

ESTIMATES COMMITTEE (1974-75)

(FIFTH LOK SABHA)

SEVENTY-SECOND REPORT

**MINISTRY OF AGRICULTURE (DEPARTMENT
OF AGRICULTURE)—FORESTRY[†]**

**[Action taken by Government on the Recommenda-
tions contained in the Sixty-Fifth Report of
Estimates Committee (Fifth Lok
Sabha) on the Ministry of Agricul-
ture (Department of Agricul-
ture)—Forestry.]**



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(1974—75)

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(1974—75)

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14. **Shri Awdhesh Chandra Singh**
15. **Shrimati Bhargavi Thankappan**

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee, present this 72nd Report of the Estimates Committee on action taken by Government on the recommendations contained in the Sixty-Fifth Report of Estimates Committee (Fifth Lok Sabha) on the Ministry of Agriculture (Department of Agriculture)—Forestry.

2. The Sixty-Fifth Report of Estimates Committee (Fifth Lok Sabha) was presented to Lok Sabha on the 29th April, 1974. Government furnished their replies indicating action taken or proposed to be taken on the recommendations contained in the Report on the 29th October and 13th December, 1974. The replies were examined by Study Group 'E' of the Estimates Committee (1974-75) at their sitting held on the 28th February, 1975.

3. The draft Report was adopted by the Estimates Committee (1974-75) on the 10th March, 1975.

4. The Report has been ^{divided} ~~divided~~ into the following Chapters:

I. Report;

II. Recommendations which have been accepted by Government;

III. Recommendations which the Committee do not desire to pursue in view of Government's replies;

IV. Recommendations in respect of which replies of Government have not been accepted by the Committee;

V. Recommendations in respect of which final replies of Government are still awaited.

5. An analysis of the action taken by Government on the recommendations contained in the Sixty-Fifth Report of Estimates Committee (Fifth Lok Sabha) is given in Appendix III. It would be observed therefrom that out of 35 recommendations made in the Report, 24 recommendation i.e. 68.5 per cent have been accepted by Government. The Committee do not desire to pursue 5 recom-

mendations i.e. 14.3 per cent in view of Government's replies. The Committee have not accepted the replies of Government in respect of 2 recommendations i.e. 5.7 per cent. Final replies of Government to 4 recommendations i.e. 11.5 per cent have not yet been furnished to the Committee.

NEW DELHI;
March 12, 1975.

Phalguna 21, 1896 (S).

R. K. SINHA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

Constitution of an ad hoc Team for evaluation

Recommendations (S. Nos. 29 and 30, paras 142 & 143)

In paragraph 4.137 of their 76th Report (Fourth Lok Sabha) the Estimates Committee had suggested that the Central Government in consultation with the State Governments should explore the feasibility of constituting an *ad hoc* Team consisting of eminent experts to evaluate the progress made under various Forest Development Schemes all over the country and make suggestions for improvement. The Team should visit the representative areas under different plantations in the States|Union Territories for physical assessment with a pre-planned programme and submit their report within a stipulated time. The Committee expressed the view that such an evaluation would not only help the State Forest Departments in improving their efficiency but would also ensure that public funds were utilised properly.

2. Government in their reply dated 3rd January, 1970, included in the Action Taken Report (108th Report—Fourth Lok Sabha) informed the Committee that the observations of the Committee had been forwarded to the States and Union Territories, requesting them to furnish their suggestions. The constitution of an *ad hoc* Team would be taken up in consultation with all the States/Union Territories as well as the Central Board of Forestry after the receipt of suggestions from all the States.

3. In reply to the Committee's query about the latest position and the action taken by Government on the constitution of an *ad hoc* Team of experts to evaluate the progress made under the various Forest Development Schemes, the Ministry of Agriculture in a written reply dated the 12th October, 1973 informed the Committee that some of the states had their own evaluation organisations to undertake assessment of different plantation schemes and felt that creation of a separate Central Team to do this work might not be necessary. Other States had proposed setting up of similar Evaluation Cells during the Fifth Five Year Plan. "In view of this, it may not be necessary to pursue action to set up a Central Team".

4. In December, 1973 during the course of official evidence, the Committee desired to know how, in the absence of a central Team for periodical evaluation of Forest Development Schemes, any check and co-ordination was exercised by the Central Government in regard to the utilisation of funds sanctioned by them for implementation of various developmental schemes. Attention of the representatives of Ministry of Agriculture was also drawn to the minutes of the 5th Meeting of the Central Board of Forestry, held in May, 1959, from which it was noticed that the importance of providing a Central machinery for assessment and evaluation of all plantations and afforestation work undertaken by the States from time to time, the results obtained etc., was recognised by the representatives of the various States who attended the meeting, and the Board had adopted the following resolution:

"On a general desire expressed by the State Governments, the Government of India be invited to consider the appointment of a body consisting of technical and non-technical persons for making an assessment and evaluation of forest development activities in the various States and for rendering necessary advice for improvements."

5. In reply, the Secretary, Ministry of Agriculture during evidence informed the Committee:—

"I will try to find out where we have said that it is not necessary..... The reply to which you were pleased to draw attention, was like that. I will find out as to how such a reply was sent, because in point of fact, no such decision had been taken not to set up such a Central Team; and in fact, in November, 1973, i.e. last month, the Standing Committee of the Central Board of Forestry which considered this matter, has come to the decision that this team should be set up urgently."

6. The Secretary, Ministry of Agriculture, at the next sitting of the Committee on 22nd December, 1972 *inter-alia* explained the position thus:—

"The subject was discussed at the Standing Committee of the Central Board of Forestry on 6th and 7th November, 1973, which was attended by Forest Ministers from different Regions of the country. The Chairman is Union Minister of Agriculture. In view of the varying response from the States, it has been decided to constitute an appraisal team

consisting of the Inspector General of Forests and Chief Conservators, who would make appraisal of various forestry programmes and exchange ideas and experience for proper implementation of the development schemes. On receipt of the appraisal from some of the States, the results will be placed before the Central Board of Forestry for their consideration of the question of appointing a team of outside experts."

7. When asked how long it would take to constitute an *ad hoc* Team, the Secretary, Ministry of Agriculture, informed the Committee as follows:

"The State Governments have already been informed that this team has been constituted. It is for the Inspector General of Forests to get into touch with the Chief Conservators of the two or three selected States and conduct this appraisal within this winter which is the convenient season for touring. The next meeting of the Central Board of Forestry is due to be held in May, 1974 and we shall place the result of this appraisal and also the recommendation of the Estimates Committee that the appraisal should be by a body of outside experts before this meeting of the Central Board of Forestry."

8. In para 142 of their 65th Report (Fifth Lok Sabha), the Committee deplored that the resolution passed by the highest policy making body *viz.*, the Central Board of Forestry, as far back as in 1959, on a general desire expressed by the State Governments about the appointment of a body consisting of technical and non-technical persons for making an assessment and evaluation of forest development activities in the various States and for rendering necessary advice for improvements, still remained unimplemented. This had become all the more regrettable that even after acceptance of the Committee's recommendation in January, 1970, the matter of constituting an *ad hoc* Team remained undecided.

9. In para 143 of their 65th Report, the Committee noted that Government had constituted an appraisal Team consisting of Inspector General of Forests and Chief Conservators who would make appraisal of various forestry programmes and on receipt of the appraisal, the question of appointing a Team of outside experts would be considered by the Central Board of Forestry in May 1974. The Committee considered it important that a periodical evaluation of

Forest Development Schemes should be carried out by outside experts so as to assess objectively the results of implementation of those Schemes and proper utilisation of the funds spent thereon. The Committee, therefore, reiterated their earlier recommendation to constitute an *ad hoc* Team consisting of eminent experts in the field to evaluate the progress made under the various Forest Development Schemes all over the country and to make suggestions for improvements therein.

10. In reply, Government have now stated that the States of Maharashtra, Himachal Pradesh, Orissa and Tamil Nadu did not accept the recommendation of the Estimates Committee for the constitution of an *ad hoc* Team of experts as they had their own evaluation machinery. These States would, therefore, be excluded from the purview of the *ad hoc* Team. *Ad hoc* Teams of Forestry experts have been formed for 14 States and Union Territories who had agreed to evaluation of their forest development schemes on a Regional basis.

11. The Committee, however, desired to know whether the question of appointing a Team of outside experts was considered by the Central Board of Forestry in May 1974, as assured earlier by Government, and if so, the findings of the Board might be communicated to them.

12. In reply, Government have stated that as the Estimates Committee had reiterated their earlier recommendation to constitute an *ad hoc* Team consisting of eminent experts in the field to evaluate the progress made under the various forest development schemes all over the country and to make suggestions for improvements thereunder, the observations of the Committee were interpreted by the Government to mean that the *ad hoc* Teams should be set up immediately without waiting for the matter to be placed before the next meeting of the Central Board of Forestry. Since, in accordance with the observations of the Estimates Committee, the teams were constituted immediately and before the meeting of Central Board of Forestry, the matter was not placed before the Board at its meeting on 14th and 15th October, 1974.

13. From the foregoing it is clear that the intention of the Committee, while making the recommendation in para 4.137 of their original report (76th Report—Fourth Lok Sabha), was that a Central *ad hoc* Team consisting of eminent experts should be constituted to evaluate the progress made under the various Forest Develop-

ment Schemes all over the country and to make suggestions for improvements. The same was brought out in the recommendations contained in paras 142 and 143 of the 65th Report (Fifth Lok Sabha). The Committee regret that in spite of the fact that the Secretary, Ministry of Agriculture had assured the Committee during evidence on 22-12-73 that the recommendation of the Committee that the appraisal should be by a body of outside experts, would be placed before the Central Board of Forestry at its meeting to be held in May 1974, the same has not been implemented so far. The Committee recommend that the whole matter regarding the constitution of a Central ad hoc Team, consisting of eminent experts in the field to evaluate the progress made under the various Forest Development Schemes all over the country and to make suggestions for improvements therein, should be placed before the Central Board of Forestry at their next meeting and early decision taken in the matter.

Implementation of Recommendations

14. The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by Government. They would, therefore, urge that Government should keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. In cases where it is not possible to implement the recommendations in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

15. The Committee also desire that further information where called for in respect of recommendations included in Chapters II and V of the Report may be intimated to them expeditiously.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendations (Sl. Nos. 1—3 Paras 8—10)

The Committee are constrained to observe that in spite of Government's acceptance of the Committee's recommendation in January, 1970 that the meeting of the Central Board of Forestry should be held regularly every year, the Board's meeting after May, 1970 was held in February, 1973 i.e., after a lapse of about 3 years. The Committee's specific recommendation that the meeting of the Board should not be dependent on the convenience of a particular State Government was not followed in practice and on one plea or the other the holding of the Board's meeting was postponed.

The Committee need hardly point out that once the recommendations of the Committee have been accepted by the Government, they should be implemented. The Committee regret that the non-holding of the meetings of the Central Board of Forestry annually, which is stated to be highest policy recommending body of Government, after Government's acceptance of Committee's recommendation in this regard in early 1970, has also adversely affected the work and has held up decision or action on many important items.

The Committee reiterate their earlier recommendation made in April, 1969 and hope that the assurance now given to the Committee that future meetings of the Central Board of Forestry will be held once a year and those of its Standing Committee in between two consecutive meetings of the Board will be implemented in practice. They would again urge that sufficient advance action should be taken by the Standing Committee of the Board and the Ministry to ensure that the meetings of the Board are held regularly by the host State Governments and in case of their inability to host these meetings, they may be held in Delhi, as assured to the Committee.

Reply of Government

The recommendation of the Estimates Committee is noted for compliance.

The next i.e., XIV meeting of the Central Board of Forestry originally fixed by the then Minister of Agriculture (Shri F. A. Ahmed) was scheduled to be held in Srinagar in June, 1974. At the request of the Government of Jammu and Kashmir it was postponed and the revised dates were 14th and 15th October, 1974, at Srinagar. However, the State Government was again unable to host this meeting on the scheduled dates and it has been decided to hold it in New Delhi on the same dates, in compliance with the recommendation of the Estimates Committee.

[Ministry of Agriculture (Department of Agriculture), O. M. No. P-1013|2|74-FRY(FD) dated 28th October, 1974]

Comments of the Committee

The Committee would like to emphasise that Government should ensure that the meetings of the Central Board of Forestry are held regularly once a year in future.

Recommendations (Sl. Nos. 13-14 Paras 59-60)

The Committee regret to note that the implementation of their earlier recommendation that a well-coordinated scheme, which might *inter alia* include tree-plantation under annual Vanamahotsava, for increasing the tree-lands in the country as envisaged in National Forest Policy Resolution 1952 might be formulated by the Central Board of Forestry and commended to the State Governments for implementation, has not received due attention at the hands of the Government. The National Forest Policy Resolution envisaged that 2,000 crores of trees would be necessary to restore the hydrological nutritional balance of the country and under the Land Transformation, Programme of the Central Government planting of 30 crores of trees during 10 years was planned. Government had not undertaken any specific scheme under this programme.

The Committee are unhappy to note that in spite of a specific assurance given to the Committee in January, 1970 that the matter would be placed before the next meeting of the Central Board of Forestry which was held in May, 1970, it was actually brought before the Board in February, 1973 only. While the Committee note that the representative of the Ministry tendered an apology for "an inexcusable error", they would like to emphasise that they attach

the greatest importance to the implementation of the recommendations accepted by the Government. They would, therefore, like the Government to keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. In cases where it is not possible to implement the recommendation for any reason, the matter should be reported to the Committee with reasons for non-implementation.

Reply of Government

The Central Board of Forestry at its recent meeting held on 14-15 October, 1974 has strongly recommended that systematic planting of trees under a well drawn up programme should constitute an integral part of Vanamahotsava celebrations. In order to encourage planting of trees and protecting them on a large scale, the States should provide suitable incentives. It is hoped that the States would implement this important recommendation with all the seriousness that it deserves. It is not possible for the Ministry or the Central Board of Forestry to draw up a programme of planting up of specific number of trees which is ultimately to be executed by the State Governments as the Ministry or the C.B.F. has no arm for enforcement.

The observations made by the Estimates Committee in sub-para 60 have been noted for future guidance.

[Ministry of Agriculture (Department of Agriculture), O.M. No. P. 11013/2/74-FRY (FD), dated 28th October, 1974.]

Comments of the Committee

The Committee would like Government to consider the question of undertaking a specific scheme for tree plantation under the Land Transformation Programme.

Recommendations (Sl. No. 15-16 Paras 67-68)

The Committee regret to note that in spite of Government's acceptance of the Committee's recommendation, no concrete steps appear to have been taken by Government to ensure that trees planted during Vanamahotsava are properly looked after and the survival statistics are maintained as accurately as possible. They were specifically assured in January, 1970 that the Committee's recommendation would be placed before the Central Board of Fores-

try at their next meeting i.e. in May, 1970 but it was actually brought before the Board in February, 1973.

The Committee fully agree with the views of the Study Group on Farm Forestry—Extension Forestry appointed by the National Commission on Agriculture that the Vanamahotsava had not made the necessary impact and the chief reason for its failure was the absence of public involvement and public participation. The Committee feel that Government have taken unduly long time in awaiting the Report of the National Commission on Agriculture on Social Forestry. They think that it would have been better for Government to have taken steps to implement the Committee's recommendation and make necessary changes and improvements in the programmes in the light of the Commission's Report. They hope that earnest efforts will now be made to make Vanamahotsava and other programmes of tree plantation a success.

Reply of Government

In order to ensure proper after-care of the seedlings planted during Vanamahotsava as well as to ensure collection of survival statistics accurately, as recommended by the Estimates' Committee, Extension Organisations are being created by various States under the State sector schemes of Farm Forestry and Avenue Plantations for which a provision of Rs. 12 crores has been made under the 5th Plan. In so far as Government of India are concerned the State Governments would be persuaded to have an effective Extension Organisation as quickly as possible.

To increase the tree wealth outside the forest areas i.e. in wastelands, panchayat lands, etc. a Centrally sponsored scheme of Mixed Plantations has been included in the 5th Plan with an outlay of Rs. 800 lakhs as recommended by the National Commission on Agriculture in their interim report on Social Forestry. This scheme envisages involvement of local people by orienting it specifically to meet their needs.

[Ministry of Agriculture (Department of Agriculture), O.M. No. P. 11013/2/74-FRY(FD) dated 28th October, 1974].

Recommendations (Sl. Nos. 17-18 Paras 73-74)

The Committee note that according to the position as on 1-4-1971. 67.06 per cent of the forest area in the country is covered by Working plans|schemes as against 50 per cent in 1968-69. The Committee also note that with the proposed provision of Rs. 500 lakhs in the Fifth Five Year Plan for the purpose about half of the balance 3552 LS—2.

forest area in the charge of Forest Departments still not covered by working plans/schemes will be covered. From the study of the position as it was in 1964-65 and as on 1-4-1971. The Committee find that States like Bihar, J & K, Nagaland and Orissa have not made much headway in the preparation of working plans/schemes.

The Committee regret to note that Government's reply that the enhanced provision in the Fifth Plan (Rs. 500 lakhs against Rs. 159 lakhs in the Fourth Plan) would help the Forest Departments to complete this important work of bringing the forest area under working plans/schemes as quickly as possible is rather vague. While the Committee appreciate Government's difficulties that compilation of working plans/schemes depends upon ground demarcation, availability of maps etc; they consider that as working plans are *sine qua non* of sound forest management and about one-third of the total forest area of the country has yet to be brought under the working plans/schemes the drawing up to time-bound programme for the successful completion of this work is of utmost importance. The Committee would therefore reiterate their earlier recommendation that the feasibility of laying down annual targets for converting the remaining forest area by working plans/schemes in each State should be examined.

Reply of Government

A statement showing the statewise position in regard to preparation of the working plans/schemes as on 1-4-1974 is enclosed. (Appendix I). The All India position indicates that about 79 per cent of Forest area under the control of the Forest Department has been brought under the sanctioned working plans/schemes. The balance area is located mostly in Orissa, Madhya Pradesh and Arunachal Pradesh. In Orissa, some of these forest areas have tribal problems with the result that progress of work is slow. In Madhya Pradesh and Arunachal Pradesh, the infra-structure such as roads etc. has not been adequately developed yet with the result that no useful purpose will be served by preparing working plans in respect of such areas.

About 10.2 million hectares of the balance forest land do not come under the management of Forest Departments. Unless & Until these areas come under its control, effective management plans can neither be prepared nor enforced.

A revised provision of Rs. 279 lakhs has been made for the work relating to the preparation of working plans/schemes during the

Fifth Five Year Plan. It is likely that the above provision would help the State Forest Departments to bring all the areas under exploitation or to be brought under exploitation under the purview of the sanctioned working plans/schemes by the end of the Fifth Plan.

[Ministry of Agriculture O.M. No. P. 11013/1/74-FRY (FD) dated 28th October, 1974]

Further information called for by the Committee

It is observed that in respect of Haryana, only 24.3 per cent of the forest area is covered by the Working Plans/schemes. Please state the reasons for such a low percentage in respect of Haryana.

Lok Sabha Secretariat O.M. No. 5/9/ECII/74, dated the 30th November, 1974].

Reply of Government

The above observation of the Estimates Committee was Communicated to the chief Conservator of Forests, Haryana State who furnished the following revised figures:

	(Thousand hectares
1. Forest area under the control of forest department	15
2. (a) Forest area covered by working plan (Govt. owned)	14
(b) Forest area covered by working scheme (Privately owned land)	50
Total area covered by working plan scheme	64
3. Forest area for which working plan is under preparation	22
4. Percentage of Forest area covered by working plan/schemes to total Forest area	42

It has also been stated that though under the management of Haryana Forest Department, 50 Thousand hectares of forest belong to private owners, these area is being managed by the State Forest Department under section 38 of the Indian Forest Act and sections 4 and 5 of the Land Protection Act for which working schemes have been prepared [2(b) above]. Thus the revised percentage of forest area under Working Plans/scheme to the total forest area works out to 42.1 as against 24.3 as reported earlier to the Estimates Committee on 28th Oct., 1974. Besides working Plan is under preparation in respect of 22 Thousand hectares of Forest Land.

[Ministry of Agriculture & Irrigation (Department of Agriculture), O.M. No. P. 11013/2/74-FRY (FD) dated 13th December, 1974].

Recommendations (Sl. Nos. 19—21 Paras 84—86)

The Committee are constrained to observe that in spite of the fact that they had expressed concern over the inordinate delay of nearly a decade in April, 1969, the preparation of forest maps and atlases which are considered to be useful to the Forest Departments as well as for publicity purposes, has not been completed as yet and is now expected to be completed by March, 1975. It was in 1959 that at the instance of Chairman, Central Board of Forestry, the preparation of forest maps, and atlases, which would provide comprehensive information relating to the distribution of forest wealth including forest products in various parts of the country, was decided upon. The Committee are at a loss to understand why the Ministry of Agriculture entrusted this job to the Forest Research Institute, which according to them, has no facilities of men and material for preparing maps and no expertise in the field of modern map making and did not think it proper to entrust this work from the very beginning to the National Atlas Organisation, which according to them is, perhaps, the only competent organisation for preparing thematic maps.

The Committee note that the scrutiny of 4 maps and the supporting data compiled by the Forest Research Institute revealed that the maps were not suitable for publication. They also note that the State Forest Departments took 7 to 8 years (from 1964 to 1971) to supply the maps and other information. The Committee cannot too strongly emphasise that this sad state of affairs reflects on the working of the Ministry in so far as the preparation of maps and atlases is concerned. In the opinion of the Committee, the time and money spent by the Forest Research Institute on the preparation of maps has been infructuous and could have been avoided by better planning.

The Committee hope that the target of completing the work of preparation of maps and atlases by March, 1975 will be strictly adhered to.

Reply of Government

The National Atlas Organisation has informed in September, 1974 that the work in connection with the preparation of Forest Atlas of India is going on with full swing and they have made considerable progress in the preparation of the Forest maps. The compilation work for Uttar Pradesh, Rajasthan, Madhya Pradesh and Himachal Pradesh is now complete. Final drawings of 4 plates

covering South Indian States were taken up during the middle of August, 1974 and are now in fairly advanced stage of drawing. The National Atlas Organisation are trying to send atleast two plates for printing by the middle of October, 1974. As soon as the final fair drawings of these four plates are over, they will take up more plates for fair drawing.

In the meantime the National Atlas Organisation have also written to several States Forest Departments for more data they require for the preparation of the Forest Product maps. They will take up the preparation of the Forest Product maps shortly.

[Ministry of Agriculture O.M. No. P. 11013|1|74-FRY(FD) dated 28th October, 1974].

Further information called for by the Committee

Please state the latest position regarding the preparation of maps and Atlases. Please also confirm that the target of completing the work by March, 1975 would be adhered to.

[Lok Sabha Secretariat O.M. No. 5|9|ECII|74 dated the 30th November, 74].

Further Reply of Government

Guide map of Madhya Pradesh has been completed. Preparation of maps of Uttar Pradesh and Rajasthan is under progress. Fair drawings of one plate of South Indian States has been completed. National Atlas Organisation have written to Surveyor General of India for getting the National Atlas printed at their press at Hyderabad. Deputy Director of National Atlas Organisation has proceeded to Hyderabad to finalise details. President, Forest Research Institute & College Dehradun has brought Estimates Committee's observations to the notice of the National Atlas Organisation, and it is expected that the work will be completed by March, 1975.

[Ministry of Agriculture (Department of Agriculture), O.M. No. P. 11013|2|74-FRY (FD) dated 13th December, 1974].

Recommendations (Sl. Nos. 22-23 Paras 94-95)

The Committee note that the provisions made for the development of forestry since the First Five Year Plan had not been adequate and that compared to forest revenue earned, the proportion of expenditure on development of forests in the States is much less. The Committee are unhappy to note that in spite of emphasis laid in the National Forest Policy Resolution, as far back as 1952,

that forestry is a long term enterprise and a steady flow of funds for sustained forest operations is indispensable, Government have been unable to provide sufficient finance on a continuous basis for development of forestry so far. They feel that unduly long time has been taken in implementing the Committee's recommendation made in April, 1969 on the plea that the Report of the Study Group on Forst Economics, Financing and Budgeting 'constituted by the National Commission on Agriculture is awaited.'

The Committee note the decision of the Central Board of Forestry for the setting of atleast one Forest Development Corporation by each State. The Committee have no doubt that the matter would be vigorously pursued with the State Governments to ensure that every State Government sets up the Corporation early so that adequate funds on a continuous basis are made available for the implementation of Forest Development Schemes proposed to be included in the Fifth Plan and other long term schemes. The Committee further recommend that the Ministry of Agriculture should keep close coordination with the State Governments regarding the functioning of the State Forest Development Corporations, and before the start of the Sixth Plan should arrange to evaluate the results achieved by these Corporations in providing finance for the development of forestry.

Reply of Government

Under Fifth Five Year Plan, the Planning Commission have agreed to the Plan-outlay in the State Sector for the purchase of Equity Shares for setting up of Forest Plantation Corporations during 5th Plan period by the following States:—

Name of State	(Figures in lakhs)	
	Equity share capital for 5th plan	Annual Plan 1974-75
1	2	3
1. Andhra Pradesh	50.00	10.00
2. Assam	50.00	10.00
3. Bihar	100.00	10.00
4. Himachal Pradesh	120.00	20.00
5. Jammu & Kashmir	50.00	10.00
6. Kerala	130.00	20.00
7. Madhya Pradesh	400.00	50.00
8. Maharashtra	700.00	60.00
9. Meghalaya	25.00	4.00

1	2	3
10. Karnataka	150.00	20.00
11. Orissa	120.00	19.00
12. Punjab	5.00	..
13. Tamil Nadu	50.00	10.00
14. Tripura	20.00	1.00
15. Uttar Pradesh	300.00	25.00
16. West Bengal	100.00	8.00
17. Andaman & Nicobar Islands	75.00	5.00
18. Arunachal Pradesh	40.00	5.00
	2485.00	287.00

(2) So far the following States have set up Forest Plantation Corporations:—

- (1) Maharashtra
- (2) West Bengal
- (3) Tamilnadu
- (4) Karnataka

(They have set up two corporations—one for Plantations and other for forest industries).

(3) Proposals to set up Forest Plantation Corporations in Madhya Pradesh, Bihar, Andhra Pradesh and Andaman and Nicobar Islands have made a considerable headway. The Centre is pursuing and expediting the State Governments to constitute Forest Development Corporations.

(4) Under the 5th Five Year Plan, Central Government have recommended an outlay of Rs. 10 crores as Central Government share towards purchase of Equity Shares in respect of these Corporations as and when set up by the States.

Forestry Division in the Ministry of Agriculture proposes to set up a Planning Cell headed by an Additional Inspector General of Forests in order to coordinate the constitution of State Forest Development Corporations under the State Governments and to provide necessary guidance to ensure proper and smooth functioning of these Corporations. It will be possible for the Government of India

to evaluate results achieved by the Forest Development Corporations in providing adequate finances for forestry development projects before the start of the sixth Plan through the proposed Planning Cell headed by an Additional Inspector General of Forests.

[Ministry of Agriculture (Department of Agriculture) O. M. No. P. 11013/2/74-FRY(FD) dated 28th October, 1974].

Recommendations (Sl. Nos. 24-25 Paras 110-111)

The Committee deplore the delay in the reappraisal of the National Forest Policy which was recommended by the Committee in April, 1969. They note that on receipt of the report of the National Commission on Agriculture, which is expected by the end of 1974 and on receipt of State Governments reactions to the Commission's recommendations, the National Forest Policy will be finally considered by the Central Board of Forestry. All this is likely to take considerable time. The Committee are unable to understand why it should take Government 6 to 7 years to revise the National Forest Policy. The Committee feel that delay in reappraising and revising the existing policy, has adversely affected the development of forestry in the country. In their opinion such a revision of the policy should have been completed much earlier, in any case, well before the commencement of the Fifth Five Year Plan.

The Committee recommend that the revision of the National Forest Policy should be expedited. They hope that suitable changes in the Annual Plans of the Ministry and State Governments regarding Forestry will be made on receipt of recommendations of the Study Group appointed by the National Commission on Agriculture, without any loss of time.

Reply of Government

A revised draft of the National Forest Policy has since been prepared by the Central Forestry Commission, and was placed before the Central Board of Forestry at its meeting on 14th & 15th October, 1974. The Board has set up a committee consisting of forest Ministers of selected States to finalise the draft.

[Ministry of Agriculture (Deptt. of Agriculture) Memo. No. P-11013/2/74-Fry(FD) dated 28th October, 1974]

Comments of the Committee

The Committee would like to be apprised of the final action taken by Government in the matter.

Recommendations (SI. Nos. 26—28 Paras 129—131)

The Committee are concerned to note that against the target of 11,050 Kms. of roads to be constructed during the Fourth Five Year Plan, the likely achievement by the end of the Plan would be 7,100 Kms. only—a shortfall of about 36 per cent. The shortfall in terms of financial achievements has been to the tune of about 26 per cent. The Committee feel that the shortfalls viewed in the context of the following facts are disappointing:—

- (i) The Committee in their Original Report had recommended that special efforts should be made to accelerate the programme of improvement of communications to link forest areas particularly some of the rich forest at high elevation in the Himalayas and other mountainous regions.
- (ii) 15.4 million hectares of the country's forests are either inaccessible or not managed by the Forest Departments, on account of lack of communications.
- (iii) The present productivity of our forests is low and they remain unexploited or partly exploited on account of inaccessibility.
- (iv) The present average length of forest roads in the country is 1 Km. for every 11 Sq. Kms., whereas in advanced countries for every sq. Km. of forest area approximately 2 Kms. of road on an average, is considered necessary.

The Committee desire that considering the important role that the construction of roads is expected to play in the development and exploitation of forests and forestry and having regard to the fact that achievements required to be made in this sphere are stupendous, Government should take effective steps to accelerate the programme of development of communications to link forest areas in such a manner that the target of 1 km. of road for every sq. km. of forest area by the end of the Fifth Plan really becomes possible.

The Committee regret to note that there was a variation in figures of achievements in the various plan periods supplied to the Committee at the action taken stage in early 1970 and those supplied at the evidence stage. The Committee have elsewhere emphasised the need for maintenance of accurate statistical data.

Reply of Government

An amount of Rs. 25 crores has been provided in the Commercial Sector for the development of roads in remote regions including the Himalayan region. In addition to the above, regular programme of construction of roads in the State Sector would continue in the 5th Plan for which an outlay of Rs. 15 crores has been tentatively recommended by the Planning Commission.

The above activities would result in fuller utilization of existing forest resources and would, in the process, increase per hectare production in future.

The State sector allocation becomes notional as the States have freedom to reallocate priorities and in cases of stress funds are diverted.

For the maintenance of accurate statistical data a scheme "Strengthening of arrangements of Forestry Statistics" has been proposed under the 5th Five Year Plan.

[Ministry of Agriculture (Department of Agriculture) O. M. No. P. 11013/2/74-FRY (FD) dated 28th October, 1974].

Comments of the Committee

The Committee would like to emphasise that while implementing the plans for the development of roads in the remote regions including the Himalayan region and in the State Sector, Government should take suitable steps to ensure that the target of 1 km. of road for every sq. Km. of forest areas by the end of the Fifth Plan really becomes possible.

Recommendations (Sl. Nos. 31—33 Paras 151—153)

The Committee note that the past performance of the Statistical Cell in the Forestry Division which was to be reviewed at the time of review of the Central Forestry Commission, has been reviewed separately as Government were hard up of statistics and the details were wanting. They, however, feel that the review undertaken is not sufficiently comprehensive and does not fully meet the recommendation made by the Committee with respect to review of the Statistical Cell and the Central Forestry Commission. They also feel that a comprehensive review should have been undertaken much earlier so that complete and accurate statistics were available

before finalising schemes for inclusion in the Fifth Five Year Plan. The Committee suggest that in the light of the Report of National Commission on Agriculture on 'Forest Policy, Law and Administration', the working of the Statistical Cell should be reviewed.

The Committee note that a Special Central Scheme on Forest Statistical Organisation with an outlay of Rs. 10 millions has been proposed for the Fifth Five Year Plan in the Central Sector and that the Planning Commission has agreed to have this Central Sector Scheme in the Fifth Five Year Plan. The Committee hope that early action would be taken to establish a suitable organisation so that basic information and statistical data regarding Forestry are available for the use of concerned authorities. The Committee need hardly emphasise the importance of collecting meaningful statistics covering the activities of the Forest Department and proper scrutiny by the Centre of the Statistics supplied by the States.

The Committee regret to note that the Scheme for the 'Establishment of Planning and Statistical Cell' which was started in 1966-67 for collection of forestry data on production and demand of forest resources/products for future forestry planning has not met with sufficient response from States and only three States viz. West Bengal, Uttar Pradesh; and Maharashtra have established the cells. The Committee hope that with the functioning of the Central Sector Scheme on 'Forest Statistical Cell' the two principal difficulties highlighted in the Review of the First Five Year Plan about the appraisal and implementation of the forest programme will overcome.

Reply of Government

A comprehensive review of the working of the Statistical Cell would be taken up after the publication of the NCA's Report on 'Forest Policy, Law and Administration' as desired by the Estimates Committee.

The Central Sector Scheme relating to the "Strengthening of arrangements for Forestry Statistics" will be implemented during the 5th Five Year Plan period as a Central Sector Scheme. After the scheme is fully implemented in all the four regions of the country, the deficiencies in Forestry statistics would be largely removed.

[Ministry of Agriculture (Department of Agriculture) O. M. No. P. 11013/2/74-FRY (FD) dated 28th October, 1974].

Futher information called for by the Committee

Please state the latest position regarding the review of the working of the Statistical Cell. It may also be intimated when the National Commission on Agriculture Report is likely to be published.

[Lok Sabha Secretariat O.M. No. 5|9|ECII|74 dated 30th November, 1974].

Reply of Government

Further review of the working of the Statistical Cell has not yet been undertaken. Since the working of the Forestry Statistical Cell is directly connected with the restructuring of the Central Forestry Commission, all issues in the matter will be based on the final recommendations in the report of National Commission on Agriculture on "Forest Policy, Law and Administration", which is still awaited. The term of the National Commission on Agriculture is extended till 30th June, 1975. The above report is therefore expected to be available by that date.

[Ministry of Agriculture and Irrigation (Department of Agriculture)
O. M. No. P. 11013/2/74-FRY (FD) dated 13th December, 1974].

Comments of the Committee

The Committee would like to be apprised of the final decision taken by Government on the recommendations of the National Commission on Agriculture on "Forest Policy, Law and Administration."

Recommendation (Sl. No. 34 Para 159)

The Committee note that the matter regarding export of wooden sleepers, which were not acceptable to Indian Railways, did not find favour with foreign markets and the matter had been dropped. The Committee would like Government to ensure that wooden sleepers are disposed of at reasonable rates so as to avoid incurring any loss on this account.

Reply of Government

The observations of the Estimates Committee have been duly noted by the Government and appropriate action has been taken to

ensure that wooden sleepers of the type not required by the Railways are disposed of at reasonable rates so as to avoid loss on this account.

[Ministry of Agriculture (Department of Agriculture) O.M. No. P 11013|2|74-FRY(FD) dated the 28th October, 1974.]

Recommendation (Sl. No. 35 Para 164)

The Committee are unhappy to note that in spite of specific assurance given to them in December, 1969 that their recommendation on Nation's fauna would be placed before the Board|its Executive Committee for their information and further advice in the matter, it was not placed before them as a result of some misunderstanding between the Central Board of Forestry and the Indian Board of Wild Life as to whom the recommendation of the Committee related to. The Committee feel that in such a matter Government should have sought clarification from the Committee and given due attention to their recommendation. While nothing the regret expressed for the omission in this regard, the Committee would reiterate that they attach the greatest importance to the implementation of the recommendation accepted by Government. They would, therefore, like Government to keep close watch so as to ensure expeditious implementation of the recommendations accepted by them.

Reply of Government

The recommendation of the Estimates Committee on Nation's Fauna will be placed before the Executive Committee of the Indian Board of Wild life at its next meeting to be held shortly. The Recommendation could not be placed earlier as no meeting of the Executive Committee was held after December, 1973.

[Ministry of Agriculture & Irrigation (Depratment of Agriculture) O.M. No. P. 11013|2|74-FRY (FD) dated 28th October, 1974].

Further Information called for by the Committee

Please state the latest position in the matter. Please also indicate when the next meeting of the Executive Committee would be held.

[Lok Sabha Secretariat O. M. No. 5/9/ECII/74, dated the 30th November, 1974.]

Further Reply of Government

The recommendation of the Estimates Committee on Nation's Fauna was considered by the Executive Committee of the Indian Board for Wild Life at its meeting held at New Delhi on the 20th

November, 1974 and it was observed that recommendations were very useful. The Board took cognizance of the recommendations and welcomed the same and expressed satisfaction at the progress made in the implementation of these recommendations.

[Ministry of Agriculture O.M. No. P. 11013|2|74-FRY|FD, dated the
13th December, 1974]

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendations (Sl. Nos. 8—12 Paras 48—52)

The Committee note that the National Forest Policy Resolution, 1952 proposed that the area under forests be raised steadily to 33 per cent of the total area, the proportion to be aimed at being 60 per cent in the hilly regions and 20 per cent in the plains. It was, therefore, felt essential that the proportion of area that ought to be under forest in each state|Union Territory should be clearly indicated and in the First Five Year Plan the Central Board of Forestry was specifically made responsible for this work. In 1969, the Estimates Committee strongly recommended urgent measures in this regard and desired that the work should be completed by a specified time. The Committee regret to observe that nothing substantial has been done in the matter of fixing the area that ought to be under forests in each State|Union Territory and even the Committee's recommendation which was scheduled to be placed before the Board in May, 1970, as assured to the Committee in January, 1970 at the action taken stage, was actually placed before the Board in February, 1973, i.e. about 4 years after the presentation of Committee's Report.

The Committee feel greatly concerned that no concrete steps have been taken so far and the very first step suggested in the First Five Year Plan document that an immediate reconnaissance survey of wasteland be made so as to know how much of wasteland would be available in every State and what proportion of wasteland would be suitable for raising plantations has now been included in the Fifth Five Year Plan under Social Forestry Programmes after a gap of about 18 years. The Committee note that the programme of afforestation of wasteland in some of the States has suffered as survey of wasteland has yet to take place. They are not convinced with the stand now taken by Government that fixation of percentage State-wise has the danger of deforestation where the forest area is higher than the prescribed one.

The Committee had urged that effective steps should be taken by the Board to increase the forest area in the various States where possibilities therefore existed, as during a period of 15 years i.e. after the adoption of the National Forest Policy Resolution in 1952 till 1966-67, about two million hectares, registering an increase of only 6 per cent in the forest area was added. This addition was far from satisfactory as it considerably fell short of the target of 33.1/3 per cent. The Committee are surprised to note that the States of Andhra Pradesh, Assam, Haryana, Jammu and Kashmir, Madhya Pradesh, Orissa, Punjab and Rajasthan have not furnished so far the information regarding phased programme undertaken or proposed to be undertaken for increasing the forest area, called for by the Ministry of Agriculture in 1969 in pursuance of the Committee's recommendation. They also note that except for two or three States, all the other States, who have sent their replies have expressed their inability to extend the forest area in their States.

The Committee are concerned to note that instead of increasing the forest area in the country so as to bring it to the proportion laid down in the National Forest Policy Resolution, there have been continuous in-roads into the forest area and there has been shrinkage of 3 million hectares of forest area since 1952. The Committee in their report (1969) had expressed concern over this matter and had felt that if this trend was allowed to continue unchecked, the situation might assume alarming proportions particularly in States having a small forest area. They, therefore, recommended that the matter might be placed before the National Development Council for their consideration and it was exactly after 4 years i.e. on 8/9-12-1973 that it was actually placed before the Council. The Committee regret to observe that Government have not paid due attention to the Committee's recommendation and during the period of last 3 years ending 1972-73 an area of 1.7 million hectares has been allowed to be deforested in different States. The Committee are of the opinion that had Government paid serious attention to this problem and taken measures to implement their earlier recommendation that simultaneous steps should be taken to afforest suitable areas equal to those which had to be deforested on account of implementation of plan projects etc., the position would have been much better than it is today.

The Committee note that judging from the national and international standards, the position with respect to forest area in our country is extremely unsatisfactory. Having regard to the fact that forests are useful in many ways viz. they increase the incidence

of rainfall, regulate water supply, reduce intensity of floods, restrict soil erosion, are vital ecological necessity, have important biological, aesthetic and wold life and touristic values, supply vital raw materials for forest-based industries, provide employment to local people etc., the Committee recommended that the following steps should be taken urgently:—

- (i) Wasteland utilisation survey included in the Fifth Five Year Plan should now be undertaken and completed early by laying down a time-bound programme in this regard.
- (ii) The proportion of the area which should be under forest in each State|Union Territory should be clearly indicated. The work should be completed by a specified time.
- (iii) No further shrinkage of forest area should be allowed to take place. In this regard the Committee reiterate their earlier recommendation and also recommend that the proposal approved by the National Development Council that 'any time any forest land is taken out of its use for any purpose whatsoever, must be compensated with in kind anywhere else or in cash, the cash not merging in the revenue account but remaining in a block fund to buy land under private ownership through acquisition', should be implemented. In this regard, the Committee would also like that in addition to acquisition of land the question of acquiring private forests may also be considered.
- (iv) The Committee recommend that recommendations contained in the Interim Report of the National Commission on Agriculture on 'Social Forestry' in respect of farm forestry, mixed forestry on wasteland, Panchayat lands and village commons, Shelter Belts, planting of trees on the sides of roads, canal-banks and railway lines, reforestation in the graded forests and recreation forestry may be placed before the Central Board of Forestry early so that concrete schemes are finalised to augment the forest area in the country. In this connection, the Committee commend the progress made by the States of Haryana and Punjab who have planted trees on the sides of roads canal-banks and railway lines and hope that the other States would follow suit.

Reply of Government

- (i) The Ministry of Agriculture has emphasised time and again and the Central Board of Forestry has also passed suitable recommendation requesting State Governments to undertake afforestation of suitable waste-lands. In the 5th Plan an amount of Rs. 8 crores has been provided for undertaking plantations in suitable wastelands, panchayat lands and village commons, after a proper survey. This amount would be in the form of 100 per cent assistance from the Centre to the States. In addition, an amount of Rs. 60 lakhs has been set apart under the 5th Five Year Plan for the Preparatory Survey of wastelands by the States as otherwise it would not be possible for the States to avail of the Central assistance of Rs. 8 crores for afforesting 80,000 ha. of suitable wastelands, panchayat lands and village commons.

It will thus be seen that the Ministry is making all efforts in the form of persuasion and financial assistance so that the States undertake survey work to select at least 80,000 ha. for the implementation of the Centrally Sponsored Scheme (raising mixed forest plantation on wastelands, panchayat lands, village commons etc.).

(ii) The Ministry has been pleading with the States through the forum of CBF as well as through National Development Council to increase the forest area and bring it upto the level recommended in the National Forest Policy. (There is little doubt that every State and Union Territory must have a minimum of 33 per cent of its land area under forests.) However, it is brought to the notice of the Estimates Committee that Centre is in no statutory position to enforce the recommendations of the Central Board of Forestry.

(iii) In the absence of statutory authority in the Government of India, it would be hardly possible to enforce the recommendation of the National Development Council that has no forest area be disforested for the purpose of extension of cultivation and that suitable wastelands be afforested to compensate for the areas already lost. Under the Constitution forests are included in the State List of VII Schedule of the Constitution. As such, unless a suitable amendment is carried out in the Constitution the Centre would find it extremely difficult to enforce the recommendation of the N.D.C.

The C.B.F. has time and again recommended the control/acquisition of private forests. Pursuant to the above, the Govt. of Gujarat has recently enacted for the acquisition of private forests.

(iv) The recommendations contained in the Interim-Report of the NCA on Social Forestry in respect of Farm Forestry, Mixed Forestry on wasteland, panchayat lands, and village commons, planting of trees on sides of road, canal banks and railway lines, reforestation of degraded forests and recreation forestry, were placed before the Standing Committee of the CBF held at Batla (in Bihar) in November, 1973 which approved all the above recommendations and commended to the States for their implementation. As a result of the above, the following schemes have been included in the State Sector and Centrally Sponsored Sector under the Fifth Five Year Plan.

Centrally Sponsored Schemes

Provisions

(Rupees In crores)

- | | |
|--|-------|
| 1. Mixed plantation on waste lands, Panchayat lands and Forest Areas . | 8.00 |
| 2. Development of Social Forestry including Reforestation of Degraded Forests and Raising of Shelter Belts | 10.00 |

State Sector Schemes

- | | |
|--|-------|
| 1. Farm Forestry-cum-Fuelwood Plantations including Extension, Oragnisation and Avenue Plantations | 12.00 |
| 2. Environmental Forestry: | 11.00 |

[Ministry of Agriculture (Department of Agriculture), O.M. No. P-11013/2/74/FRY/FD. dated 28th October, 1974].

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendations (Sl. Nos. 29-30 Paras 142-143)

The Committee deplore that the Resolution passed by the higher policy making body viz. the Central Board of Forestry, as far back as in 1959 on a general desire expressed by the State Governments about the appointment of a body consisting of technical and non-technical persons of making an assessment and evaluation of forest development activities in the various States and for rendering necessary advice for improvements, still remains unimplemented. This has become all the more regrettable that even after acceptance of the Committee's recommendation, in January, 1970, the matter of constituting an *ad hoc* Team remains undecided.

Committee note that the Government have constituted an Appraisal Team consisting of Inspector General of Forests and Chief Conservators who would make appraisal of various forestry programmes and on receipt of the appraisal, the question of appointing a team of outside experts would be considered by the Central Board of Forestry in May, 1974. The Committee consider it important that a periodical evaluation of forest development schemes should be carried out by outside experts so as to assess objectively the results of implementation of these schemes and proper utilisation of the funds spent thereon. The Committee therefore reiterate their earlier recommendations to constitute an *ad hoc* team consisting of eminent experts in the field, to evaluate the progress made under the various forest development schemes all over the country and to make suggestions for improvements therein.

Reply of Government

The Estimates Committee recommendation for the constitution of an *Ad hoc* team of Experts was circulated to the State Governments because the proposed team has ultimately to work in the various areas belonging to the States. However, Maharashtra, Himachal Pradesh, Orissa and Tamil Nadu did not accept the recommendation, as they had their own evaluation machinery. These States will, therefore, be excluded from the purview of the *Ad hoc* Team.

The *Ad hoc* Team is composed of a Serving Officer from the adjoining State, a Research Officer from the Forest Research Institute and a Technical Officer of the Ministry of Agriculture because these officers are in touch with the upto-date techniques, technology and methodology being employed in the forestry activities. The Estimates Committee may, however, consider whether an *Ad hoc* Team for some of the States only and not all the States in view of the objections raised, would be desirable.

Ad hoc Teams of Forestry experts have been formed for 14 State and Union Territories who had agreed to evaluation of their forest development schemes, on a regional basis as under:—

- (1) Andhra Pradesh, Karnataka, Kerala.
- (2) Assam, Bihar, Nagaland, Tripura, West Bengal and Arunachal Pradesh.
- (3) Gujarat, Madhya Pradesh, Rajasthan, Goa, Daman and Diu.
- (4) Andaman and Nicobar Islands.

The Team for each of these States/Union Territories will include Inspector General of Forests or his nominee, Director, Forest Research, Dehradun or his nominee, Chief Conservator of Forest Head of the Forest Department of the concerned State|Union Territory his nominee and a Chief Conservator of Forests of adjoining state or his nominee.

[Ministry of Agriculture (Department of Agriculture), O.M. No. P-11013/74-FRY (FD) dated the 28th October, 1974]

Further Information called for by the Committee

Has the question of appointing a team of outside experts been considered by the Central Board of Forestry in May, 1974 as assured earlier by Government? If so, the findings of the Central Board of Forestry may please be communicated to the Committee.

[Lok Sabha Secretariat O.M. No. 5/9/ECII/74 dated the 30th Nov. 1974]

Further Reply of Government

In paras 142-143 (Recommendation No. 12) of their 65th Report, the Estimates Committee had reiterated their earlier recommendation to constitute an *ad hoc* Team consisting of eminent experts in

the field to evaluate the progress made under the various Forest Development Schemes all over the country and to make suggestions for improvements thereunder. This observation of the Committee was interpreted by the Government to mean that the *ad hoc* teams should be set up immediately without waiting for the matter to be placed before the next meeting of the Central Board of Forestry.

The Forestry is a State subject and there are no experts in the field of Forestry other than the retired Forest officers. With a view to ensure that officers with up-to-date knowledge and experience not necessarily belonging to a particular State are associated with the teams, the Chief Conservators of Forests of States other than the one to which the team relates and representative of Forests Research Institute and Inspector General of Forests who are experts from outside have been associated with the teams. Since, in accordance with the observations of the Estimates Committee, the teams were constituted immediately and before the meeting of the Central Board of Forestry, the matter was not placed before this Board at its meeting on 14th and 15th October, 1974. If actions do not meet the requirements, we would bring into the team retired Forest Officers also.

[Ministry of Agriculture and Irrigation (Department of Agriculture) No. P-11013|2|74-FRY(FD) dated the 13th December, 1974]

Comments of the Committee

Please see paras 13 to 15 of the Report—Chapter I

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED

Recommendations (Sl. Nos. 4—7 Paras 17—20)

The Committee note that:

- (i) It was in December, 1963 that the Central Board of Forestry made the recommendation that the Forestry Commission will be a technical Sub-Committee servicing the Central Board of Forestry. It was also decided that the whole question may be reviewed after the Commission has functioned for two years.
- (ii) The Central Forestry Commission was set up by the Resolution of the Government of India dated 25th August, 1965.
- (iii) The Central Forestry Commission was constituted in August, 1965 while the Secretary of the Commission was appointed in January, 1966 and the supporting staff viz. Technical Assistant was in position only in February, 1967.

The Committee are distressed to note that inspite of Committee's recommendation and Government's acceptance of the same at the action taken stage in early 1970 that a comprehensive review of the working of the Commission should be made without any further delay by a Review Committee, Government did not set up any Review Committee for purpose. The Committee feel that the review of the working of the Commission which should have been completed in 1967 according to Central Board of Forestry's recommendation or in 1969, as according to Government's own admission the Commission started functioning in 1967 for all practical purposes, or in 1972 according to Government's undertaking to the Committee in 1970, has been unduly delayed. This matter will now be examined on receipt of the Report of the National Commission on Agriculture on "Forest Policy, Law and Administration" which is expected to be received by Government towards the end of 1974. This is yet

another instance where a recommendation of the Committee accepted by Government in 1970, has not yet been implemented.

The Central Forestry Commission is scheduled to meet quarterly and the Committee in Report presented in early 1969 had expressed dissatisfaction regarding the number of meetings it had held after its constitution. The Committee are concerned to note that after the presentation of their Action Taken Report in April, 1970 the Commission so far had met twice and that too in the year 1972 only. In the year 1971 neither the Commission nor the Regional meetings of the Commission was held. This indicates the unsatisfactory working of the Commission.

The Committee reiterate their earlier recommendation and urge that the review of the functioning of the Central Forestry Commission should be expedited.

Reply of Government

The review of the working of the Central Forestry Commission was taken in a meeting held at New Delhi on 5th February 1974. The Member, National Commission on Agriculture as well as Specialist (Forestry) of the Commission were also invited to participate in the review.

It was agreed that the functions as currently assigned to the Central Forestry Commission cannot be discharged by the Commission as constituted at present as the Commissioners are serving Chief Conservators of Forests who cannot find adequate time to attend to the work of the Commission. However, the main functions of the Central Forestry Commission should be to service the Central Board of Forestry and other Conferences, Symposia, etc. both national and International.

[Ministry of Agriculture (Deptt. of Agriculture) O.M. No. P. 11013/2/74-FRY (FD) dated 28th October, 1974]

Further Information called for by the Committee

Please furnish a copy of the minutes of the meeting held at New Delhi on 5th February, 1974 as well as the decision of the government in the matter.

[Lok Sabha Secretariat O.M. No. 5/9/ECII/74 dated 30th November, 1974]

Reply of Government

A copy of the minutes of the VIII meeting of the Central Forestry Commission held in Krishi Bhavan in New Delhi on 5th February, 1974. (Appendix II).

Since the National Commission on Agriculture is also seized of the matter of restructuring the Central Forestry Commission to make it more effective, final decision will be taken in receipt of the Commission's report on "Forest Policy, Law and Administration".

[Ministry of Agriculture & Irrigation (Department of Agriculture),
O.M. No. P-11013/2/74-FRY (FD) dated 13th December, 1974]

Comments of the Committee

The Committee would like to be apprised of the final decision taken by Government in the matter.

NEW DELHI;

March 12, 1975.

Phalgun 21, (S) 1896.

R. K. SINHA,

Chairman,

Estimates Committee.

APPENDIX I

Progress in regard to preparation of working plan/Working Schemes in each State & Union Territory as on 1-4-74
(Area : Thousand Hec.)

State/Union Territory	Forest area under the control of Forest Deptt.	Forest area not under the control of Forest Deptt.	Total area under Forest as on 1-4-74	Forest area covered by Working Plan/Schemes	% of Col. 5 over Col. 2	Forest area not covered by working Plan Schemes	Existing number of Working Plan Schemes and Divisions	Future programme to cover the balance forest area under Working Plan/Schemes.
1	2	3	4	5	6	7	8	9
State								
Andhra Pradesh	6,480	..	6,480	6,480	100.0		8	Future programme does not arise.
Assam	1,621	1,234	2,855	1,621	100.0	1,234	3	Entire forest area under the control of Forest Deptt. has been brought under sanctioned WP/WS. It is expected that the balance forest area will be brought under management status in a phased programme.
Bihar	2,919	4	2,923	2,919	100.0	4	4	Entire forest area under the control of Forest Deptt. has been brought under sanctioned WP/WS.

Gujarat*	.	.	.	1,573	166	1,739	1,573	100.0	166	4	Entire forest area under the control of Forest Deptt. has been brought under sanctioned WP/WS. The balance forest area of 166 thousand hectares which is not under the control of Forest Deptt. has to be covered under management status in a phased programme.
Haryana	.	.	.	152	..	152	37	24.3	115	2	The balance forest area of 115 thousand hectares has to be brought under management status annually in a phased programme.
Himachal Pradesh	.	.	.	2,021	148	2,169	1,412	69.9	757	7	About 70 percent of the forest area under the control of Forest Deptt. has been brought under sanctioned WP/WS. The balance area is yet to be covered is mostly un-demarcated protected forests. It is expected that all such areas will be brought under management status by the end of VI Plan.
Jammu & Kashmir	.	.	.	2,086	18	2,104	2,086	100.0	18	3	Entire forests areas under the control of Forest Deptt. has been covered under sanctioned WP/WS.
Karnataka	.	.	.	2,991	395	3,386	2,500	83.6	886	5	The balance forest area will be covered by WP/WS in next 5 years.
Kerala**	.	.	.	901	228	1,129	901	100.0	228	3	Entire forest area under the control of the Forest Deptt. has

	1	2	3	4	5	6	7	8	9
Madhya Pradesh **	.	16,835		16,835	12,291	73.0	4,544	10	73 percent of area under the control of Forest Deptt. has been brought under sanctioned WP/WS. The balance area is mostly undemarcated forests.
Maharashtra	5,619	991	6,610	4,979	88.6	1,631	9	About 90 percent of the forest area under the control of Forest Deptt. has been brought under sanctioned WP/WS. The remaining areas are mostly undemarcated protected forests. It is expected that good forest areas will be brought under management status gradually in a phased programme.
Manipur	602	..	602	39	6.5	563	1	Most of the area under forests is undemarcated. Future programme will be fixed after the completion of survey.

Meghalaya	.	.	72	628	700	..	700	1	Most of the area under forest is undemarcated. Future programme will be fixed after the completion of survey.
Nagaland **	.	.	82	206	288	17	20.7	1	Do.†
Orissa †	.	.	6,618	128	6,746	2,182	32.9	8	About 1295 thousand hectares of the balance uncovered forest area by WP/WS are found to be barren and not considered suitable for reservation because they are overburdened with rights and privileges. It is expected that the suitable forest area will be brought under management status in a phased programme.
Punjab	.	.	100	113	213	48	48.0	1	Out of the balance of uncovered forest area by WP/WS, only 65 thousand hectares may be considered suitable for WP/WS. It is expected that those suitable forest areas will be brought under management status in the next 6 years.
** Rajasthan	.	.	3,690	..	3,690	3,690	100.0	2	Future programme does not arise.
Tamil Nadu	.	.	2,093	142	2,235	2,093	100.0	3	Entire forest area under the control of forest Deptt. has been brought under sanctioned WP/WS. The balance area is mostly undemarcated protected forests.
Tripura	.	.	408	222	630	127	31.1	1	Most of the balance forest area is undemarcated protected

1	2	3	4	5	6	7	8	9
Uttar Pradesh	4,114	758	4,872	3,932	95.6	940	7	forests. It is expected to balance them under management status with in next 9 years.
West Bengal	1,175	25	1,183	711	61.5	472	3	Most of the area under the control of forest Deptt. has been brought under sanctioned WP/WS. The balance forest area is mostly undemarcated forests.
Union Territory Andaman Islands	746	..	746	480	64.3	266	1	The balance forest area is likely to be covered by the end of VI Plan.
Arunachal Pradesh	728	4,426	5,154	505	69.3	4,649	1	Do.
								About 50 percent of the balance forest area not yet covered by WP/WS, is barren and not considered suitable for reservation because they are overburdened with rights & privileges. The suitable forests area is likely to be covered under the management status. in the next 10 years.
Dadra & Nagar Haveli.	21		21	21	100.0	..	1	Future programme does not arise.
Goa Daman & Diu.	105		105	105		The forests of North Goa Division will be covered by the end of V Five year Plan.

Delhi	.	.	.	2	3	5	..	5	..	Future programme not yet fixed. Most of the forest areas are under- marked forest. They are required to be surveyed before future programme to cover the balance forest area under WP/ WS is undertaken. It is planned to cover the entire area under the management status when the working plan division is created.
Mizoram	.	.	.	521	366	887	..	887	..	
.	.	.	.							
Total	.	.	.	64,257	10,202	74,459	50,644	78.8	23,815	89

† Refers to the year as on 1.4.70.

* Refers to the year as on 1.4.71.

** Refers to the year as on 1.4.73.

APPENDIX II

(Vide Paras 17-20 of Chapter V)

***Minutes of the VIII Meeting of the Central Forestry Commission
held in Krishi Bhavan, New Delhi on 5-2-1974***

The following were present:

Ministry of Agriculture

1. Shri K. L. Lahiri, I.G.F. and Ex-Officio Addl. Secretary to the Government of India. (Chairman).
2. Shri S. A. Hejmadi, Dy. I.G.F.
3. Shri S. A. Shah, Secretary, Central Forestry Commission.
4. Shri K. S. Sankhala, Director Project Tiger.
5. Shri B. N. Nandi, Dy. I.G.F. (Wildlife).
6. Shri Ranjitsinh, Dy. Secretary (Forests and Wildlife).
7. Dr. P. M. Ganapathy, Asstt. I.G.F. (FI).
8. Shri R. S. Gujaral, Asstt I.G.F. (General).
9. Shri S. K. Chatterjee, Asstt. I.G.F. (Wildlife).
10. Shri C. R. Bose, Asstt. Director (F.S.).
11. Shri S. K. Jain, T.O. (P).
12. R. D. Joshi, T.O. (I).

Planning Commission

1. Shri V. P. Agarwala, Senior Specialist (Forests).

National Commission on Agriculture

1. Shri Hari Singh, Member.
2. Shri S. B. Palit, Specialist (Forests).

Forest Research Institute and Colleges

1. Shri S. K. Seth, President.
2. Shri R. C. Ghosh, Director (Forestry Research).
3. Shri G. C. Pande, Officer-in-Charge Management and Mensuration.

Logging Training Project

1. Shri M. N. Asthana, Chief Executive Officer.

Representatives from States|Union Territories

1. Shri M. S. Khan, Conservator of Forests, Andhra Pradesh.
2. Shri P. Barua, Chief Conservator of Forests, Assam.
3. Shri J. P. Sinha, Forest Research Officer, Bihar.
4. Shri R. S. Sahrawat, Chief Conservator of Forests, Haryana.
5. Shri R. C. Kaushik, Chief Conservator of Forests, Himachal Pradesh.
6. Shri G. R. Mavinkarve, Chief Conservator of Forests, Karnataka.
7. P. T. Devassy, Chief Conservator of Forests, Kerala.
8. Shri K. N. Misra, Conservator-in-Chief, Madhya Pradesh.
9. Shri S. S. Buit, Chief Conservator of Forests, Maharashtra.
10. Shri T. Jaydev, Chief Conservator of Forests, Nagaland.
11. Shri M. C. Das, Planning Officer, Orissa.
12. Shri G. S. Dhillon, Chief Conservator of Forests, Punjab.
13. Shri O. P. Mathur, Conservator of Forests, Rajasthan.
14. Shri B. S. K. Sharma, Conservator of Forests, Meghalaya.
15. Shri B. N. Das, Conservator of Forests, Meghalaya.
16. Shri K. A. Bhojashetty, Chief Conservator of Forests, Tamil Nadu.
17. Shri A. K. Ghosh, Conservator of Forests, Tripura.
18. Shri G. N. Singh, Chief Conservator of Forests, Uttar Pradesh.
19. Shri K. C. Roy Choudhury, Chief Conservator of Forests, West Bengal.
20. Shri Bachan Singh, Chief Conservator of Forests, A. & N. Islands.
21. Shri N. C. Bhattacharji, Director (Forests and Soil Conservation). Mizoram.

The following decisions were taken in the meeting:

Agenda Item No. 1

Changes in the Constitution and Functions of the Central Forestry Commission.

It was agreed that the functions as currently assigned to the Central Forestry Commission cannot be discharged by the Commission as is constituted at present as the Commissioners are serving Chief Conservators of Forests who cannot find adequate time to attend to the work of the Commission. Since the composition, constitution and functions of the CFC are under review by the National Commission on Agriculture, it was agreed that the report of the NCA be awaited. However, in the meantime, the main functions of the Central Forestry Commission should be to service the CBF, and other Conferences, Symposia, etc., both national and International.

Agenda Item No. 2

Extension Organisation and Training for implementation of Social Forestry Programmes:

(a) (i) Forest Extension Wing or Branch be opened at the F. R. I. & C. The training in extension methodology and technology should be conducted by the above Wing. PRI should submit necessary proposals in this regard.

(ii) Extension Forestry (Social Forestry) should be included in the syllabi of the IFS and Forest Rangers' by the PRI and for Foresters and Guards by the concerned States.

(b) We may await the experience of the Agricultural Universities which are establishing forestry faculties before taking up this issue with the remaining Agricultural Universities.

(c) The Extension Organisation in the States should consist of separate Extension Wings under the CCF. Depending upon the quantum of work involved, Extension Divisions may be conterminous with one or more District. These Extension Divisions should maintain a close liaison with the Revenue, Block and Panchayat Administrations. It is very necessary that the Extension staff is not entrusted with the territorial work; these activities should remain distinct from one another.

Agenda Item No. 3

Forests as a source of organic fertilizers:

Forests provide their own fertilizers. As such, large scale removal of organic fertilizers from the forest floor would impair the fertility of forest soils. However, in restricted area where there is a deep accumulation of humous, efforts may be made to collect

the same. Also the plant material removed in weedings can be made available. The State representatives present in the meeting promised to furnish the information, regarding availability of organic material, cost etc., as already requested under I.G.F's D.O. No. 11021|16|73-FRY(FD) dated 8-12-73.

Agenda Item No. 4

Measures to be taken to make available increasing quantity of firewood and charcoal in view of energy crisis:

In view of changed circumstances, it may be possible to tap hitherto untapped forest areas for the purpose of extraction of fuelwood and charcoal. The State Representatives Promised to furnish the information as asked for under I.G.F.'s letter No. C-11021|18|73-FRY (FD) dated 26-12-1973.

The meeting came to a close with a vote of thanks to the Chair.

APPENDIX III

Analysis of action of taken by Government on the recommendations contained in the 65th Report of Estimate Committee (Fifth Lok Sabha) :

1. Total number of recommendations	35
2. Recommendation which have been accepted by Government (<i>vide</i> recommendations Nos. 1 to 3, 13 to 28 and 31 to 35 included in Chapter II)	
Number	24
Percentage to total	68·5 %
3. Recommendations which the Committee do not desire to pursue in view of Government's replies (<i>vide</i> recommendations Nos. 8 to 12 included in Chapter III)	
Number	
Percentage to total	14·3 %
4. Recommendations in respect of which replies of Government have not been accepted by the Committee (<i>vide</i> recommendations Nos. 29-30 included in Chapter IV)	
Number	2
Percentage to total	5·7 %
5. Recommendations in respect of which final replies of Government are still awaited (<i>vide</i> recommendations Nos. 4 to 7 included in Chapter V)	
Number	4
Percentage to total	11·5 %