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## FOREST ADMINISTRATION IN AGENCY AREA – A STUDY

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### ABSTRACT

*Forests are intimately connected with the life of tribals and play a vital role in their economy. The relationship has been recognized but has not been defined and interpreted in terms of clear cut policies and programmes. This has caused adverse ecological balance. The history of tribals can be narrated in terms of changing relationship with the nature and forest. Early man acquired greater skills in food gathering and hunting, with increased power of exploiting natural resources. Forestry has been essential through history for survival of tribal communities. During India's pre-independence period the free use of forests and the liberty enjoyed by the tribals was curtailed through the imposition of restrictions (Forest Act 1854) by British Administrators. During post independence era, the policy of assessment of the forest resources in terms of modern economies dealt the greatest blow on traditional tribal forest economy based on forest goods and service relations. Forests are the only source of life and livelihood to the millions of people who inhabit them all over India, the idea that immediately occur would be their personal attachment at forests give them food, shelter, recreation and employment. For centuries they enjoyed the freedom to use the forests and hunt its animals.*

**KEYWORDS:** Administration, ecology, forests, nature, tribals

### INTRODUCTION

Forests are intimately connected with the life of tribals and play a vital role in their economy. The relationship has been recognized but has not been defined and interpreted in terms of clear cut policies and programmes. This has caused adverse ecological balance. The history of tribals can be narrated in terms of changing relationship with the nature and forest. Early man acquired greater skills in food gathering and hunting, with increased power of exploiting natural resources<sup>1</sup>. The Forest is home, a livelihood and the very existence to vast number of tribal people. Forests gives them food; fruits of all kinds, edible leaves, plants, nourishing roots etc. It also provides them with material to build their homes and things for practicing their arts. By exploiting the forest produce people can supplement their meager income (Desh Bandhu and R.K. Garg 1986)<sup>2</sup>. It is well known that, from times immemorial, the tribal people have enjoyed freedom

to use forest and this feeling has given them a conviction, that remains even today deep in their minds and hearts, that the entire forest belongs to them. The only people who have a more realistic understanding of them are the millions of people who inhabit them, i.e., tribals and in general they have no proper communication channels with the rest of the society. As a result a majority of the population in the country, living far off from forests, are ignorant about the relationship of forest and native or adivasi tribes. For a long time Government continue to act as mediators between the enigmatic tribal population and their live forests.

As already noted forests have an important role in the development of any country. They continue to be one of the most important natural and renewable resources. Hence forests have become indispensable for maintaining the quality of an environment and the people. This fact was recognized by U.N. conference on Human

Environment in Sweden in 1972 and subsequently the National Committee on Environment Planning and Coordination established by the Government of India stated that “It is an obligation of each generation to maintain the productive capacity of Land, Air, Water and Wild-Life in a manner which leaves its successors some choice in the creation of healthy atmosphere” (Planning Commission 1981).<sup>3</sup>

Forestry has been essential through history for survival of tribal communities. During India’s pre-independence period the free use of forests and the liberty enjoyed by the tribals was curtailed through the imposition of restrictions (Forest Act 1854) by British Administrators. During post independence era, the policy of assessment of the forest resources in terms of modern economies dealt the greatest blow on traditional tribal forest

economy based on forest goods and service relations. This resulted in the division of the forestry development into the resources developing and revenue earning activity<sup>4</sup>.

In India about 74.8 million hectares of land is classified as forests, which is about 23 percent of total geographical area. The outer Himalayas, the Western Ghats, the Deccan plateau including Vindhya and the North-Eastern region are the main forested regions in the country of the seven percent of tribes of the total population of India; nearly 4 percent out of the seven percent live in the forest areas. They are often called as Adivasis. A cursory look as the whole thing indicates the potential of the region and its people.

The Forest tribal population areas are divided details shown below Table – 1.

**Table – 1 Physiographic Zone-wise Estimates and ST Population**

Sl. No.		Geographical Area (Sq.Km)	Recorded Forest	ST Population
1.	Western Himalayas	338.556	98.165	2177328
2.	Eastern Himalayas	65.317	41.160	1355940
3.	North East	133.990	78.906	8713207
4.	Northern Plains	295.780	13.983	594223
5.	Eastern Plains	223.339	31.826	8328706
6.	Western Plains	319.098	13.813	3032620
7.	Central Highlands	373.675	82.711	2340480
8.	North Deccan	355.988	86.495	6485913
9.	East Deccan	336.289	128.006	22734101
10.	South Deccan	292.416	51.356	5920301
11.	Western Ghats	72.381	33.960	8179621
12.	Eastern Ghats	191.698	75.175	5353430
13.	West Coast	121.242	21.358	3793805
14.	East Coast	167.494	17.826	4191362
	<b>Total ::</b>	<b>3,287,263</b>		<b>10,42,81,034</b>

Source: India State of Forest Report 2011.

Forests are critically important to the society in three ways, Firstly, they are the only source of life and live hood to the population that inhabit them, i.e., the tribes. Secondly they are required to protect the soil, the climate and the environment, to maintain the productivity of land and to make the atmosphere conducive to life. Thirdly, they are an important source of materials used in industry and household all over the country.

The above said three functions of forests as suppliers of materials, as protectors of environment and as a source of life and livelihood to the inhabitant people appear to be in contradiction with each other. Forests are the only source of life and livelihood to the millions of people who inhabit

them all over India, the idea that immediately occur would be their personal attachment at forests give them food, shelter, recreation and employment. For centuries they enjoyed the freedom to use the forests and hunt its animals.

The rights and concessions for the tribals of India have been defined and notified from time to time. The extension of rules framed under the forest laws and the control which the framed under the forest laws and the control which the forest staff exercised over products have considerably distributed the tribal economy and have caused great resentment against the forest officials. With the gradual extension of the law regarding reservation and conservation of the rights of the tribals, people

in the forests are now being restricted to mere concessions which means considerable hardship to them, in getting their living. For they are bound to exploit forest wealth and for which they suffer harassment at the hands of forest officials. With the enforcement of the forest laws, tribals have been deprived of forest products and shelter and protection on the one hand but are allured to encroach upon forest land for cultivation<sup>5</sup>.

The people's participation in forestry development will ensure that local community development. The social forestry programmes like road-side plantation, plantation on panchayat lands, tree farming, social security through plantation and development of private nursery, cost of manure and pesticides as also technical know-how, etc., are some of the experimental programmes, which will provide forestry an economic base. Gradually programme can aim at increasing utilization of forests by the local community. Involvement of the local tribal and community participation is a pre-requisite for successful implementation of social forestry in the tribal regions of the country as a whole and in any state in particular. Careful planning to link forest resources with the interest of the local economy should be primary focus of the programme.

In 1991, World Watch Institute estimated that 1,965 million hectares or 17 percent of the total vegetated land on earth was degraded, including 746 million hectares in Asia (or 20 percent of its vegetated land); (Postel 1994, P. 10)<sup>6</sup>. The three main human activities accounting for the degradation of forests were overgrazing (679 million hectares), deforestation (579 million hectares) and agricultural mismanagement (552 million hectares). It was estimated that, the annual loss of agricultural land through soil erosion is going on at a minimum rate of 20 million hectares per year and the cumulative total loss from 1985 to 2000 was 540 million hectares (Myers 1989, pp 59-60)<sup>7</sup>.

Changes in land use patterns from demographic pressures have been identified as major factor in the degradation of land and soil. Attempt to extract the requirements of food grains through intensive cultivation of available irrigated land has paradoxically led to degradation of available assets; in particular; the loss of top soil fertility. (Swaminathan-1977)<sup>8</sup>. The deforestation has significantly contributed to soil erosion causing enormous loss of soil and its nutrients.

India is the seventh largest country, with a total geographical area of 329 MHa. It is also the second most populous country after China, with a population of more than a billion. But the per capita forest land available is just 0.06 Ha which is one of the lowest in the world. The world average is 0.7Ha. About 70 percent of the biomass needs in India are met from the existing forests, village commons and wastelands<sup>9</sup>.

Rapid industrialization led to increased pressure on India's forests. There was a spurt in demand for timber, wood to produce paper, plywood, expand railways and for other construction activities. The "grow more food" campaign, river valley and hydro electric projects also claimed large tracts of forests land. Moreover, the growing human and live stock population meet their needs for fuel wood, fodder, food, medicines and small timber, causing degradation of the forests. As a result only 11.17 percent of India's land area has reasonably good forests, with over 40 percent crown cover against the desired level of 33 percent stipulated in the national forest policy of 1952 (FSI, 1997)<sup>10</sup>.

Decrease in forest area was mainly due to conversion to other land use categories. According to the report of Forest Survey of India (1988's); between 1951 and 1980, about 4.3 MHa of forest officially diverted for non forest purposes - 62 percent to Agriculture, 12 percent to River Valley Project, 4 percent for Industrial Projects and the remaining for other purposes (Central Forestry Commission, 1981)<sup>11</sup>. As assessed by the Indian National Sensing Agency, between 1992 to 1996, the total forest area declined marginally by 0.98 percent, while the dense forests declined by 4.7 percent. Open forest declined by 9.55 percent between 1982 and 1994<sup>12</sup>.

Fuel would requirement is estimated at 199 MT's for 2000, and 4.7 times more than the present supply. Fodder requirement of live stock for 2010 is an estimated 750 MT's of green fodder, while forest contribute only 185 MT's. of green fodder. Commercial wood requirement is 41.62 MT's, which is 4.5 times more than the supply level. By understanding the above picture of reality and projections we can comprehend the gravity of the situation.

Further it is to note that the pressure on forest resources will continue in the coming years, due to increase in biomass demand - for fuel wood, industrial wood and sawn wood - from the growing population. Extraction of biomass for meeting all their need of people will certainly contribute to further degradation of the forests. It is projected that the biomass demand will be 290 MT's by 2010, which is an increase of 28 percent over 1995 and more than 36 percent over 2001. Even fuel wood account for 241 MT's (83 percent of the biomass demand), industrial wood 26 MT's (9 percent) and sawn wood - 23 MT's (8 percent). This shows that the demand on forest is even more, and the demand is categorized into subsistence demand, (which include extraction of Fuel wood, fodder and NTFP. Commercial demand, which mainly includes urban fuel wood, industrial wood and timber requirements.

The need for evolving new programmes like social forestry by the Government of India is strengthened with the fact of the continual deforestation of trees cover. In 1971, it is revealed by the Central Forestry Commission that, the forest

area is 74.74 million hectares, where as the agricultural census gives it as 66 million hectares. There is contradiction in the official statistics and both the sources uniformly agree the fact of the decay of the forest lands in India.

In the previous years, 10 million hectares of land was affected by floods in which 58,000 Catties and 1200 people lost their lives. Average annual loss due to floods is as high as Rs. 1000 Crores. Deforestation also causes droughts and desertification. Gradually the Indian Government began realizing and discovering the fact that no less than 4.2 million hectares of forest land had been destroyed since Independence. State Governments have spent Rs. 10 crores for such programmes, of the 38 lakh hectares of land that has been brought under afforestation programmes since independence, 22 lakh hectares have been devoted to economic and industrial plantations while 14.8 lakh hectares have been devoted to quick growing species like Eucalyptus and Casuarina. Recently, the Central Government has started championing the so called Social Forestry (Go.ms 9 & 218 January 1992) means is clear from the fact in the sixth plan while Rs. 356 crores is allocated for commercial forestry only Rs. 50 crores is Hocused for fuel-wood plantations.

Apart from the Government Department, there are very few institutions to enable to empower local communities to manage the forests and village commons around them, very specifically the tribals. The vacant area consisting of groves, trees and bushes which is commonly used by village people for various common purposes viz; cattle or sheep grazing, resting place for animal etc. is generally known as village commons. Village commons are community's natural resources, to which every member of the village community has access, though nobody has exclusive property right over them. These lands include, waste lands and thrashing grounds, watershed, drainage, village ponds, rivers, rivulets and their banks and beds. The village commons and degraded crop land left fallow for a long time, together account for 52.8 MHa

(Ravindranath & Hall 1995)<sup>13</sup>. The village commons provide the community with firewood, fodder, fencing, timber material and other products. It is revealed that about 66-84 percent of domestic fuel wood needs of the poorer households are extracted from these common lands (Jodlia, 1990)<sup>14</sup>. The marginal and landless farmers to a large extent depend on these lands for many of their subsistence needs. A study in Uttara Kannada showed that the poor households in that district derived an income of Rs.994 per household per year from their village commons (Pasha, 1992)<sup>15</sup>.

As per the records of the N.R.S.A. The forests must have to be around and over 33% of area through out India, the forests have situated mostly in hilly area any where else, present forest area is 751.346 square kilometers. Presently the forests occupied 19.39% in the country instead of 33% on the land, according to National Forest Policy - 1952. The forests have classified in to two categories.

- 1) Ever green forests (Non-leaf relating forests)
- 2) Leaf pelting forests (Aaku Ralu Adavulu)

According to FSI, (2001), all India total Forest Cover .was 6,75,538 sq. km., and it is 1.06 percent more than that of 1991 (6,40,694 sq.ktn.). Based on the density of the forest cover, FSI has classified the forest cover into dense forests (more than 40 percent Forest Cover), open forest (more than 10 percent upto 40 percent of Forest Cover) scrub forest (less than 10 percent of forest cover) and mangrove. In 2001 State of Forest Report the FSI has clubbed the mangrove forest with dense forests. As per 2011 FSI report Dense Forest (DF) and Open Forest (OF) are with a forest cover of 4,16,809 Sq. K.M and 2,58,729 Sqm respectively and scrub forest was 47,318sqkm. As per 2011 FSI report Dense forest (DF) and Open forest (OF) are with a forest cover of 4042.07 sq.km and 287.823 sq.km respectively and scrub forest was 42,177 sq.kms. There was open forests has been increased but dense and scrub as decreased details table shown below.

Sl. No.	Category	Area Sq. Km	Percent of Forest Area
1.	Very Dense Forest	83,471	2.53
2.	Moderately Dense Forest	3,20,736	9.75
3.	Open Forest	2,87,823	8.75
4.	Scrub	42,177	1.28
	<b>Total</b>	<b>7,34,207</b>	<b>22.33</b>

In pursuance of the recommendations of the conference of the officials and non-officials held at the Secretariat in December, 1949, the Government appointed a committee headed by Sri R.S. Malayappan, Special Agency Development Officer to tour the Agency areas and select suitable sites for

Tribal Development Schemes such as improvement of Forests, Plantations, Irrigation, Hydro-Electric Projects and exploitation of Mineral resources. The Committee has recommended for taking up the following Schemes for development of Tribals in Scheduled Area<sup>16</sup> (Extract). (1) Land Colonization

(2) Forest (3) Irrigation (4) Hydro-Electric Schemes (5) Plantation (6) Agriculture (7) Public Health (8) Rural Water Supply (9) Leprosy Eradication (10) Medical Aid (11) Prohibition (12) Animal Husbandry (13) Small Industries (14) Sericulture (15) Fisheries (16) Women Welfare (17) Education etc.

Late Pandit Jawaharlal Nehru, the first Prime Minister of India, laid down the approach of development of Scheduled Tribes during the times of generous of the community. Dhebar Commission appointed Article 339 of the Constitution of India also endorsed this approach and observed that the tribals should be integrated with the rest of the Society while allowing them to continue their traditions, ethos, arts, culture and their identity. Their right on land and forest should be safeguarded and they should be trained for their administration and development<sup>17</sup>.

The resources of products and forest material availability from the forests (M.F.P). recommendations of the UN. Debar Commission - 1961. The forest provides the essential food for tribals providing calories, vitamins, proteins, minerals or some other component needed to supplement the staple food in their diet. Gathering and processing of forest produce is a routine work in their daily life. Around 157 plants are available in the forest, these are useful to man as food as medicine and as a shelter to tribal people. In these forests same of the forests animals are useful. The tribal are also getting the herbs and food grains from these forests<sup>18</sup>.

The facts are self explanatory that the Forest Cover is dwindling as to be seen at all India level. How ever the growth and retention of forest depend on various factors. The contribution made by tree-growth and the usage of such growth by communities, for their lives and living, and can be decisively understood in terms of the economy of family and nation. In the development process protected forests, production forests, village forests contribute significantly in tribal development.

According to statistics on land use compiled by Ministry of Agriculture based on field surveys, the net physical area served by government canals rose from 15.805 MHa in 1985 to 16.067 MHa in 1990. It cost Rs.1 11,070 million on an average of Rs.0.426 million for additional irrigation of one hectare land. If the resulting cost from inefficiency of canal irrigation, as compared to tube well irrigation, were to be added, the per hectare, cost of irrigation would become twice this figure (Vohra 1991).<sup>19</sup>

The total irrigation potential of the country in 1990 was 78.1 MHa of gross area. But as per the land use statistics, the net area irrigated was only 46.2 MHa - representing less than one third of the total cropped area of about 140 MHa. This happened inspite of an expenditure of almost a trillion rupees at 1980-81 prices (Rahul &

Nellithanam, 1997 - P.931)<sup>20</sup> This irrigation and water use gap between irrigation potential 'created' and utilized', will show only the situation arised out of the destruction and degradation of forests.

The conquest of India, by the British led to sweeping changes, touching all aspects of life in the country. It shattered once for all, within the space of a few decades, whole of the foundation of a civilization that had endured for over 3000 years. The system of land-revenue and administration which was brought in the British revenue system, replaced by the old pattern of land ownership by private property. The Zamindari system of land lords and Rytwari or peasant proprietorship form; provided local support to the colonial Government and in turn they enjoyed protection. The initial 'Permanent Settlement' in these areas underwent subsequent changes to suit the Government's fiscal requirements. The peasant proprietorship or Rytwari system brought the owner cultivator under a theoretical direct relationship with the Government.<sup>21</sup> At the same time law gradually started replacing custom, which had for so long kept India intact to her immemorial past.

According to *Poffen Berger*<sup>22</sup> deforestation is most often associated with destabilized traditional management system. After losing control over their local resources through a break down in tenure and protection mechanisms, communities are thrown into competition with outside groups for forest resources. Disempowered forest dwellers often have no choice but to join the over exploitation.<sup>23</sup> The measures adopted by the colonial Government to reverse the damage caused by giving atleast some of their resources back to the people did not succeed. The real problem of the rural tribal sector were not addressed properly and often proved to be counter productive.

## REVIEW OF LITERATURE

Arora<sup>24</sup>, made a study on state regulation on Forest Management, and Chopra<sup>25</sup>, on critical role of Govt. policy and came out with an opinion that JFM regulations have attempted to induce people's participation in forest protection and doing the protection was an economically rewarding activity. Saxena<sup>26</sup> states that, JFM is a peoples profit activity and aims at sustainability.

Sarkar<sup>27</sup>, made an attempt to study. The strength and weakness of the Joint Forest Management in West Bengal, and contended that the strength lies in the activities of the Joint Forest Management involving the people actively. Mukherjee<sup>28</sup>, studies Joint Forest Management activities and common property resources and reported the success in community protection initiatives of forests of Andhra Pradesh.

Sociological investigation made by Chopra and Chatterjee<sup>29</sup>, revealed that four factors have already contributed to experimental success: (i) taking account of the needs of local people in planning *phase* (ii) popular involvement (iii) strong

leadership and (iv) equitable distribution of resources.

Chandrakanth and Romm<sup>30</sup> observed that, in many areas and parts of the world, tribal rituals of dedicating forests to their gods and goddesses or their local duties have had an impact on the forest protection, production and use of the resources of forests. These dedicating practices are considered as a force in preserving the tree and free gods are also can be found among tribes of Andhra Pradesh and in Adilabad gonds observe annual forests and rituals in honour of their clan deities, such as Polan Rajul (deity of hills and forests), gouripen (goddess of tiger).

Gond a non Aryan tribe, whose features, Complexion and traces of totems in their section mark them as being a Dravidian descent. The inhabit the wild and mountainous tract of the Adilabad District which, flowing a line a parallel to the Paina Ganga river, turns abruptly northward and running between the kinwat and Adilabad Taluka.

A study on symbiotic relationship with forests and the tribes in A.P. was studied by K.Mohan Rao<sup>31</sup> reveals that collecting, sharing trees as sacred to tribals in Tribal Areas of A.P. Kolams idol their supreme deity Lord Bhima out of wood of four trees which are sacred to respective four phratries. They desire that the tree out of which the idol is prepared should grow and thrive well cutting this tree completely is taboo.

Urmila Pingle<sup>32</sup> attempts to examine the gender factor in Joint Forest Management, and contends, in the four districts of A.P., participation of women showed positive indication, in protection, preservation and management of forests and suggests that the traditional independence of tribal women, should be further strengthened by involving them participants in development would yield more results. Forest Department ventured to undertake evaluation of VSS in Easgoan in Adilabad district and come out with the finding that, the VSSs in Easgoan has come a long way to transform the degraded forest to regain its lost glory. This has been actualized by the role of VSSs, when they acted as catalysts in expanding the concept of Community Forest Management in the district.

Jaltan and Pratima<sup>33</sup>, studied on the management objection in India, and declared that, the forest in India are required to meet diverse demands and setting of management objectives, consequently present problems. The management objectives were adjusted to meet the national requirement and were accordingly reflected in the National Forest Policies. Management objectives are still not clear in respect of protection, production and social functions of the forest isolation from other land based husbandry systems. Holistic approach for land resources management is necessary.

Chitwadgi, S.S.<sup>34</sup>, in his letter, bold by explains that, there is a danger in community forest

management in India - and opines that often politics rides on all adventures and initiatives of development. Democracy as practiced for the last over 4 to 5 years and politicians during the short period came more for capturing power, rather than natural resources conservation is perpetuity, as experiences go till date.

Tirupathi<sup>35</sup>, gives an account of the status of JFM in the state of Nagaland. The involvement of people has played an important role in protection and conservation of forests. Samanvit Gram Vanikaran Smridi Yojana (SGVSY) and the National Afforestation Programme (NAP) implement by Forest Department Agency have given momentum to JFM programme in the state which led to increase in dense forest cover. The JFM programme is very successful in the state. He contends that, though land holding pattern in the state is totally different from other states, JFM was successful because of people's total involvement.

Government of Andhra Pradesh<sup>36</sup>, Forest Department, project monitoring unit, Hyderabad, has prepared the project implementation plan (vol. 1 & 2), in its plan clearly explains that, the experience of JFM in A.P. has been a tremendous success. The forest have started looking up. There has been an overall perceptible improvement in forestry sector in general. However, the investment made and initiatives taken need further consolidation for the impact to sustain. It is in this backdrop that a project to consolidate efforts initiated in the area of Community Participation in Forest Management has been felt necessary. The change of approach from "sectoral oriented" to "community oriented" was felt a necessary one. While JFM was more a partnership between the forest dependent communities and tribals and govt. of A.P., the CFM become more a democratic process through delegation of the decision making process and aim at decentralizing the entire process of planning and implementation with APFD and Govt. of A.P. Here greater emphasis on capacity building of the communities involved in CFM; Their project report essentially focuses on the Forest Management through the participation of local tribal communities through organized groups with more freedom and independence (of course with the guidance of FD) and enjoy total fruits.

## **HYPOTHESIS OF THE STUDY**

The Hypothesis of the study area are as follow:

1. The Forest policies depending upon the principal assumption of providing employment to tribals in forest service's have made positive impact on the scheduled tribes.
2. Reservation of employment to tribals in forest service's benefited to non-tribals migrants and tribes of plain areas causing loss to scheduled tribes agency area.
3. Implementation of Forest protection and management policies and afforestation

programmes are ineffectively implemented due to bureaucratization of forest services.

4. Due to cultural background of tribes of agency area and their effective participation will result in protection forest resources.

### OBJECTIVES OF THE STUDY

The main purpose of the study is to comprehensively examine the forest policy in the background of the tribal development. In addition to this main purpose, there are other substantive objectives which are to be studied under this broad priority areas of the study, They are:

1. To examine the under currents of the forest policy followed during the Nizam Rule in specific relation to its impact as the tribal communities.
2. To assess the situation from the background of the gradual shifts of the Indian Forest Policy and its consequential impact.
3. To explain the impact of the deforestation over the native tribes for the last two decades.
4. To examine the implementation of Forest Development Programmes such as social Forestry Programmes afforestation and their utility to the tribal communities in the selected villages of the study.
5. To examine the implementation of participatory forest protection and management programmes such JFM & CFM through VSS.

### METHODOLOGY

That data for the purpose of study is drawn from Secondary source. The title of the studies is "Forest Administration in Agency Area – A Study of Warangal District". The study is undertaken with the assistance of the both descriptive and empirical tools generally adopted in social science research. The descriptive part of the study would be substantiated by the secondary sources.

### THE FOREST POLICY OF 1988

The policy 1988 represents a significant departure from previous policies because it mandates that the local community must be actively involved in programmes of protection, conservation and management of forests. The people living in and around the forests were given a chance to participate in management of the forests. People were considered past-non, not only in protection and regeneration of forests but no share in the usufructs and profits as well. The focus of forest management shifted from communalization to conservation of soil, environment and the rights of the local populace. This shift led to an enhancement in the yields of NTFPs and generated greater employment and income for forest dependent communities.

### POLICY OF PARTICIPATORY

#### APPROACH - JFM 1990

One of the chief criticisms of the social

forestry program was that it did not meet its objectives such as meeting diverse biomass needs and participation of local communities. The program was helpful to the farmers who were marked oriented, but less helpful to meet subsistence, bio-mass needs such as firewood, fodder and NTFP of rural poor and tribal community. Therefore natural forests were continued to degrade. Thus deeds and efforts were made to initiate to enhance forest cover through participatory process where people protect forests and derive benefits.

During 1980s, while forest department was pre-occupied with large scale plantation oriented forestry projects, self initiated community forest protection groups began emerging. The central and state governments began to perceive its significance and acknowledged the need to recognize and legitimize community efforts. On June 1, 1990, the Government of India passed guidelines launching in Joint Forest Management programme. It recommended the participation of village communities in the regeneration of degraded forest and notified those villages that are effectively protecting the forest produce. The 1990 circular of Government of India paved the way for most states to adopt participatory forest management strategies by passing Joint Forest Management orders.<sup>37</sup> The policies aim at recognition of rights of organized communities over a clearly defined degraded patch of the forest. It also strongly encourages Forest Department to enlist and expertise Of local non governmental organization (NGOs) to serve as catalysts between the Government Departments and the village community.

The highlights of the Joint Forest Management are :

1. JFM encourages a partnership between communities and the Forest Department and recognizes the role of NGOs' in the process.
2. Access and benefits accrue only to organized community undertaking regeneration. Equal opportunity are promised, provided the participation is whole hearted.
3. Usufructory rights on all non-wood forest products and a certain percentage of the final timber harvested will be given to the participatory communities, on successful protection and fulfillment of the condition laid down by the state.
4. One-year micro-plan detailing forest management, institutional and technical operation is to be developed by the community management organizations with the technical guidance of local foresters.
5. The Forest Department will find Social Forestry programmes for nursery raising and the communities are



encouraged to seek additional funds from other agencies.

### **SOCIAL FORESTRY**

Due to the degradation and disappearance of Village Commons, the native communities were forced to turn towards forests to meet their demands of biomass. Realizing that; and to prevent further degradation of the forests, it was thought necessary to take immediate steps to meet the biomass needs of the people. The National Commission on Agriculture (1976) recommended the setting up of Social Forestry Plantations.

The main objectives of Social Forestry are :

1. Increase Fuelwood, Fodder, Small Timber and Minor Forest produce supplies for State Rural population by growing trees on village lands, Farm and private lands, practicing of extension forestry and rehabilitation of scrub forests and degraded forests.
2. Restore a proper ecological balance and optimum utilization of land, water, livestock and human resources.

Social Forestry was launched mainly to shift the pressure on the forests, which were still primarily focusing on timber production. The Social Forestry programme was implemented on village common, degraded forest lands, farm and a strip and row plantation, along roads, stream and irrigation tank beds. Social Forestry had two components -planting trees on private lands called farm forestry and afforestation of village lands called community forestry. Farm forestry in private land accounts for nearly half the afforestation program and forests developed on degraded forest and village commons account for the rest.<sup>38</sup>

Though Social Forestry may be required to meet the raw material demands of the industry, biomass needs of the community can be better met by growing multiple species. Hence, alternative strategies are required to improve the status of degraded lands. Major draw back and loop hole in Social Forestry can be identified as they implement Social Forestry program mainly by Forest Department. Involvement of local community in the afforestation program is very minimum. There are no institutional arrangements to enable local communities to participate in the Social Forest program.

### **FARM FORESTRY**

It is already an established fact that trees on farm land play an important role in the economy of the land farming community in many parts of India. It is known that farmers in Kerala plant trees on this, homesteads and farm lands to maximize returns for their lands. In the western Rajasthan farmers protect *Prosopis cineraria* and *ziziphus* trees to increase soil productivity and land sustainability. These trees provide much shade for crops and fodder for cattle. Farm forestry's dominant role in the afforestation program has already been

emphasized. Many categories of Farm lands, such as degraded crop land, miscellaneous tree groves currently in a degraded state and culturable wasteland, which are under short, long or current fallow land can be brought under tree cultivation. Following such guidelines, Farm Forestry achieved dramatic success. Overwhelming response was guided by the prevailing high market prices of timber and the problem of labour shortage. But the Farm Forestry under social forestry failed after farmers failed to get the anticipated return due to institutional and market barriers. Subsequently the farm forestry raised farmers went back for growing their annual crops.<sup>39</sup>

### **PARTICIPATORY FORESTRY**

The concept of Social Forestry was a step towards participatory approach, as it marked a shift from the notion of commercial plantation and limber forests to the idea of creating forests to meet the needs of the stake holders. But it did not sustain interest of the communities, as the program was solely and principally managed by the Forest Department, with every little involvement of the local people. Projects failed to define, establish and publicize the rights to the trees and the procedures for marketing to get the actual benefits. Commercially valuable trees were planted, which did not improve the supply of biomass within the village. Social Forestry contributed only partially to meet the demands of the poor for fuel wood and fodder and the pressure on forest land continuously unabated.

Natural forest policy of 1988 and the order of 1990 issued by The Government of India, actually initiated the participation of people in Forest Management. This policy marks a departure from 1952 forest policy, as it stresses on conservation and meeting the needs of local community. It redefined the objectives of forest management and envisaged a wider scope for community participation in protection efforts. There was a shift of approach from Government controlled policies and centralized management to decentralized management; revenue orientation to resource orientation; production motive to sustainability motive; and target orientation to process orientation.

The idea of marking people to part with the management is really picked up and gained around as a means of generation and rehabilitation of degraded forest areas. As a result, the Government of India Circular June, 1990 formalized and endorsed the system of Joint Forest Management. It laid out the broad guidelines for an institutional arrangement, involving the local people to jointly protect and manage forest resources in turn to get benefits from it. It high lighted the need and the manner of involving village communities vis-a-vis voluntary agencies in the Joint Forest Management process. The guidelines contain prescriptive provisions to enable the formation and functioning of Forest Protection Committees (FPC) or Village Forest Committees (VFCs). The

guidelines exhorted the state governments to give Joint Forest Management a formal framework. To ensure community participation, the State Governments have been advised to identify local NGOs to serve as interface between the State Forest Department and the communities. Almost all the states in India have formally initiated Joint Forest Management, while issuing order in the form of restrictions / procedures to enable the constitution of FPCs. It is estimated that, at the end of 1998, over 10.24 MHa of degraded forests in the country were being managed and protected by about 36,075 Forest Protection Committees, where Madhya Pradesh and Andhra Pradesh figured pioneers, as Andhra Pradesh stands in forming about 4,453 VFCs. And it is estimated that Andhra Pradesh, recorded more than 7500 VFCs, and they were named as Vana Sainrakshana Samithis (VSS). Apart from the government fund and budget Joint Forest Management programs have also received large financial support from external funding sources. The major funding agencies are : The World Bank, O.E.C.F. Japan, D.F.I.D. U.K, .S.I.D.A. Swedan, E.E.C., U.N.D.P. Germany.

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