

## Chapter 2 Performance Audit

This Chapter presents the performance audits of 'Protection of Forests and Wildlife of Rajasthan' and 'Computer Education and Information and Communication Technology Scheme in Schools'.

### Forest Department

#### 2.1 Protection of Forests and Wildlife of Rajasthan

##### *Executive Summary*

Forests are among the most diverse and widespread ecosystems on the earth. They are critical for human life as they provide basic human needs such as water, food, shelter, medicine, fuel wood, fodders and timber. They are also home to and support biodiversity like animals, plants, micro organism etc. The forests of Rajasthan are rich in flora and fauna with about 3,000 known species of plants and animals.

During performance audit of Protection of Forests and Wildlife of Rajasthan, it was noticed that only 2.81 per cent area was included under the protected area network as on 31 March 2012, against the target of five per cent. Final Notifications for declaration of National Park for Desert National Park, Jaisalmer and Tiger Project, Sariska have not been issued as of December 2012.

Adequate measures have not been taken for conservation and protection of wildlife in protected areas like Bhainsrodgarh Wildlife Sanctuary, Tiger Project Sariska and National Ghariyal Sanctuary.

State Government failed to provide legal protection to forests due to not notifying all forest areas/blocks, lack of demarcation of forest areas on revenue maps, lack of demarcation of forest boundary through pillars and lack of digitization of forest maps.

State Government has not been able to conserve and protect its moderately dense forests.

Effective steps to document biological resources and traditional knowledge were yet to be taken.

Amount of ₹ 16.76 crore collected during 2009-12 as eco-development surcharge in seven test checked wildlife divisions were not utilised for eco-development activities.

##### 2.1.1 Introduction

The forest cover<sup>1</sup> in Rajasthan is 4.7 per cent (16,087 sq km) of its total geographical area (3,42,239 sq km). Land use patterns, however, have been

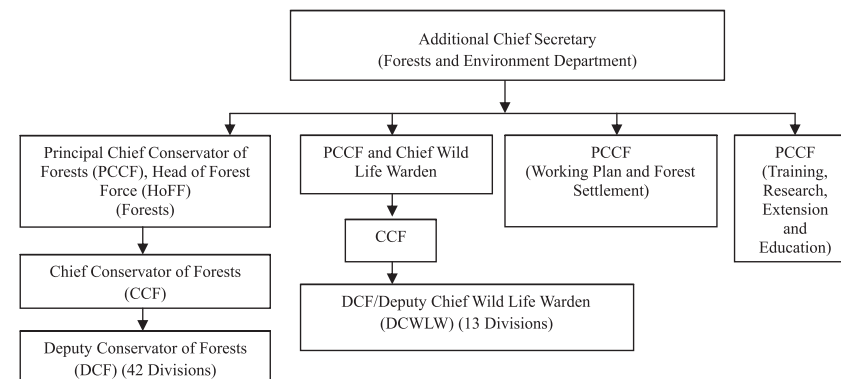
1. Area covered by trees (as per India State of Forest Report 2011).

showing a decrease in forest land cover and increase in desert land as acknowledged in the Rajasthan State Environment Policy, 2010. There is an elaborate legislative framework for protection of forest and wildlife in Rajasthan, including the Wildlife Protection Act, 1972 (WPA), Forest Conservation Act, 1980 (FCA) and Biological Diversity Act, 2002 (BDA). The State Government has also notified (February 2010) Rajasthan State Forest Policy 2010 (the Policy) mainly with the objectives of protecting, conserving and developing natural forest. Since then there has been favourable steps such as appointing wildlife wardens, solving problem of water scarcity in Keoladeo National Park (KNP), meetings of Wild life Advisory Board, selection of heritage sites and initiation of action for constitution of Biodiversity Management Committees (BMCs) by the Rajasthan State Biodiversity Board.

Rajasthan has a Protected Area (PA)<sup>2</sup> network of 9,620.04 sq km, comprising of three<sup>3</sup> National Parks<sup>4</sup> (NP), 25 Wildlife Sanctuaries<sup>5</sup> and six<sup>6</sup> Conservation Reserves<sup>7</sup> (CR) as of March 2012.

##### 2.1.2 Organisational setup

The organisational set up of the Department is shown in the following chart:



2. According to International Union for Conservation of Nature, a protected area is a clearly defined geographical space, recognised, dedicated and managed, through legal or other effective means, to achieve the long term conservation of nature with associated ecosystem services and cultural values.
3. Ranthambhore Tiger Project, Keoladeo NP and Mukundra Hills NP.
4. An area having adequate ecological/faunal/floral significance and is declared for the purpose of protecting wildlife or its environment; no rights of people living inside are allowed.
5. An area which is of adequate ecological/faunal/floral significance and is declared for the purpose of protecting, wildlife or its environment; certain rights of people living inside are permitted.
6. Bisalpur CR, Jodbir Gadwala CR, Sundha Mata CR, Gudha Vishnoiyan CR, Shakambhari CR and Gogelao CR.
7. Areas owned by the Government, specially those areas adjacent to NPs and WS and those areas which link one PA to another; rights of people living inside are not affected.

### 2.1.3 Scope of Audit

The scope of audit covers Department's efforts made during 2009-12 for protection of forests and wildlife through protected area network, protection of biodiversity outside protected areas, process of diversion of forests for development projects and protection of traditional ecological knowledge and biodiversity for conservation of biodiversity.

### 2.1.4 Audit Sample and Methodology

There are 55 forests and wildlife divisions<sup>8</sup> in Rajasthan of which audit test checked eight wildlife divisions<sup>9</sup> and nine forest divisions<sup>10</sup> which encompass three National Parks<sup>11</sup> and 16 Wildlife Sanctuaries<sup>12</sup> for detailed audit. Selection was made using the simple systematic sampling method, based on three criteria: expenditure, risk assessment and geographical spread of forests. Besides, the records of office of PCCF (HoFF) in Jaipur, State Biodiversity Board and Directorates of Agriculture and Animal Husbandry Departments were also reviewed. Audit methodology consisted of review of documents, collection of relevant information and data analysis. Audit was carried out during February to June 2012 covering the period 2009-10 to 2011-12.

The Entry Conference with Additional Chief Secretary was held on 21 February 2012 to discuss the objectives and criteria of audit methodology. Exit Conference was held on 26 October 2012 with the Departmental authorities wherein the audit findings were discussed and non-receipt of reply was pointed out. However, the reply of the State Government was awaited (December 2012).

### 2.1.5 Audit objectives

Audit objectives were to assess:

- measures taken to protect forests and wildlife through the protected area network;
- measures taken to protect forests and wildlife outside the protected area network;
- compliance to rules and regulations in cases of diversion of forests land for development activities;

8. Forest: 42 and wildlife: 13.

9. DCF cum Dy. Director, Ranthambhore Tiger Project Sawaimadhapur; DCWLW, Keoladeo NP, Bharatpur; DCF, Tiger Project, Sariska ; DCF, Wildlife, Kota; Dy. Director, Desert National Park, Jaisalmer; DCF, Wildlife, Chittorgarh; DCWLW, Udaipur and DCF, Jaipur (Central).

10. DCF, Jaipur (North); DCF, Udaipur (South); DFO, Banswara; DFO, Jodhpur; DCF, Nagaur; DCF, Bhilwara; DCF, Sriganaganagar; DCF, Jhunjhunu and DFO, Jhalawar.

11. Ranthambhore Tiger Project, Keoladeo NP and Mukundra Hills NP.

12. Sawai Man Singh WS, Jawaharsagar WS, National Chambal Sanctuary, Sitamata WS, Bassi WS, Bhainsrodgarh WS, Kumbhalgarh WS, Phulwari ki Naal WS, Tatgarh WS, Jaisamand WS, Sajjangarh WS, Tiger Project, Sariska , Desert National Park, Jaisalmer, Jamwa Ramgarh WS, Darrah WS and Nahargarh WS.

- measures taken for protection of traditional ecological knowledge and biodiversity; and
- utilisation of funds for protection of forests and wildlife economically and effectively.

### 2.1.6 Audit criteria

The audit criteria were derived from:

- Wildlife Protection Act (WPA), 1972;
- Forest Conservation Act (FCA), 1980;
- Rajasthan State Environment Policy, 2010;
- Rajasthan State Forest Policy, 2010;
- National Wildlife Action Plan (NWAP), (2002-16); and
- Biological Diversity Act (BDA), 2002 etc.

### 2.1.7 Audit Findings

Audit findings are detailed in the following paragraphs:

#### 2.1.7.1 Protection of wildlife through the Protected Area network

Protected Areas (PAs) are constituted and governed under the provisions of WPA, 1972, which has been amended from time to time. Implementation of this Act is further complemented by other Acts viz. FCA, 1980, Environment Protection Act, 1986 and BDA, 2002. The State forest departments are vested with the responsibility of implementation of national policies and plans.

The State Government notified its own Forest Policy (2010), the strategies of which inter-alia, envisaged setting apart and declaring a minimum of five *per cent* of geographical area as protected area. The protected area network, comprising three National Parks, 25 Wildlife Sanctuaries and six Conservation Reserves, covered only 9483.15 sq km as on 31 March 2009, which was increased to 9,620.04 sq km by 31 March 2012. Thus the total protected area fell short by 7,492 sq km against 17,112 sq km (minimum five *per cent* of the total geographical area of 3,42,239 sq km). It was observed in audit that the State Government took a lackadaisical approach in developing/increasing the PAs which resulted in non expansion of PAs to the required level. A few illustrations are discussed below:

#### Final notification not issued for setting up of NPs.

- Preliminary notification of DNP, Jaisalmer as National Park was issued by the State Government in May 1981 but the final notification has not been issued as of March 2012 even after 31 years. The department intimated (December 2012) that looking to displacement of large number of people and huge cost required for acquisition of rights, the government did not consider it

fit to declare this sanctuary as a NP. The copy of government decision was not furnished to audit.

● Likewise, a preliminary notification of Tiger Project, Sariska as National Park was issued by the State Government in August 1982 but the final notification has not been issued as of December 2012. Audit, however, observed that 28 villages and 958 families existed within the WS and their relocation was still in process<sup>13</sup> as of March 2012. No target was set for completing the relocation. Consequently, Tiger Project, Sariska could not be declared as a National Park which would have facilitated focussed conservation measures keeping in mind the fact that the tiger population had been virtually wiped out from Sariska WS. The department accepted the facts (December 2012) and intimated that the declaration will be done after relocation of villages.

**Conservation/  
community  
reserves not  
created.**

● Sections 36-A and 36-C of WPA, 1972 provides that the State Government may, after consultations with the local communities, declare any area owned by the State Government, as Conservation Reserves and declare any private/community land volunteered but not within the existing protected area network, as a Community Reserve for protecting fauna, flora and traditional or cultural conservation values and practices. The Policy also provides for setting up of conservation/community reserves.

State Government had declared only six Conservation Reserves<sup>14</sup> so far, but no Community Reserve has been declared (March 2012). During test check of 17 divisions, it was observed that two divisions<sup>15</sup> proposed creation of two Community Reserves<sup>16</sup>. DCF, Sriganganagar proposed (October 2004) a Community Reserve called Budha Johad<sup>17</sup>, with the consent of *Panchayats*. However, Special Secretary, Forest Department, called for (May 2006) the details of land, consent of District Collector and land owners. While DCF, Sriganganagar submitted the details of land in June 2011, he did not submit consent of Collector and land owners. Resultantly, Budha Johad could not be declared as Community Reserve (May 2012) and a scientific approach/plan for conservation and protection of black buck, chinkaras and other species which are endemic to this region, could not be made.

Similarly, for protection and conservation of black bucks and chinkaras, DCF, Nagaur submitted (March 2011) a proposal to declare "Community Reserve" at Rotu village alongwith the consent of District Collector and concerned *Gram Panchayats* but the declaration was awaited as of May 2012.

DCF, Sriganganagar intimated (May 2012) that consent of Revenue Department and land owners were awaited, while DCF, Nagaur did not respond (November 2012).

13. 352 families have been relocated.

14. Bisalpur (Tonk), Jodbir Gadwala (Bikaner), Sundha Mata (Jalore), Gudha Vishnoiyan (Jodhpur), Shakambhari (Sikar) and Gogelao (Nagaur).

15. Sriganganagar and Nagaur.

16. Budha Johad (468.77 sq km) and Rotu (455.39 bigha).

17. Sriganganagar and Hanumangarh districts.

**Non-declaration  
of closed area as  
Conservation/  
Community  
reserves areas.**

● State Government also declared 33 areas<sup>18</sup> as Closed Areas<sup>19</sup> during the years 1976 to 1986 under Section 37 of the WPA. After amendment in WPA (2003), this section was deleted as hunting was totally prohibited in the forest area. However, since these closed areas were on Government and community land, they were to be declared as Conservation/Community reserves. Accordingly, PCCF, Rajasthan, Jaipur, after lapse of five years, directed (September 2008) the respective Divisional Authorities to take action for such declaration so that central assistance could be obtained for effective development and protection of biodiversity in these areas.

Of the 33 closed areas, only two<sup>20</sup> were declared as Conservation Reserves and 31 areas comprising 14370.18 ha of land, have not been declared as Conservation/Community Reserves even after a lapse of eight and a half years. The department intimated (December 2012) that all the closed areas eligible for declaration of CRs are being considered.

#### 2.1.7.2 Inadequate measures for safeguarding PA network

Protecting the PAs was one of the main objectives of the Policy. However, State Government had not taken adequate measures to safeguard the PA network, as detailed in the succeeding paragraphs:

**Creation of  
critical tiger  
habitat not in  
conformity with  
Act.**

● According to Section 38 V of WPA, 1972 (as amended in 2006) a tiger reserve should have two parts; a Core/Critical Tiger Habitat (CTH) which would be an inviolate area and a buffer area which would be an area peripheral to CTH where lesser degree of habitat protection is required.

The State Government notified (December 2007) CTH in both Ranthambhore Tiger Project and Tiger Project Sariska, comprising an area of 1,113.36 sq km (total area of NP 1,394.48 sq km) and 881.11 sq km (total area of WS 881.11 sq km) respectively. Audit observed that the areas declared as CTH in both Ranthambhore Tiger Project and Tiger Project, Sariska were not inviolate and have human and animal populations residing within the core area. In view of this the creation of CTH in Ranthambhore Tiger Project was not in conformity with the Act *ibid*. The department stated (December 2012) that there was no direction in the guidelines issued by National Tiger Conservation Authority (NTCA) that there should be no human settlement in CTH at the time of declaration. The process of relocation of villages is in progress. The reply is not acceptable as under the Act the CTH should be in sacred and protected area and even after five years, human and animal population were not relocated.

18. Comprising 14864.90 ha of forest land.

19. Hunting prohibited area.

20. Gudha Vishnoiyan in December 2011 and Jodbir Gadwala in November 2008.

**Non-creation of corridors to link one NP/WS to another.**

- According to NWAP-2002-16, States have to identify wildlife corridors<sup>21</sup> between important protected areas, harbouring endangered and long ranging species.

During test check of three divisions<sup>22</sup>, it was observed that the State Government has approved a proposal (January 2012) to connect Ranthambhore Tiger Project, Kailadevi Wildlife Sanctuary, Sawai Mansingh WS, Ramgarh Vishdhari Wildlife Sanctuary, Jawahar Sagar Wildlife Sanctuary and Mukundra hills National Park as corridor namely “Rajeev Gandhi Biosphere Reserve Corridor”, a management unit to ensure safe roaming of wild animals like tigers. The department intimated (December 2012) that the proposals have been submitted to GoI for approval.

**Non-protection of Great Indian Bustard.**

- The Great Indian Bustard (GIB), an endangered bird, endemic to the Indian sub continent is the State bird of Rajasthan. According to MoEF (December 2011), only 296 GIBs are left in the country, of which 175 are found in Rajasthan. GIB was identified (April 2010) as one of the species under the “Recovery programme for saving critically endangered species and habitats” of GoI.

During audit it was observed that State Government sent (August 2009) to GoI, a recovery plan of ₹ 34.35 crore for development of core area, constructing enclosures, pasture and infrastructure developments for GIB, approval of which was awaited (May 2012). Efforts made by the Department to pursue the matter with GoI were not on record. GoI, however, released ₹ 1.05 crore to the State Government during 2008-09 to 2011-12 under Centrally Sponsored Scheme- Integrated Development of wildlife, for various activities<sup>23</sup> in the sanctuary by Deputy Director, DNP, Jaisalmer. Audit further observed that though funds were spent on these activities, population of GIB had decreased (73 in 2008 and 52 in 2011) due to ineffective measures/plans for protection/conservation of GIB and non-sanction of recovery plan by GoI which resulted in non-availability of funds with the Department. Further, out of 3,162 sq km area notified by the State Government for DNP, Jaisalmer Wildlife Sanctuary, only 50.76 sq km area, (two *per cent* of the WS area) was actually forest land and the rest was private, Government and revenue land. Besides, 73 villages were situated within the Wildlife Sanctuary area resulting in biotic pressure, habitat interference and fragmented habitats. The department has not initiated any step to relocate the villages and increase the forest area.

21. A wildlife corridor is an area of habitat connecting wildlife populations separated by human activities (such as roads, development, or logging). This allows an exchange of individuals between populations, which may help in preventing the negative effects of inbreeding and reduced genetic diversity that often occur within isolated populations. Corridors may also facilitate the re-establishment of populations that have been reduced or eliminated due to random events (such as fires or disease). This may potentially moderate some of the worst effects of habitat fragmentation.
22. Ranthambhore Tiger Project Sawaimadhopur, Tiger Project Sariska and Wildlife, Kota having the tiger and adjoining the Wildlife Sanctuaries and National Parks.
23. Construction of new closures, purchase of camera traps and wireless equipment, re-seeding of old closures etc.

The department accepted (December 2012) that the sanction of plan has not been received.

**Threats to biodiversity in Sariska WS.**

- As State Highway (SH)- 13 and SH-29A passes through core area of Tiger Project Sariska, Hon’ble Supreme Court directed (May 2009) to stop movement of commercial vehicles on SH-13<sup>24</sup> and instead pass the traffic through the bye-pass road and close SH-29A to traffic. Death of five wild animals due to accidents were also recorded from 2009 to 2011.



Traffic on SH 13 inside Sariska Wildlife Sanctuary

A proposal of ₹ 21.11 crore, based on the estimates prepared by Public Works Department, was sent by the Forest Department (August 2011) to NTCA for construction of alternate road for SH-13 to be completed in 2012-13. However, NTCA directed (November 2011) the State Government to first ensure that the SH-29A was completely closed for heavy traffic, before it sanctions the project. Audit, however, observed from the records of DCF, Tiger Project Sariska that in violation of Supreme Court’s directions, heavy commercial vehicles on SH-13 and three regular buses on SH-29A were still plying despite lapse of more than two years (March 2012).

The department stated (December 2012) that the construction of alternate road has recently been started which would take considerable time to complete.

**Poor functioning of National Ghariyal Sanctuary.**

- Gharial is evolutionarily the most unique Crocodylian in the world being a specialised river dwelling fish-eater. It is listed as “Critically Endangered” in the IUCN Red List of Endangered Species. Endemic to Indian sub-continent, now the major breeding populations are confined to two rivers in India only, Girwa and Chambal. Accordingly, part of Chambal falling in their respective territorial jurisdiction, has been declared as WS by the three States<sup>25</sup>.

24. Khushalpura Tiraya km 197/0 to near “Thank you Board” km 204/0.

25. Madhya Pradesh, Rajasthan and Uttar Pradesh, through which Chambal flows.

National Ghariyal Sanctuary or National Crocodile Sanctuary (NCS) was notified by the State Government in July 1983 with its management entrusted to respective Divisional Forest Officers of Sawaimadhopur, Kota, Bundi, Karauli and Dholpur divisions. The Conservator of Forests and Field Director, Tiger Project, Ranthambhore prepared first management plan for NCS for the period 2010-20, which was approved (August 2010) by PCCF, Jaipur. For proper functioning/execution of plan/programme, establishment of a separate division for NCS was included in the management plan. Audit observed that neither separate division was created nor separate staff for the WS was sanctioned and posted for implementation of the management plan (March 2012). Besides, no Annual Plan of Operation (APO) was sanctioned upto 2010-11. Against ₹ 76 lakh sanctioned for APO, 2011-12, ₹ 50.29 lakh only was utilised. Further, no census was carried out (March 2012) and the State Government did not know survival status of Gharials.

CCF, WL, Kota admitted (May 2012) the facts. The department intimated (December 2012) that a separate division has been created for NCS in July 2012 and adequate staff has been provided.

**Degradation of habitats in Bhainsrodgarh WS.**

● The State Government declared (February 1983) an area of 193.09 Sq km as Bhainsrodgarh WS. Audit observed that the Management Plan (2003-13) of Wildlife Sanctuary mentions existence of 26 revenue villages in WS and 80.45 sq km non-forest land including 17.73 sq km agriculture land. Wildlife census reports for the period 2009-11 revealed that the number of animals like hyena, jackal, wild boar, crocodile, wild cat etc., found in the Wildlife Sanctuary had declined<sup>26</sup>. The State Government did not plan relocation of villages (March 2012), to arrest the degradation of habitat in the Wildlife Sanctuary due to high biotic pressure.

**Ineffective measures for protection of threatened bear population.**

● The Policy states that Sloth Bear population in South Western parts of Aravallis needs to be protected by declaring the area as a sanctuary, especially Jaswantpura hills in Jalore district.

It was observed that no WS was declared for protection of Sloth Bear. Only a Conservation Reserve namely "Sundha Mata" was declared (July 2010) by the State Government at forest block Jaswantpura in Jalore district. The State Government had not initiated any planning/scheme for protection and conservation of Sloth Bear in this area as of March 2012. The department intimated (December 2012) that finalisation of National Action plan for conservation of Sloth Bear is under process.

**Non-relocation of people living inside PAs.**

● The State Environment Policy states that relocation of villages close to protected area in a phased time bound manner shall be done expeditiously. 92 villages in core areas of Ranthambhore National Park (64) and Sariska Wildlife Sanctuary (28) were identified (2007-08) by State Government for relocation.

Audit scrutiny revealed that 61 villages with 565 families (out of 1615) from Ranthambhore Tiger Project and 26 villages with 606 families (out of 958)

26. Number of animals declined during 2009-11 (Hyena: 26 to 18; Jackal: 157 to 73; Wild Boar: 342 to 152; Crocodile 31 to 18 and Wild cat 38 to 19).

from Tiger Project, Sariska were yet to be relocated as of 31 March 2012. Due to additional demands of villagers, the process of relocation was slow. This was indicative of deficient relocation packages.

The DCF, Tiger Project Sariska intimated (April 2012) that due to non-consent of villagers, relocation procedure could not be completed. The department intimated (December 2012) that as per guidelines, the consent of the villagers is mandatory for relocation which takes considerable time. This work would, however, be given desired place if adequate funds are received from NTCA.

Reply was not acceptable as the State Government had not succeeded in relocating all the people living inside the National Park/ Wildlife Sanctuary though the process of relocation was continuing since last 35 years and their presence continues to pose threat to the wildlife in these National Park and Wildlife Sanctuary.

**Non-establishment of State Wildlife Crime Bureau.**

● An amendment to WPA, 1972 in 2006 provided (Section 38Y) for setting up of Wildlife Crime Control Bureau (WCCB) at the Central level, which would coordinate with the State Governments in the area of wildlife crimes. State Government in its Policy proposed establishment of State Wildlife Crime Bureau (SWCB) to tackle wildlife related crimes, intelligence gathering and speedy investigation of wildlife crimes.

Audit observed that the State Government has not set up SWCB as of November 2012. In test checked 15 divisions<sup>27</sup> there was pendency of 463 cases as of April 2009. 83, 117 and 79 wildlife crime cases were registered and 48, 70 and 120 cases were disposed off during 2009-10, 2010-11 and 2011-12 respectively. 303 crime cases were pending disposal at departmental level as of March 2012. Pendency of cases for less than one year, for more than one to three years and above three years was 76, 115 and 112 respectively. In order to deter people from committing wildlife crimes, it is important that cases be registered and decided speedily and penalty levied as quickly as possible. Failure to setup State Wildlife Crime Bureau impacted intelligence gathering and speedy investigation of wildlife crimes which led to huge pendency of wildlife crime cases.

The department intimated (December 2012) that proposal for establishment of SWCB has been submitted to State Government for approval.

**2.1.7.3 Management of forest land**

The Policy envisages protection of existing forest from all kinds of human being pressures and managing on sustainable basis through working plans. The performance audit revealed lapses on part of the State Government in protecting forest lands as detailed in following paragraphs:

**Decrease in area under forests.**

● According to India State Forest Report 2011 brought out by the Forest Survey of India the recorded forest area of Rajasthan is 32,639 sq km., (32,712.90 sq km. in March 2011, as per the records of the Department), which is 9.54 per cent of the State Government's geographical area. The status

27. DCF, WL, Chittorgarh and DCF, Jhunjhunu did not furnish information.

of forest cover<sup>28</sup> as per India State Forest Report, 2009 and 2011 is given below:

**Table 1: The status of forest cover**

Status as per	(in sq km)			
	Forest cover	Very Dense forest	Moderate Dense forest	Open forest
State Forest Report, 2011	16,087	72	4,448	11,567
State Forest Report 2009	16,036	72	4,450	11,514
Net increase(+)/decrease(-)	(+) 51	Nil	(-) 2	(+) 53

Audit observed that though in 2011 there was an increase in total forest cover by 51 sq km, there has been a decrease of two sq. km of moderately dense forest and increase of 53 sq km under open forest. Thus, the State Government has not been able to conserve and protect its moderately dense forests, leading to its decrease.

● **Non-mutation of forest land**

State Government (Administrative Reforms Department) constituted (August 1999) District Level Committees (DLCs)<sup>29</sup> to get all categories of forest land recorded in revenue records in the name of the Forest Department (Department) by 31 December 2000. The tenure of DLCs was extended time to time<sup>30</sup> upto 31 December 2012.

Scrutiny of records (September 2011) of the Deputy Conservator of Forests (DCF), Desert Plantations and Farm Development, Jalore and information collected (June 2012) from Principal Chief Conservator of Forests (PCCF), Rajasthan, Jaipur in respect of other 53 Divisional Forest Officers (DFOs)/DCFs/Deputy Chief Wild Life Warden (Dy CWLWs), revealed that, of 5.97 lakh hectare (ha) non-mutated forest land (as of April 1999), only 1.07 lakh ha land mutated in 13 years (1999-2012). This was indicative of lackadaisical approach of the Department and weak monitoring.

Further analysis of 4.90 lakh ha non-mutated land as of March 2012, revealed that lands have been shown as: unsurveyed (2.96 lakh ha); pertaining to charagah/interior line/other departments (0.54 lakh ha); pertaining to allotted/Khatadari/Abadi (0.45 lakh ha) and other than the above categories (0.95 lakh ha). As such, non-mutation of this land for a long time had not only adversely affected the objective of afforestation but also 0.45 lakh ha land

28. Very dense forest-land with tree cover of canopy density of 70 per cent and above; Moderate dense forest-land with tree cover of canopy density between 40 per cent and below 70 per cent; Open forest-land with tree cover of canopy density between 10 per cent and below 40 per cent.

29. District Collector as Chairman and Deputy Conservator of Forest as Member Secretary.

30. In February 2001 upto December 2002, in February 2003 upto 31 December 2004, in June 2005 upto 31 December 2006, in May 2007 upto 31 December 2008 and in November 2011 upto 31 December 2012.

shown as allotted to other departments/Khatadari/Abadi costing ₹ 1971 crore<sup>31</sup> was being used for non forest purposes though this non-mutated area was being shown as part of total forest cover of the State.

State Government endorsing (April 2012) the reply of DCF, Jalore, intimated that 244.36 ha land was pending due to court decision and allotment by Mines Department (214.36 ha). For rest of the land, efforts are on for mutation with District Collector, Jalore.

The facts remain that entire land was notified as forest land long back in November 1992 but could not be mutated as of March 2012 and mutation of only 1.07 lakh ha forest land against 5.97 lakh ha land which had to be mutated by December 2000, after a lapse of more than 12 years indicates tardy and laid back approach of the Department which has resulted in forest land being encroached, court cases and depletion of forest cover of the State.

● **Non-preparation of Working Plans for all forest areas/divisions.**

Under the provisions of FCA, 1980 and the Supreme Court's orders of December 1996 in the writ petition no. 202/95, the State Government had to prepare Working Plans (WPs) for all forest divisions and get them approved from GoI. The WPs should be prepared within a period of two years and in case WPs are not prepared within the time frame, future felling of trees within the forest area will remain suspended till the regular WP is prepared and approved. All forestry operations are to be carried out strictly in accordance with the approved WPs. GoI also issued detailed instructions and guidelines in the year 2004 for preparation of WPs.

Review of records of PCCF (WP) and DFO, Jodhpur revealed that of 33 districts, 22 districts had no approved WPs since 1997-98 onwards<sup>32</sup>. After posting of Working Plan Officers (WPO) in all seven Zonal offices in June 2009 for the preparation and monitoring of WPs, 11 districts<sup>33</sup> submitted their WPs. It was also observed that the work of preparation of WP for 16 districts<sup>34</sup> upto 2012-13, had been outsourced (January 2012) to an external agency, as no funds were to be released under Thirteenth Finance Commission without WPs after 2012-13. Status of remaining six districts was not furnished to audit.

It was also observed in audit that even Annual Working Plan was not prepared for the execution of forestry programmes in these districts which was in violation of provisions of Forest Conservation Act and direction of Supreme Court. PCCF, Working Plan and Forest Settlement, Rajasthan, Jaipur admitted (May 2012) that the work of preparation of WPs could not be possible in 22 districts, therefore 16 DCFs were declared (November 2011) as WPOs. The department intimated (December 2012) that WPs of nine districts have been approved by GoI and proposals for seven districts have been submitted to GoI

31. Calculated at lowest rate of ₹ 4.38 lakh per ha recoverable as Net Present Value of forest land to be diverted for non-forest purposes fixed in February 2009 by Ministry of Environment and Forests, GoI for non-forest purposes.

32. 1997-98 (16), 1998-99 (1), 2000-01 (2), 2006-07 (1) and 2008-09 (2).

33. Banswara, Chittorgarh and Pratapgarh (2008-09), Bikaner and Udaipur (2009-10), Jaipur (2010-11), Churu, Dausa, Hanumangarh, Rajsamand and Sriganganagar (2011-12).

34. Baran, Barmer, Bharatpur, Bhilwara, Bundi, Dholpur, Jaisalmer, Jalore, Jhalawar, Jhunjhunu, Jodhpur, Nagaur, Pali, Sawaimadhopur, Sikar and Tonk.

for approval. Preparation and submission of proposals for remaining 15 districts are in progress.

**Inaction to stop illegal encroachments on forest land.**

● Section 91(i) of the Rajasthan Land Revenue Act, 1956, under which Assistant Conservator of Forests (ACF) is authorised to take action for levy of penalty, stipulates that any person who occupies or continues to occupy any land without lawful authority should be regarded as a trespasser and might be summarily evicted at any time. Section 91(2) *ibid* provides for levying of penalty<sup>35</sup> on such trespasser.

As per the information made available by PCCF (HoFF) as of March 2012, 35313.49 ha area of forest land all over the State was occupied unauthorisedly by individuals as against 28521.08 ha occupied as of 31 March 2009. This includes 796.72 ha area of 33 slums. Audit observed that 30,280 cases of unauthorised occupation were pending for disposal with department as of March 2012. In test checked 17 divisions, 5,914 such cases (involving 8,791.13 ha land) were pending for disposal in 13 divisions with the departmental authorities, out of which 5,188 cases were pending for more than three years (*Appendix 2.1*).

**Less penalty imposed.**

Audit also noticed that as against levying 50 times of the annual rent as penalty, as per provision of the Act, the department penalised most of the trespassers up to only 10 times of the annual rent. This did not act as sufficient deterrent to the trespassers. Department did not take action to finally evict the trespassers. The department intimated (December 2012) that the proposal for increase of penalty upto ₹ 2500 is under consideration of the State Government.

**Non-protection of forests from illegal mining.**

● The Rajasthan Forest Act, 1953 prohibits mining of stones in the forest area. Further, the State Forest Policy stipulate that efforts should be made for curbing illegal mining in forest areas by enforcing strict surveillance mechanism, including the use of satellite imagery and illegal mining should be controlled by beefing up surveillance in forest areas through joint inspection by Mining, Forest and Police officials.

Audit scrutiny revealed that the Department did not use satellite imagery system to trace forest areas affected by illegal mining. Further, of 17 divisions, in five divisions<sup>36</sup> only, illegal mining affected areas were identified during 2009-12 and only in two divisions<sup>37</sup> joint inspections by Forest, Mining and Police officials were carried out to check illegal mining. As per the information obtained (September 2012) from PCCF, (Forest Protection), 3730, 3148 and 2458 cases of illegal mining on forest land were registered in the State during 2009-10, 2010-11 and 2011-12 respectively. As of 31 March

35. For each agriculture year during the whole or any part thereof has been in such unauthorised occupation of land, a penalty which may be extended to fifty times of the annual rent or assessment as the case may be, for the first act of this trespass. In the case of subsequent act of the trespassing, he shall be liable to commitment to civil prison for a term which may extend to three months and to pay penalty up to the extended time.

36. DCF, WL Kota, DCF, Jaipur (Central)), DCF, Sriganaganagar, DCF, Bhilwara and DCF, Nagaur.

37. DCF, Sriganaganagar and DCF, Nagaur.

2012, 575 cases were pending settlement. In 17 test checked divisions, 751, 635 and 494 cases of illegal mining were found registered in 2009-10, 2010-11 and 2011-12 respectively. 447 cases were pending in the Department at the end of March 2012 (*Appendix 2.2*), of which 204 cases were more than three years old.

The department intimated (December 2012) that mining prone ten districts have been identified and task force had been established. A plan of ₹ 4.05 crore for deployment of home guards was under consideration of the Finance Department.

**Non-protection of forests from illegal grazing.**

● Section 26(1) (d) of the Rajasthan Forest Act, 1953 prohibits pasturing cattles in forest area. Further, para 5.1 of NAWP (2002-16) refers to measures for enhancement of grazing fees and regulate grazing to control over grazing in forest areas.

Department registered 4,452, 4,256 and 3,749 cases of illegal grazing during 2009-10, 2010-11 and 2011-12 respectively. In test checked 17 divisions, 1875, 1884 and 1975 cases were registered during 2009-10, 2010-11 and 2011-12 respectively. As of March 2012, 230 cases were pending in department out of which 83 cases were one to three years old and 115 cases were more than three years old (*Appendix 2.3*). No reason was given by the department for keeping the cases pending. Further department did not develop any mechanism to regulate grazing and any plan for promotion of stall feeding of cattle and pasture development.

**Failure to notify forest areas/blocks in the State.**

Under Sections 4 and 29 of Rajasthan Forest Act, 1953, all forest blocks/land are required to be notified into Reserved Forest<sup>38</sup> (RF) or Protected Forest<sup>39</sup> (PF) for its proper protection and conservation.

As per records of the Forest Department, of the 32,712.90 sq km area covered with forests (March 2011), RF constitute 12,410.69 sq km (37.94 per cent) and PF constitute 18,268.14 sq km (55.84 per cent). The remaining 2,034.07 sq km (6.22 per cent) is unclassified as of March 2011. During test check of 17 divisions it was noticed that out of 11,179.12 sq km of forest land, 609.32 sq km (5.45 per cent) was unclassified.

Further, under Section 5 of FCA, 1980, and conditions prescribed in the sanction for use of forest land for non-forest activity issued by the MoEF, land received in lieu of non-forest activities is to be notified as RF/PF by the State Government within six months of mutation of land. Scrutiny of records of the sampled divisions revealed that 629.33 ha non-forest land received by the department was not notified as RF/PF within six months in four<sup>40</sup> out of 17 test checked divisions. The department intimated (December 2012) that

38. Reserved Forest is an area or mass of land duly notified under the provisions of India Forest Act or the State Forest Acts having full degree of protection. In Reserved Forests all activities are prohibited unless permitted, may also involve settlement of claims.

39. Protected Forest is an area or mass of land notified under the provisions of India Forest Act or the State Forest Acts having limited degree of protection. In Protected Forests all activities are permitted unless prohibited; does not involve the process of settlement.

40. DFO, Banswara, DCF, Udaipur (South), DCF, Bhilwara and DCF, Jaipur (Central).

notifying forest area is a continuous process and during 2012-13, proposals for notifying 5184.69 ha forest land have been submitted to State Government.

**Lack of demarcation of notified forest areas**

● As per Section 35 of the WPA, 1972 the State Government has to notify an area as a Forest Park to get a legal basis for ensuring its protection. Legal process includes mutation<sup>41</sup> of land in favour of forest department as well as its demarcation on revenue maps. The Policy also states that all notified areas in the State be mutated and demarcated by erecting boundary pillars on the ground and boundary lines digitized on maps with proper geo-referencing. Further, the Management Plans of protected areas and Working Plans of forest areas also propose the same. After mutation of the allotted land, demarcation of this land on revenue maps need to take place to ensure that the land allotted to Forest Department is not re-allotted to other persons by Revenue Authorities. Audit observed that of 17 test checked divisions, in 14 divisions, only 5,143.17 sq km (61.73 per cent of total forest area of 8331.17 sq km) area was demarcated on revenue maps. Balance 3188 sq km was still pending to be demarcated in the revenue maps. Position of demarcation in three divisions<sup>42</sup> was not furnished by Divisional Authorities. The department intimated (December 2012) that due to non cooperation of revenue staff, non posting of surveyor/amin and non availability of village maps in the department, demarcation on maps could not be made. Reply was not acceptable as no action was taken by the department to address these constraints. Absence of this demarcation would affect conservation efforts as transfer of non-demarcated land to individuals could not be ruled out.

**Lack of demarcation of forest boundary through pillars.**

● Protection of forest land from encroachment for residence, grazing or agriculture purposes is one of the main concerns of the Forest Department and one way to achieve it is through erection of boundaries through pillars or pucca walls on the ground.

In order to achieve this objective, PCCF Rajasthan, Jaipur submitted (September 2005) a Five year Plan (2005-06 to 2009-10) to the State Government for erection of 2,83,943 pillars<sup>43</sup> to demarcate all the protected areas/forest lands. Audit observed that only 69,682 pillars (25 per cent) had been erected as of March 2012 due to non-availability of funds and resources indicating deficient planning. Test check of records of the 17 test checked divisions, revealed that in 12 divisions, of 89,666 pillars to be erected 56,369 (63 per cent) have not been erected as of March 2012. In two divisions<sup>44</sup>, protected areas were fenced by wire or pucca wall. Three divisions<sup>45</sup> did not furnish the required information, though called for (during February to April 2012).

Divisional officers accepted (March to May 2012) that pillars could not be erected due to non-posting of surveyors/amins, non availability of budget and

41. Mutation means the recording in Revenue records, the transfer of the title of land from one person to other, in this case transfer of land in favour of Forest Department.

42. RTP, Sawaimadhopur, Banswara and Udaipur (south).

43. Pillars not found erected against requirement and damaged.

44. Keoladeo NP, Bharatpur and DNP, Jaisalmer.

45. Jaipur (North), Udaipur (South), Ranthambhore Tiger Project NP, Sawaimadhopur.

absence of village maps. The department intimated (December 2012) that the erection of pillars are made as per availability of allotted budget and the work is in progress.

**Lack of digitization of forest maps.**

● Out of 17 test checked divisions, digitization of boundary lines on maps was completed in KNP, Bharatpur and four Ws in Wildlife Division, Udaipur. Digitization work in six divisions<sup>46</sup> was in progress and in four divisions<sup>47</sup> this work had not yet started. Five divisions<sup>48</sup> did not furnish the information. The department intimated (December 2012) that the digitization work is being done through State Remote Sensing Application Centre, (SRSAC) Jodhpur and the same is in progress.

**Diversion of forest land for non-forest purposes without approval.**

● Clause 2 of FCA, 1980 stipulate obtaining prior approval of GoI for diversion of forest land for non-forest purposes.

During the test check of 17 divisions, in four divisions<sup>49</sup> audit observed that Public Health Engineering Department, Irrigation Department and Railway Department used 847.64 ha forest land<sup>50</sup> for non-forest activities. It was further, observed that the executing departments deposited ₹ 2.84 crore against the demand of ₹ 86.03 crore raised by DFO/DCFs (*Appendix 2.4*) as of March 2012. All the works have been completed without obtaining formal approval and even in-principle approval in one case (Railway) violating the provision of Act as well as conditions of the GoI approvals.

The department intimated (December 2012) that efforts are being made to recover the balance amount. However, the fact remained that forest land was diverted/used without obtaining formal approval of the competent authority, indicating poor internal control in the system for checking the diversion of forest land.

**2.1.7.4 Measures taken by the State Government to conserve biodiversity and prevent bio-piracy**

The Biological Diversity Act, 2002 provides for setting up of National Biodiversity Authority and State Biodiversity Board to check Bio-piracy<sup>51</sup>. Shortcomings in measures taken by the department to conserve biodiversity and to check bio-piracy are discussed below:

**Non-preparation of State Biodiversity Strategy and Action Plan.**

● Section 22 of the Biological Diversity Act, 2002 empowers all the State Governments to constitute State Biodiversity Boards to advise State Government on matters relating to conservation of biodiversity, sustainable use of biological resources and to regulate request for commercial utilisation of biological resources. The State Government notified (March 2010) the

46. Tiger Project Sariska, Jaipur(Central), Bhilwara, Nagaur, Jhunjhunu and Jhalawar.

47. Banswara, DNP, Jaisalmer, Sriganganagar and Wildlife, Chittorgarh.

48. Ranthambhore Tiger Project, Wildlife, Kota, DFO, Jodhpur, Jaipur (North) and Udaipur (South).

49. DFOs: Jhalawar, Jodhpur, DCFs: Jaipur (North) and Bhilwara.

50. PHED: 17 ha, Irrigation: 770 ha and Railways: 60.64 ha.

51. Illegal appropriation of life - micro-organisms, plants and animals (including humans) and the traditional cultural knowledge that accompanies it.

Rajasthan Biological Diversity Rules, 2010 (Rules) and constituted (September 2010) Rajasthan State Biodiversity Board (RSBB).

RSBB was entrusted with the task of updating of State Biodiversity Strategy and Action Plan and its implementation alongwith the responsibility of building a database of biological resources. Audit, observed that despite lapse of 26 months (November 2012), RSBB had not initiated action for the preparation of State Biodiversity Strategy and Action Plan. The purpose of such a Plan was to put in place a system to conserve, sustainable use and promote equitable sharing of benefits from the use of biological diversity resources. Failure to develop the action plan negatively impacted this process.

The department intimated (December 2012) that a committee has been constituted for this purpose.

**Protection of Biodiversity Heritage Sites.**

● Under Rule 22 of the Rajasthan Biological Diversity Rules, 2010, RSBB shall in consultation with the local bodies and other key stakeholders, take necessary steps to notify areas of significant values as Biodiversity Heritage Sites<sup>52</sup>. In audit scrutiny, it was noticed that though the RSBB had identified (February 2012) and provisionally selected five biodiversity heritage sites<sup>53</sup>, the State Government had not taken any action for notifying these sites. The department intimated (December 2012) that under the rules, consent of the local bodies and other key stakeholders is essential before notification and therefore observation of the Board have been forwarded to local bodies for their consent.

**2.1.7.5 Non-protection of traditional ecological knowledge and biodiversity**

Biological Diversity Act, 2002 aims at the conservation of biological resources and associated knowledge as well as facilitating access to them in a sustainable manner and through a just process. The Rajasthan State Environment Policy, 2010 also states that the traditional agricultural practices, crop varieties, animal breeds, livelihood practices are based on the management of agri-pastoral resources and local communities of the State have technologies, traditional nature conservation practices, and measures which need to be protected. Following observations were made in this regard:

**Non-encouragement for cultivating traditional crop varieties .**

● The Rajasthan State Environment Policy states that “research on traditional crop varieties shall be promoted so as to understand their adaptation”. Besides, it also states about promoting organic farming, agriculture technologies and providing incentives to the users by way of setting certification scheme and promotion of market channels. No such scheme was being implemented by the Forest Department. Audit examination of schemes being implemented by the Agriculture Department and Animal Husbandry Department, revealed that no scheme has been initiated by both the

52. Biodiversity Heritage Sites are well defined areas that are unique, ecologically fragile ecosystems - terrestrial, coastal and inland waters and, marine having rich biodiversity and having significant cultural, ethical or aesthetic values.

53. (i) Akal Wood Fossil Park, Jaisalmer (ii) Kevra Ki Nal, Udaipur (iii) Ram Kunda, Udaipur (iv) Nag Pahar, Ajmer (v) Chhapoli Mansamata, Jhunjhunu.

Departments for promotion of research on traditional crops varieties, creation of gene bank and effective uses of traditional techniques of seed bank, fodder banks, horticultural, agricultural and animal husbandry practises.

**Inaction for documentation of traditional knowledge.**

● According to the Rajasthan Biological Diversity Rules, 2010, the RSBB may take steps to build up database and to create information and documentation system for biological resources and associated traditional knowledge through biodiversity registers and electronic data base, to ensure effective management promotion of sustainable uses. The RSBB may also device methods to ensure protection of rights including intellectual property rights over biological resources and associated knowledge. Audit scrutiny revealed that the Agriculture Department has not initiated any such schemes/programmes for documentation of traditional knowledge.

The Additional Director, Agriculture (Research) Rajasthan, Jaipur intimated (April 2012) that department of Agriculture has neither fixed any target nor implemented any scheme under biodiversity programme.

The department intimated (December 2012) that the documentation of traditional knowledge of biodiversity is to be made in the form of Peoples Biodiversity Registers through BMC. The constitution of BMCs is in progress.

**2.1.7.6 Management of human resources**

According to NWAP (2002-16), “The challenging wildlife conservation scenario today requires committed wildlife managers who possess scientific competence and social awareness aided by communication skills. They also need sharp detection and enforcement capabilities against organised criminal elements nursed by big-money illegal trade. Frontline staff equally must have similar skills at the grassroots level”.

Audit findings regarding manpower issues in PA network are discussed below:

● **Inadequate staff for protection of forests and wildlife**

The position of sanctioned strength and men in position of the frontline staff for protection and conservation of forests and wildlife and preventing poaching, encroachment, illegal mining, grazing, cutting of trees, theft of forest produce and wildlife crimes etc. is given in **Appendix 2.5**.

Audit scrutiny revealed that despite a recruitment of forest guards in 2011, there was 13 *per cent* vacancy. However, vacancies of Rangers ranged between seven *per cent* in 2009-10 and 30 *per cent* in 2011-12. Due to shortage of first stage supervisory staff of Rangers, proper execution and monitoring of the protection and development of biodiversity work was affected.

The department intimated (December 2012) that the reorganisation of wildlife wing has been done and staff has been deployed at strategic location of wildlife habitats.

- **Status of technical staff in divisions**

The status of technical staff sanctioned and post lying vacant during 2009-12 is given in table below:

**Table 2: Status of technical staff**

Year	Sanctioned Posts	Vacant Post	Percentage of Shortage
2009-10	451	68	15
2010-11	511	66	13
2011-12	497	82	16

The shortage of technical staff<sup>54</sup> in the State ranged between 13 and 16 per cent during 2009-12, indicating that the activities of the Forest Department like mutation, survey, demarcation and digitization etc. were not given priority.

- **Non-setting up of a Special Tiger Protection Force**

In his budget speech of 2008, Finance Minister, GoI announced a grant of ₹ 50 crore for setting up a Special Tiger Protection Force (STPF) in 13 tiger reserves. Accordingly, GoI sanctioned (March 2009) ₹ 3.72 crore for raising, arming and deploying STPF in Ranthambhore Tiger Project and released ₹ 93 lakh (25 per cent).

Audit observed that the State Government sanctioned (June 2010) setting up of STPF and requested the Police Department after one year in June 2011 to fill up 1456 posts<sup>55</sup> for STPF to protect tigers. The State Government did not setup STPF as envisaged till March 2012 and expended ₹ 23.44 lakh upto 2010-11 on payment of salary to home guards temporarily engaged in protection of tigers in Ranthambhore Tiger Project. ₹ 69.56 lakh were lying unutilised with the department and, therefore, GoI did not release the balance funds of ₹ 2.79 crore due to non-setting up of STPF.

Besides, the State Government did not send any proposal for creation of STPF for Tiger Project Sariska, hence no funds for creation of STPF was received from GoI.

The department stated (March 2012/December 2012) that the recruitment of staff through police department is in process and the STPF would be setup. However, the department did not specify reasons for delay in setting up of STPF. The department intimated (December 2012) that proposal for creation of STPF for Sariska Tiger Reserve has been sent and NTCA has agreed for the same.

54. Surveyors, *amins*, draftsmen and tracers.

55. Deputy Superintendent of Police: 13, Sub-Inspector: 39, Head Constable: 234 and Constables: 1170.

### 2.1.7.7 Management of Finances

For execution of various activities of the protection and conservation of forest and biodiversity the funds are allocated by the State Government under State Plan scheme viz. scheme of implementation of degraded forests, conservation of biodiversity, maintenance of forest area development of KNP, Bharatpur and canal side plantation. Besides, GoI released Central Assistance under Central Sponsored Scheme (CSS) mainly for development and maintenance of Wildlife Sanctuaries and National Parks, relocation of villages for tiger projects, Integrated Forest Protection Scheme (IFPS) and River Valley Scheme.

Audit observations relating to management of funds are discussed in following paragraphs:

**Persistent savings of budget.**

- Position of budget allotted under CSS, State Plan, non-plan to the Forest Department and expenditure there against during 2009-12 is given in the table below:

**Table 3: Position of budget allotment**

Year	(₹ in crore)											
	Central assistance under CSS			State/Plan			Non-plan			Total		
	Allot.	Exp.	Saving	Allot.	Exp.	Saving	Allot.	Exp.	Saving	Allot.	Exp.	Saving
2009-10	166.58	87.21	79.37	69.18	59.39	9.79	340.54	329.60	10.94	576.30	476.20	100.10
2010-11	135.29	94.10	41.19	77.45	46.17	31.28	339.64	332.54	7.10	552.38	472.81	79.57
2011-12	89.64	65.65	23.99	143.15	98.39	44.76	391.54	365.72	25.82	624.33	529.76	94.57
<b>Total</b>	<b>391.51</b>	<b>246.96</b>	<b>144.55</b>	<b>289.78</b>	<b>203.95</b>	<b>85.83</b>	<b>1071.72</b>	<b>1027.86</b>	<b>43.86</b>	<b>1753.01</b>	<b>1478.77</b>	<b>274.24</b>

Source: information provided by the Department

It can be seen that there was savings in the allotted provision in all the three years. The reasons reported by the Department (December 2012) for savings in CSS, were slow progress of relocation of villages in Ranthambhore Tiger Project and Tiger Project Sariska. Further, the main savings in State Plan was due to non-execution of Goverdhan drain in KNP Bharatpur due to court case (2009-10), slow execution of Rehabilitation of Degraded Forest, Rajasthan Forestry and Biodiversity Project (Phase-II) and Thirteenth Finance Commission work related to forest. These persistent savings are indicative of defective budgetary planning.

**Second instalment of sanctioned APO grant not requisitioned.**

- In four test checked wildlife divisions<sup>56</sup>, after utilisation of 60 per cent amount of first instalment and submission of utilisation certificates (UCs), requisition of second instalment was not made by the department. Resultantly, assistance amounting to ₹ 1.49 crore could not be availed of. The Department intimated (December 2012) that due to late receipt of first instalment, the funds could not be utilised and the UCs not furnished to GoI. The reply was not acceptable as the first instalment was released by GoI between June and

56. RTP, Sawaimadhopur; KNP, Bharatpur; WL Kota and DNP, Jaisalmer.

September each year and the department could not utilise even the 60 per cent assistance, depriving the State of ₹1.49 crore of Central grant.

**Second instalment received from GoI not utilised/released by State Government.**

● In case of three WL Divisions<sup>57</sup>, GoI released second installment of ₹1.38 crore to State Government during 2010-11 (₹49.91 lakh) and 2011-12 (₹88.44 lakh) in March. State Government released ₹21.83 lakh to two Divisions only in March 2012. Total ₹1.38 crore could not be utilised and GoI adjusted the same from assistance of next year depriving the State of Central assistance to this extent. The department intimated (December 2012) that the funds were released to the State Government on 31 March of the concerned year which could not be utilised by the Divisions during the same financial year.

**Non-utilisation of eco development surcharge.**

● Government of Rajasthan amended (March 1998) the existing Sub Rule (3) of Rule 23 of the Wildlife (Protection) Rajasthan Rules, 1977 prescribing entrance fee including eco development surcharge for entry into Wildlife Sanctuaries and National Parks. PCCF&CWLW issued (April and June 2007) directions to all wildlife divisions to submit a project for eco development works in NPs and Ws to utilise funds collected as eco development surcharge.

During scrutiny of records it was noticed that in seven<sup>58</sup> out of eight test checked wildlife divisions, ₹16.76 crore was collected during 2009-12. However, no plan for executing eco development activities was proposed/submitted by any of the WL Divisions for approval/sanction, defeating the very objective of collection of surcharge. The department intimated (December 2012) that the funds for eco development activities in Ranthambhore and Sariska are being utilised and for KNP, under consideration.

### 2.1.8 Conclusion

It was only in 2010 that the State Government framed Rajasthan State Environment Policy and Rajasthan State Forest Policy for conservation of forest and biodiversity and sustainable management of forest and wildlife resources of the State.

The Government has not been able to expand the Protected Area Network. The existing Protected Area network continues to face threats and decline due to inadequate measures taken by the Government. The creation of Critical Tiger Habitat did not meet the criteria for its setting up. Corridors have not been created to link one Protected Area to another. Due to inadequate measures for relocation, people continue to live inside the Protected Areas and causing major threat to the biodiversity. Large and significant number of wildlife population, including flagship species and endangered or threatened species outside the Protected Area Network are facing fragmentation of habitats. The effective step to check illegal encroachment, mining and to increase the amount of penalty against these offences were not finalised. The

57. WL, Kota, WL, Chittorgarh and TP, Sariska.

58. No entrance fee recovered by Jaipur (Central) Division.

work of demarcation of forest land on revenue map and also through boundary pillars and digitization of forest maps were not taken up. Effective steps to document biological resources and traditional knowledge were yet to be taken.

### 2.1.9 Recommendations

- The State Government should strengthen the mechanism to prevent illegal mining/encroachment on forest land and the internal controls to check cases of diversion of forest land to non forest uses. For effective deterrence and punishment of wildlife offences, the State Government should set up State Wildlife Crime Bureau as soon as possible.
- Programmes should be initiated for protection of habitats of critically endangered species in Rajasthan like Great Indian Bustard, Gharial, Sloth Bear etc. so that, these vulnerable species do not get extinct in Rajasthan.
- The State Government should take effective steps to build up data base for biological resources and traditional knowledge and ensure protection of rights including intellectual property rights over biological resources and associated knowledge.
- The State Government should utilise the receipts of eco-development surcharge collected for eco-development activities in National Parks and Sanctuaries.