

**Government of Orissa**  
**Forest & Environment Department**  
\*\*\*

**RESOLUTION**

**No.IF-Affn.17/2008- 1 7 4 5 4 /F&E**

**Dated, Bhubaneswar the 22<sup>nd</sup> October, 2008**

**Sub:           JOINT FOREST MANAGEMENT RESOLUTION, 2008**

**1.     Introduction**

Forests are one of the complex eco-systems. The role of forest in conservation of environment and economic prosperity of mankind is well established. Economic growth and environment protection are inextricably linked. For surviving on the earth we ought to live in harmony with Nature. Conservation of environment and protection of forest and wildlife have already been enshrined in our Constitution. Orissa has 58136 Sq. kms of forest area. 31.07 % of its geographical area is under forest cover Forests play a very significant role in the socio-economic and cultural life of the people of the State. However, over the past few decades, the forests of Orissa are under heavy biotic pressure. The rich bio-diversity of the State is at risk. Man-animal conflict is on the rise. Hence, preservation and development of the rich sylvan heritage of the State is a priority of the State Government.

The National Forest Policy, 1988 envisages co-operation of the people in conservation and development of forests. The Government of Orissa have already adopted the policy of Joint Forest Management (JFM) and sought community participation for protection, regeneration and management of the forest wealth. Joint Forest Management is not only a tool for forest regeneration, but also a means of employment generation and social empowerment of the forest-fringe dwellers.

The State Government enacted the Orissa Village Forest Rules, 1985 which prescribed for a Management Plan for every village forest and sought co-operation of the community in protection of these forests. In 1988, the State Government had passed a resolution to formally introduce a Scheme of Protection of peripheral Reserve Forest areas with participation of the adjoining villagers by forming a Village Level Forest Protection

Committee. The scope of this resolution was enlarged in 1990 to include the Protected Forests. To make the forest-people interface, more effective and transparent, the Government of Orissa in Forest & Environment Department issued a resolution dated 3.7.1993. This resolution dealt in a fairly exhaustive manner the involvement all local communities in protection of adjoining forests, formation of Van Samrakhyana Samiti (V.S.S.), duties and responsibilities of the V.S.S. and their Executive Committees and the role of Forest Department and Gram Panchayats, preparation of Joint Forest Management plan, usufructory benefits for the V.S.S. and provisions of MOU and *related issues*. Subsequently another Government resolution dated 30.09.1996 tried to confer specific rights in favour of the Village Committees in respect of various *products*.

However, these Resolutions in the past did not cover the National parks and Sanctuaries. The Mangrove Wetlands and the Protected Areas (PA) of the State though need the participatory mode of management, require a different approach. In past all attempts to protect the PA from human interventions by coercion has resulted in hostile attitude of the people towards wildlife and forest staff. It has been realized that people living near the PA, while deriving little benefit from conservation, have paid enormous costs in terms of lost access to their life support systems. Further, there is restriction on harvesting of forest produce in the National Parks and Sanctuaries as per the orders of Hon'ble Supreme Court. It has therefore become essential to have a site specific, culturally sensitive and participatory approach, which would ultimately provide economic incentives to increase the net local benefit from conservation and sustainable resource use. Ecodevelopment is a strategy for securing support of the local communities and other stakeholders for the protected area management. The activities to be taken up under eco-development should have a strong Conservation-Development (C-D) linkage and may include Ecotourism and Off-farm activities as well as providing specific alternatives to local biomass dependencies on the PA.

The biodiversity rich Mangroves on the long coastal tract of Orissa are of immense value which provides ecological, livelihood and food security. Sustainable management of these vital and Life sustaining resources involving all the stakeholders by introduction of site specific participatory management practices is essential. Mangrove forests are fragile inter tidal ecosystem with characteristic salt tolerant vegetation. Sharing of forest produce with the participant user communities is an important ingredient of JFM. But the slow growing mangroves offer a very limited scope of providing wood and NTFP that

may serve as an incentive for ensuring participation of people. Hence Eco-development approach is essential which will focus on development of alternate resources and alternate livelihood security options.

Joint Forest Management is an evolving concept encompassing socio-cultural and economic dimensions. With the changing scenario of Forest Management, increasing awareness among people and experiences gained from the past management practices, it is now felt necessary that the State Government resolution on Joint Forest Management needs revision to make it more effective.

## **2. Selection of Area:**

- i. The forests of the State shall be grouped into the following two categories:
  - a) Forest Area (Reserve Forest, Protected forests, Village forest and Revenue forests)
  - b) Protected Area (National Park and Sanctuaries) excluding Core Area, and Mangrove Wetland
- ii. Only such forest area shall be brought under the Joint Forest Management (JFM) where villagers of the adjacent villages or cluster of villages are *willing and/or* can be motivated to offer active cooperation, in management, protection and regeneration of the forests.
- iii. For the first category, villages located adjacent to such forest boundary should be considered as far as possible. For the second category, the villages located within the National Park/ Sanctuaries as well as adjacent to the same will be involved in protection and management of the wildlife and habitat.
- iv. The Reserve Forests and Protected forests, Village forests and Revenue forests having crown density of less than 40% will be treated as degraded forest land and brought under JFM.
- v. A committee consisting of the DFO, ACF, and concerned RO & Forester, here in after referred to as Divisional Level Committee (DLC) will decide the extent of area that may be assigned to any Joint Forest Management Committee (JFMC). While deciding the extent of area to be assigned, the committee shall take in to account the extent and density of forest area available at the site, the number of adjacent villages, their conflicting claims, if any, and users' regime. In case a group of villages decide to constitute one JFMC jointly, then a large area can be assigned according to their capacity to protect.

### 3. Constitution of Joint Forest Management Committee

- i Ordinarily there will be one Joint Forest Management Committee (JFMC) for a single village or a group of villages. However, depending upon the population and number of hamlets/Sahi and community composition more than one JFMC can be constituted in a village to have harmonious coexistence. The Committee constituted for the first category of forest will be known as Van Samrakshyana Samiti (VSS) while the Committee constituted for the second category will be known as Eco-development Committee (EDC).
- ii. (a.) Any forest officer not below the rank of a Forester shall request the Gram Panchayat ( GP) to convene a meeting of all the adult members of all households residing in the hamlet/village/cluster of villages located as specified in Para 1 (iii) above.
- (b) The concept of Joint Forest Management including all rights and responsibilities of JFMC members and the Forest Department will be explained in this meeting,
- (c) If a minimum of 60% of the adult members of the hamlet/village/cluster of villages agree to constitute a JFMC then a resolution to this effect shall be passed and adopted in the meeting in the prescribed format (Form-1).
- (d) The Forester/Forest Ranger will send the resolution of the *meeting* along with his recommendation in Form-2 to the DFO for his consideration and constitution of the JFMC.
- (e) *The proposal shall be discussed in the meeting of DLC. After evaluating the motivation level of the villagers and taking in to account other relevant factors the committee may recommend the constitution of JFMC along with extent of forest area to be assigned. The proceedings of the meeting shall be recorded, signed by all participants and made available in the concerned file. There after the DFO shall issue an office order constituting the JFMC mentioning therein a registration number and the extent of area to be assigned.*
- iii All adults of the hamlet/village(s) are eligible to become members of the JFMC on payment of enrolment fee of Rs.1/- per person. The JFMC shall be considered functional if at least 60% adults enroll themselves as members.

- iv. The concerned Forester or VFW as may be assigned by the Divisional Forest Officer shall be the ex-officio Member Secretary of the *JFMC*. The elected Chairperson and Vice-Chairperson of the Executive Committee will also be the Chairperson, and Vice-Chairperson of the *JFMC*.

#### 4. Constitution of the Executive Committee (EC)

- i. On receipt of DFO's office order in regard to constitution of JFMC, the Member Secretary will contact the Sarpanch/ward member(s) and other important persons of the hamlet/village(s) for calling a General Body (GB) meeting of the Gram Sabha to elect the EC.
- ii. The GB shall elect the Chairperson, the Vice-Chairperson and the Treasurer and another 8 (eight) members (Total – 11 members) (representatives) to constitute Executive Committee. Of this at least 5 shall be women members. The number of SC & ST members in the Executive Body shall be in proportion to their membership in JFMC.
- iii. Either the Chairperson or Vice-Chairperson shall be a woman.
- iv. The composition of the EC shall be as follows:
- |                                    |   |                       |
|------------------------------------|---|-----------------------|
| 1. Chairperson                     | 1 | Elected Member        |
| 2. Vice-Chairperson                | 1 | Elected Member        |
| 3. Treasurer                       | 1 | Elected Member        |
| 4. Ward Member (s)                 |   | Ex-officio Member (s) |
| 5. Members                         | 7 | Elected Members       |
| 6. Forester/VFW (Member Secretary) |   | Ex-officio Member     |
| 7. Concerned Forest Guard          |   | Ex-officio Member     |
| 8. Village opinion leader          | 1 | Elected member        |
- v. The Range Officer concerned will act as the Returning Officer for conducting the election of the EC. It shall be the responsibility of the Returning Officer to ensure that the representation in the EC is strictly in accordance with reservation specified in para-ii above.
- vi. The EC will have tenure of 3 years at a time.

#### 5. Meeting

- i. General Body (GB)
- a. The GB meeting of the JFMC shall be held at least once in every six months. It can also be called as and when required.

- b. The Chairperson with an advance notice of one week will convene the GB.
- c. The Chairperson or Vice-Chairperson, if former is absent, shall preside over all the meetings of JFMC (GB).
- d. 50% of the members of the JFMC will constitute the quorum for the GB, out of which at least 40% should be women,
- e. Under special circumstances, special meeting of the JFMC can be convened provided at least one third of the members agree to convene such a meeting and make such a request to the Chairperson in writing. Where the Chairperson does not convene the meeting, the concerned Member Secretary shall convene the GB meeting with the approval of the Range officer. In all such cases, a 3 days notice indicating the purpose of the said meeting shall be circulated to all the members of the JFMC.
- f. The proceedings of the meeting shall be recorded in a register in Oriya language and shall be maintained by the Member Secretary. All decisions taken in such meetings shall be recorded in shape of resolution which shall be duly signed by the Chairperson, the Vice-Chairperson and the Member Secretary. A copy of the resolution will be forwarded to the Range Officer as well as to the DFO.
- g. The next Executive Committee shall be elected by GB at least one month before the tenure of the current EC expires. It shall be binding on the part of the Chairperson to convene this meeting.

**ii . Executive Committee (EC)**

- a) The Member Secretary with the consent of the Chairperson shall call the meeting of the EC at least once in 2 months.
- b) The meeting will be presided over by the Chairperson or by the Vice-Chairperson, if former is absent.
- c) The quorum for any meeting of the EC shall be 50% of its membership, out of which at least 2 shall be women.
- d) The Member Secretary or in his absence the Treasurer/ Forest Guard shall record the proceedings of the meeting in Oriya in a register to be duly signed by all the participating members. A copy of the proceedings will be forwarded to the Range Officer as well as to the DFO.

## 6. Duties and responsibilities of JFMC

- i) The members of the JFMC shall individually and collectively ensure protection of the forests against fire, grazing, illicit felling, theft of forest produce, poaching of wildlife and encroachment of the forest land. They should also ensure protection of Wildlife staying outside their assigned forests.
- ii) The JFMC may adopt its own patrolling system and regulate entry to the forest by the people and domestic cattle.
- iii) It shall be the duty of all members of the JFMC to prevent forest and wild life offence and pass on relevant information and intelligence in this regard to the forest officials.
- iv) The members of the JFMC shall actively help the forest officials in apprehending any person committing forest offence and in giving proper evidence against any such person in the court of law.
- v) The JFMC members shall help the forest department officials in protection and maintenance of the forest boundary pillars.
- vi) The JFMC shall prepare the micro plan and annual work plan for integrated development of the village (s) and for the conservation, development and sustainable management of the assigned forests and its wildlife. Summary of the micro-plan should be available in Oriya.
- vii) The members of the JFMC shall try to ensure gradual reduction in the dependence of the villagers on forests for their sustenance.
- viii) The JFMC shall have the powers to remove and/or substitute any elected (non-official) member of the EC by a simple majority of the members present and voting if the concerned member does not discharge his/her duties satisfactorily. The members of the JFMC shall also have the power to remove and replace the Chairperson of the JFMC by simple majority of members of the JFMC present and voting if the concerned *Chairperson* does not discharge his or her duties properly. In such cases a GB meeting will be convened as per procedure laid down in para 5(i)(e). The concerned Range Officer shall act as Returning Officer on all such occasions.
- ix) In case of a forest diversion proposal under Forest Conservation Act, 1980 covering a portion of the forest assigned to a JFMC the Range Officer shall inform the EC in writing and ask for its opinion. The EC should discuss all

aspects of the proposal in a special GB of the JFMC and forward its opinion on the said proposal to the concerned Range Officer who in turn would send the same to the DFO. The concerned DFO while forwarding the proposal onwards shall attach the comments of the VSS with it for consideration of the State Government/Government. of India.

#### **7. Duties and responsibilities of the Executive Committee (EC)**

- i. The EC shall carry out the day-to-day business of the JFMC as per provisions of the Resolution. It shall be responsible for managing and implementing Micro plan and annual plan and other decisions of the JFMC.
- ii. The EC shall be responsible for protection of the forests assigned to the JFMC and for apprehending the offenders. If the members of the VSS/EDC play a significant role in detection of forest offence and seizure of the forest produce within their village limits, they will be entitled for a fixed percentage of the value of the forest produce ( except in case of WL Tophies ) so seized as per procedure laid down in para - 11(iii) and (iv).
- iii. The EC in consultation with the GB shall evolve methodology on all issues relating to membership, conflict resolution, encroachment, customary rights and benefit sharing.
- iv. The EC of the VSS shall execute/carry out various silvicultural operations, intermediate and final felling as and when so advised by the Range Officer in accordance with the provisions of the management plan/ micro plan.
- v. The EC shall be responsible to account for and manage the funds and other resources received from the Government, other agencies and funds internally generated, if any. For this purpose a joint account called VSS account/EDC account shall be opened in any commercial, rural or cooperative Bank recognised by the RBI or in any post office, which shall be operated, jointly by the Chairperson and the Member Secretary of the JFMC. Utilisation Certificate relating to the expenditure incurred shall also be jointly signed by the Chairperson and the Member-Secretary and submitted to the concerned authorities whenever required.

- vi. The EC shall be responsible for managing funds received by JFMC by maintaining and operating VSS/ EDC account as per the procedure detailed in Annexure A.
- vii. The EC shall establish marketing linkage to various NTFP items and other micro-enterprise products for securing better returns to the beneficiaries.

## **8. Role of the Forest Department.**

- i. To assign & demarcate the forest area in favour of VSS/ EDC.
- ii. To register the JFMC and maintain close liaison with them.
- iii. To ensure that the activities of the JFMC are in accordance with the JFM resolution and all other Acts and Rules of the State Government and Government of India in force.
- iv. To take subsequent legal action as per rule in cases where JFMC members have handed over the offenders and forest produce involved in offence.
- v. To ensure capacity building of VSS members on different aspects of forest management, planning, silviculture, nursery technology, forest laws accounting and book keeping etc. in a transparent manner.
- vi. To provide technical help to the JFMC member in preparation and implementation of the Micro plan/ annual work programme and approval of the same.
- vii. To sign Memorandum of Understanding with the JFMC and ensure sharing of benefit amongst all members in case of VSS only.
- viii. To motivate villagers to become active partner in the JFM programme of the State and organise village level meetings for this purpose.
- ix. To conduct election of office bearers and ensure appropriate participation of the weaker sections including women in all benefit sharing and decision making process of the JFMC.
- x. To establish coordination with other department/agencies for successful implementation of micro plan and related area development programme.
- xi. To guide the EC in discharge of their duties and resolving disputes.

## **9. Dissolution, reconstitution and supersession of JFMC**

- i. Based on the report of the Range Officer or otherwise the DFO may dissolve, reconstitute or supersede any *JFMC* within his jurisdiction if in his opinion the activities of the VSS is detrimental to forest protection and

management. He may then order for restoration of management of the assigned forest with the forest department. The appeal against such order shall lie with the Conservator of forests whose decision shall be final.

- ii. If the work of the EC of any VSS is found to be against the principles of regeneration and proper management of forest, the DFO may dissolve and reconstitute the EC after due enquiry and recording his finding to this effect. The appeal against such order shall lie with the Conservator of forests whose decision shall be final.
- iii. On receipt of a report from the concerned Range Officer regarding irregularities by any member(s) of the EC or member (s) of the subcommittee appointed by the EC, the DFO may divest the said member (s) of their powers temporarily pending finalisation of enquiry to this effect.

#### **10. Joint Forest Management Plan (Micro Plan)**

- i. After constitution of the EC, as soon as possible, a Micro-plan shall be prepared by the members of the Committee through a participatory process involving VSS Members and with the field officers of the Forest Department.
- ii. The Micro plan shall be drafted in a prescribed format in Oriya language for the integrated development of the village/villagers constituting the JFMC as well as for conservation, sustainable management of the assigned forests based on local circumstances, priorities and assessed annual returns, with participation and involvement of line departments.
- iii. The Micro plan shall prescribe various, soil and moisture conservation measures, silvicultural operations, afforestation measures and steps to be taken for livelihood support of the forest dependent communities. It shall also incorporate formation of SHGs and micro-enterprise that may be feasibly undertaken based on locally available resources by them. In case of EDC, the Eco- development Plan may include activities such as:- eco-tourism, farm forestry, Agro forestry, Silvi-pasture development, promotion of fuel-efficient device, veterinary care to the village cattle population, development of pisciculture, poultry etc., mushroom cultivation, tassar cultivation, micro-credit facility and mobile health care facility etc.

- iv. The micro plan shall indicate the choice of species in different plantation models subject to forest laws in vogue. It shall contain a detailed regeneration and harvesting plan, which shall be consistent with the overall prescription of the working plan covering the area or the Wildlife Management Plan of the Protected area.
- v. The micro plan shall also detail out the various NTFP items that can be collected. This shall be done with due regard to the carrying capacity, productivity and biodiversity of the local ecosystem.
- vi. The draft Micro plan prepared by the EC shall be agreed upon the GB after deliberation.
- vii. The draft Micro plan as approved by the VSS and signed by the Chairperson shall be submitted by the Member Secretary to the Range Officer concerned who shall examine the micro plan from technical, social, financial and legal angle. The RO may refer back to the EC any suggested modifications for consideration and necessary amendment of the draft micro plan. The EC will discuss the suggested changes, incorporate the same in the draft Micro plan and resubmit the same to the RO.
- viii. After evaluating the Micro plan on technical, legal. Social and financial considerations, the RO shall accord his approval on the Micro plan. A copy of the approved Micro plan shall be kept for reference and record in each of the offices of the DFO. Range Officer, VSS and Member-Secretary.
- ix. For implementation of the approved Micro plan, an annual work plan (April-March) with estimates of cost and returns shall be prepared by the EC. The annual work plan for the coming financial year shall be submitted latest by the end of December each year by the Member-Secretary to the Range Officer. The annual Work plan will be approved by the competent authority depending upon its financial outlay.
- x. The finance required for implementation of micro plan / annual work plan may be borne by the State Government through the Forest department or may be received from Government of India or may be incurred from VSS account. Contributions from other Departments of the Government. District Rural Development Agency, Integrated Tribal Development Agency can also be accepted for this purpose. However contributions from National/ International donor agencies can be accepted with approval of Government.

- xi. Micro plan shall normally be for a period of 10 years with provision of mid-term review.

## **11. Usufruct benefits for the VSS**

- i. The VSS shall be entitled to the usufructuary benefits from the assigned forests as under.
  - a. Usufructs like fallen leaves, fodder grasses, thatch grass, broom grass, thorny fencing materials, brushwood, fallen lops, tops and twigs to be used as fuel shall be available to the members free of cost.
  - b. All intermediate yield in the shape of small wood, poles, firewood etc as may be obtained as a result of silvicultural operations shall be made available to the VSS members in a manner as may be decided by EC including the option of at 'a price'. The funds so obtained shall be deposited in the VSS account. In case there is substantial quantity of surplus material, the EC may sell the surplus material under intimation to the DFO concerned.
  - c. In case of Kendu leaves and specified forest produce, leased items of NTFP, if any, the VSS members will have the right to collect the same from the assigned forest but these items shall have to be delivered to the departmental agencies or lessee on payment of prescribed rates for the collection of such items.
  - d. In case of a major harvest or final felling in the assigned forest, the same shall be taken up by the forest department strictly as per the prescription of the working plan/ duly approved micro plan. In case of natural calamities, harvesting of wind-fallen trees shall be treated as final harvest. The produce so obtained shall be sold/disposed off by the forest department or by agents of the forest department. The VSS will be entitled to 50% share of the sale price after deduction of proportionate harvesting cost and this will be deposited in their "VSS account". Provided that the VSS may also opt for 50% of the forest produce so harvested if it is for their bonafide domestic use and they agree to pay the proportionate cost of harvesting. In respect of the village woodlots raised under the SIDA Social Forestry Project on land notified as Village Forest and brought under JFM, the VSS shall be entitled to 100% of the usufructs in the final harvest of the plantation while they will be entitled for 50% of the share as usual during subsequent rotations.

- ii. The EC shall be responsible for the distribution of the usufructuary benefits equally or equitably among the members of the VSS as may be decided by it.
- iii. In cases where member/ a group of members of the JFMC play a major role in the collection of intelligence, detection and seizure of illegal forest produce in transit the concerned JFMC shall be entitled to the prescribed percentage of the sale price of the forest produce as per Rule 4 (3) of the Orissa Rewards for Detection of Forest Offences Rules, 2004. Such amount shall be deposited by the DFO to the "VSS account/EDC account" after disposal of the seized produce following due procedure of law.
- iv. Collection of money by any member or members of the VSS in relation to forest produce except as per provision of para 11(iii) as mentioned above will be illegal and would be dealt as per law.

**12. Transit of harvested forest product**

All forest produce requiring permits for transit as per provisions of Orissa Timber and Other Produce Transit Rules, 1980 shall be removed from the assigned forest area in accordance with a permit to be issued jointly by any authorized member of the EC and the Member-Secretary of the area in the prescribed format (Form-4). The permit shall be valid only within the limits of the area to which the VSS members belong and no second permit shall be issued in lieu thereof.

**13. Conflict Resolution:**

In case of intra village conflict in matters of implementation of Joint Forest Management, the Executive Committee of the VSS/ EDC shall endeavour to amicably resolve the conflict. If it fails to resolve the conflict, it shall bring the same to the notice of the Forest Range Officer with its recommendation of action to be taken. In case of inter village conflict, the same would be referred to the Panchayat Samiti for resolving the conflict. In case of a dispute amongst the villages of different Panchayats, the same should be referred to the Divisional Level Steering Committee and their decisions would be final.

**14. Memorandum of Understanding (MoU)**

- i. To ensure smooth working relationship between the Forest Department and the JFM committees and also to bring in a sense of ownership,

empowerment and accountability a MoU shall be signed between the FD and JFMC.

- ii. The VSS/ EDC through its EC shall execute a MoU with the Forest department for active participation in the task of protection, regeneration and management of the assigned forest area and for implementation of the programme as per the Joint management Plan (Micro plan).
- iii. The Chairperson of the VSS will sign the MoU on behalf of the VSS while the Range Officer concerned will sign the same on behalf of forest department. Other members at the EC will also be signatory to the MoU as witness while the concerned local forest officials such as: - the Forester/VFW and Forest Guard will also sign MoU as witness.
- iv. The MoU shall be in the prescribed form (Form-5).

#### **15. Steering Committee**

- i. There shall be a Steering Committee at the Forest Division Level and another at the State Level.
- ii. Forest Division Level Steering Committee: This committee shall comprise of the following members:-
 

a) Conservators of Forests	:	Chairperson
b) Divisional Forest Officer (Territorial or Wildlife)	:	Member Secretary
c) Representative of Collector, preferably ADM dealing with land matters	:	Member
d) Deputy Director (Agriculture)	:	Member
e) Chief District Veterinary Officer	:	Member
f) PO, DRDA	:	Member
g) PA, ITDA	:	Member
h) Deputy Director (Horticulture)	:	Member
i) Soil Conservation Officer	:	Member
j) Executive Engineer (RWSS/PHED)	:	Member
k) District Inspector of Schools	:	Member
l) 2 NGOs (to be nominated by the DFO)	:	Member
m) 5 VSS (Chairperson/ Vice-Chairperson (at least 2 women) (to be nominated by DFO)	:	Member

n) Chairperson of two Panchayat Samities to be nominated by Collector in rotation.

o) Prakruti Mitra and Prakruti Bandhu Awardees : Member (One to be nominated by DFO).

- iii. The tenure of the non-official members will be three years.
- iv. The Divisional Level Steering Committee will meet at least once in six months and shall monitor functioning of the VSS, implementation of micro plans and suggest measures of improvement.
- v. The Committee shall ensure coordination of all concerned departments/agencies at the district/sub-divisional levels for proper implementation of the JFM programme.
- vi. State Level Steering Committee: The constitution of the State Level Steering Committee shall be as under:
 

1. Minister (Forest)	: Chairperson
2. Chief Secretary/Addl. Chief Secretary (Supervising Forest)	: Vice Chairperson
3. Principal Secretary, F & E Dept.	: Member
4. Principal CCF	: Member
5. PCCF (WL)	: Member
6. 2 C.Fs. from field to be nominated by PCCF	: Member
7. Secretary, Revenue Dept.	: Member
8. Secretary, Home Deptt.	: Member
9. Secretary, RD Dept.	: Member
10. Secretary, PR Dept.	: Member
11. Secretary, SC & ST Dept.	: Member
12. Two non-official experts to be nominated by Govt.	: Member
13. Special Secretary, F& E Deptt.	: Member
14. Chairpersons of two JFMC selected by PCCF	: Member
15. CCF (Affn and SF), Office of PCCF, Orissa	: Member-Secretary
- vii. The non-official members of the State Level Steering Committee will have tenure of three years.
- viii. The Committee shall meet once in a year to review the progress of Joint Forest Management in the State. They may hold extensive deliberations on specific problems faced in implementation of the programme and may

guide and direct the operation of JFM programme in the State. They may recommend amendment of JFM provisions whenever required to steer the course of events in a positive direction.

**16. Repeal and Savings:**

This supersedes Forest & Environment Department Resolution No.16700-10F(Pron)-30/93-F&E dt.3.7.1993. However, all VSSs already formed under provisions of Forest & Environment Department Resolution No.16700-10F(Pron)-29/93-F&E dt.3.7.1993 will be recognized and treated as formed under this Resolution.

**O R D E R**

Ordered that the Resolution be published in the Extraordinary issue of the Orissa Gazette.

By order of Governor  
**H.S Chahar**  
Principal Secretary to Government  
Forest & Environment Department

Memo No. **17455** /F&E. Date: 22.10.2008

Copy forwarded to the Director, Printing, Stationery and Publications Orissa, Cuttack with a request to publish the resolution in the next issue of Orissa Gazette and supply 100 copies to the Department.

Sd/-

Joint Secretary to Government

Memo No. **17456** /F&E. Date: 22.10.2008

Copy forwarded to the Commissioner-cum-Secretary to the Governor, Orissa/ Principal Secretary to Chief Minister, Orissa/Private Secretaries to all Hon'ble Ministers, Orissa for information and necessary action.

Sd/-

Joint Secretary to Government

Memo No. **17457** /F&E. Date: 22.10.2008

Copy forwarded to all Departments of Government/ Accountant General (A&E), Orissa, Bhubaneswar for information and necessary action.

Sd/-

Joint Secretary to Government

Memo No. **17458** /F&E. Date: 22.10.2008

Copy forwarded to the Principal Chief Conservator of Forests, Orissa/ Principal Chief Conservator of Forests (WL) and Chief Wildlife Warden, Orissa/ Addl. Principal Chief Conservator of Forests (KL)/ Project Director, OFSDP, Bhubaneswar/ Managing Director, OFDC Ltd., Bhubaneswar/ M.D., TDCC, Bhubaneswar/ Project Director, OTELP, Bhubaneswar/ Project Director, Western Orissa Livelihood Project/ Director, Orissa Watershed Development Mission, Bhubaneswar/ All Chief Conservators of Forests, Office of the PCCF, Orissa/ Chief Conservator of Forest, Wildlife, Office of the PCCF (WL), Orissa/ All Conservators of Forests/ All Divisional Forest Officers for information and necessary action.

Sd/-

Joint Secretary to Government

Memo No. **17459** /F&E. Date: 22.10.2008

Copy forwarded to the RDC (CD), Cuttack/ RDC (ND), Sambalpur/ RDC (SD), Berhampur / All Collectors for information and necessary action.

Sd/-

Joint Secretary to Government

Memo No. **17460** /F&E. Date: 22.10.2008

Copy forwarded to the Private Secretaries to Hon'ble Chief Minister / Chief Secretary/ Development Commissioner-cum-ACS/ Agriculture Production Commissioner/ Secretaries, Home Department./ Agriculture Deptt. / Revenue & Disaster Management Deptt. / Rural Development Deptt./ ST & SC Development Department/ Special Secretary, F&E Department/ Special Secretary, P&C Department for favour of information of Hon'ble Chief Minister /Chief Secretary/ Development Commissioner-cum-ACS/ Agriculture Production Commissioner/ Secretaries, Home Department./ Agriculture Deptt. / Revenue & Disaster Management Deptt. / Rural Development Deptt./ ST & SC Development Department/ Special Secretary, F&E Department/ Special Secretary, P&C Department

Sd/-

Joint Secretary to Government

Memo No. **17461** /F&E. Date: 22.10.2008

Copy to Guard File, Plantation & Regeneration Section of F&E Department.

Sd/-

Joint Secretary to Government

## ANNEXURE-A

**ACCOUNTING PROCEDURE, DUTIES OF OFFICIALS AND NON-OFFICIALS****A. JFMC Account and Procedure of Accounting**

- i. There shall be a Development Fund in each JFMC wherein money received by the JFMC will be deposited before it is used for any purpose. On receipt of resolution of the EC for opening of a bank account, the DFO shall recommend the same for opening savings bank account in any Nationalised Bank, Cooperative Bank, Rural Bank (recognised by RBI) or in Post Office which will be called the "JFMC Account". This account will be operated jointly by the Chairperson and the Member Secretary of the JFMC. (The JFMC shall open a savings bank account in any nationalized bank, cooperative bank, rural bank, post office proximate to the village. The account will be opened in the style of "(village name) JFMC Account". All money received by the JFMC either in cash or instrument shall be deposited into the account before it is used for any purpose. The account will be jointly operated by the Chairperson and Member Secretary.)
- ii. Any withdrawal from the JFMC account can be done only after a specific resolution of the EC in this regard and after one week of such resolution. A copy of the said resolution shall be endorsed to the concerned Range Officer who may communicate his opinion within a week if he differs with the resolution. In such a situation the EC will have to reconsider its proposal and accordingly take a decision.
- iii. The funds deposited into the JFMC account shall be utilised towards the conservation and development of forest, development of the village or for any other purpose ancillary to the implementation of the Micro plan.
- iv. In case the EC decides to spend the money from the 'JFMC Account/EDC account" for any other purpose it shall seek the approval of the General Body of the JFMC and then written permission from the DFO.
- v. The PCCF/Government may issue executive instructions for operation of the JFMC account, which shall be binding on the EC. In case of detection of any financial irregularity the concerned DFO may freeze the JFMC account for a specific period and conduct necessary enquiry and may take required legal action.
- vi. The Member Secretary shall be fully responsible for the submission of the Monthly account and maintenance of the Cash Book of the JFMC. The account shall be maintained in the same form as maintained by the Forest Department.
- vii. A monthly work programme shall be drawn up by the Forester concerned in consultation with the EC and will be implemented with the approval of the RO subject to availability of funds for the purpose. Funds will be withdrawn accordingly from the JFMC Account.
- viii. All vouchers will be passed by the EC and signed by the Member Secretary as well as the Chairperson/ Treasurer and shall be retained at the JFMC level. The Member Secretary will submit an abstract of receipt and expenditure to the concerned Range Officer by the 10<sup>th</sup> of the following month. RO will prepare a

- consolidated abstract of receipt and expenditures of all JFMC in his range and submit a monthly report to the DFO by 15<sup>th</sup> of the same month.
- ix. On receipt of the monthly Cash account of the JFMC the Range Officer will scrutinize make field verification if any and countersign the same. He will then send consolidated abstract of receipt and expenditure of all the JFMC in his Range along with his comments on each account to the DFO concerned. In all cases 'where the Range Officer raises objection on the expenditure incurred by any JFMC he should communicate the menu of objection to the concerned EC for compliance while also informing the same to the DFO. The decision of the DFO on this issue shall be final.
  - x. Annual receipt and expenditure of the JFMC shall be audited by an auditor to be appointed by the Conservator of Forests. The annual statement of receipt and expenditure of the JFMC account shall be placed before the GB for its approval. The audited and approved abstract of annual receipt and expenditure shall be communicated by the EC to the concerned RO and DFO.

#### **B. Duties of the Chairperson**

- i. To request the Member Secretary of the JFMC to convene meeting of EC and GB as per the provisions of the resolution and as and when necessitated.
- ii. To preside over the meetings of the GB and EC.
- iii. To sign the MoU on behalf of the JFMC as per provision of *Para 14 (iii)*.
- iv. To jointly operate with the Member Secretary the JFMC account/EDC account.
- v. To countersign all vouchers of payment and expenses, muster rolls and utilization measurement books and utilization certificates along with the Member Secretary. (The Chairperson may also authorize the Treasure in do the same on his behalf.)
- vi. To ensure implementation of the Micro plan, annual and monthly work plan.
- vii. The conduct all other functions that may be authorized by the GB or EC.

#### **C. Duties of the Vice Chairperson**

- i. To perform all functions of the Chairperson in his absence or on being instructed by the Chairperson.
- ii. Any other function as authorised or instructed by the GB or the EC.

#### **D. Duties of the Treasurer**

- i. To assist the Member Secretary in the maintenance of the JFMC account and submission of return thereof.
- ii. To countersign all vouchers, muster rolls and measurement books, if authorised by the Chairperson.
- iii. The JFMC Treasurer should maintain a detailed record of the cost and benefit shared by the JFMC and FD in case of intermediate and final felling as per provisions of the micro plan. In case of the EDC, the Treasurer should maintain a detailed record of the benefits accrued to different members of the EDC through various development programmes.

#### **E. Duties of the Conservator of Forests**

- i. Evaluation of the performance of the JFMC. Approval and administrative sanction of the annual work plan depending upon its financial outlay as per delegation of financial powers by Government.

- ii. To appoint a registered auditor for the audit of annual accounts of the JFMC, which shall be completed by May of following financial year.
- iii. To dispose of appeals against the decision of the DFO on disbanding any JFMC and order for recovery of any amount after giving both sides reasonable opportunity of being heard.

#### **F. Duties of Divisional Forest Officer**

- i. To register the JFMC and assign Registration No.
- ii. Monitoring and evaluation of the performance of the JFMC.
- iii. Approval and administrative sanction of the annual work plan depending upon its financial outlay.
- iv. To ensure opening and operation of the joint savings bank account of the JFMC account/EDC account' in Nationalized Co-operative Bank (as recognized by RBI) in a Post Office by the Chairperson and Member Secretary of the JFMC.
- v. To impart training and lend assistance to the member of the JFMC for preparation and implementation of Micro plan.
- vi. To coordinate with other government and other agencies for execution of the work programme adopted under the micro plan and make the financial resources available.
- vii. To ensure proper participation in decision making of the JFMC/EDC by women and other weaker sections of the society and ensure proper sharing of benefits by all.
- viii. To ensure harvesting and marketing of forest procedure whenever required as envisaged in the approved micro plan/ annual work plan with the participation of JFMC members.
- ix. To maintain a ledger of the abstract of accounts of all the JFMC within the Division, make field enquiries if any and to submit their consolidated account report to the Conservator or Forests/Appropriate authority /Donor agency.
- x. The DFO may either himself or through the ACF at any point of time hold an enquiry into the accounts or any other activities of a JFMC and take appropriate action if any misappropriation of funds or irregularity is noticed.
- xi. To disband the EC and JFMC under *para 9 (i) and (ii)* or divest its powers under *para 9 (iii)*.
- xii. In special circumstances as a provisional alternative arrangement and with prior permission of the Conservator of Forests, DFO shall have the power to authorize the concerned Range officer to perform all the functions and exercise all the powers of the Member Secretary of a JFMC.

#### **G. Duties of Assistant Conservator of Forests**

- i. Monitoring and evaluation of the performance of the JFMC.
- ii. To guide the members of JFMC and offer required technical assistance to the JFMC member in preparation of microplan/ annual anion plan.
- iii. To make site inspection and conduct field enquiry to make an assessment of forest area to be assigned to a JFMC as member of DLC.
- iv. To conduct any other function as directed by the DFO for implementation of the JFM programme.

**H. Duties of Forest Range Officer**

- i. To guide the forester in initially organizing a meeting of the Gram Sabha for constituting the JFMC.
- ii. To oversee the constitution of the Executive Committee and to act as Returning Officer during the election of elected member of the EC.
- iii. To assist and train the members of the JFMC in preparation of the micro plan and annual work plan.
- iv. To assist the JFMC member in resolution of internal conflicts and in discharge of their functions.
- v. The RO shall attend all the special/ emergency meeting of any JFMC and will have the freedom to attend other meetings of any EC or JFMC.
- vi. To issue authenticated serial numbered and page certified account books, muster rolls and measurement books to a JFMC and to maintain an account of this.
- vii. To make field inspection of works executed by JFMC and communicate his comments or opinion to the EC for rectification of any defects.
- viii. On being authorized by the DFO as per para F (xii) to perform all functions of the member secretary under any JFMC under special circumstances.
- ix. To take follow up action as per rules after the detection of forest offence by the JFMC and to ensure that the JFMC gets its due share after disposal of the forest produce so seized.
- x. To demarcate the forest area to be assigned in favour of any JFMC.
- xi. He shall submit the consolidated abstract of receipts and expenditures of all JFMCs of his range within prescribed time period.

**I. Duties of FEO**

- i. He will be instrumental in spreading the message of JFM within the Range.
- ii. He will interact with villages /PRI and collect socio-economic profile of village.
- iii. He will assist the JFMC in PRA exercise and formulation of micro plan.
- iv. He will assist the R.O. in monitoring and periodic evaluation of all JFM programme in the range.

**J. Duties of Forester/VFW**

- i. He will be the ex-officio Member Secretary of the JFMC as well as that of the EC.
- ii. He shall maintain the proceedings of the GB and EC meetings.
- iii. He shall maintain the monthly receipt, expenditure account of the JFMC. He shall be the custodian of all books and vouchers of all JFMC under his responsibilities. He shall submit a monthly abstract of receipts and expenditure to the Range Officer by 10<sup>th</sup> of following month.
- iv. He shall operate the JFMC account jointly with the Chairperson of the JFMC.
- v. He shall assist the members of the JFMC in preparation and implementation of the Micro plan.
- vi. He shall keep the Range Officer continuously informed about functioning of all the JFMC under his control.

- vii. Under special circumstances where the Chairperson does not convene the meeting of the GB even after receiving written request from at least one third member of the GB, the Member Secretary shall convene the GB meeting with the approval of the concerned Range Officer.
- viii. To discharge all other functions of the Member Secretary as prescribed in the JFM Resolution.
- ix. To take follow up action as per rules after the detection of forest offence by the JFMC and to ensure that the JFMC gets its due share after disposal of the forest produce so seized.

**K. Duties of Forest Guard**

- i. To assist the Member Secretary to organize all meetings in the village.
- ii. To assist the villagers in preparation and in the implementation of the Micro plan / annual work plan.
- iii. To oversee harvesting and distribution of the forest produce among the JFMC members as per approved Micro plan.
- iv. To take follow up action as per rules after the detection of forest offence by the JFMC.
- v. To assist the Member Secretary in maintenance of Proceedings of all meetings of the JFMC and EC and records thereof.
- vi. To keep the Member Secretary continuously informed about the day-to-day activities of the JFMC and the daily progress of work.
- vii. To discharge any other function as insured by Range Officer or Forester.

**ANNEXURE -B****Form-1****RESOLUTION**

We the following villagers of \_\_\_\_\_ villages (s), hereby resolve to form a JFMC (Vana Smarakshyan Samiti (VSS)/Eco Development Committee (EDC) for the protection and management of the part/whole of \_\_\_\_\_ forest in accordance with the provisions of the Orissa Joint Forest Management Resolution, 2008. We also undertake not to contravene any provision of the Orissa Forest Act, 1972 and Forest Conservation Act, 1980 and any other Acts and Rules in force.

In case of failure to comply with any of the conditions laid down in the above said Resolution by any of the members of the JFMC, the membership of such member may be cancelled.

**NAME OF VILLAGERS****SINGATURE**

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**Form - 2****RECOMMENDATION FOR FORMATION OF  
JOINT FOREST MANAGEMENT COMMITTEE**

To

The Divisional Forest Officer \_\_\_\_\_ division  
(Through Forest Range Officer \_\_\_\_\_ Range)

As per the provision of para 3 ii (a) of the Orissa Joint Forest Management Resolution, 2008, a meeting of the Gram Sabha of \_\_\_\_\_ village (s) was organized. The concept of Joint Forest Management including all rights, responsibility and benefits that might accrue to the JFMC members was explained in the said meeting. On being satisfied that 60% of adult members of the village are willing and interested to form a JFMC, I Shri \_\_\_\_\_ Forester of the \_\_\_\_\_ Section in pursuance to the provision of para 3 ii(d) of the said Resolution hereby recommend for the formation of the Vana Samrakshyana Samiti/Eco Development Committee (EDC) in this village(s). The details of the area are as follows:

1. Name of Committee:
2. Village:
3. Gram Pantheist:
4. C.D. Block:
5. Police Station:
6. Forest Beat:
7. Forest Section:
7. Forest Range:
8. Total Members (list of members enclosed):
  - i) No of S.T. member \_\_\_\_\_
  - ii) No of women members \_\_\_\_\_
  - iii) No of S.C. member \_\_\_\_\_
9. Forest areas proposed to be protected and managed \_\_\_\_\_ ha.
10. Name of the Forest Block \_\_\_\_\_
11. Comp. No. \_\_\_\_\_

The Resolution of the Gram Sabha of the village of \_\_\_\_\_ village(s) is attached herewith.

Signature of the Forester

OFFICE OF THE FOREST RANGE OFFICER \_\_\_\_\_ RANGE

Memo No. \_\_\_\_\_ Date \_\_\_\_\_

I forward herewith the Resolution of the villagers of \_\_\_\_\_ village along with the views of the Forester of \_\_\_\_\_ section. I recommend for formation of the JFMC in \_\_\_\_\_ village for the protection and management of \_\_\_\_\_ ha of forest area in \_\_\_\_\_ forest block.

Signature of Forest Range Officer

**Form: 3****OFFICE OF THE DIVISIONAL FOREST OFFICER \_\_\_\_\_ DIVISION****OFFICE ORDER NO. \_\_\_\_\_ Date \_\_\_\_\_**

After due consideration of the proposal submitted vide Memo No \_\_\_\_\_ office Forest Range Officer, \_\_\_\_\_ Range, and the recommendation of the DLC, I, in exercise powers vested under 3 ii(e) of the Orissa Joint Forest Management Resolution. 2008, accord my approval for constitution of VSS/EDC and order that the \_\_\_\_\_ Vana Smarakshyana Samiti/ Eco Development Committee for the \_\_\_\_\_ villager(s) is hereby constituted for protection and management of part/whole of \_\_\_\_\_ forests.

The \_\_\_\_\_ Vana Smarakshyana Samiti/ Eco Development Committee is registered in this office vide Registration No. \_\_\_\_\_

Forest Area Schedule:

Extent of Forest Area: ha

Description of Location:

**DIVISIONAL FOREST OFFICER  
\_\_\_\_\_ FOREST DIVISION**

**OFFICE OF THE DIVISIONAL FOREST OFFICER \_\_\_\_\_ DIVISION**

Memo No. \_\_\_\_\_ Date \_\_\_\_\_

Copy forwarded to Forest Range Officer \_\_\_\_\_ Range for information and necessary action. He is instructed to demarcate the forest area as per above schedule and depict the area in the topo sheet (1:50000 scale). A copy of the map should be available with the VSS, Member Secretary, and Beat Guard and in the Range Office. Another copy of the map should be submitted to this office for record.

Copy forward to Sarpanch, \_\_\_\_\_ Gram Pancayat for information and necessary action.

**DIVISIONAL FOREST OFFICER  
\_\_\_\_\_ FOREST DIVISION**



**Form -5****MEMORANDUM OF UNDERSTANDING**

1. We the members of the Executive Committee of the Vana Smarakshyana Samiti /Eco Development Committee of \_\_\_\_\_ village do hereby undertake individually and collectively to perform the duties and shoulder the responsibilities as detailed in the Orissa Joint Forest Management Resolution, 2008, for proper protection, regeneration and management of the forest areas as per the schedule given hereunder.

- i. Name of the JFMC
- ii. District \_\_\_\_\_
- iii. Forest Division \_\_\_\_\_
- iv. Forest Range:
- v. Section :
- vi. Beat:
- vii. Police station :
- viii. Village:
- ix. Name of the assigned Forest Block:
- x. Legal status of the Forest area:
- xi. Area (Ha) of the assigned forest:
- xii. Boundaries of the area:

North  
South

East  
West

1. We, understand that the usufructuary benefits as detailed in the aforesaid Resolution shall be allowed only upon satisfactory observance of the duties, responsibilities and functions by this Executive Committee and by the members of the Vana Smarakshana Samiti as per the aforesaid resolution. We undertake not to contravene any provision of any Act or Rules in force. In case of failure to comply with any provision of this Resolution by any member of the JFMC, the membership of such member may be cancelled and such member may not be allowed any usufructuary benefits from the date of termination of his/her membership.
2. A copy of the aforesaid Resolution is annexed herewith duly signed by us on every page in proof/evidence of our having read/understood the same in letter and spirit. It is hereby agreed that this MOU will come into effect from \_\_\_\_\_.

Signature of the Chairperson  
\_\_\_\_\_ JFMC  
Division:

Signature of R.O.  
Range:

Witnesses:

- 1.
- 2.
- 3.

Witnesses:

- 1.
- 2.
- 3.

