

**By FAX &  
Speed Post**

**GOVERNMENT OF ODISHA  
ST & SC DEVELOPMENT DEPARTMENT**

No. 7057 / SSD. Bhubaneswar,  
**STSCD-FRA-POLICY-0001-2015**

Dated 12<sup>th</sup> April, 2016

From

Sri R. Raghu Prasad, IFS  
Director (ST)-cum-Additional Secretary to Govt.

To

All Collectors-cum-Chairperson of DLCs on FRA.  
All Nodal Officers under FRA (9 PA, ITDAs & 21 DWOs).

**Sub: Guidelines for effective implementation of convergence programs for forest rights holders under FRA, 2006.**

Madam / Sir,

You are aware that the Forest Rights Act, 2006 recognize and vests rights of the STs and OTFDs over forest land to ensure their livelihoods and food security. The amended FRA Rule (Rule 16) provide for post-claim support to holders of forest rights which mandate the state government to ensure that all government schemes, including those relating to land development, land productivity, basic amenities and other livelihood measures, are extended to the individuals and communities whose rights have been recognized & vested under the Act through its various departments.

The Government has stressed on implementation of convergence programs to ensure transformation of the forest rights into gainful livelihoods. The 8<sup>th</sup> SLMC on FRA in its meeting held on 21.07.2015 has observed that there should be continued support for the individual title holders through various schemes for land development & creation of irrigation potentials. Further emphasis also should be given for promoting farm forestry and horticulture activities in the land allotted under FRA. This should be closely monitored by the respective PA, ITDAs in the scheduled areas and PD, DRDAs in the non-scheduled areas.

With reference to the decision taken in the 8<sup>th</sup> SLMC, a guideline has been framed and enclosed herewith which lays out mechanisms for effective implementation of land development and productivity enhancement programmes through convergence. The guideline requires the DLCs to

- (i) facilitate Gram Sabha based planning for convergence programs,
- (ii) Set up District level Convergence Committees to facilitate planning and implementation of the convergence programs.

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For each FRA land, specific interventions in consultation with the title holder should be identified and accordingly a comprehensive plan should be prepared, focusing on core areas like land development, creation of irrigation potential, agriculture development etc. While preparing the plan, special care should be taken to converge all available sources of funding to achieve productive enhancement of FRA lands.

You are therefore, requested to develop action plans and take up interventions for enhancing the productivity of FRA lands.

Yours faithfully,



Director (ST)-cum-Addl. Secretary

Memo No. 7058 /SSD dt. 12<sup>th</sup> April, 2016

Copy along with copies of enclosures forwarded to the Special Secretary to Govt. R&DM Deptt./ Forest & Env. Deptt./ Panchayati Raj Department/ Agriculture Department / Rural Development Deptt./ Fisheries & Animal Resources Deptt. / MD, TDCCOL / PD, OPELIP / Commissioner-cum-Director, SCSTRTI, Bhubaneswar /All RDCs for information and necessary action.



Director (ST)-cum-Addl. Secretary

## **GUIDELINES FOR EFFECTIVE IMPLEMENTATION OF THE CONVERGENCE PROGRAMS FOR FOREST RIGHTS HOLDERS UNDER FOREST RIGHTS ACT (FRA)**

### **Background:**

The Scheduled Tribes & Other Traditional Forest Dwellers (Recognition of Forest Rights) Act, 2006 has come into force with effect from January, 2008, which secures tenurial and access rights of tribal and other traditional forest dwellers over forest land. The Act provides a comprehensive and empowering framework for recognition of both individual and community forest rights of the scheduled tribes and other traditional forest dwellers, who primarily depend on forest for their livelihood.

The amended FRA Rule (Rule 16) provide for post-claim support to holders of forest rights which mandate the state government to ensure that all government schemes, including those relating to land development, land productivity, basic amenities and other livelihood measures are extended to the individuals and communities whose rights have been recognized under the Act through its various departments.

The ST & SC Development Department has been implementing the Act expeditiously in a mission mode. The department has stressed on convergence of livelihoods development and social security based government programs and schemes to ensure livelihoods and food security of the forest rights holders under FRA.

### **Strategy for Convergence:**

- Awareness on convergence programs and schemes meant for forest rights holders under FRA.
- Gram Sabha based planning of convergence programs with the involvement of forest rights holders, CFR management committee members and women.
- Support mechanism at the district and sub-district level to support Gram-Sabhas in the planning and effective implementation of the convergence programs.
- Coordination between line departments and sharing of information. Convergence of livelihood development and social security based government schemes and programs of various departments contributing to productivity enhancement of these areas.
- State level coordination between the ST & SC Development department and other line departments such as Rural Development, Panchyati Raj, Agriculture etc. and with agencies working on FRA.
- At the community level the primary strategy for FRA land development initiatives is to provide a sustainable means of livelihood through assets based Agriculture & Horticulture development for the tribal communities.

### **Major Convergence Programs and Schemes for livelihoods enhancement:**

**Land Development:** Lands vested under FRA can be converted into productive assets by undertaking a host of land development activities under MGNREGA which include land levelling, stone bunding, field bunding, contour bunding etc. depending upon the need and requirement of the title holders.

**Creating irrigation potential:** Irrigation is one of the major obstacles in the FRA lands for undertaking agriculture and horticulture activities. Water-shortages acts as a hindrance in agricultural farming thereby making the land economically unproductive. To address the irrigation issues in these land, dug wells or farm ponds are to be facilitated through convergence under MGNREGS or through Horticulture Deptt's schemes.

**Agriculture & Horticulture development in FRA Lands:** This component seeks to increase the productivity of FRA lands. Priority should be given to food crops, agro-biodiversity, INRM (integrated natural resource management) activity, agro-forestry as they maintain local ecology while ensuring livelihood, food and nutrition security of the tribal and other traditional forest dwellers. Improved crop varieties should be promoted only with due consultation with the forest rights holders and gram-sabha. The availability of good quality seeds and saplings shall be provided to the targeted forest rights holders through convergence with Agriculture & Horticulture Deptt. This initiative, in addition to increasing the income from fruits and vegetables will also provide nutrition to the tribal. With agro-forestry, inter cropping and restoration of agro-biodiversity it is possible for the forest dwelling communities / farmers to strengthen local economy in a sustainable manner.

FRA rights holders shall be provided with horti-forestry orchard (WADI) on sloping FRA uplands with suitable varieties- typically local species (Amla, Neem, Harida, Bahara, Satavari, other fruit crops as a first choice) and Mango, Cashews as per the suitability of the climate & surroundings and preferences of the right holders.

**Harvesting of Minor Forest Produces:** MFPs provide a major source of livelihoods to the forest dwellers particularly women in tribal and forest areas. Programs can be taken up to promote MFP collectives (cooperatives/producers' groups/SHGs), to facilitate harvesting, processing, value addition and marketing of the MFPs. The ongoing MSP scheme for MFPs can be taken up under the convergence programs to provide assured income to the forest rights holders.

**Forest protection and regeneration:** The various forest protection and regeneration initiatives taken up by the forest rights holders can be promoted through the convergence programs to strengthen forest and wildlife conservation.

#### **Implementation of Convergence Programs:**

##### **Gram Sabha based planning:**

Gram Sabha based planning is the key to successful implementation of the convergence programs and need to be taken up on a priority basis. The planning process should be facilitated with the involvement of the forest rights holders, women, FRC members, CFR management committee members. In this process inputs may be taken from Resource Organizations/ NGOs and line departments. There are Successful examples of the gram-sabha based planning process supported by the district administration in Kandhamal and Mayurbhanj and those could be replicated..

**District level planning:**

- At the district level, there shall be a committee under the Chairmanship of the Collector, wherein the PD, DRDA, Deputy-Director, Agriculture / Horticulture, representatives of Soil conservation wing, PA, ITDAs/ DWOs concerned would be the members. This committee should meet quarterly and chalk out the detailed plan for effective implementation/execution of the Gram-sabha based plan/ convergence programme. Concerned Departmental authorities should utilize the services of their respective field staff posted at the Block / Sub-division level.

**Planning & Selection of forest rights holders:**

- Inventory of FRA title holders under each ITDA shall be prepared and phase wise planning shall be made to cover all FRA land title holders under the productive enhancement programme over a period of 3 years starting from 2016-17 to 2018-19. All the line department shall therefore share the data with ITDAs. Copy of the Gramsabha resolutions, prepared social and resource map during Gramsabha planning along with their proposed plan must be available with ITDA through line departments for smooth tracking and record.
- In case of IFR title holders Plot wise planning shall be made by the field functionaries' i.e WEOs, Project Managers, Subject Matter Specialists & FNGOs in response to the Gram Sabha plans in consultation with the FRA title holders. Village where CFR rights is recognized CFR based convergence plan can also be proposed by Gramsabha
- Plot to plot visit and Focus Group Discussion (FGD) with the FRA title holders shall be made to identify possible interventions for each FRA land.
- Selection of forest rights holders for coverage under MGNREGS or any other convergence programs shall be done in the Gram-sabha (Palli Sabha under FRA). The list of selected FRA title holders shall be approved by the respective Gram Sabha. The projects shall be the part of annual shelf of the projects and shall be approved as per the MGNREGS guidelines.
- List of selected title holders for schemes /programme of the line Deptt. like Agriculture, Watershed ( Water Resources), Horticulture Deptt shall be provided to the respective departments for needful coverage.

**Nature of Assistance:**

- Depending on the land holding size, the nature of interventions shall be identified, in consultation with the FRA title holders. Accordingly, standard design & estimate of the works shall be prepared in consultation with the line department.
- The estimate shall have clear delineation of financial assistance from different convergence sources as well as gap filling proposed from the ST & SC Development Department. Provision of voluntary contribution from the selected title holders shall be made to ensure ownership of the assets.
- A copy of the budget and plan shall be available with ITDA as well as with the Gram-sabha

**Implementation Mechanism:**

- The Action Plan and Budget for development of FRA lands under convergence of various schemes should be approved in the District Level Committee (and the Project Level Committee of ITDAs/ MADAs).
- The funds required under SCA to TSP or Vanabandhu Kalyan Yojana, should be worked out and approved in the PLC of ITDAs and MADAs. The approved plan should be included in the Annual Plan for SCA to TSP for the respective ITDA/ MADA/ Micro projects for PVTGs and should be submitted to ST&SC Development Department.

## DEVELOPEMNT PLAN FOR FRA BENEFICIARIES

Name of the district:

Name of ITDA:

Name of the Block:

Name of Gram-sabha (Village):

Total CFR Area (Ha):

Name of FRA Right holder/ title holder:

Total IFR Area (Ha):

Present use of land:

Land use	Area	Type of crop/ Plant	Source of irrigation
Agriculture activities			
Horticulture plantation			
Commercial plantation			
Fallow (which activity undertaken earlier)			
Irrigation structure			
Any others			

Proposed Work to be done:

Land Development activities:

SI No	Type of intervention	Unit	No of unit
1.	Field bunding	Meter	
2.	Land leveling		
3.	Contour bunding	Meter	
4.	Stone bunding	Meter	
5.	Any other		

Creating irrigation source:

SI No	Type of intervention	Unit	Remarks
1.	Farm Pond	No.s	
2.	Dug well	No.s	
3.	Any other		

Agriculture & Horticulture Development activities:

SI No	Type of intervention	Unit	Type of crops proposed
1.	Promotion of agriculture crop		
2.	Promotion of vegetable crop		
3.	Promotion of medicinal plants		
4.	Promotion of WADI		
5.	Supply of mini kits		
6.	Any other		

**Collection and disposal of MFPs:**

SI No	Type of intervention	Details to be mentioned	Amount required
1.	Awareness generation on MSP scheme		
2.	Capacity building/ skill development programs of MFP collectives		
3.	Harvesting, Processing, Value addition and marketing of MFP		
4.	Setting-up a rural market as per requirement		
5.	Storage house		
6.	Any other		

**CFR based Convergence:****Proposed work to be done:**

SI No	Type of intervention	Area	Units	Amount required	Departments
1.	Community pond/ tank/ Rain water harvesting structure				Watershed/ Horticulture
2.	Construction of small house/ community center (FRA information center for Gramsabha)				ITDA/ any other dept. Have mandate for this
3.	Bamboo plantation/ hill broom over CFR land				
4.	Forest Fire protection training and initiative				MGNREGS

Signature of beneficiaries

Surveying officer



**CONSOLIDATED DEVELOPMENT PLAN FOR FRA LANDS (Village wise)**

Village:				ITDA:							
Sl No	Name of the beneficiary	FRA land in acre	Sector	Activities proposed	Unit	Unit cost	No. of unit	Financial requirem.	Imple. agency	Source of fund	
			Land Development	Field bunding	R mt						
				Land/ Contour bunding	rmt						
				Stone bunding	rmt						
				Any other							
			Irrigation potential	Farm Pond	no						
				Dug well	no						
				Any other							
			Agril. & Horticulture Development	Promotion of agril. Crop	acre						
				Promotion of veg. crop	acre						
				Prom. of medic. Plants	acre						
				Promotion of WADI	acre						
				Supply of mini kits	no						
						Any other					
			Collection & disposal of MFPs	Awaren. Generation	No.						
				Capacity building	No.						
				Harvesting, process. Etc.							
				Setting up rural market	No.						
				Storage house	No.						
				Any other							
			CFR based convergence	Community Pond/ Tanks/ RWHS	area						
				Const. of small house/ Comm. Centres etc.	area						
				Bamboo/ Hill broom plantation	area						
				Forest fire protection							

**DISTRICT WISE CONSOLIDATED DEVELOPMENT PLAN FOR FRA  
LANDS**

Name the district			Name of the ITDA:					
Sl. No	Sector	Activities proposed	Unit	Unit cost	No of unit	Total amount	Implementing agency	Source of fund
1	Land Development	Field bunding	R mt					
		Land leveling	R mt					
		Contour bunding	R mt					
		Stone bunding	R mt					
		Any other						
2	Irrigation potential	Farm Pond	no					
		Dug well	no					
		Any other						
3	Agril & Horticulture Development	Promotion of agriculture crop	acre					
		Promotion of vegetable crop	acre					
		Promotion of medicinal plants	acre					
		Promotion of WADI	acre					
		Supply of mini kits	no					
		Any other						
4	Collection and disposal of MFPs.	Awareness generation on MSP scheme on MFPs.	Details to be mentioned					
		Capacity building programmes of MFP collectives.	do					
		Harvesting, processing, value addition & marketing of MFPs.	do					
		Setting up rural market as per requirement, if any.	Nos.					
		Storage house/ Godowns	Nos.					
		Any other						
5	CFR based convergence	Community pond/ tank/ rain water harvesting structures	area					
		Const. of small house/ Community centre etc.	area					
		Bamboo plantation/ Hill-broom cultivation	area					
		Forest fire protection training & initiative.	Nos.					