Chapter Four

Schedule 3.3 Information on Common Property Resources and Village Facilities

4.0.1 The importance of common property resources (CPRs) and their management have been acknowledged by policy makers and researchers. In recent years, official policies and schemes have been initiated for promoting peoples' participation in management of these resources. A number of studies have been undertaken by scholars to assess the size, contribution and nature of these resources and the institutional arrangements for their management. But these are mostly of the nature of case studies and do not provide comprehensive estimates either at the national or state level. The study on common property resources to be conducted in the 54th round of NSSO is the first nationwide survey on the subject. The state and national level estimates on the size, utilization and contribution of CPRs that the survey is expected to generate will help for building up the much needed database.

4.0.2 In this survey, the study on CPR will be conducted for obtaining information on availability of CPRs and their utilization. Broadly speaking, information on 'availability' will be collected in the Village Schedule 3.3 and that on 'utilization' in blocks 8 to 12 of Schedule 31.

4.0.3 The information to be collected in the village schedule will pertain to the entire area of the sample village. This practice will be followed even when hamlets groups are formed for the household survey. Some of the data required for this schedule may not be readily available. The success of the survey will largely depend on the field official's ability to collect the required information from local officials and knowledgeable persons. In some cases, the field official may be required to contact the local revenue officials like Patwari, Talathi, Karnam or a Village Level Worker. It may be useful to consult a local forest official for collecting information on the status of the forest in the locality.

4.0.4 **Common Property Resources** (CPRs) are resources accessible to and collectively owned/held/managed by an identifiable community and to which no individual has exclusive property rights. Terms like "accessible", "collectively owned/held/managed", "identifiable community" and "exclusive property rights" are briefly explained below:

- *Accessible*: Accessibility to a resource is determined either by legal status or by convention. If the community has a legal right of ownership or possession on the resource, it is clearly accessible to the community. Besides such legal rights, customarily accepted user rights on the resource will also be treated as "accessible" to the community.
- *Collectively owned/held/managed*: "Collectively owned or held" presumes a legal status. Thus, a resource collectively owned or formally (by legal sanction or official assignment) held by a community would decidedly be a common property resource. A resource nominally held by a community would be treated as "collectively managed" only when a group of people who has the right to its use is governed by a commonly accepted set of rules -- in most cases unwritten.

A CASE OF COMMUNITY MANAGEMENT

Village Chandrapur is located in the Krishna district of Andhra Pradesh. It has an irrigation tank, which is under the jurisdiction of the minor irrigation department. But a non-formal water user organisation of the co-users of the tank look after the management of the tank, according to an unwritten and implicit agreement among the co-users. It takes cares of the repairs and maintenance of the tank. Watchman is employed to open and close the sluices and monitor water distribution.

- *Identifiable Community*: This would mean that co-user of the resource is a well-defined group of persons. For instance, all the inhabitants of a village form an identifiable community. A large census village usually comprises a number of distinct settlements. The residents of one or more such settlements, constituting only a part of the village's population, can also form a community. Apart from these, a community may be a caste-based or religion-based or occupation-based group of people or a group constituted according to the traditional social order.
- *Exclusive Property Rights of an individual*: Resources owned or held by an individual or a family or an organisation like a company or corporation or co-operative will not be considered as CPRs. However, a resource held by a co-operative society constituted of persons, who were co-users of the resource prior to its formation, will be treated as a CPR. For example, all resources of co-operative societies of co-users, such as co-operative irrigation societies, farmers co-operatives, fishermen's co-operative, etc., will be considered as CPR for this survey. Also note that private property resources (PPRs) can be pooled and used as a common resource. In such cases, the pooled resources will be treated as CPR for this survey.

Bhusadia -- a case of creation of CPRs from private resources

Bhusadia, a village in Palamu district of Bihar, is one among a cluster of over 30 villages in which common assets have been created by pooling low productivity PPRs. Through a process of people's participation, development as well as preservation benefits are shared by the villagers.

Bhusadia is a small hamlet. Most of the inhabitants are either landless or have smallholdings of 0.2 - 1.2 ha. of land. In 1987, private and denuded common land were pooled and converted into community land. With an one-time investment financed under a waste land development scheme, a plantation was started. People of the village shared the labour and the benefits flowing from the system.

4.0.5 Generally speaking, two approaches are to be followed for collection of data on CPR. For the size of CPR, information will be collected only for the CPRs within the boundary of the village which are formally (i.e. by legal sanction or official assignment) held by village panchayat or a community of the village. These will be henceforth referred to as CPRs in *de jure* sense. For data on collections from CPRs, the coverage of CPR is extended to include CPRs held, whether formally or nominally, by the *panchayat* or a community of the village. It will also include resources which are *de facto* used as common resources like revenue land not assigned to the panchayat or any other community, degraded forest land, or even private land in use of the community by convention. The common use of private property may be confined to particular seasons like cultivated land between crops, submerged fields used for fishing, etc. The approaches to be adopted for data collection on CPR in different items and blocks of Schedule 3.3 and Schedule 31 are clearly given below:

Schedule	Restricted Coverage	Extended Coverage
3.3	Items 1 to 6, Block 4	Item 1.1 to 1.3, Block 5
	Item 1.4, Block 5	Block 6
31	Items 2 & 3, Block.8	Items 1.3 & 1.4, Block 9
	Item 1,2,5,6,9,10, 13, &14, Block 10	Item 4,8,12 & 16 Block 10 Block 11

Approaches to be followed for items and blocks of Schedules 3.3 and 3.1

4.0.6 Besides information on CPRs this schedule is also meant for collecting data on availability of various facilities in the village. The schedule consists of the following blocks.

Block 0: Descriptive identification of sample village.

Block 1: Identification of sample village.

Block 2: Particulars of field operations.

Block 3: Availability of various facilities.

Block 4: Particulars of common land in the village and nearby forest.

Block 5: Particulars of common water resources in the village.

Block 6: Particulars of collection from forest and other common village land (commons).

COVERAGE OF COMMON PROPERTY LAND RECOURCES (COMMONS) IN DE JURE AND DE FACTO APPROACHES

In the *de jure* approach, the common property land resources will be understood as all, which are used as common land and are under the formal (i.e. by legal sanction or official assignment) control of the village *panchayat* or a community of the village. Thus, *de jure* CPR land will include all permanent pasture & grazing land, village forest & woodlots, common threshing grounds, dumping grounds and village sites. In addition, it will also include all other land of a government department which are formally held by the *panchayat* or a community of the village.

Within a village there are also other types of common land. These are classified by land use as barren and uncultivable land, long fallow, cultivable waste and area under non-agricultural use. All these categories of land are owned by the government, except where the ownership is otherwise defined. These land are administered by the revenue departments. In *de facto* sense, these categories of land also belong to village communities, as the local people has usufructuary rights over them. Usually, these are nominally held by the village *panchayat*. Again, vasted lands, i.e. those declared surplus under the land ceiling and state acquisition (zamindari abolition) acts, are nominally held by the village panchayat, and often used like any other common land in the village. Thus, these categories of land will be treated as *de facto* CPR land.

All land owned by the households or held by them on long-term lease of 30 years or more will not be considered as CPR, unless such privately owned or held land are pooled and used as a common resource. Land under institutions like schools, medical centres, hospitals, and all other land for non-agricultural uses (by standard classification) will, however, be excluded. But land under a water body, if for common use, will be included in *de facto* CPR land. Moreover, collection of leaves, fuelwood, etc. from the road-side trees will also be included.

The competitions of *de jure* and *de facto* CPR land are indicated below using the standard land-use classification: -

Classification	Common property land Resources	
by land use	de jure	de facto
1. NSA	Excluded, unless poolen & used	Excluded, but use as commons in
	as CPR.	between-crops period included.
2. Misc. trees & groves	- D0 -	Use as commons included.
3. Current fallows	- D0 -	Use as commons included.
4. Long fallows	- D0 -	Use as commons included.
5. Culturable wastes	Community managed included.	Use as commons included.
6. Pastures & grazing land	Always included	Always included
7. Barren & uncultivated	Community managed included.	Use as commons included.
land.		
8. Area put to non-agri Use:		
8.1. Water bodies (beds)	Community managed included.	Use as commons included.
8.2. Others	Excluded	Excluded, but collections are to be
		considered.
9. Village forest & woodlots	Always included	Always included.

BLOCKS 0 & 1: Identification of sample village

4.1.1 In these blocks the detailed information on the identification particulars of the sample village will be recorded. These items are transfer entries from Schedule 0.1. Details are given in Chapter 2 of the manual.

BLOCK 2: Particulars of field operations

4.2.1 The names of the Investigator, Assistant Superintendent and Superintendent undertaking canvassing / inspection / scrutiny of schedules will be recorded in this block against appropriate items in the relevant columns.

BLOCK 3: Availability of various facilities

4.3.1 This block is meant for recording information relating to availability of important facilities in respect of the sample village as a whole. Even when hamlet group formation has been done for a large village, the data to be collected in this block will relate to the village as a whole. The existence of a facility will be ascertained objectively, irrespective of whether the villagers are aware of the existence of such facilities or not.

4.3.2 Information to be collected in this block will generally be obtained from the knowledgeable person(s) residing in the village. However, if the knowledgeable person(s) are not aware of existence of a particular facility in the nearby area, code '5' will be recorded for items 1 to 19.

4.3.3 Items 1 to 19: items of facilities: All these items are self-explanatory. However, it is to be noted that item 9 will include private or institutional telephones which are generally accessible to the villagers. A telephone kept in a Post Office / Telegraph Office for public use will be treated as Public Call Office (item 8). Library (item 10) will be understood as 'public' library and not school/college or personal library.

4.3.4 **Distance** (code): For each of the items 1 to 19, distance of the facility from the centre of the village will be recorded in terms of code. The distance codes are as follows:

Within village	1
Outside village:	
Up to 2 km	2
2 - 5 km	3
5 - 10 km	4
Above 10 km	5

If a particular facility is available within the village, the distance code will always be 1 irrespective of its distance from the centre of the village. One of the codes 2 to 5 will be applicable only when the facility is available at a place outside the village. If a facility is available at two different places, the distance of the nearest place will be considered. In this connection, it should be noted that if (say) the nearest secondary school also has primary classes and the

nearest primary school is farther away, the distance code of the secondary school is to be recorded against both primary school and middle school.

4.3.5 item 20 & 21 are meant for collecting information on bio-gas plants in the village whether there is any bio-gas plant in the village will be first ascertained and recorded in terms of codes in Item 20. If the response for Item 20 is 'yes' (code '1'), the number of plants in the village will be recorded in Item 21. All bio-gas plants, whether privately owned or not, will be considered for this item.

BLOCK 4: Particulars of common land in the village and nearby forest

4.4.1 This block is meant for collecting information on common property land resources and forests within the boundary of the sample village and on the nearest forest outside the village but within the reach of the villagers. Items 1 to 6 relate to common property land resources and Items 8 & 9 to forests within the village. Item 10 to 12 are for recording particulars of the nearest forest outside the village but within the reach of the village but within the reach of the village. Item 7 is a supplementary question.

4.4.2 Items **1.1** to **1.4** & **1.9**: Common village land as on the date of survey and conventional right of use: Common village land or Commons refers to common property land resources within the boundary of the sample village. The area of common property land resources in this restricted sense, and the right of use of the villagers will be recorded in these items.

4.4.3 Common property land resources include *community pastures, village forests & woodlots, village sites, common dumping and threshing grounds.* The control and management of village pastures and grazing grounds is vested with the village panchayats. There may be some other land formally held by the panchayat or a community of the village. For this block, 'commons' will include only such land resources which are *formally* under the control and management of Panchayat or a community of the village. However, land put to non-agricultural uses, except water bodies will be excluded.

4.4.4 Panchayat land, even when given on lease to others, will be considered as common property in all cases for the present survey. Thus, panchayat land given on tree patta to individuals will also be included in **CPR**.

4.4.5 Area (0.00 ha.) of common village land: For each category of common village land (commons), area of land *formally* held by the panchayat or a community of the village and falling within the boundary of the sample village will be recorded in hectares in two places of decimal. Area of all water bodies located in the category of the commons should also be taken into account while collecting the information. Care should be taken to ensure that entries made are actually given in two places of decimal. For example, if the area reported is 15 hectares, the entry

should be "15.00" and not just "15". If there is no CPR of a particular category, record "0.00" in the corresponding cell. No cell of this column may be left blank. The total of area in Items 1.1 to 1.4 will be recorded in Item 1.9.

4.4.6 **Right of use** (code): The right of use of village commons will be recorded in codes for each of the categories found in the village (that is with a positive entry for in the column for area) in the column provided. If a category of commons is not found within the village the corresponding cell for recording right of use will be crossed. A number of activities are carried out on common village land by the villagers which add directly to their consumption or generate income. The villagers use the commons for grazing livestock, collection of food, fuel, fodder and a variety of materials used for construction of house, other household use and household enterprise. The right of use of a particular category of CPR is often restricted, either legally or conventionally, to a section of the villagers. Different categories of the commons may be subject to restrictions of different kinds. The code-structure for this item, provides for just the following five codes:

No right of community use on any part	1
There is some area for community use and the area is:	
Entirely owned and managed by a tribal community 2	,
Entirely reserved for a non-tribal community	
or more than one communities	3
Partly reserved for certain communities	
and partly for all villagers	4
Entirely for all villagers	5

For each category of commons in the village, the right of use will be ascertained and an appropriate code will be recorded in the column.

4.4.7 In some parts of the country, particularly in the North-Eastern region, land belong to the village community as a whole and is managed by a council of village elders or a tribal chief or a clan chief, called by names like *burha, mondal* and *gaontia*. All such community land will be assigned code '2'. In some cases, a part of the community land is earmarked to individual households for cultivation from time to time. Even in such cases, the entire community land, whether or not given to individual households for cultivation, will be considered for this block. In short, code '2' will be recorded for community land of the tribal villages governed by customary laws as the North-Eastern states.

4.4.8 For the other parts of the country, where there is individual ownership of land, only codes '1', '3', '4' & '5' are applicable. Code '3' will be recorded if the right to use on the entire land is restricted to one or more than one communities and not open to all villagers. If such restriction exists only on a part of the land while the other part is open to all villagers, code '4' will be recorded against the category of land. Code '5' will be applicable when the entire area of CPR of a particular category is open to use by all villagers.

4.4.9 The categories of village commons given in Items 1.1 to 1.4 are briefly described below:

Item 1.1: Village Panchayat grazing land / pasture land: This a well defined category of land in the classification used in official land-use records. Traditionally, grazing and pastureland has been the most important constituent of CPR land. Many villages have land earmarked as permanent pastures / grazing land. These are variously known as *gauchar*, *gochar*, *gairan*, *gomal* etc. Villagers have user right on permanent pastures by legal sanction. Care should, however, taken to exclude the area of village woodlots (see para 4.4.16) brought up on the grazing / pasture land.

Item 1.2 Village forest & woodlot (not under Forest / Revenue Deptt.) and Van Panchayat forest: This item will include all such land which are under village forests and woodlots. This will also include the area notified as forest within the village which may belong to forest department, or any other government department (like Revenue Deptt. or PWD) but is *formally* under the management of village panchayat or a community of the village. *Van panchayat* forests in the hills of Uttar Pradesh are *formally* managed by village communities and will, therefore, be included in this item. Area notified as forest sometimes is owned by individual household. This is most common in the North-Eastern states, but occur in other states as well. For example, the *Betta* land in Karnataka is notified as forests but are held by individual households. Such individually owned forests will not be accounted for in this item. (*See Box: Village forests & woodlots and Van panchayat forests for details*).

Item 1.3: Village site & threshing floors: This will include village site and all area of land which are earmarked for common use of the villagers for economic activities, such as (a) processing of agricultural produce, (b) storing of grains, other agricultural produce, firewood, etc. (c) use for other household enterprise.

Item 1.4: Other barren or waste land not owned by any individual: This category of CPR land will include all barren and unculturable land and culturable wastes *formally* held by panchayat or a community of the village. In fact, all CPR land not included in Items 1.1 to 1.3 will be accounted for in this item, provided they are formally managed and controlled by the panchayat or a community of the village. Care should, however, be taken to exclude the area of village woodlots (see para 4.4.xx) which have come up on this category of land.

4.4.10 Items 2.1 to 2.4: Is there any part (of village panchayat grazing / pasture land) exclusively reserved for S.T / S.C / OBC /others? (yes -- 1, no -- 2): These items will be filled only if 'right of use' code in Item 1.1 is either '3' or '4', i.e. there is some area earmarked as village pasture / grazing land which is entirely or partly reserved for one or more than one communities. In that case, appropriate entries will be made in the boxes provided below each of the social groups -- S.T, S.C, OBC and 'others'. Needless to say, S.T, S.C and OBC stand for scheduled tribes, scheduled castes and other backward classes respectively. If there is no such land in the village, all the boxes for these items will be struck out.

4.4.11 Item 3: Is any part of common village land on lease on the date of survey?

(yes -- 1, no -- 2): It is to be ascertained whether, as on the date of survey, there is any part of CPR land (restricted sense) in the village which has been given on lease to an individual or a corporation or a company or a co-operative constituted of persons not belonging to the village. The answer will be recorded in codes (yes -- 1, no --2). In fact, leasing out of CPR land to any individual or institution not representing any community of the village will be considered for this item.

4.4.12 Item 4: Area of common village land on lease (0.00 ha.): If the entry in Item 3 is '1', i.e. if there is any CPR land which as on the date of survey stands leased out, the total area of such leased-out land will be recorded in hectares in two places of decimal in this item. Note that a CPR land held by a co-operative of villagers, who were its co-users prior to its formation, will not be considered to be under lease and thus will not be accounted for in this item.

4.4.13 Item 5: Was the common village land any larger 5 years ago? (yes -- 1, no -- 2): If there be any CPR land (restricted sense) in the village on the date of survey, it is to be ascertained whether the area of the CPR land 5 years ago was more than what it is on the date of survey. The response -- either 'yes' or 'no' -- will be entered in codes. On the other hand, if there is no CPR land on the date of survey, first ascertain whether there was any 5 years ago. If the response is 'yes', the entry in Item 5 will evidently be '1'. Note that this item will always be filled in.

4.4.14 **Item 6: Area under common land diminished during last 5 years? (0.00 ha.)**: If the entry in Item 5 is '1', i.e. if it is reported that the area of CPR land was larger 5 years ago than what it is on the date of survey, the field official will be required to find out the area of CPR land as it existed 5 years ago. The difference between the area as existed 5 years ago and the present area will be entered in Item 6 in hectares up to two places of decimal. If the response to Item 5 is 'no', this item will be crossed. Note that a valid entry in this item will always be greater than "0.00".

4.4.15 Area of CPR land gets depleted due to natural causes and privatization. The latter takes place both legally and through illegal encroachment. The Revenue Department allots CPR land to individuals and co-operatives for housing and other non-agricultural uses. CPR land is also allotted to individuals for cultivation. Illegal encroachments are often formalized by giving patta to the holders. In this block, only the *legal privatization* and *regularized encroachments* will be considered for determining the area of land diminished during last 5 years. Illegal encroachments will not be considered.

4.4.16 Item 7: Are cattle put to graze on land outside the village? (yes -- 1, no -- 2): It will be ascertained whether cattle is put to graze on land outside the boundary of the village by a good number of households during a substantial part of any season. The reference period to be used for this item is the last normal agricultural year.

4.4.17 **Items 8 to 12 of Block 4** are meant for collecting information on forests within the boundary of the village and the nearest forest outside the village but within the reach of the villagers.

4.4.18 Item 8: Forest (under Forest / Revenue Dept.) within the village and right of use: Items 8.1 to 8.3 & 8.9 provide for recording the area of forest land within the boundary of the village and right of local use of forest land and forest produce. By legal status, forests in India are classified in the following three categories: Reserved forests, Protected forests and Unclassed forests. In this item, information on area and right of use will be collected for each of these categories.

4.4.19 Forest land, for this item, will include all state-owned area of land classed as forest under any legal enactment or administered as forest, whether or not actually under forest. However, area of land under social and farm forestry, village forests, Van Panchayat forests and forests owned by individual households will be excluded. The category of forests so formed is also referred to as *Government Forests* in the rest of the "Instruction" manual and Schedule 31. (Note that the area under social and farm forestry, village forests and Van Panchayats are covered under Item 1.2 of this block).

4.4.20 Area (0.00 ha.) of forest: For each category of forests, area of land falling within the boundary of the sample village will be recorded in hectares in two places of decimal. Care should be taken to ensure that entries made are actually given in two places of decimal. For example, if the area reported is 50 hectares, the entry should be "50.00" and not just "50". If there is no forest of a particular category, record "0.00" in the corresponding cell. No cell of this column may be left blank. The total of entries (area) in Items 8.1 to 8.3 will be recorded in Item 8.9.

4.4.21 **Right of use** (code): The right of use of forest land and forest produce will be recorded in codes for the categories of forests with some area contained within the village (that is with a positive entry in the column for area). If a category of forest is not found within the village, the corresponding cells for recording right of use will be crossed.

Village forests & Woodlots and Van Panchayats

Village Forest

Besides the classification of forests by legal status (discussed later in para 4.5.xx), another, viz. classification by functions, is also used officially. "Village forests" is one class of forests according to the classification by functions. This class of forests is located on area classed as forests under a legal enactment or is administered as forest.

Village forests have been maintained as forests since the Forest Act of 1927 to provide firewood and to yield small timber for agricultural implements and other forest produce for local requirements and to provide grazing for cattle. Many of the village forests have continued to exist since their legal demarcation in 1920s and 1930s. Later, the naturally grown woodlots and shrub jungles which belonged to the zamindars or jagirdars passed to government or *panchayats* after independence. In Uttar pradesh, for example, some 40% of these private forests were transferred to village *panchayats* and the forest department. These are considered as village forest. In Orissa, according to the Survey and Settlement Acts, 1958, the *khesra* forests (which were demarcated but unreserved) were recorded as 'Gramya Jungle'. All *khesra* forests, the villagers continue to enjoy rights over fuelwood, fodder, etc., though timber comes directly under the management of Forest Department.

Village Woodlot

Village woodlots and treelands lie outside the scope of ordinary forest management. In recent years, many state forest departments have established village woodlots on grazing land, waste land and other unassessed revenue land under the centrally sponsored scheme of "Social forestry including rural fuelwood plantations".

Note that the area of woodlot that have come up on the other panchayat lands, should be accounted for only in Item 1.2 and should not be included in those categories of CPR land.

Van Panchayat

Van *Panchayats* (VP) of hills of Uttar Pradesh are local organizations of villages involved in protection and management of natural forests. *Van Panchayats* have existed since early 1930s. People had acquired management (legal) rights over class I (unreserved) forests. *Van Panchayats* were formed to take over the management. Since then, the VPs have been functioning as a part of the district revenue administration under SDM/DM. They are governed by forest *panchayats* rules enacted for the region. The members of VP committees are elected by the members every five years. The VP committees have the rights to formulate rules and regulations for the utilisation of the forest resources. For the villagers, the grazing rights are unlimited. Lopping of trees are generally allowed in some parts of the year. VP monitors and regulates off take of fodder and fuel. Usually, watchmen are employed to ensure that none of the households take undue advantage.

4.4.22 *Codes for right of use*: Forests adjoining habitation are used in a number of ways. The local villagers use forests for meeting their requirements of timber, fuel and fodder. They also collect a large variety of minor forest produce. Forests are also used for grazing. But the villagers' rights of use are in most cases legally restricted. The code-structure for this item, provides for just the following four codes:

no right
restricted to collection of a few minor forest produce
collection of a large number of minor forest produce permitted 3
other less restrictive right of use

For each kind of forest in the village, the **legally sanctioned** right of use will be ascertained and an appropriate code will be recorded in the column. Note that permitting grazing in the forest land will be considered less restrictive than collection of minor forest produce. Thus, forests permitting grazing will always be assigned code '4'. Lopping rights are commonly accompanied with a number of other users' rights. Thus, forests where lopping is legally permitted should also be assigned code '4'.

4.4.23 Item 8.1: **Reserved forest**: Reserved forests are constituted under the Indian Forest Act or other forest laws of the states. The government holds absolute rights of ownership in reserved forests. The products of a reserved forest are not to be used by the locals unless specifically permitted by way of grant of privilege and not as a matter of right. Access to these forests is generally restricted. For this survey, all forests declared as wild life or game sanctuary or national park will be treated as reserved forests.

4.4.24 Item 8.2: **Protected forest**: Protected forests too are constituted under the Forest Act. The locals are permitted to gather all produce except those which are specifically prohibited. Other privileges of the locals are also permitted. The privileges commonly enjoyed by the local population includes collection of leaves, firewood, fodder and other minor forest produce, grazing of cattle etc.

4.4.25 Item 8.3: **Unclassed forests**: According to the classification by legal status, this category include all other forests. Some of these forests are privately owned. All village forests are included in this category. In the hilly states of the North-east, forests are owned by district councils, village community and even individual households. All these come under the category of Unclassed forests. In some parts of the country, there are forests on revenue land, which normally are assigned to the forest department for management. These are called revenue forests or Soyam forests. For this item, all forests of this category will be considered if they are not owned by individuals or village community or are not entrusted to village / Van panchayat.

Classifications of forests

Forests are classified in a number of ways. The present survey deals with categories of forests which relate to two ways of standard classification, viz. classification by legal status and classification by functions.



The unclassed forests are constituted of forests and wastelands belonging to both government and private parties. Forests are owned by government, private individuals, corporate bodies or local communities. The government forests are mostly under the jurisdiction of the state forest departments. Some forests, however, formally belong to the revenue department. They are called civil forests or *Soyam* forests.

4.4.26 Item 9: Is there any local forest management body like JFM, Van Panchayat etc.? (yes -- 1, no -- 2): Local forest management bodies are now expected to be found in many parts of the country. If such a local body of the villagers exists in the sample village, whether or not the area of the forest in its jurisdiction lies within the village, code '1' (yes) will be recorded in this item.

Joint Forest Management

For about a decade, the policy of the Ministry of Environment and Forest has been to attain "involvement of village communities and voluntary agencies in regeneration of degraded forest land". The policy suggests that the state forest departments may associate the local village communities for revival, restoration and development of degraded forests. In recent times, the forest departments of at least 12 states -- Andhra Pradesh, Bihar, Gujarat, Haryana, Jammu & Kashmir, Karnataka, Madhya Pradesh, Maharashtra, Rajasthan Tamil Nadu and Tripura -- have made some progress in this direction. Village institutions like panchayat, co-operative of villagers and Village Forest Protection Committees have been involved or set up specifically for forest regeneration and protection.

These institutions are known by different names, but are generally called Joint Forest Management (JFM) committees. The common features of these local bodies are as follows:

- It is a body constituted of villagers and is recognized by the state forest department.
- The members of the body has legitimate access to forest land and right of use by way of collecting minor fuel wood, fodder, forest produce and other forest produce. They are usually given the right of lopping for fuel wood.
- Members are not allowed to use timber for commercial purposes. However, in many ca-ses, they are given away a very restricted right to timber for construction of house and agricultural implements.
- A portion of the sale proceeds from timber (of matured trees) is by contract given to local body.

In Orissa, there are more than 4,000 village committees to protect local forests. These protect about 27% of Orissa's forest land. Orissa was the first state in India to pass a resolution advising the creation of forest protection committees. But the major thrust of protection in the state has been by self-initiated groups. In some districts like Sundargarh and Sambalpur, the majority of the forests thus protected are village forests on revenue land, but in districts like Mayurbhanj and Dhenkanal, it is largely reserved forest land which has benefited from popular forest protection efforts. Some of these village committees are of relatively recent origin, others were constituted in the 1940s and 1950s. A few are reported to be about 100 years old.

All such institutions will be considered for item 9, block 4. Beside the local bodies for forest management formed under the Joint Forest Management schemes of the state forest departments, there are a number of self-initiated groups which are now recognised by the forest authorities. *All such local bodies and Van Panchayats found in the Kumaun and Garhwal regions of Uttar Pradesh (see page xxx) will also be treated as local body for forest management and considered for item 9, block 4.*

4.4.27 Item 10: Is there any local forest outside the village and within the reach of the villagers? (yes -- 1, no -- 2): This item will be filled in, whether or not the village has a forest within its own boundary. It is to be ascertained whether there is a forest outside the boundary of the village that is generally considered to be within the reach of the villagers. The forest will be considered as within the reach of the villagers if they can commute the distance daily or as and when necessary.

4.4.28 **Items 11 & 12** will be filled in if the response for Item 10 is 'yes' (code '1'), i.e. there is a forest within the reach of the villagers though it is outside the boundary of the village. If the response is 'no' (code '2'), strike out the boxes meant for making entries for Items 11 & 12.

4.4.29 Item 11: **Distance of the forest (km.)**: The distance of the nearest boundary of the forest (outside the village) from the village will be recorded in kilometers (*whole number*). If there are more than one forest in the vicinity of the village, the distance of the forest that is used by a majority of the villagers is to be recorded. In case the villagers do not use any of the forests within its reach, the distance of the nearest one will be recorded.

4.4.30 Item 12: **Legal status of the forest**: The legal status of the forest in the vicinity of the village is to be ascertained and recorded in terms of the following codes:

Reserved forest
Protected forest
Community or village or Van Panchayat forest 3
Other unclassed forest

Note that a community or village or *Van Panchayat* forest may be reported to be in the vicinity of the sample village, which belongs to some other village. Ordinarily, the villagers of the sample village are not expected to have any legitimate right of use of such a forest. Since, this item is expected to reflect the rights of use of the villagers of the sample village, code '3' will not be applicable in such cases -- these will be assigned code '4'.

Block 5: Particulars of Common Water Resources in the Village

4.5.1 This block is meant for recording some basic information on water sources used by the villagers. Typically, an Indian village uses a number of water sources, usually of different types, to meet their needs. Besides meeting needs for domestic purposes, such as drinking, bathing, washing etc., these sources provide for irrigation, feeding and washing of livestock, fishing, and the needs of other household enterprises.

4.5.2 Many of the sources of water used by villagers are owned by individual households. But, in most of the villages, there are some sources which are meant for community use. These are either held by the village community as a whole or a caste- / religion- / occupation-based community or a community based on the traditional social order or community of persons of a geographical location. There are also sources of water which either were constructed by or lies within the jurisdiction of a government department. All these sources, *whether or not controlled by a community or a local body*, which are not held by individual households would be treated as *Common Water Resources*. The number of such common water sources will be recorded in this block.

4.5.3 There are different types of sources of water, whether for drinking, irrigation or other uses. The type of water source is determined by the technique of water harvesting and the means of storage. There is a wide range of techniques to harvest every possible form of water -- from rain water to ground water, stream to river water and flood water. The means of storage are also various. In this block, collection of information will be restricted to only a few familiar types of sources. However, some of the rarer types of water sources will be grouped with the common ones for this block.

4.5.4 Item 1: Number of common water resources in the village (exclude resources owned by households): Number of sources of *common water resources* located within the boundary of the village will be recorded in items 1.1 to 1.6. Note that, the sources of water which are used by the villagers but lie outside the boundary of the village, as per the revenue records, will not be considered for these items.

4.5.5 *Items 1.1 to 1.3* are meant for recording the number of sources of water used exclusively, or at least mainly, for potable water. All common water resources of the specified types will be considered for these items. In *Items 1.4 to 1.6*, the number of those tanks, ponds and lakes will be recorded which are not meant mainly for drawing potable water.

4.5.6 Item 1.1: **Community tubewells for potable water**: Recently, with renewed official emphasis on supplying hygienic drinking water to the rural population, sizable schemes of constructing tubewells for potable water have been launched in a number of states. Tubewells for community use are also constructed with locally mobilised funds. There are some which are constructed and controlled by the authority managing a temple, mosque, church and other religious institution. Some may also have been constructed by a community of the village for its own use. All such tubewells constructed for potable water, irrespective of the agency managing them, will be accounted for in this item, provided they are *not* held by a single household or a small group of households.

4.5.7 Note that shallow / deep tubewells meant for irrigation will not be counted for this item even if potable water is fetched by the villagers from such sources.

4.5.8 Item 1.2: Wells (community use) for potable water: Wells, i.e. dug wells, are extensively used as main source of drinking water in many areas of the country. The wells are owned by communities as well as individual households. Community wells are built and maintained by the local village community. All the community wells, whether locally or government funded, within the boundary of the village will be counted for this item.

4.5.9 Stepwells, found mostly in Rajasthan and Gujarat, will be treated as wells for this block. Moreover, *surangams* -- horizontal tunnels dug through hillocks for seepage water -- found in the hills of northern Kerala will also be treated as wells. These will be counted for this item if they are mainly used for potable water. However, temporary wells dug in the beds of dry river, canal and lakes (in severe drought situations) or the wells located at the bottom of ponds and tanks will not be counted for this item.

Stepwells in Gujarat and Rajasthan

Stepwells are found all over Gujarat but more in the northern and central parts. In Rajasthan too they are widely prevalent, particularly in the desert areas of the west. The construction of stepwells consists of an elaborate system of stairs reaching very deep to the edge of the water level. They are also found in other states of northern India as well. These are known as vav or vavadi in Gujarat, whereas in Rajasthan and northern India they are called baoli or bavali.

For Item 1.2 of Block 5, each stepwell will be counted as one well.

Surangams in the Thurangams in the Kasaragod district of Kerala

Kasaragod district of Kerala has a special water harvesting system called *surangam*. This is basically a tunnel dug through a laterite hillock from the periphery of which water or moisture seeps out. Many of the *surangams* are found inside a well or a pond. Traditionally, a *surangam* was excavated at a slow pace and was completed over generations. Some of the *surangams* are very old, but most have come up after 1950. There has been a dramatic rise in the number of *surangams* since 1970. Today, some households of this region depends mainly on *surangam* for their domestic water requirements. *Surangams* are also used for irrigating land.

For Item 1.2 of Block 5, each *surangam* will be counted as one well. Where it is reported to be located within a well or a pond, the whole system will be counted as one well.

4.5.10 Item 1.3: Other sources of potable water (including tanks & ponds used exclusively for potable water): All *common water resources* of potable water, other than those covered under tubewells and (dug) wells (in *Items 1.1 & 1.2*) will be considered for this item. It is to be noted that while enumerating the sources, a system in its entirety will be counted as one source. Moreover, a source of water will be considered for this item only if it is exclusively, or at least mainly, reserved for drawing drinking water.

4.5.11 Care should be taken to enumerate community managed traditional systems of potable water harvesting like *kundis*, rooftop harvesting structures, ponds, tanks dugwells, stepwells, springs & streams that are quite commonly used as sources of drinking water.

Some traditional water harvesting for drinking water:

Ponds and tanks for drinking water in Jammu: Ponds and tanks have been the main source of drinking water in Jammu till as recently as 1960s and are still prevalent in a large part of the state. A very elaborate communitymanaged system had been evolved for the upkeep of these ponds. In many villages, these were exclusively reserved for domestic use. Guards were appointed and paid by the community to prevent animals from using them. The construction and regular repair of the ponds were often done through voluntary labour. This system of community management is still prevalent in villages where ponds continue to be the major source of drinking water.

Each such community tank or pond for drinking water will be counted as one source for Item 1.3 of Block 5.

Kunds or *Kundis* or *Tankas* in Rajasthan and Gujarat: These are underground tanks meant for harvesting and storing rain water. These are mainly used as source of drinking water. *Kundis* are owned by individual households as well as communities. Most of community *kundis* are, however, owned by caste-groups. Recently, few public *kundis* have been constructed either with government funds or subsidies. These *kundis* are mostly managed by the village *panchayats*.

Each such community kundi will be counted as one source for Item 1.3 of Block 5.

Jhoras (springs) and *Kholas* (ponds) in Eastern Himalayas: The common sources of drinking water in Darjeeling are jhoras and streams. In Sikkim, a system comprising a combination of streams and ponds (for storage) for collecting water for drinking and other domestic uses is widely prevalent. The water is diverted from springs and streams through small water channels and bamboo pipes. Construction of water channels and system of bamboo pipes, regulation of water flow, and drawing of drinking water are traditionally organised as community enterprises. Some of these systems are also used for irrigating agricultural land.

Each such unit originating from a jhora or a stream (comprising water channels and system of bamboo pipes) and meant exclusively, or at least mainly, for potable water will be counted as one source for Item 1.3 of Block 5. Note that such sources will be counted for this item even if the spring or the stream from which water is drawn lies outside the boundary of the village.

4.5.12 **Items 1.4 to 1.6: Other tanks, ponds and lakes**: Tanks, ponds and lakes will be counted for *Items 1.4 to 1.6*, if they are not meant mainly for drawing potable water. The number of such tanks, ponds and lakes which are used for purposes other than drawing potable water will be recorded in these items.

4.5.13 Tank & ponds are known by name as *naula* or *hauzi* (in the hills of Uttar Pradesh), *khola* (in Sikkim), *talav* (in north Indian plains) *kund & lat* (in Ganjetic Uttar Pradesh, *ahar* (in Bihar), *bandh* (in West Bengal), *toba & jauhad* (in desert areas of Rajasthan), *rapat* (percolation tanks found in Rajasthan), *kata* (called by the Gondsof Orissa, Madhya Pradesh & Bihar), *kere or kath or kola* (in the penisula) & so on. The khadin system of arresting surface-flow water, which is common in Jaisalmer & also found in Jodhpur, Barmer& Bikaner districts of Rajasthan, will also be counted for these items, though a khadin may not look like a tank or pond.

Khadins or dhoras of Rajasthan

The khadin system is based on the principle of harvesting rain water on farmland and subsequent use of this water-saturated land for crop-production. The runoff water from the high catchment area is arrested with the help of a khadin bund which obstructs it during the monsoon season. In this system large tracts of land are needed and there has to be a co-operative effort for flooding and even spreading of water. Individual ownership holdings of land being much smaller than the khadin area, the khadin cultivation is now run as a community system. But there may not be a formal organisation of these farmers for this purpose.

If there be a formal organisation, a khadin will be counted for Item 1.4, Block 5 of Schedule 3.3. However, for Item 4.1, Block 5 of Schedule 3.3 and Item 1.4, Block 9 of Schedule 31, a khadin will be treated as a community tank, if the farmers do really run it as a community system, even without a formal body.

Tank system

Natural or man-made water reservoirs, usually bounded on three sides by earthen bunds are called tanks. The 'tank' system was once the most widespread system of irrigation. Throughout the country there existed millions of tanks, mostly managed by the users themselves.

Tanks are still the predominant means of irrigation from surface flow water in peninsular India. These are commonly found in the very large part of the country extending from the Rajasthan desert to western Bengal and the margins of the Ganga valley to the tip of the peninsula. Tank system of irrigation is the most important in respect of community management.

There were different systems of tank irrigation. Some tanks were in fact reservoirs of runoff rain water. Others were fed by channels diverted from rivers or streams. There were often a series of tanks -- the outflow of one being the inflow of the next -- all the way down the course of the stream.

4.5.14 The number of tanks, ponds and lakes, not used mainly for potable water, which are contained entirely within the boundary of the village, will be counted for one of the Items 1.4 to 1.6, depending upon the agency controlling the source of water.

4.5.15 Item 1.4, Block 5: Other tanks, ponds and lakes managed by village Panchayat / community: All such water bodies for which there is a formal local organisation like a cooperative, pani panchayat or any other formal farmers' association for their management will be counted for Item 1.4. Management of some of the irrigation tanks and other tanks and ponds are formally assigned to the village panchayats. Such tanks and ponds will also be counted for Item 1.4. (Also see the instructions for Items 4.1 & 4.2 of this block)

4.5.16 Item 1.5, Block 5: **Other tank, ponds and lakes under any irrigation department**: Some of the tanks, particularly those irrigating 40 hectares or more, are maintained by the Irrigation Department or Public Works Department in a number of states. All such tanks, ponds and lakes lying within the boundary of the village but under the direct control of the Public Works Department or Minor Irrigation Department will be counted for Item 1.5.

4.5.17 Item 1.6, Block 5: **Other tanks, ponds and lakes under other Govt. departments**: All other tanks, ponds and lakes lying within the boundary of the village will be counted for Item 1.6. They would mostly be located on unassisted revenue land or land under forest department.

4.5.18 Item 2.1 & 2.2, Block 5: Is there any source of potable water for exclusive use of -- specific caste / religious groups?: A common feature of Indian villages has been the presence of caste-specific or religion-specific sources of drinking water. It is still a widely prevalent feature. For Items 2.1 & 2.2, it has to be carefully ascertained whether such sources of potable water meant for a specific caste group or religious group exist in the village. Matters relating to religion and caste being rather sensitive under certain circumstances, it is advisable to adopt a cautious but effective approach in collecting this information. In many cases, it appears, information received from one quarter should be cross-verified with that from other sources. Note that there are instances where a public tubewell for drinking water or a kundi constructed by the government is, in practice, reserved for a particular caste or religious group. The actual position has to be ascertained and recorded in these items.

4.5.19 Item 3.1, 3.2 & 3.3, Block 5: Is there river / spring / Govt. canal in or around the village from which water is drawn by the villagers? : The items of this block discussed so far, relate to sources of water lying within the boundary of the village (except for springs and streams in the hilly regions from which water is tapped through a community-built system of channels or pipes considered for Item 1.3). Moreover, rivers and government irrigation canals passing through the village are not covered in any of the earlier items of this block. For these items, river, spring and government canal passing through or by the village and from which water is drawn by the villagers will be considered, irrespective of the use it is put to.

4.5.20 Item 3.1: **river**: Information on presence of river whose water is used by the villagers will be recorded in Item 3.1. Water of a river or a stream may diverted through a channel or to a reservoir or tank for the use of the villagers. All such indirect use of river or stream water will also be considered for this item.

4.5.21 Item 3.2: **springs**: Use of water from springs is very common in hilly regions of the country. There are a number of traditional systems of harvesting water from springs, runoff rain water, mountainous streams and falls, and glaciers in the Himalayan regions and the northeastern hill ranges. The water is either collected directly from these sources or are diverted through bamboo pipes or diversion channels called kuls or kuhals or kuhals or guhls. All such sources, whether used directly or indirectly, will be considered for this item.

4.5.22 Note that potable water drawn from a spring or a stream through a community-built system of channels or pipes will be considered for Item 3.2 as well as Item 1.3 of this block.

4.5.23 Item 3.3: **Govt. canals**: This item pertains to the irrigation canals under the irrigation department of the government. Information on presence of government canals whose water is used by the villagers will be recorded in this item.

4.5.24 Item 4.1 & 4.2: Is there any local body managing common water sources: Besides the local self-government, like panchayat, and formal local organizations, like co-operative, pani

panchayats, sinchai samitis and other farmers associations, totally informal but functionally effective local-level organizations for managing common water resources are commonly found in a large number of villages. For these two items, all such informal local bodies will also be considered in addition to the formal local bodies and village panchayat. Management of water resources by a local body, whether formal or informal, is also referred to as *Community Management* in the rest of the "Instructions" manual.

NOTE THE DIFFERENCE:

While Item 1.4 pertains to formal local organisation for management of tanks, ponds and lakes, Items 4.1 & 4.2 would cover all kinds of (formal or informal) community management of water resources.

Some forms of community management of water resources

The traditional water harvesting systems were run by local bodies according to the rules in force in the village. Since Independence, with the taking over and remodeling of these community water sources, either the systems were progressively becoming formal or were being replaced altogether. However, some of the systems were handed over to the panchayat after public renovation.

In recent years, desirability of having local irrigation associations has been stressed in official policies and plans. For example, the Karnataka Government decided to hand over the bigger tanks (larger than 40 hectares) to local self-government, i.e. panchayat, in 1989. Some local activists and NGOs too are taking keen interest in promotion of irrigation systems through farmers' participation. Since the command area of many state tubewell projects are shared by small land holders, it is likely that they would organise themselves into irrigation associations for local management. During 1980s and 1990s some irrigation associations have actually come up either in form of cooperatives or local bodies (both formal bodies like *pani panchayats, sinchai samitis* etc., and informal bodies of farmers and water users) or as a part of the local self-government bodies -- panchayats.

Some forms of community management of water resources (contd.)

TANK System

After abolition of zamindari and talukdari in the post-independence period, the private tanks expropriated from the zamindars and talukdars were vested in the state governments. In some states, such as West Bengal, the vested tanks were handed over to village panchayats for management. In the southern states, tanks irrigating less than 40 hectares & above were put under the maintenance of PWD. The smaller tanks were assigned to the panchayat who relieved grant from the government for their maintenance.

However, in many villages which depends on tanks owned by government irrigation departments, totally unofficial local irrigation associations have continued to function according to the rules customarily followed in the village. The community tanks are also called nistar tanks. There was a system of collective maintenance of tanks through a system of unpaid communal labour, called kudimaramath, in the southern states. This system is still practiced for some tanks under traditional community management.

PHAD System:

This is community-managed irrigation system prevalent in north-western parts of Maharashtra, particularly in Nasik and Dhule districts. This consists of a bandhara (a dam built on river) and kalvas(canals) which irrigate the command area divided into four blocks of land, called phad.

Each village covered by a system has an effective system of management. Those having land in phads form an irrigation committee, which looks after water distribution, maintenance, tapping of water by upstream villages etc. A bandhara may supply water to more than one village. In that water is distributed between the villages following norms fixed by tradition.

Some forms of community management of water resources (contd.)

HARA System:

This a farmer-managed irrigation system commonly found in Almora and Pithoragarh districts of Uttar Pradesh. In early 1920s, contour channels were constructed, operated and maintained by contractors who entered into long-term contracts of 30 years with the farmers to provide irrigation water.

Now, the contractor's responsibility if limited to running the system efficiently -- keep it in good repair, operate it, provide water at the head of the field and in some cases take the responsibility of irrigating it. A written agreement is registered between the farmers and the contractor. Hara system is being practiced even in the state irrigation system in the region.

PAT System:

This is a system of diverting water from swift-flowing hill streams into irrigation channels, called pats, into fields situated at higher levels. This system is devised by the Bhil tribals of Vindhyas.

These are built by the tribal community and the beneficiaries irrigate their fields by turn. The area under pat irrigation is increasing every year.

4.5.25 The task of ascertaining whether there is a local body managing common water resources may at times require some probing. In those cases where there is a formal association the task is simple. But where there is no such association it would be difficult to judge. The presence following features may be sought for identifying the informal local bodies for management of common water sources:

(a) The local body administers the sharing of water according to a commonly accepted set of rules -- in most cases unwritten. There are instances where the local body employs a person to look after the distribution of water or guarding the drinking water sources from being used for livestock. This feature can itself be used as a criterion for presence of a local body.

(b) The local body organises the maintenance work at regular interval. The costs of maintenance may be borne by the beneficiaries or the government or partly by both. Maintenance is also done collectively through a system of unpaid community labour, like kudimaramath in the south, goam in Bihar, etc. In some cases, like Hara system found in Almora and Pithoragarh districts of U.P. hills, the responsibility of repairs and distribution are given to a contractor. This feature by itself implies presence of a local body.

Block 6: Particulars of collection from forest and other common village land (commons)

4.6.1 This block is meant for recording information on collection of different materials from forest and other village commons (same as common village land described in paras 4.4.2 to 4.4.4, page xxx). Note that collection from commons of other villages will also be considered for this block. Note that village forests & woodloot and Van Panchayat forests are part of village commons. As for the column for forest, collection from all categories of government forests will be taken into account. However, if no forest is found within the village or within the reach of the villagers, the entire column "from forest" may be struck out.

4.6.2 For each of the items listed in the column "materials collected", it will be ascertained whether the villagers collect the material. Entries will be made in codes, separately in columns "from commons" and "from forests", according to the code structure given below.

Collected by:	
Majority of households	1
Minority of households	2
None	3

Since, most of these materials are available only during some seasons, some amount of probing may be required to ascertain whether the materials are collected and the level of participation of the villagers in collection.

Minor Forest Produce

A large segment of India's rural population, particularly the poor, directly depends on village commons and forests for food, fuel, fodder, shelter and income for subsistence. In most villages, people have been utilising the available resources of the commons and forests for meeting their basic needs. Besides timber and fuelwood, a large number of minor forest produce(MFP) and other materials are even now collected from village commons and forests by the rural population. A table showing the important MFPs in different states is given below to help the official in the conduct of the required probing.

IMPORTANT MINOR FOREST PRODUCTS IN DIFFERENT STATES

STATES	MINOR FOREST PRODUCTS
Andhara Pradesh	Gum karaya, tendu leaves, cashew nuts, medicinal plants
Arunachal Pradesh	Medicinal plants, grasses resin.
Bihar	Sal seeds, mahua, gums, medicinal plants.
Gujarat	Gum, oil seeds, mahua flowers, timruleaves.
Himachal Pradesh	Medicinal plants, resin.
Kerala	Coconut, spices, plam fibre, date leaves, cashew nuts.
Madhaya Pradesh	Gum karaya, sal seeds, tendu leaves, myrobalans, chironji,
	tamarind, medicinal plants, bamboos.
Maharastra	Myrobalans, gums, medicinal plants.
Nagaland	Medicinal plants, bamboos.
Karnataka	Sandalwood, tamraind, soapnuts, honey, waxes.
Orissa	Sal seeds, tendu leaves, cashew nuts.
Rajasthan	Gum, grasses, medicinal plants.
Tamil Nadu	Myrobalans, medicinal plants, cashew nuts.
Uttar Pradesh	Gum, tendu leaves, mahua, bhabar grass.
West Bengal	Oil seeds, plam fibre, tendu leaves.