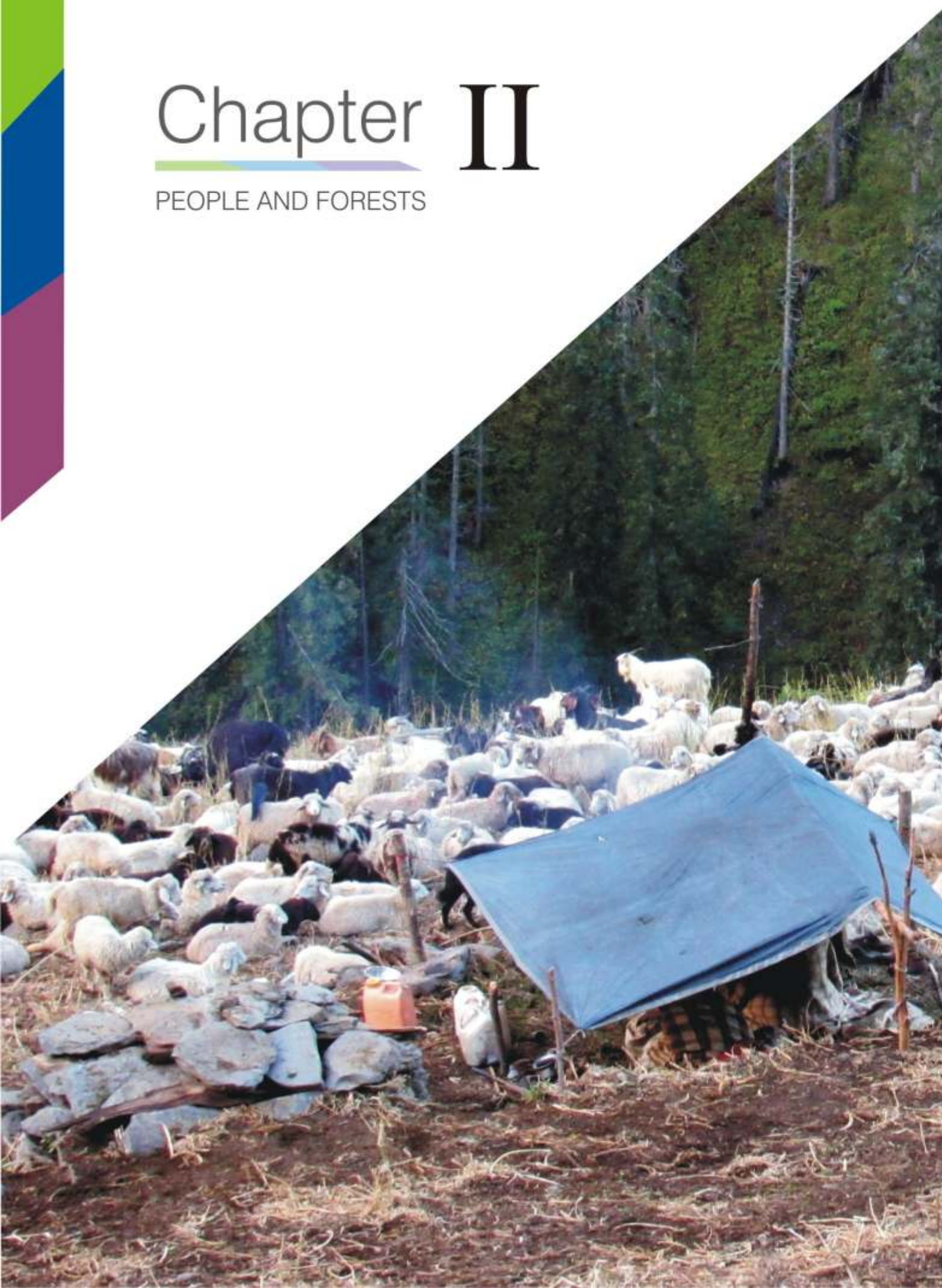


Chapter II

PEOPLE AND FORESTS





PEOPLE AND FORESTS

Forests, as a resource, provide an essential feeder service to the excluded and vulnerable population of our country as well as to the urban elite. They not only host villages in their fringe areas but neighbouring villages are also dependent upon them as a resource for several forest products like timber, fuel-wood, medicinal plants, food, non-timber forest products (NTFPs). Also, forest management has acquired a new paradigm by including the population, especially in and around forest areas, in the form of Joint Forest Management (JFM) and Participatory Forest Management (PFM). Village level forest protection committees, *Van Panchayat*, and other similar groups work along with the forest departments in protecting forests and in sharing the usufructs that accrue.

2.1 FOREST AND FOREST FRINGE VILLAGES

Forest villages are those which are allowed to be located inside the reserved forests and the inhabitants had to work for the forest department free of cost. They are different from forest fringe villages that are located within a specified distance (about 2 km) of the forest boundaries. The category of forest villages also keeps changing upon conversion of these villages into revenue villages. According to rough estimates, around 300 to 400 M people in these villages are directly dependent on forests.





2.1.1 Forest Villages

According to the census carried out in 2011, there are 4,526 forest villages with total population of about 2.2 M. Their state-wise breakup is given in Table 2.1.1.1. The state of Andhra Pradesh includes the forest villages of Telangana as the state of Telangana was not in existence during 2011. The maximum number of forest villages are in Madhya Pradesh (1,165) followed by Assam (897).

Table 2.1.1.1. Number and population of forest villages

S. no.	State/UT	Number	Population
1.	Andaman and Nicobar Islands	169	15,693
2.	Andhra Pradesh	3	341
3.	Assam	897	7,65,098
4.	Chhattisgarh	658	2,17,123
5.	Gujarat	162	38,047
6.	Jammu and Kashmir	41	82,652
7.	Jharkhand	14	6,575
8.	Madhya Pradesh	1,165	7,37,837
9.	Maharashtra	73	81,675
10.	Odisha	47	2,544
11.	Sikkim	51	3,691
12.	Tamil Nadu	736	23,125
13.	Uttar Pradesh	89	44,178
14.	Uttarakhand	421	1,87,432
Total		4,526	22,06,011

Source: Primary Census Abstract, 2011.

2.1.2 Forest Fringe Villages

The exact number of forest fringe villages is difficult to determine. However, Forest Research Institute has identified such villages in 275 districts so far. According to the report prepared under the project 'Forest Resource Dependence and Ecological Assessment of Forest Fringes in Rainfed Districts of India', there are 1,47,127 forest fringe villages in the 275 rainfed districts of the country (Table 2.1.2.1.).

Table 2.1.2.1. Number of forest fringe villages in the rainfed districts

S. no.	State/UT	Rainfed districts	Forest fringe villages
1.	Andhra Pradesh	10	2,181
2.	Arunachal Pradesh	12	3,696
3.	Assam	13	4,445
4.	Bihar	4	679
5.	Chhattisgarh	14	7,197
6.	Goa	2	347
7.	Gujarat	12	4,450
8.	Himachal Pradesh	7	9,221
9.	Jammu and Kashmir	8	3,187
10.	Jharkhand	10	10,825
11.	Karnataka	14	6,443
12.	Kerala	9	541
13.	Madhya Pradesh	36	18,263
14.	Maharashtra	20	12,916
15.	Manipur	5	1,750
16.	Meghalaya	7	5,782
17.	Mizoram	8	707
18.	Nagaland	7	1,062
19.	Odisha	20	17,557
20.	Punjab	1	310
21.	Rajasthan	12	4,833
22.	Tamil Nadu	10	2,709
23.	Telangana	9	3,054
24.	Tripura	4	793
25.	Uttar Pradesh	5	1,989
26.	Uttarakhand	9	10,755
27.	West Bengal	6	11,129
28.	Andaman and Nicobar Islands	1	306
Total		275	1,47,127

Source: FRI (2017).

2.2 JOINT FOREST MANAGEMENT

JFM is the term given to the partnership of local communities in forest management. The term JFM may vary from state to state but the common philosophy that drives them is involvement of people in forest management. Local committees at the village level are formed and they enter a MoU with the state forest departments to manage the forest area jointly and, in turn, are entitled to get usufructs from the forest area so managed. It is a participatory approach and a part of the National Forest Policy 1988 for creating a people's movement for forest protection and conservation through democratic governance and implementation of schemes designed for the purpose. There is an adequate representation of weaker sections and women in the democratic institutions elected for JFM. Also, in several cases, women are being increasingly elected as Chairpersons of JFM committees (JFMCs). The enabling resolutions for JFM – composition of village level institutions, nature of forest areas to be included under JFM, rights and responsibilities of partners and benefit sharing arrangements are passed by the state governments and are generally based on local conditions. Externally aided projects, various central and state schemes, National Afforestation Programme (NAP), etc. are implemented through JFM approach. With time, JFM has further evolved and has included the livelihood concerns of the communities resulting in addressing the drivers of forest degradation and providing employment to the people. The institutions of JFM have also been involved in implementing the GIM by further strengthening JFMCs by revamping them as bodies of *Gram Sabha*.

The JFM activities vary from state to state. For example, in Haryana, the JFM activities are carried out by the JFMCs and some self-help groups. In Karnataka, the term Village Forest Committee is used while in Kerala, Village Protection Committees and Eco-Development Committees (EDCs) are jointly involved in JFM activities. Madhya Pradesh involves Village Forest Committees, Village Protection Committees and EDCs and Odisha has VSS and EDCs for implementation of JFM. In Sikkim, the related activities are looked after by EDCs along with JFMCs. Uttarakhand has a system of *Village Panchayats* for JFM. State-wise number of JFMCs is given in the Table 2.2.1. Top ten states in terms of number of JFMCs are shown in Figure 2.2.1. The maximum number of JFMCs have been recorded in Odisha (3,547) followed by Madhya Pradesh (3,270).

Table 2.2.1. State wise number of JFMCs

S. no.	State	Number of JFMCs
1.	Andhra Pradesh	2,555
2.	Arunachal Pradesh	481
3.	Assam	810
4.	Bihar	978
5.	Chhattisgarh	2,611
6.	Goa	26
7.	Gujarat	2,157
8.	Haryana	2,265
9.	Himachal Pradesh	1,556
10.	Jammu and Kashmir	1,836
11.	Jharkhand	2,495

S. no.	State	Number of JFMCs
12.	Karnataka	1,560
13.	Kerala	615
14.	Madhya Pradesh	3,270
15.	Maharashtra	3,092
16.	Manipur	578
17.	Meghalaya	224
18.	Mizoram	528
19.	Nagaland	456
20.	Odisha	3,547
21.	Punjab	1,192
22.	Rajasthan	996
23.	Sikkim	244
24.	Tamil Nadu	1,580
25.	Telangana	0
26.	Tripura	271
27.	Uttar Pradesh	2,752
28.	Uttarakhand	1,900
29.	West Bengal	1,960
Total		42,535

Source: NAEB, MoEF&CC, GoI; http://naeb.nic.in/Reports/jfmc_list.pdf (accessed on July 15, 2019).

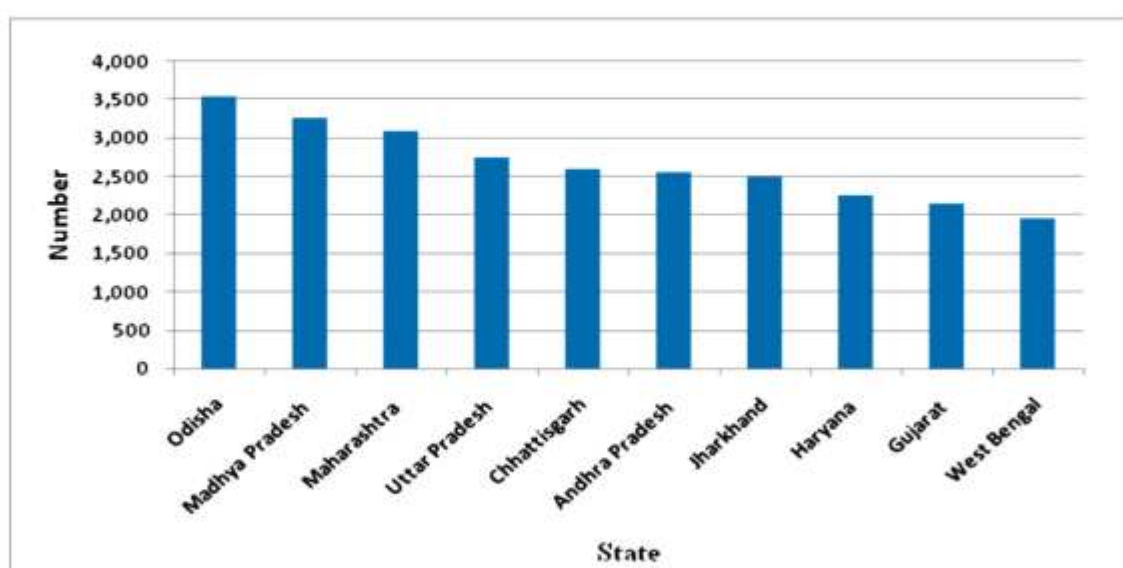


Fig. 2.2.1. Ten ordered states in terms of number of JFMCs.

2.3 FOREST RIGHTS ACT

The Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act 2006, popularly known as the Forest Rights Act (FRA) 2006 was enacted to benefit the forest-dwelling communities who were cultivating or occupying forest land and were using forest produce since a long time but had no tenurial security.

- (i) FRA recognizes and vests individual forest-dwellers with forest rights to hold and live in for habitation and cultivate forest land for livelihood that was occupied before 13th December 2005 and is in possession on the day of implementation.
- (ii) FRA grants community forest rights to manage, protect, regenerate the forest as provided in the specific section of the Act.
- (iii) FRA permits collection, use and disposition of minor forest products and allows grazing, fishing and other traditional rights from forests where they had traditional access.

The rights under the Act extend outside the village boundaries and include wildlife sanctuaries and national parks. The provisions of the Act extend to other traditional forest dwellers (OTFD) – any non-tribal members or community who have primarily resided in and depended on forest or forest land for *bona-fide* livelihood needs for at least three generations (75 years) prior to 13th December 2005. The rights are inheritable but not alienable or transferable and actual area, in no case, shall exceed 4 ha. The displaced forest dwelling communities due to developmental activities without land compensation also have rights under the Act. FRA has been enacted with the philosophy that only the security of tenure and formalized recorded rights in favor of forest users can lead to the responsible and sustainable management of forests. The detailed institutional arrangements for protection, management and regeneration of community forest resources are well engrained into the Act and have been defined in section 2(a). The holders of rights are empowered to protect wildlife, forest and biodiversity. The nodal ministry for the implementation of the Act is the Ministry of Tribal Affairs, GoI.

In the initial stages, the states focused more on implementing the provisions for Individual Forest Rights (IFR) and by October 2010 around 29 lakh claims under IFR were filed (FSRI, 2010). This figure increased to 40.54 lakh by April 2018 (Table 2.3.1.). The maximum claims under IFR category were filed in Chhattisgarh (around 8.56 lakh) and minimum in Himachal Pradesh (2,053). In fact, the two hill states viz., Himachal Pradesh and Uttarakhand had few IFR claims (total of 5,627). Out of 40.54 lakh claims of IFRs, 17.97 lakh were recognized, increasing the percentage of recognized claims from 35% in October 2010 to 44.31% in April 2018. The claims under the Community Forest Rights (CFR) were negligible in the initial stage. However, by April 2018, almost 1.45 lakh claims under CFRs were filed, out of which 70,164 were recognized (48.53%). A maximum of 39,618 claims had been received from the state of Madhya Pradesh under CFR and no claim has been received from the state of Bihar under CFR.

The total claims filed (including IFR and CFR) up to April 2018 were 41.99 lakh out of which 18.67 lakh were recognized (43%) and 1.83 lakh were rejected (44.46%) and the rest are under process (MoTA, GoI; <https://tribal.nic.in/FRA/data/MPRApr2018.pdf>). No claims were recognized from Uttarakhand under both IFR and CFR, while in Bihar no claim was received under CFR. The maximum extent of forest land for which title were recognized was in Chhattisgarh for IFR (3.39 lakh ha) and minimum for Himachal Pradesh (2 ha). For claims under the CFRs, the maximum extent of forest land for which titles were recognized was in Maharashtra (17.95 lakh ha) and minimum for Goa (2.43 ha).

Table 2.3.1. Details of claims received, title distributed and the extent of forest land for which individual and community titles distributed (as on April 2018)

State	No. of claims received		No. of titles distributed		Extent of forest land for which titles recognized (in ha)		No. of claims rejected
	Individual	Community	Individual	Community	Individual	Community	
Andhra Pradesh	1,70,437	4,043	91,758	1,372	90,756	1,82,262.50	66,351
Assam	1,48,965	6,046	57,325	1,477	NA	NA	0
Bihar	8,022	0	121	0	NA	0	4,215
Chhattisgarh	8,56,150	31,515	3,98,181	18,178	3,38,521	7,43,391.60	4,62,403
Goa	9,758	372	17	8	12.00	2.43	47
Gujarat	1,82,869	7,187	83,699	3,516	52,436	4,69,982.50	64,769
Himachal Pradesh	2,053	170	129	7	2.00	1,890.29	7
Jharkhand	1,05,363	3,667	58,053	2,090	41,649	40,380.38	29,521
Karnataka	2,75,446	5,903	14,667	1,406	8,423	11,394.34	1,80,956
Kerala	36,140	1,395	24,599	NA	13,362	NA	7,889
Madhya Pradesh	5,77,472	39,618	2,22,051	27,280	3,25,180	5,34,586.20	3,62,671
Maharashtra	3,52,950	11,408	1,06,898	5,748	2,33,514	17,95,165.00	2,31,856
Odisha	6,09,164	13,712	4,15,319	6,460	2,49,763	1,38,229.40	1,50,524
Rajasthan	73,455	704	37,317	92	22,998	202.34	35,912
Tamil Nadu	34,302	803	3,797	225	2,192	0.00	8,861
Telangana	1,83,252	3,427	93,639	721	1,21,521	1,83,749.70	83,757
Tripura	2,00,358	277	1,27,029	55	1,86,150	36.83	68,477
Uttar Pradesh	92,520	1,124	17,712	843	7,630	48,886.88	74,945
Uttarakhand	3,574	3,091	0	0	0.00	0.00	6,453
West Bengal	1,31,962	10,119	44,444	686	8,504	231.48	96,587
Total	40,54,212	1,44,581	17,96,755	70,164	17,02,612	41,50,392.00	19,36,201

Source: MoTA, GoI; <https://tribal.nic.in/FRA/data/MPRApr2018.pdf> (accessed on August 10, 2019); NA - Data not available

2.4 AGRO-FORESTRY

Propagation of agro-forestry practices through the development of optimized agro-forestry models have helped increase the income of farmers. Under the system, appropriate forestry crops (trees) are grown along with agricultural crops in systems known as agro-forestry systems. Not only with agriculture but with horticulture and agriculture, the systems are known as agri-silvi-horti systems.

According to an estimates, the area under agro-forestry in India is around 25 Mha which constitutes 8.20% of the total geographical area of the country (Dhyani *et al.*, 2013). This translates into an average of around 14.20% of the total cultivated land having some form of agro-forestry.



2.5 EMPLOYMENT GENERATION BY FOREST SECTOR

Forestry sector is a major source of employment for the rural poor. Numerous activities are taken up in the sector like road laying, building of structures like check dams, raising plantations, forest protection, collection of forest produce, etc. The data on employment generated is scattered in numerous sources. However, as an indicative figure, the information obtained from some states is given in the Table 2.5.1.

Table 2.5.1. Man-days generated by the forestry sector in selected states

States	Year						
	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Andhra Pradesh	19,03,000	20,00,000	20,00,000	NA	NA	NA	NA
Chhattisgarh	18,45,367	17,78,226	23,85,968	32,83,213	5,33,086	24,51,675	1,11,209
Goa	47,069	71,391	1,22,312	53,354	NA	NA	NA
Gujarat	1,30,68,000	1,35,42,000	1,09,28,000	1,73,56,000	1,00,93,000	1,21,95,000	1,76,57,000
Jammu and Kashmir	14,11,560	8,63,030	14,56,351	10,71,103	NA	NA	NA
Karnataka	NA	NA	9,22,000	16,38,000	18,08,000	25,56,000	34,18,000
Mizoram	8,22,095	52,32,228	6,55,244	38,96,210	7,58,339	8,78,339	9,15,602
Telangana	5,00,000	5,00,000	20,00,000	20,00,000	20,00,000	NA	NA
Tripura	38,51,000	44,24,000	45,50,000	44,80,000	43,20,000	47,52,000	11,00,000
West Bengal	NA	NA	NA	NA	NA	34,17,371	19,32,568

Source: SFDs; NA: data not available.



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