



*Study by:*

Scheduled Castes & Scheduled Tribes  
Research & Training Institute

Government of Odisha

# Land Utilization, Convergence of Schemes by FRA ST Beneficiaries in Selected Districts of North and South Odisha



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ST Beneficiaries in Selected Districts of  
North and South Odisha**

**2015**



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**Government of Odisha**

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## *Foreword*

Forest Rights Act (FRA) recognizes and vests rights over forest land and community forest resources with an aim to ensure livelihoods and food security of the Scheduled Tribes and Other Traditional Forest Dwellers. The FRA amended Rules 2012 have made enabling provision for post claim support to the forest right holders and mentions that that all government schemes including those relating to land improvement, land productivity, basic amenities and other livelihood measures are provided to such claimants and communities whose rights have been recognized and vested under the Forest Rights Act. While the State Government has taken certain proactive initiatives but the implementation of convergence programmes would require structured and planned interventions to ensure post claim support to the right holders through its departments and developmental schemes as envisaged in the FRA Amended Rules 2012.

The study ***“Land Utilization, Convergence of Schemes by FRA ST right holders in Selected Districts of North and South Odisha”*** was undertaken by SCSTRTI to understand the status and process of implementation of the convergence programs under the Forest Rights Act in Odisha, its key learnings, issues and challenges and the response from the government agencies. The study has attempted to analyse the status and process of convergence of programmes and schemes in the field, the extent and coverage of these programmes to ST beneficiaries and the utilization status of the land in the study areas. The study has also highlighted the implementation bottlenecks and suggested a convergence framework for the benefit of right holders. It is expected that the study findings will provide feedback to gear up the convergence of programmes meant for the betterment of the forest and the forest dwellers.

As a part of the process, concerted efforts were made towards collection and analysis of primary data supplemented by secondary data, field visits, interaction with various stakeholders, regional consultations etc. Interactions with field officials, PRI members and communities helped in perspective building and deepening our understanding. The Study team had frequent interactions with officials from different departments at the district and State level and I would like to extend my thanks to each one of them for the timely sharing of the required information and in depth discussion on convergence of schemes and targeting of beneficiaries in the respective programmes.


I would like to extend thanks to the District Collectors, Project Administrators and District Welfare Officers of different districts for organising the fruitful interactions in the field which

were of immense value for the study. My sincere thanks to community members and the PRI representatives for free and frank discussions on various issues.

I would like to express my appreciation to Sri Surendra Kumar, IAS, Commissioner cum Secretary, ST & SC Development Department for their support and interactions with the team during the course of the study.

My sincere thanks to the members of the Research Team for their dedicated, sincere and painstaking efforts for timely completion of the study and finalization of the report.

I believe this report will be of great help to government officials, researchers, academicians, development practioners and individuals in better understanding and facilitating the implementation of the historic legislation in true letter and spirit. I hope that this report would find favour with the Government and help strengthen the planning of convergence of programme and schemes for the benefit of FRA right holders and helps in bringing about positive impacts to the lives of the Scheduled Tribes and Other Traditional Forest Dwellers.



**(Prof.A.B Ota, IAS)**

**Commissioner cum Director**

**SCSTRTI, Bhubanewar**

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## **Abbreviations**

1.	FRA:	Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006
2.	ST:	Scheduled Tribes
3.	OTFD:	Other Traditional Forest Dweller
4.	IFR:	Individual Forest Rights
5.	CFR:	Community Forest Rights
6.	CFRR:	Community Forest Resource Rights
7.	TSP:	Tribal Sub Plan
8.	SCSP:	Scheduled Castes Sub Plan
9.	ITDA:	Integrated Tribal Development Agency
10.	PVTGs:	Particularly Vulnerable Tribal Groups
11.	TRIFED:	Tribal Cooperative Marketing Development Federation
12.	WADI:	Wasteland Area Development Initiative
13.	MGNREGS:	Mahatma Gandhi National Rural Employment Guarentee Scheme
14.	IAY:	Indira Awas Yojna
15.	TDCCOL:	Tribal Development Cooperative Corporation Odisha Ltd.
16.	MFPs:	Minor Forest Produces
17.	MSP:	Minimum Support Price
18.	OWDM:	Orissa Watershed Development Mission
19.	OTELP:	Orissa Tribal Empowerment and Livelihood Programme
20.	OSFDP:	Orissa State Forestry Development Programme
21.	VSS:	Vana Samarakhana Samitis
22.	ROR:	Record of Rights
23.	FRC:	Forest Rights Committee
24.	SDLC:	Sub Divisional Level Committee
25.	DLC:	District Level Committee
26.	PESA:	Panchayat Extension to Scheduled Areas
27.	AJY:	Ama Jungle Yojna
28.	NRLM:	National Rural Livelihood Mission
29.	SCSTRTI:	Scheduled Castes and Scheduled Tribes Research and Training Institute
30.	MoTA:	Ministry of Tribal Affairs



# Executive Summary

The enactment of the “Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, in short Forest Rights Act (FRA)” is a means to undo a historical injustice inflicted in perpetuity to marginalize mainly the tribal population of the country since ages. By virtue of this law, the State recognizes and vests forest rights in favour of the scheduled tribes and other traditional forest dwellers who have been residing in forests for generations but whose rights were not recorded. It provides for a framework for recording of the forest rights so vested and the nature of evidence required for such recognition and vesting in respect of forest land. The forest rights law attempts not only to right the historic wrong but also empowers right holding communities to “protect, conserve, regenerate or manage” their community forest resources for sustainable use. Forest Rights Act is a means to address some of the pressing issues affecting livelihood of the scheduled tribes and traditional forest dwellers and conservation of forest and natural resources. In this Act, the recognized rights of forest dwelling scheduled tribes and other traditional forest dwellers also include responsibilities for sustainable use, conservation of biodiversity and maintenance of ecological balance for strengthening the conservation regime of the forests while ensuring livelihood and forest security for the forest dwelling scheduled tribes and other traditional forest dwellers

## **Rationale of the Study**

The FRA recognizes and vests rights over forest land and community forest resources with an aim to ensure livelihoods and food security of the Scheduled Tribes and Other Traditional Forest Dwellers. The FRA amended Rules 2012 have made enabling provision for post claim support to holders of forest rights.

As per Rule 16, *‘the State Government shall ensure, through its departments especially tribal and social welfare, environment and forest, revenue, rural development, Panchayati raj and other departments relevant for upliftment of forest dwelling scheduled tribes and other traditional forest dwellers, that all government schemes including those relating to land improvement, land productivity, basic amenities and other livelihood measures are provided to such claimants and communities whose rights have been recognized and vested under the Act’.*

Further, the recent guideline issued by Ministry of Tribal Affairs (MoTA), GoI on 23rd April 2015 about CFR and its Management also mentions that *‘the state government shall make available through its departments, funds available through Tribal Sub-Plan, MGNREGA, funds for forestry available with the Gram Panchayat ,funds under CAMPA to the committee at the Gramsabha constituted under FR 4(1)(e) for development of CFR, the State government may also send proposals to Ministry of Tribal Affairs for development of CFR as per FR rule 16’.*

While the State Government has taken certain proactive initiatives but the implementation of convergence program would require structured and planned interventions to ensure post Claim Support to the right holders through its departments and developmental schemes as envisaged in the Rule 16 of the FRA Amended Rules 2012.

Implementation of such an enabling and beneficial provision under FRA for extending basic amenities and ensuring livelihood enhancement of FRA right holders needs an assessment of stock taking on the issue, the findings of which would provide feedback to gear up the convergence of programmes meant for the betterment of the forest and the forest dwellers. In this context the study *“Land Utilization, Convergence of Schemes by FRA ST right holders in Selected Districts of North and South Odisha”* will be undertaken by SCSTRTI to understand the status and process of implementation of the convergence programs under the Forest Rights Act in Odisha, its key learnings, issues and challenges and the response from the government agencies.

### **Objective of the Study**

The proposed study “Land Utilization, Convergence of Schemes by FRA ST Beneficiaries in selected Districts of North and South Odisha,” tries to analyse the status and process of implementation of the ongoing convergence programmes, the extent and coverage of these programmes to ST beneficiaries and the utilization status of the land in the study areas. The study also aims to identify the implementation bottlenecks and suggest convergence framework for the benefit of right holders.

### **Specific Objectives**

The specific objectives of the study are:

1. To estimate the status and process of implementation of the convergence programs in Odisha with special reference to the study areas
2. To understand the land utilization status of FRA right holders under convergence programme in the study areas;
3. To study the institutional mechanism involved in the programme planning, implementation and monitoring;
4. To identify the implementation bottlenecks/challenges and suggest suitable alternatives to improve the convergence programmes
5. To map the potential government programmes and schemes of different departments and suggest convergence framework for the benefit of the FRA right holders in the study districts

### **Methodology of the Study**

**Selection of Study Area:** Purposive sampling was done to select the study districts. Based on the requirement of the study four districts were selected (two from North and two from South Odisha) based on the following criteria:

- Scheduled V Areas (TSP Area)
- Presence of Particularly Vulnerable Tribal Groups (PVTGs)
- Wildlife Sanctuary/National Park/Tiger Reserve
- Coverage under Convergence Programmes (highest and lowest coverage/homogenous and heterogeneous interventions)

Based on the following criteria Mayurbhanj and Keonjhar (representing North Zone) and Gajapati and Kandhamal (South Zone) were selected for the study purpose. From the identified districts TSP and non TSP blocks were taken up for the study to understand the

extent of reach of convergence programmes to the ST beneficiaries under FRA. Additionally one district where convergence programme has not been initiated was taken up as control site for the purpose of the study.

### **Sample Size**

Sampling:	Purposive sampling
Households covered under study:	210
Sample village covered under study:	34
Gram Panchayats covered:	21
Blocks covered:	9
Districts covered:	5

### **Process of Data collection**

- Village meeting
- Interaction with district and block level officials
- Focus group discussion
- Structured household schedules
- Key Informant Interview schedules
- FGD Schedules
- Checklist for over all village information

### **Key Findings**

#### **1. Status of Convergence Initiatives taken up by the State**

Government of Odisha has proactively taken up the convergence of various programmes like IAY, Mo Kudia, Horticulture Mission, MGNREGS, NRLM, OTELP, Focus Area Development Programmes and the like for the livelihood and food security of the poor especially ST and SC population of the State. Till date, of the total 3.49 lakh individual rights titles distributed, a total of 2.26 lakh FRA right holders have been covered under different convergence programmes. Around 1.47 lakh right holders have received housing under IAY (1.43 lakh) and Mo Kudia (3737) schemes.

Land development activities have also been taken up in the land of the FRA right holders under MGNREGA, National Horticulture Mission and National Bamboo Mission. Other land development initiatives have also been taken by intersectoral convergence of schemes and programmes.

The study report indicates that out of 349100 FRA right holders till end of October 2015, 226304 right holders (64%) have been covered under different programmes and schemes. Out of them, 63% of the right holders have been covered under IAY and 24% under MGNREGS (Land development initiatives). Only 4% of the right holders have been covered under National Horticulture Mission and merely 2% of the right holders have been covered under Mo Pokhari and Mo Kudia schemes respectively. The graph explains that the potential of convergence of programmes for the livelihood security and poverty alienation of the FRA right holders has not been explored. **Convergence of programmes has been mostly limited to IAY and MGNREGS only.** Since there are circulars issued by the Ministry of Panchayati Raj, GoI and Department of Panchayati Raj, GoO with regards to 100% coverage of FRA right holders under IAY and MGNREGS and increase in the minimum days of employment from 100 to 150 under MGNREGS for the FRA right holders, it is observed that in the

districts FRA right holders are being covered primarily under these two schemes in order to fulfil the targets.

## **2. Performance of Districts in convergence of different programmes and schemes (31<sup>st</sup> October 2015)**

The study findings show that districts performing well in terms of coverage of right holders under different programmes and schemes are Gajapati (19988 right holders), Kandhmal (48242 right holders), Keonjhar (31067 right holders), Malkangiri (26191 right holders) and Koraput (23552 right holders). Coastal districts like Puri, Jagatsinghpur, Bhadrak, Kendrapada etc are lagging behind in convergence. As such the implementation of Forest Rights Act in coastal districts is in a tardy state with very minimal number of forest rights recognized in the coastal districts. Districts like Jharsuguda, Bargarh, Bolangir, Angul, Boudh, Nuapada, Ganjam having high forest cover and tribal population are also lagging behind in FRA implementation as well as in convergence of programmes for the benefit of the FRA right holders.

**It has been observed that FRA implementation and coverage of FRA right holders under different programmes and schemes have progressed well in Scheduled V districts. Further, it has also been observed that in districts where administration has been proactive, successful initiatives of convergence of various programmes for the benefit of the FRA right holders have been taken up.**

## **3. Status of Convergence in Scheduled Districts**

In tribal dominated districts, Gajapati, Kandhmal, Keonjhar, Koraput have covered the maximum number of right holders under different programmes and schemes. But the nature of convergence is limited to IAY, Mo Kudia and land development initiatives under MGNREGS. In very few districts like Keonjhar, Kandhmal, Koraput apart from IAY and MGNREGS convergence, agro forestry, intercropping, vegetables production and plantation have been taken up in individual lands under National Horticulture Mission, WADI programme with support from NABAARD etc. But such type of interventions has been limited to few identified district and need to be expanded to other districts as well.

## **Key Issues and Challenges**

- 1. Faulty implementation of FRA; area recognised under IFR less than claimed by the claimants:** Area recognised under Individual Forest Rights is very minimal, in most of the cases it is less than the area which was traditionally under cultivation by the individual. Convergences of programmes like IAY, plantation of commercial trees and the like in the IFR lands has the threat of reducing further the land use under cultivation. There is also threat of losing the traditional/indigenous crop varieties like millets, pulses etc. which was used earlier as a staple food crop. Hence the entire purpose of convergence may backlash if not implemented sensitively taking into account the need and priorities of the individual/community.
- 2. Correction of Record of Rights:** IFR titles have been distributed without proper demarcation of the land and in many cases, the right holders are not even aware of the exact location and status of the land over which they have received the title. If the title

holders are covered under different programmes without RoR correction this may lead to conflict in future.

- 3. Slow Progress in Recognition of community forest resource rights (CFR):** Till date, only 2909 CFR claims have been distributed which is covering only 7.2% of the potential villages to be covered under FRA. In Odisha, at least, 29,000 villages (FSI, 1999) will be eligible for CFR rights recognition as they are forest fringe villages. These villages are concentrated in the tribal, upland districts of the state. As per a study conducted by RRI International in 2015 at least 23,000 sq. km. of forests are eligible for recognition as CFRs in Odisha. CFR rights recognition has been limited to a few districts of the State (Mayurbhanj, Kandhmal) which needs to be taken up on a mission mode by the State Government. Convergence of programmes to address the ecological restoration, community conservation, livelihood generation and development in forested areas is only possible once the CFR rights are recognised and Gram Sabha is empowered to manage their own forest and design their own action plan for livelihood and ecological enhancement of the forest.
- 4. Erroneous mapping of CFR areas:** In most cases the mapping of community forest resource (CFR) rights area has been erroneous which overlaps with the area over which IFR rights have been recognized. Convergence of any programmes for the development of CFR areas without proper demarcation of the area may lead to conflict. Of late, in order to avoid the overlaps between IFR and CFR areas in a village, corrective measures have been taken by Mayurbhanj and Kandhmal district administration. The CFR titles distributed in these two districts have demarcated the CFR area of a village exclusive of the area recognized under individual forest rights (IFR) in the particular village. The area recognized under IFR lands have been deducted from the total CFR area and CFR titles have been given for the rest of the area. This has helped in clear cut demarcation of the exact area of forestland recognized under IFR and CFR and it is suggested that such corrections need to be done in all the CFR titles distributed in other districts as well.
- 5. Non participatory approach in the Convergence of programmes/schemes:** Process of identification of beneficiaries under different programmes/schemes is completely a top-down process and has no involvement of Gram Sabha. It was found in the study villages that the allotment of IAY houses was not done as per the list of people approved by the Gram Sabha rather the selection of beneficiaries was mostly done by the line department officials at the block or district level. The involvement of Gram Sabha in finalizing the list of individuals to be covered under different programmes is not being considered or integrated in the plans of any of the line departments.
- 6. Target driven approach:** Different line departments are implementing various programmes in FRA lands just to fulfil their targets. For e.g plantation is primarily being taken up in the IFR land either through Horticulture or Forest Department, without consultation of the Gram Sabha or without any need assessment of the title holder. Horticultural plantations done in small patches of IFR land has no immediate benefits to the individual rather it affects the subsistence cultivation of the right holder. Further there is also uncertainty regarding the economic returns from the horticulture plants in future as it depends upon the survival rate of the plants. Similarly plantation of commercial species

like teak, eucalyptus plantation is taken up by the Forest Department even without the consent of the Right holders.

- 7. Scope of convergence of FRA with different programmes/schemes not explored:** The nature of convergence of programmes seems to be limited to housing schemes and plantation programmes. It was observed during the field study that in the CFR areas no other land development programmes except plantation is being promoted. Even under plantation, in most of the areas plantation of commercial species are being taken up which neither have any ecological value nor add to the food security of the forest dependent poor. Land development programmes as per the soil conditions/slope and requirement of the individual, enhancement of forest based livelihoods targeting at food and ecological security have not been taken up at the ground level with due priority.
- 8. Delay of payment under MGNREGS:** FRA title holders in the study district have availed the benefit of receiving 150 days wage labour under MGNREGA. But delay in payment is one of the major issues as shared by the villagers and officials during field visit due to which the people do not continue with the work. During the field visit to Keonjhar and Kandhmal, it was observed that there is around 15-20 crores outstanding payment under MGNREGS in the district. Similarly crores of rupees worth of wages is yet to be cleared to the poor labourers in other districts as well. Fund shortage is the main reason for the delay in payment. Since funds have recently come from the Centre, it is expected that outstanding payments will be made but no new work can be taken up. This is acting as a major hindrance in the land development and other convergence activities under MGNREGA.
- 9. Conflict between FRA and JFM:** Identification of villages and selection of VSS to implement 'Ama Jungle Yojna' scheme by the Forest and Environment Department threatens to bypass the FRA altogether. As per the Government of Odisha, Ama Jungle Yojana emphasises preservation of forest and its sustainable management through community participation. The state government plans to spend Rs 1133.34 crore under the scheme in seven years (2015-16 to 2021-22). It targets to develop 3.5 lakh hectares of forest land under 44 different forest divisions. The budgetary requirement would be met from Compensatory Afforestation Management and Planning Authority, National Rural Livelihood Mission and Mahatma Gandhi National Rural Employment Guarantee Scheme funds. Under the Ama Jungle Yojana, the state government plans to assign each VSS management of 50 hectares of forest or afforestation on 10 hectares of land. The state has a total of 12,503 VSSs out of which 7,000 Vana Samarakhana Samitis (VSS) are to be covered under the Ama Jungle Yojana to develop forest resources. It is to be noted that Forest Rights Act empowers the Gram Sabha/Palli Sabha through the FRC to delineate and claim its customary community forest resource and provides it the authority to conserve and manage it for sustainable use. Ama Jungle Yojana, on the other hand promotes the Joint Forest Management framework of the Forest Department without vesting any rights or authority which is inconsistent with the provision for CFR management under FRA.
- 10. Lack of adequate funds and functionaries with TDCCOL for proper implementation of MSP scheme:** There is very little awareness amongst the rights holders related to MSP scheme for minor forest produce. TDCCOL is not empowered

with adequate funds and functionaries for effective implementation of Minimum Support Price. Adequate funds need to be allocated for sensitization and training of PPAs on FAQ parameters on quality control of MFPs and machinery need to be provided to PPAs for quality checking at their level.

- 11. Non applicability of programmes/schemes inside Protected Areas:** MSP is not being applicable in Sanctuary areas based on letter (No. 20220/F&E) issued by the Forest and Environment (F&E) Department, on 3rd November 2014 stating that the collection of minor forest produce is prohibited inside protected areas. Forest Rights Act 2006 vests the community rights with the Gram Sabhas over forest resources including right to collect, dispose and manage the minor forest produces in all kinds of forestland including National Parks and Sanctuaries. Based on the provisions of FRA, State Government has also recognised community rights and Community forest resource (CFR) rights inside the sanctuaries and national parks as well. So now the order of the Forest & Environment department regarding the non applicability of MSP in the Sanctuary areas stands contrary to the legal position and is severely affecting the livelihood of the tribal population
- 12. Absence of monitoring mechanism to track the benefits accrued to FRA right holders under different programmes:** No tracking mechanism at the district and block level to know the exact data/information of number of FRA right holders and the area of land covered under different programmes and schemes.
- 13. Absence of disaggregated database of FRA right holders:** At the District level and below no disaggregated data is maintained to track the actual number of FRA title holders covered under different programmes. It is advisable that number of FRA title holders with the actual area covered under different programmes need to be maintained at the Heads of the Department level for proper monitoring of the convergence activities. Lack of database at the ITDA level regarding the village wise/Panchayat wise list of FRA right holders and the actual area covered under different programmes/schemes.
- 14. Lack of coordination between line departments:** Lack of coordination between line departments for implementation of convergence plan is a major challenge. Non integration of Gram Sabha planning into the district plan leading to imposition of schemes without the consent of the individual.
- 15. Institutional Framework for Convergence:** No convergence plan can be successful without specific and institutional mechanism for the same. Any convergence plan needs to be steered and regulated through proper institutional framework placed at different. Currently the line departments are functioning in parallel with their own targeted mandates and objectives. Integration of Gram Sabha level planning processes seems to be lacking in the district plan. An institutional framework for convergence is suggested at Pg. No 62 in the report which may be taken up by the State Government for smooth and effective implementation of convergence of programmes and schemes.



## Recommendations

1. **Institutional framework:** Convergence plan needs to be steered and regulated through proper institutional framework placed at different levels. It is utmost important to have convergence and coordination among the line departments in order to ensure proper identification of individuals for allotment of schemes. (*Proposed Institutional framework suggested in Chapter 14*)
2. **Restructuring of ITDAs:** ITDA offices should be upgraded and made functional at the district level. The project Administrator of ITDA should be made members of all development related bodies along with Project Director DRDAs to ensure proper coordination of convergence activities.
3. **Gram Sabha Plan should be the basis of convergence:** Plan prepared by the Gram Sabha should form the basis of district and block level planning. The plan prepared by the Gram Sabha need to be submitted and approved at the Panchayat level and subsequently need to be integrated in the District Planning Process. Plans prepared by the Gram Sabha along with copies of the resolutions must be with ITDA office so that the PAITDA can appraise about the village level needs and priorities during the district planning meetings.
4. **Need to maintain updated database for tracking the coverage of the right holders:** Disaggregated database of village wise list of FRA right holders, area of land recognised under FRA and no. of right holders and area of land covered different programmes/schemes by different line departments need to be maintained and updated on a regular basis at the ITDA office in TSP areas and DWO office in non TSP areas. (*Suggested format for reporting of IFR and CFR claims given in Annexure I and II*)
5. **Coordination between line departments:** District level meetings need to be held at fixed intervals with participation of all line departments to review the programmes and schemes to be converged with the FRA right holders. Roles and responsibility of the line departments must be clear and instructions should come from the state to bridge the gap between departments and to avoid duplications.
6. **Priority/need based mapping of FRA right holders for coverage under different programmes:** Selection of individuals for coverage different schemes should be based on the needs of the individual and should not be done arbitrarily just to achieve the departmental targets.
7. **Correction of Record of Rights:** Correction of Record of Rights need to taken up on a priority basis and the titles received under FRA need to be incorporated in the ROR. Certified copies of the RoR need to be given to the title holders.
8. **Recognition of community rights and community forest rights to be done on a priority basis:** Recognition of community rights and community forest resource rights should be geared up in all the districts. It needs to be ensured that areas recognised under CFR do not overlap with the area recognised under IFR. Correction of CFR titles need to be done in areas where such overlaps have happened. The CFR areas recognised under FRA need to be also incorporated in the RoR and such areas need to be brought under the management and control of the Gram Sabhas instead of the Forest Department.
9. **Investment in land development activities:** Land development activities need to be focused in order to increase the fertility of the soil and crop production. Due priority

must be given to enhance the livelihoods of the individuals by investing in forest based livelihoods, revival of traditional cropping systems, investing in soil and water conservation based on the landscape in order to maintain the ecological security of the area.

- 10. Convergence Plan in conjunction with the socio cultural and traditional practices of the tribals/forest dwellers:** Convergence need to be planned very sensitively and not imposed on the individuals. Any convergence initiative/activity should not alienate the forest dwellers from their age-old traditional practices, knowledge and wisdom and create social or ecological imbalance. For e.g. currently IAY houses are being allotted to FRA right holders as per the government's mandate irrespective of taking into account the need of the individual. Further, if IAY houses are constructed randomly in the forestlands recognised under FRA, the whole landscape may change in near future. Hence a need assessment must be done and priority must be given to the plan of the Gram Sabha for any interventions in the village.
- 11. Encourage development of agro forestry microenterprises:** Apart from increased number of days of employment under MNREGS, concerted efforts should be made to establish microenterprises based on forest or agricultural raw-material or animal husbandry. The capital and working costs for establishing and running such enterprises should be borne by the Govt. of India, Ministry of Tribal Affairs. The working capital so provided, should be kept in a joint account to be operated jointly by one representative of the group of villagers running the enterprise and one Govt. official nominated by the designated officer of the State Govt.
- 12. FRA right holders need to be treated as 'Special Category' and included in all development and social welfare schemes:** It is suggested that convergence of programmes need to look beyond the realm of housing and plantation schemes. Apart from addressing the food security from land based programmes, government may consider FRA right holders as a 'Special Category' and extend all necessary government programmes related to health, education, skill development and other social security schemes.
- 13. Ecologically/culturally sensitive education:** The children of right holders should be provided with good, locally relevant, and ecologically/culturally sensitive education, including higher education, at Govt. costs under the existing schemes of the Tribal Department of the State. This assistance would include the boarding and lodging fees of the hostel also which will include the private hostel if Govt. run hostel is not available at the place where ward of the right holder wants to study. Local methods of learning and teaching, such as working within the community or with village elders, should be an integral part of the educational system (examples of this are available from various schools in MP/Maharashtra/AP, and the college under Adivasi Academy in Gujarat).
- 14. Skill Building and Vocational Training:** The vocational training should be provided on priority basis to the right holders and their family members. The emphasis may be given on such trades which may create employment opportunities in and around their habitation, building on and enhancing local skills where available, and giving a prominent place in the training to local experts along with outside ones could be a good strategy. However, if any right holders or his family members want to get training in

such trade which can get them any better employment in around outside their habitation, the facilities should also be created for such training. Some of such trades can be computer training, food and vegetable preservation, artificial jewellery, tailoring, electrical repair, motor winding, mushroom cultivation, cooking, carpet making, vehicle repair, sericulture, handicrafts, fish rearing , fabrication, welding, driving, building works masons making etc.

- 15. Value Addition and Market Linkage for MFPs:** For facilitating the utilisation of community rights relating to collection and marketing of NTFPs, grazing, to bring fuelwood etc., action be taken to -
  - i. establish storage, value addition, and marketing channels to facilitate MFPs collection and trade,
  - ii. raise and/or develop and manage grazing lands on scientific principles in and around the villages.
  - iii. to create ' Urja Vans ' for enhancing the production of wood in nearby areas of the villages so that the right holders or their family-members especially women need not travel long distances to bring fuel wood ;and eventually to replace fuelwood with decentralized renewable sources.
- 16. Revamping the programmes/schemes of Tribal Department:** The Tribal Welfare Department's programmes be examined and modified in such way that the tribals in general and all other right holder under FRA in particular become self reliant in future.
- 17. Management Committees under Sec 41(e) of FRA:** For monitoring the implementation of works relating to upliftment of socioeconomic condition of forest right holders it is recommended that the Committees proposed in the Forest Rights Act and Rules on future structure of forest governance may be authorized.
- 18. Consultations with Civil Societies, tribal experts for designing specific convergence modules:** The inputs from Civil Society/NGOs, tribal experts, be taken in developing, implementing and monitoring site specific Convergence modules.
- 19. Unique identify Code for the FRA right holders:** Every attempt should be made to avoid delay in transfer of benefits to the right holders or their family members under various schemes of development. For meeting this end, the attempt by Maharashtra TRTI of integrating the data base of all forest right holders on GIS platform by giving a thirteen digit code to all claimants could be studied and used with local level modifications, as required
- 20. Gram Sabha to be the centre of development plans:** Gram Sabhas need to be empowered to prepare and execute their village plan. Technical and financial assistance need to be extended by the concerned line departments to the Gram Sabha as per their needs and demands. Gram Sabha and management committee formed under Section 4 1 (e) should be the nodal point in the village for management of the community forest resources and finalization of different programmes implemented in the village for the This is an inherent and inbuilt component within the FRA and needs to be honoured during convergence of programmes by all line departments

## 1. INTRODUCTION

The enactment of the “Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006, in short Forest Rights Act (FRA)” is a means to undo a historical injustice inflicted in perpetuity to marginalised mainly the tribal population of the country since ages. By virtue of this law, the State recognizes and vests forest rights in favour of the scheduled tribes and other traditional forest dwellers who have been residing in forests for generations but whose rights were not recorded. It provides for a framework for recording of the forest rights so vested and the nature of evidence required for such recognition and vesting in respect of forest land. The forest rights law attempts not only to right the historic wrong but also empowers right holding communities to “protect, conserve, regenerate or manage” their community forest resources for sustainable use. Forest Rights Act is a means to address some of the pressing issues affecting livelihood of the scheduled tribes and traditional forest dwellers and conservation of forest and natural resources. In this Act, the recognized rights of forest dwelling scheduled tribes and other traditional forest dwellers also include responsibilities for sustainable use, conservation of biodiversity and maintenance of ecological balance for strengthening the conservation regime of the forests while ensuring livelihood and forest security for the forest dwelling scheduled tribes and other traditional forest dwellers

### Implementation of FRA in Odisha

The recorded forest area of the state is 58,136 km<sup>2</sup> which is 37.34% of the total geographical area. The reserved forests constitute 45.29%, protected forests 26.70% and unclassed forest constitute 28.01% (*State of Forest, 2011*). As per Census 2011, there are 51,349 villages of which 47529 are inhabited and 3820 un-inhabited in Odisha. State of Forest Report, 1999 stated that in Odisha, there are 29,000 villages located in close vicinity of forest. The GoO also has estimated that out of 64.2 lakh rural households, there are 17.9 lakhs ST households (27.95 %).

**Table: Estimated Scheduled Tribes Household in Odisha**

Total Households	Rural Household	ST households	Others (including SCs)
77, 380, 65	6420514	17, 95,075	59, 42,990

*Source: Department of ST and SC Development, GoO*

The projected ST households to be benefitted under Forest Rights Act are **7.35 lakhs as shown in Table below**. Besides STs, there are large numbers of Other Traditional Forest Dwellers in the State depending on the forest for their subsistence needs to be covered under FRA.

**Table: Projected number of households to benefitted under FRA**

Name of the district	Total GA (acres)	No of villages	Total Forest Area (in acres)	%of Forest Area to GA	Total Rural HH	Total ST HH	Projected HHs of STs
Balasore	3806	2691	108260.1	11.71	362365	41739	4888
Bhadrak	2505	1248	31257.85	5.05	220048	5020	254
Cuttack	3932	1857	207697.36	21.4	352874	16662	3566
Jagatsinghpur	1668	1230	38364.04	9.31	207895	1627	151
Jajpur	2899	1575	187682.95	26.21	328179	25302	6632
Kendrapada	2644	1619	67845.96	10.39	278214	1920	199
Khurda	2813	1355	167631.49	24.33	202360	14089	3428
Mayurbhanj	10418	3758	1108600.22	43.09	443016	261116	112515
Nayagarh	3890	1516	541105.37	56.74	174926	12356	7011
Puri	3479	1613	47950.11	6.44	255809	1670	108
<b>CZ</b>	<b>38054</b>	<b>18462</b>	<b>2506395.45</b>	<b>26.83</b>	<b>2463321</b>	<b>381501</b>	<b>138752</b>
Angul	6375	1632	679351.27	43.21	195527	28985	12524
Bargarh	5837	1207	300384.11	20.83	280361	65243	13590
Bolangir	6575	1753	398865.48	24.57	306102	79909	19634
Deogarh	2940	774	385374.34	53.07	53981	19693	10451
Dhenkanal	4452	1232	437943.35	40.17	206753	30605	12294
Jharsuguda	2081	352	126123.14	24.59	69018	29131	7163
Keonjhar	8303	2045	830213.93	40.54	287318	134654	54589
Sambalpur	6657	1262	921314.94	56.08	148284	67780	38011
Subarnapur	2337	825	104174.72	18.05	109649	14181	2560
Sundargarh	9712	1668	1371225.44	57.16	263783	173616	99239
<b>NZ</b>	<b>55269</b>	<b>12750</b>	<b>5554970.72</b>	<b>40.74</b>	<b>1920776</b>	<b>643797</b>	<b>270055</b>
Boudh	3098	1190	318588.01	41.63	81225	11808	4916
Gajapati	4325	1528	613498.6	57.43	101797	54775	31457
Ganjam	8206	2831	796244.02	39.28	564710	25543	10033
Kalahandi	7920	2068	641567.68	32.88	304484	94591	31102
Kandhmal	8021	2415	1410777.55	71.21	136890	72271	51464
Koraput	8807	1890	481449.93	22.26	241724	139561	31066
Malkangiri	5791	933	830878.36	58.09	102000	66059	38374
Nuapada	3852	658	470455.96	49.52	123352	44884	22227
Nabrangpur	5291	867	608294.31	47.61	214990	124453	59252
Rayagada	7073	2469	788937.76	45.2	165245	103099	46601
<b>SZ</b>	<b>62384</b>	<b>16849</b>	<b>6960692.18</b>	<b>45.3</b>	<b>2036417</b>	<b>737044</b>	<b>326491</b>
<b>ODISHA</b>	<b>38459629</b>	<b>48071</b>	<b>15022058.35</b>	<b>39.16</b>	<b>6420514</b>	<b>1762342</b>	<b>735298</b>

Source: Department of ST and SC Development, GoO

### **FRA Implementation Status (Individual forest rights)**

The table below shows that **3.49 lakh titles for individual forest rights over an area of around 550406.22 acres of forestland have been distributed state-wide as on 31<sup>st</sup> October 2015**. Out of 6.02 lakh claims for individual forest rights received by the Forest Rights Committee, 4.87 lakh claims were approved by Gram Sabha and sent to SDLC level. SDLC approved 3.86 lakh claims and forwarded to DLC, out of which 3.79 lakh claims have been approved by District Level Committee.

**Table: Status of Individual Forest Rights (as on 31<sup>st</sup> Oct 2015)**

No. of Projected ST HHs	No. of claims received by FRC	No. of claims approved by Gram Sabha	No. of claims approved by SDLC	No. of claims approved by DLC	No. of titles distributed	Ares (in acres)	No. of titles distributed to PVTGs	Ares (in acres)
735298	602154	487413	386533	379244	349100	550406.22	17807	30971.75

*Source: Department of ST and SC Development, GoO*

Statistics in the table also indicates that out of 3.49 individual forest rights titles distributed, 17,807 titles have been distributed to the Particularly Vulnerable Tribal Groups over an area of 30971.75 acres.

Though progress of recognition and vesting of rights with the forest dwellers as per FRA is comparatively favourable in Odisha as compared to other States, but after eight years of implementation of the Act, still more than **3.56 lakhs households are yet to be covered out of the projected 7.35 lakh potential households to be covered under FRA**. In Odisha, as on 31<sup>st</sup> October 2015 around 48.2% of the potential households are yet to be covered under FRA as shown in the table below.

Out of the targeted 7.35 lakhs households to be benefitted under FRA in the State, around 5.98 lakhs households are from Scheduled V areas. The table below shows that, more than 2.6 lakhs ST households are yet to be covered under FRA in the Scheduled V districts, i.e. around 44% of the total targeted ST households are yet to be covered.

**Table: Achievement against the projected number of households to be benefitted under FRA in Scheduled Districts (as on 31<sup>st</sup> October 2015)**

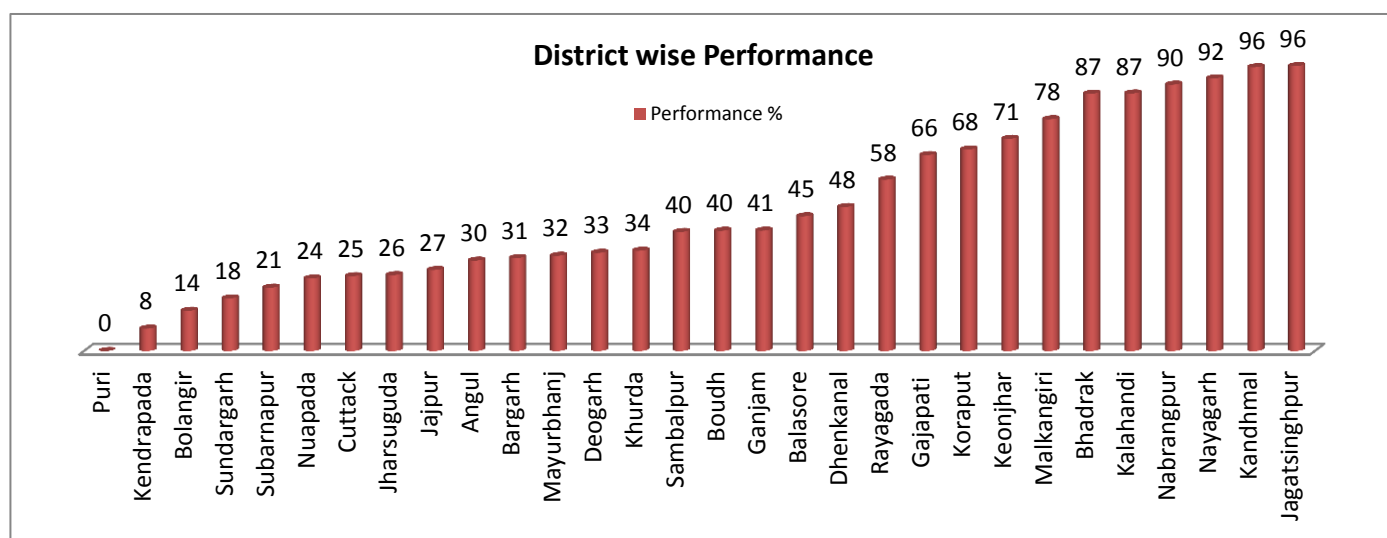
Name of the district	No. of Projected ST HHs	NO. of claims received by FRC	No. of claims approved by DLC	No. of titles distributed	Gap	% hh to be covered
Mayurbhanj	112515	58625	32203	21239	80312	71.38

Keonjhar	54589	65127	49830	49189	4759	8.72
Sambalpur	38011	31551	13358	12581	24653	64.86
Sundargarh	99239	53155	16032	9477	83207	83.85
Gajapati	31457	51056	34471	34353	-3014	
Kalahandi	31102	11647	10520	10077	20582	66.18
Kandhmal	51464	60346	57818	57657	-6354	
Koraput	31066	34948	27676	25742	3390	10.91
Malkangiri	38374	36414	31281	28320	7093	18.48
Nabrangpur	59252	36924	36747	35949	22505	37.98
Rayagada	46601	34090	22077	19498	24524	52.63
Balasore	4888	4618	2785	2084	2103	43.02
<b>Scheduled V Districts</b>	<b>598558</b>	<b>478501</b>	<b>334798</b>	<b>306166</b>	<b>263760</b>	<b>44.07</b>
<b>ODISHA</b>	<b>735298</b>	<b>602154</b>	<b>379244</b>	<b>349100</b>	<b>356054</b>	<b>48.42%</b>

*Source: Department of ST and SC Development, GoO*

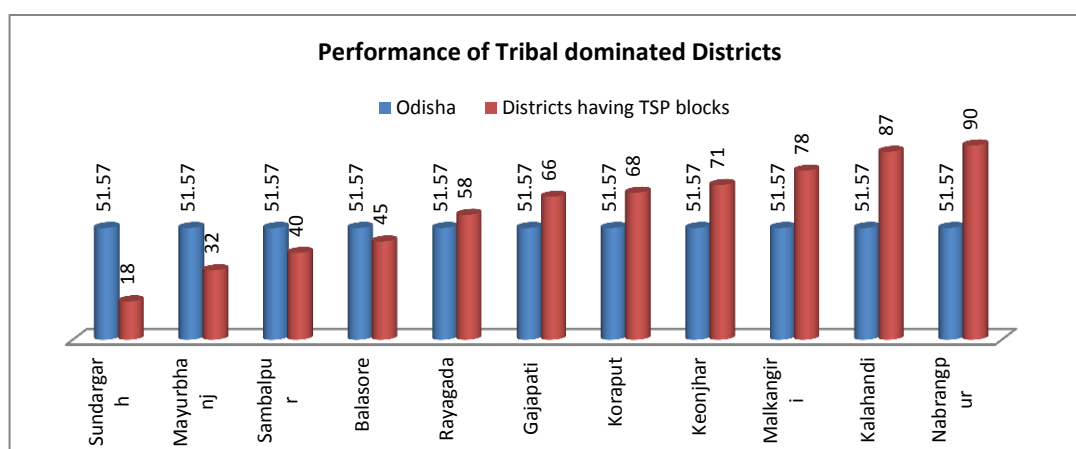
As mentioned above, out of 7.35 lakh projected households, only 3.49 lakh titles for individual rights have been distributed which shows that Odisha till date has achieved only 51.57% of its intended target of recognition of individual rights under the Forest Rights Act. When the achievement of the State stands at only 51.57% in vesting of individual forest rights even after eight of implementation of the Act, some districts are even lagging behind the State's average achievement rate.

The performance of the districts as shown in the graph below indicates that performance of 19 districts (Dhenkanal, Balasore, Ganjam, Boudh, Sambalpur, Khurda, Deogarh, Mayurbhanj, Bargarh, Angul, Jajpur, Jharsuguda, Cuttack, Nuapada, Subarnapur, Sundargarh, Bolangir, Kendrapada and Puri) are even below average achievement of the State (51.57%).





Statistics in the graph show that performance of tribal dominated districts is also not so impressive and performance of 4 districts i.e. Sundargarh (18%), Mayurbhanj (32%), Sambalpur (40%) and Balasore (45%) is even below the State Average (51.57%).



Further, from the interaction with the right holders during the field study, it was found that in large number of cases of forest land recognized under FRA, the exact location of the land is not known to the right holders. Tribal farmers though are able to manage due to strong community bonding and discipline, it is necessary that individual holdings should be demarcated to them on priority, wherever such cases are reported. Since FRA has strong implications on the livelihoods of the tribals, it is expected that recognition of individual rights need to be completed in the tribal dominated districts on a priority basis.

### **FRA Implementation Status (Community Forest Rights):**

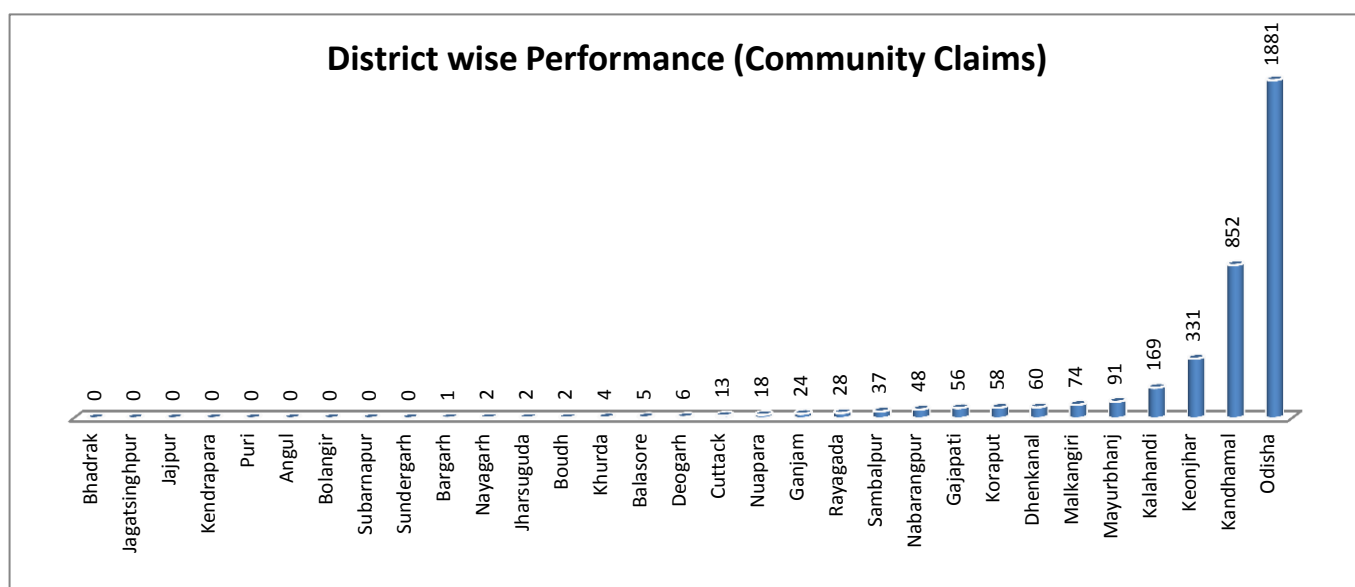
Out of 6572 claims received by the Forest Rights Committee, 4044 claims were approved by Gram Sabha and sent to SDLC level. SDLC approved 3132 claims and forwarded to DLC, out of which 3055 claims have been approved by District Level Committee. **1881 community right claims have been distributed state-wide over an area of 98368.28 acres as on 31<sup>st</sup> October 2015.** The average area recognised under community rights is coming around 52.3 acres.

**Table: Status of Community Forest Rights (as on 31<sup>st</sup> Oct 2015)**

No. of villages	No. of claims received by FRC	No. of claims approved by Gram Sabha	No. of claims approved by SDLC	No. of claims approved by DLC	No. of titles distributed	Area (in acres)	No. of titles distributed to PVTGs	Ares (in acres)
48019	6572	4044	3132	3055	1881	98368.28	41	15121

*Source: Department of ST and SC Development, GoO*

Out of 1881 claims distributed, 852 have been distributed in Kandhamal district only followed by Keonjhar (331), Kalahandi (169) and Mayurbhanj (91). The figure indicates that community rights recognition process has been slow. Apart from Kandhmal and Keonjhar, recognition of community rights is almost a non starter in rest of the tribal dominated districts. Focus has been on individual title distribution where as recognition of community rights and community forest resources rights (CFR) are still an ignored subject.

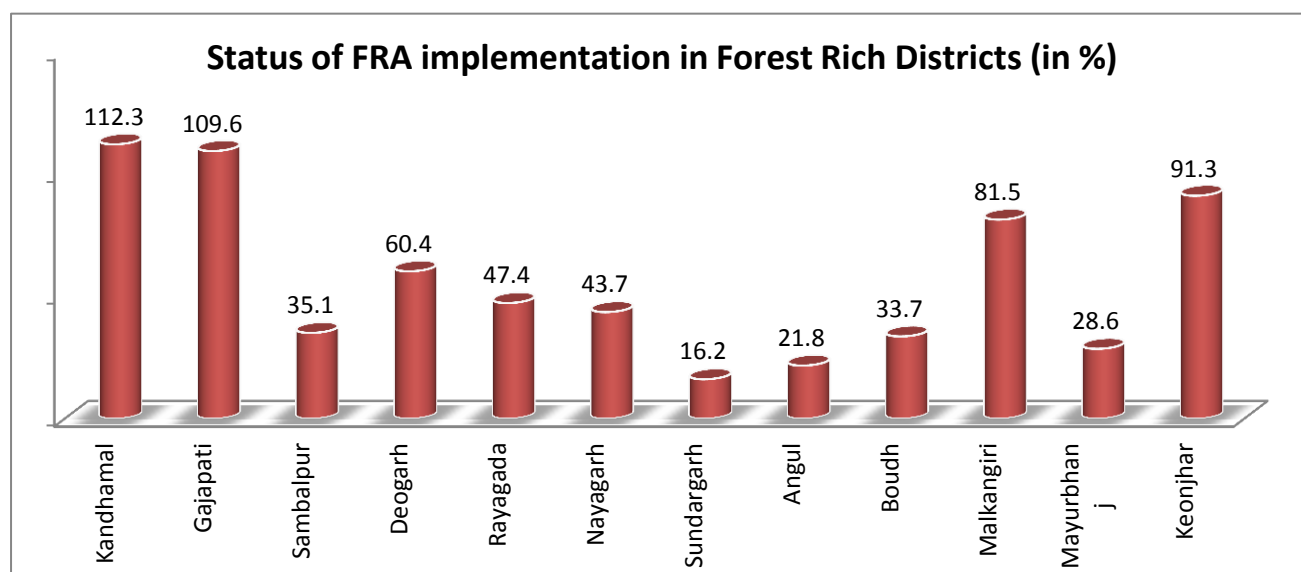


As per the status report of MoTA as on 31<sup>st</sup> October 2015, 4897 CFR claims have been filed at the Gram Sabha level, of which 2604 CFR claims have been recommended to SDLC level. Of the 2604 CFR claims forwarded and approved by DLC, **2090 CFR claims have been distributed over 70265.8 acres of forestland. The average area recognised under CFR is coming around 33.62 acres.**

Out of the estimated 29,000 fringe villages in Odisha (FSI, 1999), who are dependent upon forest resources for their daily needs and livelihoods, only 4897 CFR claims have been filed and 2090 community forest rights (CFR) titles have been received. The figure indicates that only 7.2% of the potential villages have received the CFR titles and more than 92.8% of the villages are yet to get their rights recognized under the FRA. The purpose of Forest Rights Act will be defeated if the recognition of community rights is not given due importance by the State.

### Status of FRA implementation in Districts with High Forest Cover

District	Geographical Area	Total Forest Cover (Area in km)	% of GA	No. of Projected ST HHs	No. of villages	No. Of IFR claims received by FRC	No. of individual claims approved by DLC	No. Of community claims received by FRC	Community claims approved by DLC
Kandhamal	8021	5371	66.96	51464	2415	60346	57818	2351	1907
Gajapati	4325	2471	57.13	31457	1528	51056	34471	187	56
Sambalpur	6657	3358	50.44	38011	1232	31551	13358	344	78
Deogarh	2940	1375	46.77	10451	774	13817	6308	110	6
Rayagada	7073	3133	44.3	46601	2469	511	22077	34090	28
Nayagarh	3890	1682	43.24	7011	1518	3334	3061	91	2
Sundargarh	9712	4148	42.71	99239	1668	53155	16032	430	-
Angul	6375	2702	42.38	12524	1632	8360	2727	2	-
Boudh	3098	1263	40.77	4916	1190	3499	1657	58	2
Malkangiri	5791	2321	40.08	38374	933	36414	31281	217	78
Mayurbhanj	10418	4021	38.6	112515	3758	58625	32203	87	44
Keonjhar	8303	3211	38.67	54589	2045	65127	49830	394	343
ODISHA	155707	50347	32.33	735298	48019	602154	379244	6572	3055



The table and graph above indicate that among the districts having rich forest cover, Kandhamal, Gajapati, Keonjhar and Malkangiri have performed better in case of individual forest rights but districts like Nayagrah, Angul, Sambalpur, Sundargarh inspite of having dense forest cover the recognition of IFR claims has been very low. It is assumed that much priority has been given to the Scheduled V districts with regards to recognition of individual forest rights claim. Rest of the districts even though having rich forest cover and forest dwelling ST and OTFDS dependent upon the forest has been treated with less priority.

In case of community claims the situation is still worse with districts like Nayagarh and Deogarh having only 2 community claims approved by their DLCs. In districts like Angul and Sundargarh having more than 42% forest cover of their geographical area, it is a matter of concern that till date no community rights claims has been approved at the DLC level. The situation of community rights claim is in a tardy state of affair in the entire State. Further, till date there is no clarity over the number of community rights and community forest resource rights claim been approved and distributed. The status report provided by the ST and SC Development Department does not have any specific information on the number of Community forest resource rights claims claimed/approved or distributed in various districts. It is very important that disaggregated database must be maintained and updated on community rights and community forest rights because in Odisha as per FSI report more than 29,000 villages are potential for community forest resource rights, but even less than 1% of the villages have actually received the CFRR rights.

#### **Rejection of claims (as on 31<sup>st</sup> Oct 2015)**

Sl No	Level	IFRC rejected	IFRC remanded	Community Claims rejected	Community Claims remanded
1	Gram Sabha	91310	1347	466	54
2	SDLC	55838	21267	148	303
3	DLC	1505	3634	0	43

*Source: Department of ST and SC Development, GoO*

91310 individual claims and 466 community claims have been reported to be rejected by the Gram Sabha as per the FRA status report as on 31st October 2015. It was found that in most of the cases the claims have been rejected by Gram Sabha are due to lack of evidences. It is reported that around 55838 individual forest rights claims and 148 community claims duly approved and recommended by the Gram Sabha have been rejected by the SDLC and around 21267 individual forest rights claims and 303 community claims have been remanded back to Gram Sabha. These are the claims mostly of Other Traditional Forest Dwellers (OTFDs) which were duly approved and recommended by many Gram Sabhas but rejected by the SDLC demanding unnecessary documentary evidences of three generations. While the requirement of proving three generations is not required for the land occupied and claimed by the OTFDs. It is required under the Act that the OTFD claimant family would be residing in that area for three generations and would have occupied or have depended over forest or forest land prior to 13th Dec 2005. But most of the SDLC have rejected the claims of OTFDs

wanting documentary evidence of three generations over the forest land occupied and claimed under FRA.

Around 1505 individual rights claims have been rejected by the DLC and around 3634 individual claims and 43 community claims have been remanded back to Gram Sabha for further verification and reapplication of the claims by the Gram Sabha.

### **Status of Convergence Initiatives taken up by the State**

Government of Odisha has proactively taken up the convergence of various programmes like IAY, Mo Kudia, Horticulture Mission, MGNREGS, NRLM, OTELP, Focus Area Development Programmes and the like for the livelihood and food security of the poor especially ST and SC population of the State. Till date, of the total 3.49 lakh individual rights titles distributed, a total of 2.26 lakh FRA right holders have been covered under different convergence programmes. Around 1.47 lakh right holders have received housing under IAY (1.43 lakh) and Mo Kudia (3737) schemes.

Land development activities have also been taken up in the land of the FRA right holders under MGNREGA, National Horticulture Mission and National Bamboo Mission. Other land development initiatives have also been taken by intersectoral convergence of schemes and programmes. *Details of the status of convergence in the State are discussed in Chapter 2.*

## 1.2. REVIEW OF LITERATURE

**Citizens' Report 2015: Community Forest Rights under the Forest Rights Act** is published by Kalpavriksha and Vasundhara in collaboration with Oxfam India. This report is an outcome of the Community Forest Rights-Learning and Advocacy (CFR-LA) process, initiated in 2011. The report deals with information and experiences related to the Community Forest Rights (CFR) provisions of the Forest Rights Act from different States of India. The report highlights on policy level issues as well as implementation bottlenecks related to FRA at various States and also covers positive case studies shared by different organizations and individuals working at the local, regional, national and international level on understanding and facilitating Community Forest Rights.

**Manthan 2010; Report of National Committee on Forest Rights Act** was submitted to Government of India in 2010. Ministry of Environment and Forests and the Ministry of Tribal Affairs constituted a Joint Committee in April 2010 to review the implementation of the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 popularly known as Forests Rights Act (FRA) across the country. The report deals with implementation of the Forest Rights Act 2006 including factors that are aiding and impeding its implementation, policy recommendation for changes in the future management of the forestry sector in India which may be necessary as a consequence of implementation of the Act, identification of the role of various agencies (official and others) in facilitating forest-dwellers carrying out their roles regarding conservation and management of forests, defining a new role for the Forest Department *vis a vis* the Gram Sabha for forest conservation and regeneration, and identifying opportunities for and recommending measures to ensure convergence of various beneficiary oriented programmes for the forest rights holders taken up by various line departments in the states.

**Vasundhara, 2015, Report on State Level Consultation, Convergence & Forest Rights Act** is a compilation of experiences shared by different civil society organisations and individuals working on FRA across the State of Odisha on the progress on FRA implementation in the State and the convergence of initiatives taken by the government in the different districts of Odisha. Vasundhara, a State level civil society organisation had organised a one day state level consultation on “Convergence and the Forest Rights Act” during September 2015 with the objective to discuss the status of implementation of convergence programmes in the state, ground level experiences and learnings, and the issues and challenges faced by convergence programmes under FRA in the state. The report is the

detailed proceedings of the State level consultation and discusses on the different convergence initiatives taken up by the State Government and also possible roadmap as suggested by the participants.

Study on “**Actual use of FRA recognized land at individual and community level**”, carried out by RCDC in 2013 is an outcome of series of case studies, information collected through RTI, other sources like govt. convergence guideline & literatures, discussion with village communities, community federation, campaign group and CSOs, and its detailed analysis. The study attempts to assess the status of FRA claimed lands after recognition of rights. The general understanding is that FRA has been considered an ameliorative step towards undoing the historical injustice done to the forest dwellers in terms of non-recognition of their rights over the forest land and resources they have been enjoying for livelihoods over the years. The historical injustice relates to such lands that are under community possession or have been under possession of the resident households in the village by approval of the community through customary rights or otherwise. Through the stages of implementation of the FRA in Odisha there has been some remarkable development in terms of granting of rights over individual claims and community claims. Despite the fact that there is non-uniform awareness across the districts and blocks in the State, some good examples have been there about recognition of rights and the subsequent linkage of the FRA lands with other development programs.

**Ministry of Rural Development GoI, Report of The Task Force on Convergence, September 2008**, describes about National Rural Employment Guarantee Act and opportunities for Sustainable Development through Inter-sectoral convergence. The report explains the modalities of convergence of different schemes and programmes with NREGA, how NREGA can act as an entry point for any convergence initiative. The report highlights that the convergence process in any area should begin with NREGA (kachcha) works and plan the three following stages to create durable assets, sustainable livelihood options and aid in natural resource regeneration. In other words NREGA work should become a subset of all those schemes/programme which have a (kachcha) component of work that can be taken up under the NREGA permissible work. The Task Force report explains the steps and institutional mechanism for convergence and has also recommended few specific areas of intervention for convergence programmes.

**Ministry of Rural Development GoI and UNDP; Report on Convergence Initiatives in India: An Overview**, highlights about the need of convergence of different



programmes/schemes to effectively address poverty. The report explains that substantial public investments are being made for strengthening of rural economy and livelihood base of the poor, especially the marginalised groups like SC/STs and women and to effectively address the issue of poverty alleviation, there is a need to optimise efforts through inter-sectoral approaches. The convergence of different programmes like: Watershed Programmes, National Agriculture Development Programme (Rashtriya Krishi Vikas Yojana), National Horticulture Mission, Scheme of Artificial Recharge of Ground Water through Dug well, BRGF, with NREGA will enable better planning and effective investments in rural areas. This convergence will bring in synergies between different government programmes/schemes in terms of planning, process and implementation. This will also facilitate sustainable development. The report explains that convergence of funds from other sources can help in creation of durable assets. For instance, funds available with PRIs from other sources such as the National Finance Commission, State Finance Commission, State Departments and other Central or Centrally Sponsored Schemes such as SGSY, DPAP,DDP, IWDP, BRGF can be dovetailed with other rural development funds for the construction of durable community assets under the works permissible. However, core funds of the schemes should not be used as substitute resources by different departments and agencies for their own activities. This report highlights the innovative experiments and good practices happening in pilots' in various States. It also documents the lessons learnt in the light of the interactions with stakeholders in these states. In this regard, the salient features of NREGS and strengthening of PRIs, as well as CBOs have been considered as the bottom line.

**Ministry of Rural Development GoI, 2009, Joint Convergence Guidelines on National Rural Employment Guarantee Act (NREGA) and Integrated Water Mangement Programme (IWMP)**-The Ministry of Rural Development has developed and disseminated Guidelines for Convergence of NREGS with different schemes and specific programmes viz. Indian Council of Agricultural Research, National Afforestation Programme and other schemes of the Ministry of Forest & Environment, Schemes of the Ministry of Water Resources, PMGSY (Department of Rural Development), SGSY (Department of Rural Development), Watershed Development Programmes (Department of Land Resources, Ministry of Rural Development). For this, 115 pilot districts in 22 states have been identified by the MoE&F, MoWR and ICAR.

### 1.3. RATIONALE OF THE STUDY

The FRA recognizes and vests rights over forest land and community forest resources with an aim to ensure livelihoods and food security of the Scheduled Tribes and Other Traditional Forest Dwellers. The FRA amended Rules 2012 have made enabling provision for post claim support to holders of forest rights.

As per Rule 16, *‘the State Government shall ensure, through its departments especially tribal and social welfare, environment and forest, revenue, rural development, Panchayati raj and other departments relevant for upliftment of forest dwelling scheduled tribes and other traditional forest dwellers, that all government schemes including those relating to land improvement, land productivity, basic amenities and other livelihood measures are provided to such claimants and communities whose rights have been recognized and vested under the Act’.*

Further, the recent guideline issued by Ministry of Tribal Affairs (MoTA), GoI on 23rd April 2015 about CFR and its Management also mentions that *‘the state government shall make available through its departments, funds available through Tribal Sub-Plan, MGNREGA, funds for forestry available with the Gram Panchayat ,funds under CAMPA to the committee at the Gramsabha constituted under FR 4(1)(e) for development of CFR, the State government may also send proposals to Ministry of Tribal Affairs for development of CFR as per FR rule 16’ .*

While the State Government has taken certain proactive initiatives but the implementation of convergence program would require structured and planned interventions to ensure post Claim Support to the right holders through its departments and developmental schemes as envisaged in the Rule 16 of the FRA Amended Rules 2012.

Implementation of such an enabling and beneficial provision under FRA for extending basic amenities and ensuring livelihood enhancement of FRA right holders needs an assessment of stock taking on the issue, the findings of which would provide feedback to gear up the convergence of programmes meant for the betterment of the forest and the forest dwellers. In this context the study *“Land Utilization, Convergence of Schemes by FRA ST right holders in Selected Districts of North and South Odisha”* will be undertaken by SCSTRTI to understand the status and process of implementation of the convergence programs under the Forest Rights Act in Odisha, its key learnings, issues and challenges and the response from the government agencies.

## 1.4. OBJECTIVES OF THE STUDY

### Objective of the Study

The proposed study” Land Utilization, Convergence of Schemes by FRA ST Beneficiaries in selected Districts of North and South Odisha,” tries to analyse the status and process of implementation of the ongoing convergence programmes, the extent and coverage of these programmes to ST beneficiaries and the utilization status of the land in the study areas. The study also aims to identify the implementation bottlenecks and suggest convergence framework for the benefit of right holders.

### Specific Objectives

The specific objectives of the study are:

6. To estimate the status and process of implementation of the convergence programs in Odisha with special reference to the study areas
7. To understand the land utilization status of FRA right holders under convergence programme in the study areas;
8. To study the institutional mechanism involved in the programme planning, implementation and monitoring;
9. To identify the implementation bottlenecks/challenges and suggest suitable alternatives to improve the convergence programmes
10. To map the potential government programmes and schemes of different departments and suggest convergence framework for the benefit of the FRA right holders in the study districts

## 1.5. METODOLOGY OF THE STUDY

### Operational Methodology of the Study

**Selection of Study Area:** Purposive sampling was done to select the study districts. Based on the requirement of the study four districts were selected (two from North and two from South Odisha) based on the following criteria:

- Scheduled V Areas (TSP Area)
- Presence of Particularly Vulnerable Tribal Groups (PVTGs)
- Wildlife Sanctuary/National Park/Tiger Reserve
- Coverage under Convergence Programmes (highest and lowest coverage/homogenous and heterogeneous interventions)

Based on the following criteria Mayurbhanj and Keonjhar (representing North Zone) and Gajapati and Kandhmal (South Zone) were selected for the study purpose. From the identified districts TSP and non TSP blocks were taken up for the study to understand the extent of reach of convergence programmes to the ST beneficiaries under FRA. Additionally one district where convergence programme has not been initiated was taken up as control site for the purpose of the study.

Sl	District	Blocks	TSP Area	Non TSP Area
1	Mayurbhanj	2	2	-
2	Keonjhar	2	1	1
3	Kandhmal	2	2	-
4	Gajapati	2	1	1
5	Balasore as Control District	1	-	1
<b>Total</b>	<b>5 Districts</b>	<b>9</b>	<b>6</b>	<b>3</b>

### District Selection

The study was conducted in two geographical locations in Odisha. In the southern location Kandhamal and Gajapati districts and in northern location Keonjhar, Mayurbhanj and Balasore districts were selected taking in to account secondary information available on convergence status of different districts from government sources. Of the five selected districts, Balasore was selected as a controlled site keeping in view its poor convergence status in comparison to other four districts.

### Block Selection

In order to study the penetration of different schemes in different blocks, distance from the district head quarter, single - multiple interventions, caste- tribe/PVTG, TSP-non-TSP area were the factors given importance in this study. In each district (except Balasore) two blocks were selected, one close proximity to the head quarter and the second a remote one. In Kandhamal, distance and tribe- caste factor was given importance. Similarly in Gajapati and Keonjhar distance as well as TSP-non-TSP criteria were taken in to consideration. Jasipur and Karanjia blocks in Mayurbhanj were selected to focus PVTGs in Similipal Biosphere Reserve.

## **Village Selection**

Village selection was done on the basis of preliminary information collected from the concerned PA ITDA/ DWO Offices in all the districts. On the basis of the information a list was prepared selecting two blocks from each district and subsequently two GPs from each block and two villages from one GP. Discussions were held with PAITDAs, DWOs and ADWOs to have a greater knowledge about the ongoing convergence programme in the listed villages. Village meetings were conducted in the selected Gram Panchayats to finalize the village list. In the process, some new villages were added where as few listed villages had to be dropped. The final selection of villages was done taking in to consideration the maximum number of convergence schemes made available to the forestland title holders. Five households were taken as sample from each village.

## **Sample Size**

Sampling: Purposive sampling

**Households covered under study: 210**

**Sample village covered under study: 34**

**Gram Panchayats covered: 21**

**Blocks covered: 9**

**Districts covered: 5**

## **Process of Data collection**

- Village meeting
- Interaction with district and block level officials
- Focus group discussion
- Structured household schedules
- Key Informant Interview schedules
- FGD Schedules
- Checklist for over all village information

The details of the districts, blocks, villages and sample households taken up for the purpose of the study are given in the table below:

**Table: Universe of the study**

SL No	Districts	Blocks	GPs	Total No. Villages	Total HHs	Total FRA Title holders	Right holders covered under Convergence	Sample households (out of the hhs covered under convergence)
I	II	III	IV	V	VI	VII	IX	X
1	Kandhamal	Phiringia	Pabingia	2	300	54	26	10
			Ratang	2	145	76	65	10
		Phulabani	Ganjuguda	2	99	28	39	10
			Jamajhari	2	56	45	45	10
2	Mayurbhanj	Jashipur	Gudgudia	2	133	31	17	10
			Podagarh	1	170	70	15	10
		Karanjia	Kerkera	1	98	45	14	10
			Chitraposi	1	514	240	32	10
3	Gajapati	Gosani	Rampa	2	172	47	47	10
			Sobara	2	178	26	19	10
		Gumma	Bada Kalokote	1	60	40	20	5
			Bhubuni (Seranga)	1	34	25	25	5
			Munusing	2	163	27	27	10
			Tarangada	2	140	65	52	10
4	Keonjhar	Anandpur	Baunsagarh	1	576	55	11	10
			Kolimati	2	364	177	46	10
		Banspal	Banspal	1	284	242	242	10
			Barahgarh	2	148	94	94	10
			Kuanra	2	643	456	456	10
5	Balasore	Nilagiri	Kishore Chandrapur	2	218	79	65	20
			Sajanagarh	1	328	33	33	10
<b>TOTAL</b>	<b>5</b>	<b>9</b>	<b>21</b>	<b>34</b>	<b>4823</b>	<b>1955</b>	<b>1390</b>	<b>210</b>

## 2. CONVERGENCE OF PROGRAMMES FOR TRIBALS AND FOREST DWELLERS

### **Neglect of Tribals and Forest Dwellers**

It is well established that the central region of India, despite being resource rich, inhabits the poorest people who have not benefited from social and economic development to the same extent as people in other regions have. India's record of economic growth has been quite impressive in the last two decades, but high growth notwithstanding, a large number of marginalised and disadvantaged people have either not gained from development, or in many cases have actually been harmed from displacement that growth entails.

From the viewpoint of policy, it is important to understand that tribal communities are vulnerable not only because they are poor, assetless and illiterate compared to the general population; often their distinct vulnerability arises from their inability to negotiate and cope with the consequences of their forced integration with the mainstream economy, society, cultural and political system, from which they were historically protected as the result of their relative isolation. Post-independence, the requirements of planned development brought with them the spectre of dams, mines, industries and roads on tribal lands. With these came the concomitant processes of displacement, both literal and metaphorical — as tribal institutions and practices were forced into uneasy existence with or gave way to market or formal state institutions (most significantly, in the legal sphere), tribal peoples' found themselves at a profound disadvantage with respect to the influx of better-equipped outsiders into tribal areas. The repercussions for the already fragile socio-economic livelihood base of the tribals were devastating — ranging from loss of livelihoods, land alienation on a vast scale, to hereditary bondage.

### **Status of Tribals in Odisha**

As per 2011 Census, tribal population of the State is 95,90,756 constituting 22.8% (Rural: 25.7% & Urban: 8.5%) of the total population of the State and 9.19% of the total tribal population of the country. The State has 62 different tribal communities spread over 30 districts and 314 blocks. There are 13 Particularly Vulnerable Tribal Groups (PVTGs) in the State. Odisha has the third largest concentration of tribal population (9.2%) in the country after Madhya Pradesh (14.7%) and Maharashtra (10.1%). About 44.70% of the State's geographical area has been declared as Scheduled Area which extends to 118 Blocks in 12 districts. The remaining tribal population inhabits in MADA (Modified Area Development Approach) pockets, i.e areas having a population of 10,000 or more with 50% tribal concentration, cluster pockets with a population of 5,000 or more with at least 50% tribal



concentration and dispersed in other areas of the State. The tribal economy in the State is primarily subsistence oriented and based upon a combination of agriculture, forestry and wage labour. Gradual ecological degradation, erratic rainfall and drought have resulted in food insecurity and increasing trend of out-migration in tribal areas. The small land base, low agricultural productivity and low income levels have made the tribals susceptible to indebtedness and very often they are trapped to a vicious circle of exploitation. Of late, the life of tribals in the State is increasingly vulnerable due to poor governance of their rights over the resource base, land alienation, involuntary displacement due to mining operations, irrigation projects, wildlife sanctuaries, industries etc.

Along with geographical isolation, sub-optimal infrastructure facilities, high illiteracy and poor delivery of services are the main reasons of poverty in tribals. Lack of opportunity and social constraints have handicapped the Scheduled Tribe population in their efforts to grow. Independent India inherited population groups of tribals in different remote and hinterlands of the country and even in developed area pockets of habitations where development was highly skewed in favour of general population. More than half a century of independence, different programmes and measures have not been able to bridge the development gaps.

Most of the tribal areas are hilly, inaccessible, undulating in the forest areas. Critical infrastructure gap exists in tribal areas for education, healthcare, communication, drinking water etc., which has impact on bridging the gap between the tribals and others in the State. The comparative analysis of few development indicators of STs with State average will explain the existing gaps.<sup>1</sup> The head count ratio by social class in rural Odisha explains that the ST communities are poorer than other social classes with 63.52% (2011-12) living below poverty line against 35.69 % of rural Odisha average. The drop rate of poverty in ST is 20.88 percent point as against the State figure of 25.10 percent point from 2004 to 2012. The literacy rate of ST is 52.24%, which is less in comparison to State average of 72.90% as per Census-2011. As per third round of NFHS the infant mortality of tribal in Odisha is 79 in comparison to 53 per 1000 live birth for other social category.

Similarly the performance of key human development indicators of STs in Odisha is well below than the STs in India as a whole. <sup>2</sup>The literacy rate of tribals in Odisha is 52.24% which is less than country's average for STs, which is 58.96%. <sup>3</sup> The infant mortality rate of STs of Odisha (79) is much higher than national average (62) as per NFHS-III. Anaemia in children (0-5 years) is very high, which stands at 80.8% in Odisha as against 77.2% in India.

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<sup>1</sup> Odisha Economic Survey 2014-15

<sup>2</sup> Census-2011

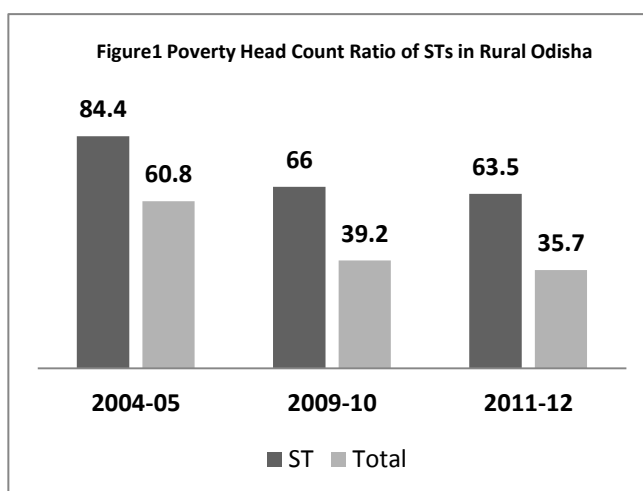
<sup>3</sup> Census-2011

The percentage of tribal women with anaemia is also very high with 73.8% in comparison with all India average.

The difference in the status of Scheduled Tribe population in the State in terms of certain basic necessities like water, electricity, larvae, pucca house with rest of the population also underlines the tardy pace of development for the disadvantaged group.

### Development programme and strategy for STs

The Fifth Five Year Plan (1974-78) marked a shift in the tribal development with the initiation of Tribal Sub-Plan (TSP). For implementing TSP strategy, Integrated Tribal Development Projects (ITDPs) were launched in the tribal concentrated States. Special Central Assistance (SCA) to Tribal Sub Plan (TSP) was also initiated in this plan to provide additional funds to TSP implementing States. During Sixth Five Year Plan (1980-85) emphasis was more on family-oriented economic activities. Modified Area Development Approach (MADA) was adopted for tribal concentrated pockets of 10,000 populations with at least half of them being STs. Primitive Tribal Groups (later termed as Particularly Vulnerable Tribal Groups)



were also given due emphasis for their overall development. During the Seventh Five Year Plan (1985-90), there was substantial increase in the flow of funds. Two national level institutions i.e., Tribal Cooperative Marketing Development Federation (TRIFED) as an apex body for State Tribal Development Cooperative Corporations and National Scheduled Castes and Scheduled Tribes Finance and Development Corporations were set up. The former was established to provide remunerative price for the forest and agriculture produce of tribals and the later to extend loans-cum-subsidies to income generation activities. The Ninth Five Year Plan (1997-2002) adopted the strategy of social empowerment, economic empowerment and social justice for the disadvantaged groups. It emphasized the participation of ST & SC in local level planning process and their active participation in implementation and monitoring of schemes. The Twelfth Five Year Plan (2012-17) emphasized the shift from post-facto accounting to pro-active planning process for TSP/SCSP. It proposed measures to strengthen the TSP/SCSP planning process, which include earmarking of TSP/SCSP funds from the total

plan outlays well in advance of the commencement of the financial year, preparation of proactive planning documents as Sub-Plans, an appraisal and approval mechanism for the Sub-Plans and the mechanism for monitoring and evaluation of outcomes. As a way forward to the 12th Plan, the Inter-Ministerial Committee under the Chairmanship of Secretary, Planning Commission revised the guidelines for implementation of TSP/SCSP by the States/UTs. The revised guideline was issued by the Planning Commission (SJ & E Division); Government of India dated 18th June, 2014. The guideline has stressed upon the role of Tribal Welfare Department as the nodal department to lead the process of TSP development in close coordination with all line departments of the State/UTs. The guideline also mentions of an executive committee headed by the Chief Secretary for appraisal of TSP schemes of different departments for inclusion in annual TSP and monitoring and evaluation of the TSP plans and an apex committee chaired by Chief Minister shall approve the annual TSP plan. It has also suggested the norms for fund allocation under TSP in different manner.

### **Tribal Budget**

Funds for tribal development are sourced from:

1. State Plans
2. Special Central Assistance (SCA) to Tribal Sub Plan
3. Grants under Article 275 (1) of the Constitution
4. Funds under other Schemes of the Ministry of Tribal Affairs
5. Sectoral programmes of Central Ministries/ Departments, and
6. Institutional Finance

**Tribal Sub Plan (TSP):** The strategy of the Tribal Sub- Plan (TSP) for the Scheduled Tribes (STs) was introduced in the Fifth Plan (1974-79) for channelizing to STs their due share of plan benefits and outlays. TSP envisages to channelize the flow of outlays and benefits from all the sectors of development in the Annual Plans of States/UTs and Central Ministries at least in proportion to their population both in physical and financial terms. All Central ministries and state governments have to earmark funds for TSP at least in proportion to the population percentage of the tribals in the country and the states respectively. The Tribal Sub-Plan strategy has been adopted in the State to ensure adequate flow of fund from various departments to bridge the development gaps of the tribals who are historically disadvantaged due to their locations and access to development services. The purpose of the Tribal Sub-Plans is to ensure socio-economic development of STs and protection of tribals against exploitation. The Planning Commission has issued guidelines for the States to earmark funds

for TSP to be placed under a separate Budget Head Code 796 from total State Plan outlay. As per guidelines issued by the Planning Commission, the Tribal Sub Plan funds are to be non-divertible and non-lapsable. The guidelines also provide that the Tribal Welfare Departments will be nodal Departments for the formulation and implementation of the Tribal Sub Plan in the States.

**Special Central Assistance (SCA):** The Special Central Assistance (SCA) is provided by the Ministry of Tribal Affairs to the 22 TSP States as an additionality to the State government's Tribal Sub Plan in the form of 100 per cent grant to fill the critical gaps especially in family-based income activities for BPL tribals. The Programme was started in 1974-75. The objective and scope of SCA to TSP which was originally meant for filling up of the critical gaps in the family-based income generation activities of the TSP, has been expanded to cover the employment-cum-income generation activities and the infrastructure incidental thereto, not only family-based, but also Community based through cluster approach. The ultimate objective of extending SCA to TSP is to boost the demand based income-generation programmes in tribal areas and thus raise the economic and social status of tribals.

SCA is primarily meant for family-oriented income-generation schemes in sectors of agriculture, horticulture sericulture and animal husbandry cooperation. A part of SCA (not more than 30%) is also permitted to be used for development of infrastructure incidental to such income generating schemes.

SCA guidelines were revised in 2003 to extend financial assistance for the development of forest villages, irrigation facilities, SHGs/ community-based employment-cum-income generation activities etc. Going by the information available, 25 Central ministries and 22 states/ Union Territories are earmarking funds under TSP.

The present approach of SCA to TSP where 70% of the funds are to be spent on individual family oriented income generating schemes is overlapping with IRDP programmes, now renamed as SGSY programmes. In the absence of any mechanism to prevent overlapping, we should implement family oriented income generating schemes only through IRDP/SGSY schemes. One should use the SCA to TSP for infrastructure development, strengthening administration and monitoring, and matters incidental thereto. If necessary, an amount of about 20% of the funds could be kept for Family Oriented Schemes to meet certain exigencies where it is considered essential.

**Grants under Article 275 (1):** This is a Central Sector Scheme and 100% grants are provided to the States for meeting the cost of schemes of welfare of the Scheduled Tribes and for raising the level of administration of the Scheduled Areas there in to that of the

administration of the rest of the areas of that State. The scheme covers States namely Andhra Pradesh, Arunachal Pradesh, Assam, Bihar, Chhattisgarh, Goa, Gujarat, Himachal Pradesh, Jammu & Kashmir, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Rajasthan , Sikkim, Tamil Nadu, Tripura, Uttar Pradesh, Uttarakhand and West Bengal having Scheduled Tribe Population.

The grants are provided to the States on the basis of ST population percentage in the State to the total tribal population of the Country. The funds are released to the State Governments against specific projects for the welfare of Scheduled Tribes and strengthening of administration of tribal areas from the year 2000- 2001. A part of funds are also utilised to establish and maintain Eklavya Model residential Schools to provide quality education to ST students from class VI to XII.

States can take up activities for strengthening the infrastructure in the sectors critical to enhancement of human development indices such as education, income generation, health irrigation, roads, bridges, forests, forest villages, electrification, communication, rural marketing, agriculture, animal husbandry, food processing, processing of MFPs, human resource development in technical and vocational spheres, water harvesting, resettlement of displaced persons, tribal land management, sports promotion. Generation of community welfare assets like residential schools, maintenance of schools, providing skilled teaching including in tribal language, nutritional support to needy: children, mothers and elderly people, community grain storage, and assured drinking water. Other activities meant for welfare of tribal population different from conventional development can also be taken up.

Under Article 275 (1) of the Constitution, grants from the Consolidated Fund of India are also extended annually to various state governments having Scheduled Areas. The guidelines for releasing the grant have been revised to extend financial assistance to forest villages, model schools, expansion and integration of minor irrigation schemes, smooth implementation of Forest Rights Act etc.

## 2.1. NEED FOR CONVERGENCE OF PROGRAMMES

### **Need for Convergence of development programmes for livelihood and ecological security of the FRA right holders**

The forest dwelling tribals and other traditional forest dwellers whose rights have been recognized under FRA, have traditionally remained a deprived lot. The inherent poor agricultural productive potential of the forest lands they occupied coupled with the fear of eviction all the time looming large, these occupants made very little or zero investment to improve the productivity of the area. Further, being inside the forest areas, they suffered from geographical disadvantageous location syndrome. In addition the general apathy of the local administration, including the Tribal Development Department and Rural Development Departments who had the chief mandate to develop such areas and the Forest Department in whose area of jurisdiction they were located, further increased their sufferings. This has resulted in their poor economic conditions. Convergence of programmes of various departments contributing to productivity enhancement of such areas with sustainability as the focus is what is required on an urgent basis. In this regard, consolidation of such pock marked scattered areas and bringing them to the fringes of existing villages could be developed as a new scheme in the Tribal development department and that would itself considerably enhance the chances of improvement of land based outputs and income for the forest right holders on one hand and allow the Community forest Resource areas to sustain and improve on the other.

As regards the current situation of the Community Forest Resource and their use by the forest dwellers, in many areas the year to year unregulated removals and lack of adequate conservation and regeneration inputs by both communities and the government, have brought them into an uncertain situation where sustained output from such lands for meeting the community rights could not be optimised. Where communities or the government, or the two together, have established institutional mechanisms to regulate harvest and use, the resource has been sustained. Bringing these degraded areas to the desired level of productivity and supplementing the same with forward linkages is urgently needed. Enhancement of productivity needs appropriate planning, management and protection inputs. It also needs convergence with specific focus on the programmes of soil and water conservation, natural and artificial regeneration, animal husbandry, removal of unauthorized occupations (ineligible under the FRA) hindering community forest rights and obstructing flow of benefits from the forest resources to the village, fisheries, marketing systems, and also tribal and other

line departments' schemes related to natural resources as well as those pertaining to alternative energy resources, to name just a few.

All such inputs for convergence need to be ecologically and culturally appropriate, built on local knowledge and skills, and not just the usual run-of-the-mill development and welfare programmes that have caused huge problems in the rest of rural India by introducing ecologically damaging activities (e.g. chemical-intensive agriculture), causing cultural and other forms of alienation (e.g. standard education), displacing local knowledge (e.g. focusing only on allopathic medicine in clinics, etc.).

Here it has to be remembered that the attempts through convergence should include the development of the area and the individual families in consonance with the local ecological and cultural milieu so that the people do not find themselves as aliens in their own area. This will require consultation with the local communities as well as with the Gram Sabhas. In addition to this, the help of the State Tribal Research and Training Institute, or of appropriate civil society organizations and traditional institutions including those of communities themselves, should also be taken to understand the local traditions and cultural ethos of the ethnic communities and develop appropriate developmental programmes.

#### **Objectives behind Convergence:**

The convergence approach should primarily ensure the following:

- i. develop the forest lands with forest rights under FRA so that such lands are utilised to the optimum level of production,
- ii. provide the habitations of the right holders with such infrastructure which is necessary for decent way of life and livelihood,
- iii. create opportunities for employment preferably in-situ in sectors in addition to land based agriculture,
- iv. ensure the utilisation of community forest rights and create such enabling conditions so that such rights are utilised in perpetuity on sustainable basis.
- v. facilitate hassle-free convergence of governmental schemes and programmes operating in areas of education, training, health, employment etc., to achieve higher "happiness index" among the right holders and,
- vi. put in place such monitoring system both at the district as well as State level so as to deliver all proposed services to the right holders speedily and smoothly.

## 2.2. INITIATIVES BY THE CENTRE AND STATE

### **Circulars and Guidelines issued by Government of India on Convergence of FRA with different programmes and schemes**

Understanding the critical need of convergence of different development programmes to ensure livelihood benefits for the FRA right holders, the FRA Amended Rules 2012 (Rule 16) have made enabling provision for post claim support to holders of forest rights.

The recent guideline issued by Ministry of Tribal affairs(MoTA) on 23rd April 2015 about CFR and its management also mentions that *‘the state government shall make available through its departments, funds available through tribal sub-plan, MGNREGA, funds for forestry available with the Gram Panchayat ,funds under CAMPA to the committee at the gramsabha constituted under FR 4(1)(e) for development of CFR, the State government may also send proposals to Ministry of tribal affairs for development of CFR as per FR rule 16’*

### **State’s Initiatives towards ensuring livelihood security of FRA right holders through convergence approach**

By recognition of rights over the forestland and forest resources, the livelihood of tribals is influenced by two set of factors. Firstly, legal entitlement over land provides them with tenurial security and they have an incentive for working hard and improving the land. Secondly, recognition of community rights over the forest resources gives the forest dwellers increased access to forest products and realising a better income from them through value addition, with handholding and institutional support from the State helping to guarantee reasonable prices. If the FRA is properly implemented in conjunction with other Government programmes and schemes, it will lead to land, forest, and watershed development thereby improving the livelihood potential of the forest dwellers.

Land titles have improved the social status of the forest dwelling families specially Scheduled Tribes and has also reduced conflicts between them and forest officials. The members of such households are now able to get caste and residential certificates from government offices without any hassles. They are eligible to receive grants under various schemes, including the housing programmes (IAY, MO Kudia etc) and assistance for school going children.

### **Initiatives by State Government**

Prior to the issuance of guideline by the MoTA, GoI, proactive initiatives were taken by the Government of Odisha for convergence of different programmes so as to ensure the flow of benefit to the FRA right holders.



1. Joint Circular was issued by ST & SC Development Department and Panchayati Raj Department on 5<sup>th</sup> December 2009 instructing the Collectors, PD, DRDA, PA, ITDAs to cover forest right holders under Land Development, Horticulture Plantation and Farm Pond under MGNREGS to improve their livelihood status.

The circular mentions that FRA right holders who belong to any of the category of BPL / ST / SC / IAY / Land Reform beneficiaries / small and marginal farmers families are eligible for this programme. They must be registered job card holders issued by the Gram Panchayat under NREGA. The selection of FRA right holders to be covered under this programme shall be made by the concerned Palli Sabha. The projects shall be part of the annual shelf of projects and will be approved as per NREGS guidelines.

Orissa Watershed Development Mission (OWDM), Orissa Tribal Empowerment and Livelihood Programme (OTELP), Orissa State Forestry Development Programme (OSFDP), Directorate of Soil Conservation, Panchayat Samiti and Gram Panchayat are the implementing agencies for implementation of this programme.

The funds for this programme are released to Line Departments from the concerned DRDAs directly. The Panchayat Samitis and Gram Panchayats are responsible for the implementation from the available funds under NREGS.

2. Circular was issued by Chief Secretary, Odisha on 16<sup>th</sup> August 2011 instructing all RDCs and Collectors of all districts for Cent percent coverage of right holders of Forest Rights Act under different Government Schemes.

In the review meeting held on 22<sup>nd</sup> July 2011 the Hon'ble Chief Minister, Odisha desired expeditious steps to be taken for covering FRA right holders under a large number of Government Schemes. In view of the above, the following actions were instructed to be taken up on priority:

- i. Draw up an action plan through the Welfare Extension Officer (WEO), other Extension Officers and Executive Officers of Gram Panchayats to plan and cover all the individual title holders under different kinds of developmental schemes. The action plan should aim at covering the beneficiaries in a time bound manner.
- ii. Constitute District Level Committees consisting of senior officers to inspect and verify the development works being planned and executed.
- iii. Maintain a proper database of the right holders and the programme under which they have been covered.

The circular laid down to draw specific plans to cover cent percent beneficiaries in convergence with different Govt. Schemes like IAY, Mo Kudia, Mo Pokhari, Land Development under MGNREGS, National Horticulture Mission, National Bamboo Mission, etc. Plantation and Bore well programme should preferably be implemented in compact patches by clustering a number of FRA title holders including some who may not be individual title holders under FRA, but whose land is adjacent. Special steps are to be taken to cover all the PVTG families under land development programme.

3. Guidelines for effective implementation of convergence programs for forest rights holders under FRA, 2006 was issued by ST & SC Development Department, Government of Odisha on 12<sup>th</sup> April 2016. This guideline was issued by the Government during the course of the study which shows the strong intent of the State Government to mobilise all necessary funds and institutional support for effective implementation of the convergence programmes. The guideline focuses on Gram Sabha based planning for convergence programmes Gram Sabha based planning for convergence programs and setting up District level Convergence Committees to facilitate planning and implementation of the convergence programs. The guideline highlights that for each FRA land, specific interventions in consultation with the title holder should be identified and accordingly a comprehensive plan should be prepared, focusing on core areas like land development, creation of irrigation potential, agriculture development etc. While preparing the plan, special care should be taken to converge all available sources of funding to achieve productive enhancement of FRA land.

**Table: Timeline of circulars issued by Government of India and Odisha**

Sl. No.	Date	Particulars	Issued by
		<b>Govt. of India</b>	
1	23.4.2015	Guideline under Section 12 with regards to recognition and vesting of CFR and its management under FRA, 2006	Ministry of Tribal Affairs, Government of India
		<b>Govt. of Odisha</b>	
1.	5.12.2009	Land Development, Horticulture Plantation and Farm Pond in the Land of Beneficiaries under Forest Rights Act under NREGS	Panchayati Raj Department, Government of Odisha
2	16.08.2011	Cent percent coverage of Forest Rights Act beneficiaries under different Government Schemes.	Chief Secy, Government of Odisha
3	1.12.2011	Land Development of FRA beneficiaries under MGNREGA	Panchayati Raj Department, Government of Odisha
4	12.4.2016	Guidelines for effective implementation of convergence programs for forest rights holders under FRA, 2006	ST & SC Development Department, Government of Odisha

## 2.3. STATUS OF CONVERGENCE INITIATIVES IN ODISHA

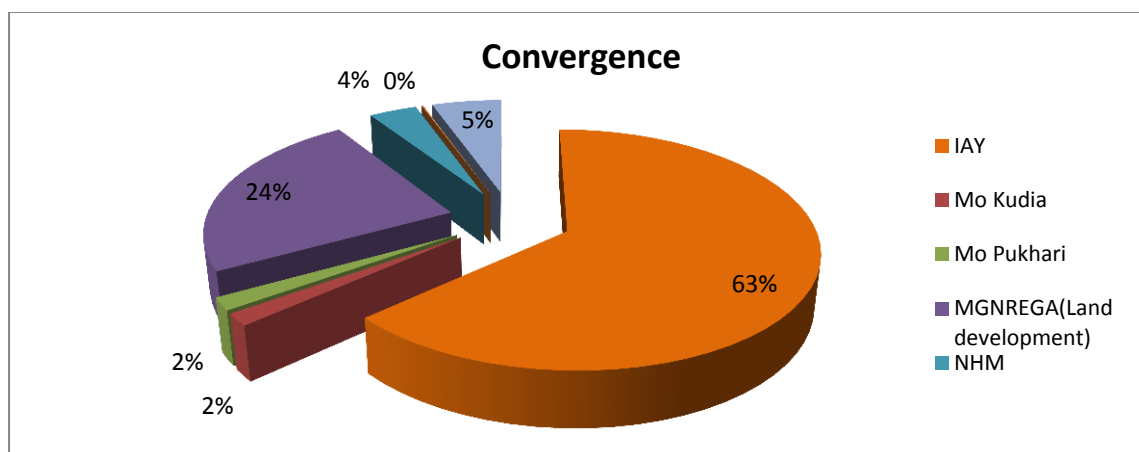
### Status of Convergence Initiatives taken up by the State

Various programmes like IAY, Mo Kudia, Horticulture Mission, MGNREGS, NRLM, OTELP, Focus Area Development Programmes are being taken up for the livelihood and food security of the poor especially ST and SC population of the State as shown in the table below. Convergence of FRA with different programmes, if implemented in the lands of FRA title holders in true spirit and process, has the potential in leading to sustainable livelihood and food security of the title holders. But in reality, till date convergence of different programmes has been kept in limited boundaries. Priority has been given only for housing schemes like IAY and Mo Kudia and land development initiatives under MGNREGS.

**Table: Convergence of FRA with different programmes/schemes**

Total Titles distributed	Total availed different Govt. schemes	IAY	MO Kudia	MO Pokahari	Land dev. Under MGNREGA	NHM	National Bamboo Mission	Other Programmes
349100	226304 (64.8%)	143724	3737	3944	53969	8383	286	12261

Source: Annual Report 2013-14, ST and SC Development Department



The graph and table above indicates that out of 349100 FRA right holders till end of October 2015, 226304 right holders (64%) have been covered under different programmes and schemes. Out of them, 63% of the right holders have been covered under IAY and 24% under MGNREGS (Land development initiatives). Only 4% of the right holders have been covered under National Horticulture Mission and merely 2% of the right holders have been

covered under Mo Pokhari and Mo Kudia schemes respectively. The graph explains that the potential of convergence of programmes for the livelihood security and poverty alienation of the FRA right holders has not been explored. **Convergence of programmes has been mostly limited to IAY and MGNREGS only.** Since there are circulars issued by the Ministry of Panchayati Raj, GoI and Department of Panchayati Raj, GoO with regards to 100% coverage of FRA right holders under IAY and MGNREGS and increase in the minimum days of employment from 100 to 150 under MGNREGS for the FRA right holders, it is observed that in the districts FRA right holders are being covered primarily under these two schemes in order to fulfil the targets.

**Table: Best Performing Districts in convergence of different programmes and schemes (31<sup>st</sup> October 2015)**

SI	District	No. of Certificates of Titles distributed to Individual Claimants	No. of Rights holders covered under various Govt. schemes for their benefit							TOTAL (Col. 4 TO Col. 10)
			IAY	Mo Kudia	Mo Pokhari	Land Dev. under MGN REGS	+National Horticulture Mission	+ National Bamboo Mission	+Other Programmes (Please mention the programme)	
I	II	III	IV	V	VI	VII	VIII	IX	X	XI
1	Kandhamal	57657	23464	1048	172	18958	4600	0	0	48242
2	Keonjhar	49189	20342	776	266	6433	1357	132	1761	31067
3	Malkangiri	28320	18655	186	605	3157			3588	26191
4	Koraput	25742	14238	75	437	5581	1007	44	2170	23552
5	Gajapati	34353	17264	82	65	1336	625	71	545	19988
6	Nawarangpur	35949	10566	2	380	3725	288	37	17	15015
7	Rayagada	19498	9435	65	313	1521	164	1		11499
8	Mayurbhanj	21239	4196	523	377	1117			2560	8773
9	Kalahandi	10077	3494	3	38	3200	0	0	310	7045
10	Sundargarh	9477	3172	112	496	1200	24	1	188	5193
	<b>ODISHA</b>	<b>349100</b>	<b>143724</b>	<b>3737</b>	<b>3944</b>	<b>53969</b>	<b>8383</b>	<b>286</b>	<b>12261</b>	<b>226304</b>

**Table: Laggard Districts in convergence of different programmes and schemes (31<sup>st</sup> October 2015)**

SI No	District	No. of Certificates of Titles distributed to Individual Claimants	No. of Rights holders covered under various Govt. schemes for their benefit							TOTAL Col. 4 TO Col. 10)
			IAY	Mo Kudia	Mo Pokhari	Land Dev. under MGN REGS	+National Horticulture Mission	+ National Bamboo Mission	+Other Programmes	
I	II	III	IV	V	VI	VII	VIII	IX	X	XI
1	Puri									0
2	Jagatsinghpur	47	6	39	2					47

3	Bhadrak	175	114						22	136
4	Subarnapur	379	165		1	193	3			362
5	Kendrapara	305	245	3	5	112				365
6	Jharsuguda	2599	521		18	222				761
7	Jajpur	3108	341	32	15	443	5	0	0	836
8	Bargarh	1099	547	5	139	95			21	807
9	Bolangir	1960	413	26	0	399				838
10	Khurda	787	743	2	13	2	51		38	849
11	Boudh	1657	371	274	19	206	7			877
12	Balasore	2084	626	305					620	1551
13	Nayagarh	3061	866		218	447	17			1548
14	Cuttack	1560	1184	0	6	441				1631
15	Angul	2545	957	0	60	964	1			1982
16	Dhenkanal	6109	2344	9	75	286	37		46	2797
17	Deogarh	5909	1648			1545	15			3208
18	Nawapara	6040	1482	45	157	1675				3359
19	Ganjam	5594	2321	86	14	711	72		217	3421
20	Sambalpur	12581	4004	39	53		110		158	4364
	<b>ODISHA</b>	<b>349100</b>	<b>143724</b>	<b>3737</b>	<b>3944</b>	<b>53969</b>	<b>8383</b>	<b>286</b>	<b>12261</b>	<b>226304</b>

The table above indicates that districts performing well in terms of coverage of right holders under different programmes and schemes are Gajapati (19988 right holders), Kandhamal (48242 right holders), Keonjhar (31067 right holders), Malkangiri (26191 right holders) and Koraput (23552 right holders).

Coastal districts like Puri, Jagatsinghpur, Bhadrak, Kendrapada etc are lagging behind in convergence. As such the implementation of Forest Rights Act in coastal districts is in a tardy state with very minimal number of forest rights recognized in the coastal districts.

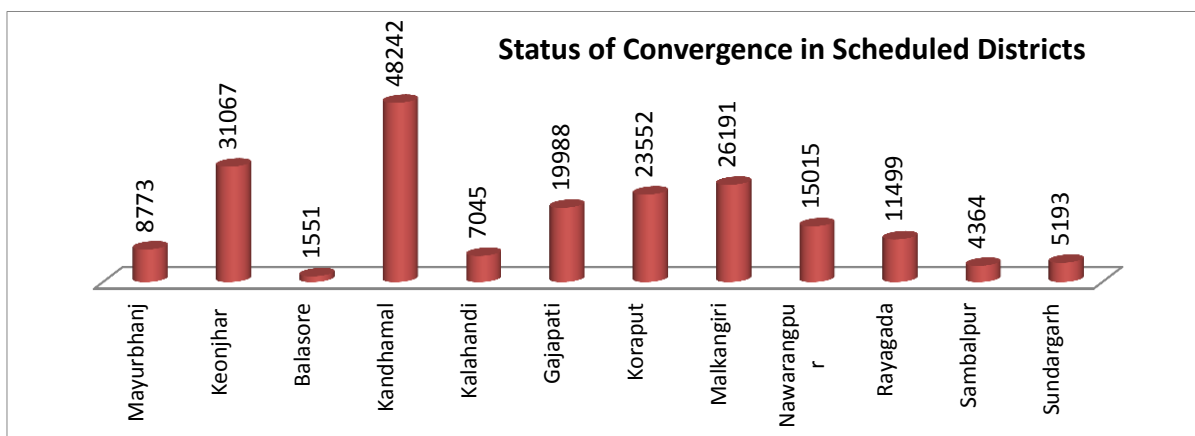
Districts like Jharsuguda, Bargarh, Bolangir, Angul, Boudh, Nuapada, Ganjam having high forest cover and tribal population are also lagging behind in FRA implementation as well as in convergence of programmes for the benefit of the FRA right holders.

**It has been observed that FRA implementation and coverage of FRA right holders under different programmes and schemes have progressed well in Scheduled V districts. Further, it has also been observed that in districts where administration has been proactive, successful initiatives of convergence of various programmes for the benefit of the FRA right holders have been taken up.**

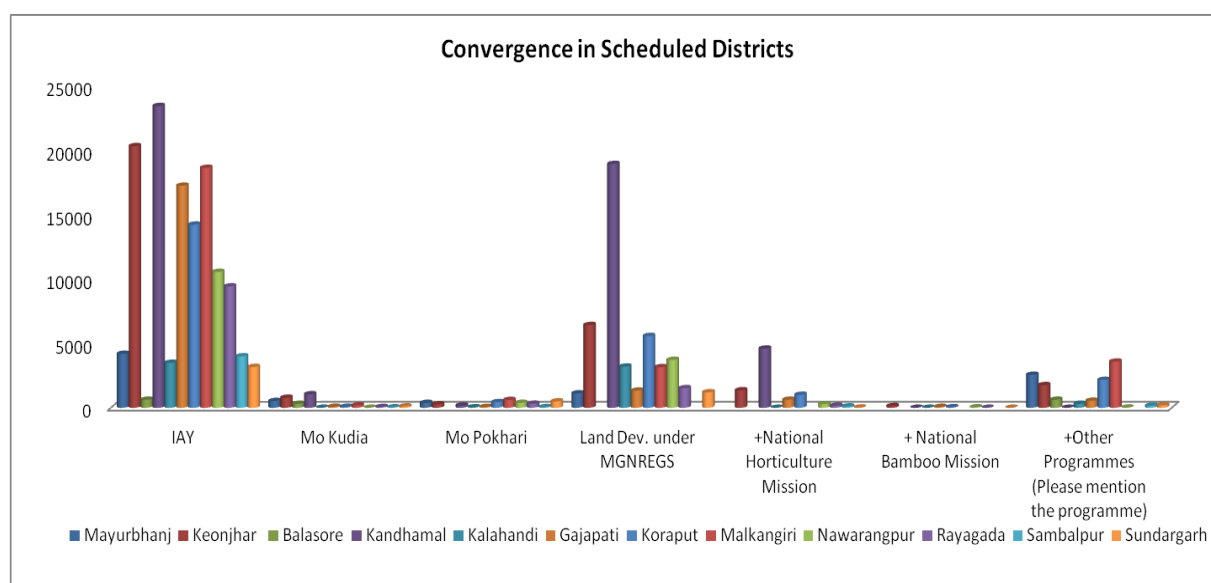
**Table: Status of Convergence in Scheduled Districts**

Sl No.	Districts	IAY	Mo Kudia	Mo Pokhari	Land Dev. under MGNREGS	+National Horticulture Mission	+ National Bamboo Mission	+Other Programmes (Please mention the programme)	TOTAL
I	II	III	IV	V	VI	VII	VIII	IX	X
1	Mayurbhanj	4196	523	377	1117			2560	<b>8773</b>
2	Keonjhar	20342	776	266	6433	1357	132	1761	<b>31067</b>

3	Balasore	626	305					620	<b>1551</b>
4	Kandhamal	23464	1048	172	18958	4600	0	0	<b>48242</b>
5	Kalahandi	3494	3	38	3200	0	0	310	<b>7045</b>
6	Gajapati	17264	82	65	1336	625	71	545	<b>19988</b>
7	Koraput	14238	75	437	5581	1007	44	2170	<b>23552</b>
8	Malkangiri	18655	186	605	3157			3588	<b>26191</b>
9	Nawarangpur	10566	2	380	3725	288	37	17	<b>15015</b>
10	Rayagada	9435	65	313	1521	164	1		<b>11499</b>
11	Sambalpur	4004	39	53		110		158	<b>4364</b>
12	Sundargarh	3172	112	496	1200	24	1	188	<b>5193</b>
<b>ODISHA</b>		<b>349100</b>	<b>143724</b>	<b>3737</b>	<b>3944</b>	<b>53969</b>	<b>8383</b>	<b>286</b>	<b>12261</b>

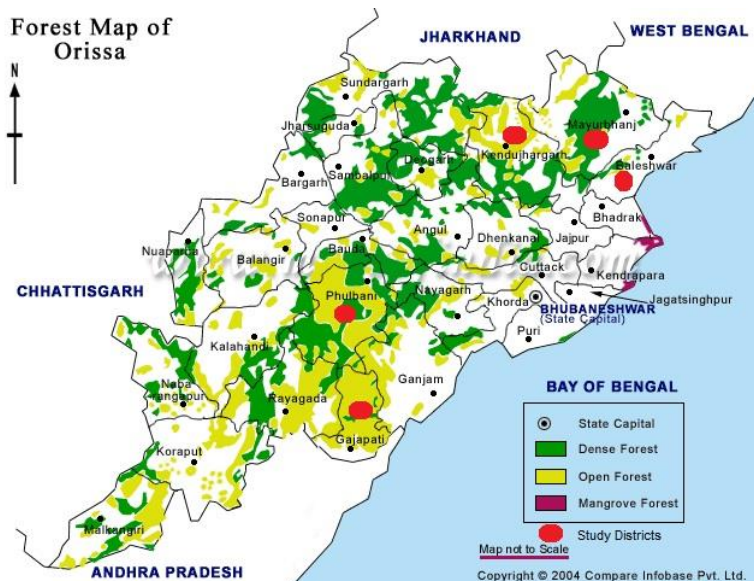
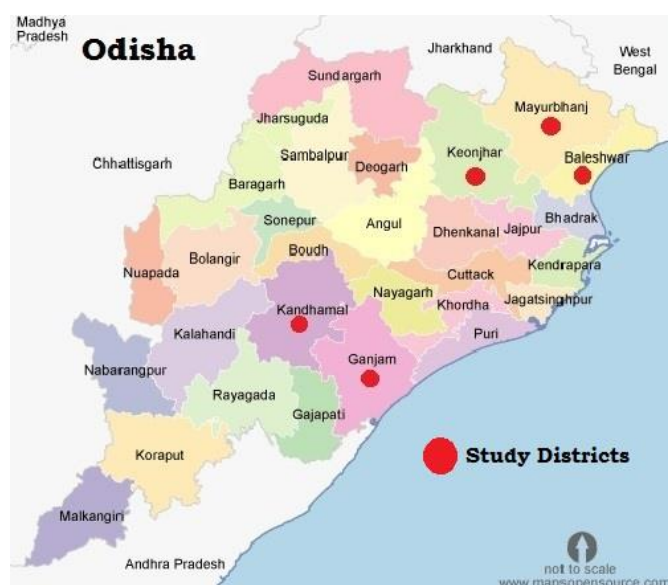


In tribal dominated districts, Gajapati, Kandhamal, Keonjhar, Koraput have covered the maximum number of right holders under different programmes and schemes. But the nature of convergence is limited to IAY, Mo Kudia and land development initiatives under MGNREGS. In very few districts like Keonjhar, Kandhamal, Koraput apart from IAY and MGNREGS convergence, agro forestry, intercropping, vegetables production and plantation have been taken up in individual lands under National Horticulture Mission, WADI programme with support from NABAARD etc. But such type of interventions has been limited to few identified district and need to be expanded to other districts as well.



### 3.1. PROFILE OF STUDY DISTRICTS

#### STUDY DISTRICTS



#### MAP OF STUDY DISTRICTS

##### Gajapati District Profile

Gajapati got a district status on 2nd October 1992 after bifurcation from Ganjam District. It was Parlakhemundi sub-division in Ganjam and yet it is only sub-division in Gajapati. There are 7 Tahasils, 7 Blocks, 1,533 Villages, 129 Gram Panchayats and 1528 villages. Out of 7 blocks 5 come under scheduled area (TSP area) and rest 2 are non scheduled area.

Covering an area of 3850 sq km, Gajapati District lies between 180.6' to 190.39' North Latitude and 830.48' to 840.08' East Longitude.

Climatic condition in the Gajapati District varies between 16 degree to 40 degree Celsius. The District is surrounded by Andhra Pradesh in its South, Ganjam District in its East, Rayagada in its West and Kandhamal in its North. More than 60 percent of lands are situated in hilly terrain and high lands. The soil and climate is suitable for plantation crops and horticulture. Other cultivable land are coming under medium lands (20 percent) and low lands (15 percent) category. The major/ minor forest products

are timber, bamboo, Hill broom, Patalgaruda, Soap nut, B.Kaliakhali, Marsinga leaf, Dhatuki



flowers, Kochila seeds, Genduli Gum, Siali leaves, Kath Alai etc. Beside agriculture, people engaged in Cane and bamboo work, Broom work and Siali leaf plate making for their livelihood. More than 60% of lands are situated in hilly terrain, as high lands, mainly suitable for horticulture plantation. Other cultivable land belongs to the category of medium lands (20%) and low lands (15%).

### **District at a Glance**

Geographical area	3850 sq km
Total population of the Gajapati District (2011 census)	5, 77,817 comprising total 2, 82,882 male population (48.96%) and 2,94,935 female population (51.04%). Total SC population (6.78%) of the District is 39,175 and total ST population of the District is 3, 13,714 (54.29%)
Area under forest	228,759.00 sq km which is 59.42% of total geographical area
Total cultivable area	77,335 Ha, High land -50,295 Ha. (65 %), Medium land - 13,807 Ha (18 %), Low land -13,233 Ha (17 %)
Reserve forest area:	437.52 Sq. km.
Rural population	87.77%
Urban population	12.23%
Population density	133 per sq km

Major population in the district is Scheduled Caste and Scheduled Tribes. Scheduled Tribe constitute nearly 48 % of the population and Scheduled Castes another 8.5 %. Out of the seven Development blocks in the district, five of them namely, Guma, Rayagada, R. Udayagiri, Mohana, and Nuagada are Tribal blocks coming under the operation of ITDA in the district. Majority of Tribes in the district belong to Saora Tribe which constitute one of the oldest Tribes in the country. Saora culture, traditions, language and rituals are different from that of other Tribes. They are also known by the names such as Sabara and Saora. Saoras are of two kinds- Laria and Oriya. Saoras build their house in hills and hill slopes. A typical Saora house is built with mud walls and grass thatched. In general Saoras belong to two economic groups- who live in plain and those lives in hills. Saoras in plains practice wet cultivation and earn wages through daily labour. While those living in hill sides practice shifting cultivation. Saoras in plains provide labour to the non-tribal land owners at the time of weeding, transplanting, harvesting and other agricultural operations and sell fire wood and leaf plates in the local markets. Women involve in more works than that of men. Major part of the family income is earned by women.

A large number of people in the district are living below poverty family. There are nearly 68763 BPL families in the district (1997). Out of this, 11340 families belong to Scheduled Castes and 37197 Scheduled Tribes. Majority of them are living in rural areas of the district. The incidence of poverty is very prevalent among Scheduled Caste and Scheduled Tribes.



Based on the survey conducted by Panchayat Raj Department (1992) there are a total of 29,218(33.3% of rural families) destitute in the district. Apart from this 31,063 persons (35.43%) are very-very poor, 15,374 persons (17.53%) are very poor, and 4,585 persons (5.23 percent) are poor.

Major share of the district is covered by forest. The district has the presence of exploitable minor forest produce (MFPs) and Non-Timber Forest Produces (NTFPs). Tribal population are traditionally engaged in collection and marketing of NTFPs and MFPs. They collect medicinal plants, fruit, and herbs for supplementing their livelihood. In addition to this Tribal women are traditionally engaged in NTFP based micro enterprises. These include lack cultivation, bamboo products, basket weaving, brooms making, tamarind processing etc.

Deforestation coupled with erosion of customary rights and access to forest resources, their food security has also been adversely affected. This is leading to increased migration, dying of traditional occupations and artisanship, and dismantling of local social institutions and culture. The issue of sound forest management and conservation has become increasingly important for the livelihood security of tribal population in the district.

The livelihood issues in tribal areas of the district essentially rest on the sustainable harvest of forest products including NTFPs. Involvement of people especially tribes in forest protection and management is essential to sustain and enrich forests and to ensure continuity of forest based livelihood options. In the present socio-economic context, apart from production of NTFPs, marketing is one of the means, in combination with processing and resource management, which is catering to the needs of the forest dwellers substantially.

#### **Implementation of the Forest Rights Act, 2006: Individual Claims/Community Claims (Till October 2015)**

<b>SL</b>	<b>Particulars</b>	<b>FRA Status</b>
1	No of Village in the Gajapati District	1528
2	No of villages fully covered so far	1440
3	No of FRCs constituted by Gram Sabha	1449
	<b>Individual Claims</b>	
4	No of Claims received by FRCs	51,056
5	No of Claims verified by FRCs & sent to Gram Sabha	51,056
6	No of claims approved by Gram sabha and sent to SDLC	34,471
7	No of claim rejected by Gram Sabha	16,585
8	No of Claims approved by DLC	34,471 for 65,622.749 acres for 34,471 families
9	No. of certificate/title distributed	34,353 claims for 65,493.709 acres

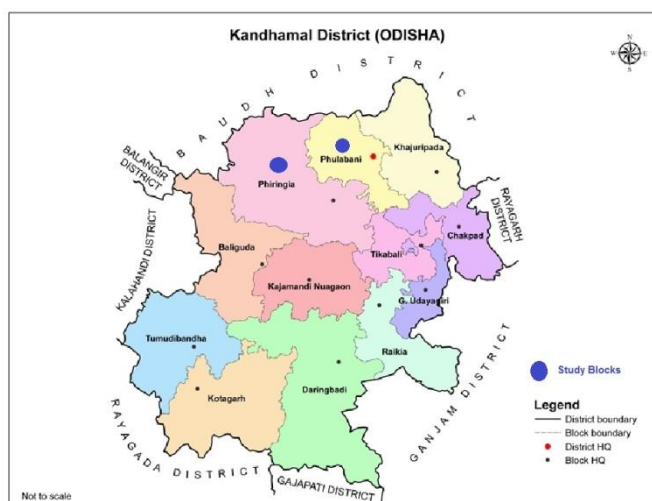
<b>Community Claims</b>		
1	No of Claims filed	188 (Form B-144, Form C-44)
2	No of claim settled –Form B-61 & Form C- 2	Form B-61 claim for 7127 acres, Form C- 2 claim 4.00 acres, total 63 claim for 7131 acres
3	Pending claim	Form B-82 & form C 2
<b>PVTG claims</b>		
1	Title/certificates distributed	1022 families for 1760.73 acres

### **FRA Convergence status:**

<b>SL#</b>	<b>FRA Convergence particulars</b>	<b>Coverage</b>
1	Under IAY	17,264
2	Under Mo Kudia	82
3	Under Mo Pokhari	65
4	Land Development under MGNREGS	Land dev. 282 projects for 715 families
5	Plantation under MGNREGS	Plantation in 466 Hc for 621 beneficiaries
6	Under National Horticulture Mission	370.50 Hc of 625 right holders
7	Under national Bamboo Mission	45 acres of 71 right holders
8	Under WADI plantation	545 acres of 545 right holders
9	Under Poultry scheme (MCU)	891 right holders

### **Kandhamal District Profile**

Kandhamal district is one of the southern located districts in Odisha. Kandhamal revenue district came into existence on 1st January, 1994, after Phulbani District was divided into Kandhamal and Boudh Districts of Odisha. The District lies between 19 degree 34' to 20 degree 36' north latitude and 83 degree 34' to 84 degree 34' east longitude. It lies between 83 degree 30' longitude and between 19 degree 34' to 20 degree 34' latitude. It is bounded by the Boudh districts in north, Gajapati district in south, Nayagarh district in the east and Kalahandi district in the west.



The district has an area of 8021 sq.kms and 7.3.3 lakhs of population as per 2011 census .the district accounts for 5.15 percent of the states territory and shares 1.75 percent of the state's population. The density of population of the district is 91 per sq.kms .As against 270 person

per sq.km of the state. It has 2546 villages (including 167 un-inhabited villages) covering 12 blocks, 12 tahsils and 2 subdivisions.

As per 2011 census the schedule caste population 3.92 lakhs (53.6%).The literacy percentage of the district covers 64.1 against 72.9 of the state.

### **District at a Glance**

Geographical area	7,654.00 sq.km
Total population of the Kandhamal District (2011 census)	733,110 comprising total 359,945 male population (49.10%) and 373,165 female population (50.90%). Total SC population (15.76%) of the District 115,544 and total ST population of the District is 392,820 (53.58%)
Area under forest	5709.83 sq.km which is 74.60% of total geographical area
Total cultivable area	127790Ha, High land -96298Ha. (75 %), Medium land - 20624(16 %), Low land -10868. (8.5 %)
Reserve forest area:	2010.06 Sq. km.
Rural population	93.36%
Urban population	6.64%
Population density	85 (Per sq.km)

Kandhamal is endowed with vast minor forest and agricultural produces which incidentally form the basis of its industry. The district has many cottage and agro based industry that process forest and agricultural produces

### **Implementation of the Forest Rights Act, 2006: Individual claims/community claims (till October 2015)**

SL	Particulars	FRA Status
1	No of Village in the Kandhamal District	2415
2	No of villages fully covered so far	2415
3	No of Gram Sabha meeting held	2385
4	No of FRC constituted	2415
<b>Individual Claims</b>		
5	No of claims received by FRCs	60346
6	No of claims verified by FRCs and sent to Gram Sabha	60346
7	No of claims approved by Gram Sabha and sent to SDLC	58425
8	No of claims approved by SDLC and sent to DLC	57918
9	No of claims approved by DLC	57818
10	No. of certificate/title distributed	57657
<b>Community Claims</b>		
1	No of claims verified by FRCs and sent to Gram Sabha	2351
2	No of claims approved by Gram Sabha and sent to SDLC	2199
3	No of claims approved by SDLC and sent to DLC	1907
4	No of claims approved by DLC	1907
5	No. of certificate/title distributed	852 titles over 34080 acres of forestland
<b>PVTG Claims</b>		
1	Title/certificates distributed	1697 over 5851.26 acres

### FRA Convergence status:

SL	FRA Convergence particulars	Coverage
1	Total no of Individual right holders	57657
2	No. of right holder covered under different program	48242
3	Under IAY	23464
4	Under Mo Kudia	1048
5	Under Mo Pokhari	172
6	Land Development under MGNREGS	18958
7	Plantation under MGNREGS	4600
8	Under National Horticulture Mission	0
9	Under National Bamboo Mission	0

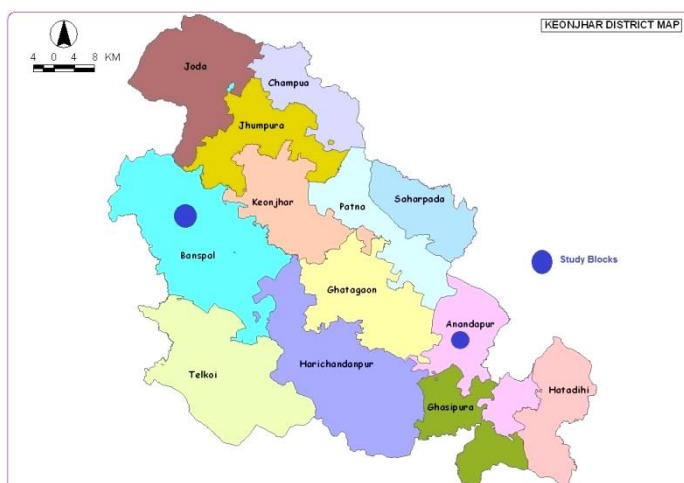
(Source: District statistical handbook 2011, District portal and ST&SC development Department)

### Keonjhar District Profile

Keonjhar District emerged as one of the district on 1st January, 1948. The District is bounded by Mayurbhanj District and Bhadrak District to the east, Jajpur District to the south, Dhenkanal District and Sundargarh District to the west and West Singhbhum district of Jharkhand State to the north. Covering a geographical area of 8303 sq kms, the Keonjhar District lies between 21° 1' N to 22° 10' N latitude and 85° 11' E to 86° 22' E longitude. Area under forest cover is 3097 sq KM.

As per the administrative set up is concerned, the Keonjhar District has got three sub divisions, 13 tahsils, 13 blocks, 287 GPs, 2122 villages functioning in the District.

As per 2011 census, the total population of Keonjhar District is 18,01,733. The District comprises total 906,487 (50.31%) male population and total 895,246 (49.69%) female population. Total SC population of the district is 209,357 (11.62%) whereas the ST population is 818,878 (45.45%) and rest 685,361 belongs to OBC. The density of the population in district is 217 per sq KM.



There are 25 types of tribes residing in the district. Out of 13 blocks of Keonjhar district Banspal, Champua, Harichandanpur, Joda, Jhumpura, Keonjhar (Sadar Block), Telkoi and Ghatgaon are tribal dominated Blocks and educationally quite backward. Keonjhar, Telkoi, Champua, and Barbil tehsils are declared as Scheduled areas of the district.

Juang is the only primitive tribe mostly concentrated in Banspal, Telkoi and Harichandanpur Blocks. They claim themselves to be the autochthons of the area. They classify themselves into two sections, viz. the Thaniya (those who dwell in their original habitation) and the Bhagudiya (those who have moved away to other places)

### **District at a Glance**

Geographical area	8303 Sq.Kms
Total population of the Keonjhar District (2011 census)	1801733 comprising total 906,487 male population (51%) and 895,246 female population (49%). Total SC population (11.6%) of the District is 209,357 and total ST population of the District is 818,878 (45.4%)
Area under forest	2,525.08 sq.km
Total cultivable area	297873 sq km (36% of the GA)
Reserve forest area:	1,833.02 sq.km.
Rural population	1,548,674
Urban population	253,059
Population density	217 (Per sq.km)

The climate of Keonjhar District is characterized by an oppressively hot summer with high humidity. The average annual rainfall is around 1534.5 mms. The area under irrigated agriculture is 65,779 hectares, rain fed agriculture is 23,204 hectares and waste land area is 26,522 hectares.

While the plentiful rainfall forms the base for a strong agricultural community the unpredictable distribution often results in crop failures. Around 80% of the rural workforce earns their livelihood through a combination of practices that include traditional agriculture, selling of wood for fuel, collection of non-timber forest products and wage earning. Due to the vast deposits of mineral available in the district, there are over 70 working mines in the district that provide around 6% of the workforce a chance to earn their livelihood. While the plentiful rainfall forms the base for a strong agricultural community the unpredictable distribution often results in crop failures. Around 80% of the rural workforce earns their livelihood through a combination of practices that include traditional agriculture, selling of wood for fuel, collection of non-timber forest products and wage earning. The major crops

grown in the Keonjhar District are Paddy, Maize, Til, Niger, Arhar etc. Keonjhar District celebrates many festivals round the year. Sarhul, Sohrai, Karmapuja, Bodam, Chaitra Parab, Makar Sankranti, Nuakhai, Raja Parab, Burani Jatra, Ratha Jatra, Shivaratri are the famous festivals celebrated in the District.

**Implementation of the Forest Rights Act, 2006: Individual claims/community claims (till October 2015)**

SL	Particulars	FRA Status
1	No of Village in the Keonjhar District	2045
2	No of villages fully covered so far	1248
3	No of Gram Sabha meeting held	14119
4	No of FRC constituted	2045
	<b>Individual Claims</b>	
5	No of claims received	65127
6	No of claims verified by FRCs and sent to Gram Sabha	65127
7	No of claims approved by Gram Sabha and sent to SDLC	52665
8	No of claims approved by SDLC and sent to DLC	49830
9	No of claims approved by DLC	49830
10	No. of certificate/title distributed	49189
	<b>Community Claims</b>	
1	No of Claims verified by FRCs and sent to gramsabha	382
2	No of claims approved by Gram Sabha and sent to SDLC	361
3	No of claims approved by SDLC and sent to DLC	<b>343</b>
4	No of claims approved by DLC	343
5	No. of certificate/title distributed	331 titles over 7436.65 acres of forestland
	<b>PVTG Claims</b>	
1	Title/certificates distributed	49076 over 126.76 acres

**FRA Convergence status:**

SL	FRA Convergence particulars	Coverage
1	Total no of Individual right holders	49189
2	No. of right holder covered under different program	31067
3	Under IAY	20342
4	Under Mo Kudia	776
5	Under Mo Pokhari	266
6	Land Development under MGNREGS	6433
7	Plantation under MGNREGS	4600
8	Under National Horticulture mission	132
9	Under National Bamboo Mission	1761

## Balasore District Profile

Balasore is one of the coastal districts of Odisha. Balasore as a separate district was created in October 1828. Originally it was in Bengal presidency. Balasore district covers an area of 3806 sq kms of which 332.21 sq km area under forest cover and having total population of 23, 17,419 as per 2011 census. Out of total population 11, 17, 419 (51.11%) male, 11, 33,048 (48.89%) female, 381,422 belongs to SC and 228,454 belongs to ST population. The rural and urban population is 473,512 (89.44 % rural HH) and 55,896 ( HH 10.86%).The District is surrounded by Medinipur District of West Bengal in its northern side, Bay of Bengal in its east, Bhadrak District in its south and Mayurbhanj and Kendujhar Districts lies on its western side. The District is located at 20.48 to 21.59 North Latitude and 86.16 to 87.29 east Longitude. Total male population of the District is 11, 84,371 and female population is 11,33,048 as per 2001 census.

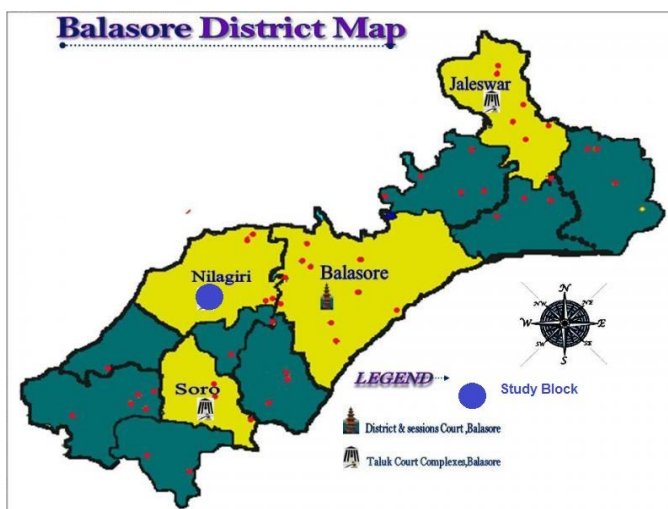
## District at a Glance

Geographical area	3,806.00 sq.km
Total population of the Balesore District (2011 census)	2,317,419 comprising total 1,184,371 male population (51.1%) and 1,133,048 female population (48.9%). Total SC population (11.6%) of the District is 209,357 and total ST population of the District is 818,878 (45.4%)
Area under forest	332.21 sq.km (8.73% of GA)
Total cultivable area	2,50,550 Ha, High land - 39,069Ha. (75 %), Medium land - 1,04,425 (16 %), Low land - 1,07,056 (8.5 %)
Reserve forest area:	
Rural population	0.09
Urban population	0.01
Population density	609 (Per sq.km)

This district consists of two subdivisions namely Balasore and Nilagiri. There are 12 Tahasils for 12 Blocks, 289 GPs and total 2952 villages. The primary occupation of people in the district is cultivation. This district is mainly known for cultivation of paddy. Industries, Agriculture, Fishing and Tourism are the four major revenue sources of Balasore District. Birla Tyres, Balasore Alloys Limited, Emami Paper Mills Limited and Polar Pharma India Limited are some of the large-scale industries functioning in this district.

Being an agrarian economy, agriculture is the main stay of the people of Balasore District. Rice, Pulses, oil seeds like groundnut, mustard, castor and linseed are grown in the District of Balasore.

Balasore District is one of the economically strong District in Odisha, which is privileged in both agriculture and industry. In spite of being an agrarian economy, agriculture is the main stay of the people of Balasore. The District lies in the coastal part of Odisha and is blessed with hot and humid climate with alluvium soil and intersected by the perennial rivers, which collectively provides conducive infrastructure for the growth of agriculture in this region. In the recent years, the utilization of the wasteland for ensuring the economic development of Balasore District has been taken into consideration and it is being used for the production of coconut and betel. The local economy of Balasore District largely depends on the cultivation of paddy and wheat. Though a major section of Odisha's population depends on agriculture, industry is the nucleus of the economic development of Balasore District.



#### **Implementation of the Forest Rights Act, 2006: Individual claims/community claims (till October 2015)**

SL	Particulars	FRA Status
1	No of Village in the Balesore District	2691
2	No of villages fully covered so far	
3	No of Gram Sabha meeting held	395
4	No of FRC constituted	2691
	<b>Individual Claims</b>	
5	No. of claims received	4618
6	No of claims verified by FRCs and sent to Gram Sabha	2808
7	No of claims approved by Gram Sabha and sent to SDLC	2808
8	No of claims approved by SDLC and sent to DLC	2785
9	No of claims approved by DLC	2785
10	No. of certificate/title distributed	2084 families over 1025.42 acres
	<b>Community Claims</b>	
1	No of claims verified by FRCs and sent to Gram Sabha	424
2	No of claims approved by Gram Sabha and sent to SDLC	40
3	No of claims approved by SDLC and sent to DLC	<b>24</b>



4	No of claims approved by DLC	2
5	No. of certificate/title distributed	5 titles over 1.48 acres of forestland
<b>PVTG claims</b>		
1	Title/certificates distributed	NIL

#### **FRA Convergence status:**

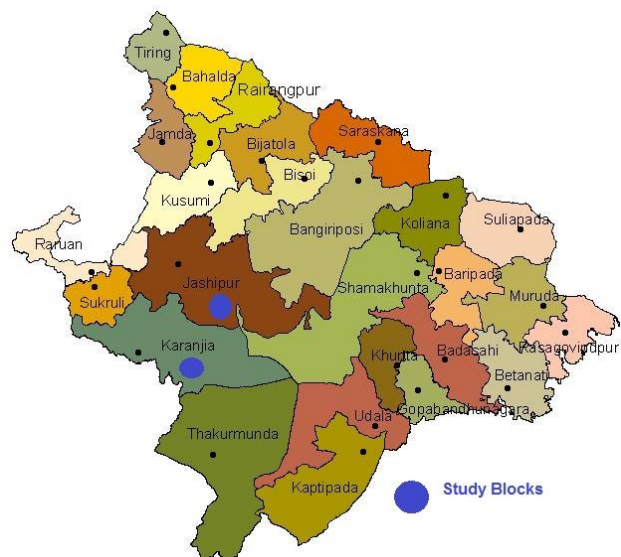
SL#	FRA Convergence particulars	Coverage
	Total no of Individual right holders	2084
	No. of right holder covered under different program	1551
1	Under IAY	626
2	Under Mo Kudia	305
3	Under Mo Pokhari	-
4	Land Development under MGNREGS	-
5	Under National Horticulture mission	-
6	Under National Bamboo mission	-
7	Other development works	620

#### **Mayurbhanj District Profile**

Mayurbhanj is a land locked district with a total geographical area of 10418 Sq.km. and is situated in the Northern boundary of the state with district headquarters at Baripada. The district is bounded in the North-East by Midnapure district of West Bengal, Singhbhum district of Jharkhand in the North-west, Baleswar district in the South-East and by Kendujhar in the South-West. More than 39 % of total geographical area (4049 Sq.Km.) is covered with forest and hills. The district comprises of 4 numbers of Sub-divisions with 26 nos of blocks with 382 Gram Panchayats and 3945 villages.

Mayurbhanj was a princely state until its merger with the state of Odisha on 1st January, 1949. Since the date of its merger, Mayurbhanj has been organized and is administered as one of the districts of

Odisha. Mayurbhanj is one of the tribal dominated districts of Orissa, which has been declared as the fully Scheduled district of the State. With four Sub-divisions Baripada and Kaptipada are the part of the plain areas and Bamanghati and Panchapirha are the hilly tribal



dominated region of the district. Out of 26 Blocks the tribals are more concentrated in Udala, Khunta, Bijatala, Jamda, and Baripada Blocks where the population varies from 70 per cent to 80 per cent of the total population of respective Blocks. The tribes constitute 56.6 per cent of total population of the district, though the population of Mayurbhanj is only 6 per cent of the State's total population.

Mayurbhanj houses 30 tribes. The major tribes inhabiting in Mayurbhanj are Santal, Kolha, Bathudi, Bhumij, Munda, Gond, Saunti, Hill Kharia, Mahali and the minor tribes are Mankirdia, Lodha, Kol, Kisan, Baiga, Holva (on numerical strength basis). The Hill Kharia, Birhor (Mankirdia) and Lodha are the Particularly Vulnerable Tribal Groups who deserve special mention in the district. The Hill Kharia and Birhor (Mankirdia) are semi nomadic food-gatherers and hunters concentrated in the hilly area of Similipal in Panchapirha sub-division particularly in Jashipur Block. For their socio-economic development government of Orissa in the year 1987 has established the Hill Kharia and Mankirdia Development Agency at Jashipur. Lodha, another tribal community of Mayurbhanj was labelled as criminal tribe till the revocation of the Criminal Tribes Act, 1962. The livelihood sources of the Lodhas include agriculture, raising silk cocoons, selling fire wood and rope making. Their major concentration is in the Suliapada and Morada Blocks of the district.

### **District at a Glance**

Geographical area	3,806.00 sq.km
Total population of the Baleswar District (2011 census)	2,317,419 comprising total 1,184,371 male population (51.1%) and 1,133,048 female population (48.9%). Total SC population (11.6%) of the District is 209,357 and total ST population of the District is 818,878 (45.4%)
Area under forest	332.21 sq.km (8.73% of GA)
Total cultivable area	2,50,550 Ha, High land - 39,069Ha. (75 %), Medium land - 1,04,425 (16 %), Low land - 1,07,056 (8.5 %)
Reserve forest area:	
Rural population	0.09
Urban population	0.01
Population density	609 (Per sq.km)

### **Implementation of the Forest Rights Act, 2006: Individual claims/community claims (till October 2015)**

SL#	Particulars	FRA Status
1	No of Village in the District	3758
2	No of villages fully covered so far	87
3	No of Gram Sabha meeting held	3738
4	No of FRC constituted	4795

	<b>Individual Claims</b>	
5	No. of claims received	58625
6	No of claims verified by FRCs and sent to Gram Sabha	58625
7	No of claims approved by Gram Sabha and sent to SDLC	49041
8	No of claims approved by SDLC and sent to DLC	35603
9	No of claims approved by DLC	32203
10	No. of certificate/title distributed	21272 families over 14089.82 acres of forestland
	<b>Community Claims</b>	
1	No of Claims verified by FRCs and sent to Gram Sabha	87
2	No of claims approved by Gram Sabha and sent to SDLC	45
3	No of claims approved by SDLC and sent to DLC	<b>45</b>
4	No of claims approved by DLC	44
5	No. of certificate/title distributed	91 (44 Community rights titles and 47 CFR titles) over 19418.16 acres of forestland
	<b>PVTG claims</b>	
1	Title/certificates distributed	799 titles distributed over 666.02 acres of forestland

**FRA Convergence status:**

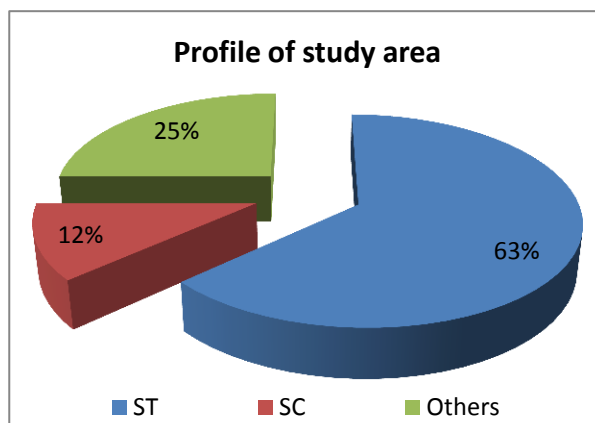
SL#	FRA Convergence particulars	Coverage
1	Total no of Individual right holders	21272
2	No. of right holder covered under different program	8773
3	Under IAY	4196
4	Under Mo Kudia	523
5	Under Mo Pokhari	377
6	Land Development under MGNREGS	1117
7	Under National Horticulture Mission	-
8	Under National Bamboo Mission	-
9	Other development works	2560

## 3.2. STUDY FINDINGS

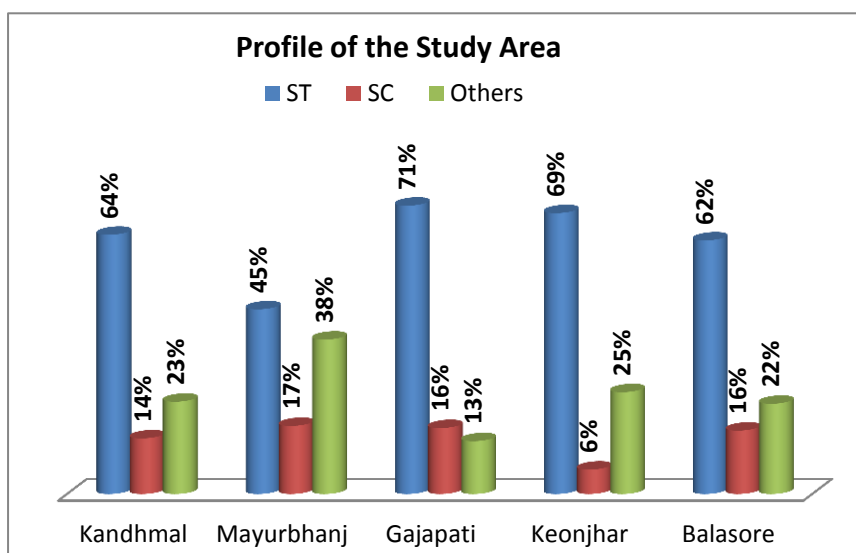
### Objective 1: Status and process of implementation of convergence programs in study area

Table: Profile of study area and sample

Districts	Blocks	GPs	No. of villages	Total HHs	ST HHs	SC HHs	Others
Kandhmal	2	4	8	600	382	82	136
Mayurbhanj	2	4	5	915	415	153	347
Gajapati	2	6	10	747	529	121	97
Keonjhar	2	4	8	2015	1390	121	504
Balasore	1	2	3	546	340	85	121
<b>Total</b>	<b>9</b>	<b>20</b>	<b>34</b>	<b>4823</b>	<b>3056</b>	<b>562</b>	<b>1205</b>

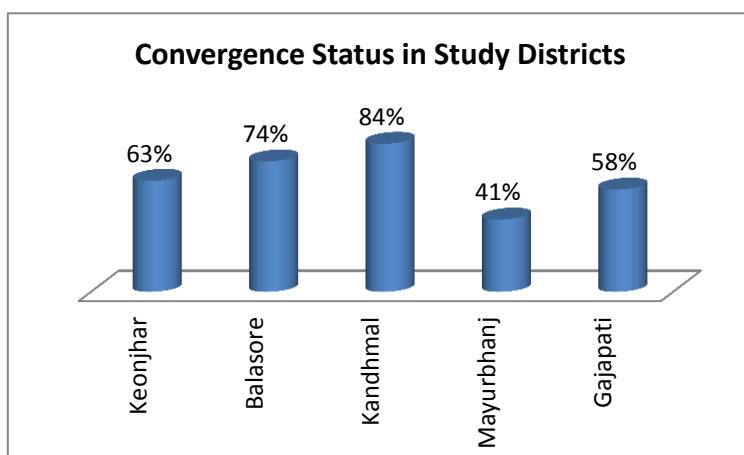


Total 34 villages covering 20 Gram Panchayats and 9 Blocks from 5 districts were undertaken for survey for the purpose of the study. Total Households in 34 villages are 4823 of which 3056 are ST HHs (63%), 562 are SC HHs (12%) and 1205 HHs (25%) are of general category. In the surveyed villages, 1955 HHs are FRA title holders, which is 40.5% of the total HHs and around 70% of the total ST HHs.



### Convergence Status in Study Districts

In the study districts, as per the October 2015 status report of ST & SC Development Department convergence is highest in Kandhmal district (84%) followed by Balasore (74%), Keonjhar (63%), Gajapati (58%) and Mayurbhanj



(41%) districts as against the Odisha State average of 64.8%.

### Convergence Status in the Study Villages/Panchayats

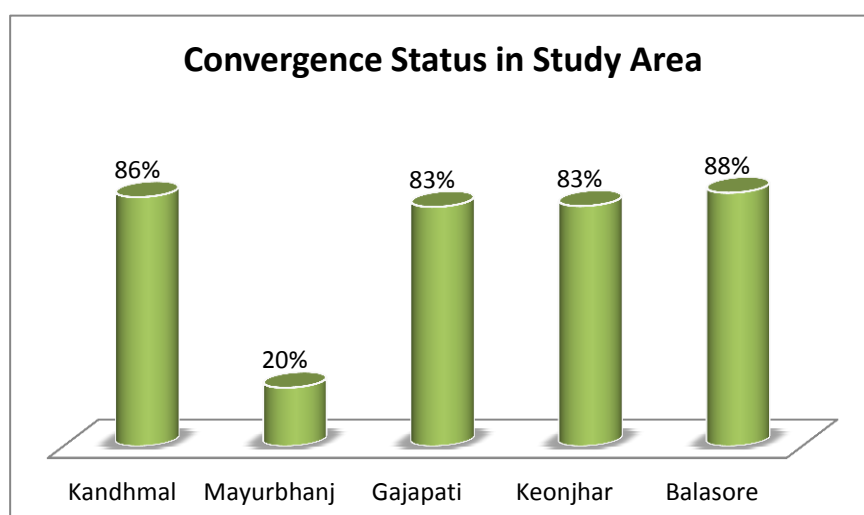
The table below indicates that of 1955 FRA title holders in the surveyed villages, 1390 HHs have been converged under different government programmes and schemes which is coming around 71%.

Sl No	Districts	Blocks	GPs	No. of villages	Total HHs	FRA title holders	Convergence of schemes (No. of Title holders covered)
I	II	III	IV	V	VI	VII	VIII
1	Kandhmal	2	4	8	600	203	175
2	Mayurbhanj	2	4	5	915	386	78
3	Gajapati	2	6	10	747	230	190
4	Keonjhar	2	4	8	2015	1024	849
5	Balasore	1	2	3	546	112	98
6	<b>Total</b>	<b>9</b>	<b>20</b>	<b>34</b>	<b>4823</b>	<b>1955</b>	<b>1390</b>

In Kandhmal district total 8 villages were surveyed covering 4 Panchayats and 2 blocks. Total households in 8 villages are 600, of which 203 are FRA right holders. Of 203 title holders, 175 hhs have been covered under different convergence schemes. This indicates that in the sample villages surveyed in Kandhmal districts 86% of the FRA title holders have been covered under various convergence schemes.

In Mayurbhanj district total 5 villages were surveyed covering 4 Panchayats and 2 blocks. Total households in 5 villages are 915, of which 386 are FRA right holders. Of 386 title holders, 78 hhs have been covered under different convergence schemes. This indicates that in the sample villages surveyed in Mayurbhanj district only 20% of the FRA title holders have been covered under various convergence schemes.

In Gajapati district total 10 villages were



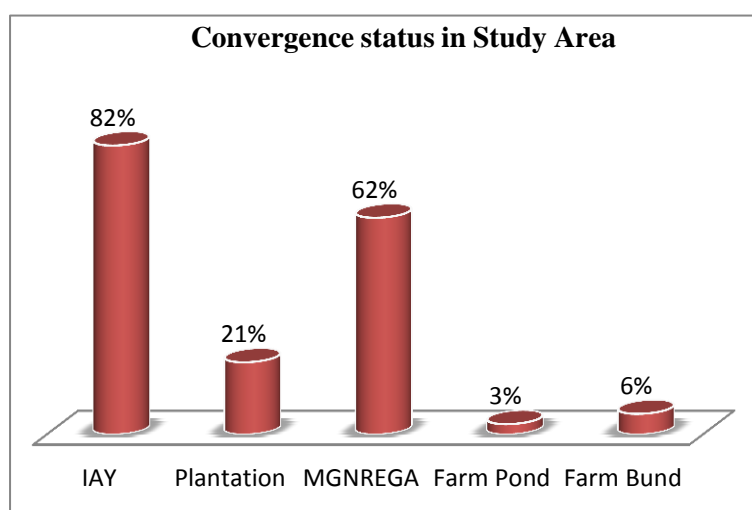
surveyed covering 6 Panchayats and 2 blocks. Total households in 10 villages are 747, of which 230 are FRA right holders. Of 230 title holders, 190 hhs have been covered under different convergence schemes which shows that 82.6% of the FRA title holders in the surveyed villages have been covered under various convergence schemes.

In Keonjhar district total 8 villages were surveyed covering 4 Panchayats and 2 blocks. Total households in 8 villages are 2015, of which 1024 are FRA right holders. Of 1024 title holders, 849 hhs have been covered under different convergence schemes which shows that 82.9% of the FRA title holders in the surveyed villages have been covered under various convergence schemes.

In Balasore district total 3 villages were surveyed covering 2 Panchayats in 1 block. Total households in 3 villages are 546, of which 112 are FRA right holders. Of 112 title holders, 98 hhs have been covered under different convergence schemes. This indicates that in the surveyed in Balasore district 87.5% of the FRA title holders have been covered under various convergence schemes

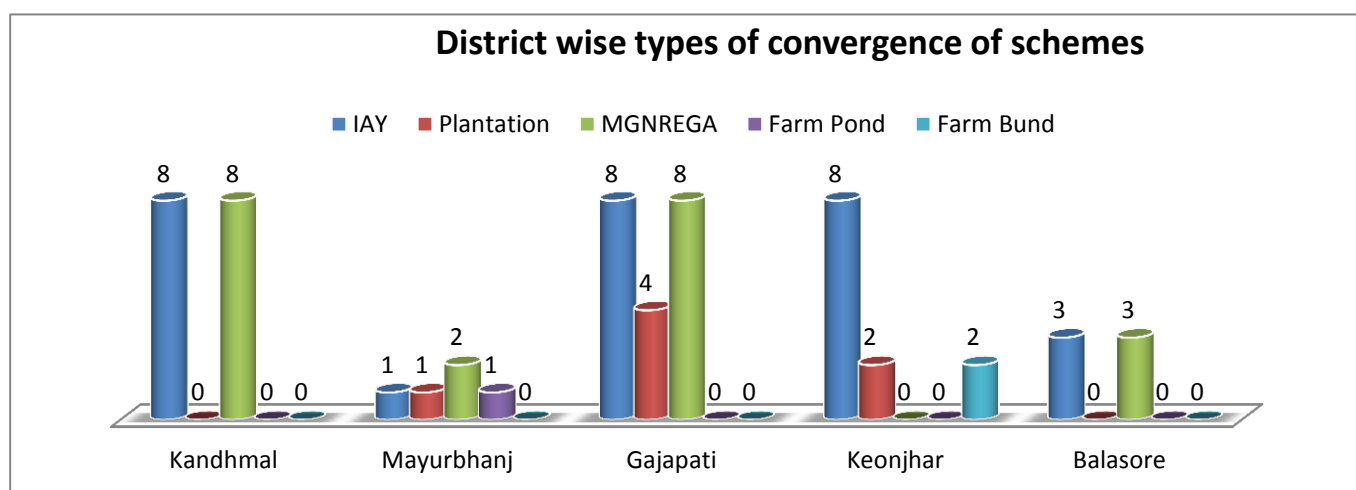
### Types of Convergence

SL No	Districts	Total villages	Type of convergence of schemes				
			IAY	Plantation	MGNREGA	Farm Pond	Farm Bund
I	II	III	IV	V	VI	VII	VIII
1	Kandhmal	8	8	0	8	0	0
2	Mayurbhanj	5	1	1	2	1	0
3	Gajapati	10	8	4	8	0	0
4	Keonjhar	8	8	2	0	0	2
5	Balasore	3	3	0	3	0	0
6	TOTAL	34	28	7	21	1	2



In the study area, the FRA title holders have primarily received the benefit under Indira Aawas Yojna (82%) and MGNREGA (62%). In few areas, plantation has taken place through horticulture department and land development activities like farm

pond and farm bonding/levelling has also been taken up in the IFR land of the title holders. In Kandhmal district, in the sample villages surveyed FRA title holders have received the benefits mostly under IAY and wage labour under MGNREGA. Similar is the case in Balasore district. In Mayurbhanj, Keonjhar and Gajapati district plantation in the IFR land has been carried out. From the field visit it was evident that in Keonjhar and Mayurbhanj districts, land development activities like land levelling, farm pond, farm bund etc has also been done which has increased the productivity of the land. Further, in Keonjhar, Gajapati and Mayurbhanj districts intercropping of fruit trees like mango, sapota etc. has also been done through horticulture department as well with support from NABAARD (Keonjhar). During field visit it was found that in the Juang Development Agency (micro project area) of Keonjhar district, in Kuanra GP and Baragarh GP of Banspal Block, JDA has carried out



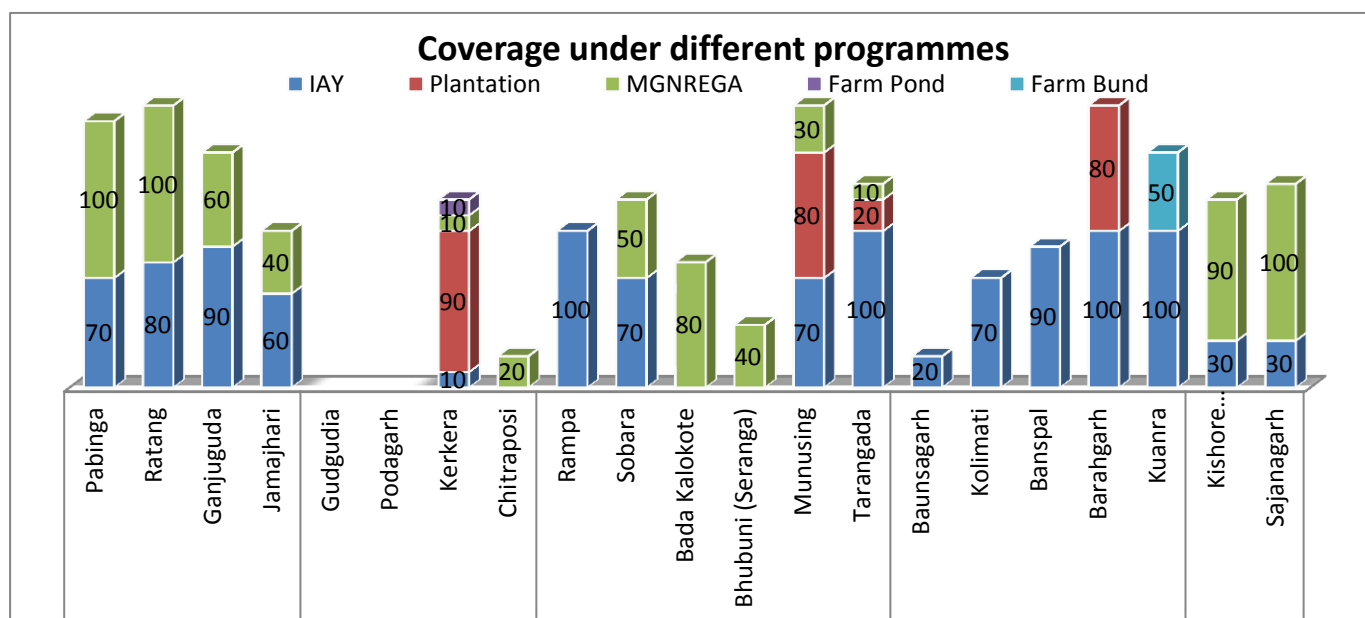
extensive land development activities like land levelling, farm bonding and has also carried out integrated cropping of vegetables like chilly, potato, brinjal along with intercropping of fruit trees. The land levelling and bonding has been done under MGNREGA and the plantation has been carried out with support of NABAARD.

#### Reach and coverage under different convergence programs in study area +

Sl No.	District	GP	Total No. Villages surveyed	Total FRA Title holders	Total HH surveyed	Total no. of HHs covered under different schemes					
						IAY	Plantation	MGNREGA	Farm Pond	Farm Bonding	Total
I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
1	Kandhmal	Pabingia	2	54	10	7	0	10	0	0	17
		Ratang	2	76	10	8	0	10	0	0	18
		Ganjuguda	2	28	10	9	0	6	0	0	15
		Jamajhari	2	45	10	6	0	4	0	0	10
2	Mayurbhanj	Gudgudia	2	31	10	0	0	0	0	0	0
		Podagarh	1	70	10	0	0	0	0	0	0
		Kerkeria	1	45	10	1	9	1	1	0	12

		Chitraposi	1	240	10	0	0	2	0	0	2
3	Gajapati	Rampa	2	47	10	10	0	0	0	0	10
		Sobara	2	26	10	7	0	5	0	0	12
		Bada Kalokote	1	40	5	0	0	4	0	0	4
		Bhubuni (Seranga)	1	25	5	0	0	2	0	0	2
		Munusing	2	27	10	7	8	3	0	0	18
		Tarangada	2	65	10	10	2	1	0	0	13
4	Keonjhar	Baunsagar h	1	55	10	2	0	0	0	0	2
		Kolimati	2	177	10	7	0	0	0	0	7
		Banspal	1	242	10	9	0	0	0	0	9
		Barahgarh	2	94	10	10	8	0	0	0	18
		Kuanra	2	456	10	10	0	0	0	5	15
6	Balasore	Kishore Chandrapur	2	79	20	6	0	18	0	0	24
		Sajanagarh	1	33	10	3	0	10	0	0	20
7	TOTAL	21 GPs	34 villages	4823 title holders	210 hhs	112	27	76	1	5	228

The table above indicates that in the sample households surveyed IAY and wage labour under MGNREGA are the two major schemes which have reached out to the highest number of FRA right holders.



In Kandhmal district, FRA title holders have been benefitted under IAY and MGNREGA only, wherein 100% of the surveyed households from Ratang and Pabina GP have been



covered under MGNREGA. IAY housing have been received by 90% of the HH in Gunjuguda GP, 80% HH in Ratang, 70% in Pabinga and 60% of the surveyed HH in Jamjhari GP.

In Mayurbhanj district the status of convergence in the surveyed GPs is very minimal. But the district shows different schemes being converged in the land of the FRA titleholders. In Kerkeria GP, plantation has been carried out in 90% of the individual land of the HHs surveyed, 10% of HHs have received IAY houses, 10% of the HHs have been covered under MGNREGA and construction of farm pond has been done in 10% of the surveyed households for improving the productivity of the land.

In Gajapati district, 100% of the surveyed HHs in Rampa and Tarangada have received IAY housing, plantation has been carried out in 80% of the HHs in Munsing and 20% of the HHs in Tarangada GP. In Badakalakote (80%) and Bhubuni (40%) GP, FRA right holders have been covered only under MGNREGA.

In Keonjhar district, 100% of the surveyed HHs in Baragrah and Kuanra GP have received IAY housing followed by Banspal ((90% of HHs) and Kolimati (70%) GP. Plantation has been carried out in 80% of the HHs in Baragarh GP and land levelling and farm bunding has been done in 50% HHs of Kuanra GP.

In Balasore district, out of 30 HHs surveyed under Kishore chandrapur and Sajnagarh GP only 9 HHs (30%) have received housing under IAY and 90% of the surveyed HHs from Kishore chandrapur GP and 100% of the surveyed HH from Sajangarh GP have received wage labour under MGNREGA.

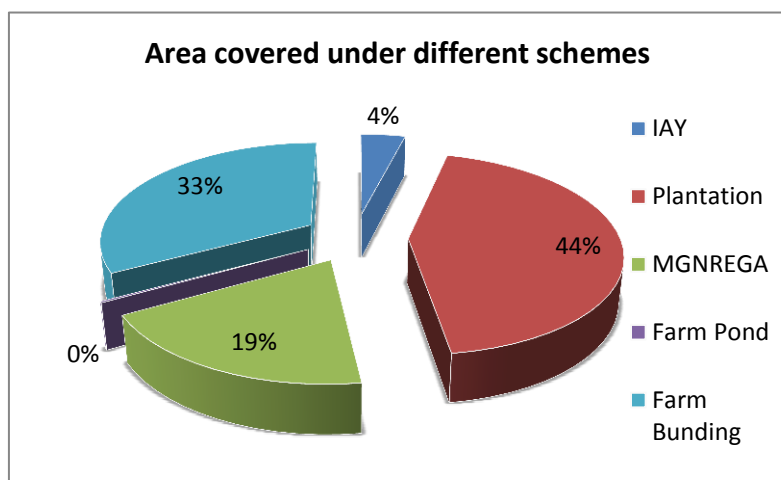
## **Objective 2: Land utilization status of FRA right holders under convergence programme in the study areas**

**Table: Profile of distributed land**

Sl No	Districts	No of villages	Total FRA Title holders	No. of hhs surveyed	Land utilization Status(area in acre)		Area covered under convergence (in %)
					Area Recognised for title( in acres)	Area covered under diff. Schemes (in acres)	
I	II	III	IV	V	VI	VII	VIII
1	Kandhmal	8	203	40	57.77	9.39	16.2%
2	Keonjhar	8	1024	50	234.33	59.13	25.2%
3	Mayurbhanj	5	386	40	98.85	19.22	19.4%
4	Gajapati	10	230	50	138.60	26.19	18.9%

5	Balasore	3	112	30	45.99	3.66	7.9%
6	<b>Total</b>	<b>34</b>	<b>1955</b>	<b>210</b>	<b>575.54</b>	<b>117.59</b>	<b>20.4%</b>

In the 210 HHs surveyed, area recognised under FRA under IFR is around 575.54 acres. Of



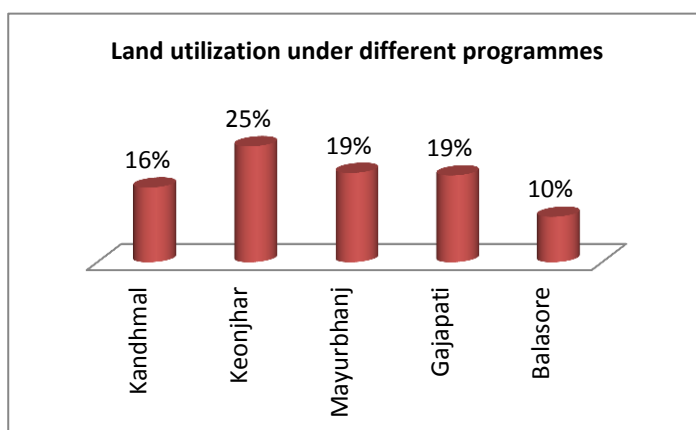
the total area recognised under FRA, around 117.59 acres of forestland i.e 20.4% has been converged under different programmes/schemes. Of the total land converged under different schemes, plantation has taken place in 51.54 acres (44%) of forestland, followed by land levelling and farm

bunding in 38.66 acres (33%), land development under MGNREGA in 22.44 acres (19%) and housing under Indira Awas Yojna in 5.57 acres (4%) of forestland.

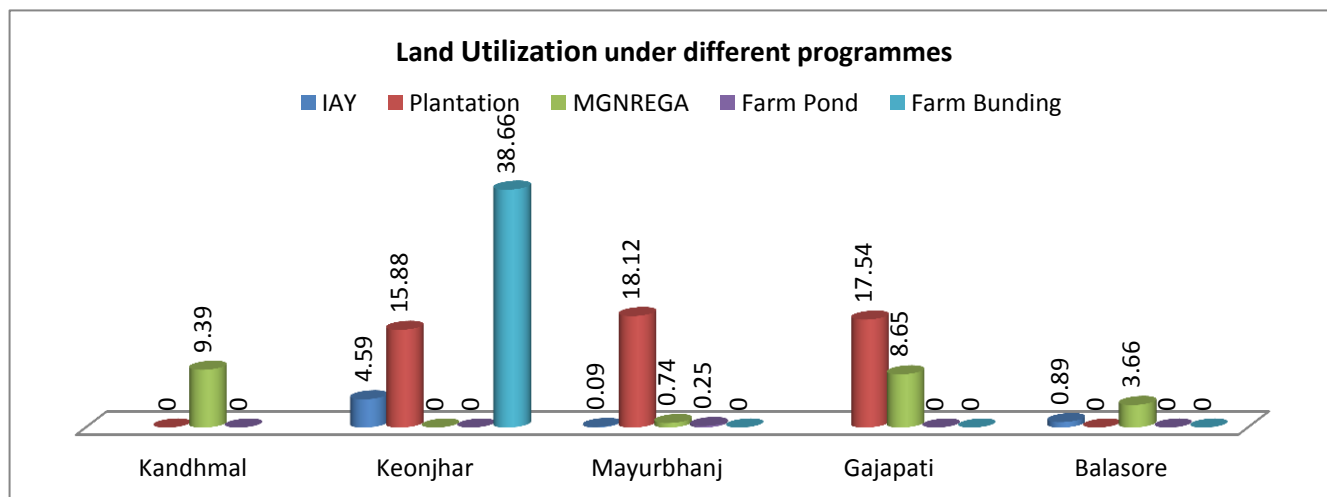
#### Area covered under different Schemes/Programmes

SI No	Districts	No of villages	Total Title holders	No. of hhs surveyed	Land utilization Status(area in acre)		Area covered under diff. Schemes(in acre)				
					Area Recognised for title( in acre)	Area covered under diff. Schemes( in acre)	IAY	Plantation	MGNREGA	Farm Pond	Farm Bunding
I	II	III	IV	V	VI	VII	VIII	IX	X	XI	XII
1	Kandhmal	8	203	40	57.77	9.39		-	9.39	-	
2	Keonjhar	8	1024	50	234.33	59.13	4.59	15.88	-	-	38.66
3	Mayurbhanj	5	386	40	98.85	19.22	0.09	18.12	0.74	0.25	-
4	Gajapati	10	230	50	138.60	26.19		17.54	8.65	-	-
5	Balasore	3	112	30	45.99	4.55	0.89	-	3.66	-	-
6	<b>TOTAL</b>	<b>34</b>	<b>1955</b>	<b>210</b>	<b>575.54</b>	<b>117.59</b>	<b>5.57</b>	<b>51.54</b>	<b>22.44</b>	<b>0.25</b>	<b>38.66</b>

In Kandhmal district among the sample households out of 57.77 acres of land recognised under FRA, land development under MGNREGA has been carried out only in 9.39 acre of land.



In Keonjhar district, 59.13 acres (25%) of the land recognised under FRA has been covered under different govt. programmes. Of the surveyed hhs, farm bunding and land levelling has been done in 38.66 acres (65%) of the land received under FRA, plantation has been done in 15.88 acres (27%) of the land and 4.59 acres (4%) of the land has been covered under IAY.



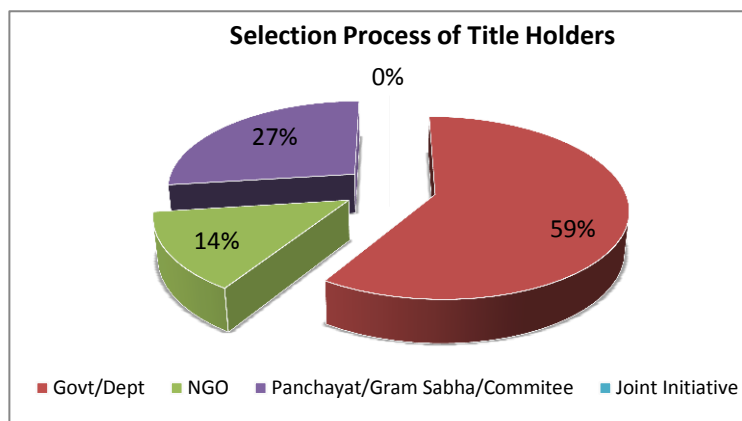
In Mayurbhanj district, in the sample villages surveyed, only 19.22 acres (19%) of the land recognised under FRA has been covered under different govt. programmes. Of the surveyed HHs, 18.12 acres (94%) of the land recognized under FRA has been covered under plantation, land development under MGNREGA has been done in only 0.74 acres (4 %) of the land and farm pond has been done in 0.25 acres (1%) of the land.

In Gajapati district also, in the sample villages surveyed, only 26.19 acres (19%) of the land recognised under FRA has been covered under different govt. programmes. In the surveyed villages only plantation and land development activities under MGNREGA have been taken up in the FRA lands. 17.54 acres (67%) of the land recognized under FRA has been covered under plantation and land development under MGNREGA has been done in 8.65 acres (33%) of the land.

In Balasore district, in the sample villages surveyed, only 4.55 acres (10%) of the land recognised under FRA has been covered under different govt. programmes. Land development under MGNREGA has been done in 3.66 acres (80%) of the FRA land and rest 0.89 acres (20%) have been covered under IAY.

### Objective 3: Institutional Mechanism (Process adopted)

In all the villages surveyed, it was found most of the initiatives of convergence has been taken up by the different line departments of the Government. As per the respondents, the selection of households/individuals for the allotment of different programmes is done by field officials of the different line departments. The people are mostly familiar with the field level extension officials from SC & ST Development Department (WEO), Panchayati Raj Department (GRS), Rural Development and Forest Department as most of the convergence activities have been taken up by these departments. The involvement of Gram Sabha in finalising the list of individuals for different programmes is very minimal or almost negligible. In most cases the Gram Sabha planning process is not getting integrated in the plans of any department and the implementation of the programmes and selection of beneficiaries is done to meet the targets as mandated under the departments.



### Implementation of Minimum Support Price for Minor Forest Produces

Ministry of Tribal Affairs, GoI in January 2014, declared the Minimum Support Price (MSP) for 10 MFPs with the objective of ensuring fair returns to the MFP gatherers mainly through minimum support price for identified MFP collected by them. The scheme is designed as a social safety net for improvement of livelihood of MFP gatherers by providing them fair price for the MFPs they collect.

**Table: Minimum Support Price declared by MoTA, GOI**

Sl	Name of MFP	MSP/Kg (Rs)
1	Karanja Seed	21
2	Mahua Seed	22
3	Sal Seed	10
4	Sal Leaves	21
5	Chironjee Pod with Seed	100
6	Myrobolan	11
7	Lac	
	Rangeeni variety	210
	Kusumi variety	290
8	Seeded Tamarind	88
9	Honey	132 ( except Gujarat)
10	Gum Karaya (Grade III)	108

*Source: Ministry of Tribal Affairs, GoI*

Mechanism of marketing of Minor Forest Produce through MSP has been rolled out in Odisha from 1st July 2014 and Tribal Development Cooperative Corporation of Odisha Ltd. (TDCCOL) has been declared as the State Procurement Agency (SPA) which will be engaging Self Help Groups/Van Surakhya Samitis/Joint Forest Management Committees/Forest Right Committees/Village Development Committees/Cooperative Societies/Tribal entrepreneurs etc as Primary Procurement Agency, one per Gram Panchayat to collect MFPs after their selection by the GP.

District level Monitoring & Coordination Committees have been constituted in 23 Districts in Odisha. 983 Primary Procurement Agencies (PPAs) have been selected and finalised from 896 Gram Panchayats in 23 districts (10 Scheduled and 13 Non Districts) of the State where MSP is being implemented.

**Table: Details of PPAs in the Study Districts**

Sl No	Districts	No. of Blocks	No. of GPs	No. of PPA finalised	Agreement signed
1	Kandhamal	12	52	32	19
2	Gajapati	5	20	24	21
3	Keonjhar	8	20	22	17
4	Mayurbhanj	4	40	41	41
5	Balasore	1	12	23	10

*Source: TDCCOL, Bhubaneswar*

In 2014-15, procurement of Mahua seed was done by TDCCOL under MSP scheme but it has been reported that only 180 quintals of Mahua Seed was procured as against the proposed plan of 500 quintals procurement of mahua seed. Wild Honey was not procured under the MSP Scheme last year. Seeded Tamarind procurement has started from 14th February 2015, and the quantity procured till date is only 90 MT as against the procurement plan of 9000 MT and as reported the collection is only done in Koraput & Keonjhar districts. The low procurement by the TDCCOL is not because of the higher market value of the produces than the MSP but the reason for the poor rates of procurement is lack of sensitization among the primary gatherers and PPAs, lack of preparedness by the TDCCOL with regards to infrastructure, machinery and functionaries as well. During field visit to Keonjhar and Kandhamal, it was found that the primary gatherers have sold Mahua seed at Rs 15/kg,

though the MSP for Mahua seed is Rs 22/kg. This shows that the provision of MSP has not yet been fully implemented in the ground and people are not adequately informed about it.

The extent of value addition before sale of MFP is critical in determining the income generated. There are several MFPs which have a great deal of potential for earning high revenue after value addition. Gatherers usually make some value addition to MFPs before sale. However, these value addition activities are minimal and tradition-based. Much of the profitable value addition takes place outside the areas where MFP is grown and collected, and the tribal people get a very low price for the raw or nearly raw products. The lack of appropriate value addition for increasing the shelf life of the product reduces the bargaining power of tribals because they have to dispose off their produce within a stipulated time-period. Value addition activities are seen primarily in the making of sal/ siali leaf plates with better techniques to enhance their longevity and strength, drying of mahua flowers, honey processing units which have yielded good results for the primary collectors. It is important to explore the potential of other produces as well and form collectives of the primary gatherers which can be supported in undertaking appropriate value addition activities. TDCCOL though is involved in value addition activities; it has to be scaled up with adequate expertise support. Adequate fund should be allocated for creation of storage facilities at the local level (at block level), primary processing and value addition of MFPs. Apart from fund, it needs to be ensured that technical persons are appointed at the TDCCOL branch offices for the construction work. Technical persons need to be also engaged for maintaining quality control, value addition and exploring market linkage for the different products.

The shift of ownership to right holders does not necessitate withdrawal of the State agencies from MFP trade. State agencies should continue to extend their support system to the MFP gatherers by way of purchasing the produces to provide minimum support price and safeguard against any potential exploitative cartel of buyers

**Table: Procurement Plan of MFPs under MSP for 2015-16**

<b>Products</b>	<b>Tama rind</b>	<b>Sal Seed</b>	<b>Mahu a Seed</b>	<b>Karan ja</b>	<b>Chironj ee Seed</b>	<b>Harid a</b>	<b>Honey</b>
<b>I</b>	<b>II</b>	<b>III</b>	<b>IV</b>	<b>V</b>	<b>VI</b>	<b>VII</b>	<b>VIII</b>
Rate per MT in Rs	22000	10000	22000	21000	100000	11000	132000
State Potential (MT)	20000	40000	10000	350	2000	2000	50
Target for 2015-16 (MT)	10000	20000	2500	350	700	1400	30

*Source: TDCCOL, Govt. of Odisha*

**Table: Procurement Plan of MFPs under MSP for 2015-16 in Study districts**

Districts	Estimated Procurement in MT						
	Tamarind	Sal Seed	Mahua Seed	Karanja	Chironjee Seed	Harida	Honey
I	II	III	IV	V	VI	VII	VIII
Kandhmal	180	950	220	-	-	20	2
Keonjhar	110	600	70	-	80	80	-
Mayurbhanj	500	4700	-	-	65	200	8
Gajapati	1400	300	80	45	-	225	-
Balasore		-	-	-	-	-	-
<b>ODISHA</b>	<b>10000</b>	<b>20000</b>	<b>2500</b>	<b>350</b>	<b>700</b>	<b>1400</b>	<b>30</b>

*Source: TDCCOL, Govt. of Odisha*

During 2015-16, it was targeted to procure 7 MFPs under MSP across Odisha as shown in the table above. For Tamarind the total procurement target for the State was 10000 MT and it is found that 21.9% of the total procurement target was from the study districts. 180 MT (1.8%) was from Kandhmal, 110 MT (1.1%) was from Keonjhar, 500 MT (5%) from Mayurbhanj and 1400 MT (14%) of tamarind procurement was targeted from Gajapati district.

For Sal seed, of the 20000 MT procurement target for the State, the study districts contributed to 32.8% (6550 MT) of the procurement target. Procurement of Sal seed from Kandhmal district was 950 MT (4.75%), 600 MT (3%) from Keonjhar district, 4700 MT (23.5%) from Mayurbhanj district and 300 MT (1.5%) was from Gajapati district.

For Mahua seed, the procurement target for the State was 2500 MT and out of the study districts procurement of Mahua seed was done only from Kandhmal, Keonjar and Gajapati districts. Kandhmal contributed to 8.8% (220 MT) of the procurement target, Keonjhar contributed to 2.8% (70 MT) and Gajapati district contributed to 3.2% (80 MT) of the State's target.

For Karanja, the procurement target for the State was 350 MT and out of the study districts procurement of Karanja was done only from Gajapati districts which contributed to 12.9% (45 MT) of the State's target.

For Chironjee seed, the procurement target for the State was 700 MT and out of the study districts procurement of Chironjee seed was done only from Keonjhar and Mayurbhanj

districts. Keonjhar district contributed to 11.4% (80 MT) and Mayurbhanj district contributed to 9.3% (65 MT) of the State's target.

For Harida, of the 1400 MT procurement target for the State, the study districts contributed to 37.5% (525 MT) of the procurement target. Procurement of Harida from Kandhmal district was 20 MT (1.4%), 80 MT (5.7%) from Keonjhar district, 200 MT (14.3%) from Mayurbhanj district and 225 MT (16.1%) was from Gajapati district.

For Honey, the procurement target for the State was 30 MT and out of the study districts procurement of Honey was done only from Keonjhar and Mayurbhanj districts. Keonjhar district contributed to 6.7% (2 MT) and Mayurbhanj district contributed to 26.7% (8 MT) of the State's target.

### **Construction of New Godowns and Modernisation of Haats under MSP Scheme for MFP**

Modernization of Haats with permanent structure and facilities of storage, drinking water, platforms, shade etc is an essential component of the scheme. Total budget approved for modernisation of haat is Rs 80 crore of which State Government will bear 25% of the cost and the remaining 65% of the cost will be borne by Government of India. Proposal for modernisation of 225 Haats in Odisha amounting to Rs 112500000 lakhs have been submitted by Govt. of Odisha of which modernisation of 200 Haats have been approved by Government of India.

Similarly construction of godowns for storage facilities at aggregation points has also been taken up by the State. In total 75 new godowns for aggregation centres have been proposed to be constructed in the State.

Details of construction of new godowns for aggregation centres and modernization of haats in the study districts have been given in the tables below:

**Table: Construction of New Godowns for aggregation centres in Study Districts**

<b>Districts</b>	<b>Locations</b>	<b>Total</b>
Kandhmal	Baliguda, Sanrangagada, Tikabali, Nuagaon	5
Keonjhar	Harichandanpur, Patna, Banspal, Kolimati, Pandapada	5
Mayurbhanj	Bisoi, Betonoti, Thakurmunda, Karanjia, Rairangpur, Khunta	6
Gajapati	Mandalsai	1
Balasore	-	-
<b>ODISHA</b>		<b>75</b>



**Table: Modernisation of Haats in Study Districts**

Districts	Haat Days	Locations	Total Haats
Kandhmal	Sunday	Daringibadi,Nuagaon	16
	Monday	Tumudibandha,Raikia,Bamunigaon	
	Tuesday	Kotagarh,Phiringia,Kesinga	
	Wednesday	Belghar,Kurtamgarh,Phulbani	
	Thursday	Sudra,Belaguda	
	Friday	Tikabali	
	Saturday	Balliguda,G.Udyagiri	
Keonjhar	Sunday	Rebena Palaspa,Saharpada,Tambahara	19
	Monday	Janghira,Saurali	
	Tuesday	Ghatagaon,Kanjipani,Pansdiha	
	Wednesday	Bhagamunda,Pandapada,Gonasika	
	Thursday	Kolamati,Banaspal,Telkoi,Champua	
	Friday	Bankapatuli,Harichandanpur,Goyalmunda	
	Saturday	Dhenkikote	
Gajapati	Sunday	Mohana,Adava,Seranga	18
	Monday	R.Udyagiri,Birikut, Koinpur	
	Tuesday	Badapada,Mondalsahi	
	Wednesday	Ramgiri,Chandragiri, Noranpur	
	Thursday	Chelligada,Nuagada,Gumma	
	Friday	Jaranga	
	Saturday	Chandiput,Paralakhemundi,Rayagada	
Mayurbhanj	Sunday	Monda,Bijaoha,Khunta	28
	Monday	Bosoi,Betanati,Padmapokhari	
	Tuesday	Udala,Sarat,Badasahi,Monda,Salchua,Jashipur	
	Wednesday	Kaptipada,Thakurmunda,Nota	
	Thursday	Karanjia,Monda,Dandiamuhan	
	Friday	Udala,Sarat,Monoda,Badasahi,Baisingha,Betanati	
	Saturday	Kaptipada,Bisoi,Rasgivindpur,Talchua	
Balasore	-	-	-
<b>ODISHA</b>			<b>225 Haats</b>

### 3.3. GOOD PRACTICES CASE STUDY

#### **A new governance paradigm<sup>4</sup>**

Madikhol village is situated in Jamjhari Gram Panchayat of Kandhamal district. The village is surrounded by forest and bestowed with natural resources. Spontaneous action and response by these community members has set an example for the entire G.P. The village has 34 families and every family is dependent on forest for their food and livelihood. The primary source of livelihood for this community is forest followed by agriculture, hence recognition of their Individual rights and community rights is a greatest strength for them. Rule (16) of the forest rights act amended rules says about the sustainable livelihood of the forest dwelling communities as well as the role need to be played by the different line departments. With an objective to develop a Gram Sabha based convergence plan under FRA a process has initiated and facilitated in this village. The planning process has involved user groups, village elders, Management Committee members and women making it possible to identify livelihood interventions appropriate to the local needs which are based mostly on forest and minor forest produces. There is a marked increase in the participation and involvement of women members in Jamjhari Gram Panchayat. Madikhol village as mostly forest based livelihoods have come up in the planning process. In a social and resource map community mentioned their need based plan. The village council has shared the plan with the district administration and in the District Level Committee meeting the plan got approved for execution. Madikhol village plan is the first ever “Gram Sabha based plan prepared under FRA” which has been accepted by the District Administration.

#### **Planning with communities:**

As mentioned in the first phase of the report that Government of Odisha has taken certain initiatives towards effective convergence, but the implementation of convergence program still requires structured and planned interventions to ensure post-handholding supports as envisaged in the Rule 16 of the FRA Amended Rules 2012. So, as a part of its strategic intervention in the implementation process of FRA, Vasundhara got into the bottom level to come out with a community-based convergence framework through action-research in the Kandhamal district. It is expected that this framework would build the capacity and

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<sup>4</sup> (source; Case study Vasundhara)

knowledge system within the Gram Sabha (where CFRR has been recognized) regarding policy-level loop holes and institutional roadblocks associated with the government programme and laws. The Gramsabha emerged as a 'pressure group' to monitor and make accountable the governance machineries on overall rural development at their level and provide constant vigil on the government activities. In Madikhol village of Jamjhari G.P Kandhamal, the village community have prepared the first such convergence plan on their own with the active involvement of FRC members, Women right holders and management committee members by giving more priority to women's decision, and the Gramsabha has approved the same. This convergence plan along with the Social and Resource map prepared by the community, Gramsabha resolution and letter has been submitted to the Collector and ITDA through Sarpanch for further course of action .

The process has been shared in the DLC meeting and two important decision has taken in the DLC .

- To execute the Madikhol Gram Sabha plan.
- To have an Institutional mechanism in the District level.

As a follow up to the DLC's decision a joint meeting has been organized by PA-ITDA and PD-DRDA with five different line departments .In this meeting both the above mentioned points were discussed.

### **Facilitation of Interactive meeting in between Communities and District Administration:**

Before preparation and finalization of the plan, series of interactive meetings were held between the community members and the district administration. These meetings were held at the Gram Panchayat level where line department officials also participated. These meetings provided a platform to the community members to share their issues and seek clarifications from the government officials. These interfaces gave an impression about the willingness and potential of the community members to develop and execute their own Gram Sabha based plan for the sustainable management of their CFR area.

### **Adoption of Resolution in the Gram Sabha:**

Gram Sabha members played a great role throughout the process and for every meeting resolutions were passed by the Gram Sabha members which were duly documented and kept for record purpose. After preparation of the convergence plan, the plan was duly adopted by the Gramsabha and submitted to line departments along with the copy of the Gram Sabha resolution.

- For first time a district level convergence committee has formed to support the Convergence process for right holders in Kandhamal .
- This initiative taken by Madikhol Gram Sabha has inspired the community members of more 22 villages of Jamjhari Gram Panchayat to know about in details about their rights and take steps to exercise the .
- As discussed in DLC the Gram Sabha based process is accepted by district administration and different line departments will provide their support for the executions of Gram Sabha plans.
- The initiative taken by the community created an example for the whole district .For which till now Collector, PA-ITDA and ST Commissioner visited Madikhol village and interacted with community members.

## 4. KEY ISSUES AND CHALLENGES

### 1. **Faulty implementation of FRA; area recognised under IFR less than claimed by the claimants:**

Area recognised under Individual Forest Rights is very minimal, in most of the cases it is less than the area which was traditionally under cultivation by the individual. Convergences of programmes like IAY, plantation of commercial trees and the like in the IFR lands has the threat of reducing further the land use under cultivation. There is also threat of losing the traditional/indigenous crop varieties like millets, pulses etc. which was used earlier as a staple food crop. Hence the entire purpose of convergence may backlash if not implemented sensitively taking into account the need and priorities of the individual/community.

### 2. **Correction of Record of Rights:**

IFR titles have been distributed without proper demarcation of the land and in many cases, the right holders are not even aware of the exact location and status of the land over which they have received the title. If the title holders are covered under different programmes without RoR correction this may lead to conflict in future.

### 3. **Slow Progress in Recognition of community forest resource rights (CFR):**

Till date, only 2909 CFR claims have been distributed which is covering only 7.2% of the potential villages to be covered under FRA. In Odisha, at least, 29,000 villages (FSI, 1999) will be eligible for CFR rights recognition as they are forest fringe villages. These villages are concentrated in the tribal, upland districts of the state. As per a study conducted by RRI International in 2015 at least 23,000 sq. km. of forests are eligible for recognition as CFRs in Odisha. CFR rights recognition has been limited to a few districts of the State (Mayurbhanj, Kandhmal) which needs to be taken up on a mission mode by the State Government. Convergence of programmes to address the ecological restoration, community conservation, livelihood generation and development in forested areas is only possible once the CFR rights are recognised and Gram Sabha is empowered to manage their own forest and design their own action plan for livelihood and ecological enhancement of the forest.

### 4. **Erroneous mapping of CFR areas:**

In most cases the mapping of community forest resource (CFR) rights area has been erroneous which overlaps with the area over which IFR rights have been recognized.

Convergence of any programmes for the development of CFR areas without proper demarcation of the area may lead to conflict. Of late, in order to avoid the overlaps between IFR and CFR areas in a village, corrective measures have been taken by Mayurbhanj and Kandhmal district administration. The CFR titles distributed in these two districts have demarcated the CFR area of a village exclusive of the area recognized under individual forest rights (IFR) in the particular village. The area recognized under IFR lands have been deducted from the total CFR area and CFR titles have been given for the rest of the area. This has helped in clear cut demarcation of the exact area of forestland recognized under IFR and CFR and it is suggested that such corrections need to be done in all the CFR titles distributed in other districts as well.

**5. Non participatory approach in the Convergence of programmes/schemes:**

Process of identification of beneficiaries under different programmes/schemes is completely a top-down process and has no involvement of Gram Sabha. It was found in the study villages that the allotment of IAY houses was not done as per the list of people approved by the Gram Sabha rather the selection of beneficiaries was mostly done by the line department officials at the block or district level. The involvement of Gram Sabha in finalizing the list of individuals to be covered under different programmes is not being considered or integrated in the plans of any of the line departments.

**6. Target driven approach:**

Different line departments are implementing various programmes in FRA lands just to fulfil their targets. For e.g plantation is primarily being taken up in the IFR land either through Horticulture or Forest Department, without consultation of the Gram Sabha or without any need assessment of the title holder. Horticultural plantations done in small patches of IFR land has no immediate benefits to the individual rather it affects the subsistence cultivation of the right holder. Further there is also uncertainty regarding the economic returns from the horticulture plants in future as it depends upon the survival rate of the plants. Similarly plantation of commercial species like teak, eucalyptus plantation is taken up by the Forest Department even without the consent of the Right holders.

**7. Scope of convergence of FRA with different programmes/schemes not explored:**

The nature of convergence of programmes seems to be limited to housing schemes and plantation programmes. It was observed during the field study that in the CFR areas no other land development programmes except plantation is being promoted. Even under plantation, in most of the areas plantation of commercial species are being taken up

which neither have any ecological value nor add to the food security of the forest dependent poor. Land development programmes as per the soil conditions/slope and requirement of the individual, enhancement of forest based livelihoods targeting at food and ecological security have not been taken up at the ground level with due priority.

**8. Delay of payment under MGNREGS:**

FRA title holders in the study district have availed the benefit of receiving 150 days wage labour under MGNREGA. But delay in payment is one of the major issues as shared by the villagers and officials during field visit due to which the people do not continue with the work. During the field visit to Keonjhar and Kandhmal, it was observed that there is around 15-20 crores outstanding payment under MGNREGS in the district<sup>5</sup>. Similarly crores of rupees worth of wages is yet to be cleared to the poor labourers in other districts as well. Fund shortage is the main reason for the delay in payment. Since funds have recently come from the Centre, it is expected that outstanding payments will be made but no new work can be taken up. This is acting as a major hindrance in the land development and other convergence activities under MGNREGA.

**9. Conflict between FRA and JFM:**

Identification of villages and selection of VSS to implement 'Ama Jungle Yojna' scheme by the Forest and Environment Department threatens to bypass the FRA altogether. As per the Government of Odisha, Ama Jungle Yojana emphasises preservation of forest and its sustainable management through community participation. The state government plans to spend Rs 1133.34 crore under the scheme in seven years (2015-16 to 2021-22). It targets to develop 3.5 lakh hectares of forest land under 44 different forest divisions. The budgetary requirement would be met from Compensatory Afforestation Management and Planning Authority, National Rural Livelihood Mission and Mahatma Gandhi National Rural Employment Guarantee Scheme funds. Under the Ama Jungle Yojana, the state government plans to assign each VSS management of 50 hectares of forest or afforestation on 10 hectares of land. The state has a total of 12,503 VSSs out of which **7,000 Vana Samarakhana Samitis (VSS)** are to be covered under the Ama Jungle Yojana to develop forest resources. It is to be noted that Forest Rights Act empowers the Gram Sabha/Palli Sabha through the FRC to delineate and claim its customary community forest resource and provides it the authority to conserve and manage it for sustainable use. Ama Jungle Yojana, on the other hand promotes the Joint

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<sup>5</sup> As shared by BDO and discussion with officials of the District MGNREGS cell

Forest Management framework of the Forest Department without vesting any rights or authority which is inconsistent with the provision for CFR management under FRA.

**10. Lack of adequate funds and functionaries with TDCCOL for proper implementation of MSP scheme:**

There is very little awareness amongst the rights holders related to MSP scheme for minor forest produce. TDCCOL is not empowered with adequate funds and functionaries for effective implementation of Minimum Support Price. Adequate funds need to be allocated for sensitization and training of PPAs on FAQ parameters on quality control of MFPs and machinery need to be provided to PPAs for quality checking at their level.

**11. Non applicability of programmes/schemes inside Protected Areas:**

MSP is not being applicable in Sanctuary areas based on letter (*No. 20220/F&E*) issued by the Forest and Environment (F&E) Department, on 3rd November 2014 stating that the collection of minor forest produce is prohibited inside protected areas. Forest Rights Act 2006 vests the community rights with the Gram Sabhas over forest resources including right to collect, dispose and manage the minor forest produces in all kinds of forestland including National Parks and Sanctuaries. Based on the provisions of FRA, State Government has also recognised community rights and Community forest resource (CFR) rights inside the sanctuaries and national parks as well. So now the order of the Forest & Environment department regarding the non applicability of MSP in the Sanctuary areas stands contrary to the legal position and is severely affecting the livelihood of the tribal population

**12. Absence of monitoring mechanism to track the benefits accrued to FRA right holders under different programmes:**

No tracking mechanism at the district and block level to know the exact data/information of number of FRA right holders and the area of land covered under different programmes and schemes.

**13. Absence of disaggregated database of FRA right holders:**

At the District level and below no disaggregated data is maintained to track the actual number of FRA title holders covered under different programmes. It is advisable that number of FRA title holders with the actual area covered under different programmes need to be maintained at the Heads of the Department level for proper monitoring of the convergence activities. Lack of database at the ITDA level regarding the village wise/Panchayat wise list of FRA right holders and the actual area covered under different programmes/schemes.



**14. Lack of coordination between line departments:**

Lack of coordination between line departments for implementation of convergence plan is a major challenge. Non integration of Gram Sabha planning into the district plan leading to imposition of schemes without the consent of the individual.

**15. Institutional Framework for Convergence:**

No convergence plan can be successful without specific and institutional mechanism for the same. Any convergence plan needs to be steered and regulated through proper institutional framework placed at different. Currently the line departments are functioning in parallel with their own targeted mandates and objectives. Integration of Gram Sabha level planning processes seem to be lacking in the district plan. **An institutional framework for convergence is suggested at Pg. No 62 in the report which may be taken up by the State Government for smooth and effective implementation of convergence of programmes and schemes.**

## 5. RECOMMENDATION & WAY FORWARD

- 1. Institutional framework:** Convergence plan needs to be steered and regulated through proper institutional framework placed at different levels. It is utmost important to have convergence and coordination among the line departments in order to ensure proper identification of individuals for allotment of schemes. *(Proposed Institutional framework suggested in Chapter 14)*
- 2. Restructuring of ITDAs:** ITDA offices should be upgraded and made functional at the district level. The project Administrator of ITDA should be made members of all development related bodies along with Project Director DRDAs to ensure proper coordination of convergence activities.
- 3. Gram Sabha Plan should be the basis of convergence:** Plan prepared by the Gram Sabha should form the basis of district and block level planning. The plan prepared by the Gram Sabha need to be submitted and approved at the Panchayat level and subsequently need to be integrated in the District Planning Process. Plans prepared by the Gram Sabha along with copies of the resolutions must be with ITDA office so that the PAITDA can appraise about the village level needs and priorities during the district planning meetings.
- 4. Need to maintain updated database for tracking the coverage of the right holders:** Disaggregated database of village wise list of FRA right holders, area of land recognised under FRA and no. of right holders and area of land covered different programmes/schemes by different line departments need to be maintained and updated on a regular basis at the ITDA office in TSP areas and DWO office in non TSP areas. *(Suggested format for reporting of IFR and CFR claims given in Annexure I and II)*
- 5. Coordination between line departments:** District level meetings need to be held at fixed intervals with participation of all line departments to review the programmes and schemes to be converged with the FRA right holders. Roles and responsibility of the line departments must be clear and instructions should come from the state to bridge the gap between departments and to avoid duplications.
- 6. Priority/need based mapping of FRA right holders for coverage under different programmes:** Selection of individuals for coverage different schemes should be based on the needs of the individual and should not be done arbitrarily just to achieve the departmental targets.

- 7. Correction of Record of Rights:** Correction of Record of Rights need to taken up on a priority basis and the titles received under FRA need to be incorporated in the ROR. Certified copies of the RoR need to be given to the title holders.
- 8. Recognition of community rights and community forest rights to be done on a priority basis:** Recognition of community rights and community forest resource rights should be geared up in all the districts. It needs to be ensured that areas recognised under CFR do not overlap with the area recognised under IFR. Correction of CFR titles need to be done in areas where such overlaps have happened. The CFR areas recognised under FRA need to be also incorporated in the RoR and such areas need to be brought under the management and control of the Gram Sabhas instead of the Forest Department.
- 9. Investment in land development activities:** Land development activities need to be focused in order to increase the fertility of the soil and crop production. Due priority must be given to enhance the livelihoods of the individuals by investing in forest based livelihoods, revival of traditional cropping systems, investing in soil and water conservation based on the landscape in order to maintain the ecological security of the area.
- 10. Convergence Plan in conjunction with the socio cultural and traditional practices of the tribals/forest dwellers:** Convergence need to be planned very sensitively and not imposed on the individuals. Any convergence initiative/activity should not alienate the forest dwellers from their age-old traditional practices, knowledge and wisdom and create social or ecological imbalance. For e.g. currently IAY houses are being allotted to FRA right holders as per the government's mandate irrespective of taking into account the need of the individual. Further, if IAY houses are constructed randomly in the forestlands recognised under FRA, the whole landscape may change in near future. Hence a need assessment must be done and priority must be given to the plan of the Gram Sabha for any interventions in the village.
- 11. Encourage development of agro forestry microenterprises:** Apart from increased number of days of employment under MNREGS, concerted efforts should be made to establish microenterprises based on forest or agricultural raw-material or animal husbandry. The capital and working costs for establishing and running such enterprises should be borne by the Govt. of India, Ministry of Tribal Affairs. The working capital so provided, should be kept in a joint account to be operated jointly

by one representative of the group of villagers running the enterprise and one Govt. official nominated by the designated officer of the State Govt.

**12. FRA right holders need to be treated as ‘Special Category’ and included in all development and social welfare schemes:** It is suggested that convergence of programmes need to look beyond the realm of housing and plantation schemes. Apart from addressing the food security from land based programmes, government may consider FRA right holders as a ‘**Special Category**’ and extend all necessary government programmes related to health, education, skill development and other social security schemes.

**13. Ecologically/culturally sensitive education:** The children of right holders should be provided with good, locally relevant, and ecologically/culturally sensitive education, including higher education, at Govt. costs under the existing schemes of the Tribal Department of the State. This assistance would include the boarding and lodging fees of the hostel also which will include the private hostel if Govt. run hostel is not available at the place where ward of the right holder wants to study. Local methods of learning and teaching, such as working within the community or with village elders, should be an integral part of the educational system (examples of this are available from various schools in MP/Maharashtra/AP, and the college under Adivasi Academy in Gujarat).

**14. Skill Building and Vocational Training:** The vocational training should be provided on priority basis to the right holders and their family members. The emphasis may be given on such trades which may create employment opportunities in and around their habitation, building on and enhancing local skills where available, and giving a prominent place in the training to local experts along with outside ones could be a good strategy. However, if any right holders or his family members want to get training in such trade which can get them any better employment in around outside their habitation, the facilities should also be created for such training. Some of such trades can be computer training, food and vegetable preservation, artificial jewellery, tailoring, electrical repair, motor winding, mushroom cultivation, cooking, carpet making, vehicle repair, sericulture, handicrafts, fish rearing, fabrication, welding, driving, building works masons making etc.

**15. Value Addition and Market Linkage for MFPS:** For facilitating the utilisation of community rights relating to collection and marketing of NTFPs, grazing, to bring fuelwood etc., action be taken to -

- iv. establish storage, value addition, and marketing channels to facilitate MFPs collection and trade,
- v. raise and/or develop and manage grazing lands on scientific principles in and around the villages.
- vi. to create ' Urja Vans ' for enhancing the production of wood in nearby areas of the villages so that the right holders or their family-members especially women need not travel long distances to bring fuel wood ;and eventually to replace fuelwood with decentralized renewable sources.

**16. Revamping the programmes/schemes of Tribal Department:** The Tribal Welfare Department's programmes be examined and modified in such way that the tribals in general and all other right holder under FRA in particular become self reliant in future.

**17. Management Committees under Sec 41(e) of FRA:** For monitoring the implementation of works relating to upliftment of socioeconomic condition of forest right holders it is recommended that the Committees proposed in the Forest Rights Act and Rules on future structure of forest governance may be authorized.

**18. Consultations with Civil Societies, tribal experts for designing specific convergence modules:** The inputs from Civil Society/NGOs, tribal experts, be taken in developing, implementing and monitoring site specific Convergence modules.

**19. Unique identify Code for the FRA right holders:** Every attempt should be made to avoid delay in transfer of benefits to the right holders or their family members under various schemes of development. For meeting this end, the attempt by Maharashtra TRTI of integrating the data base of all forest right holders on GIS platform by giving a thirteen digit code to all claimants could be studied and used with local level modifications, as required

**20. Gram Sabha to be the centre of development plans:** Gram Sabhas need to be empowered to prepare and execute their village plan. Technical and financial assistance need to be extended by the concerned line departments to the Gram Sabha as per their needs and demands. Gram Sabha and management committee formed under Section 4 1 (e) should be the nodal point in the village for management of the community forest resources and finalization of different programmes implemented in the village for the This is an inherent and inbuilt component within the FRA and needs to be honoured during convergence of programmes by all line departments.

## 5.1. PROPOSED INSTITUTIONAL MECHANISM

### **Institutional arrangement for convergence:**

Any convergence plan needs to be steered and regulated through proper institutional framework placed at different levels. To make convergence productive at the ground level benefitting to the people, the following institutional arrangement is proposed. The scope of this institutional arrangement may go beyond Forest Rights Act and may look after the convergence of different sectors / sub-sectors / departments at the state level. A Committee on convergence shall be formulated taking Government Officials, at the decision making level. The officials would be invited from different departments to form the committee based on the importance of the department for rendering convergence benefits to the FRA right holders. The committee, which will be suitably strengthened by experts and technical personnel to advise, formulate, appraise and monitor the implementation of the convergence model.

### **Institutional arrangement at state level:**

A “Committee on Convergence” would be formed with appropriate official procedures with the Chief Secretary as the Chairman of the Committee. The Secretary of ST & SC Development Department would act as the Convenor of the committee who would convene the meeting of the committee to discuss convergence issues from time to time. The committee would comprise members from other departments and participating departments could be Rural Development, Panchayati Raj, Finance Department, Forest & Environment, Planning and Coordination, Agriculture, Fisheries and ARD, Industries, Textile and Handloom, Labour and Employment and Women and Child Development. Apart from these twelve departments, based on the suitability, officials of other departments like Health and Family Welfare and members from financial institutions like NABARD, SIDBI and other commercial banks including RMK and RRBs can also be invited to the committee’s meeting. It is important to ensure that the representing officials of these departments should not be less than the position of the Director or official function of similar nature. The committee should be convened once in every quarter of a year to discuss on convergence issues. Once the matters of convergence are streamlined, the chairman of the committee may think of making it twice in a year or “as and when” basis. The committee would be primarily look in to policy level convergence bringing in resource and service convergence at the policy level. The

decisions taken at the State level would be communicated to districts for appropriate action and follow up.

### **Institutional arrangement at district level:**

District Level Committee (DLC) for FRA headed by the Collector will be responsible for the execution of state level policy convergence decisions at the district level. It is suggested that in districts having TSP areas, the PA-ITDA would be the Member Convenor of the committee as s/he is the person who needs to appraise the district level convergence needs to the committee members. In other districts, PD-DRDA would act as the Member Convenor of the committee for meetings on convergence issues.

It is suggested that in districts with TSP areas there is need to elevate status of ITDAs. In such districts ITDAs need to be functional at the district head quarter as a district level office like DRDA headed by a senior officer. The project Administrator of ITDA should be made members of all development related bodies along with Project Director DRDAs. If more than one ITDAs are there in the district, the ITDAs located in places other than district head quarter may act as satellite offices, if need be. ITDAs as district level offices may be strengthened too. The State Government already has a mandate for elevating standard of administration for tribal development programmes. For faster growth and development of the Tribal Sub Plan area i.e most backward areas of the State, this basic change for planning and execution of all development programmes is long overdue.

Other members of the committee may be PD-DRDA, DD-Agriculture, DD-Horticulture, DD-Fishery and Animal Husbandry, Rural Development, RWSS, DSWO, DWO, AGM-NABARD, District Forest Officer [DFO] and Lead Bank Officer [LBO]. As per the need, some other members may be inducted in to the committee as the permanent member or invitee to facilitate the execution process of the state policy decisions. The convenor will appraise the convergence needs of the FRA rights holders and strategy for convergence will be decided in the meeting. Accordingly, concerned departments will allocate their resources and services to make it meaningful and beneficial.

### **Mapping of community needs and priorities**

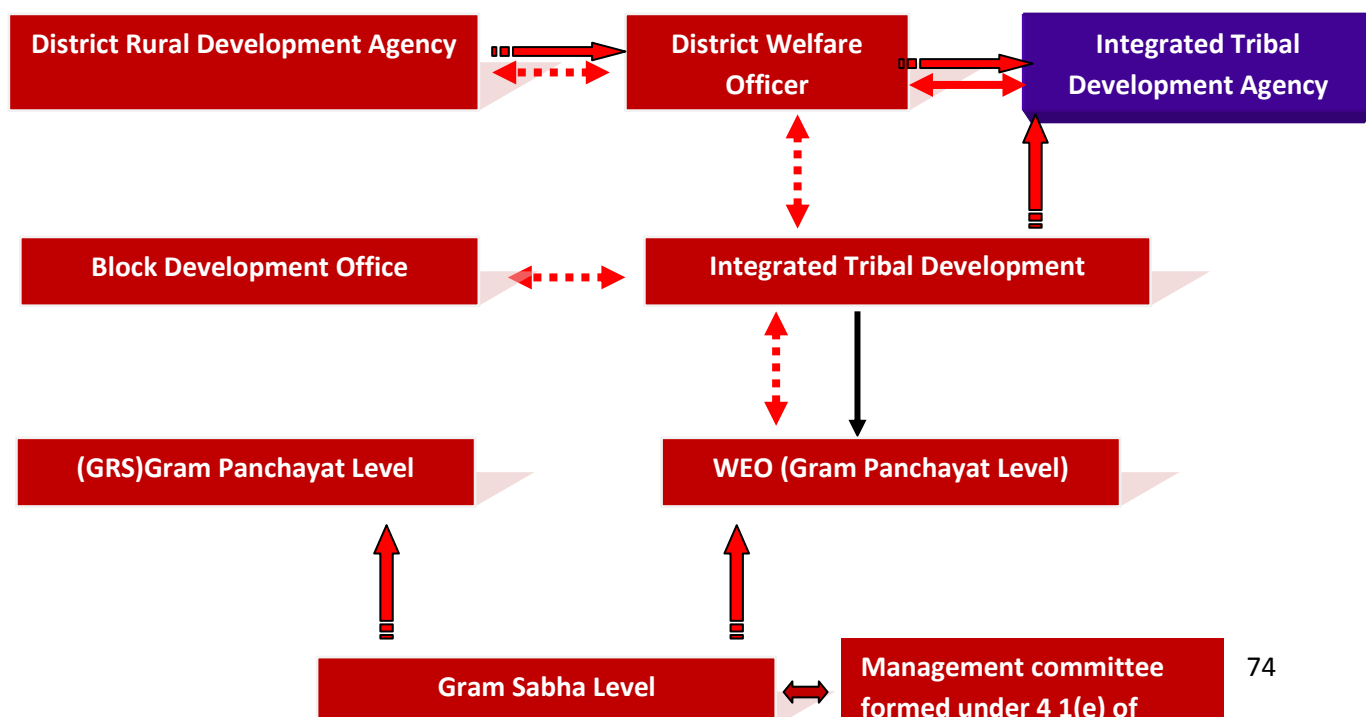
Before the execution of any convergence plan, it is utmost important to understand the needs and priorities of the community. It is suggested that village development plan needs to be prepared at the Gram Sabha level. Every Gram Sabha needs to form a Management

Committee as per Section 4 1(e) of the Forest Rights Act which will assist the Gram Sabha in the management and conservation of the community forest resources. The Management Committee will help the Gram Sabha in the development of Sustainable Village Development Plan which will be inclusive of socio-economic and ecological development of the village.

During the mapping process the entire list of FRA title holders along with the individual land details need to be recorded. Based on the condition of the land (soil, fertility, slope etc) and need of the individual title holder, the development of the land, seasonal land use (cropping pattern) horticulture plantation etc. can be decided. Similarly the planning of the entire Community Forest Resource Management need to be done at the Gram Sabha level and the entire village development plan need to be prepared.

**The Village Development Plan prepared at the Gram Sabha level must form the basis of any convergence plan.** The plan prepared by the Gram Sabha need to be submitted and approved at the Panchayat level and subsequently need to be integrated in the District Planning Process including ITDAs, DRDAs, Micro Projects and other tribal development agencies.

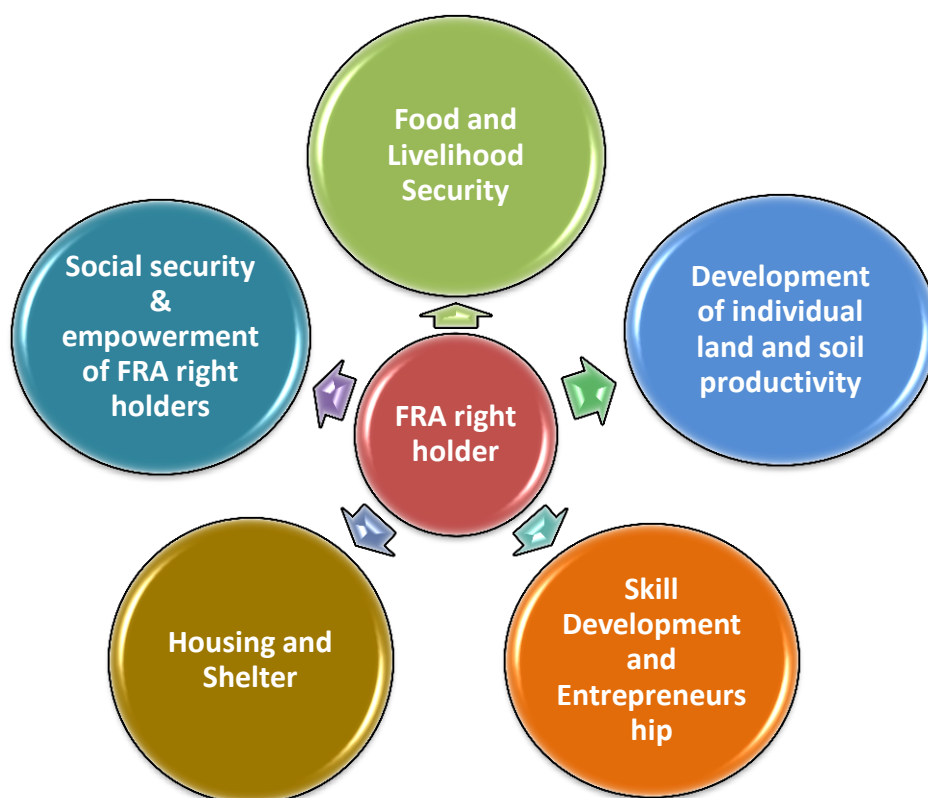
Since the village plan clearly identifies the forest right holders of the particular village along with their needs/requirements, it is clear that every Panchayat can come up with the detailed plan for the entire Panchayat with clear demarcation of list of FRA right holders and their need assessment. Accordingly the Panchayat wise plan along with the detailed list of FRA title holders needs to be submitted at the ITDA/DWO office. The PA-ITDA/DWO during the convergence meeting at the district level can appraise the Panchayat/Block wise plan to the various departments and accordingly the convergence plan of the district can be prepared.





## 5.2. SUGGESTED CONVERGENCE FRAMEWORK

### A. Convergence framework for Individual FRA right holders



#### 1. Addressing Livelihood and Food security

SN	Department	Functions	Expected Contribution [Indicative]	Schemes
1	Agriculture [ATMA,KVK, ICAR, OUAT]	1. To identify location specific needs of farming community for farming system based Agricultural development. 2. To set up priorities for sustainable agricultural development with farming systems approach. 3. To draw plans for production based system activities to be undertaken by farmers/ultimate users. 4. To execute plans through	1. Technical knowhow 2. Agriculture convergence planning 3. Capacity building of farmers 4. Service & resource dovetailing 5. Agriculture performance monitoring. 6. Promote farm mechanisation. 7. Support input subsidy. 8. Promote seed replacement.	1. Rashtriya Kisi Vikas Yojana [RKVY]. 2. National Food Security Mission [NFSM]. 3. Watershed Development 4. Rain-fed Area Development.

		line departments, training institutions, NGOs, farmers organizations and allied institutions	9. Agriculture Infrastructure supports. 10. Agriculture marketing support 11. Agro-enterprise promotion support	
2	Horticulture	1. Horticulture promotion through horticultural area expansion. 2. Promotion of fruit crops, vegetables, spices, floriculture etc. 3. Dissemination of technology	1. Technical knowhow 2. Horticulture plan 3. Capacity building of farmers 4. Services & resources 5. Monitoring. 6. Support input subsidy. 7. Agro-enterprise promotion	1. National Horticulture Mission [NHM] 2. National Horticulture Board 3. WADI, NAABARD
	Panchayati Raj			National Rural Livelihood Mission Odisha Livelihood Mission
3	Animal Husbandry	1. Fodder development 2. Infrastructural support	1. Technical support 2. Vaccination/de-worming 3. Infrastructural support 4. Capacity building 5. Enterprise development 6. Fodder farming 7. Market facilitation	1. Fodder development – seed distribution. 2. Training to unemployed educated youths 3. Strengthening milk production infrastructure
4	Fishery	1. Fishery development 2. Welfare of the fishermen 3. Infrastructure support 4. Market promotion	1. Inland fishery promotion 2. Credit to fishery cooperatives 3. Training / awareness 4. Water log area development 5. Insurance for marine fishermen	1. Construction of fish lending centres 2. Credit to fisher cooperatives 3. Market promotion through buyer seller meet 4. Training / awareness 5. Inland fish promotion 6. Brackish water fish promotion 7. Fisheries extension 8. Development of post harvest infrastructure 9. Cluster development in brackish water culture
5	Panchayati Raj	1. Strengthening PR system with devolved fund, functions & functionaries 2. Fostering Panchayat development	1. Creating employment-minimum of 150 days 2. Crating usable infrastructure / asset base 3. Credit support to SHGs for enterprise	1. SGSY 2. MGNREGA 3. DPAP 4. Special Area Development Programme

			4. Training of SHGs 5. Infrastructure development in schedule 5 <sup>th</sup> areas for education promotion	
6	Forest and Environment	1. Improving forest coverage 2. Promoting livelihood of forest dwellers	1. Self-employment training on grafting & gardening 2. Infrastructure for forest resource based crafts. 3. Decentralised nursery raising through SHGs	1. Orissa Forestry Sector Development Project [OFSDP] 2. Grafters / Gardeners training 3. Bamboo sector infrastructure development 4. Nursery raising as enterprise

## 2. Land development and improved soil productivity (IFR land)

SN	Department	Functions	Expected Contribution [Indicative]	Schemes
1	Agriculture	Irrigation in Agricultural fields for the families engaged in agriculture  Land Management- Soil Management for improved production  Soil health improvement  Land development, enterprise promotion, training / capacity building of SHGs / community members, plantation, water conservation	Subsidy to farmers for sinking shallow tube wells / medium tube wells / bore wells on their own field.  Subsidy to farmers for managing acidic soil. Subsidy on basic slag / paper mill sludge including transportation.  Farmers supported for soil fertility improvement  Farmers having degraded soil or less fertile soil  Implemented for drought proofing, economic development of village communities and restoration of natural resource base Families at the community can avail support for land development, enterprise development and training on management of natural resource including	Jala Nidhi (RIDF)  Rain-fed Area Development.  Management of Acid Soil  National Project on Management of Soil Health and Fertility  Drought Prone Area Programme(DPAP)
2	Irrigation & Flood Control	1. Increase irrigation coverage 2. Water management	1. Repairing lift irrigation points 2. Improvement of tanks	1. Biju Krushaka Vikas Yojana 2. Orissa Community

		3. Drainage & flood control	3. Fish farming in renovated tanks 4. Promotion of WUA / PP 5. Command area development	Tank Management Project 3. Orissa Integrated Irrigated Agriculture & Water Management Project 4. Command Area Development Programme.
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### 3. Social Security and development of FRA right holders

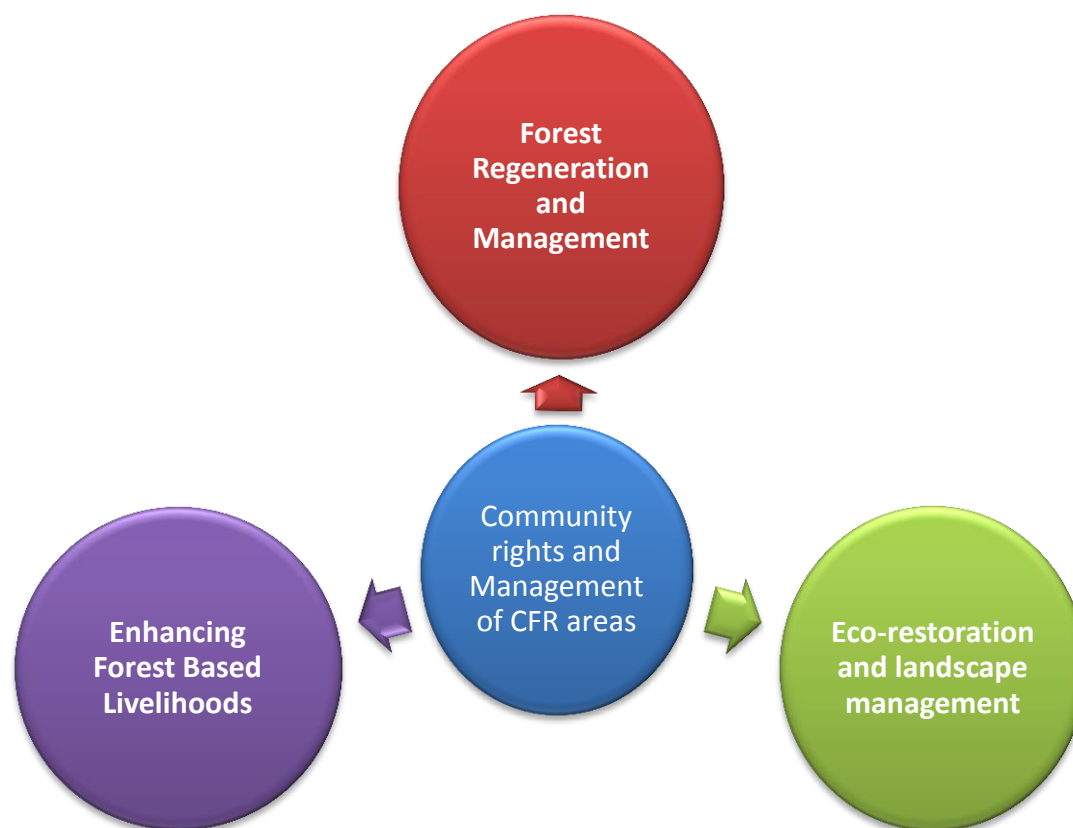
SN	Department	Functions	Expected Contribution [Indicative]	Schemes
1	Women & Child Development	1. Training & rehabilitation of physically challenged 2. Training of women 3. SHG promotion 4. Capital fund support to SHGs 5. Girl child education 6. Food grain support- Annapurna 7. Monthly pension 8. ICDS for women & child health & nutrition	1. Empowerment of women and children and their improved quality of living. 2. Social security coverage to aged, disabled and other sections	1. National Old Age Pension 2. National Family Benefit Scheme 3. National Maternity Benefit Scheme 4. Madhu Babu Pension Yojana 5. ICDS 6. Supplementary Nutrition Programme 7. Mid Day Meal Programme 8. Nutrition for Adolescent Girls
2	ST& SC Development Department	1. Social and economic mainstreaming 2. Promotion of education including girl child education 3. Legal & social security of SC/ST	1. Pre and post 10th scholarship 2. IEC on tribal welfare programmes 3. Educational training / coaching 4. Financial support 5. Legal advisory & support 6. Vocational training 7. Infrastructure for ST/SC students	1. Pre matric & post matric scholarship 2. Supply of reading materials 3. Legal aid to atrocity victims 4. Coaching for civil services 5. Scholarship for higher education 6. Conveyance support to Girls for pursuing higher education 7. Vocational Training support
3	Health & Family Welfare Department	1. Improve health status of the people 2. Rendering quality health services 3. Strengthening health infrastructure 4. Health status improvement in tribal areas	1. Training / awareness 2. Medicines free of cost 3. Health infrastructure 4. TB and malaria eradication 5. Family planning measures	1. National Rural Health Mission 2. National malaria eradication programme 3. National Filariasis control programme 4. National Tuberculosis control programme

4	Education (School & Mass and Higher Education Department)	1. Development of education with special focus on girl child education 2. Promotion of educational infrastructure	1. Pre and post 10th scholarship 2. Girl child enrolment and education 3. Vocational trainings	1. SSA 2. DPEP
5	Rural water supply & sanitation	1. Providing safe drinking water to the rural people 2. Operation and maintenance of water supply system 3. Ensuring quality of services	1. Operation & maintenance of tube wells 2. Pipe water supply to the villages 3. Awareness on sanitation	1. Accelerated rural water supply programme 2. Rural pipe water supply 3. Rural sanitation programme
6	ST& SC Development Department	Infrastructure dev. in tribal areas, support to tribal families for income generation  Infrastructure development in tribal areas with construction of model schools	Tribal development through infrastructure development, income generation of tribal families, individual and family benefit scheme  Education of the tribal families  Development of PVTGs	1. Tribal Sub Plan (TSP) 2. Special Central Assistance for TSP Areas [this includes areas coming under ITDA, MADA, MPC & DTDP 3. Grants Under Article 275(1) of the constitution 4. CCD plan (Micro Project Areas)

#### 4. Housing and Shelter

SN	Department	Functions	Expected Contribution [Indicative]	Schemes
1	Panchayati Raj Department	Flagship programme of the Ministry of Rural Development as part of the larger strategy of rural poverty eradication, in order to reduce the rigours of poverty and to provide the dignity of an address to the poor households to enable them to access different rural development programmes.	Housing for FRA right holders	Indira Awas Yojna
2	Panchayati Raj Department	The rural households whose name does not find placed in the BPL list but are otherwise genuine poor may also be allotted a house in the joint name of spouse.	Housing for FRA right holders	Mo Kudia

## B. Convergence framework for Management and Development of CFR areas



### 1. Forest Regeneration and Conservation

SN	Department	Functions	Schemes
1	Forest and Environment	Regeneration & restoration of degraded forest & livelihood promotion.	Orissa Forestry Sector Development Project [OFSDP]
2	Forest and Environment	Preservation of forest and its sustainable management through community participation	Ama Jungle Yojna
3	Forest and Environment	Promote afforestation and Regeneration Activities	Compensatory Afforestation Fund Management & Planning Authority Fund (CAMPA)
4	Orissa Bamboo Development Agency	Bamboo resource regeneration and Marketing	National Bamboo Mission

5	Odisha Forest Sector Development Project	Promote afforestation and Regeneration Activities	Restoration of degraded forest/land (Forest Management)
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## 2. Eco-restoration and landscape management plan

SN	Department	Functions	Schemes
1	Odisha Watershed Development Mission	Soil and Water conservation and landscape management/restoration	Integrated Watershed Management Programme (IWMP)
2	Odisha Watershed Development Mission	Resource management for enhancing of agricultural productivity and production to bio-mass on sustainable basis and restoration of ecological plans in rainfed areas.	National Watershed Development Project for Rain fed Areas
3	Agriculture	Treatment of Wastelands and increasing the soil productivity	Integrated Wasteland Development Project
4	Agriculture	Implemented for drought proofing, economic development of village communities and restoration of natural resource base	Drought Prone Area Programme (DPAP)
5	NABAARD	Restoration of natural resource base through people's participation and planning process	Watershed development Programme

## 3. Enhancing Forest Based Livelihoods

SN	Department	Functions	Schemes
1	TDCCOL (ST & SC Development Department)	Ensure minimum support price for forest produces to all the FRA right holders  Construction of storage facilities for MFPs  Value addition and mechanism of marketing of MFPs	Minimum Support Price (MSP) scheme
2	Odisha Forest Sector Development Project	Capacity building, promotion of forest based microenterprise, market linkage support	Community/ Tribal Development
3	Horticulture Directorate	In case production of selected fruits bearing trees for enhancing the	National Horticulture Mission (NHM)

	(Agriculture Department)	economic status of the farmers/FRA right holders & promote agro based industries. Training, Access to market infrastructure and quality planting materials	
4	Orissa Bamboo Development Agency	Bamboo resource regeneration, value addition and marketing	National Bamboo Mission



### 5.3. MAPPING OF POTENTIAL GOVERNMENT PROGRAMMES/SCHEMES

SI No.	Scheme Name	Objective	Convergence Component	Convergence Benefit	Department
<b>Special Programme for Rural Development</b>					
<b>1</b>	National Rural Employment Guarantee Scheme(NREGS)	Ensure a minimum of 150 days of employment for unskilled labourers	Employment, Income	Project villages having unskilled labourers can be enrolled under the scheme to avail employment for livelihood, SHG of labourers can be formed, converging health, education & social welfare with the labourers & their groups.	Panchayati Raj
<b>2</b>	Drought Prone Area Programme(DPAP)	Implemented for drought proofing, economic development of village communities and restoration of natural resource base	Land development, enterprise promotion, training / capacity building of SHGs / community members, plantation, water conservation	Families at the community can avail support for land development, enterprise development and training on management of natural resource including	Agriculture
<b>3</b>	Gopabandu Gramin Yojana (GGY) [in nonBRGF districts]	Bridge critical gap in local infrastructure development, other development requirements, planning & capacity building	Preparing convergence plans, infrastructure development, completion of unfinished infrastructure	Preparation of convergent planning at the project area, infrastructure development and capacity building of PRI members	Panchayati Raj

4	Special Central Assistance for TSP Areas [this includes areas coming under ITDA, MADA, MPC & DTDP]	Programmes for ITDA, MADA, Micro Project Clusters [MPC] and Dispersed Tribal Development Project [DTDP]	Infrastructure dev. in tribal areas, support to tribal families for income generation	Tribal development through infrastructure development, income generation of tribal families, individual and family benefit scheme	ST & SC Development
5	Grants Under Article 275(1) of the constitution	Infrastructure development in tribal areas with construction of model schools	Education of the tribal families	Promotion of education in tribal areas of the project and infrastructure development benefitting the tribal families	ST & SC Development
<b>Agriculture Department</b>					
6	Jala Nidhi (RIDF)	Subsidy to farmers for sinking shallow tube wells / medium tube wells / bore wells on their own field.	Irrigation promotion	Irrigation in Agricultural fields for the families engaged in agriculture	Agriculture
7	Input Subsidy	Subsidised inputs to farmers [seeds only] during natural calamity / pest attack of severe degree.	Subsidy in seeds	Agricultural inputs	Agriculture
8	Management of Acid Soil	Subsidy to farmers for managing acidic soil. Subsidy on basic slag / paper mill sludge including transportation.	Land Management	Agriculture - Soil Management for improved production	

<b>9</b>	Promotion of System of Rice Intensification (SRI)	To promote SRI system of cultivation for a better production with higher productivity	Technical support for SRI	Technology in agricultural production
<b>10</b>	Agricultural Marketing	Marketing infrastructure development like selling platforms, drying platforms, equipment for cleaning, grading etc. along with transportation of perishable goods.	Market infrastructure	Marketing of agricultural produces and better market infrastructure
<b>11</b>	Crop Insurance	Insurance of crops of farmers, irrespective of their holding size, under Rashtriya Krishi Bima Yojana for protection against crop loss during natural calamities, pest attack and diseases	Insurance of crops	Families engaged in farming of different crop types. It covers all category of farmers along with horticultural crops
<b>12</b>	National Food Security Mission	Support to farmers in shape of seeds and technology for higher rate of production	Improvement in agriculture production system	Training of selected farmers, seed & technology support

13	National Project on Management of Soil Health and Fertility	Farmers supported for soil fertility improvement	Soil health improvement	Farmers having degraded soil or less fertile soil
14	Development & Strengthening of Infrastructure for production & distribution of quality seeds.	Increasing seed replacement rate by producing quality seeds. Financial assistance provided to cultivators / seed growers towards seed cost, storage bin and training.	Financial assistance to farmers for quality seed production	Farmers interested for producing quality seeds in a enterprising mode with appropriate scale of production.
15	National Project on Promotion of Organic Farming	Establishing model organic farms, field demonstration, training, vermin culture, bio-gas slurry preparation etc.	Organic farming, training and demonstration of organic farming	Farmers interested for organic farming and receiving training on organic farming.
<b>Horticulture</b>				
16	Horticulture Programme in Non-Mission District	Horticultural programme in 6 non mission districts	Crop Development, Infrastructure	Farmers can avail support for horticultural activities
17	Development of Potato, Spices & Vegetables	Horticultural inputs to farmers	Horticulture promotion	Farmers can access subsidy for potato, spices & Vegetable cultivation.
18	Input Subsidy	Horticultural inputs to farmers	Horticulture promotion	Farmers can access subsidy for potato, spices & Vegetable cultivation.

19	Inter Cropping in Fruits Orchards	Inter-cropping technology promotion in Govt. Farms	Availing inter-cropping technology benefit from demonstration farms.	Farmers can learn the inter-cropping technology and adopt at their field level	
20	National Horticulture Mission (NHM)	In case production of selected fruits for enhancing the economic status of the farmers & promote agro based industries.	Skill / Training, Access to market infrastructure and quality planting materials	Farmers can avail quality planting materials in subsidised rate, training on horticultural crops and access to market infrastructures.	
<b>Animal Resources and Husbandry</b>					
21	Up-gradation of skill in Self-employment under ARD Scheme	Creation of self employment in animal husbandry.	Training of entrepreneurs	SHGs / farmers interested to take up animal husbandry as self-employment opportunity can be trained.	Fisheries & ARD
22	Training & Demonstration in Fodder Cultivation and Pasture Development	Promoting fodder cultivation as a part of animal husbandry activity.	Training of farmers	Farmers can get training on fodder cultivation.	Fisheries & ARD
23	Grant-in-Aid to selected institutions for providing training to unemployed educated youth	Imparting training to educated unemployed youths on animal husbandry activities	Training for self employment	The educated unemployed youths can be trained for self employment in animal husbandry.	Fisheries & ARD

24	Organization of exhibition for buyer seller meets and transfers of technical know-how to the farmers.	Market promotion through direct contact	Market tie up through attending exhibitions.	The farmers, with livestock activities can attend exhibitions; understand new management technologies and better sale of their products.	Fisheries & ARD
25	Fodder Seed Distribution in the State	Promotion of fodder cultivation for livestock	Seeds for fodder cultivation	Farmers interested for fodder cultivation can avail the seeds from the dept.	
<b>Forest and Environment</b>					
26	Orissa Bamboo Sector Infrastructure Development	Development of bamboo and support to bamboo artisans	Support to bamboo artisans	Bamboo artisans in the project area can avail the facility of common work place, establishment of their society, value addition of their products and marketing of products at different places.	Forest and Environment
27	Livelihood Opportunity for Forest Dwellers including Nursery raising	Promotion of decentralised nursery programme through SHG & VSS	Collective enterprise in forestry	As a collective enterprise, SHGs can take it up in their locality.	Forest and Environment
28	Orissa Forestry Sector Development Project [OFSDP]	Regeneration & restoration of degraded forest & livelihood promotion.	Credit, skill building and livelihood enhancement	SHGs in OFSDP implemented areas can avail financial assistance, training facility and other livelihood support.	Forest and Environment

<b>29</b>	Orissa Integrated Irrigated Agriculture & Water Management Project (OIAWMP)	Extension, renovation & modernisation of selected irrigation projects	Irrigation infrastructure development	Defunct lift irrigation points in the project sites can be improved for better irrigation	Water Resources
<b>30</b>	Orissa Community Tank Management Project	Restoration of community tank and improvement of livelihood of families living nearby area.	Developing community tanks for livelihoods	Derelict tanks in the project area can be taken up for protective irrigation and fishery activities. SHGs can be engaged for pisciculture in these tanks.	Water Resources
<b>31</b>	Biju Krushak Vikas Yojana (BKVY)	Management of water through water user association	Water management	Farmers in the project area can organise themselves in to water user association [WUA] or Pani panchayat to manage the water and collect water tax. It will help to improve the local irrigation system.	
<b>32</b>	Command Area Development Programme	Development of irrigation command area through field channels, field drains & other activities.	Irrigation promotion through field channel construction	If any of the project area is coming under command area development programme, farmers can avail the benefit of training on water management & agricultural technology	
<b>33</b>	Drainage Work	Water drainage from water log area	Land reclamation from water log areas	Farmers water log land or community land can be recovered	

**SOURCE: Orissa Poverty Reduction Mission Project TRIPTI, Guidelines for Convergence**

## SUGGESTED FORMAT FOR MONTHLY REPORTING ON STATUS OF IMPLEMENTATION OF FRA

### Status of Implementation of the FRA Act 20006, Amendment Rules, 2012 in the State (Odisha)

(Individual Claims) in ---- District

Sl	Name of District	No of Gram Sabha meetings held	No of Gram Palli sabhe meetings held subsequently	No of FRCs constituted by Gram Sabha	No of claims received by FRCs	No of claims verified by the FRCs and submitted to gram sabha	No of claims approved by Gram sabha and sent to SDLC	Gram Sabha level				
								Area involved in acre and No of Families				
								Area in Acre	No of Families			No of Claims remanded to FRCs
									Single Woman	Oth er	Total	

#### Sub-divisional Level Committee

Area Involved and No of families				No of claims rejected by SDLC	No of claims remanded to Gram sabha	No of Claims approved by DLC for
Area in acre	No of Families					
	Single woman	Other	Total			

#### District Level Committee

Area Involved and No of families					No of claims rejected by DLC	No of claims remanded to SDLC	No of Certificate Title Distributed	Area in Acre	No of Title distributed to single woman	Area in acre	No of Title distributed to PVTGs	Area in Acre	No of claims Uploaded
Area in acre	No of Families												
	Single woman	Other		Total									



**Status of implementation of the Forest Rights Act, 2006 in the State (Orissa)**

**Community Forest Resource (CFR) Claims under Form (C)**

Name of the District	No. of villages in the district	No. of Potential village to be covered under CFR	No. of village covered so far	No. of Gram Sabha (GS) meetings held for CFR claims	No. of FRCs constituted by Gram Sabha	No. of CFR claim received by FRCs	No. of claims verified by FRCs & sent to Gram Sabha	GRAM SABHA LEVEL					
								No. of claims approved by Gram Sabha (GS) & sent to SDLC	Area involved (in acres) and no. of families		No of claims rejected by Gram Sabha	No of claims remanded to FRC	No. of Gram Sabha confirming completion of recognition on claims so far (Total)
									Area in acres	No. of families			

SUB-DIVISIONAL COMMITTEE LEVEL					DISTRICT LEVEL COMMITTEE							
No. of claims approved by SDLC & sent to DLC	Area involved (in acres) and no. of families		No of claims rejected by SDLC	No of claims remanded to Gram Sabha	No. of Sub Division confirming completion of recognition on claims so far (Total)	No. of claims approved by DLC for titles	Area involved (in acres) and no. of families		No of claims rejected by DLC	No of claims remanded to SDLC	No. of Certificates of Titles distributed	Area (in acres)
	Area in acres	No. of families					Area in acres	No. of families				

### Profile of Study Area

District	Block	GP	Total No. Village	Total HH	Total FRA Title holder	Convergence	Sample households
Kandhmal	Phiringia	Pabingia	2	300	54	26	10
		Ratang	2	145	76	65	10
	Phulabani	Ganjuguda	2	99	28	39	10
		Jamajhari	2	56	45	45	10
Mayurbhanj	Jashipur	Gudgudia	2	133	31	17	10
		Podagarh	1	170	70	15	10
	Karanjia	Kerkera	1	98	45	14	10
		Chitraposi	1	514	240	32	10
Gajapati	Gosani	Rampa	2	172	47	47	10
		Sobara	2	178	26	19	10
	Gumma	Bada Kalokote	1	60	40	20	5
		Bhubuni (Seranga)	1	34	25	25	5
		Munusing	2	163	27	27	10
		Tarangada	2	140	65	52	10
Keonjhar	Anandpur	Baunsagarh	1	576	55	11	10
		Kolimati	2	364	177	46	10
	Banspal	Banspal	1	284	242	242	10
		Barahgarh	2	148	94	94	10
		Kuanra	2	643	456	456	10
Balasore	Nilagiri	Kishore Chandrapur	2	218	79	65	20
		Sajanagarh	1	328	33	33	10
			<b>34</b>	<b>4823</b>	<b>1955</b>	<b>1390</b>	<b>210</b>

**Convergence Status: Types of Convergence in study villages**

District	Block	GP	Total No. Village	Type of convergence				
				IAY	Plantation	MGNREGA	Farm Pond	Farm Bunding
Kandhmal	Phiringia	Pabinga	2	YES	NO	YES	NO	NO
		Ratang	2	YES	NO	YES	NO	NO
	Phulbani	Ganjuguda	2	YES	NO	YES	NO	NO
		Jamajhari	2	YES	NO	YES	NO	NO
Mayurbhanj	Jashipur	Gudgudia	2	NO	NO	NO	NO	NO
		Podagarh	1	NO	NO	NO	NO	NO
	Karanjia	Kerkera	1	YES	YES	YES	YES	NO
		Chitraposi	1	NO	NO	YES	NO	NO
Gajapati	Gosani	Rampa	2	YES	NO	NO	NO	NO
		Sobara	2	YES	NO	YES	NO	NO
	Gumma	Bada Kalokote	1	NO	NO	YES	NO	NO
		Bhubuni (Seranga)	1	NO	NO	YES	NO	NO
		Munusing	2	YES	YES	YES	NO	NO
		Tarangada	2	YES	YES	YES	NO	NO
Keonjhar	Anandpur	Baunsagarh	1	YES	NO	NO	NO	NO
		Kolimati	2	YES	NO	NO	NO	NO
	Banspal	Banspal	1	YES	NO	NO	NO	NO
		Barahgarh	2	YES	YES	NO	NO	NO
		Kuanra	2	YES	NO	NO	NO	YES
Balasore	Nilagiri	Kishore Chandrapur	2	YES	NO	YES	NO	NO
		Sajanagarh	1	YES	NO	YES	NO	NO

## Nature And Extent Of Convergence Programme, Reach And Coverage Of Different Programmes

District	Block	GP	Total No. Village	Total HH	Total FRA Title holders	Total no. of beneficiary covered under different schemes					
						IA Y	Plantation	MGNREGA	Farm Pond	Farm Bunding	Total
Kandhmal	Phiringia	Pabinga	2	300	54	7	0	10	0	0	17
		Ratang	2	145	76	8	0	10	0	0	18
	Phulbani	Ganjuguda	2	99	28	9	0	6	0	0	15
		Jamajhari	2	56	45	6	0	4	0	1	11
Mayurbhanj	Jashipur	Gudgudia	2	133	31	0	0	0	0	0	0
		Podagarh	1	170	70	0	0	0	0	0	0
	Karanjia	Kerkera	1	98	45	1	9	1	1	0	12
		Chitraposi	1	514	240	0	0	2	0	0	2
Gajapati	Gosani	Rampa	2	172	47	10	0	0	0	0	10
		Sobara	2	178	26	7	0	5	0	0	12
	Gumma	Bada Kalokote	1	60	40	0	0	4	0	0	4
		Bhubuni (Seranga)	1	34	25	0	0	2	0	0	2
		Munusing	2	163	27	7	8	3	0	0	18
		Tarangada	2	140	65	10	2	1	0	0	13
Keonjhar	Anandpur	Baunsagarh	1	576	55	2	0	0	0	0	2
		Kolimati	2	364	177	7	0	0	0	0	7
	Banspal	Banspal	1	284	242	9	0	0	0	0	9
		Barahgarh	2	148	94	10	8	0	0	0	18
		Kuanra	2	643	456	10	0	0	0	5	15
Balasore	Nilagiri	Kishore Chandrapur	2	218	79	6	0	18	0	0	24
		Sajanagarh	1	328	33	3	0	17	0	0	20

**Land Utilization status and No. of beneficiaries covered under different Programmes**

District	No of villages	Total Title holder	No. of hh surveyed	Land utilization Status(area in acre)		No. of HHs covered under different schemes				
				Area Recognised for title( in acre)	Area covered under diff. Schemes(in acre)	IAY	Plantation	MGN REGA	Farm Pond	Farm Bunding
Kandhmal	8	203	40	57.77	9.39	30	-	30	-	-
Keonjhar	8	1024	50	234.33	59.13	38	8	-	-	5
Mayurbhanj	5	78	40	98.85	19.22	1	9	3	1	-
Gajapati	10	230	40	138.60	26.19	34	10	15	-	-
Balasore	3	112	30	45.99	4.55	9	-	35	-	-

**FRA beneficiaries covered under different Govt. Schemes under  
Convergence**

**As on**

**31-10-2015**

Sl. No.	District	No. of Certificates of Titles distributed to Individual Claimants	No. of Rights holders covered under various Govt. schemes for their benefit							TOTAL (Col. 4 TO Col. 10)
			IAY	Mo Kudia	Mo Pokhari	Land Dev. under MGNREGS	+National Horticulture Mission	+ National Bamboo Mission	+Other Programmes (Please mention the programme)	
1	2	3	4	5	6	7	8	9	10	11
1	Balasore	2084	626	305					620	1551
2	Bhadrak	175	114						22	136
3	Cuttack	1560	1184	0	6	441				1631
4	Jagatsinghpur	47	6	39	2					47
5	Jajpur	3108	341	32	15	443	5	0	0	836
6	Kendrapara	305	245	3	5	112				365
7	Khurda	787	743	2	13	2	51		38	849
8	Mayurbhanj	21239	4196	523	377	1117			2560	8773
9	Nayagarh	3061	866		218	447	17			1548
10	Puri									0
	<b>TOTAL CZ</b>	<b>32366</b>	<b>8321</b>	<b>904</b>	<b>636</b>	<b>2562</b>	<b>73</b>	<b>0</b>	<b>3240</b>	<b>15736</b>

1	Angul	2545	957	0	60	964	1			<b>1982</b>
2	Bargarh	1099	547	5	139	95			21	<b>807</b>
3	Bolangir	1960	413	26	0	399				<b>838</b>
4	Deogarh	5909	1648			1545	15			<b>3208</b>
5	Dhenkanal	6109	2344	9	75	286	37		46	<b>2797</b>
6	Jharsuguda	2599	521		18	222				<b>761</b>
7	Keonjhar	49189	20342	776	266	6433	1357	132	1761	<b>31067</b>
8	Sambalpur	12581	4004	39	53		110		158	<b>4364</b>
9	Subarnapur	379	165		1	193	3			<b>362</b>
10	Sundargarh	9477	3172	112	496	1200	24	1	188	<b>5193</b>
	<b>TOTAL NZ</b>	<b>91847</b>	<b>34113</b>	<b>967</b>	<b>1108</b>	<b>11337</b>	<b>1547</b>	<b>133</b>	<b>2174</b>	<b>51379</b>
1	Boudh	1657	371	274	19	206	7			<b>877</b>
2	Gajapati	34353	17264	82	65	1336	625	71	545	<b>19988</b>
3	Ganjam	5594	2321	86	14	711	72		217	<b>3421</b>
4	Kalahandi	10077	3494	3	38	3200	0	0	310	<b>7045</b>
5	Kandhamal	57657	23464	1048	172	18958	4600	0	0	<b>48242</b>
6	Koraput	25742	14238	75	437	5581	1007	44	2170	<b>23552</b>
7	Malkangiri	28320	18655	186	605	3157			3588	<b>26191</b>
8	Nawapara	6040	1482	45	157	1675				<b>3359</b>
9	Nawarangpur	35949	10566	2	380	3725	288	37	17	<b>15015</b>
10	Rayagada	19498	9435	65	313	1521	164	1		<b>11499</b>
	<b>TOTAL SZ</b>	<b>224887</b>	<b>101290</b>	<b>1866</b>	<b>2200</b>	<b>40070</b>	<b>6763</b>	<b>153</b>	<b>6847</b>	<b>159189</b>
	<b>ODISHA</b>	<b>349100</b>	<b>143724</b>	<b>3737</b>	<b>3944</b>	<b>53969</b>	<b>8383</b>	<b>286</b>	<b>12261</b>	<b>226304</b>

Status of Individual Forest Rights as on 31<sup>st</sup> March 2016

	District	No. of claim received by FRCs	No. of claims verified by FRCs & sent to Gram Sabha	No. of claims approved by Gram Sabha (GS) & sent to SDLC	No. of claims approved by SDLC (Sub-Division wise) & sent to DLC	No. of claims approved by DLC for Titles	Area (in aores)	No. of Certificates of Titles distributed	Area (in aores)	No. of Certificates of Titles distributed to Primitive Tribal Groups (PTGs)	Area in aores
1	2	3	4	5	6	7	8	9	10	11	12
1	Balasore	4618	4618	2808	2808	2785	1620.51	2084	1025.42	0	0
2	Bhadrak	202	202	202	175	175	10.1	175	10.1	0	0
3	Cuttack	5868	5868	2532	1627	1627	1241.82	1560	1219.52	0	0
4	Jagatsinghpur	49	49	48	47	47	31.83	47	31.83	0	0
	Jajpur	9170	7840	3520	3510	3496	1506.05	3108	1466.66	0	0
6	Kendrapara	4045	3234	3233	310	305	441.9	305	441.9	0	0
7	Khurda	2331	2098	823	787	787	717.95	787	717.95	0	0
8	Mayurbhanj	58625	58625	49041	38593	37648	25084.33	34324	22012.1	799	666.02
9	Nayagarh	4302	4302	4302	3160	3061	4740.6	3061	4740.6	0	0
10	Puri	1169	1169	1169	0	0	0	0	0	0	0
	<b>TOTAL CZ</b>	<b>90379</b>	<b>88005</b>	<b>67678</b>	<b>51017</b>	<b>49931</b>	<b>35395.09</b>	<b>45451</b>	<b>31666.08</b>	<b>799</b>	<b>666.02</b>
1	Angul	8360	8360	7325	3356	2727	1631.39	2727	1631.39	1065	460.92
2	Bargarh	3446	3173	2672	1121	1099	2016.24	1099	2016.24	0	0
3	Bolangir	8799	8799	4697	2135	2133	6464.55	2133	6464.55	0	0
	Deogarh	13817	13817	13817	7036	6745	7983.68	6745	7983.68	521	409.52
5	Dhenkanal	12600	12600	12600	6180	6109	8595.04	6109	8595.04	0	0
6	Jharsuguda	9204	9204	9204	2599	2599	2390.33	2599	2390.33	0	0
7	Keonjhar	65127	65127	52665	49830	49830	43095.38	49189	42942.3	4907	6126.76
137	Sambalpur	33066	31146	20400	13733	13733	18293.16	13445	17976.86	0	0
9	Subarnapur	1561	1561	1561	394	380	772.18	379	770.28	0	0
10	Sundargarh	53155	47628	32316	20353	18605	26826.28	12457	18327.34	463	423.36
	<b>TOTAL NZ</b>	<b>209135</b>	<b>201415</b>	<b>157257</b>	<b>106737</b>	<b>103960</b>	<b>118068.23</b>	<b>96882</b>	<b>109098.01</b>	<b>6956</b>	<b>7420.56</b>
1	Boudh	3499	3499	3499	1863	1657	2524.5	1657	2524.5	0	0
2	Gajapati	51056	51056	34471	34471	34471	65622.74	34471	65622.74	2106	3693.36
	Ganjam	12957	12491	8961	5799	5751	13853.46	5594	13684.68	459	1163.2
4	Kalahandi	11696	11696	11360	10705	10694	16350.38	10563	16222.96	310	313.8
5	Kandhamal	60346	60346	58425	57918	57818	87450	57657	87227	1697	5851.26
6	Koraput	34948	32408	29910	27804	27676	42408.44	25742	40086.42	0	0
7	Malkangiri	36767	36767	35796	31763	31281	79786.12	29037	73904.42	2329	5568.47
8	Nawapara	23257	23257	12042	6871	6871	18731.86	6166	17055.2	531	1946.33
9	Nawarangpur	37033	37033	37033	36856	36856	77246.34	36162	75588.03	0	0
10	Rayagada	34090	33677	33677	23283	22077	35684.43	22077	35684.43	2697	4395
	<b>TOTAL SZ</b>	<b>305649</b>	<b>302230</b>	<b>265174</b>	<b>237333</b>	<b>235152</b>	<b>439658.27</b>	<b>229126</b>	<b>427600.38</b>	<b>10129</b>	<b>22931.42</b>
	<b>ODISHA</b>	<b>605163</b>	<b>591650</b>	<b>490109</b>	<b>395087</b>	<b>389043</b>	<b>593121.59</b>	<b>371459</b>	<b>568364.47</b>	<b>17884</b>	<b>31018</b>



Status of Community Forest Rights as on 31<sup>st</sup> March 2016

Sl. No.	Name of the District	No. of Claims Received		Total B+C (3+4)	No. of Claims Settled				Total Claims Settled (B+C)		No. of Claims Distributed				Total Claims Distributed		Claims Rejected			Claims Pending			No. of claims settled under Section 3(2)	
		Form B	Form C		Form B		Form C				Form B	Form C	No.	Area in Acres										
					No.	Area in Acres	No.	Area in Acres	No. (6+8)	Area in Acres (7+9)					No.	Area in Acres	No.	Area in Acres	B+C (12+14)	B+C (13+15)				
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22	23	24	25
1	Balasore	82	82	164	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	82	82	164		
2	Bhadrak	0	0	0	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	0	0	0		
3	Cuttack	32	14	46	2	4.84	0	0	2	4.84	2	4.84	0	0.00	2	4.84	2	0	2	28	14	42	11	16.09
4	Jagatsinghpur	0	0	0	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	0	0	0		
5	Jajpur	25	0	25	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	25	0	25		
6	Kendrapara	145	0	145	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	145	0	145	0	0	0		
7	Khurda	20	10	30	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	20	10	30	5	6.34
8	Mayurbhanj	497	497	994	90	19418.67	90	19418.67	180	38837.34	90	19418.37	90	19418.37	180	38836.74	0	0	0	407	407	814	72	30.92
9	Nayagarh	169	159	328	2	500.00	0	0.00	2	500.00	2	500.00	0	0.00	2	500.00	0	0	0	167	159	326	2	500.00
10	Puri	0	0	0	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	0	0	0		
11	Angul	460	140	600	128	3516.23	0	0	128	3516.23	58	2780.87	0	0.00	58	2780.87	6	0	6	326	140	466	4	16.11
12	Bargarh	66	66	132	25	7.00	25	6.00	50	13.00	0	0.00	0	0.00	0	0.00	2	0	2	39	41	80	1	1.14
13	Bolangir	138	113	251	11	4343.43	1	500.00	12	4843.43	7	3067.33	1	500.00	8	3567.33	47	13	60	80	99	179		
14	Deogarh	130	55	185	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	130	55	185	6	13.56
15	Dhenkanal	188	45	233	60	117.29	0	0	60	117.29	60	117.29	0	0.00	60	117.29	0	0	0	128	45	173	50	117.29
16	Jharsuguda	8	0	8	2	4.50	0	0	2	4.50	2	4.50	0	0.00	2	4.50	6	0	6	0	0	0	2	4.50
17	Keonjhar	370	131	501	331	7436.55	131	15099.06	462	22535.61	331	7436.55	131	15099.06	462	22535.61	39	0	39	0	0	0	205	259.36
18	Sambalpur	388	180	568	131	14862.55	53	6020.88	184	20883.43	36	4667.86	3	218.43	39	4886.29	34	9	43	223	118	341	54	155.23
19	Subarnapur	58	33	91	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	58	33	91	5	5.09
20	Sundergarh	430	10	440	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	430	10	440		
21	Boudh	259	259	518	0	0.00	0	0	0	0.00	0	0.00	0	0.00	0	0.00	0	0	0	259	259	518		
22	Gajapati	144	44	188	61	7127.00	2	4.00	63	7131.00	61	7127.00	2	4.00	63	7131.00	0	0	0	83	42	125		
23	Ganjam	142	48	190	24	129.79	0	0	24	129.79	24	129.79	0	0.00	24	129.79	10	0	10	108	48	156	11	17.03
24	Kalahandi	231	48	279	225	25430.50	48	2105.20	273	23720.40	185	23720.40	0	0	185	23720.40	0	0	0	6	0	6	1	2.33
25	Kandhamal	2351	2351	4702	2219	143025.00	2219	143025.00	4438	286050.00	1848	34040.03	1848	34040.03	3696	68080.06	0	0	0	132	132	264	19	47.38
26	Koraput	466	158	624	151	6309.37	18	2653.14	169	8962.51	58	2780.87	0	0.00	58	2780.87	6	0	6	309	140	449	4	16.11
27	Malkangiri	210	108	318	83	3110.87	1	60.00	84	3170.87	74	2428.00	0	0.00	74	2428.00	0	0	0	127	107	234	5	12.33
28	Nuapara	465	144	609	20	1920.00	0	0	20	1920.00	18	1900.02	0	0.00	18	1900.02	0	0	0	445	144	589	6	1.47
29	Nabarangpur	201	169	370	77	9531.23	48	9345.35	125	18876.58	34	1075.62	8	1210.58	42	2286.20	0	0	0	124	121	245	17	24.79
30	Ravagada	405	206	611	117	3789.20	61	5652.14	178	9441.34	117	3789.20	61	5652.14	178	9441.34	0	0	0	288	145	433	23	10.65
Total		8080	5070	13150	3759	250584.02	2697	203889.44	6456	454473.46	3007	114988.54	2144	76142.61	5151	191131.15	297	22	319	4024	2351	6375	503	1257.72

**Circulars and Guidelines issued by State and Centre on Convergence of FRA with different programmes and schemes**

**Letter No. 38708 / II-NREGS-43/09 /PR, dated 05.12.09, from Sri A.K. Tripathy, IAS, Principal Secretary and Sri S.N. Tripathi, IAS, Commissioner-cum-Secretary to the Government of Orissa, Panchayati Raj Department, addressed to All Collectors-cum DPCs /All PD, DRDAs. / All PA ITDAs**

**Sub.: Land Development, Horticulture Plantation and Farm Pond in the Land of Beneficiaries under Forest Rights Act under NREGS – regarding.**

Sir,

Inviting a reference to the subject cited above, I am directed to say that para – 1 (iv) of amended schedule – 1 of NREG Act provides for irrigation facility, horticulture plantation and land development facilities including farm pond to land owned by households belonging to SC & ST or BPL families or beneficiaries of land reforms or beneficiaries under IAY or small and marginal farmers. It has been decided to cover beneficiaries of land under Forest Rights Act under Land Development, Horticulture Plantation and Farm Pond under NREGS to improve their livelihood status.

Therefore, you are requested to take up Land Development, Horticulture Plantation and Farm Pond in the Land of Beneficiaries under Forest Rights Act under NREGS in consultation with PA, ITDA and Agriculture Department at the District level as per the following guidelines.

**Eligibility of Beneficiaries:**

The beneficiaries of land under Forest Rights Act those who belong to any of the category of BPL / ST / SC / IAY / Land Reform beneficiaries / small and marginal farmers families are eligible for this programme. They must be registered job card holders issued by the Gram Panchayat under NREGA.

**Selection of Beneficiaries:**

Selection of beneficiaries for this programme shall be done by Palli Sabha. List of selected beneficiaries shall be approved by respective Gram Sabha. The projects shall be part of the annual shelf of projects and will be approved as per NREGS Guidelines.

**Nature of Assistance:**

Depending on the land holding, selected beneficiaries can take up Land Development, Horticulture Plantation and farm Pond in their lands out of NREGA fund subject to prescribed ceiling of Rs.50,000/-. Expenditure beyond the prescribed ceiling shall be voluntarily contributed by concerned beneficiaries; DRDAs should make standard design and estimate of the works within the prescribed ceiling.

**Implementing Agency:**

Orissa Watershed Development Mission (OWDM), Orissa Tribal Empowerment and Livelihood Programme (OTELP), Orissa State Forestry Development Programme (OSFDP), Directorate of Soil Conservation, Panchayat Samiti and Gram Panchayat will be the implementing agencies for execution of this programme.

**Fund Flow:**

The funds for this programme will be released to Line Departments from concerned DRDAs directly. The Panchayat Samitis and Gram Panchayats will execute from their available funds under NREGS.

**Implementation Procedure:**

- i. Selected beneficiaries will apply to the respective BDO-cum-PO in case of non-watershed areas and to the PIA in case of watershed areas with all relevant documents including copy of ROR in support of owning land.
- ii. The concerned BDO-cum-PO/PIA shall arrange for field enquiries to judge the eligibility of the beneficiary and feasibility of the project through field staff.
- iii. After field enquiry, if the beneficiary found eligible and project is feasible, the work order will be issued in favour of beneficiary. All the documents and enquiry report will be kept in the concerned case record.
- iv. This programme will be executed by engaging the family members (Registered with the GP under NREGA) of the beneficiary as well as other registered job seekers of the GP.
- v. Still photographs before, during and after completion of the project must be taken which will also form part of the case record.
- vi. Before commencement of the work, the BDO / PIA will move to DRDA for online technical sanction and financial sanction.
- vii. Unique numbered muster roll shall be collected from the office of BDO-cum-Programme officer.
- viii. Payment shall be made on piece rate i.e. out turn basis (not on wage-rate basis).
- ix. For better supervision and monitoring, works should be taken up in cluster to the extent possible.
- x. Extensive IEC activities shall be under taken for awareness and transparency measures.
- xi. The wages of the labourers will be transferred to their savings accounts through Bank / Post office.
- xii. Copy of the muster roll along with other expenditure will be submitted to the concerned Panchayat Samiti for online entry and to Gram Panchayat for record.
- xiii. Online entry of expenditure and other details shall be done by Panchayat Samiti.
- xiv. DPC-cum-Collectors of Districts will issue further detail instructions / Guidelines, if needed, for smooth Implementation of this mission.
- xv. Provisions of NREGA shall be strictly observed, in letter and spirit while implementing this mission.

This is for your information and necessary action.

**Letter No. TD-II-(FRA)-06/11(Pt.) 27687/CS(SSD), Bhubaneswar, dated the 16<sup>th</sup> August, 2011, from the Chief Secretary to Government of Orissa, addressed to All Revenue Divisional Commissioners / All Collectors**

**Sub.: Cent percent coverage of Forest Rights Act beneficiaries under different Government Schemes.**

Re.: P.R. Department letter No. 38708 dt. 05.12.09

Madam / Sir,

Inviting a reference to the subject cited above, I am directed to say that the Scheduled Tribes and Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 is being implemented since 01.01.2008. Till date, 279901 nos. of Individual beneficiaries have been distributed with individual titles in recognition of their rights under the Act. Out of the same only 58724 nos. of Right Holders have been covered under different Government Schemes. Except few districts like Kandhamal and Gajapati where pro-active initiatives have been taken, the performance of other districts is not encouraging. In the last review meeting held on 22.07.2011 the Hon'ble Chief Minister has desired that expeditious steps may be taken for covering FRA beneficiaries under a large number of Government Schemes. In view of the above, you are requested to take up the following on priority:

1. Draw up an action plan through the WEO, other Extension Officers and Executive Officers of Gram Panchayats to plan and cover all the individual title holders under different kinds of developmental schemes. The action plan should aim at covering the beneficiaries in a time bound manner.
2. Constitute District Level Committees consisting of senior officers to inspect and verify the development works being planned and executed.
3. Maintain a proper database of the beneficiaries covered and the programme under which they have been covered.

Specific plans should be drawn up to cover cent percent beneficiaries in convergence with different Govt. Schemes like IAY, Mo Kudia, Mo Pokhari, Land Development under MGNREGS, National Horticulture Mission, National Bamboo Mission, etc. Plantation and Bore well programme should preferably be implemented in compact patches by clustering a number of beneficiaries including some beneficiaries who may not be individual title holders under FRA, but whose land is adjacent. Special steps should be taken to cover all the PTG beneficiaries under Land development programme.

You are requested to accord top priority to the above and initiate necessary activity in this regard.

**Letter No. D.O. No. 22839/ VI-NREGS-30/09 (Pt.)/PR dated from Pradeep Jena, IAS, Commissioner-cum-Secy to Government of Odisha, Panchayati Raj Department addressed to the Principal Secretary to Government Agriculture Department/Water Resources Department /Commissioner-cum-Secretaries to Government, Forest & Environment Department /Fisheries & ARD Department/ST & SC Development Department.**

Sir,

As you are aware, MGNREGS (Mahatma Gandhi National Rural Employment Guarantee Scheme) projects are not only being executed by the Panchayati Raj Institutions but are also taken by the field agencies of your Department. Special emphasis has been given by the Government to take up large number of farm ponds, check-dams, multipurpose farm ponds, land development of FRA beneficiaries and a host of other labour intensive works permissible under the scheme. While the agencies implementing the scheme are expected to follow the guidelines of MGNREGA for all such works, the projects taken up should also be subject to social audit by the respective Panchayati Raj Institutions. The details of works, case records, quality checks conducted and the action taken on all such issues may also be shared with the DRDAs / Collectors concerned by the field officials of your Department. All assistance and co-operation should be provided during the process of Social Audit and the required documents are to be produced during the process as mandated in the law.

This may kindly be communicated to the field officials, 'all Directorates under your control.

**QUESTIONNAIRE FORMAT FOR DATA COLLECTION****Village Format**

1. District/Block/GP/Forest Area
2. Village
3. Location of the Village (forest fringe, hill slope, hill top)
4. Demographic and Geographical Profile of the Village

No of Households					Geographic al Area	Private Land	Govt. Land (Forest/Revenue )	CFR
S T	PVT G	SC	Forest Dependent	Other s				

5. No. of claims applied
  - a. IFR    b. CFR
6. No. of titles received
  - a. IFR    b. CFR
7. No. of right holders covered under different schemes/programmes
8. Year of constitution of FRC?
9. Reconstitution of FRC?
10. Status of FRC – Functional/Defunct
11. Existing forest protection and management committees (JFM/EDC/VSS/community initiated/any other)
12. Area under protection

### **Format for focus group discussion**

1. Year of constitution of FRC
2. Reconstitution of FRC
3. Status of FRC – Functional/Defunct
4. No of IFR claimed and no. of IFR received in the village
5. No. of claims rejected at the Gram Sabha level and why?
6. Record of decisions made by the Gram Sabha for development of IFR lands
7. No. of appeals made and grievance redressed
8. Any Plan available for management of CFR
9. Govt. schemes availed to manage community resources, if any (details)
10. Status of KL, Bamboo, NTFP (conservation, value addition, income) (descriptive)
11. Value addition after recognition of CFR rights (descriptive)
12. Conflict relating to CFR boundary (descriptive)
13. Sharing of benefit (descriptive)
14. (Rights over Water bodies, Fishing, Grazing rights, Right to community forest resources, Shifting cultivation)
15. Habitat right (Status of habitat claims)
16. Knowledge about various schemes
17. Opinion on Various schemes (duration and amount)
18. Any discussion before initiation of new schemes
19. Role of FRC/Gram Sabha for selection of individuals for interventions
20. Any written document/ plan available
21. How water bodies, grazing land other resources are utilized after getting their right
22. Do they have forest management committees ( VSS/JFM/CFM)
23. Is there a Management committee for protection and management of the CFR area?
24. Does the Gram Sabha have management plan for the development of the CFR area?
25. If yes, what is the current status and process adopted for implementation of the plan
26. If no, why and what support do they need?
27. What are the issues?
28. Suggested solution for their problems

**Signature of the Respondents**

**Date**

## **Key Informant Interview**

Sarpanch/PEO

1. No. of villages
2. No. of FRA right holders ( Individual and CFR)
3. Does the Panchayat have its own Project Plan
4. Funds received under different schemes/interventions and its utilization status (Table)  
2013-14/2014-15
5. Criteria for Identification of individuals for different interventions
6. Types of interventions and Funds utilization for individual right holders?
7. Types of interventions Fund utilization for village development?
8. Criteria of Selection of village for different interventions
9. Does the Panchayat have plan for FRA right holders
10. Are the Panchayats instructed by line departments for convergence
11. Are the plans and interventions self-initiated by Panchayats
12. Is there a synergy between Panchayat plan and targets given by the departments
13. How can the Panchayat Plan be better implemented?



### Household Information

Name of the District:

Name of the Block:

Name of the GP:

Name of the Village:

TSP/Non TSP:

Name of the ST/PVTG/OTFD community:

1. Name of the Title Holder-

Total Family members	Male	Female	Children	Occupation

2. Land Details:

Land use before receiving the title under FRA	Type of land/kisam (upland/plain/slope/stony/	Land Use/ Traditional cropping practices/Types of crops grown	
		Type (Specify)	Area (Acre)
		Millet	
		Pulses	

		Vegetables	
		Plantation	
		Any other (specify)	

### 3. Seasonal use of land and area

Jan- March	Apl-Jun	Jul-sept	Oct-Dec

### 4. Present Land Status (After receiving title under FRA)

Area of land applied for/year	Area of land received/year	Existing Land Utilization	
		Type (in numbers)	Area
		Millet	
		Pulses	
		Vegetables	
		Plantation	
		Any other interventions after rights recognized	

### 5. Land Utilized Under different Schemes

Types of Interventions	Schemes	Department	Year of intervention	Area covered	Status of the interventions	Benefits gained, if any Explain (Types and ways)	If no, mention reason
Housing							
Land Development							
Plantation							
Agriculture							
Water Conservation							
Animal Husbandry/Fishery							
Any Other							

### 6. Changes occurred after intervention (Explain)

### 7. Synergy between Govt. and Community

How do you know about the scheme/programme?

a. Government officials b. Panchayat c. NGO d. Village Committee e. Any other

b. How was your land selected for the intervention?

c. Did you apply for the interventions? Yes/No – Explain

8. Benefit received (Cash and Kind) under different schemes

Scheme	Fully Received	Partly Received	Pending since when	Not received	Remarks

Issues

9. Is there any conflict arising because of the intervention? Explain the nature and impact of the conflict

10. Are you satisfied with the interventions? If yes, explain why?

11. If no, what are your needs/priorities/expectation and future plan?

Signature of the Respondent

Date

## **References**

- **Tatpati, M. (Ed). (2015). Citizens' Report 2015: Community Forest Rights under the Forest Rights Act.**
- **Vasundhara, 2015, Report on State Level Consultation, Convergence & Forest Rights Act**
- **RCDC, 2013, Study on actual use of FRA recognized land at individual and community level**
- **Ministry of Rural Development GoI, 2009, Joint Convergence Guidelines on National Rural Employment Guarantee Act (NREGA) and Integrated Water Management Programme (IWMP)**
- **Ministry of Rural Development GoI and UNDP; Report on Convergence Initiatives in India: An Overview**



Study by:  
SCSTRTI,  
Government of Odisha