

## UP-DATE ON JOINT FOREST MANAGEMENT PROGRAMME IN ANDHRA PRADESH

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The Initiative on Joint Forest Management (JFM) programme was started in the year 1992 when the proposals were formulated for the implementation of JFM as per the Government of India guidelines issued on 1st June 1990. The Andhra Pradesh State Government issued orders on JFM vide G.O.Ms No.218, Environment, Forest, Science & Technology Department, dated 22-08-1992. However, there was not much of follow up activity in implementing the JFM programme, as there was lack of awareness at all levels. Like most of other such Government Orders, it took considerable time for the field officers to know the content of the G.O. Even after receiving the Government Order it was not clear to the field officers as how to make a beginning. Therefore, a team of senior officers was sent to West Bengal, where the Forest Protection Committees were functioning. The officers while appreciating the implementation of JFM in West Bengal were not sure whether it can be replicated in Andhra Pradesh as the type of forest and the political system in A.P. is not comparable to that of West Bengal. Most of the officers were of the opinion that JFM may accelerate the degradation process as people having free access to forest may indulge in illicit activity.

By this time the preparatory work for the World Bank (WB) aided A.P. Forestry Project (APFP) was taking shape. WB had

the knowledge of the progress made by the Government of West Bengal in involving the people in the protection and development of forest by Forest Protection Committees (FPC). Bank Team had two consultants - Shri P. Guhathakurta, IFS, and Ms. Manoshi Mitra who had in-depth knowledge of the FPCs working successfully in South Bengal. Therefore, WB was keen that APFP should lay a major thrust on JFM. This triggered the field activity. The World Bank Mission Members held series of discussions with FD, NGOs, Tribal Welfare Department to make the programme more people oriented. This led to an amendment being issued to the Government Order vide G.O.Ms. No.224, Environment, Forest, Science and Technology (For-II) Department, dated 11-11-93. The Agreement for the implementation of APFP was signed at Washington in December 1993 and the Bank permitted certain expenditure before the start of the Project under retroactive financing to orient the people, involve NGOs, train field officers, writing Manual for the preparation of Micro-Plan, etc. Large number of training programmes were arranged for the different levels of officers working in the Forest Department (FD). There were heated discussions whether to go in for JFM programme or not. Most of the Foresters were not in favour of taking up the VSS programme. In order to gear up to the expectations under the APFP, the formation

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of Vana Samarakshana Samithies (VSS) was taken up throughout the State. Initially the Field Officers had to visit the villages again and again to convince the people. There were instances where villagers refused to come for the meeting. In one case in Kothagudem Division of Khammam District, one section officer visited a particular village 29 times to finally make the people agree to form the VSS. The barrier created due to years of regimented functioning of the Department was coming in the way of working together with the people. Therefore, given the pace at which the programme was getting implemented, it appeared that the target of 760 VSS envisaged under the APFP may be difficult to achieve. In spite of all the efforts made by Forest Department, only 22 VSS could be formed successfully throughout the State in the first year.

However, the training programme was continued and concerted efforts were made to motivate the officers and change their mind-set to adopt the participatory approach to forest management. There was pressure from the Government to bring more forest under JFM as Forest Department was not able to meet the target under APFP. The Chief Secretary was reviewing the progress of APFP very closely and this had put additional pressure. The Bank Review Missions that came to the State during May/June 1995 expressed serious concern in the area of participation and involvement of NGOs. In the beginning, the participation of Non-Governmental Organisations (NGOs) was very little and most of the NGOs felt that the FD is not interested in allowing the participation of non-foresters in the management of forests. There were also some difficulties in co-ordination with the Tribal Welfare Development (TWD) which was supposed to implement the Tribal

Development Plan (TDP) in the VSS located in tribal areas. Several rounds of discussions took place with the officers of TWD to convince them on the usefulness of JFM as 60% of forest area is located in the Tribal belt. After series of discussions, the TWD issued a policy document adopting JFM as a policy for the Welfare of the Tribals. This was a landmark transformation. Due to regular training programme and close interaction with TWD it was possible to show some improvement in the formation of VSS. The officers of TWD and FD started approaching the villagers, especially the tribal hamlets, and assured to look after the other problems of the villagers. The participation of NGOs was also enlisted and to some extent a change in the attitude of the people and the forests was visible. By August 1995, 260 VSS were formed covering an area of 1,40,000 ha. However, there was backlog in the preparation of micro-plan and treatment of degraded forests.

In September 1995 the Chief Minister of Andhra Pradesh reviewed the position of the degraded forests and the efforts being made to improve their condition. After assessing the potential of forestry sector to provide employment to rural poor through the development of degraded forests, it was decided to prepare an Action Plan to tackle all the degraded forests through JFM. Government also decided to tap other sources of funding to tackle the vast extent of degraded forest available in the State. The subject of JFM was discussed for the first time in the District Collectors' Conference held on 29-01-96. Originally there was an apprehension that JFM programme may be converted into a land distribution programme by unscrupulous elements. However, there was no such move. Government issued clear Orders to follow the Government of India (GoI) guidelines

and the Forest (Conservation) Act in dealing with the development of degraded forests through JFM programme. This new initiative of the Chief Minister was named as "Vana Samarakshana Udyamam" (Campaign for Forest Protection). The first meeting under this new nomenclature was held by the Chief Minister on 8th February 1996 in Chintalapudi village, West Godavari District. Simultaneously, the Ministers and Legislators took up the programme in their respective constituencies. This initiative of the Government accelerated the process of formation of VSS taking it to new heights. Following are the comments of WB Supervision Mission that visited the State during June 1996.

"It is heartening to note that the principles underpinning JFM now infuse the policies and activities of FD, a significant shift in emphasis from the situation prevailing even six months ago. Relationships between FD and NGOs have improved appreciably. Yet, modalities for effective engagement remains under-developed. The Chief Ministers' initiatives have meant a major boost to the JFM programme. The significant expansion of Vana Samarakshana Samithies (VSSs) in a short span of time, 1,600 in all (867 under the Project and the remaining outside) carries with it the danger of over-extension in terms of ability to effectively provide support".

The Mid-term review of APFP was carried out in Jan./Feb.'97. There was an extensive tour by the mission members to VSS area. Mission members were extremely happy and agreed to enhance the disbursement under JFM. Following is their comment :

"The Joint Forest Management (JFM) program is being implemented with full vigour and with active involvement of the village level Vana Samarakshana Samithies (Forest Protection Committees - VSS) and local grass-root level NGOs. 1320 VSS have been constituted and about 3,90,000 ha. of degraded forests have been brought under the participatory protection of which 63,205 ha of degraded forests have been treated.

The Projection for degraded forest rehabilitation through Joint (participatory) Forest Management (JFM) arrangement between fringe villages and FD has been increased to about 2,38,000 ha compared to SAR (Staff Appraisal Report) projection of 1,73,000 ha i.e. 37% increase."

After the end of Mid Term Review the WB has agreed to support formation of 1600 VSS under the Project. However, Bank did not agree to go for further increase in number as they feared it may be difficult to sustain the quality of the programme on a larger scale. However, the State Government decided to go ahead with further expansion of the programme by tapping funds from Rural Development programme under Employment Assurance Scheme and other sources.

### **Impact of JFM**

By the beginning of the year 1997-98, JFM was a major developmental programme in the remote villages throughout the State. 2500 VSS had been formed and more were in the process of formation. Seeing the impact of this programme, especially in the Naxalite infested areas, the Government felt

formation of VSS is the best way to reach the remote areas and making the presence of Government felt. In the beginning there was no opposition from the Naxalite groups for this Government programme. However, as the programme expanded and people started appreciating its merits, the Naxalites felt that if this was allowed to continue they may lose their grip over the people. The result was stiff opposition from the Naxalites. There were several instances where the VSS presidents were severely beaten by the Naxalites and they are forced to resign and give public statements that they are not associated with the JFM programme. There were also number of incidents where the forest officers were threatened and sometimes even beaten by the Naxalites, with a warning that if they continue the JFM programme they will be facing dire consequences. Similar warnings were communicated to the DFOs working in Naxalite infested areas of Warangal, Karimnagar, Nizamabad, Adilabad, East Godavari and Visakhapatnam Districts. In one case of Mancherial Division, the Divisional Forest Officer (Shri P.K. Jha, IFS) was brutally assaulted by the Naxalites and finally his life was saved because of the intervention by the VSS members. In spite of these odds, the programme was continued with higher vigour. The villagers were told to convince the Naxalite groups about the benefit of the programme and many of the villagers succeeded in convincing the Naxalites. As on today most of the Naxalites are having no objection to the JFM programme excepting in small pockets in Karimnagar, Nizamabad and East Godavari Districts.

As the number of VSS were increasing day-by-day, funding became a constraint in further expansion of the programme. Most of the new VSS formed under 'Vana

Samarakshana Udyamam' were not having adequate funds though it was agreed to tap the same from other sources. This was a slight set-back to JFM. This issue was discussed at the Chief Secretary level and it was decided that funding for JFM programme should be linked to the Watershed Development Programme. Several rounds of discussions were held with the Rural Development Department. Finally it was agreed that the funding for JFM programme will be done on the same basis as per the watershed programme following the Hanumantha Rao Committee guidelines. It was also decided that Forest Range Officers (FROs) will act as Project Implementing Agency (PIA). Thus funding problem blocking the progress of JFM was solved. The Chief Minister held a meeting with the Collectors and Divisional Forest Officers to impress upon them, the urgency in tackling the degraded forests. By now JFM had become that State Government's priority rather than a departmental activity. Regular meetings were held at Chief Secretary's level to solve the bottlenecks in implementation. By March 1998, 3655 VSS were formed and they were protecting 8,98,970 ha of forests. 1,69,626 ha of degraded forests have been treated at a cost of Rs. 5397.15 lakhs. the number of people involved in the programme is 6,50,000. The participation of NGOs has improved tremendously. As on today 150 NGOs are actively working in facilitating JFM programme in over 550 VSS. In order to reduce the pressure on forests 96,939 smokeless chullahs have been distributed in the VSSs. This is estimated to have reduced the fuelwood consumption by 67,900 tonnes annually.

With the success of JFM and its impact on the people a very ambitious programme



has been drawn for the year 1998-99 to cover all the forest fringe villages numbering 6806 with an area of 17.88 lakh ha at a cost of Rs. 99.50 crores, out of which Rs. 49.50 crores is expected to flow from other sources such as Employment Assurance Scheme and other GoI programmes. The fund flow has been tied-up with the District Collectors from the Rural Development Programmes. The Planning Commission, GoI vide their letter No. 12074/2- 2(3)/95 E&F dated 1-01-1998 have issued instructions to all the State Governments for earmarking 10% of the funds under JRY and EAS to the Forestry Sector with emphasis on Joint

Forest Management. Meanwhile, the Ministry of Rural Areas and Employment, Department of Wastelands Development, Government of India vide their letter No. G-33011/3/98-Coord dated 23-03-1998 have also indicated that the degraded forests can be developed under watershed programme. All the Village Forest Committees would consequently be treated on par with the Watershed Committees. In this regard it is worth quoting the D.O. letter No. 82/For/III/CSP/N/98, dated 29-04-1998 addressed by the Chief Secretary AP, Hyderabad to the District Collectors, which is reproduced below in the box.

Dear Sri .....

Sub:- Joint Forest Management (JFM) - Successful implementation through Vana Samarakshana Samithis (VSS) - Regarding.

Ref:- Minutes of the Collectors Conference held on 24.04.1998.

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We have discussed the underlying philosophy of Vana Samarakshana Samithies, namely that it is the forest that has the maximum potential to provide a healthy environment and at the same time take care of the livelihood of the poor people, especially the tribals living in forest fringe villages. A planned development of forests is bound to improve the forest growth, increase sub-soil moisture thereby increase output of agriculture crop in the catchment area, improve the availability of drinking water, control floods and guard against the drought.

However, the success of the programme depends upon the degree of awareness and motivation created among the villagers. People's involvement, transparency and women's participation are key factors for the success. I have requested the Principal Chief Conservator of Forests to maintain a close liaison with you so that problems, if any, can be resolved to ensure timely implementation. You should try to integrate other village development activities in VSS areas so that these remote villages can be our model villages, thereby, stopping their migration to the urban areas.

Please draw a month-wise action plan and keep the Government informed of the progress. Government expects you to take personal interest in the implementation of this important programme.

Yours sincerely,  
Sd/- K. Madhava Rao

Since the programme is expanding so fast, formats have been developed for its evaluation and the monitoring is being done on a regular basis. Simultaneously, M/s Om Consultants, Bangalore have been appointed as consultants at a cost of Rs. 19.90 lakhs to take up the evaluation of Joint Forest Management and Eco-development programmes under the Project. It is hoped that JFM will be sustained and in the near future the degraded forests of Andhra Pradesh would be regenerated giving maximum participation and benefit to the local people. Some of the VSS have taken up the plantation of high yielding *Eucalyptus*, which alone is expected to yield minimum of 100 tonnes per hectare at seven years rotation. The FD has made plans to grow clonal seedlings to be supplied to VSS with the philosophy that best planting material should be supplied to the villagers. To ensure assured market and remunerative price for the forest produce from these plantations a tie-up with wood-based Industries has been finalised. Bhadrachalam Paperboards has agreed to sign a buy-back agreement with the VSS offering them a remunerative price for the forest produce. They have offered a minimum rate of Rs. 1950 per tonne of pulpwood at the mill site with a clause that prices will be enhanced, if required, based on the market condition.

The JFM programme, which was taken up in 1992-93 with lot of inhibition, has now come to a stage where positive results can be seen. Some of the VSS formed in 1993 are today in a position to harvest the first rotation crop after successfully protecting the forests and improving it. One such example is Sonapur VSS in Mancheril Division of Adilabad District. This VSS is protecting 699 ha of forest since 1993. Bamboo is the major forest produce from

these forests. Due to effective protection and proper silvicultural operations, the degraded bamboo clumps have developed and are now ready for harvesting. A plot of 50 ha has been taken for harvesting where work is in progress. The yield has been estimated at 3600 nos. of bamboo giving an income of Rs. 3.64 lakhs. It will be possible not only to sustain this income to VSS annually but increase it in near future. It is hoped that similar benefit would flow to other VSS also by making JFM programme not only for the improvement of forests and Eco-restoration but also as a source of livelihood to the people.

#### **Case Study of Sonapur Vana Samarakshana Samithi**

Sonapur village is located in Kasipet Mandal of Adilabad District in the State of Andhra Pradesh. All the inhabitants are tribals with (126) households spread over seven gudams (Hamlets). This is a typical Tribal village. The villagers speak in the local dialect called Gondi. Sonapur is bounded by Hill Range of Rally Forest Block in North, East and West. On South there is Orient Cement Factory, Devapur.

The main occupation of the villagers is agriculture. During lean season most of the people used to go out of the village to work as labourers in the adjoining township and cities. From the forest protection point of view the village is strategically located. The timber smugglers bringing timber by head-loads and cart loads from interior forests, to sell at Mandamarri and Bellampally townships, used to pass through Sonapur. Most of the people, especially the youth of Sonapur village had become professional smugglers of timber. Since 1994 frequent raids by forest officials to salvage timber from the village had established a sort of

enmity. The villagers used to run-away as soon as they used to see the forest staff coming to the village. The incidents of seizing the timber from smugglers of other village such as Buggaguda, Varripet and Malkepally resulting in skirmishes had strained the relations between the Department and the people. In the past before the initiative to form VSS, whenever a meeting was convened with Sonapur villagers nobody attended. The villagers never offered even a glass of water to the forest staff even in hot summer.

After the introduction of Joint Forest Management, the Forest Department (FD) approached the villagers several times to form Vana Samarakshana Samithi (VSS). Initially the villagers did not show any interest to form VSS because they did not want to take any enmity with the wood smugglers residing in the adjoining area of Devapur, Mandamarri and Bellampali. However, FD staff continued their efforts to bring Sonapur villagers for a discussion and succeeded at last in having the first meeting. During the discussion it was revealed that there was acute unemployment problem in the village. Sonapur villagers were migrating to other places during lean season to earn their livelihood. The villagers complained that though the Sirpur Paper Mills (SPM) is extracting Bamboo from the forests adjoining their village, they were bringing camp labourers from Maharashtra, Madhya Pradesh and Orissa States and locals were denied the opportunity of working in the coupes. The FD took up the issue with the local SPM authorities and succeeded in providing work to the Sonapur villagers in bamboo coupes thus assuring regular work to the local people and preventing their migration. This act of FD convinced the villagers that the Forest Department was

interested in their welfare. In one incident thirty head-loaders from Buggagudem, were intercepted by the Forest Officials in the agriculture fields of Sonapur village. Sonapur villagers were called to see for themselves the amount of timber being smuggled each day. This gave them an idea of the extent of damage done to the forests surrounding their village. When forest officials spoke to the elders of the village and explained the ill effects of such deforestation, the villagers appreciated the advantage of forest protection and realised what they were losing.

After the initial barrier was broken, the forest staff frequently visited Sonapur village and convinced them to protect the forest. It was decided by the villagers that nobody should be allowed enter into the forest with an axe. Those who were regular head loaders for their livelihood were assured of an alternative source of income by participating in forest development operation. Once the people were convinced that the benefit from the improved forest is going to come to the (VSS), they willingly came forward to join in the protection and development of their forest. Due to frequent inter-action between the people and Forest Department, a friendly atmosphere was established that gave way to formation of VSS. The villagers formed the VSS on 16-11-1994. The general body meeting was conducted on 26-01-1995 and elected the Management Committee with 10 members in which there were 7 male and 3 women members. Out of 10 members elected one Sri Pandram Bheemu, aged 45 years, was unanimously elected the Chair Person. A joint account was opened on 23-11-1995 in the Andhra Bank, Account No. 3346/95.

Since formation of VSS the members have been actively participating in

**Table 2***Information about the VSS Sonapur*

1. Beat	:	Sonapur
2. Section	:	Devapur
3. Range	:	Luxettipet
4. Date of formation (first meeting)	:	16-11-1994
5. Number of meetings conducted	:	30
6. Name of the VSS President	:	Shri Pandram Bheemu
7. Date of approval of VSS	:	1523/95-S9, Dt. 2-1-1996
8. Compartment Nos. allotted	:	464,465,466 & 467
9. R.F. Block	:	Rally
10. Area under protection	:	699 ha
11. Total Households	:	129 Nos.
12. Households involved in the VSS	:	106 Nos.
13. Total members :	:	
Male	:	106
Female	:	99
Total	:	205

regeneration works in the degraded forest areas. The villagers have taken upon themselves the task of protecting the forest. They have made arrangement to patrol the forest and prevent the smuggling of forest produce. With the co-operation of the VSS members, the department succeeded in booking 4 cases involving timber worth Rs. 9,620. Due to regular vigilance by the VSS members smuggling of forest produce has completely stopped in the forest adjoining to Sonapur VSS.

Some of the incidents that improved the relation between the people and the FD need special mention as they have profound influence in the success of JFM programs.

- (i) During August 1996 there was an epidemic of Diarrhoea in Sonapur and surrounding villages. As no medical

facilities were available in the nearby place, the VSS members approached the Forest Department of necessary help. The Divisional Forest Officer and his staff approached the medical department and got timely medical help. This timely assistance saved the lives of the Sonapur villagers.

- (ii) Due to the liaison of the FD with the other development departments one irrigation tank was constructed which was pending for the last 4-5 years. Similarly with the help of ITDA (Integrated Tribal Development Agency) two lift irrigation schemes and one tank was constructed which was pending for long.
- (iii) VSS members were very much aggrieved about the non-functioning of

the school as the post of the school teacher was vacant for a considerable period. With the intervention of FD, educated youth from the village were given the responsibility of teaching the children who was paid from the contribution of villagers.

- (iv) The villagers were not having any bus facility to go to the town and had to walk long distance. This matter was taken up with State Road Transport Corporation. Consequently regular bus service was provided connecting Sonapur to the nearest town.
- (v) Collection of Beedi Leaf from the forest is a major income generating activity of these villagers. In the past they had to go to Venkatapuram village situated 3.5 km. away for depositing beedi leaf collected by them from the forest. The VSS members, specially women expressed difficulty in taking the beedi leaves in the hot summer and requested for locating the collection centre (Khalla) nearby. The request of VSS was considered and a Khalla was opened in the village during the 1995 season. One educated Tribal youth was appointed as Khalladar (Collection Centre-in-Charge) to take delivery of the leaf and take care its curing and bagging.
- (vi) Due to improved relation between FD and VSS a Tribal Forest Guard has been posted. The villagers have provided him residential accommodation. The smugglers are now afraid to come to this area.

Since the villagers were stopping the head loaders/cartmen coming from adjoining villages, smugglers resorted to

new routes through adjoining villages : Laximpur, Venkatapur and Salegudem. Subsequently those villages were covered by VSS. With the formation of a network of VSS all the smuggling routes have been blocked and protection has improved in almost the entire hill slope surrounding these villages.

### Village Development Activity

It has been the experience that to get good co-operation from the people, their long felt needs are required to be fulfilled. In this direction, with the co-ordinate of the district the following village Developmental Activities were taken up in Sonapur VSS (Table 3).

**Table 3**

Activity	Expenditure incurred (Rs.)
Construction of Community Hall	35,000
Supply of smokeless chullas	5,000
Installation of Flour Mill	35,000
Supply of sprayers	3,000
Waste Water soaking pits and planting banana rhizomes in the pits	13,900
Planting Guava & Lime	1,890
Formation of field bunds	50,000
Supply of crop thresher	31,000

The following regeneration works were taken up in the forest areas through the VSS for the improvement of forest (Table 4).

### Benefit from Forest

The good protection and silvicultural operations done by the VSS members have improved the forests. The bamboo forest

**Table 4***Abstract Expenditure (1995-96 to 1997-98)*

Year	Area Treated (ha)	Amount spent (Rs. lakhs)	Employment generated (mandays)
1995	50	1.945	5,120
1996	100	4.185	10,460
1997	184	7.100	17,755
1998	88	5.097	12,135
Fire Control		0.250	600
Total upto March 1998		18.577	46,070

protected and regenerated since 1995 is now ready for harvesting. The 50 ha plot has been taken for harvesting which is expected to give the following yield of Bamboo as per the enumeration done.

Super Special class	9,280 Nos.
Special class	9,280 Nos.
First class	14,720 Nos.
Second class	8,960 Nos.
Third class	1,440 Nos.
Total	<u>36,000 Nos.</u>

The extraction of long Bamboo from the said plot through the VSS members with guidance of the Department is in progress. 9000 Bamboos have already been felled and transported to Sonapur depot. Soon-after extraction is completed it will be classified into lots and sold in open auction.

The anticipated revenue from long bamboo from Sonapur 95 plot (50 ha) is expected to be Rs. 3.64 lakhs as per the prevailing market rate. After deduction of the cost of extraction, the net revenue is expected to be Rs. 2.75 lakhs. As per the Government Order of JFM 50% of this will go to the VSS members for utilising as they want and 50% will be used to improve the forest by giving wage employment. Income to this extent can be obtained on a sustained basis with further increase due to improvement of forests. The 50% income that is ploughed back to the forest is a major gain that will ensure continued improvement to the forests. For those who have been working relentlessly in managing the forest for the people, it is a matter of great satisfaction. It is hoped that the news of this success story will spread far and wide giving a new sense of belonging to the forests that was kept away from the people for long.

### SUMMARY

The Joint Forest Management Programme is being implemented with full vigour and with the active involvement of Village level Vana Samarakshana Samithies (VSS) in Andhra Pradesh. It has now come to a stage where positive results can be seen. Some of the VSS formed in 1993 are to-day in a position to harvest the first rotation crop after successfully protecting the forests and improving it. This programme will be sustained and the degraded forests of Andhra Pradesh would be regenerated giving maximum benefit to the local people.

### आंध्र प्रदेश में संयुक्त वन प्रबंध कार्यक्रमों को अद्यतन बनाना

• एस०डी० मुखर्जी

#### सारांश

संयुक्त वन प्रबंध कार्यक्रमों को आंध्र प्रदेश में पूरी ओजस्यता और ग्रामस्तरीय वन संरक्षण समितियों के सक्रिय सहयोग से क्रियान्वित किया जा रहा है। अब यह उस जगह आ पहुंचा है जहां इसके धनात्मक परिणाम दिखाई देने लगेंगे। 1993 में बनाई कुछ वन संरक्षण समितियाँ अब इस स्थिति में हैं कि सफलतापूर्वक वनों की सुरक्षा और परिष्कार करने के उपरान्त वे आवर्तन फसल की पहली कटाई कर सकते हैं। यह कार्यक्रम चालू रखा जाएगा और आंध्र प्रदेश में सभी व्यापक वनों को स्थानीय लोगों को अधिकतम लाभ देते हुए पुनर्जनित कराया जाएगा।

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