

**ESTIMATES COMMITTEE  
(1973-74)**

**(FIFTH LOK SABHA)**

**SIXTY-FIFTH REPORT**

**MINISTRY OF AGRICULTURE  
(DEPARTMENT OF AGRICULTURE)  
FORESTRY**



**LOK SABHA SECRETARIAT  
NEW DELHI**

*April, 1974/Vaisakha, 1896 (Saka)*

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THE SIXTY-FIFTH REPORT OF ESTIMATES COMMITTEE  
(FIFTH LOK SABHA) ON THE MINISTRY OF AGRICULTURE (DEPARTMENT OF AGRICULTURE) - FORESTRY.

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85	S.No.20	2 from bottom	infructuous	infructuous
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(i)

## **ESTIMATES COMMITTEE**

(1973-74)

### **CHAIRMAN**

**\*Shri R. K. Sinha**

### **MEMBERS**

2. Shri R. N. Barmen
3. Shri Rajagopal Rao Boddepalli
4. Swami Brhmanand
5. Shri Bhaoosahaib Dhamankar
6. Shri Giridhar Gomango
- \*\*7. Shri Tarun Gogoi**
8. Shri D. B. Chandra Gowda
9. Shri Krishna Chandra Halder
10. Shri Hari Singh
11. Shri M. M. Joseph
12. Shri Tulsiram Dashrath Kamble
13. Haji Lutfal Haque
14. Shri Nageshwararao Meduri
15. Shri Prasannbhai Mehta
16. Shri Mohammad Tahir
17. Shri Surendra Mohanty
18. Shrimati Shakuntala Nayar
19. Shri Krishna Chandra Pandey
20. Shri Anantrao Patil
21. Shri Jharkhande Rai
22. Shri P. Ganga Reddy
23. Ch. Sadhu Ram
24. Shri Ebrahim Sulaiman Sait

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**\*Nominated by the Speaker as Chairman with effect from 22nd January, 1974 vice Shri Kamal Nath Tewari died.**

**\*\*Elected with effect from 29th November, 1973 vice Shrimati Jyotana Chanda died.**

25. Shri P. A. Saminathan
26. Shri P. Ranganath Shenoy
27. Shri Awdhesh Chandra Singh
28. Shri M. G. Uikey
29. Shri G. P. Yadav.

SECRETARIAT

Shri Avtar Singh Rikhy—*Joint Secretary.*

Shri G. D. Sharma—*Deputy Secretary.*

Shri J. P. Goel—*Under Secretary.*

**ACTION TAKEN SUB-COMMITTEE OF ESTIMATES COMMITTEE  
(1973-74)**

**CHAIRMAN**

**\*Shri R. K. Sinha**

**MEMBERS**

2. Shri Bhaoosahaib Dhamankar—*Convener*.
3. Shri Krishna Chandra Halder.
4. Shri Mohammad Tahir.
5. Shri Anantrao Patil.
6. Shri Jharkhande Rai.
7. Shri Awdhesh Chandra Singh.

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\*Nominated by the Speaker as Chairman with effect from 22nd January, 1974 vice Shri Kamal Nath Tewari died.

## INTRODUCTION

I, the Chairman, Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Sixty-fifth Report on the Ministry of Agriculture (Department of Agriculture)-Forestry.

2. The Committee took evidence of the representatives of the Ministry of Agriculture on the 14th and 22nd December, 1973. The Committee wish to express their thanks to the Officers of the Ministry and the Secretary, National Commission on Agriculture for placing before them the material and information which they desired in connection with the examination of the subject and giving evidence before the Committee.

3. The Report was considered and adopted by the Committee on the 23rd April, 1974.

4. A summary of recommendations/conclusions contained in the Report is appended (Appendix V).

5. A statement showing the analysis of recommendations/conclusions contained in the Report is also appended to the Report (Appendix VI).

NEW DELHI;

April 26, 1974.

Vaisakha 6, 1896 (Saka)

R. K. SINHA,

Chairman,

Estimates Committee.

## **REPORT**

### **Introductory**

The Estimates Committee, 1968-69 (Fourth Lok Sabha), examined the subject of Forestry and presented their 76th Report on the erstwhile Ministry of Food, Agriculture, Community Development and Cooperation (Department of Agriculture)-Forestry (hereinafter referred to as the "Original Report") to the Lok Sabha on the 3rd April, 1969. This Report contained 63 recommendations in all.

2. Government's replies to these recommendations indicating the action taken to implement the recommendations were examined and commented upon in the 108th Report of the Committee (1969-70), Fourth Lok Sabha on Action Taken by Government on the recommendations contained in the Original Report (hereinafter referred to as the "Action Taken Report") which was presented to the Lok Sabha on the 14th April, 1970. According to this Report, out of 63 recommendations contained in the Original Report 55 recommendations had been accepted by Government and the Committee did not desire to pursue 5 recommendations. The replies of the Government in respect of two recommendations had not been accepted by the Committee while the Committee had not received final reply in respect of one recommendation.

3. The Action Taken Sub-Committee of the Estimates Committee (1972-73) decided at their sitting held on the 17th June, 1972, to pursue with the Government *inter alia* the action taken by Government to implement certain recommendations contained in the 76th and 108th Reports of the Estimates Committee (Fourth Lok Sabha). As the Sub-Committee of the Estimates Committee (1972-73) could not complete examination of this subject, the Sub-Committee of the Estimates Committee (1973-74) at their sitting held on the 26th July, 1973 decided to continue further examination of the subject.

4. The Estimates Committee (1973-74) took evidence of the representatives of the Ministry of Agriculture on the 14th and 22nd December, 1973.

5. The various matters taken up by the Committee and recommendations of the Committee in this regard are dealt with in the subsequent paragraphs.

### **Meetings of Central Board of Forestry**

In Paragraph 2.26 of the 76th Report of the Estimates Committee (Fourth Lok Sabha) on the Ministry of Food Agriculture, Community

**Development and Cooperation (Department of Agriculture)-Forestry,** (hereinafter referred to as 'Original Report') the Committee had considered the association of Ministers in charge of forests in the States/Union Territories as Members of the Central Board of Forestry, which was responsible for the coordination and integration of policies for the development of forests—a State subject, an ideal arrangement. From the statistics furnished to the Committee, it was observed that the meetings of the Central Board of Forestry were not being held regularly. The Committee had, therefore, made the following recommendation:—

“The Committee find that the meetings of the Board are not being held regularly every year since 1959 as was decided by the Board. Against 9 meetings which should have been held since then, only 6 meetings have been held so far. The Committee are not convinced by the reasons advanced by the representative of the Ministry regarding the delays in holding the meetings of the Central Board of Forestry. They feel that the holding of the meetings of the Board should not be dependent on the convenience of a particular State Government to play host. It is the duty of the Standing Committee and Ministry to ensure that the meetings of the Board are held annually for which advance action should be taken to avoid delays. They hope that this will be done in future.”

2. Government in their reply dated 3rd January, 1970 which was included in the 108th Action Taken Report (Fourth Lok Sabha) (hereinafter referred to as Action Taken Report) of the Estimates Committee, while noting the Estimates Committee's recommendation for future guidance had stated that the last meetings of the Central Board of Forestry and Standing Committee of the Central Board of Forestry were held during June, 1968 and August 1969 respectively. Proposal for holding the next meeting of the Board in the second quarter of 1970 was under consideration.

3. Asked to state the circumstances in which the meetings of the Central Board of Forestry could not be held annually in spite of the Estimates Committee's recommendations and the same having been accepted by the Ministry, Government in a written note furnished to the Committee on 12th October, 1973 have stated as follows:—

“After the meetings of the Central Board of Forestry and its Standing Committee which was held in June, 1968 and August, 1969 respectively the Board and the Standing Committee met as follows:—

- (i) XII meeting of the Central Board of Forestry—May, 1970.
- (ii) Standing Committee of the Central Board of Forestry.—July, 1971.

(iii) XIII meeting of the Central Board of Forestry.—February, 1973.

The meetings of the Central Board of Forestry and its Standing Committee are normally held by rotation in the various States by voluntary invitations. At the XI meeting of the Board which was held at Bangalore in 1968, the representatives of the Governments of West Bengal and Andhra Pradesh extended invitations for holding the XII meeting of the Board in their respective States. This meeting could not, however, take place either in Andhra Pradesh or West Bengal because of continued uncertain conditions in those States; it had ultimately to be held in New Delhi in May, 1970. Since the invitation of the Government of Andhra Pradesh was outstanding, it was proposed to hold the next meeting of the Central Board of Forestry at Hyderabad in January, 1972. The Government of Andhra Pradesh, however, informed that in view of the impending Assembly Elections, it would not be possible for the State Government to host the afore-mentioned meeting of the Board in January, 1972. But the State Government ultimately expressed their inability to hold this meeting at Hyderabad. The possibility of arranging this meeting was, therefore, explored with the Chief Conservator of Forests, West Bengal who had earlier extended an invitation to host the meeting of the Board. This also did not materialise. Thereafter an invitation was received from the Government of Uttar Pradesh for hosting the meeting of Board in December, 1972, in Lucknow. Since the Winter Session of Parliament was to last till the end of December, 1972, the meeting was postponed to January, 1973. Had this meeting been held at Hyderabad in January, 1972, as planned, there would have been no delay.

It will be thus observed that due to circumstances beyond the control of Government of India and in spite of its best efforts to hold these meetings in time, the XII and XIII meetings of the Central Board of Forestry got delayed."

4. When asked to elucidate the statement that 'the meetings of the Central Board of Forestry and its Standing Committee are normally held by rotation in the various States by voluntary invitations', the Secretary, Ministry of Agriculture during evidence informed the Committee as follows:—

"Originally, they used to meet once in two years. The Standing Committee of the Board held one or two meetings in 1958 and resolved that in future the Board should meet annually and the Standing Committee should meet at least once in between the two meetings of the Board. The decision was made effective

from 1959.... The Board had its next meeting in May, 1970.

At that meeting, although it had been proved that this system of depending on an invitation from the State Government to hold the next meeting was something which made the meetings uncertain, yet the meeting had to be held somewhere or the other. The Government of India or the Minister of Agriculture, who was the Chairman of the Board had been trying to go along with the wishes of the State Governments who desired that the meetings should be held in their respective States."

He further stated:—

"We were not able to hold the meetings once in every year. Apart from non-compliance with the wishes of the Estimates Committee, it has also adversely affected our work and has held up decisions or action on many important items. At this stage, I would submit that we will bring this to the notice of our Minister and press that, irrespective of there being an invitation from any State or not, we should hold a meeting every year. If the arrangement can be made to hold a meeting in the State Capitals, well and good, otherwise, we should hold it in Delhi."

5. When during evidence it was pointed out to the Witness that the recommendation of the Committee even after its acceptance by Government, was not implemented and this had affected the working of the Department, the Secretary, Ministry of Agriculture admitted "it is most unfortunate.... We are at fault".

6. In reply to a question whether all the States were approached for holding the meeting of the Central Board of Forestry after its meeting in May, 1970, the Ministry of Agriculture have in a written note furnished to the Committee stated as follows:—

"After conclusion of the Board's meeting all the States Minister are addressed in the meeting hall itself on the subject of venue of the next meeting of the Board and offers so received are kept for consideration. At the meeting of the Board held at Bangalore in 1968 only the representatives of the Governments of West Bengal and Andhra Pradesh extended invitations for holding the XII meeting of the Board. Since Parliament was in Session in February-May, 1970, it was not possible for Ministers in this Ministry to leave Delhi and, therefore, the meeting took place in New Delhi in May, 1970. Since the offers of Andhra Pradesh and West Bengal had not been utilised for the meeting in 1970, the question of holding the XII meeting in Andhra Pradesh was pursued but the State Government expressed their inability to hold the meeting. A preliminary

enquiry was then made from the Chief Conservator of Forests, West Bengal, on telephone. Thereafter the Chief Conservator of Forests, West Bengal, while on tour to New Delhi in the first week of September, 1972, informed that the Minister of Forests, West Bengal had consented to host the Central Board of Forestry meeting. This was, however not followed by a formal communication by the Government of West Bengal. Meanwhile, the Forest Minister, Uttar Pradesh extended invitation for holding of meeting in that State, which finally took place in early February, 1973".

7. Government further informed the Committee that it was proposed to hold future meetings of the Central Board of Forestry once a year and those of its Standing Committee in between two consecutive meetings of the Board. With regard to the procedure to be adopted by the Central Government to ensure that the meetings of the Board and its Standing Committee are held regularly, the Ministry added:

"The procedure of holding the meetings in the States volunteering to host them at the time indicated by them will continue. The Central Government will, however, ensure that the meetings are held at that time by pursuing the matter with the host State Government. The Estimates Committee's observations that the meetings should be held annually will be impressed on the host Governments and other members of the Board. In case the host Governments are unable to host these meetings for some reason or the other, they will be held in Delhi".

8. The Committee are constrained to observe that in spite of Government's acceptance of the Committee's recommendation in January, 1970 that the meetings 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 meetings 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.

9. The Committee need hardly point out that once the recommendations of the Committee have been accepted by 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 decisions or action on many important items.

10. 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.

### Central Forestry Commission

11. In Paragraph 2.40 of the Original Report, the Estimates Committee had made the following recommendation:—

“The Committee regret that the Commission has not made much headway in the fulfilment of the various functions which have been assigned to it. It has not held its meetings quarterly as scheduled. Since the setting up of the Commission in 1965, it has held only three meetings so far, in addition to the four regional meetings. This itself indicates the unsatisfactory working of the Commission. Further, no review of the working of the Commission after two years of its constitution, has been made as recommended by the Central Board of Forestry. The Committee recommend that a comprehensive review of the working of the Commission would be made without any further delay by a Review Committee, consisting of a few serving and retired technical personnel. The review should *inter alia* cover a body, the organisational set up best suited for the purpose of speedy and efficient execution of these functions, avoidance over-lapping with other organisations etc. In this context, the Committee would suggest that the feasibility of entrusting functions such as pooling and dissemination of technical information on forestry and carrying out market studies on timber and other forest products to the Forest Research Institute and Colleges, Dehra Dun, where work of similar nature is already being done, may also be examined by the Review Committee.”

12. Government in their reply dated 3rd January, 1970, included in the Action Taken Report had informed the Committee as follows:—

“The Central Forestry Commission was constituted in August, 1965. However, the Secretary, Central Forestry Commission was appointed in January, 1966 whereas the supporting staff, viz.,

technical assistant was in position only in February, 1967. Since a new office had to be started, with no basic technical material to work with, quite some time had to be devoted to building up the necessary material and organise the office. Soon after organisation, the Commission engaged itself in the collection and collation of basic forestry statistics which are considered of some importance in enabling the Commission to discharge the functions assigned to it.

The Commission held 7 meetings in all including 4 Regional meetings upto October, 1968 and published statistical bulletins and technical notes.

Considering the teething troubles, the Commission had to go through, in establishing a new office and collecting necessary basic material; it may be stated that it did not do too badly.

In view of the initial difficulties, the Commission started functioning for all practical purposes only in 1967. The review of the working of the Commission is, therefore, being taken up now. During the course of the review, the feasibility of entrusting functions such as pooling and dissemination of technical information on forestry and carrying out marketing studies on timber and other forest products, to the Forest Research Institute and Colleges, Dehra Dun would be examined. The proposed review would, *inter alia*, cover matters like functions to be assigned to the Commission, the organisational set-up best suited for the purpose of speedy and efficient execution of those functions, avoidance of over-lapping with other organisations etc., as desired by the Committee."

13. Asked to state the result of the review of the working of the Central Forestry Commission which was proposed to be undertaken in January, 1970, Government in a written note furnished to the Committee on 12th October, 1973, had stated that as a first stage of the review of the working of the Central Forestry Commission, a detailed questionnaire as to its functions was circulated to the Heads of State Forest Departments to elicit their views. The States conveyed their views in the matter which were communicated to the National Commission on Agriculture who in the meantime had appointed a Study Group on 'Forest Policy, Law and Administration' to undertake a study regarding the organisational pattern at the National and State levels. On receipt of the National Commission on Agriculture's Report regarding "Forest Policy, Law and Administration", the Government would examine the same.

14. On enquiry as to whether any Review Committee to review the working of the Forestry Commission was appointed, the Secretary, Ministry of Agriculture, informed the Committee during evidence as follows:—

“As a preparation for the constitution of the Review Committee and its terms of reference they sent a questionnaire to the Chief Conservators of all the States and got the information. It took sometime to get the information from all the States. They succeeded in doing this and ultimately drafted the exact points to be referred to the Review Committee. They did not, however, set up the Review Committee. The National Commission on Agriculture had in the meantime been set up in April, 1971 and one of the terms of reference to that was forest policy, law and administration also, to go into which they set up a study group..... We are still awaiting report from the National Commission on Agriculture. That is the factual position. I agree that the report has been considerably delayed..... As I submitted, we plead guilty of not having constituting a Review Committee because by the time all this preparatory work had been done, the same work was started in parallel by the National Commission on Agriculture and their Study Group is going into this matter and considering all this material that has come into the possession or the Department of Agriculture, has been given to them. For all practical purposes that Study Group is functioning as the Review Committee though formally a Review Committee as desired by the Estimates Committee and as accepted by the Government has not been set up.”

15. With regard to the views sent by the States, he replied:

“The consensus of the replies indicates that the Forest Research Institute and College should be entrusted with the function of pooling and dissemination of technical information in foreign countries and conduct study on timber production and their utilisation. It has also been suggested by the majority of Union Territories that suitable delineation of work should be taken up with the Forest Research Institute and College.”

16. The Central Forestry Commission was scheduled to meet quarterly. When asked what had been the periodicity of the meetings of the Central Forestry Commission after the presentation of Estimates Committee's Report in 1970, the Ministry have in a written note furnished to the Committee on 17-1-1974, have stated:—

“Two meetings of the Central Forestry Commission were held

after the presentation of the Estimates Committee's Report—one on 18-1-1972 and the other on 15-7-1972.

The Commission had earlier decided to hold Regional Meetings. Accordingly 6 Regional Meetings were held on the dates as below:

- (1) February, 1970
- (2) October, 1970
- (3) November, 1970
- (4) December, 1970
- (5) November, 1972
- (6) August, 1973."

17. 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 functioning for two years.
- (ii) The Central Forestry Commission was set up by the Resolution of the Government of India dated 25-8-1965.
- (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.

18. 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 the 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.

19. The Central Forestry Commission is scheduled to meet quarterly and the Committee in their Report presented in early 1969 had expressed dis-satisfaction 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 meeting of the Commission was held. This indicates the unsatisfactory working of the Commission.

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

*(i) Increasing the Forest Area in the country*

21. One of the major objectives of the National Forest Policy, 1952 was that the country as a whole should aim at maintaining one third of its total land area under forests. The Estimates Committee in Para 3.4 of their Original Report had regretted that since the adoption of the National Forest Policy Resolution in 1952, the total addition to forest area in the country till 1966-67 i.e. over a period of 15 years had been of about 2 million hectares, registering an increase of only .6 per cent in the forest area. The proportion of the forest area to the total land area in the country lagged far behind the target of 33.1/3 per cent set in the National Forest Policy Resolution. The Committee considered the progress in increasing the forest area in the country as far from satisfactory and urged that effective steps should be taken by the Central Board of Forestry to increase the forest area in the various States where possibilities therefor existed.

22. Government in their reply dated 3rd January, 1970, included in the Action Taken Report stated that the recommendations of the Committee had been forwarded to all the State Governments Union Territories for examination and implementation and that the progress would be reviewed at the next meeting of the Central Board of Forestry. Commenting on the reply of the Government, the Committee desired that the results of the review of the next meeting of the Central Board of Forestry might be intimated to them for their information.

23. In reply to the Estimates Committee's enquiry about the results of the review of the next meeting of the Central Board of Forestry the Ministry of Agriculture in a written note furnished to the Committee on 22-11-1972 had stated that in the absence of detailed information for all

the States, the item could not be placed before the last meeting of the Central Board of Forestry. In the further information supplied to the Committee on 18-4-1973, it was stated that this item was not placed before the Board's meeting in May, 1970, but was placed before the Board at their meeting held in February, 1973, which was recommended that "considering the importance of increasing the forest area in the country and considering the act that this issue is of such a nature as requires the attention of the Chief Ministers of the States, the Board recommended that this issue be taken up at the level of National Development Council".

24. Asked to state the latest position regarding implementation of the Committee's recommendation, Government in their reply furnished to the Committee on 12-10-1973, stated as follows:—

"A statement showing the area under forest as on 1st April, 1971 is given in Appendix I. In view of lot of changes in land ownerships, prospects of increasing forest areas in various States are small particularly in such of them where there is heavy pressure of population or where the agriculture is very well developed. It is felt that if further shrinkage does not take place, it would be the first achievement but shrinkage continues to take place as forest land happens to be practically the only land directly under the possession of State Governments and as such readily available for any user. It is also known that in many States large chunks of waste lands are lying with either State Governments directly through Zamin-dari Abolition or under private ownership within their personal land ceiling. The Central Board of Forestry at its meeting in February, 1973 recommended that 'considering the importance of increasing the forest area in the country and considering the fact that this issue is of such a nature as requires the attention of the Chief Ministers of the States, the issue be taken up at the level of the National Development Council.' Accordingly the Planning Commission was addressed to place this issue before the next meeting of the National Development Council for their decision. The Ministry of Agriculture are also considering placing a proposal before 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."

25. Asked to indicate the efforts made to increase the forest area in

the country, the Secretary, Ministry of Agriculture, during evidence informed the Committee as follows:—

“On receipt of the 76th Report of the Estimates Committee of Parliament, this recommendation was circulated to the States/Union Territories with a request to furnish the information regarding the phased programme undertaken or proposed to be undertaken for increasing the area under forest. The replies received from the States/Union Territories are as follows:—

*Bihar.*—The demand for land is great and the difficulty is being experienced in holding on to the existing forest boundaries.

*Himachal Pradesh.*—Requested for funds from the Centre for afforestation of wastelands.

*Goa.*—The phased programme of afforestation of wasteland is not possible at this stage as the survey of wasteland is yet to take place.

*Gujarat.*—From 1960-69 about 37,000 hectares of forest deforested for various irrigation projects and rehabilitation. As against the above, only 18,767 hectares of wasteland has been transferred to the Forest Department for bringing it under forest.

*Kerala.*—There is no possibility for extending the forest area in the State.

*Karnataka.*—A phased programme of afforestation has been undertaken in the 4th Plan.

*Maharashtra.*—In view of the population expansion and consequent land hunger, it is not possible to retrieve land allotted already to alternate uses.

*Nagaland.*—It is difficult to say categorically regarding the extent of wasteland available for afforestation purposes.

*Tripura.*—No wasteland has yet been transferred to the Forest Department for afforestation in view of the above, no phased programme for the afforestation of wasteland could be made.

**Tamil Nadu.**—There is no scope for Forestry Department to bring any further land under Forest.

**Uttar Pradesh.**—It is hardly possible to take effective steps to increase the forest areas.

**West Bengal.**—The State Government has taken a decision in 1968 for the transfer of Khamabal and waste land which are not fit for agriculture to the Forest Department.

Andhra Pradesh, Assam, Haryana, Jammu and Kashmir, Madhya Pradesh, Orissa, Punjab and Rajasthan have not replied yet.

The Planning Commission addressed a letter to all the Chief Ministers on 29th August 1971 emphasising importance of increasing the area under forests as recommended by the Estimates Committee."

He added:

"In order to augment the forest areas in the States, the Centre has proposed a time bound programme for a period of five years, under the 5th Plan for afforestation of wastelands, Panchayat lands, and village commons as a Central Sector Scheme, with 100 per cent grant. The outlay envisaged for this purpose is Rs. 800 lakhs."

26. Asked to state the measures proposed to be taken to augment the forest area the representative of the Ministry during evidence stated:—

"There are about three to four things that we can do, most of which we are doing or, at any rate, are trying to do. One is that the areas which are described as forest areas in the records and are under the control of the Forest Department are not all wooded areas. There is a great deal of scope for the planting of trees within the areas that figure in the statistics as forest areas but actually do not have trees on them. That can be taken care of by an accurate survey of the existing pattern of land use in areas described as forest areas and monitoring the implementation of the plans for increasing plantations in the forest areas. The second front on which we are making an attack is, when for any multi-purpose river valley project or an industrial project or township, a forest area is deforested. In this regard, the National Development Council has endorsed our proposal that "no forest areas be deforested in future for extension of agriculture and to compensate the forest areas already lost, efforts should be made to afforest equivalent area out of the wasteland in different States". The last but perhaps the most important sector of attack is the 'social forestry'; that is to say,

afforestation of waste Panchayat lands, the village commons and encouraging farmers to grow trees as shelter belts to act as wind-breaks for the cultivated areas, which will give them timber, some green manure and will also protect crops from the vagaries of the weather. So, these are the ways in which we can prevent further deterioration of the situation which has already reached a very bad stage."

27. Attention in this connection is also invited to the information contained in the Note on 'Some Aspects of Forest Policy' prepared by the Planning Commission and placed before the National Development Council on 8/9th December, 1973. Relevant extracts are reproduced below:—

"Although the pace of forest development has been accelerated in recent years, it continues to be very insufficient. . . . Against the total forest area of 75 million hectares, plantations have been raised over an area of about 1.5 million hectares from the beginning of organised management upto 1968-69, while such plantations raised during the Fourth Plan are about 0.6 million hectares. Judging from the national and international standards, the forest area in our country is substantially sub-normal. As compared to the population, we have 2 per cent of the world forest area with 15 per cent of world population. Per capita forest area is 0.15 hectares. India has also 11.3 per cent of world's area under agricultural crops; being 0.32 hectares as compared to the world average of 0.41 per hectare. The position with respect to forest area is thus extremely unsatisfactory."

28. The Committee desired to know the details of the time-bound programme for 5 years prepared by the Centre for augmentation of forest area in the States. Government in a written note furnished to the Committee on 17th January 1974, stated that an amount of Rs. 8 crores has been proposed in the Central Sector under the Fifth Five Year Plan for augmenting the existing forest area by afforesting 80,000 hectares of Government waste lands, Panchayat lands and village commons.

#### (ii) *Percentage of Forest Area in each State/Union Territory*

29. The National Forest Policy Resolution of 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 region and 20 per cent in the plains. In this regard, the Estimates Committee in Para 3.12 of their Original Report had made the following recommendation:—

"From the statistics of the area under forests in the various States/ Union Territories, it is evident that the forest area is below 4

per cent of the total land area in Haryana and Punjab and below 10 per cent in Delhi and Jammu and Kashmir. The position in Gujarat, Rajasthan and West Bengal is also far from satisfactory. The Committee realise that there may not be equal scope for extension of the forest areas in all regions and States. It is, therefore, very essential that the proportion of area that ought to be under forests in each State/Union Territories should be clearly indicated. It is regrettable that this has not been done so far although in the First Five Year Plan the Central Board of Forestry was made specifically responsible for this work. The Committee strongly recommend that the Central Board of Forestry should take urgent measures in this behalf and try to complete the work by a specified time. The Committee have no doubt that this will greatly help in extending the forest area in the various States/Union Territories."

30. Government in their reply dated 3rd January, 1970 included in the Action Taken Report had stated that the recommendation had been noted for necessary compliance. The matter would be placed before the next meeting of the Central Board of Forestry and suitable recommendation sought for in consultation with the State Governments.

31. In reply to the Committee's enquiry about the final action taken in the matter, Government in a written note informed the Committee on 22nd November 1972 that the recommendation of the Estimates Committee could not be taken up in the last meeting of the Central Board of Forestry and would be placed before the Board at its next meeting and comments thereof would be intimated to the Estimates Committee, thereafter. In the further information supplied to the Committee on 18th April 1973, the Ministry of Agriculture stated:

"Before placing this recommendation for consideration of the Central Board of Forestry at its meeting held in May, 1970, it was considered desirable that the information in respect of wasteland in compact blocks of 20 hectare or more which would be suitable for afforestation might be collected in order to enable the Central Board of Forestry to make a specific recommendation. As such, it could not be placed before the Central Board of Forestry Meeting till May, 1970. Unfortunately, the response to the questionnaire soliciting the information has been very poor, particularly because such information was not available with the States and Union Territories in the absence of wasteland utilisation survey with a view to determining the area that would be suitable for afforestation. This position was submitted for the consideration of the Central Board of Forestry at its meeting held in February, 1973 when

it was decided that the Report of National Commission on Agriculture on Social Forestry which would contain specific recommendations in respect of afforestation of wastelands be awaited."

32. On a further enquiry, Government in a written reply furnished to the Committee on 12th October 1973, stated that the Interim Report of the National Commission on Agriculture on 'Social Forestry', had since been presented to the Ministry in August, 1973. After review the subject would be placed before the Central Board of Forestry.

33. While replying during evidence about the progress made in implementing the Committee's recommendation and the details of the time-bound programme, if any, drawn up in this regard, the Secretary, Ministry of Agriculture, observed:—

"The very fact that this was included in the First Five Year Plan and it was left to the Estimates Committee in their 108th Report to draw attention to it shows that the Forest Wing of the Agriculture Ministry and the Forest Department of the State Governments found it very difficult to perform their tasks. The main problem, every time when this question was raised, was that whatever the percentage of forest area was in each State, there appears to be no way of increasing that percentage and if a percentage was fixed, then, the areas that had more than that percentage under forest would proceed to deforest that while areas which are well below that standard, would not be able to go forward very much."

34. Drawing the attention of the witnesses to the progress made by the States of Punjab and Haryana in planting trees, the Committee desired to know why it was not possible for other States to follow the same. The representative of the Ministry informed the Committee:—

"We quite agree that this is possible. Punjab and Haryana had taken the initiative in this matter. May be, one of the reasons is that they had practically no other forest area. In other States, the staff of the Forest Departments were put primarily in the forest areas. That is why, in the 5th Plan, we have taken up proposals to have Forest Extension Officers to deal with Social Forestry and look to these cases."

35. In a subsequent written note submitted to the Committee in this regard on 17th January, 1974, the Ministry of Agriculture stated:—

"The 1st Five Year Plan Document indicated that a planned extension of regular forests would be subject to the availability of

adequate waste areas and the demands made thereon for agricultural expansion to meet the needs of the ever increasing populations. We suggest that an immediate reconnaissance survey be made of waste land with a view to evolving a system of balanced and complementary land use. The recommendation contained in the 1st Five Year Plan regarding the fixation of the proportion of forest area in each State/Union Territory is required to be viewed from the preamble contained in the Plan Document as indicated above. Unfortunately, no survey has been undertaken so far as to how much waste land would be available in every State and what proportion of the available waste land would be suitable for raising plantations. However under the 5th Five Year Plan a scheme for the survey of waste land has been included under the Social Forestry programmes. In the course of time, therefore, the availability of land State-wise to augment the existing forest areas would be known whereafter it may be possible to fix up a proportion of the area that could be put under forests. In this context, it may be stated that fixation of a percentage State-wise has the danger of deforestation for agricultural and other purpose where the percentage of the forest area is higher than the prescribed one. However, such a measure would reduce the overall national percentage which is already below normal."

36. With regard to the details of the time bound programme drawn up in this regard, it was stated:

"In view of the facts detailed above, no State/Union Territory has been able to draw up a time-bound programme. In the Fifth Five Year Plan, however, Rs. 800 lakhs have been proposed under the Central Sector for raising trees on waste lands; Panchayat lands and village commons."

37. In reply to the Committee's query about the prospects of implementing the National Forest Policy Resolution prescribing the percentage of forest area of total land area to 60 in mountainous tracks and 20 in the plain regions the Ministry of Agriculture have in another note furnished to the Committee on 17th January, 1974, stated as follows:

"On account of the acute land hunger resulting from increasing population, extension of agriculture, construction of Hydel Projects, etc., the prospects of increasing the forest area so as to reach the percentages prescribed in the National Forest Policy are not bright. The prospect would be clearly revised after knowing the degree of acceptance of proposal to compensate loss by transfer of waste land and after completion of survey of wasteland to be initiated in Fifth Plan."

(iii) **Deforestation**

38. In paragraph 3.41 of the Original Report, the Estimates Committee had made the following recommendation regarding deforestation:

“The Committee regret to note that an area of about 11 lakh hectares under forests has been lost since 1951 for cultivation and other development projects, etc., in the country. No attempts have simultaneously been made to bring an equivalent area under forests as stipulated in the First Plan and recommended from time to time by the Central Board of Forestry. It appears that the data furnished to the Committee is also incomplete. The Committee feel very much concerned over these continuous inroads into the forest area which is already below the required proportion laid down in the National Forest Policy. In their opinion, if the trend is allowed to continue unchecked, the situation may assume alarming proportions particularly in States having a small forest area. The Committee therefore strongly recommend that Government should immediately pay serious attention to this problem and take alternative measure to ensure that simultaneous steps are taken to afforest suitable areas equal to those which have to be deforested on account of the implementation of plan projects etc. The Committee suggest that besides exploring other avenues, this matter may be considered by the National Development Council which is an appropriate forum for taking decision on such important matters.”

39. Government in their reply dated 3rd January, 1970 included in the Action taken Report had stated that the matter was being considered in almost every meeting of the Central Board of Forestry since 1953. The position had been explained to the Planning Commission and the Commission had been requested to bring up the issue before the National Development Council.

40. To the Committee's query about the date when the Planning Commission replied to the Ministry's letter dated 8th December, 1969, the Ministry of Agriculture in a written note furnished to the Committee on 17th January, 1974, stated that the Planning Commission asked for additional information on the subject *vide* their letter dated the 20th March, 1970. Information asked for related to the (i) extent of forest area lost for various purposes; (ii) plan for settlement, consolidation and demarcation of unclassified forests in the charge of Forest Departments; and (iii) programme in respect of unclassified forests not in charge of Forest Departments etc. This information was, therefore, collected from State Governments and supplied to the Planning Commission on 4th December, 1970. After this, the Planning Minister addressed all State Chief Ministers on 29th August, 1971.

41. Asked to state the latest position in this regard, Government in their reply dated 12th October, 1973, informed the Committee that in response to their reminders, the Planning Commission had recently informed them that the matter could not be placed before the National Development Council earlier. It would be placed before the Council as soon as possible and the decision would be intimated in due course.

42. The Secretary, Ministry of Agriculture during evidence informed the Committee that the Minister's of Planning in his letter addressed to all the Chief Ministers pointed out:—

“...that no forest area be deforested in future for expansion of agriculture and to compensate for the forest area already lost, efforts be made to afforest the equivalent area out of wasteland in different States.

In spite of the above, there has been a shrinkage of 3 million hectares of forest area since 1952. During the period of last three years ending 1972-73, an area of 1.7 million hectares has been deforested in different States.

Concerned about the progressive deforestation in the country the Central Board of Forestry at its 13th Meeting at Lucknow in 1973 recommended as follows:—

‘Considering the importance of increasing the forest area in the country and considering the fact that this issue is of such a nature as requires the attention of the Chief Ministers of States, the issue may be taken up at the level of National Development Council.’ ”

43. Asked to elucidate the proposal which was approved by the National Development Council that 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, the Ministry in a note furnished to the Committee on 17th January, 1974, stated:

“Shrinkage of forest area results from transfer of forest land to other uses such as hydel projects, communications, defence requirements, etc. While these demands may be specific and cannot be satisfied otherwise, it is impossible to grow forests on alternate sites. Therefore, it is necessary that each project involving transfer of forest land should have a cost element for land and before transfer of forest land to the new uses is effected, the

users should be required to acquire atleast equivalent areas in any other suitable place. Thus, the allocation of forest land should be based on exchange and not just a transfer. It is anticipated that land acquisition may take time which the users may be unable to wait for. In such case, the amount representing the estimated cost of acquisition should be deposited in a block fund to be utilised for the acquisition of suitable alternate lands elsewhere. Such funds should not be merged with General Revenues."

44. In reply to a question whether the matter had been placed before the National Development Council, and if so, with what result, the Ministry of Agriculture in a written note furnished to the Committee, stated the position thus:—

"This matter was placed before the National Development Council at its meeting held on the 8/9th December, 1973. The draft Fifth Five Year Plan which includes this proposal was endorsed by the Council. The relevant extracts are reproduced below:—

'The National Forest Policy, adopted in 1952 laid down that India as a whole, should aim at maintaining one-third of its total land area under forests, distributed more or less evenly in such a way that about 60 per cent of the area in the hills and 20 per cent in the plains is kept under forests. However, contrary to the requirements of the National Policy it is estimated that 1.7 million hectares area has been deforested during the period 1951 to 1969. In the Fifth Plan, while laying special emphasis on intensive forest development, it will be necessary to ensure that forest areas are not deforested for extension of crop areas and, to compensate for the forest area already lost, efforts are made to afforest equivalent areas out of the wastelands.'

45. Attention in this connection is also invited to the information given in the statement included in the Note on 'Some aspects of Forest Policy', prepared by the Planning Commission and placed before the National Development on 8/9th December, 1973. The statement (Appendix II) depicts the geographical and forest areas as on 1st January, 1968 and forest area lost for various purposes from 1951 to 1969 by States and Union Territories.

46. The Note adds:—

"While India has only 24.7 per cent of its total area, for which land use statistics are available under forest, during the period 1951 to 1969 an area of 16.69 lakh hectares (11 lakh hectares mentioned in the Estimates Committee recommendation relates to

incomplete information for the period 1951—66), has been deforested for various purposes. . . .

Of this 16.69 lakh hectares, an area of 11.33 lakh hectares has been released for agriculture alone. Besides the area deforested, there are sizeable encroachments on Government forests in many places.

The figure of 16.69 lakh hectares deforested during the years 1951-69 collected by the Ministry of Agriculture from the State Forest Departments is incomplete, as no information could be obtained from two States. The information also seems defective. It is clear that the area of private forests of Kerala deforested (about one lakh hectares) and possibly other States are not included in this figure. The reported figure for Maharashtra is 1.0 lakh hectares while according to another report, the area of Government forests deforested in Maharashtra during the 10 year period 1960—70 is about 4 lakh hectares."

47. With regard to the importance of Forests, the following important points have been made out in the Note:

- (i) Forests are a powerful ecological factor affecting environment in India, as elsewhere in the world, and are among the most important natural and renewable resources. They tend to increase local precipitation, atleast to the extent of increasing the number of rainy days, regulate water supplies, reduce the intensity of floods and arrest shifting sands. Conservation and intensive management of our forests is a vital ecological necessity, without which serious results are widely in evidence and disastrous consequences can follow.
- (ii) On account of insufficiency of forests and inadequate forest protection in the catchments, the rate of siltation in a number of reservoirs has been found to be much higher than the original estimates, adversely affecting the life and economics of such projects. Forests have also important biological, aesthetic, wild life and touristic values.
- (iii) Forests are a major resource for utilisation and development. According to the tentative estimates, the present 'growing stock' According to the tentative estimates, the present 'growing stock' in our forests is of the order of 2,600 million cubic metres of wood valued at about Rs. 26,000 crores. The present annual recorded outturn of wood is about 9 million cubic metres of industrial wood, besides about 12 million m<sup>3</sup> of firewood or a total of about 21 million m<sup>3</sup> of wood. The potential productivity is several times over, despite the many difficulties of social and biotic factors.

- (iv) Forests supply vital raw materials for the important forest based industries, like paper, pulp, newsprint, rayon, matches, wood panel products, resin, gums, medicinal plants etc. and provide widely dispersed employment particularly in the backward regions and tribal areas. Our 35 million tribal people have special affinity with forests, and particularly depend on them for their essential needs.

48. 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 forests 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.

49. 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.

50. 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.

51. 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 inroads 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.

52. 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 wild life and touristic values, supply vital raw materials for forest-based industries, provide employment to local people etc., the Committee recommend 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.

#### Vana Mahotsava

53. In the National Forest Policy Resolution it has been stated that the Land Transformation Programme of the Government of India envisages the planting of 30 crores of trees in ten years but this number is very far from about 2,000 crores of trees, which would be necessary to restore the hydrological nutritional balance of the country. In paragraph 3.25 of the Original Report, the Committee were unable to appreciate the reasons for not undertaking any specific programme of tree plantation under the Land Transformation Programme other than the annual Vana Mahotsava, the progress of which was primarily based on voluntary efforts. The Committee recommended that a well-coordinated scheme, which might *inter alia* include tree plantation under annual Vana Mahotsava, for increasing the treelands in the country as envisaged in the National Forest Policy Resolution, might be formulated by the Central Board of Forestry and commended to the State Governments for implementation.

54. In their action taken reply dated the 3rd January, 1970, Government while noting the recommendation of the Committee stated that the

subject would be placed before the next meeting of the Central Board of Forestry. In reply to the Committee's enquiry about the decision of the Central Board of Forestry in regard to formulation of a well-coordinated scheme as envisaged in the National Forest Policy Resolution and the steps taken for implementation of the decision, Government in a written note furnished to the Committee on 22-11-1972 stated that the subject could not be taken in the last meeting of the Central Board of Forestry and was being placed before the Board at its next meeting and comments thereof would be communicated thereafter.

55. In the further information supplied to the Committee on 18-4-1973, it was stated:

"This recommendation was not placed before the meeting of the Central Board of Forestry held in May 1970 pending the finalisation of the report of the Study Team appointed by the National Commission on Agriculture for examining the possibilities of raising trees as an extension activity under Social Forestry. The Report of the Study Group is about to be finalised. The Study Group undertook a critical review of the past experience in this respect and came to the conclusion that (i) the absence of peoples' interest and involvement (ii) the low rate of subsidy, (iii) absence of a well defined extension agency suitably equipped to implement the scheme, (iv) injudicious selection of suitable areas for social forestry ignoring the consent and the convenience of the nearby villages and (v) the selection of inappropriate tree species, were the main contributory factors responsible for its poor performance in the past. The Study Team has, therefore, strongly recommended that this activity be undertaken under the Central Sector and Extension Agency be created with the Forest Department to raise what would be called Social Forests which would represent integration of Forestry, Horticulture, Grassland and Pasture Development. It is hoped that the recommendations of the Study Group when finalised would represent a major break through in regard to the implementation of this important activity which is highlighted in the National Forest Policy. These views were submitted to the Central Board of Forestry at its meeting held in February, 1973 on Social Forestry when it was decided that the Report of the National Commission on Agriculture be awaited."

56. Asked to state the latest position in respect of implementation of the Committee's recommendation, the Ministry of Agriculture in their reply dated 12-10-1973, informed the Committee that the Interim Report of the National Commission on Agriculture on 'Social Forestry' had been

presented to the Ministry only in August, 1973, and that it was being processed on a priority footing. It was stated that the main point mentioned in the Report was to create Village Wood Lots and establishment of Forestry Extension Services. On the basis of the recommendation of the National Commission on Agriculture, schemes have been incorporated in the Fifth Plan and the result of their working will be watched.

57. Asked to state the reasons why the recommendation of the Committee for formulating a well-coordinated scheme for increasing tree lands in the country could not be placed before the Central Board of Forestry in spite of the Committee's specific recommendation to this effect, the Secretary, Ministry of Agriculture during evidence stated:—

“There was no reason for not placing the recommendations of the Committee before the next meeting of the Central Board of Forestry. It was an inexcusable error for which we apologies. It was placed before the next meeting, namely, the Thirteenth meeting in February, 1973. The Study Group was set up in June, 1971.”

58. Attention in this connection is also invited to the following observations made in the Interim Report on Social Forestry of the National Commission on Agriculture:—

“The objectives of Vanamahotsava are basically sound. But somehow or other, it has not generated the enthusiasm and the tree-consciousness amongst the people that it was intended to. On the contrary, a situation has developed in which it is being looked upon as a mere annual ritual observed mainly by the Government, without any regard to the prevailing seasonal conditions such as onset of monsoons, etc.”

59. The Committee regret to note that the implementation of their earlier recommendation that a well-coordinated scheme, which might include tree-plantation under annual Vanamahotsava, for increasing the tree-lands in the country as envisaged in the National Forest Policy Resolution of 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 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.

60. The Committee are unhappy to note that inspite 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 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.

### **After-care of Trees planted during Vanamahotsava**

61. In paragraph 3.26 of their Original Report, the Estimates Committee had made the following recommendation with regard to after-care of trees planted during Vanamahotsava:—

"The Committee note that on an average about 54 per cent of the trees planted under Vanamahotsava have survived. In the absence of any physical verification or test check, they are doubtful if so high a percentage of survival is correct. It is common knowledge that the trees planted ceremonially with all the official pomp and show during Vanamahotsava week are later on properly protected and cared for and a large number of them wither away. The Committee need hardly over-emphasize the importance of proper and adequate after-care in the case of tree planting. The Committee suggest that Central Board of Forestry may devise suitable steps to ensure that the trees planted during Vanamahotsava are properly looked after and the statistics of survivals are maintained as accurately as possible".

62. Government in their reply dated 3rd January, 1970 included in the Action Taken Report, had informed the Committee as follows:—

"Vanamahotsava plantations are being taken up in the country since 1950. Every year an appeal is issued by the Minister for Food and Agriculture for taking up this programme enthusiastically.

The efforts of planting are done by individuals, institutions, public bodies etc. and often occur scattered in innumerable patches in every State which makes it very difficult for the Centre to collect voluminous data in this respect from every State along correct lines, often entailing considerable correspondence. The

Centre has to depend upon the States and Union Territories Forest Departments and planting agencies for this data.

Vanamahotsava by now has become a familiar activity so much that no special preparation or publicity is required for it every year. The work of planting trees on available lands/blanks is taken up in almost every Taluqa in the State. However, the States have been requested time and again to ensure after-care of such trees planted during Vanamahotsava.

The observation and recommendation of the Estimates Committee in this regard will be referred to the Central Board of Forestry at its next meeting to devise the suitable steps to ensure that trees planted during this festival are properly looked after and the survival statistics are maintained as correctly as possible."

63. Asked to state the steps taken in this regard, Government in a written note furnished to the Committee on 22-11-1972 stated that the recommendation of the Committee could not be taken up in the last meeting of the Central Board of Forestry and would be placed before the Board at its next meeting and comments thereof would be communicated to the Estimates Committee thereafter. In the further information supplied to the Committee on 18-4-1973, the Ministry stated:—

"Before placing this recommendation for the consideration of the Central Board of Forestry at its meeting held in May, 1970, efforts were made to obtain from various State Governments the information about the action taken on the following recommendations of the Central Board of Forestry at its meeting held at Bangalore in 1968 and the meeting of the Standing Committee of the Central Board of Forestry held at Bhubaneswar in 1969:—

- (i) Efforts should be made to make the Vanamahotsava more effective and purposeful;
- (ii) The Public, especially the young generation, educational centres such as schools and colleges, and Universities should be actively associated with the Vanamahotsava celebrations. The question of giving token grants to the institutions on the number of plants surviving may be considered by the States. The States may also consider other means of making Vanamahotsava more purposeful and successful.

The replies received were placed before the Central Board of Forestry at its meeting in February, 1973.

The Study Group on Farm Forestry Extension Forestry appointed by the National Commission on Agriculture examined the programme of Vanamahotsava in depth. The Group felt that Vanamahotsava represented a mechanism of creating trees consciousness through public participation. After reviewing the progress of Vanamahotsava since its inception, they felt that it did not make the necessary impact. The chief reason for its failure is the absence of public involvement and public participation. The Study Group has, therefore, made some specific recommendations to the National Commission on Agriculture for various aspects of Social Forestry which, when finalised are likely to make Vanamahotsava more purposeful, effective and successful.

These views were placed before the Central Board of Forestry at its meeting held at Lucknow in February, 1973 when it was decided to await the National Commission on Agriculture Report on 'Social Forestry'."

64. On a further enquiry about the latest position in respect of implementation of the Committee's recommendation, Government in a written reply furnished to the Committee on 12-10-73, stated that the Interim Report of the National Commission on Agriculture on 'Social Forestry' was received by the Ministry in August, 1973 only and was being studied for implementation on a priority basis.

65. Asked to state the schemes proposed to be included in the Fifth Plan with regard to after-care of trees planted during Vanamahotsava and maintenance of statistics of tree survivals during Vanamahotsava, Government in a note furnished to the Committee on 17-1-1974, stated that it was proposed under the Fifth Plan to create a Forest Extension Organisation both in the States as well as at the Centre. It was also proposed to establish regional centres for the collection of statistics particularly in respect of various activities such as Vanamahotsava undertaken outside the forest areas. The proposed Extension Service and Statistical Organisation would also serve other Social Forestry Programmes envisaged to be undertaken in the Fifth Five Year Plan.

66. In reply to another question, it was stated that the Planning Commission had tentatively accepted the Ministry's proposal to create Village Wood-lands and Forest Extension Organisation. The outlay envisaged for both the schemes is as follows:—

1. Creation of mixed plantations in suitable wastelands, Panchayat Land and Village Commons as Pilot Project as a Central Sponsored Scheme. . . . . Rs. 800 lakhs.
2. Forest Extension Organisation and Farm Forestry in State Sector Rs. 280 lakhs.

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

68. 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.

#### Working Plans/Schemes

69. The Committee in paragraph 3.67 of their Original Report had noted that approximately half of the forest area in the country had been brought under the working plans and out of the remaining half, about 41.9 per cent of the total forests was under controlled exploitation and 8.4 per cent was without any management plan. With a view to ensure scientific management of the forests, the Committee hoped that concerted efforts would be made to accelerate the progress in regard to preparation of working plans/schemes for the remaining areas also. They suggested that the feasibility of laying down annual targets for covering the remaining forest area by working plans in each State might be examined and the progress thereof watched.

In their action taken reply dated the 3rd January, 1970, the Ministry of Agriculture, while noting the Committee's recommendation, stated that the replies from States/Union Territories to the recommendation, which was forwarded to them for implementation, were still awaited. The matter was being vigorously pursued with them and the action taken in the matter would be communicated on receipt of replies from them.

70. In reply to the Committee's query, the Ministry communicated on 12th October, 1973 the latest position regarding the receipt of replies from various States and Union Territories and also the action taken thereon.

The latest position in regard to the preparation of working plans/schemes in each State and Union Territory is indicated in Appendix—III. According to the All India position as on 1st April, 1971, 67.06 per cent of the forest area in the country was covered by working plans/schemes. The forest area under controlled exploitation was brought down to the level of 24.58 per cent as against 41.9 per cent in 1968-69. The management status of the forest areas in different States/Union Territories in 1964-65 is indicated in Appendix IV.

71. Asked how much forest area would be brought under the working plans/schemes during the Fifth Plan period, Government in a written reply sent to the Committee on 17th January, 1974 stated that about half of the balance forest area in the charge of the Forest Departments still not covered by working plans/schemes would be covered during the Fifth Plan period subject to the availability of funds shown in the Fifth Plan document. In order to expedite the preparation of working plans/schemes an amount of Rs. 500 lakhs is envisaged under the Fifth Five Year Plan as against the Fourth Plan provisions of Rs. 159 lakhs.

72. In reply to a question by what time the entire forest area was likely to be brought under the working plans/schemes, it was stated that about 74 per cent was already under working plans/schemes and the balance area under the charge of Forest Departments, though not covered by working plans/schemes as yet, was under the protection and control of the Forest Departments in so far as the exploitation was concerned. This area comprised erstwhile princely State forests or Zimindari forests which had been taken over by Government under various Zimindar Forest Abolition Acts. As such, the compilation of working plans/schemes depended upon the ground demarcation, availability of maps etc. The Ministry hoped that the enhanced provision in the Fifth Plan would help the Forest Departments to complete this important work as quickly as possible.

73. The Committee note that according to the position as on 1st April, 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 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 1st April, 1971, the Committee find that States like Bihar, Jammu and Kashmir, Nagaland and Orissa have not made much headway in the preparation of working plans/schemes.

74. 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 of 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 covering the remaining forest area by working plans/schemes in each State should be examined.

### Forest Maps and Atlases

75. The Estimates Committee in paragraph 3.72 of their Original Report expressed concern over the inordinate delay of nearly a decade in the collection of information regarding preparation of maps and atlases. In view of the importance of forest maps as an essential pre-requisite to planning, the Committee had suggested that the question of collection of information in respect of the concerned States might be taken up at the appropriate higher level and efforts made to complete the work at an early date.

76. Government in their reply dated the 3rd January, 1970, included in the Action Taken Report, informed the Committee as follows:—

“The Chairman of the Central Board of Forestry had suggested at the 5th Meeting of the Board held at Panchmarhi in May, 1959 for 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. It was thought that such maps and atlases would be useful to the Forest Departments as well as for publicity purposes.

The State and Union Territory Forest Departments were accordingly requested to furnish the maps for this purpose. The collection of fresh maps and preparation of All India Atlas has been engaging the attention of the Government of India regularly. The proper mode of collection of forest maps has been reviewed at the various meetings of the Standing Committee and the Central Board for Forestry during 1964 to 1969. The work for the preparation of maps and atlases has been entrusted to

Forest Research Institute, Dehra Dun. The Forest Research Institute has requested Chief Conservators of Forests to send the following six maps for preparing an All India Forest Atlas.

1. Administrative maps.
2. Plantation maps.
3. Distribution of important species.
4. Distribution of Minor Forest Produce.
5. Location of Forest Industries.
6. Location of Wild Life Sanctuaries and National Parks.

The matter is being pursued vigorously by the Forest Research Institute and maps have been collected from all the States and Union Territories except the following:—

1. Madhya Pradesh.
2. Assam.
3. Jammu and Kashmir.
4. Tamil Nadu.
5. Nagaland.
6. Andaman and Nicobar Islands.

The matter is being vigorously pursued with these States to furnish the required maps urgently.”

77. Asked to state the latest position regarding the action taken by Government and the progress of replies received from the States concerned, Government in a written note furnished to the Committee on 12th October, 1973 stated that since the maps had to be compiled by the Forest Research Institute, Dehra Dun in cooperation with the State Forest Departments, and the States had not published these maps, there was considerable delay in receipt of maps and other information from them. Such maps were received from the States over a period of 7 to 8 years (from 1964 to 1971) during which time the boundaries of States, Districts, Forest Divisions etc. had changed. The information thus received from the States was not related to a particular reference date for which the maps could be compiled. There were inaccuracies and discrepancies noticed in the maps and information supplied by the States which persisted even after the maps were returned for corrections. Government had pointed out that in a way the States were also handicapped as accurate surveys had not been done for all the forest areas and, therefore, accurate maps for a sizeable portion were not available.

78. With regard to the difficulties experienced by the Forest Research Institute and the latest position in the preparation of maps, the Ministry stated as follows:

“The Forest Research Institute, which although is primarily a Research Institute having no facilities of men and material for preparing maps and no expertise in the field of modern map-making, did compile four out of the six maps that they were required to prepare. The preparation of the remaining two maps was not found worthwhile with the available information due to the frequent changes in the organisation of Forest Departments and rapid additions of the areas under plantations. The scrutiny of these four maps and the supporting data compiled by the Forest Research Institute, however, revealed that in spite of the fact that the Forest Research Institute compiled these maps after putting in a lot of labour and time and experiencing great difficulty, these maps were not considered suitable for publication.

Considering that the resources of technically qualified men and the specialised equipment needed for the purposes of preparation of such maps are grossly inadequate at the Forest Research Institute and since such facilities are already available with the National Atlas Organisation, this Ministry agreed to the proposal of the Forest Research Institute that the National Atlas Organisation may be persuaded to take up this work rather than purchasing the equipment for the Forest Research Institute at a considerable cost.

As the position stands at present, the National Atlas Organisation which is perhaps the only competent organisation for preparing thematic maps, has agreed to take up this work as a Plan Scheme in collaboration with the Pre-investment Survey of Forest Resources Project and the Forest Research Institute.”

79. During evidence, the Secretary, Ministry of Agriculture informed the Committee that on the 19th March, 1971, the Forest Research Institute, Dehra Dun proposed to the Ministry of Agriculture to persuade the National Atlas Organisation to take up the work of preparation of maps and atlases and it was *vide* their reply dated the 27th March, 1971 that the National Atlas Organisation agreed to take up this work. Explaining the present position about the preparation of maps and atlases, he stated:—

“It is true there have been difference of opinion between the FRI and the National Atlas Organisation people but these have been

sorted out from time to time. The latest query made from FRI has indicated that the field authorities of the National Atlas Organisation are busy collecting the basis data from State Forest Departments. They have completed the work for South India and have started pencil drawings of maps. As the drawings of the North region are also to be completed by November, 1974, the National Atlas Organisation expects to take up final drawings thereafter and complete them by March, 1975."

80. In a written note furnished to the Committee on 17-1-1974, the Ministry of Agriculture stated that the differences between the Forest Research Institute and Colleges and the National Atlas Organisation were about the scale and the details to be depicted about forest products, forest based industries, wild life etc. in the maps and the differences were resolved at a meeting held at Dehra Dun on 11-5-1971.

81. Asked to state the reasons why the National Atlas Organisation had taken long time in preparing maps and atlases and whether any time bound programme was prepared in this regard, Government in another written note dated 17-1-1974 stated that the National Atlas Organisation submitted proposals to the Department of Science and Technology for the inclusion of this project in the Fourth Plan. In November, 1971, it was reported by the National Atlas Organisation that the Planning-Commission had approved the schemes and that they had then passed on the entire plan to their Finance Committee for formal sanction of funds. The work on the proposed project of Atlas on Forest Resources could be started only when formal financial sanction was received.

82. With regard to the question whether any time bound programme was drawn up, it had been stated that the National Atlas Organisation had not indicated to the Ministry of Agriculture whether they drew up any time bound programme.

83. Attention in this connection is also invited to the following observations made in the draft Fifth Five Year Plan 1974-79—Part II:

"Considerable forest areas do not have detailed forest map. By the end of the Fifth Five Year Plan period all the reserved forests and at least 50 per cent of the protected forests are proposed to be covered by forest survey and maps".

84. The Committee are constrained to observe that inspite 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 instances 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.

85. 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.

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

#### Funds for development of forests

87. The Committee in paragraph 3.109 of their original report had noted that the sinking fund for development of forest which was recommended in the National Forest Policy Resolution, 1952 had not yet been created. They also noted that compared to forest revenue, the proportion of expenditure on development of forests in the States during the Third Plan, periods had ranged between 41.6 per cent and 52 per cent only. The Committee suggested that the methods followed in other countries financing forest development might be considered by the Central Board of Forestry for adoption in this country with necessary modifications. They further suggested that adequate financial provision should be made to raise plantations in equivalent areas when large scale forest areas are submerged or deforested for river valley and industrial projects etc.

88. Government in their reply dated the 3rd January, 1970, included in the Action Taken Report, had informed the Committee as follows:—

“The matter was considered in the last meeting of the Central Board of Forestry during June, 1968. The Board recommended that

establishment of a Forest Development Fund on National or Regional basis for financing of integrated projects may be examined. This recommendation of the Board was referred to the State Governments and the matter was again reviewed in the VII meeting of the Standing Committee held at Bhubaneswar on the 2nd and 3rd August, 1969. The Committee recommended that—

‘The Ministry should take up with the Comptroller and Auditor General of India to find out whether it would be possible to earmark a portion of forest revenue as well as capital value of the land released for non-forestry works, such as vally projects, public undertakings etc., for financing forest development scheme.’

The matter is being considered in consultation with the Comptroller and Auditor General of India and will also be reviewed and pursued in the next meeting of the Central Board of Forestry.”

89. The Committee desired that the advice of the Comptroller and Auditor General and the decision of the Central Board of Forestry in the matter might be intimated for their information.

90. In a subsequent note furnished to the Committee on 22nd November, 1972, the Ministry of Agriculture stated that the Comptroller and Auditor General desired that the Ministry of Finance might be consulted in the matter. The Ministry of Finance did not agree to the establishment of Forest Development Fund. The Standing Committee of the Central Board of Forestry at its meeting held on 17th July, 1971 recommended that the National Commission on Agriculture which had constituted a Study Group on ‘Forest Economics, Financing and Budgeting’ be requested to finalise the Report of the Study Group and make available a copy of the same early. The reply of the Commission was awaited.

91. Asked to state the latest position in the matter, Government in their written reply dated 12th October, 1973 informed the Committee as follows:—

“... The National Commission on Agriculture has now informed that the Study Group on ‘Forest Economics, Financing and Budgeting’ set up by the Commission has not submitted any report. The views of the members of the Study Group were, however, considered and suitably incorporated in the Commission’s Interim Report on ‘Production Forestry-Man-Made Forests’ already finalised. The Study Group on Forest Economics,

Financing and Budgeting has ceased to function and is not required to submit any report.

The National Commission on Agriculture's Report 'on Production Forestry-Man-Made Forests was considered by the Central Board of Forestry at its meeting held in February, 1973 and it was generally endorsed at the meeting that at least one Forest Development Corporation be created in every State for raising large scale industrial plantations and that such Development Corporations be considered eligible for loans from Institutional financing agencies. Being a Corporation it would be in a position to reinvest its surplus earning thus meeting with the recommendation of the Estimates Committee. The recommendation of the Board has been forwarded to all the States/Union Territories for necessary action. With this approach it is felt that adequate funds on a continuous basis will be made available for development of forestry."

92. When asked whether it could be made binding on the States to plough back a certain percentage of the revenue earned from forests, the representative of the Ministry of Agriculture replied during evidence:

"We agree with your remarks.... We also admit that the provisions made for the development of forestry since the First Plan had not been adequate. It seems that under our financial rules, revenue earned cannot be ear-marked for any particular source of income. No Finance Minister is willing to accept this proposition. We have to consider this in very great depth. Normally, development funds are not available for the development of forestry from the State exchequer. We will see what we can do about it."

93. With regard to the setting up of National Forestry Corporation, he stated:—

"At one stage, there was a suggestion that we can have a National Development Fund for Forestry. We are now taking steps to see that the States set up Forest Development Corporations and get financial support from the Centre. It is better that each has one Corporation rather than one Corporation under the Centre for the country."

94. 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 inspite 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 "Forest Economics, Financing and Budgeting" constituted by the National Commission on Agriculture is awaited.

95. The Committee note the decision of the Central Board of Forestry for the setting up 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.

### National Forest Policy

96. The Committee in paragraph No. 3.111 of their Original Report expressed the opinion that a reappraisal of the National Forest Policy should be made by an *ad hoc* body of experts in the light of experience gained during these seventeen years and the research and technological advancements made in the international field of forestry. The *ad hoc* body of experts was to suggest changes in the existing policy so as to make the new revised policy a more purposeful, realistic and effective apparatus for the development of forests and forestry in the country.

97. Government in their reply dated the 12th December, 1969, included in the Action Taken Report, stated that the National Forest Policy was discussed article-wise in each of the four Regional meetings of the Central Forestry Commission and in the Fifth meeting of the Central Forestry Commission held at Srinagar from 26th to 28th September, 1969. The Commission appointed a drafting Committee to prepare a draft of the revised National Forest Policy for consideration by the States and ultimately by the Central Board of Forestry. The Committee were informed that the work of drafting was in progress.

98. The Committee had desired that the work might be expedited and a suitable target date fixed for its completion.

99. In a written note submitted to the Committee on 22nd December, 1972, the Ministry of Agriculture stated as follows:—

“The Drafting Committee of the National Forest Policy held its first meeting at New Delhi on 26th October, 1970 and discussed the approach to be adopted for the revision of the existing Policy and decided that the revised National Forest Policy should have three parts, viz. Part—I—Background, Part—II—appraisal of the existing Policy and Part—III—Policy enunciation. —

In pursuance of the above recommendation a draft of the revised National Forest Policy was prepared by the President Forest Research Institute & Colleges, along with the Secretary, Central Forestry Commission and circulated to the members of the Drafting Committee constituted at the V meeting of the Central Forestry Commission held at Srinagar in September, 1969.

The draft National Forest Policy was also discussed at the VI meeting of the Central Forestry Commission held on 18th January, 1972. The following recommendations were made at the meeting:—

- (1) That deforestation be permitted only after the approval of the legislature.
- (2) Industrial Policy be clearly enunciated by the Government of India.
- (3) Adequate safeguards be made for the regeneration by natural or artificial means of the areas felled.
- (4) Priority for satisfaction of public needs be given over industrial needs.
- (5) Environmental forestry be given the importance it deserves.
- (6) The distinction between community forest and ‘Woodlots’ be clearly indicated in the Policy Document and that Section II multiple functions of Forestry and Section IV ‘Allocation of resources to Forestry Sector’, be merged into one section.

Since the President, Forest Research Institute and College was not present at the VII meeting of the Central Forestry Commission held on 15th July, 1972, this issue could not be discussed at this meeting. The final draft of the revised National Forest Policy would come up for discussion at the VIII meeting of

the Central Forestry Commission to be held some time in early 1973. Thereafter the Draft Revised National Forest Policy will be placed before the Central Board of Forestry for consideration."

100. Asked to state the latest position in this regard, the Ministry of Agriculture in a note furnished to the Committee on 12th October, 1973 stated as follows:—

"Based on the suggestions made at the Sixth meeting of the Central Forestry Commission, the President, Forest Research Institute and Colleges, revised the draft of the National Forest Policy and submitted the same to the Central Forestry Commission for consideration. In the meantime, the Study Group of National Commission on Agriculture on "Forest Policy, Law and Administration" undertook the study of the Forestry Policy in depth. Therefore, the draft of the National Forest Policy as revised by the President, Forest Research Institute and Colleges, was referred to the above Study Group of National Commission on Agriculture. This draft was discussed in two meetings of the above Study Group held on 9th May and 11th September, 1973. The final draft of the policy as emerging after the deliberations in these two meetings and after approval by the National Commission on Agriculture will be submitted to the Ministry shortly whereafter it will be circulated to the States/ Union Territories for eliciting their comments and suggestions. After incorporating the comments/suggestions so received, it will be placed before the Central Board of Forestry for its consideration."

101. The representative of the Ministry of Agriculture during evidence informed the Committee that the existing National Forest Policy was enunciated as far back as in 1952. Since then, changes in the economic, industrial and environmental fields took place in the field of forestry which necessitated policy reorientation, particularly to meet the needs in respect of environments, social forestry and production forestry. It was felt that research had not made an impact, and it was suggested that emphasis would be laid on programme for undertaking forestry research in the country and also that the Universities should be involved in certain aspects of forests.

102. When it was pointed out to the witness during evidence that in December, 1969 the Committee were informed that the revised Forest

Policy was being drafted, the representative of the Ministry explained the position thus:—

“It was finalised immediately after the Sixth meeting of the Central Forestry Commission held in January, 1972. . . . . I may submit that by now the Central Forestry Commission prepared six drafts and every time we met we tried to improve upon what we had done. Ultimately, it was decided that let us also obtain the National Forest Policies of the adjoining countries . . . . . I would like to submit in this context that the National Commission on Agriculture appointed eight Study Groups for examining in depth different aspects of forestry. On these eight Study Groups, the best available talent in the country was represented and so the Central Forestry Commission felt that it can take advantage of the combined wisdom of the eight Study Groups in making the forest policy. That is why there has been some delay”.

103. The Secretary, Ministry of Agriculture added:

“The National Commission on Agriculture is seized of the matter and what I can do is, if it would be helpful to give interim reports to Government, we can approach them to send this matter back to us with whatever recommendations they can make at this stage within a very short time, and then place the draft of the forest policy for approval.”

104. Asked whether he could give a time limit, he replied, “I can give a time limit for approaching the National Commission on Agriculture, and after such a request has been made, they may take from six weeks to three or four months to send us a reply.” When it was pointed out to him that it would take four months for it to come from one Department to another, he stated: “The National Commission on Agriculture does not consist wholly of full time people. They have only a small number of full time people and they have part time experts who have to collect, organise meetings etc.”

105. At the instance of the Committee, the Secretary, National Commission on Agriculture appeared before the Committee at the next sitting of the Committee held on 22nd December, 1973. The Secretary, National Commission on Agriculture during evidence informed the Committee as follows:—

“As far as the National Commission on Agriculture is concerned, we have dealt with two aspects of the forest development so far, one is production forestry, man made forestry. On this we

submitted an Interim Report in August, 1972. The other aspect is the social forestry on which we submitted a report in August, 1973. There are many other aspects including forest policy which we proposed to deal with in the final Report of the Commission. We have asked for one year's extension. The Commission's life is due to expire this month and the question of extension is under the attention of the Government. . . . . The final report will be submitted before the end of 1974".

106. It was further pointed out to the witness during evidence that the Centre was there to formulate the policy and the States were looking up to the Centre for a policy and direction. The representative of the Ministry of Agriculture informed the Committee:—

"The point you mentioned is about the lack of forest policy. In fact, we do have a forest policy even today. What we were thinking is to revise forest policy in order to give it a new outlook. . . . . But I submit, that we had been in correspondence with the States at frequent intervals, drawing their attention to the existing policy about the size of the forest area that our country should have. We have been bringing to their notice the bad effect whenever we get any information about the depletion of the forest wealth. We had been constantly collecting information and bringing it to their notice, discussing at Minister's level and later on we brought it to the notice of the Planning Minister. Consequently, a Circular was issued to all the State Ministers asking them not to cut down forest trees for any purpose. Recently another note has been circulated in this regard. I submit that from the Centre we have been trying to impress upon them the necessity of preserving the existing forest which at present falls below the quantum that the national forest policy indicated. This is as far as the size of the forest in our forest policy is concerned. The new outlook that we have been thinking has been included in the Draft Plan. We are having some advance information on National Commission on Agriculture's thinking. We have taken them into account and we have provided funds and programmes both in the State sector and in the Central sector to employ them."

107. In this connection, the Secretary, Ministry of Agriculture informed the Committee that "they have a policy and they keep on polishing up their policy from time to time but this was a sort of an overall broad-based revision of the policy. . . . . The interim reports have been received by us, and even these interim reports received after we had sent our

Fifth Five Year Plan proposals to the Planning Commission, have been taken into account in revising the Fifth Five Year Plan and certain points that have been given at this stage have been taken care of while finalising the Fifth Five Year Plan. In any case the Fifth Five Year Plan as a whole gives the general philosophy. The more practical and operative part of it is the series of Annual Plans and whenever we get the report during 1974, we will be able to make suitable changes."

108. Asked to state when the decision was taken to obtain the National Forest Policies of the adjoining countries, Government in a written note furnished to the Committee on 17th January, 1974 stated that the decision was taken in the first meeting of the Study Group entitled "Forest Policy, Law and Administration", held on 25th August, 1971. Forest Policy of 11 countries viz. Kenya, British Solomon Islands, Protectorate, Society of Foresters of Great Britain, London, Honduras, Cyprus, Society of American Foresters, Republic of Zambia, Fizi, Nigeria, France and Syria, were collected.

109. In reply to a question as to the time by which the new National Forest Policy, as approved by the Central Board of Forestry was likely to be finalised, Government in another note submitted to the Committee on 17th January, 1974 stated that the "National Commission on Agriculture is likely to finalise its report in 1974. This report will contain recommendations regarding revised National Forest Policy. The views of the States will be obtained on the revised National Forest Policy and placed before the Central Board of Forestry."

110. 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.

111. 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.

### Improvement of communication to link Forest Areas

112. The Committee in Paragraph 4.84 of their Original Report had noted that large forest areas particularly some of the rich forests at high elevations in the Himalayas and other mountainous regions remained unexploited or partly exploited on account of inaccessibility. The Committee had therefore, strongly recommended that special efforts should be made to accelerate the programme of improvement of communications to link forest areas.

113. Government in their reply dated the 3rd January, 1970, included in the Action Taken Report, stated as follows:—

"It is estimated that about 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.

At present, average length of forest roads is 1 Km. for every 11 Sq. Kms., of forests. As such during the plan period, great importance was attached to the construction and improvements of forest roads particularly in inaccessible areas. In some States having hill forest on steep slopes viz., J&K, U.P., West Bengal and Himachal Pradesh, skyline cranes, ropeways and winches have also been installed for extraction of forest produce from inaccessible forest areas.

Progress of expenditure incurred *vis-a-vis* physical achievements in respect of construction and improvements of forest roads during the period 1951-69 in the country is given below:—

Particulars	Financial expenditure (Rs. in lakh)	Physical achievement (Kilometers)
1st Plan (1951-56)	42.27	6,758
2nd Plan (1956-61)	247.65	16,356
3rd Plan (1961-66)	555.98	17,261
Post Third Plan (1966-69)	325.58	4,023

A very large amount is required to build a net work of forest roads. A phased programme is therefore, adopted. A relatively large provision is, therefore, proposed to be made available for this activity during the Fourth Plan period to the extent of Rs. 800 lakhs. The proposed figure for the Fourth Plan is likely to vary from that. Finally, proposed by States individually on the basis of their ultimate resources.

114. In reply to the Committee's query about the latest position of the forest programme regarding improvement of communications to link the various forest areas, Government in a written note furnished to the Committee on 12th October, 1973, stated that during the period 1969—73 of the Fourth Five Year Plan, additional 5,270 Kms. of forest roads were constructed in the country at an estimated expenditure of about Rs. 4.65 crores.

115. In reply to a question pertaining to the physical achievement during the various Plans, the Secretary, Ministry of Agriculture informed the Committee as follows:—

"In the first 4 years of the Fourth Plan, 5270 kilo-meters of forest road was constructed at a cost of Rs. 4.6 crores. Then about the physical achievements, the achievement in the first Five Year Plan it was 4760 kilo-meters, in the second Plan it was 6,140 kilo-meters; Third Five Year Plan, it was 16,590 kilo-meters, then during the Plan holiday period, it was 4670 kilo-meters between 1966 and 1969. Then in the first 4 years of the Fourth Plan we have done 5270 kilometers at a cost of Rs. 4.6 crores. The target for the Fourth Plan was 11,050 Kms."

116. When pointed out that there was a variation in the figures supplied to the Committee earlier and those furnished during evidence, the representative stated:

"These figures need to be rechecked and reconciled or we should try to get the correct figures if both are wrong. . . . These figures need to be reconciled. In the statistics which these people have now brought out, the actual figure at the end of the Fourth Five Year Plan was only 4753 kms."

117. In a subsequent written note furnished to the Committee on 17 January, 1974 Government reconciled the discrepancies as below:—

"When the Statistical Bulletin on achievements in the Five Year Plans was under revision, the States/Union Territories were requested to confirm or reconcile their figures.

Discrepancies were reconciled on the basis of information finally furnished by them and incorporated in the Revised Statistical Bulletin and circulated to the States/Union Territories."

118. The Physical and financial achievements in the construction of forest roads in the 1st, 2nd, 3rd Post Third Plan and Fourth Plans are as below:—

Plan period	Physical achievements in Kilo-metres		Expenditure (Rs. in lakhs)
	As reported in 1970	As Reconciled	
I Plan (1951-56)	6,758	4,758	42.27
II Plan (1956-61)	16,356	16,138	247.65
III Plan (1961-66)	17,261	16,590	555.98
Post Third Plan (1966-69)	4,923	4,670	350.60
IV Plan (Part 1969-73 (for four years))		5,270	460.00

119. In another note submitted to the Committee, Government stated that the likely physical achievements at the end of the 4th year of the Fourth Plan were 5270 Kms. and the likely achievements by the end of the Fourth Plan will be 7,100 Kms. against the target of 11,050 Kms. due to reduction in allocation from Rs. 800 lakhs to only Rs. 594 lakhs by the State Governments.

120. With regard to the reasons for making a provision of Rs. 4.6 crores only, it was stated that the provision of Rs. 4.6 crores for communications represented the amount as finally sanctioned by the State Governments on the basis of reduction in overall allocations to forestry schemes.

121. Adducing the reasons for the shortfall in the construction of roads in the Fourth Plan, the Secretary, Ministry of Agriculture informed the Committee during evidence that the construction of roads in terms of so many kilo meters could be somewhat misleading as the existing roads might be repaired or widened. He added: "the total provision made in the first four years was only Rs. 4.6 crores against Rs. 8 crores for the 5 years. Proportionately for four years it should have been more than Rs. 6 crores".

122. Explaining the reasons for the shortfall the Ministry of Agriculture have in a written note subsequently furnished to the Committee on 17th January, 1974 stated as follows:—

“In the Second and Third Plans the activity under the scheme “Communications” consisted of improvement of the existing drag paths, earth and murrum roads which were meant for light haulage only. However, recently, heavier transport vehicles have been brought into use thus necessitating wider and better road surface. Coupled with the above is the unit cost factor which has exhibited a sharp rise in the construction of roads. In some areas, costly ropeways had to be set up. Road construction in inaccessible hilly areas was costlier. The above factors resulted in the construction of lesser mileage of forest roads under the Fourth Plan.”

123. Asked to state whether any cut was effected in the allocation for forestry in 1973-74, the Ministry have in a written note furnished to the Committee on 17th January, 1974, stated that as against the amount of Rs. 26.66 crores asked for in 1973-74 for Forestry Schemes by the States, the Planning Commission approved an outlay of Rs. 23.91 crores. For “Communications” an amount of Rs. 134 lakhs was approved by the Planning Commission as against Rs. 207 lakhs asked for by the States in 1973-74.

124. To a question whether the shortfall was due to financial or other difficulties and the funds could not be utilised, the Secretary, Ministry of Agriculture during evidence informed the Committee:

“Forests Departments in States are in need of money. Normally, they do not surrender their funds or fail to utilize them that are made available to them. After reading the material, it appears to me that the funds were not made available to the extent required.”

125. Further to a question whether the Ministry of Agriculture was pressing for more funds in various plans, he replied:

“The total allocation to the forestry sector in the country taken as a whole, was Rs. 8.5 crores in the First Plan, Rs. 21.2 crores in the Second Plan, Rs. 45.9 crores in the Third Plan, Rs. 42 crores in the three years (1966—69), Rs. 93.8 crores in the Fourth Plan, and in the Fifth Plan, so far, it is at the level of Rs. 220 crores. But, this is the total allocation for the forestry sector. Within that, when individual State Plans are discussed for the 5 years, and then again from year to year, sub-allocations scheme-wise and project wise, are made”.

126. The Sub-working Group constituted in April 1968 to formulate the Fourth Plan proposals in respect of Forestry Development Schemes had stated that with the present low productivity of our forests, it would be justifiable to have an average of one Km. of road for every square Km. of forest area by the end of the Fifth Plan. In this connection, it has also been stated that in advanced countries for every square kilometer of forest area approximately two kilometers of road on an average is considered necessary. Asked to state how the shortfalls in the Fourth Plan were likely to affect the target, Government in their reply dated 17th January, 1974 stated that the shortfall of the 4,000 kms. of forest roads under the Fourth Five Year Plan would adversely affect the overall road density and at the rate of one km. per sq. km. of forests, 4000 sq. km. of forests would be without roads.

127. To a question regarding the time by which the target of one kilometer of road for every sq. km. of forest area was proposed to be achieved, Government replied that the time required to achieve the target depends on the funds made available for forestry schemes by the State Governments and also on the progress of the constitution of the Forest Development Corporations who will be required to invest in the first two years sizeable amounts in the development of communications.

128. Indicating the main strategy being adopted in the Fifth Five Year Plan, the Ministry have in a written note furnished to the Committee on 12th October, 1973, stated the position thus:—

“The main strategy for the Fifth Five Year Plan would be the identification of the forest areas with intrinsic production value and capable of maximising the production through developmental inputs. Therefore, development of necessary infra-structure in such productive forest areas through opening of new lines of communications is essential. To achieve the above objective, an outlay of Rs. 240 millions is proposed during the Fifth Five Year Plan for additional 30,000 kms. of forest communication net work in the country.

Funds have also been provided for Forestry Corporations both in the State Sector as well as Central Sector. This is in accordance with the Report of National Commission on Agriculture on “Production Forestry Man-made Forests” wherein it was specifically recommended that development of Forestry in remote areas should be taken up through formation of Corporations. The problems of re-generation of these forests are also being looked into through a Central/Sector Scheme included in the Fifth Five Year Plan”.

129. 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 forests 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.

130. 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.

131. The Committee regret to note that there was a variation in figures of achievements in the various plan periods supplied to the Committees 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.

#### Evaluation

132. The Committee in paragraph 4.137 of their Original Report had suggested that the Central Government in consultation with 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.

133. Government in their reply dated the 3rd January, 1970, included in the Action Taken Report, informed the Committee that the observations of the Committee had been forwarded to the States and Union Territories requesting them to furnish their suggestions. Replies from a few States had been received. 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 the remaining States. The Committee desired to be informed of the final outcome of the efforts made in the matter.

134. The Ministry of Agriculture in a written note furnished to the Committee on 22-11-1972 stated that the Government of Assam, Bihar, Gujarat, Kerala, Madhya Pradesh, Mysore, Nagaland, Rajasthan, West Bengal, Andaman and Nicobar Islands, Delhi, Goa, Daman and Diu, Arunachal Pradesh and Tripura agreed with the recommendations of the Committee. The States of Haryana, Himachal Pradesh, Maharashtra, Orissa, Punjab and Tamil Nadu, however, did not consider such a team necessary. The matter was still under consideration as some States were yet to reply.

135. In reply to the Committee's query about the latest position regarding the receipt of replies from the remaining States 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 12-10-1973 informed the Committee that some of the States like Maharashtra, Himachal Pradesh, Orissa and Tamil Nadu had their own Evaluation Organisation 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".

136. In the absence of a Central Team for periodical evaluation of Forest Development Schemes, the Committee desired to know how any check and coordination was exercised by the Central Government in regard to the utilisation of funds sanctioned by them for implementation of various

developmental schemes. The Secretary, Ministry of Agriculture during evidence replied:—

“There are three types of schemes that are implemented by the State Governments, one, the State Plan Schemes, the ‘other Centrally sponsored schemes and the third Central sector schemes. In the Fourth Plan, the share of Central sector schemes in forestry was negligible. The utilisation was checked only in two ways. The money was released only after getting a departmental report on the amount utilised and the work done and the last instalment being released after the Accountant General’s figures were available. For reports on the physical performance we had to depend on the State Forestry organisations and occasional visits and inspections by the Forest Departments officials of the Central Department of Agriculture.”

137. In this connection, attention of the representatives of the Ministry of Agriculture during evidence was drawn to the following two Statements included in 76th Report of the Estimates Committee—(i) Statement made by a specialist in forestry; and (ii) Minutes of the Fifth Meeting of the Central Board of Forestry:—

“(i) A well known specialist in forestry has pointed out to the Committee, that ‘so far no attempt has been made to find out to what extent funds spent on the rehabilitation of depleted forests or on creating plantations of fast growing valuable woods of commercial or industrial importance have produced tangible results. In several cases where money was given as a subsidy, adequate care was not exercised to see that the funds were usefully employed, for instance plantations of valuable species, teak, created in the First and the second Five Year Plans in the erstwhile Vindhya Pradesh have practically all disappeared. In long term ventures like forestry it is absolutely necessary to have an agency to assess from time to time the progress made.’ He has further suggested that ‘provision be made to create a team of experts who should visit representative areas in States and give their considered opinion and suggestions to ensure that the forests would develop satisfactorily.

(ii) It is noticed from the minutes of the Fifth Meeting of the Central Board of Forestry held at Panchmarhi in May 1959 that the importance of providing a Central machinery for the assessment and evaluation of all plantations and afforestation work undertaken by the States from time to time, the results obtained etc. was felt by the representatives of various States

who attended the meeting. The Board 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’.

138. Reacting to the above mentioned statements, 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”.

139. The representative of the Ministry also added:

“So far as the State Government’s own Plan schemes are concerned, our coordinated approach is rather on the weaker side; but so far as the Central assistance to the Centrally-sponsored schemes or the Central-sector schemes are concerned, the approach is very strong and since there will be a larger involvement in the 5th Plan, we can give an assurance that we will be alert”.

140. The Secretary, Ministry of Agriculture, at the next sitting of the Committee on 22-12-1973, explained the position thus:—

“The recommendation of the Estimates Committee to constitute a team was forwarded to the State Governments and Union Territories for their concurrence. Some States agreed to the proposal for having a team of experts, while some of the major States did not welcome this idea. A few States in spite of repeated requests have not responded till today. They are Andhra Pradesh, Assam, Meghalaya and U.P.

This 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 Ministry, 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".

141. When asked how long it would take to constitute an *ad hoc* Team, he 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."

142. The Committee deplore 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 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.

143. The Committee note that 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 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.

### Collection of Statistical Data

145. The Committee in para 4.149 of their Original Report had made the following recommendations with regard to the collection of statistical data:—

“In the opinion of the Committee, it is imperative that a high priority is accorded to a well-designed programme to improve data gathering and data processing so that reliable statistics are readily available for the formulation of policies and plans and to evolve methods and techniques for evaluation and supervision over the progress of their execution. The Committee have no doubt that such statistics will provide many insights on the use and productivity of the country's forest resources in satisfying the needs of her economy. The Committee, therefore, suggest that a well-organised machinery equipped with technical staff and other resources should be available both at the Centre as well as in the States. The Committee also recommend that the past performance of the Statistical Cell in the Central Forestry Wing should be specially scrutinised alongwith the review of the working of Central Forestry Commission as suggested earlier. They strongly feel that the setting up of the Statistical Cells in States/Union Territories brooks no further delay and the question should be taken up at an appropriate higher level to expedite their creation. They also suggest that the basic programme of urgently needed information should be drawn up by the Central Forestry Commission for priority action in order to ensure a steady flow of upto-date data. The format for the collection etc., of the data should be linked up with the National Forest Policy Resolution as far as practicable and useful.”

145. Government in their reply dated the 3rd January, 1970, included in the Action Taken Report had informed the Committee as follows:—

“The opinion of the Committee that it is imperative that a high priority is accorded to a well-designed programme to improve data gathering and data processing so that reliable statistics are readily available for the formulation of policies and plans and to evolve methods and techniques for evaluation and supervision over the progress of their execution, is very welcome. Precisely for this purpose, the Forestry Statistical Cell has been created at the Centre and State Governments requested to do like-wise. By now, the following States have established the

Statistical Cell and remaining States have proposals to establish such Cells during Fourth Five Year Plan period:—

1. Assam
2. Gujarat
3. Haryana
4. Jammu and Kashmir
5. Kerala
6. Maharashtra
7. Orissa
8. Punjab
9. U.P.
10. West Bengal
11. Himachal Pradesh

The Forestry Statistical Cell is manned by technical qualified persons with necessary statistical background. During the Fourth meeting of Central Forestry Commission, held in Delhi on 7th July, 1969, this issue came up for discussion. The Commission unanimously recommended that the Statistical Cells wherever they exist should be strengthened by appointing a Forestry Economist and where such Cells have not been created so far, they should be created without any delay. The Commission also recommended that a Forest Economics Branch should be created at Forest Research Institutes without further delay. The past performance of the Statistical Cell in Forestry Division will be reviewed at the time of the review of the Central Forestry Commission.

A programme for collecting basic information has been drawn up by the Central Forestry Commission. A set of proforma for the purpose have been finalised after consultations with the request to furnish necessary data. The proformae have been finalised keeping in view the requirements of the National Forest Policy Resolution of 1952.

146. Asked to state the latest position of the progress made for collection of basic information and statistical data, the Ministry of Agriculture in a note furnished to the Committee on 12-10-1973 stated as follows:—

“The selected proformae relating to forestry prepared by the Central Forestry Commission for collecting basic information have

been forwarded to the State Forest Departments to furnish annual information in a reasonable time. Basic information which is being received regularly from the States is given below:—

1. Forest area by various classifications.
2. Area under man-made forests (Species wise).
3. Additions and alterations of forest areas.
4. Category-wise production of Industrial and Fuel Wood in terms of round wood.
5. Species wise production of Industrial wood.
6. Production of selected minor Forest Produce (Quantity and value) etc.

There is a considerable delay in furnishing the annual data, presumably because adequate organisation has yet been built up in most of the State Forest Departments. Also, some of the important basic data such as growing stock, increment, prices etc. are not being supplied by the States because of the lack of organisational set up. Even now the Scheme for the "Establishment of the Planning and Statistical Cell" has not been implemented in a number of State Forest Departments. As such, the annual administration reports published from the State Forest Departments are far from upto date.

To improve the above situation, a Special Central Scheme on "Forest Statistical Organisation" with an out-lay of Rs. 10 million has been proposed for the Fifth Five Year Plan in the Central Sector. The Planning Commission has agreed to have the above Central Sector Scheme in the Fifth Five Year Plan. The recommendations of National Commission on Agriculture regarding "Agricultural Statistics" will also be taken into consideration for establishing a suitable organisation at the State and national levels for collection of basic information and Statistical data."

147. The Committee had been informed that the performance of the Statistical Cell in the Forest Division would be reviewed at the time of the review of the Central Forestry Commission. Asked to state the results of the review, the representative of the Ministry of Agriculture during evidence informed the Committee, "since we were hard up of the statistics and we wanted details, this has been done separately and a scheme has been drawn up for strengthening the Statistical Organisation and we have reviewed it".

148. In a subsequent written note furnished to the Committee on 17-1-1974, Government supplied the details of the review of the working of the Forestry Statistical Cell as follows:—

“The Chief Conservators of Forests, Andhra Pradesh, Himachal Pradesh, Madhya Pradesh, Gujarat, Orissa, Rajasthan and Meghalaya have expressed satisfaction regarding the statistical bulletins and have indicated that the Statistical information contained therein is quite useful. Others have made the following suggestions for the improvement of the working of the Forestry Statistical Cell:

- (1) *Coverage and contents.*—Information regarding certain important statistics covering the activities of the Forest Department such as: (1) Import and Export; (2) Consumption of various Forest products by various industries and consumers, (3) the out-turn of forest products from areas outside the jurisdiction of the Forest Departments, (4) Pricing and price fluctuations, (5) Future trends in demand (6) Growth data, (7) Employment (8) Working of Forests Labourers' Cooperative Societies, (9) Nationalisation of various forest products, (10) Wastage, are not compiled by the Forest Statistical Cell. This task should, therefore, be taken up as quickly as possible.
- (2) *Accuracy.*—The Statistical Cell mechanically compiles the data furnished by the State Governments without any scrutiny. Since the methods of collection vary from State to State, it is considered necessary to scrutinise the data by the Statistical Cell at the Centre. This is required to be done.
- (3) To cope up with the extra responsibilities the Organisation should be suitably strengthened and Regional Offices created.”

149. Asked about the scheme for the “Establishment of Planning and Statistical Cell”, the Secretary, Ministry of Agriculture, during evidence informed the Committee as follows:—

“This scheme was started in 1966-67 during the post-Third Plan period. This organisation is for collection of forestry data on production and demand of Forest Resources/Products for future forestry planning. West Bengal, U.P. and Maharashtra have established the Cells. Other States have been doing this work with their existing Technical Staff with occasional increase of personnel and have not formed these cells. A Central sector scheme relating to an Organisation for collection of forestry statistics in the country has been proposed with an outlay of Rs. 100 lakhs. There will be 4 Regional Centres in

the country with a Joint Director, Growth Economist, Statistician and data Programmer. At the Centre the Organisation will be with a Joint Commissioner”.

150. Attention in this connection is also invited to the review of the First Five Year Plan (May, 1957) wherein the two principal difficulties have been stated as below:-

“In attempting to appraise the progress in carrying out forest programmes in relation to national requirements for forest produce, there are two principal difficulties. In the first place, forest statistics, specially statistics of possibility and of out-turn of major and minor forest produce, are incomplete and it is necessary that they should be made more precise and regular. Thus, although it is known that the requirements for various kinds of timber are steadily increasing and the supplies are not keeping pace, it has not been possible yet to formulate a detailed programme for meeting the gaps. Secondly, reports on the progress of implementation of forest programmes from several State Governments fail to provide the information needed. Both these aspects deserve greater attention.”

151. 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.

152. 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.

153. 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, U.P. 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 high-lighted in the Review of the First Five Year Plan about the appraisal and implementation of the forest programmes will be overcome.

### Wooden Sleepers

154. The Estimates Committee in Para 6.48 of their Original Report had made the following recommendation regarding Wooden Sleepers:—

"The Committee note that the Railways are going in for concrete or steel sleepers in place of wooden sleepers to meet some of their requirements as the cost of wooden sleepers has increased considerably. This has resulted in the decline of the demand for wooden sleepers by the Railways. They however, understand that in certain circumstances, there is no substitute for wooden sleepers which are insulated and hence the same would continue to be used by the Railways. The Committee urge that efforts should be made to find export markets for the types of sleepers whose demand by the Railways is decline."

155. Government in their reply dated the 3rd January, 1970 while noting the Committee's recommendation stated that the Ministries of Railways and Foreign Trade had been approached in the matter and the issue was being pursued vigorously. The Committee had desired that they might be informed of the progress made in this regard.

156. The Ministry of Agriculture in a note furnished to the Committee on 23-11-72 about the progress made in finding export markets stated as follows:—

"The question of finding export markets for the types of wooden sleepers for which Railway demand declined, was duly taken up by this Ministry with the Ministry of Foreign Trade. On receiving export enquiries from the companies like West Germany, Belgium, U.A.R. and Spain through the Ministry of Foreign Trade, this Ministry had promptly circulated the same to the producers viz. the State Forest Departments in

order to push through a good quantity of sleepers to the above foreign markets. Accordingly, this Ministry had forwarded the following offers received from some of the State Forest Departments to that Ministry for taking effective measures for export of wooden sleepers other than B.G. sleepers as recommended by the Estimates Committee. The question of specifications, price and terms of supply are to be finalised by the Foreign Trade Ministry in consultation with the State Trading Corporation and the concerned State/Union Territory Forest Department.

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(i) Jammu & Kashmir . . . . .	1,00,000 Nos. annually of Deodar species from 1970-71 to 1974-75.
(ii) Kerala . . . . .	80,000 Nos. annually of different species.
(iii) Nefa. . . . .	75,000 Nos. annually of the different species other than sel.
(iv) Orissa Forest Corporation. . . . .	1,05,000 Nos. annually of different species other than sel.

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This is at present receiving the attention of Ministry of Foreign Trade."

157. To the Committee's query about the latest position in the matter, Government in a note dated 12-10-73 replied that the Ministry of Commerce had since explored the potential of export of wooden sleepers to foreign countries. About eight agencies including State Government who could export had also been identified. The Project and Equipment Corporation was making further enquiries and pursuing the matter.

158. Subsequently in a written note furnished to the Committee on 16-1-1974. Government stated that no export of sleepers was made and sleepers, which were not acceptable to Indian Railways did not find favour with foreign markets. The matter had been dropped.

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.

### Nation's Fauna

160. The Committee in paragraph 7.30 of their Original Report had made the following recommendation with regard to Nation's Fauna:—

“The Committee need hardly emphasize that a nation's fauna is as important as its flora. It is part of nature's treasure and even where it does not provide food or skin or some other produce of direct economic value, it adds to the scenic beauty of the country-side and to the joy of life. There is a large variety of fauna that is peculiar of this country and Indian myth and legend team with animal love. In this context, the Committee feel that a lot is left to be desired in the field of conservation and management of field of conservation and management of wild life in the country. They are accordingly inclined to agree with most of the recommendations made at the Planning Commission meeting held on the 23rd April, 1965, more particularly the one regarding set-up of the Board. The Committee recommend that immediate steps be taken to appoint an *ad hoc* Committee to review the progress so far made towards the protection and preservation of wild life and suggest measures to improve the working of the Board so as to make it an elective body. The Reviewing Committee may *inter alia* go into the following matters:—

- (i) enunciation of a well-defined wild life policy;
- (ii) organisational set up to render assistance to the Board;
- (iii) review of the list of protected species;
- (iv) effectiveness of existing wild life laws;
- (v) pattern of national parks and sanctuaries;
- (vi) facilities to be created for higher level education in wild life management;
- (vii) facilities for promotion of wild life tourism.

161. Government in their reply dated the 12th December, 1969, included in the Action Taken Report, had informed the Committee as follows:—

“The functions proposed for the Reviewing Committee are more or less the same as assigned to the Indian Board for wild Life which is already taking necessary action on the various points

suggested for review by the Reviewing Committee, as explained below:—

- (1) *Enunciation of a well-defined wild Life Policy.*—The Indian Board for Wild Life at its meeting held on 8th and 9th July, 1969 recommended that the question of National Wild Life Policy may be referred to the Executive Committee for their consideration and advice. The Executive Committee of the Board which held its meeting on 29th August, 1969 has observed as follows:—

“It was decided that the National Policy on Wild Life Conservation should be redrafted in consultation with the Ministry of Tourism and Civil Aviation and Members of the Indian Board for Wild Life. The policy should enunciate general principles of Wild Life Conservation. It will have to be in the form of National Policy resolution. While drafting the resolution, maximum advantage of the National Policy of other countries and that of IUCN on Wild Life Conservation may be taken”.

Action on the above recommendation of the Executive Committee of the Board is being taken.

- (2) *Organisational set up to render assistance to the Board.*—This question has already been engaging attention of the Government. Accordingly a Wild Life Cell with one A.I.G.F. (Wild Life), one Technical Assistant and one U.D.C. has been created at the Centre. All staff has been appointed. However, it has been felt by the Board that the above staff is not adequate. The Board at its meeting held on 8th and 9th July, 1969 has recommended that immediate steps should be taken to suitably strengthen the staff at the Centre. This matter was considered in the recent meeting of the Executive Committee of the Board held on 29th August, 1969. It was recommended that the requirements of staff may be drawn up and further necessary action taken in the matter by the Ministry. Necessary action is being taken in this regard.
- (3) *Review of the list of protected species.*—The Ministry have already called for information from the various States in the matter. A review of the same will be prepared and necessary action taken in the matter in consultation with the Indian Board for Wild Life.
- (4) *Effectiveness of existing Wild Life Laws.*—The Ministry has written to the various States that they should take immediate action to amend revise their Wild Life Laws so as to meet all the exigencies obtaining in the States.

(5) *Pattern of National Parks and Sanctuaries Facilities for Promotion of Wild Life*.—It has been decided in the meeting of the Indian Board for Wild Life held on 8th and 9th July, 1969, as well as the Executive Committee held on 29th August, 1969, at New Delhi that an Expert Committee may be set up to examine the existing national parks and sanctuaries and make suitable recommendations for their development and improvement. Both the above points find mention in the terms of the reference to this Expert Committee.

(6) *Facilities to be created for higher level education in Wild Life management*.—This Ministry is already engaged with this question. We have recently planned to set up a wild life course for the benefit of the forest officers and others interested in wild life conservation at the Forest Research Institute. The Instructor has already been recruited. The course is expected to commence shortly. We are also examining to upgrade this training in a suitable way.

The Board has already been advised. It held its Seventh Session recently at New Delhi. It was very well attended. It has also set up recently an active Executive Committee. The Board has also recommended to set up an Expert Committee to go into the various problems of National Parks and Wild Life sanctuaries.

In view of the position explained above, it is considered that there is no necessity to set up any *ad-hoc* Committee to review the progress so far made towards the protection and preservation of the Wild Life and suggest measures to improve the working of the Board so as to make it an effective body, particularly when the Board has initiated action on the points suggested by the Estimates Committee.

However, it has been decided to put the recommendations of the Committee before the Board/its Executive Committee for their information and further advice in the matter."

162. To the Committee's query whether the recommendation of the Committee was placed before the Board/its Executive Committee, Government in a written note furnished to the Committee on 10-12-1973 stated the position as follows:—

"No, the recommendation of the Estimates Committee was not placed before the Board or its Executive Committee as action

on most of the points was under progress by different Committees. Various recommendations made by the Estimates Committee have been covered.

The recommendations have been considered and covered by the following.—

(1) Recommendation (i) and (v) are covered by the Expert Committee on National Parks and Sanctuaries constituted by the Government of India in 1969.

(2) Recommendation (ii). The present organisational set up in the Centre to assist the Indian Board for Wild Life is:—

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1. Dy. IGF (WL) . . . . .	1
2. AIGF (WL) . . . . .	1
3. Secretariat Assistant . . . . .	2
4. T.A. (WL) . . . . .	1
5. L.D.C. . . . .	2

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They are under the overall control and guidance of the Inspector General of Forests.

(3) Recommendations (iii) and (iv) have been covered by the Wild Life (Protection) Act, 1972.

(4) A Wild Life Management Course of 6 months duration is conducted by the Forest Research Institute and Colleges for higher level education in Wild Life Management.

(5) Recommendation (vii). It is covered by the Scheme on 'Wild Life Tourism Development Project' prepared by the Department of Tourism.

163. Asked to state the circumstances under which the Committee's recommendation was not placed before the Central Board of Forestry/its Executive Committee inspite of a specific assurance given by Government in December, 1969 to that effect, the Secretary, Ministry of Agriculture informed the Committee as follows during evidence:—

"In this, I would submit that probably due to our inability to make the distinction clear, there was some mis-understanding between the Central Board of Forestry and the Indian Board for Wild Life. This particular recommendation came within the purview of the Indian Board Wild Life and its Executive Committee. It is, however, very regretfully admitted that the recommendations were not placed even before the Indian Board

for Wild Life and its Executive Committee in one lot as a recommendation of the Estimates Committee. However, the actual recommendations made by the Estimates Committee have come up before the Indian Board for Wild Life and its Executive Committee from time to time and action in this regard has been taken.... They should have been put up before the Indian Board for Wild Life and its Executive Committee in a consolidated form as recommended by the Estimates Committee which was not done, and the omission is regretted."

164. The Committee are unhappy to note that inspite 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 mis-understanding 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 noting 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 a close watch so as to ensure expeditious implementation of the recommendations accepted by them.

NEW DELHI;  
April 26, 1974.  
Vaisakha 6, 1896 (SAKA).

R. K. SINHA,  
Chairman,  
Estimates Committee.

**APPENDIX I**  
(Vide Para 24 of the Report)

*Total Area under forests in the various States/Union Territories as on 1st April, 1971*

(Area : Thousand  
hectares)

Sl. No.	Name of the State/Union Territory	Total Forest area
1	2	3
<b>I—States.</b>		
1	Andhra Pradesh.	6,489
2	Assam (a).	4,442
3	Bihar	2,921
4	Gujarat	1,739
5	Haryana	148
6	Himachal Pradesh	2,144
7	Jammu & Kashmir	2,104
8	Kerala	1,129
9	Madhya Pradesh*	16,813
10	Maharashtra	6,619
11	Manipur	602
12	Meghalaya *	3,510
13	Nagaland	288
14	Orissa*	6,746
15	Punjab	211
16	Rajsthan	13,690
17	Tamil Nadu	2,248
18	Tripura	630
19	Uttar Pradesh*	4,872
20	West Bengal*	1,183

(a) Includes information in respect of Meghalaya & Mizoram for which separate details are not available, data relate to the year 1969-70.

\*Date relate to the year 1969-70.

(Area :  
Thousand  
hactares)

Sl. No.	Name of State/Union Territory	Total Forest area
1	2	3
<i>II—Union Territory</i>		
1	Andaman & Nicobar Islands . . . . .	747
2	Arunachal Pradesh* . . . . .	5,154
3	Dadra & Nagar Heveli . . . . .	20
4	Goa Daman & Diu . . . . .	101
5	Delhi. . . . .	5
6	Mizoram . . . . .	..
All India . . . . .		74,555

The area refers to land constituted as forests but does not necessarily mean that there is vegetation on such lands.

\*Date relate to the year 1969-70.

## APPENDIX II

(Vide Para 45 of the Report)

*Statement showing Geographical and forest Area as on 1-1-1968 and Forest Area lost for various purposes from 1951 to 1969 by States and Union Territories*

('000 hectares)

S.No.	State/Union Territory	Geographical area	Forest Area	Percentage of forest area to geographical area	Forest Area lost	Total	
					1951-1969		
					For Agriculture	For other purpose	
1	2	3	4	5	6	7	8
<i>States</i>							
1	Andhra Pradesh	27,524	6,651	24.2	60	31	91
2	Assam	9,952	4,565	37.4	14	48	62
3	Bihar	17,401	3,085	17.7	48	14	62
4	Gujarat	18,709	1,940	10.4	18	34	52
5	Haryana	4,406	136	3.1	*	*	*
6	Himachal Pradesh	5,566	2,165	38.1	N.A.	N.A.	N.A.
7	Jammu & Kashmir	22,287	2,081	9.3	1	..	1
8	Karnataka	19,176	3,520	18.4	80	56	136
9	Kerala	3,887	1,041	26.8	81	20	101
10	Madhya Pradesh	44,346	17,299	39.0	381	124	505
11	Maharashtra	30,727	6,686	21.8	49	60	409
12	Manipur	2,235	602	26.9	..	..	..
13	Meghalaya	2,243	Included under Assam				
14	Nagaland	1,649	259	15.8	..	2	2
15	Orissa	15,586	6,216	40.7	N.A.	N.A.	N.A.

1	2	3	4	5	6	7	8
16	Punjab . . .	5,038	188	3.7	1	..	1
17	Rajasthan . . .	34,227	3,764	11.0	31	16	47
18	Tamil Nadu . . .	12,997	2,218	17.1	2	46	48
19	Tripura . . .	1,045	633	60.6	5	..	..
20	Uttar Pradesh . . .	29,437	4,571	15.5	40	72	112
21	West Bengal . . .	18,768	1,183	13.5	313	9	332
<i>Union Territories</i>							
1	Andaman and Nicobar Islands . . .	829	635	76.6	7		7
2	Arunachal Pradesh . . .	8,143	5,154	63.3	..	..	..
3	Delhi . . .	148	5	3.4	Neg.	Neg.	Neg.
4	Goa, Daman Diu . . .	373	103	27.6	2	4	6
<hr/>							
TOTAL : . . .		326,809@	75,351	24.7%	1,133	536	1,669

\* Haryana figures included under Punjab.

@Includes area 1,01,000 hectares of other Union Territories.

%Percentage of forest area has been calculated on the reporting area which is 305,956,000 hectares.

NA : Not available.

Neg. : Negligible.

# APPENDIX III

(Vide Para 70 of the Report )

*Latest Position in regard to the preparation of working Plans/Schemes in each State and Union Territory.*

(Area : Thousand hectares)

Name of State/Union Territory	Total Forest area as on 1-4-71	Forest area covered by Working Plan/Schemes.	Forest area under controlled exploitation	Forest area not covered by any management Plan	Existing number of Working Plan/Schemes Divisions	Future programme to cover the balance forest area under Working Plans/Schemes	
I	2	3	4	5	6	7	
<b>I—States :</b>							
Andhra Pradesh	6,489	6,489	..	..	8	..	
Assam (a)	4,442	1,650	61	2,731	3(b)	Expected to be covered by the end of V Plan.	
Bihar	2,921	2,805	112	4	3	Future programme initiated during IV Plan & will be continued during V Plan.	
Gujarat	1,739	1,573	..	166	4	Likely to be covered by the end of IV Plan.	
Haryana	148	14	61	73	1	About 41,000 ha. will be covered by the end of IV Plan and the programme will continue under the V Plan.	
Himachal Pradesh.	2,144	1,341	655	148	7	The Programme will be intensified under V Plan.	
Jammu & Kashmir	2,104	1,895	209	..	2	Do.	

8	2	3	4	5	6	7
Ranich	.	.	.	228	3	Do.
Madhya Pradesh*	1,129	901	..	..	10	It is expected to cover the balance forest area between the period 71-72 & 1977-78.
	16,813	12,291	4,522	..		
Nagaland	6,619	4,979	631	1,009	9	To be covered expeditiously during the V Plan.
Nagpur	602	39	563	..	1	Do.
Meghalaya	..	..	included under Assam	..		
Mysore*	3,510	2,500	615	395	6	About 160 thousand ha. will be covered by the end of IV Plan & the programme will continue under the V Plan.
Nagaland	288	5	75	208	1	Future Programme initiated during IV Plan and will be continued under V Plan.
Orissa *	6,746	2,182	4,436	128	8	To be covered expeditiously under the V Plan.
Punjab	211	28	61	128	1	About the 44,000 ha. will be covered by the end of IV Plan and will be continued under the V Plan.
Rajasthan	3,690	3,690	..	..	2	..
Tamil Nadu	2,248	2,105	1	142	3	To be covered expeditiously.
Tripura	630	65	564	..	1	Future programme initiated during the IV Plan & will be intensified under V Plan.
Uttar Pradesh*	4,872	3,818	204	850	7	To be covered expeditiously under the V Plan.

## II—Union Territory :

	1,183	711	446	26	3	Do.
Andaman & Nicobar Islands.	747	480	267			1 To be covered expeditiously under the V Plan.
Arunachal Pradesh *	5,154	438	4,716			1 A target of 80 thousand hectares per year has been fixed for the IV Plan & will be continued under the V Plan.
Dadra & Nagar Haveli	20		20			.. No programme has so far been initiated.
Goa, Daman & Diu	101		101	..	..	Future programme in the making.
Delhi	5	..	2	3		
Mizoram	—	Included	under	Assam	—	
All-India	74,555	50,000	18,322	6,233	85	
Percentage of Total Forest area.	100.0	67.06	24.58	8.36	..	

(a) Includes information in respect of Meghalaya & Mizoram for which separate details are not available, data relate to the year 1969-70.  
 (b) Includes one new division of Meghalaya.

\*Data relate to the year 1969-70.

# APPENDIX IV

(Vide Para 70 of the Report)

Management Status (1964-65)

State/Union Territory	Total forest area	Forests managed under Working Plans	Forests with controlled exploitation	Other forest
1	2	3	4	5
Andhra Pradesh . . . . .	6,450	4,828	1,622	..
Assam . . . . .	4,545	1,486	150	2,909
Bihar . . . . .	3,143	2,939	154	..
Gujarat . . . . .	1,866	1,288	319	259
Jammu & Kashmir . . . . .	2,081	1,896	141	44
Kerala . . . . .	1,042	694	191	157
Madhya Pradesh . . . . .	17,111	4,586	12,525	
Madras . . . . .	2,222	1,993	114	115
Maharashtra . . . . .	6,709	4,294	1,637	778
Mysore . . . . .	3,520	2,092*	979*	449*
Nagaland . . . . .	312	37	54	221
Orissa . . . . .	6,816	3,267	3,528	21
Punjab (Composite) . . . . .	1,785	631	1,154	
Rajasthan . . . . .	3,853	2,770	1,083	..
Uttar Pradesh . . . . .	4,665	2,775	728	1,162
West Bengal . . . . .	1,181	289	869	23
STATE TOTAL : . . . . .	67,301	35,915	25,248	6,138
Andaman & Nicobar Islands . . . . .	582	..	582	
Delhi . . . . .	5	..	5	..

\*Estimated.

1	2	3	4	5
Goa, Daman & Diu . . . . .	103	..	103	..
Himachal Pradesh (erstwhile) . . . . .	1,245	837	246	162
Manipur . . . . .	599	..	599	..
N.E.F. Agency . . . . .	4,862	424	4,438	
Tripura . . . . .	635	336	299	..
All -India . . . . .	75,332	37,512	31,520	6,300

## APPENDIX V

### *Summary of Recommendations/conclusion contained in the Report*

Sl. No.	Reference to Para No. in the Report	Summary of Recommendations/conclusions
1	2	3
1	8.	The Committee are constrained to observe that in spite of Government's acceptance of the Committee's recommendation in January, 1970 that the meetings 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 meetings 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.
2	9	The Committee need hardly point out that once the recommendations of the Committee have been accepted by 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 the 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 decisions or action on many important items.
3	10	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

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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.

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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 Assistance was in position only in February, 1967.

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The Committee are distressed to note that in spite 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 the 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

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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.

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The Central Forestry Commission is scheduled to meet quarterly and the Committee in their 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 meeting of the Commission was held. This indicates the unsatisfactory working of the Commission.

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

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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 forests 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

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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.

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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.

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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

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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.

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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 inroads 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 8/9th December, 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.

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The Committee note that judging from the national and international standards, the position with

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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 wild life and touristic values, supply vital raw materials for forest-based industries, provide employment to local people etc., the Committee recommend 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 timebound 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

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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.

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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 the National Forest Policy Resolution of 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 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.

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The Committee are unhappy to note that inspite 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

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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 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.

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

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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

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		earnest efforts will now be made to make <i>Vanamahotsava</i> and other 'programmes of tree-plantation a success.
17	73	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 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, Jammu and Kashmir, Nagaland and Orissa have not made much headway in the preparation of working plans/schemes.
18	74	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 <i>sine qua non</i> 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 of 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 covering the remaining forest area by working plans-schemes in each State should be examined.
19	84	The Committee are constrained to observe that inspite of the fact that they had expressed concern

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over the inordinate delay of nearly a decade in April, 1969, the preparation of forests maps and at loses 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 the matic maps.

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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.

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

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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 inspite 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 "Forest Economics, Financing and Budgeting" constituted by the National Commission on Agriculture is awaited.

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The Committee note the decision of the Central Board of Forestry for the setting up 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.

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The Committee deplore the delay in the reappraisal of the National Forest Policy which was recommended by the Committee in April, 1969. They

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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 Government's reaction, 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.

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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.

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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.

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		<p>(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.</p> <p>(iii) The present productivity of our forests is low and they remain unexploited or partly exploited on account of inaccessibility.</p> <p>(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.</p>
27	130	<p>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.</p>
28	131	<p>The Committee regret to note that there was a variation in figures of achievements in the various plan periods supplied to the Committee at action taken stage in early 1970 and those supplied at the evidence stage. The Committee have elsewhere emphasized the need for maintenance of accurate statistical data.</p>
29	142	<p>The Committee deplore 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</p>

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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.

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The Committee note that 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.

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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 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

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of the Report of National Commission on Agriculture on 'Forest Policy, Law and Administration', the working of the Statistical Cell should be reviewed.

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The Committee note that a Special Central Scheme on Forest Statistical Organisation with an outlay of Rs. 10 million 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.

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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, U.P. 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 high-lighted in the Review of the First Five Year Plan about the appraisal and implementation of the forest programmes will be overcome.

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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.

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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 search a matter. Government should have sought clarification from the Committee and given due attention to their recommendation. While noting 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 a close watch so as to ensure expeditious implementation of the recommendations accepted by them.

**APPENDIX VI**  
(*Vide* Introduction)

*Analysis of Recommendations|Conclusions contained in the Report*

1. Classification of Recommendations

A. Recommendation for improving the Organisation and Working:—

S. Nos. 1—35.

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