaries: Livelihood and Village Development

The present generation approach to JFM is focussed on creating livelihood opportunities for the JFMC members and also for development of the community in addition to conservation and management of the forest. Community/Eco development activities through infrastructure support, training and inputs to develop productivity of land based activities have helped the JFMC members to develop sustained livelihood options and development of their villages.

### 1.1.8 Achievements of West Bengal

#### *Geographical spread*

West Bengal is the pioneer in initiating JFM and the efforts made by the JFMC and the forest department to regenerate the degraded forest areas through an effective participatory governance mechanism is recognised both at the national and international level. JFMCs are mostly initiated by the Forest Department but with very active support from PRI. West Bengal Forestry Project (1992-1999), meant for supporting JFM in south west bengal, initiated in the year 1992 and the support from the Ford Foundation for capacity building of staff and JFMCS also helped in spreading the program in south west Bengal during the early 1990's.

Presently there are 4289 JFMCs protecting 570148.232 has forest area with a total of 485602 members among which 422384 are the male members and 63218 are female. There are 148635 SC members, 118561 ST and 218406 other category members.

**Table 1: Number of JFMCs in different divisions of West Bengal<sup>1</sup>**

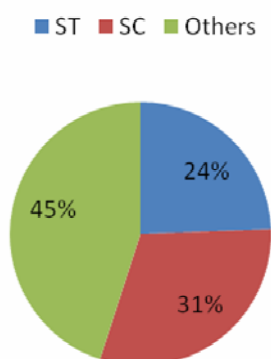
| Division       | JFMC | Area Protect-<br>ed (ha) | No of Members |        |       |       |       |        |
|----------------|------|--------------------------|---------------|--------|-------|-------|-------|--------|
|                |      |                          | Male          | Female | Total | SC    | ST    | Others |
| Darjeeling     | 74   | 14412.878                | 3864          | 426    | 4290  | 139   | 107   | 4044   |
| Kalimpong      | 64   | 26237.86                 | 3582          | 195    | 3777  | 204   | 875   | 2698   |
| Kurseong       | 46   | 13287.62                 | 1165          | 1643   | 2808  | 431   | 1198  | 1179   |
| Wildlife I     | 0    | 0                        | 0             | 0      | 0     | 0     | 0     | 0      |
| Jalpiguri      | 63   | 20284.16                 | 11431         | 638    | 12069 | 5255  | 3399  | 3415   |
| Baikunthathpur | 66   | 14023.78                 | 6192          | 131    | 6323  | 4529  | 790   | 1004   |
| Cooch Behar    | 26   | 4102.90                  | 2932          | 209    | 3141  | 1497  | 517   | 1127   |
| Wildlife III   | 26   | 7020.79                  | 4360          | 180    | 4540  | 727   | 2483  | 1330   |
| B.T.R (E)      | 17   | 9331.09                  | 3340          | 103    | 3443  | 1548  | 1334  | 561    |
| B.T.R (W)      | 33   | 25595.80                 | 4064          | 489    | 4553  | 768   | 2563  | 1222   |
| Raigunj        | 21   | 1162.6                   | 1727          | 74     | 1801  | 864   | 412   | 525    |
| Malda          | 3    | 103.368                  | 381           | 47     | 428   | 240   | 180   | 8      |
| Midnapur       | 363  | 45956.452                | 33657         | 14423  | 48080 | 9958  | 8504  | 29618  |
| Jhargram       | 474  | 52179.31                 | 38254         | 2449   | 40703 | 9135  | 14906 | 16662  |
| Kharagpur      | 254  | 27437.645                | 18421         | 12281  | 30702 | 6950  | 9504  | 14248  |
| Rupnarayan     | 213  | 26397.78                 | 26331         | 1343   | 27674 | 6419  | 7814  | 13441  |
| Bankura (N)    | 542  | 43592.94                 | 50799         | 2094   | 52893 | 19925 | 7917  | 25051  |
| Bankura (s)    | 630  | 44460.37                 | 53977         | 4857   | 58834 | 14189 | 18411 | 26234  |
| Panchet        | 231  | 28466.18                 | 27328         | 1562   | 28890 | 11033 | 4674  | 13183  |
| Purulia        | 213  | 30729.22                 | 20741         | 867    | 21608 | 6012  | 6944  | 8652   |
| Kangsabati (N) | 244  | 17641.2                  | 23578         | 851    | 24429 | 5677  | 8089  | 10663  |
| Kangsabati (s) | 305  | 26114.72                 | 29561         | 569    | 30130 | 10899 | 4293  | 14938  |
| Burdwan        | 74   | 20239.38                 | 16582         | 3186   | 19768 | 7518  | 5349  | 6901   |
| Durgapur       | 24   | 2436.439                 | 1957          | 1964   | 3921  | 1112  | 1405  | 1404   |
| Birbhum        | 198  | 10347.32                 | 16869         | 352    | 17221 | 6095  | 5583  | 5543   |
| Howrah         | 4    | 479.08                   | 815           | 319    | 1134  | 537   | 238   | 359    |
| Nadia-Msd      | 11   | 916.24                   | 957           | 44     | 1001  | 246   | 254   | 501    |
| PurbaMednipur  | 19   | 1813.11                  | 4760          | 1097   | 5857  | 1256  | 50    | 4551   |
| STR            | 11   | 12844                    | 3958          | 107    | 4065  | 3642  | 254   | 169    |
| 24 -pgs (S)    | 40   | 42534                    | 10801         | 10718  | 21519 | 11830 | 514   | 9175   |

***Inclusion of marginalised section of the society***

However, most of the JFMCs are concentrated in the three districts comprising of Medinipur, Bankura and Purulia. Out of the total 4289 JFMCs, 3256 (i.e., 75.91%) are located within these three districts. Among the forest divisions within these districts Jhargram has the highest percentage share of STs in the JFMCs (36.62%) followed by Kangsabati (N) 33.11%, Purulia 32.13%, Bankura (S) with 31.29%, Khargapur 30.95% and Rupnarayan 28.23%. For the rest, the share of ST members in the JFMCs is more than 10% but less than 20%

<sup>1</sup>State Forest Report, West Bengal 2012-13

## Caste wise distribution of JFMC Members in West Bengal



It is encouraging to note that more than 50% of the members of the JFMCs belong to the SC and ST category. They are among the most under privileged section of the society living in the forest fringe areas. Through JFM they are empowered to take part in the democratic governance for forest conservation.

### *Help in forest regeneration through social fencing*

JFMCs have developed and are following certain rules for protection of forest against illicit felling of timber, uncontrolled grazing, fire, encroachment from outsiders and from those in the same village who infringe on a widely accepted and desirable set of rules developed on a consensus basis. Wide and inclusive participation of JFMC members in designing, implementing and monitoring such norms have been a key to the success of JFM in the state. In the initial years emphasis was on exclusionary protection to ensure regeneration of degraded forest. Thus, the initial years of JFM see stringent restrictions on the use of forest. However, with improvement in the forest condition and institutionalization of the norms the need to have regular vigil in terms of patrolling becomes less.

JFMCs of the state are protecting 47.99% (570148.232 ha) of total area under forest (11,879 sq km) in the state. Whereas, JFMCs in the districts of Bankura, Purulia and Medinipurisprotecting 84.33% of the total forest area of these three districts (342975.8 ha).

Based on the reports of the Forest Survey of India it is found that the forest cover in the districts is showing a trend of increase over the period.

Comparison of District-wise Forest Cover of West-Bengal (Area in sq Km)<sup>2</sup> :

| District        | Total Forest Cover 2011 | Total Forest Cover 2013 |
|-----------------|-------------------------|-------------------------|
| Bankura         | 1,056                   | 1,244                   |
| Bardhaman       | 261                     | 319                     |
| Birbhum         | 105                     | 176                     |
| Kolkata         | 0                       | 0                       |
| Coochbehar      | 94                      | 348                     |
| DakshinDinajpur | 15                      | 87                      |

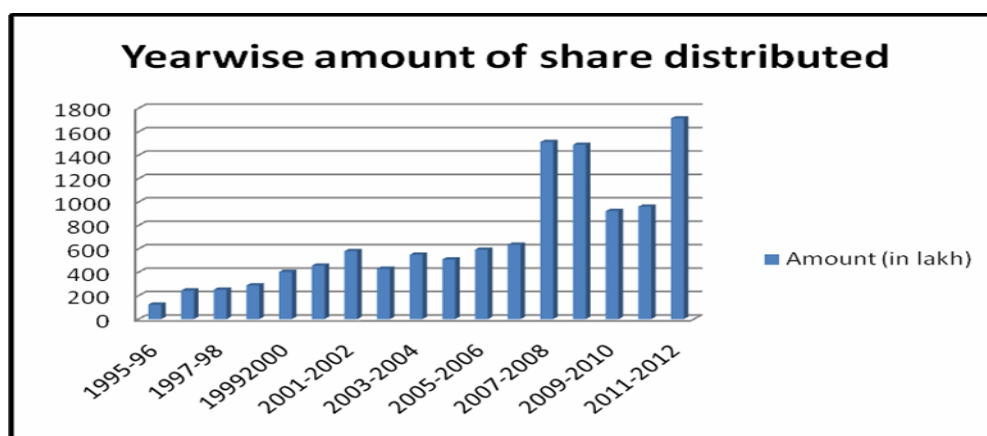
|                    |               |               |
|--------------------|---------------|---------------|
| Darjeeling         | 2,289         | 2,378         |
| Howrah             | 146           | 304           |
| Hoogli             | 61            | 160           |
| Jalpaiguri         | 2,504         | 2,863         |
| Malda              | 164           | 504           |
| Medinipur          | 2,596         | 2,984         |
| Murshidabad        | 107           | 348           |
| Nadia              | 129           | 479           |
| North 24 Pargana   | 89            | 725           |
| Purulia            | 797           | 869           |
| South 24 Pargana   | 2,406         | 2,774         |
| Uttar Dinajpur     | 176           | 243           |
| <b>Grand Total</b> | <b>12,995</b> | <b>16,805</b> |

It is mentioned in the State of Forest Report, 2013 that the increase in the forest cover in the state is due to coppice growth and afforestation inside the forest and commercial plantation and shade trees in the tea garden outside forest area. Therefore, it can be concluded that the JFMCs efforts have helped in regeneration of the coppice forest and survival of the plantation.

### ***Benefit sharing***

West Bengal is the pioneer among the states for sharing the net sale proceeds of the final harvest with the JFMCs since 1995 - 96<sup>3</sup>. An area of 3023 ha of sal coppice is felled in the year 1995-96. Gross revenue of RS 6.09 crores was obtained. After deducting Rs 1.48 crores towards extraction cost, 25% of the net sale proceeds were distributed. It amounts to Rs 1.23 crores with average per capita share of Rs 607.40. It has created history in the country.

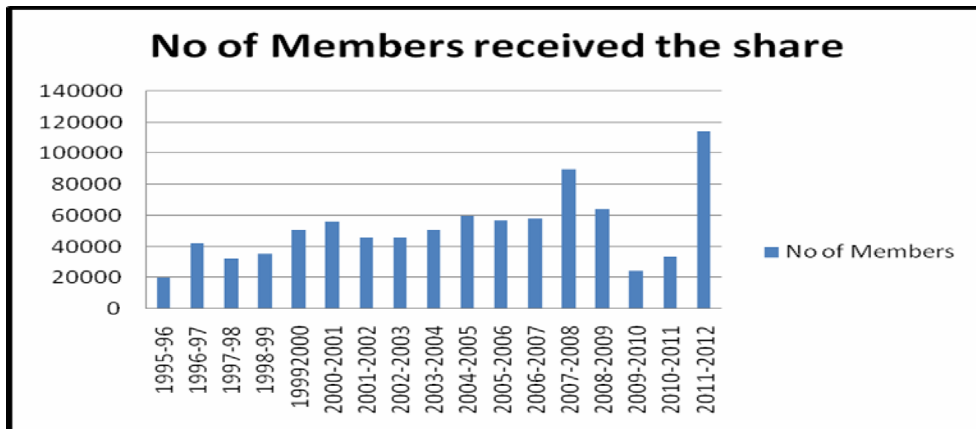
It has been a remarkable achievement considering the fact that the shares are distributed so far without any conflict.



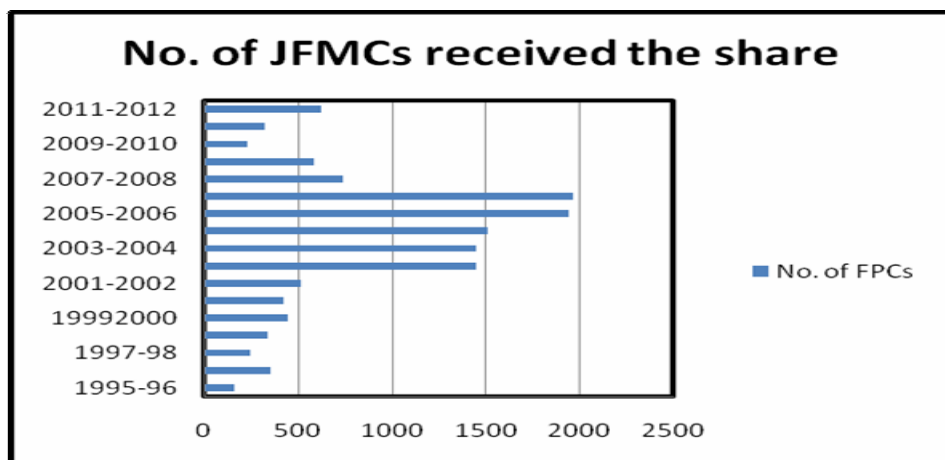
<sup>3</sup>State Forest Report, West Bengal 2012-13



Apart from the increase in the amount of share from 123.37 lac in 1995-96 to 1713.28 in 2011-12, there has been increase in the number of beneficiaries who have received the share.



It is remarkable to note that in between 1995-96 to 2011-12, a total of 8,82,027 number of members have received the share amounting to a total of 11, 651.67 lac. It might have happened that a person has received the share for more than once during the period. The lowest amount of average per capita share has been Rs 312 in the year 2008-09 and the highest one is 2857.53 in 2010-11. In a study conducted by TERI for MOEF it stated that the actual quantum of income that has accrued per family has varied from as low as Rs 50 to as high as Rs 13,600 across different sites in West Bengal.



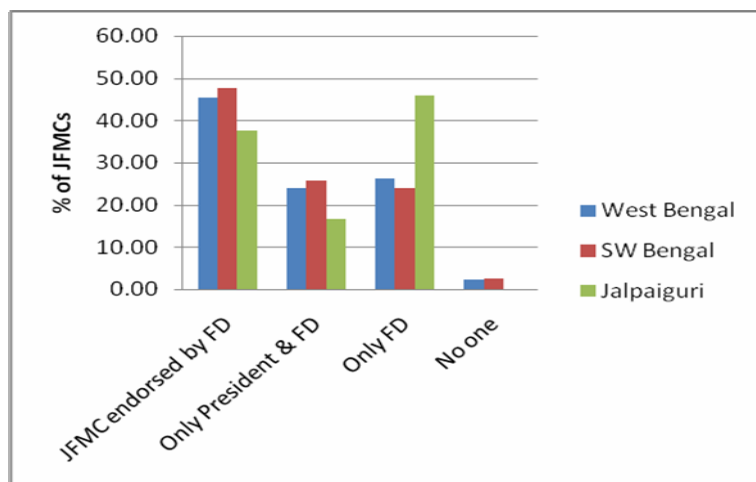
Starting with sharing of benefits to 163 number of JFMCs in 1995-96 it has reached upto 1967 in the year 2006 – 07. It is not the amount of money that but the transparent process that is followed by the department in distribution of the benefits by involving the JFMCs themselves have helped in winning trust and authenticity of the department.



### ***Communication and trust building***

JFM intends to bring partnership between the forest fringe dwellers organized in the form of JFMC and the FD in the form of common goal setting and working together through series of interventions. The first step of it is to develop a complementary communication between the JFMC and the FD. The first GO on JFM (Resolution No. 4461-for/D/IS/16/88 of 12.7. 89) stated about convening AGM once a year only and also that BO as the Member Secretary should convene the meetings of the JFMCs. The modified GO (No. 5971 FOR dated 3.10.2008) states that the EC of the JFMC should meet at least once in every two months. But apart from the stipulation in the GO, the local FD staff had to interact very frequently with the JFMC members to build rapport, develop trust and to work in a partnership mode.

During a study conducted among 154 JFMCs in the state almost all the JFMCs have reported that their interaction with FD has increased manifold after formation of the JFMCs. A complementary deliberative relationship has been developed with the local FD. It is also found that people of south west Bengal feel empowered to take action against the offenders that they considered would be endorsed by Forest Department whereas in case of Jalpaiguri 45% of the JFMCs considered that only forest department has the authority to take actions.<sup>4</sup>



The above chart shows that it is not the government order but the functioning of the local FD staff that creates a feeling of empowerment among the people to own the program.

### ***Village and community development activities***

<sup>4</sup> The study conducted for PhD work of RaktimaMukhopadhyay in 2010 covering 154 JFMCs in the district of Bankura, Medinipur, Jalpaiguri and Sundarbans



Under JFM number of village development and community development activities are taken up by the forest department. Considerable mandays were also generated through MGNREGA program. Creation of productive community assets like irrigation facilities, water bodies for pisciculture, road connectivity, soil moisture conservation measures also helped in increasing income for the people.

Apart from these, productive assets such as agriculture implements, tractors, spray machine, irrigation facilities, sal leaf plate making machines, sewing machines were provided. Social development activities like creating community hall, school building, furniture for school, flood shelter, training centre were created as well as medical camps were organized mainly as part of Entry Point Activities.

### ***Formation of SHGs within JFMCs***

Self Help Groups (SHGs) are formed within the JFMCs with members from JFMCs or from the family of the JFMC members. They have been trained on various skills and have initiated income generating activities. Such SHGs have found to be helpful especially to organise women and provide them opportunities to get organised in the form of institution and also to earn some supplementary income.

### ***Benefits from JFM: The intangible one***

JFM has completed more than two decades of its journey in the state. At this stage it is very important to understand how the major stakeholders, i.e., the JFMC members and the FD considers the future about it to ensure sustainability of the program. Though the perception varies among the individuals at different times but in general it reflects whether they have the clarity on the purpose and goal of the program and their ownership with it.

In general, it was found that across the regions JFMC members consider the improved relationship with the forest department coupled with improved forest as the most important benefit of JFM program. Improved relationship has brought self confidence, self respect and autonomy within them. As was expressed by many JFMC members that now they can talk to the officers, Minister or any outsiders with confidence. This is considered by them as the greatest benefit. The improvement in relationship has in turn helped in working together to protect the forest. Improved forest is giving them return in terms of host of NTFPs as well as timber share in case of south west Bengal and support for village development in Jalpaiguri and South 24 Parganas. People consider them as the by product of improved relationship and trust with the department.<sup>5</sup>

On the other hand the forest officials have also shared that there has been improvement in relationship with the villagers after formation of JFMCs. They also considered it as one of the most important contribution of JFM. The front line staff like Beat Officers share that they feel secured now and are confident that JFMCs would protect him against any odd even in the mid night hours. They have also shared that now with improved relationship they have increased the authority. It is not in terms of “Gun Power” rather by improving the “Personal Power” of trust and confidence that they can take action against the offenders with collective support from JFMC. It has been a common feeling among the field staff that the forest would be destroyed again if JFMCs cease to exist.

It can be argued that JFM in West Bengal is emerging into a form of sustainable forest management with incorporating a process of co management of forest resources.

### **1.2 Shortcoming and scope for improvement**

Formation of JFMC itself provides no guarantee of success. Although JFM is important for forest conservation, but there are circumstances in which the asymmetric power relations within the village/ caste/ gender and the pattern of resource use cause conflicts. Such conflict may be due to

- lack of information and recognition of real actors
- lack of equity of ownership and sharing of benefit from forests.

The success of JFM depends on additional factors such as effective institutional and legal frameworks, participatory monitoring mechanism and the skill development and interests of other stakeholders.

Similarly, in West Bengal too there are further scope for improvement of JFM at the program level and effectiveness and functioning of the JFMCs at the functional level.

<sup>5</sup>Focus Group Discussions conducted with the Beat Officer, Range Officer and Forest Guards of forest divisions in Bankura, Medinipur, South 24 Parganas and Jalpaiguri



### ***Spread of JFMCs***

Though most of the areas in south west Bengal is covered under JFM but the number of JFMCs and the forest area covered under JFM is much less in North Bengal Hills and Plains where only 44.8% and 43.51% of the forest area is protected by the JFMC respectively.

### ***Extension of JFM in good forest areas***

The government orders of West Bengal mention to form JFMCs in degraded forest areas and the areas prone to the forces of degradation but does not mentioned anything about inclusion of JFM in good forest areas. There is scope for extension of JFM in good forest areas.

### ***No legal back up***

The JFMCs in the state are registered with the DFO only and do not have any legal back up. It can be considered to get them registered under Society Registration or Cooperative Act.

### ***Capacity building of the JFMC***

Though some training programs have been organised by the department for the JFMCs but it needs to be taken up more systematically. Trainings on skill building for non destructive harvesting of NTFPs, institution building, participatory monitoring of forest resources, legal and regulatory processes, fund management, value addition and marketing can be designed and organised.

### ***Preparation of Microplan for each JFMC***

Though it is mentioned that each JFMC would prepare a microplan for taking up activities in their designated forest and for village development but in many cases it is missing. Only in cases of specific projects it is done as per the donor requirement. JFMCs are also not oriented properly on the microplanning processes.

### ***Effective participation of women***

The present Government Order issued in 2012 states that there should be at least two women member in the Executive Body out five elected members in the EC. It needs to be implemented properly.



### ***Social Audits***

Social audits may be conducted on bi annual basis to maintain transparency and accountability of both the Forest Department and the Executive Committee of the JFMC on the investments made and equity of sharing of benefits.

### ***Monitoring and Evaluation JFM Institution***

Monitoring of institution is a continuous process. The objective of any programme like JFM is to transform a set of resources into desired results or outcomes. Understanding the nature, objectives and scope of the development project and the responsiveness of target groups like JFMC it is an imperative to recommend improvements. In order to monitor the complexities of Joint Forest Management programme one has to understand the concept of process monitoring of JFMC as institution.

Objectively verifiable and measurable parameters and indicators have to be determined to measure the effectiveness of the JFMCs and regular monitoring is to be done both at Division and state level. This would reduce the scope of subjectivity and biasness.

Timely corrective actions are to be taken up based on the monitoring feedback to keep the JFMCs on track.

### ***Comprehensive data base of JFMCs***

There is lack of maintenance of a comprehensive database of JFMCs with the registration and membership details, activities, interventions and asset details with GPS bearings and usufruct benefit sharing details at the Beat, Range and Division level. Such a database would help as decision support tool. It can be uploaded in the website.

### **1.3 Field Study and Analysis of the data**

The participants will be divided into groups and be sent to nearby JFMCs to study the following:

- i. Formation of JFMC
  - Why they have formed the JFMC?
  - Who has taken initiative to form the JFMC?
  - What were the criteria for selection of members?
  - What is the legal status of the JFMC?



ii. Membership

- How many members are there in the JFMC?
- Who are left/non members in the village and why they did not become the member?
- Where are the documents of membership and registration kept? Whether this is updated?
- How many women members are there in General body and EC?
- Who are the members of EC?
- How are the members elected? What is the rotation period?
- How the elections are organised?

iii. Meeting of the JFMC and EC

- What is the frequency of EC meeting?
- Who convenes the meeting?
- Who keeps the minutes of the meeting?
- Whether resolutions are implemented?
- Who convenes the AGM?
- How the meeting takes place? What are the things discussed?

iv. Functions and Duties of JFMC

- What activities are taken by the JFMC to protect the forest from illicit felling, fire, grazing, encroachment?
- What rules they have framed for protection?
- What action do they take against offenders?
- Has there been any incidence where they have taken action against the offenders?
- How do they help forest department to take action against offenders?
- What kind of activities they take up for forest conservation?
- What is the process followed for non destructive harvesting of NTFPs and medicinal plants?
- How the JFMC helps the forest department to carry out their activities?

v. Participatory Planning and implementation

- Whether microplan is prepared?
- Who prepared the plan?
  - How was it prepared?
  - What is the status of implementation of the plan?

- vi. Benefits sharing
  - What kind of benefits both monetary and non-monetary is received by the JFMC?
  - How many times did they get the revenue share and what were the amounts?
  - How the share is distributed – individually or through JFMC account?
  - What kind of activities is taken up by the forest department in the JFMC area?
  - How do the JFMC manage their fund?
  - How do they maintain their accounts and what is the fund position?
  
- vii. Value addition, processing and marketing
  - In what form NTFPs are sold in the market?
  - Did the JFMC receive any training and support for value addition and processing of NTFPs?
  - How do they develop the market linkages?
  
- viii. Monitoring and Evaluation
  - Who monitors the activities of the JFMC and at what interval?
  - What are the criteria set for monitoring?
  - Who takes corrective action based on monitoring feedback?
  
- ix. Dispute redressal and conflict management
  - Whom do the JFMC approach for dispute redressal?
  - What kind of conflicts occurs within JFMC and with the outsiders?

The study would be carried out in days, one day would be spent with the JFMC and another day at the Range Office to see the papers and discuss with the front line staff how do they form and manage the JFMC.

Participants will prepare a report on

- how the JFMC is formed and functioning as per the Government Resolutions
- what are the departures from the resolutions
- what are positive points of the JFMC
- what are the areas that need attention and has scope for improvement

**Frequently Asked Questions (FAQs):-**

- 1) ***What are the goals of JFM?***
- 2) ***What are the achievements of JFM?***
- 3) ***What are the drawbacks of JFM?***







**Lesson 6**

**The objective of the lesson is to make the trainees understand**

i) The scope and limitations

ii) What will be the measures to fill the gap

iii) What will be the possible limitations

**Backward Linkage** – Lesson 5 on JFM

**Forward Linkage** - Visit to JFM area during Field work and Tour.

**Training Materials Required:**

- Copy of Lesson 6 to be given in the form of hard copy beforehand.
- Power point presentation
- Photographs
- Case Studies

**Allocation of time:**

|                                     |         |
|-------------------------------------|---------|
| Discussion on scope and limitations | 25mins  |
| Measures to fill the gap            | 15 mins |
| Discussion and Feedback             | 20mins  |



## 6.0 Scope and Limitations

JFM in West Bengal is considered to be successful to a great extent as has been discussed in the previous lesson. However, there are certain limitations and further scope for improvement. The limitations along with the scope for further improvement are discussed below.

Following have emerged during the course of evolution of JFM in the state that at times effect the performance of the JFMCs:

1. Variability of site quality influencing the productivity and thereby causing inequity in sharing of usufructs
2. Conflict of interest among the JFMC members
3. JFMC members are reluctant to include new members in the JFMC as it would reduce per capita share of benefits. Thus creating animosity between the members and nonmembers
4. Transition of leadership among the JFMC where the new generation are not much keen on conservation aspects
5. The Executive Committee does not have fixed office bearer like President (President is elected in each meeting) and Treasurer causing lack of accountability in terms of maintaining reports and records
6. Many a times one or few members in the JFMC hold all the information and does not want to be transparent
7. The technically trained forest front line staff sometimes lacks social skills for awareness building, conflict management and mediation and to develop JFMC as a social institution
8. Lack of clarity on the purpose, roles and responsibilities of the JFMC members
9. Reluctance to harvest the non timber forest produces (NTFP) following the norms of non destructive harvesting
10. Lack of skill for value addition and processing of NTFPs causing lower return to the members
11. Lack of initiative by the JFMCs to create community assets and community fund
12. Absence of legal back up of the JFMC prohibits to avail for benefits from different schemes
13. Sometimes it becomes out of control of the JFMCs to confront the organized timber mafias and insurgent groups

14. Man animal conflict creating tension between the JFMC and Forest Department
15. In absence of regular structured monitoring the committee gets in effective<sup>1</sup>

### **6.1 Measures to fill the gap**

Keeping the above in mind and following measures can be taken up for further improvement:

#### ***Capacity building and training of the stakeholders***

A comprehensive training strategy can be prepared for both the forest department officials and staff as well as the JFMC members based on the training need assessment. The training modules are to be standardized and implemented as per the training plan. The trainings are to be implemented with the objectives to strengthen the existing JFMCs and to extend JFM in the new areas especially in North Bengal and build capacity of the newly formed JFMCs.

#### ***Strengthening of the JFMCs through legal back up***

The success of JFM depends essentially on developing an adaptive social process where JFMC as a collective community institution should take charge to ensure the conservation of the forest ecosystem. While the bonding and voluntary participation of the community towards the conservation of forest is an essential pre requisite for formation of JFMC, it is also important to strengthen them with legal back up. Barring a few states like Haryana, Gujarat, Arunachal Pradesh etc JFMCs are not yet registered as under society or cooperative act including in West Bengal. Considering the larger role played by the JFMC in managing forest and financial resources the provision for registering them under Society Act need to be considered at a serious note. Forest Department as Project Implementing Agency has been involved in forming and registering village level institutions like Watershed Committees under Society Registration Act under Integrated Watershed Management Program. Such experience of the department may help in developing the modalities.

#### ***Signing of MoU between forest department and JFMC***

A MOU outlining the roles, duties and responsibilities, benefit sharing arrangements and conflict resolution need to be signed between the Forest Department and JFMC during the time of registration of the committee with the DFO.

<sup>1</sup> Based on State Forest Report 2012-13 and findings of focus group discussion held with the front line staff of different forest divisions



### ***Preparation of Microplan for each JFMC***

Though it is mentioned that each JFMC would prepare a microplan for taking up activities in their designated forest and for village development but in many cases it is missing. Only in cases of specific projects it is done as per the donor requirement. JFMCs are also not oriented properly on the microplanning processes.

### ***Developing protocols and norms for non destructive harvesting of NTFPS especially medicinal plants***

The government order in West Bengal states that the medicinal plants should be harvested by strictly following the norms set out in the microplan. But this is hardly in place. The JFMCs and the front line staff need to be oriented to develop norms for non destructive harvesting of medicinal plants and other NTFPs from the forest.

### ***Integration of microplan with Working Plan***

The micro plans should be examined for preparation of Working Plan and a JFM overlapping working circle should be included in the working plan.

### ***Augmentation of productive potential of natural resources***

Though the main objective of JFM is to protect the degraded forest areas with active participation of people but with due course of time the approach of micro watershed development has been integrated with the JFM to improve the natural resource base of the area that contributes towards livelihood development of the people.

### ***Effective participation of women***

The present Government Order issued in 2012 states that there should be at least two women member in the Executive Body out five elected members in the EC. But to ensure effective participation of the women it can be adopted as per the MOEF Guidelines that at least 1/3<sup>rd</sup> of the women should be present for the quorum of the EC.

### ***SHG JFMC linkages***

There are 2264 number of Self Help Groups (SHGs) formed with a total of 28310 members (out of which 20712 are women) across different districts of the state. Capacity building and providing opportunities for alternative livelihood for the SHGs created under the JFMC and integrating them for natural resource conservation related activities would further strengthen the effort of the JFMCs.

### ***Office bearers of JFM***

Beat Officer or his nominee is acting as Member Secretary and EC members elect President in each meeting. There is no provision for the post of Treasurer. But looking into the role of JFMC in project implementation it will be helpful to have one person elected as Treasurer and also the President should be elected for the term of the EC. JFMC account is to be operated jointly by the Member Secretary and the President or Treasurer.

### ***Conflict Resolution***

To make the process transparent and democratic a range level, division level and state level working groups can be formed with representatives from the Forest Department, JFMCs, Panchayat functionaries for mediation of conflicts.

### ***Convergence of resources for development of the fringe areas***

Convergence of resources of different programs and projects are essential to develop the fringe areas. The representatives from the panchayat in the JFMC Executive Committee can play important role for convergence.

### ***Creation of community assets***

It is important that some community assets are created at the JFMC level that would be managed and utilized by the JFMC for creation of community funds and livelihood opportunities.

### ***Promote decentralized nurseries***

Decentralised nurseries need to be promoted to ensure supply of quality planting materials. People need to be trained on nursery techniques. This will also give them income generating opportunities.

### ***Monitoring and Evaluation JFM Institution***

Monitoring of institution is a continuous process. The objective of any programme like JFM is to transform a set of resources into desired results or outcomes. Understanding the nature, objectives and scope of the development project and the responsiveness of target groups like JFMC it is an imperative to recommend improvements. In order to monitor the complexities of Joint Forest Management programme one has to understand the concept of process monitoring of JFMC as institution.

There need be concurrent monitoring of the JFMC activities at the Division and State level by the department annually.

An external evaluation at an interval of three years can be conducted both at the state and division level.



### ***Participatory biodiversity monitoring by involving the JFMCs***

JFMCs need to be oriented and trained on the methods and tools of participatory biodiversity monitoring to assess their own forest areas, prepare an inventory, take measures to conserve the REET (Rare, Endangered, Extinct and Threatened) species of their area and estimation of sustainable harvest limits by the JFMCs.

### ***Develop market linkages for NTFPs***

Based on the assessment of NTFP resources in different agro climatic zones of the state the market linkages and marketing networks is to be built.

### ***Documentation of the records***

Proper documentation of the records is to be ensured at each JFMC level. This will further help in identification of best practices, learnings and replication of the learning in other areas.

### ***Recognition of the JFMCs***

To recognize the efforts of the JFMCs, an incentive scheme can be launched where at each district level three JFMCs will be rewarded best on objectively verifiable indicators. The winner of the district level can take part at the state level and similarly three JFMCs would be awarded at the state level based on their performance.

Table 1: Salient features of different Government orders on JFM in West Bengal

| Categories                | South Bengal 5971-For dated 3.10.08  | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08  | Sundarbans 2758 – For dated 17.08.04. | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7195 dated 26.6.1996 |
|---------------------------|--|---|---------------------------------------|--|---|
| Purpose                   | To involve people for protection and development of degraded forest or forest prone to forces of degradation   |   |                                       |  |   |
| Constitution of the JFMC: | <ul style="list-style-type: none"> <li>• (DFO) in consultation with "Bon O BhumiSanskar Samity of Panchayat Samity will select the beneficiaries</li> <li>• Generally from economically backward classes. However, all the people living in the vicinity of the forest have the choice to become member.</li> <li>• There will be a joint membership of both the husband and wife. Constitution of the JFMC and Executive Committee (EC) will be approved by DFO upon recommendation of PanchayatSamity</li> </ul> | <ul style="list-style-type: none"> <li>• (DFO) in consultation with people living in fringe areas of forest will select the beneficiaries</li> <li>• They will be from economically backward classes. However, all the people living in the vicinity of the forest have the choice to become member.</li> <li>• Constitution of the JFMC and Executive Committee (EC) will be approved by DFO in consultation with councilor in whose Jurisdiction the JFMC area falls</li> </ul> |                                       |  | Same as South Bengal                    |



|                           |   |  |  |  |
|---------------------------|---|--|--|--|
| <p>Composition of EC:</p> | <ul style="list-style-type: none"> <li>• Representative of local M.L.A. to be nominated by local M.L.A. (as per the Order Nos. 310-For/6M-28/2002 dated 14.2.2012)</li> <li>• Five elected beneficiaries of which at least two will be women and among all members at least one member will be tribal (as per the Order Nos. 310-For/6M-28/2002 dated 14.2.2012) Representative of panchayat samity <ul style="list-style-type: none"> <li>• Pradhan or his representative</li> <li>• Beat Officer or his nominee as Member Secretary</li> <li>• Head Forest Guard /Forest Guard/ Forest Worker/ Ban Majdur/ Ban Sramik/ Nigam Shramik to be nominated by the Range Forest Officer</li> <li>• Members will elect President in each meeting</li> </ul> </li> </ul> | <p>Same as south Bengal except for beneficiary representative as follows:</p> <ul style="list-style-type: none"> <li>• Out of 10% of total members of FPC subject to maximum of 25, 33% will be women</li> </ul> | <ul style="list-style-type: none"> <li>• Representative of local M.L.A. to be nominated by local M.L.A. may be a member (as per the Order no. 308-For/6M-28/2002 dated on 14.2.2012)</li> <li>• Five elected beneficiaries of whom at least two will be women and at least one tribal (as per the Order No. 309-For/6M-28/2002 dated on 14.2.2012).</li> <li>• Local Council of D.G.H.C or his authorized member</li> <li>• Concerned Beat officer/ Dy. Ranger/ Dy. Range Manager may be the Member secretary of the EC (as per the Order No. 309-For/6M- 28/2002 dated on 14.2.2012).</li> <li>• Head Forest Guard /Forest Guard/ Forest Worker/ Ban Majdur/ Ban Sramik/ Nigam Shramik to be nominated by the Range Forest Officer</li> </ul> | <ul style="list-style-type: none"> <li>• Representative of local M.L.A. to be nominated by local M.L.A. may be a member (as per the Order no. 308-For/6M-28/2002 dated on 14.2.2012)</li> <li>• Representative of panchayat samity</li> <li>• Pradhan or his representative.</li> <li>• Beat Officer or his nominee as Member Convenor</li> <li>• Out of 10% of total membership subject to minimum of 6 and maximum of 11, 30% of the elected member shall</li> </ul> |
| <p>Categories</p>         | <p>South Bengal 5971-For dated 3.10.08</p>  | <p>North Bengal accepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08</p>  | <p>Sundarbans 2758 – For dated 17.08.04.</p>   | <p>Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008</p> <p>EDC 3841-For/d/11M-7/95 dated 26.6.1996</p>   |



|  |  |   |   |   |
|--|--|---|---|---|
|  | <ul style="list-style-type: none"> <li>• Member Secretary will convene the meeting of both EC and JFMC</li> <li>• EC members to be elected in each year during Annual General Meeting (AGM)</li> <li>• No member will be elected in EC successively for more than three years</li> </ul> |   | <ul style="list-style-type: none"> <li>• EC members to be elected in each year during Annual General Meeting</li> <li>• No member will be elected in EC successively for more than three years</li> </ul> | <p>be women</p> <ul style="list-style-type: none"> <li>• Members will elect Secretary in each meeting apart from a chair-person</li> <li>• Beat officer, as member convener and Secretary both shall convene the meeting of EC, AGM and other meetings of EDC</li> <li>• EC members to be elected in each year during Annual General Meeting</li> <li>• No member will be elected in EC successively for more than three years</li> <li>• For any inclusion or change in the EDC/ Executive Committee, the Executive Committee shall make suitable recommendation to the Forest Officer duly endorsed by the "Bon-O- Bhumi Sanskar Samiti" of local Panchayat Samiti, for approval.</li> <li>• Quorum for each meeting of the Executive Committee shall be 50% of the elected members and for the Annual General Meeting, 30% of ordinary members.</li> </ul> <p>Same as south Bengal</p> |
| <ul style="list-style-type: none"> <li>• JFMCs have to ensure protection of</li> </ul> | <p>Same as South Bengal except the rights are not</p>  | <p>Same as South Bengal except the rights are not</p> | <p>Same as south Bengal</p>   |   |



|                      |  |  |  |   |  |
|----------------------|--|--|--|---|--|
| Categories           | South Bengal<br>5971-For dated 3.10.08   | North Bengal except in Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sundarbans 2758 –<br>For dated 17.08.04.   | Darjeeling Gorkha Hill Council Area<br>5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7195 dated 26.6.1996  |
| Function             | forest/plantation/wildlife<br><ul style="list-style-type: none"> <li>Assist forest personnel to apprehend the offenders</li> <li>Ensure smooth and timely execution of forestry works,</li> <li>Ensure smooth harvesting and distribution of net sale proceeds</li> <li>Ensure that rights are not misused Inform about any activities which is in contravention of Provisions of Indian Forest Act, 1927 and Wildlife (Protection) Act 1972 to the concerned Beat officer/ Range Officer and to assist Forest Officials to take necessary action against it.</li> </ul> | misused.   |  |   | with two extra functions as mentioned below:<br><ul style="list-style-type: none"> <li>To ensure implementation of Eco- development programme so that the members of EDC get maximum benefit.</li> <li>Ensure that Government funds are not misused</li> </ul> |
| Usufructory benefits | Eligibility for Getting benefit  |  | Members have to protect the forest for at least five years to be eligible for getting the benefit.   |   | <ul style="list-style-type: none"> <li>one year to become eligible for 25% share Govt.receipts on account of tourist and transport entry and photography and such other related activities in the protected area</li> </ul>                                    |
|                      | Non timber benefits  |  | <ul style="list-style-type: none"> <li>Free collection of NTFPS barring a few but not within Protected Areas</li> </ul>  |   | From Non- forest Area :- Produces obtain from plantations raised on public lands as village eco- development activity will be shared as follows :<br>(a) 100% share of intercrop to identified members of E D C who raise the crop(s)                          |
|                      | Benefits on Sal seeds  |  | <ul style="list-style-type: none"> <li>Sal seeds have to be deposited with the West Bengal Tribal Development Cooperative Corporation Ltd. through the local LAMPS.</li> </ul> |   | No such benefit on sal seeds have been mentioned   |

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|------------|---------------------------------------|---|--|---|---|
| Categories | South Bengal 5971-For dated 3.10.08   | North Bengal ex-cepting Gorkha Hill council and extended upto Hoogh-ly) 5969-For dated 3.10.08  | Sundarbans 2758 – For dated 17.08.04.  | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008  | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
|            | Benefits on Medicinal Plant           | <ul style="list-style-type: none"> <li>Medicinal plants can be collected but strictly on the basis of approved microplan in Protected Areas</li> </ul>  | No such benefit on medicinal plant have been mentioned   | Same as South Bengal  | No such benefit on medicinal plant have been mentioned  |
|            | Benefits on Fire-wood pole and timber | <ul style="list-style-type: none"> <li>25% of the net sale proceeds of firewood and pole during coppice felling coupe operation, thinning and cultural operations. Poles should be under 90cm gbh except Teak. For teak the upper limit will be 60 cm.</li> </ul> | <ul style="list-style-type: none"> <li>25% of the net sale proceeds at every harvesting of concerned forest (i.e Timber, Pole etc.) and shall pay to all eligible members of their nominee, their proportionate share</li> </ul> | 25% of the net sale proceeds of firewood and pole which are harvested during thinning and cultural operations. Poles should be under 90cm gbh except Teak. For teak the upper limit will be 60 cm | <p>From wildlife protected area</p> <p>(i) Chief Wildlife Warden may grant permission for collection &amp; removal of certain items of forest products for improvement and management of wildlife. Members of the EDC shall be eligible for getting equal proportion of certain forest products free of royalty but on payment of collection cost, when collected by Govt. agency, as follows : for teak and 90 cm., b.h.g.</p> <ul style="list-style-type: none"> <li>25% share of poles ( upto 60 cm. B.h.g./ for other species) obtained from drift and overwood removal</li> <li>100% share of firewood (obtained from drift</li> </ul> |



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| Categories                          | South Bengal 5971-For dated 3.10.08  | North Bengal ex- cepting Gorkha Hill council and ex- tended upto Hoogh- ly) 5969-For dated 3.10.08                               | Sundarbans 2758 – For dated 17.08.04.   | Darjeeling Gorkha Hill Council/Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7/95 dated 26.6.1996  |
|                                     | Restrictions imposed upon time for silviculture and management requirements of wild life | Restrictions imposed upon from time to time for silviculture and management require- ments and from preser- vation of wild life. | <ul style="list-style-type: none"> <li>One fourth of the procedure obtained as intermediate yield from RDF copping, multiple shoot cutting, thin- ning</li> </ul> | Same as South Bengal   | <p>and overwood removal) thatch/ amilsho/other grass (obtained from fire- lines and fire prone zones) specified non- edible fruits, pods, flowers, seeds decorative fungus and leaves;</p> <ul style="list-style-type: none"> <li>100% share of thinning produce &amp; firewood obtained from final harvest to each member of EDC in equal proportion from non-forest area.</li> </ul> <ul style="list-style-type: none"> <li>restriction imposed upon from time to time on Wild Life Management in wildlife protected area</li> </ul> |
| Re- stric- tion of Usufruct sharing |  |  |   |  |  |

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| Categories | South Bengal 5971- For dated 3.10.08 | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08  | Sundarbans 2758 – For dated 17.08.04.   | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7195 dated 26.6.1996 |
|            |                                      | <ul style="list-style-type: none"> <li>The concerned forest official will distribute to the eligible members their proportionate share of the usufructs from the harvesting after satisfactory performance of functions detailed herein before .</li> </ul> | <p>etc. to be shared proportionately.</p> <ul style="list-style-type: none"> <li>A member can be debarred from the share of usufruct from non performance of the decision in AGM attendant by at least 50% of the FPC members. It will be effective on completion of one year from the decision.</li> </ul> |  |   |



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| Categories | <p>South Bengal 5971- For dated 3.10.08</p> <p>Sharing of Net sale proceeds/ Sale value</p>  | <p>No such sharing mentioned</p>    | <p>North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08</p>   | <p>Sundar-bans 2758 – For dated 17.08.04.</p> | <p>Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008</p> | <p>EDC 3841-For/d/11M-7/95 dated 26.6.1996</p> <p>From Non-forest Area :-</p> <ul style="list-style-type: none"> <li>The forest officer shall deduct the cost of re-afforestation from the sale value of final harvest to timber and poles for deposit in the EDC fund. Balance amount will be distributed to each member of the EDC in equal proportion</li> <li>Goods services generated by community benefits oriented village eco-development activities will be enjoyed by each member of the EDC in equal proportion. Those generated by individuals benefit oriented eco-development activities will be enjoyed by the individual concerned</li> </ul> |
| Duties:    | <ul style="list-style-type: none"> <li>The EC of JFMC will maintain a register showing the necessary particulars of the beneficiaries. The nomination forms should be pasted in the Register, Such Register</li> <li>Maintain a "Minutes Book" wherein proceedings of the meeting of the Executive Committee as well as the proceedings of the AGM of the JFMC will be recorded under the signature of the President of committee.</li> <li>The EC of JFMC shall hold an Annual General Meeting once every year where activities of the committee as well as details of distribution of usufructory benefit are to be discussed besides electing representatives of the members to the Executive Committee.</li> </ul> | <p>No such sharing is mentioned</p> | <ul style="list-style-type: none"> <li>JFMCs will receive 15% of net sale proceeds of timber which are harvested during the time of final felling. Share of JFMCs will be equally allocated to all the JFMCs in the forest division proportionate to the strength of their members</li> </ul> | <p>No such sharing is mentioned</p>           | <p>Same as North Bengal (excepting Gorkha Hill council)</p>         | <p>The Secretary of the EDC will maintain a register showing the necessary particulars of the beneficiaries</p> <ul style="list-style-type: none"> <li>The nomination forms duly filled in and approved by the Executive Committee</li> </ul>   |

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| Categories   | South Bengal 5971-For dated 3.10.08   | North Bengal ex- cepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sundarbans 2758 – For dated 17.08.04. | Darjeeling Gorkha Hill Council/Area 5970-For dated 3.10.2008 | EDC 3841-For/d/11M-7/95 dated 26.6.1996 |
|              | <p>should be pasted in the Register</p> <ul style="list-style-type: none"> <li>•The Secretary of the EDC shall maintain a "Minutes Book" wherein proceedings of the meeting of the Executive Committee as well as the proceedings of the Annual General Meeting of the EDC will be recorded under the signature of the Member – Convenor and Joint Convenor <ul style="list-style-type: none"> <li>• Every EDC shall/ will have an account in bank/ post office maintaining a common fund by deposits from the members and/ or other source. Jointly operation by the Bear Officer and the Secretary as per written resolution of the Executive Committeees. Receipts and withdrawals from this Account shall be presented in every Annual General Meeting for approval.</li> </ul> </li> </ul> |  |                                       |  |   |
| Termination: | <ul style="list-style-type: none"> <li>•Failure to comply with of the conditions laid down before as well as contravention of provisions of the Indian Forest Act, 1927, Wildlife (Protection) Act, 1972 or any Rules made thereunder, may entail cancellation of individual membership and/or dissolution of the Executive Committee of JFM as the case may be, by the officer of the Forest Department as stated below</li> </ul>   |  |                                       |  |   |



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| Categories | South Bengal<br>5971-For dated 3.10.08   | North Bengal excepting Gorkha Hill council and extended upto Hooghly) 5969-For dated 3.10.08 | Sunderbans 2758 – For dated 17.08.04.  | Darjeeling Gorkha Hill Council Area 5970-For dated 3.10.2008           | EDC 3841-For/d/11M-7/95 dated 26.6.1996   |
|            | <p>•The concerned DFO shall be entitled to take appropriate action including dissolution of any Executive Committee/ JFMC on the grounds stated above, on the recommendation of the "Bon-O-Bhumi Sanskar Samiti", Panchayat Samiti (for all except sunderbans). In case of Sunderban action in taken on recommendation of Range level coordinator.</p> |  |  |  |   |
|            | <ul style="list-style-type: none"> <li>The concerned Range Officer may be authorized by the DFO to take proper action including termination of an individual's membership on the above mentioned grounds on the recommendation of the Executive Committee of the JFM.</li> </ul>   |  | <ul style="list-style-type: none"> <li>The concerned Range Officer may be authorized by the DFO to take proper action including termination of an individual's membership on the above mentioned grounds on the recommendation of the Executive Committee of the FPC.</li> </ul> | <ul style="list-style-type: none"> <li>Same as South Bengal</li> </ul> | <ul style="list-style-type: none"> <li>The concerned Range Officer may be authorized by the forest officer to take proper action including termination of an individual's membership on the above mentioned grounds on the recommendation of the Executive Committee of E.D.C.</li> </ul> |
|            | <ul style="list-style-type: none"> <li>Appeal against any such penal action by the range Officer may be preferred to the DFO through the local Panchayat Samiti</li> </ul>   |  | No such action is mentioned  | <ul style="list-style-type: none"> <li>Same as South Bengal</li> </ul> | <ul style="list-style-type: none"> <li>Appeal against any such penal action by the range Officer may be preferred to the forest officer through the local Panchayat Samiti.</li> </ul>  |
|            | <ul style="list-style-type: none"> <li>Appeal against any such penal action of the DFO may be preferred to the concerned Circle Conservator of Forest or the Chief Conservator of Forests, through the concerned Panchayat Samiti and Zilla Parishad, whose decision shall be final.</li> </ul>  |  |  |  |   |







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| <p>VSS is formed from a village cluster situated within 5km from forest boundary if a minimum of 50% of households agree in writing to constitute a VSS; only forest officers of forest range officer level call for a meeting to constitute VSS in area.</p> | <p>The VFMCs constituted by one adult from each family in the village located adjacent to the JFM areas. 30% are women.</p> | <p>Each range officer organise meeting with villagers in panchayat and explains about JFM in meeting if 50% of villagers agree on the proposal he DFO constitute the forest protection and regeneration committees</p> | <p>Application of DFO for developing PFM is signed by at least 50% of the voters of a gram panchayat ward for govt forest and govt land including common land may be brought under participatory forest management.</p> | <p>Cluster of neighbouring mini watershed must be within 2 km from the edge of forest to be identified as VSS. Here PFM involves three phases preparatory phase, planning phase, implementation and monitoring phase. VSS is registered in Kerala</p> | <p>Local forest staff organise meeting in villages and appraise people about JFM and then committee is formed with volunteer villagers under Panchayat raj and gram swaraj adhiniyam</p> | <p>JFMC is formed from good forest areas for protection and conservation of forest</p> | <p>Village Forest Protection committee became JFM committee. JFMC could be formed for good forest areas with crown density 40% and above</p> | <p>The DFO in consultation with Ban-o - Bhumi Samskar Sthayee Samitee of concerned panchayat select beneficiary for JFM</p> | <p>The range forest officer will prepare a list of members in consultation with ground panchayat or NGOs in which at least 33% will be women. The range officer will call a meeting for formation of JFMC. At least 40% members should agree to form the committee. The JFMC after formation will be registered by DFO</p> | <p>In the forest areas and also in the villages outside forest upto a limit of 5 km from forest fringe. The committee is called village level organization (VLO) consist of 1/3rd of households. JFM is extended to good forest areas having density of 40% (modified by GO, 2005)</p> | <p>A village forest shall be managed jointly by the Joint Forest Management Committee on behalf of Forest User Group. Forest Range Officer will call upon the adult residents of village/hamlets with an advance notice of min 10 days. prepare list of adult persons dependent on forest for subsistence interested in forest management and become member of Forest User Group. One member from one household will be identified. Min 50% of household of the village to be member of Forest User Group. JFMC will be formed for</p> | <p>Pali sabha in consultation with the Range Officer/local forest officer to identify the forest area to be managed by the committee. One VSS/EDC for a single village but one VSS may cover more than one village or more than one component in a village if it is large in size. All adults will be members, may pay an enrolment fee determined by the General Body of VSS. Pali sabha will send resolution to Range Officer regarding constitution of VSS/EDC for record and communication to DFO for</p> | <p>PM, BO, Representatives of GP/ADC, village leaders, social and environmental activists in the village or in the neighbourhood village, local NGOs development organisation will have to work collectively for sensitising the villagers on JFM and then for mobilising the villagers to form JFMC.</p> | <p>The area covered under JFM management unit to be decided by DFO in consultation with the local communities and local field staff. Forester will initiate the process for formation of VFC. Soon after formation, VFC will register its name with CCF.</p> |
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Formation of JFMC

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| Legal Status | VFMC is registered under society registration act. |  |  |  |  |  |  | This committee registered under Cooperative Societies Act which also known as The Societies Registration Act, 1860 and the committee also take permission from the Forest department. This permission called "Adhikar patra" | Not mentioned | EC will work as a sub committee of Pali Sabha | The JFM Resolution prescribes for registration of JFMC under the Societies Registration Act, 1860 to provide them legal back up. | Not mentioned |
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| Membership | All households | One male or one female from each family in the village. | All households | All people | One male and one female from each household | All village households | All village households | All village households | All village households | Husband and Wife from each household. | All village households | Minimum 60% of families of the village to join forest society and register it. minimum 2 females are allotted, 1 financial organizer and other members interested in forest conservation. | Minimum 50% of the total household of the village/hamlet shall be represented in the forest User group. Representation of all families belonging to SC, ST, backward classes, right holders in the Forest User Group and 1/3 rd of the participating families are represented by women. | All adults of the village will be member of VSS. They may pay an enrolment fee determined by the GB of VSSIEDC | After formation of the General Body the members will elect an Executive Committee to carry out different activities assigned to it. At least 33% members of the Executive Committee shall be women. | One male and one female member from each household will be the member of VFC provided they are willing, FD will explain the concept of JFM. VFC membership non refundable annual fee will be Re 1 for SC/ST and Rs 2/- for other categories. |
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| Out of 15 VSS representative in Executive Committee 8 should be women, the chairperson/ vice chairperson shall be woman/ woman | 30% of women member is required to form the JFMC | Not Mentioned | Women is integral part of executive committee | 33% of members are to be women in the committee | 33% of members should be women within the committee | between 3-10 JFMC Members adequate representation of women should be there | 33% of the total member should be women | Min two women members should be there in the executive committee and the wives of the male members by default become the member of JFMCs | Under the JFMC/ VFFMCA sub-committee of only women member is formed with 7 women | One seat is reserved for NGOs/ Financial Institutions and minimum two seats are reserved for women. | 1/3rd of the participating families to be represented by women in the Forest User Group. Two women members duly elected by the Forest User Group to be member of the JFMC. | At least 50% of the members of the EC (Executive Committee) shall be women. 50% of the members of the VSS/ EDC will constitute the quorum for the GB and EC. At least 1/3rd of the members present should be women in both the cases. | At least 33% members of the Executive Committee shall be women. | The V.F.C. will have atleast one female member from each household provided that they are willing. |
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Women Involvement





CONCEPT OF JFM

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| <p>The managing Committee have 15 elected members from VSS, the chairperson and vice person is selected from the VSS representative, Forest Section Officer is the convenor; in schedule areas the management committee should be either from ST or SC; the tenure of the committee is for three years</p> | <p>Out of 8 members, 3 ex officio members are vice president of Zilla parishad</p> | <p>The elected beneficiary is not more than 9 members</p> | <p>president Vice president, four members, joint secretary, president of Mahila mandal and representative of local women group are elected by general house, treasurer is nominated by elected members of ward panchayat and three members from village level committees constituted by govt. departments.</p> | <p>two members from each family will be member out of two one will be female, 9 members of EC Consists 3 women, 6 from other forest dependent villagers. Ex-officio member are gram panchayat member, a nominee from tribal development.</p> | <p>EC Consists of minimum 11 and maximum 21 members. The chairperson and vice chairperson are the ex-officio</p> | <p>Conservator of forest is the chair person an DFO is the member secretary, the other members include DFO other two to three wings, district level officers of other govt. departments concerned, 1 representative of autonomous district council concerned, 1/3 representatives from members of the general body representing JFMCs and villages not &lt;3, not &gt; 10, a representative of the clan whose land is used for FDA project.</p> | <p>EC also have a post of Vice president.</p> | <p>Karmadhakshya or any member of Bon o Bhumi Sanrakshan Stahye Samity, Pradhan or any member of GP, Representative of MLA, 5 beneficiaries with min 2 women and 1 tribal, Beat Officer or his representative in the rank of Head Forest Guard/ Forest Guard/Ban Mazlur/ Ban Sramik as member secretary, One Head of Forest Guard/ Forest Guard/Ban Mazlur/ Ban Sramik to be nominated by concerned Range Officer. The members from beneficiaries will be elected each</p> | <p>VFFMC will constitute 11 members of which 1 will be the chairperson, 1 vice chair person, 1 treasurer out of these three key posts one has to be from the women category. Besides the sarpanch/ward panch will be the ex-officio member with the voting right. Forest guard will be the Ex-officio secretary of the committee without voting right.</p> | <p>An executive body of 11-13 member is elected or selected. Among them, minimum two seats are reserved for women and one set reserved for NGOs/ Financial Institution and Gram panchayat Member, rest are community representatives. One representative from funding agency (if any).</p> | <p>JFMC acts for the management of forest on behalf of Forest User Group (FUG). Members include Gram Pradhan as Ex-Officio Patron, a representative of the concerned village duly elected by the members of the FUG as Chairman, Two women representatives elected by FUG, one member from SC/ST and one from backward class duly elected by FUG, two members elected by FUG from themselves who take keen interest in forestry activities, one forester/ forest guard nominated by Range Officer. The tenure of teh committee is five years.</p> | <p>The Pali Sabha shall elect the Chairperson, the Vice-Chairperson, the Secretary and the Treasurer, a minimum of other 11 members to constitute the Executive Committee. At least 50% of the members of the EC shall be women. The number of SC &amp; ST members in the Executive Body shall be in proportion to their membership in VSS / EDC.</p> | <p>EC is assigned to carry out various activities, the committee consist of Chairperson, Vice-Chairperson, Treasurer, Ex-Officer and son and members. The members of EC will elect President from JFMC to be elected in Annual General Meeting (AGM), GP Pradhan or any member of local GP as member and Concerned BO as Member Secretary</p> | <p>Each VFC will elect a min of 5 and max of 15 members to EC. The village panchayat members will be co opted as ex officio members. The members of EC will elect President from amongst themselves. Forest Range Officer will be Member Secretary. BDO shall be ex officio member. DFO may nominate one representative of a development department and one NGO. EC can form sub committees from among its members for specific purpose, if needed. Term of EC will be 10 years.</p> |
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Executive Committee

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| <p>All disbursements shall be done by VSS chairperson after the work is recorded, check measured and passed by nominated Forest official;</p> | <p>No mention of fund flow in the resolution</p> | <p>A separate bank account</p> | <p>1 Funds shall be generated by Society through contribution of members<br/>2 All funds, including those received from govt., gram panchayats and non-government sources shall be utilized through microplanning process</p> | <p>fund is received as advance from funding agency to carry out forest development and protection activities</p> | <p>Not Mentioned</p> | <p>FDA is authorized to receive directly the grant-in-aid from MoEF</p> | <p>Through FDA all funds are percolating to JFM Committee 2FDA Maintain a separate bank account</p> | <p>Not Mentioned</p> | <p>Money transfer from FD There are three accounts: one general account, project funds which they get and they have a separate maintenance funds</p> | <p>Not Mentioned</p> | <p>Joint forest management committee shall arrange funds. The Government and Non-Government sources including contributions by forest user groups, forest based inclusive organizations and any other autonomous organizations and shall include income received under rule 19.</p> | <p>The EC shall be responsible to account for and manage the funds and other resources received from the government, other agencies and funds internally generated. The EC is also responsible for managing funds received by VSSIEDC by maintaining and operating VSSIEDC account.</p> | <p>The Treasurer have the overall responsibility of managing the finances and funds of JFMC. S/he will work closely with the Chairperson and the Member Secretary for fund management.</p> | <p>Forest Range Officer will submit fund application to DFO with signature of President of VFC for executing work as per micro watershed prepared by VFC. DFO will release fund to Range Officer. Utilisation of the fund will be signed both by the President and Member Secretary for release of subsequent fund. VFC can raise fine for illicit removal of firewood, grazing and the fine will be deposited in VFC account.</p> |
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fund flow





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| Meeting of JFMC | <p>GB Meeting is held in every six months, 50% member to be present among which 50% is to be women</p> | <p>Accounts audited once in every year. Executive Committee meets once in three months.</p> | <p>The beat officer or the forester as member secretary shall convene the meeting of the executive committee once in every three months and once in every six months for the forest protection and regeneration committee.</p> | <p>VSS EC meets once in every month, if any member of the VSS is accused in a forest offence or acts against the approved microplan, he shall be debarred from VSS by the VSSEC.</p> |  | <p>The general body meets once in a year and the executive body once in three months.</p> | <p>The general body meets once in a year. It is mandatory to register FDA under Societies Registration Act.</p> | <p>EC meets atleast once in every 2 months to discuss about issues of ongoing forestry activities, preparation and implementation of microplan and other emergent works.</p> | <p>Slate Level Working group for policy level inputs, represented by officials/NGO's and Academic Institutions generally meets once in six months. District Level Working Committees represented by officials, NGO's and Village Level Organisations (VLO's) meets once in two months.</p> | <p>The FUG shall meet after every six months and minimum 1/3rd members shall form quorum. 2/3rd member shall form quorum of JFMC and 1/3rd in case of Range level and Division level Management Committee.</p> | <p>The GB meeting of the VSS / EDC shall be held at least once in every six months. It can also be called as required. EC meets minimum once in two months.</p> | <p>GB meeting held twice in a year and EC meeting once in a month.</p> | <p>VFC will meet as and when necessary but at least once in three months. EC will meet at least once in a month.</p> |
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| 2. They maintain cash book for accounting VSS expenditures and such cash book is the primary cash book for accounting VSS related expenditure | Member secretary is responsible for proper maintenance of records & accounts | Maintains minute book for maintaining records of executive committee meeting | Not Mentioned | Minutes book is maintained | Methods of meeting kept properly | Books of account and other statutory books are maintained for record keeping purpose | Not Mentioned in the guidelines. | EC maintain minute books for record keeping for all the meetings held during the year as well as the Annual General Meeting | All the minutes of meetings are documented and all correspondences done are maintained as records |  | The range level management Committee inspect account books and other records maintained by the Joint Forest Management Committee through its chairman or Member Secretary. All the decisions of JFMC, RLMC shall be recorded in a register to be kept for the purpose. | The Secretary shall record the proceedings and get them approved by the chairperson. A copy of the proceedings would be either pasted in a register or preserved in a guard file. Preparation and maintenance of Microplan. | Membership register, Minutes book register and Register related to forest management activity. Accounts related register like cash book, pass book, asset book, ledger book, receipt book and stock book. | The Member-Secretary will be specifically responsible for the proper maintenance of accounts and shall have in his/her possession all records relating to finance. These records include the Cash Book, Accounts Register, Pass Book, Cheque Book and a Record of harvest, sale and share of JFM produce with a list of beneficiaries. |
| record keeping  |  |  |               |                            |                                  |  |                                  |   |   |  |  |   |   |  |



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| Domestic re-implementation of the forest products is set aside and distributed among all the VSS members as per the norms evolved by the managing committee. The surplus quantity shall be deposited as decided by the Managing Committee. any expenditure incurred by the govt. on the harvesting and disposal is reimbursed to the govt. | All NTFPs, dead and fallen wood, small timber, fodder etc are used for botanical domestic consumption without causing any damage to the forest area. The revenue accruing from timber operation during silvicultural thinning and felling is 50% as govt. review. 25% distributed among members, 25% deposited in development fund. | They are allowed to collect minor forest produce free of cost without causing any damage. 25% output from the silvicultural thinning for use in beneficiaries in case of surplus the forest department sale the logs and deposit the amount in Committees bank. | To collect the yield such as fallen twigs, branches, grass, fruits, seeds, leaf fodder, non timber forest products free of cost, to sale proceeds of all intermediate harvest, and other activities such as self help groups which may provide direct benefits, including micro lending to women. | All families are entitled to royalty free after deduction of harvesting cost, 100% share of the produce obtained from thinning of timber coupe sand clearing of clumps in degraded bamboo forests executed according to microplan. | Benefit sharing mechanisms is similar to the other states. But less clear from the guidelines. | After satisfactory protection of the forests for 10 years, committees are eligible for sharing 20% of the revenue from the final harvest. | 25% of the net sales proceeds of poles and firewoods, except cashew free of cost. | All non timber forest produce except tendu patta and gums can be extracted free of cost, grass, seeds, etc can be taken out from the forests, but if VFPMC wants they can charge money with the general consensus then it will be taken as a income of the committee. | Free collection of all NTFPs, dry and fallen firewood, 50% sharing of wood products like poles obtained out of thinning 100% of bamboo and 15% of net revenue obtained from dry forest areas and 16% from dense forest areas. A land of 50 ha is allotted to JFMC for JFM work. The share of JFMC grass produced from reserved grassland to be 20% of the harvested grass areas. | In case of Timber, Bamboos and Tendu leaves 50% of the net income to the JFMC account, large scale fellings due to natural calamities etc. 10% of value of net amount subject to max 1 lac. in case of all non timber forest produces other than tendu patta a token amount shall be fixed as royalty payable to govt. The JFMC shall be entitled to collect, store, process and marketing the NTFPs other than medicinal plants and tendu patta. The medicinal plants shall be collected, stored and processed by the JFMC under the supervision of Uttar Pradesh Forest Corporation and payment for | Fallen leaves, fodder, grass, thatch, grass, broom, fencing materials, and wood, fallen tops, twigs free of cost. Small wood, pole, firewood, bamboo as decided by EC, VSS/EDC will receive 50% of the share of net sale price of timber to be posted in VSS account. | Beneficiaries entitled for 50% of the net receipts from silvicultural thinning and main felling. The net receipt will mean the sale value of the produce less and poor cost of harvest. Firewood for their own use to the extent possible will be supplied free of cost to poor and landless households, subject to the availability on sustained basis. Fodder and green leaf manure will be given free of cost to members of V.F.C. except big farmers, subject to availability. Grazing will be | District/ Divisional Forest Officer will conduct sample survey of the unit of Management and decide about the quantity of firewood available for supply to the landless and poor households. Firewood for their own use to the extent possible will be supplied free of cost to poor and landless households, subject to the availability on sustained basis. Fodder and green leaf manure will be given free of cost to members of V.F.C. except big farmers, subject to availability. Grazing will be |
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| <p>Domestic reurement of the forest products is set aside and distributed among all the VSS members as per the norms evolved by the managing committee. The surplus quantity shall be disposed, any expenditure incurred by the govt. on the harvesting and disposal is reimbursed to the govt., expenditure necessary to sustain the productivity of forests as per the microplan is deposited in teh VSS joint account, this amount shall not be less than 50% of the net income, balance income is utilised as per</p> | <p>All NTFPs, dead and fallen wood small timber, fodder etc are used for botanified domestic consumption without causing any damage to the forest area. The revenue accruing from timber operation during silvicultural thinning and felling is 50% as govt. review, 25% distributed among members, 25% deposited in development fund.</p> | <p>They are allowed to collect minor forest produce free of cost without causing any damage, 25% output from the silvicultural thinning for use in beneficiaries. in case of surplus the forest department sale the logs and deposit the amount in Comities bank.</p> | <p>To collect the yield such as fallen twigs, branches grass, fruits, seeds, leaf fodder, non timber forest products free of cost, to sale proceeds of all intermediate harvest, and other activities such as self help groups which may provide direct benefits, including micro lending to women.</p> | <p>Specified quantities and items of NTFP from PFM areas as per the microplan. Specified quantities of fodder, fuelwood, green manure for bonafied use as per the microplan.</p> | <p>All families are entitled to royalty free nister every year, subject to availability after deduction of harvesting cost, 100% share of the produce obtained from thinning of timber coupes and clearing of clumps in degraded bamboo forests executed according to microplan.</p> | <p>Benefit sharing mechanisms is similar to the other states. But less clear from the guidelines.</p> | <p>After satisfactory protection of the forests for 10 years, communities are eligible for sharing 20% of the revenue from the final harvest.</p> | <p>25% of the net sales proceeds.</p> | <p>All non timber forest produce except Tendu palaan and gums can be extracted free of cost, grass, seeds, etc can be taken out from the forests, but if VFPMC wants they can charge a token money with the general consensus then it will be taken as a income of the committee.</p> | <p>free collection of all NTFPs, dry and fallen firewood, 50% sharing of wood products like poles obtained out of thinning 100% of bamboo and 15% of net revenue wood-tainted from dry forest areas and 16% from dence forest areas. A land of 50 ha is allocated to JFMC for JFM work. the share of JFMC grass produced from reserved grassland to be 20% of the harvested grass areas.</p> | <p>VSSIEDC will receive 50% of the share of selling</p> | <p>Beneficiaries entitled for 50% of the net receipts from silvicultural thinning and wood available for supply to landless and</p> | <p>Management and decide about the quantity of fire-wood available for supply to landless and</p> |  |
| Benefit Sharing Mechanism   |  |   |   |  |  |   |   |                                       |   |  |   |   |   |  |





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| <p>Domestic requirement of the forest products is set aside and distributed among all the VSS members as per the norms evolved by the managing committee. The surplus quantity shall be disposed, any expenditure incurred by the govt. on the harvesting and disposal is reimbursed to the govt.</p> | <p>All NTFPs, dead and fallen wood, small timber, fodder etc are used for botanical domestic consumption without causing any damage to the forest area. The revenue accruing from timber operation during silvicultural thinning and felling is 50% as govt. review, 25% distributed among members, 25% deposited in development fund.</p> | <p>They are allowed to collect minor forest produce free of cost without causing any damage, 25% output from the silvicultural thinning for use in beneficiaries in case of surplus the forest department sale the logs and deposit the amount in Committee bank.</p> | <p>To collect the yield such as fallen twigs, branches, grass, fruits, seeds, leaf fodder, non timber forest products free of cost, to sale proceeds of all intermediate harvest and other activities such as self help groups which may provide direct benefits, including micro lending to women.</p> | <p>Specified quantities and items of NTFP from PFM areas as per the microplan. Specified quantities of fuelwood, green manure for bonafied use as per the microplan.</p> | <p>All families are entitled to royalty free timber every year, subject to availability after deduction of harvesting cost, 100% share of the produce obtained from timber coupe sand clearing of clumps in degraded bamboo forests executed according to microplan.</p> | <p>Benefit sharing mechanisms is similar to the other states. But less clear from the guidelines.</p> | <p>After satisfactory protection of the forests for 10 years, communities are eligible for sharing 20% of the revenue from the final harvest.</p> | <p>25% of the net sales proceeds.</p> | <p>All non timber forest produce except Tendu gums can be extracted free of cost, grass, seeds, etc can be taken out from the forests, but if VPMC wants they can charge a token money with the general consensus then it will be taken as a income of the committee.</p> | <p>free collection of all NTFP, dry and fallen firewood, 50% share of wood products obtained out of thinning, 100% of bamboo and 15% of net revenue obtained from dry forest areas and 16% from dense forest areas. A land of 50 ha is allotted to JFMC for JFM work. The share of JFMC grass produced from reserved grassland to be 20% of the harvested grass areas.</p> | <p>VSS/EDC will receive 50% of the share of selling</p> | <p>Beneficiaries entitled for 50% of the net receipts from silvicultural thinning and main felling. The net receipts will remain the sale value of the produce less the direct cost of harvest.</p> | <p>poor households. Firewood for their own use to the extent possible will be supplied free of</p> | <p>cost to poor and landless households, subject to the availability on sustained basis.</p> |
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Benefit Sharing Mechanism