

**CONSERVATION AND PROTECTION OF
TIGERS IN TIGER RESERVES**

MINISTRY OF ENVIRONMENT AND FORESTS

**PUBLIC ACCOUNTS COMMITTEE
(2009-10)**

SEVENTEENTH REPORT

FIFTEENTH LOK SABHA



**LOK SABHA SECRETARIAT
NEW DELHI**

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MINISTRY OF ENVIRONMENT AND FORESTS



Presented to Lok Sabha on 29.4.2010

Laid in Rajya Sabha on 29.4.2010

LOK SABHA SECRETARIAT
NEW DELHI

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CONTENTS

	PAGE
COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE (2009-10)	(iii)
COMPOSITION OF SUB-COMMITTEE-V OF THE PUBLIC ACCOUNTS COMMITTEE (2009-10) ..	(v)
INTRODUCTION	(vii)

REPORT

PART I. Narrative Portion

I. Introductory	1
II. Status of Pending Audit Paras	2
III. Conservation and Protection of Tigers in Tiger Reserves ..	4
IV. Audit Review	4
V. Funding Pattern	5
VI. Biotic Pressure	7
VII. Relocation of Families Residing in Tiger Reserves	8
VIII. Protection of Tigers	10
IX. Measures to Combat Poaching	10
X. Tiger Census and its Methodology	12
XI. Captive Breeding of Tigers	13

PART II. Observations and Recommendations 15

APPENDICES

I. Minutes of the Third sitting of Sub-Committee-V held on 27th November, 2009.	19
II. Minutes of the Seventh sitting of Sub-Committee-V held on 23rd February, 2010.	21
III. Minutes of the Eighth sitting of Sub-Committee-V held on 5th March, 2010.	24
IV. Minutes of the Eleventh sitting of the Public Accounts Committee (2009-10) held on 26th April, 2010.	27

COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE
(2009-10)

*Shri Gopinath Munde — *Chairman*

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3. Dr. Baliram
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5. Shri Naveen Jindal
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20. Dr. K. Malaisamy
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22. Prof. Saif-ud-Din Soz

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| 1. Shri Ashok Sarin | — | Joint Secretary |
| 2. Shri Raj Shekhar Sharma | — | Director |
| 3. Shri M.K. Madhusudhan | — | Additional Director |

*Appointed as the Chairman of the Committee *w.e.f.* 6th January, 2010 *vice* Shri Jaswant Singh resigned from the Chairmanship of the Committee.

^sVice Shri Ashwani Kumar retired from Rajya Sabha *w.e.f.* 9th April, 2010.

COMPOSITION OF SUB-COMMITTEE-V OF THE
PUBLIC ACCOUNTS COMMITTEE (2009-10)

*Shri Ashwani Kumar — *Convener*

MEMBERS

Lok Sabha

2. Shri Bhartruhari Mahtab
3. Shri Naveen Jindal

Rajya Sabha

4. Shri Prasanta Chatterjee

*Ceased to be a Member of the Committee/Sub-Committee on expiry of his term in Rajya Sabha
w.e.f. 9th April, 2010.

INTRODUCTION

I, the Chairman, Public Accounts Committee as authorised by the Committee, do present this Seventeenth Report (15th Lok Sabha) on “Conservation and Protection of Tigers in Tiger Reserves” based on C&AG Report No. 18 of 2006 for the year ended March, 2005 relating to the Ministry of Environment and Forests.

2. The Report of the Comptroller and Auditor General of India for the year ended March, 2005 was laid on the Table of the House on 25th August, 2006.

3. Taking cognizance of the inordinate delay on the part of various Ministries/ Departments in furnishing the Action Taken Notes on the Non-selected Audit Paragraphs/Chapters/Reports within the stipulated time-frame, the Public Accounts Committee (2009-10) took up the subject for detailed examination and report. A Sub-Committee was specially constituted for the purpose. In due consultation with the Audit, it was decided to examine the position in respect of the Ministry of Environment and Forests alongwith some other Ministries/Departments.

4. In the process of the scrutiny of the Audit Paragraphs/Chapters/Reports pending with the Ministry of Environment and Forests, the Sub-Committee came across certain pending Paragraphs/Chapters on very important issues and considered it prudent to examine and report the same alongwith the Non-Compliance issue. Accordingly, the Sub-Committee took up the above mentioned Audit Report for in-depth examination and report.

5. The Sub-Committee took evidence of the representatives of the Ministry of Environment and Forests on 27th November, 2009, 22nd February, 2010 and 5th March, 2010. The Committee considered and adopted this Report at their sitting held on 26th April, 2010. Minutes of the Sitzings form Appendices to the Report.

6. For facility of reference and convenience, the Observations and Recommendations of the Committee have been printed in thick type in the body of the Report.

7. The Committee thank the Sub-Committee for their efforts in examining the subject in detail and finalizing and placing the Report before the main Committee.

8. The Committee would like to express their thanks to the officers of the Ministry of Environment and Forests for tendering evidence before the Sub-Committee and furnishing information that the Sub-Committee/Committee desired in connection with the examination of the subject.

9. The Committee place on record their appreciation of the assistance rendered to them in the matter by the Office of the Comptroller and Auditor General of India.

NEW DELHI;
26 April, 2010
6 Vaisakha, 1932 (Saka)

GOPINATH MUNDE,
Chairman,
Public Accounts Committee.

REPORT
PART - I
NARRATIVE PORTION

I. Introductory

The Reports of the Comptroller & Auditor General of India, after being laid in Parliament in accordance with Article 151 of the Constitution of India, stand referred to the Public Accounts Committee for their scrutiny. As it becomes practically impossible for the Public Accounts Committee to examine each and every paragraph contained in the Audit Reports, the Committee adopt a selective approach and take up a few relatively more important paragraphs for indepth examination at the beginning of the terms every year. As regards the paragraphs which are not formally selected for examination by the Committee, these are dealt with by means of a procedure where by the Ministries/Departments are required to furnish the remedial/corrective Action Taken Notes to the Committee through the Ministry of Finance (Department of Expenditure).

2. But as there was inordinate delay on the part of the Ministries/Departments in furnishing the remedial/corrective Action Taken Notes, the Committee in their 105th Report (Tenth Lok Sabha) had recommended that with effect from 31st March, 1996 the Action Taken Notes on all the Paragraphs of the Reports of the C&AG, which are not formally taken up by the PAC for examination, should be furnished to the Committee within four months of the laying of the Audit Reports.

3. Even then, various Ministries/Departments have been unable to furnish the remedial/corrective Action Taken Notes to the Committee through the Ministry of Finance (Department of Expenditure) within the prescribed time line of four months. As on 28th February, 2010 remedial/corrective Action Taken Notes on a total number of 3450 Chapters/Paragraphs were pending with various Ministries/Departments.

4. Against this backdrop, the Committee took up the subject for detailed examination during the year 2009-10. A Sub-Committee was constituted to go deep into the matter, prepare separate Reports on each defaulting Ministry/Department concerned with the subject and place the same before the Main Committee for their consideration. In the process, the Sub-Committee obtained Background Notes/Preliminary materials and Written Replies from the Ministries/Departments concerned. The Sub-Committee also took separate evidence of the representatives of the respective Ministries/Departments on different dates.

5. This Report pertains to the remedial/corrective Action Taken notes on the Audit Paragraphs pending with the Ministry of Environment and Forests. Out of the 3450 Chapters/Paragraphs pending with various Ministries/Departments as on 28th February, 2010, 12 Reports/Paragraphs pertained to the Ministry of Environment and Forests. One of the important Reports/Paragraphs out of these 12 Reports/Paragraphs is the Report No. 18 of 2006 (Entire Report) of the C&AG of India for the

year ended March, 2005 relating to the Performance Audit of Conservation and Protection of tigers in tiger reserves in the Ministry of Environment and Forests. The Sub-Committee considered it prudent to touch upon this Report, as a test case, to gauge the compliance of the Department to the Audit observations/suggestions contained therein, alongwith the status of remedial/corrective Action Taken Notes to be furnished by the Department.

II. Status of Pending Audit Paras

6. Out of the total No. of 13 chapters/paras that were pending with the Ministry of Environment and Forests Action Taken Notes on 5 paragraphs viz. (i) Para 6.1 of CA 3 of 2008, (ii) para 6.1 of CA 16 of 2008-09, (iii) para 6.2 of CA 16 of 2008-09, (iv) para 6.3 of CA 16 of 2008-09 and (v) report No. 14 of 2008 (PA) have not been received from the Ministry/Department even for the first time. In respect of two paras Audit has given comments/observations but revised Action Taken Note is awaited from the Ministry/Department. ATNs on remaining six paras are under examination in Audit. These are— (i) para 9.1 of Report No. 5 of 1998 (ii) para 3.1 of Report No. 5 of 2002, (iii) para 1.1 of Report No. 5A of 2000, (iv) para 8.1 of Report No. 5 of 1999, (v) para 6.1 of Report No. 2 of 2007 (TA), and (vi) Stand alone Report No. 18 of 2006 (PA) (Entire Report).

7. The Ministry of Environment and Forests in a note furnished to the Sub-Committee have stated that ATNs in respect of all the audit paras barring Paras 12.8 to 12.21 of Report No. 1 of 2001 and Paras 8.9 to 8.17 of Report No. 1 of 2006 have been submitted to the Audit.

8. The Committee desired to know the reasons for pendency of Action Taken Notes in respect of the Audit paras/Reports pertaining to the Ministry of Environment and Forests. In their response, the Ministry in a note stated as under:

"Ministry of Environment and Forests has always given priority to submission of replies to C&AG's Audit Paras. Delay in obtaining information of Audit Paras from various organizations of the Ministry, the State Governments concerned to which grants are released and delay in vetting/comments by the office of the Principal Directors of Audit, Scientific Departments and Director General of Audit, Central Revenues are some of the reasons for pendency. It is also pertinent to mention here that there was lack of understanding of appropriate procedure by the concerned Divisions. Some of them were under the impression that if the reply duly vetted by Audit has been dropped Local Audit Officer would be dropped automatically by the office of the C&AG's. Some of the instances are reproduced below:

(i) Paras No. 8.1 of Report No. 5 of 1999:

The para was prepared by the Local Audit Party during its inspection in the year 1996. Reply was submitted on 14.02.1997 and 22.06.1998. In the year 1999 Para was included in the CAG's report for Scientific Departments. On the basis of Reply submitted on 31.01.2000 para was dropped by the Local Audit Office and the Division took it as dropped from the C&AG's report.

(ii) Report No. 18 of 2006:

On 04.12.2006 an advance copy of the reply was sent to the Lok Sabha Secretariat (PAC Branch) and subsequently on receipt of the Vetted questionnaire from the

C&AG's office, the reply was submitted to the Lok Sabha Secretariat on 20.03.2007 in English & Hindi versions. It was presumed that by submitting the vetted questionnaire to Lok Sabha Secretariat (PAC Branch), the para has been settled".

9. The Committee desired to know as to what mechanism the Ministry have devised or propose to devise to ensure that the Action Taken Notes are submitted within the stipulated time of four months. In response, the Ministry in a note stated as under:

"We have analyzed the difficulties encountered in timely submission of Action Taken Notes and on that basis outlined the Action Plan to avoid any delay in the future. The main components of this are:—

- (i) Sensitize all the officials in the Ministry about the paramount importance to be attached to the expeditious setting of Audit Paras. It has been noted in the past that even though prompt action had been taken on the Audit Paras, still due to lack of awareness about the proper procedure to be followed; the format for submitting Action Taken Notes and the need to follow up and ascertain the view taken by the Principal Director of Audit, the remedial action taken could not be placed before the Sub-Committee. It is, therefore, proposed that the Budget & Accounts Division of the Ministry will prepare detailed instructions outlining step by step action to be taken by the Division concerned to settle the Audit Para. The procedure will also be explained to the officers in a meeting to remove any doubts.
- (ii) It is proposed that the outstanding Paras will be reviewed in the first meeting of the Senior Officers every month.
- (iii) If there is any delay on the part of the subordinate and autonomous institutions/boards/authorities of the Ministry in furnishing the material to formulate the ATNs, then the concerned agency would be summoned together with the reply so that no further delay takes place in furnishing the ATNs to the Audit.
- (iv) The Divisional Heads would be charged with the responsibility to follow up with Internal Finance, Principal Director of Audit etc. to ensure that the vetting of the reply is quickly done and if any additional information is sought for that is also provided in a timely manner.
- (v) Any willful delay on the part of the officers will be dealt with strictly.

As regards the difficulties encountered and anticipated, it is submitted that sometimes, the reply from the Ministry is dependent on furnishing of all the details by the State Governments or an agency coming under the administrative control of some other Ministry in the Government of India. Delay in response from such agencies will naturally have an adverse impact on the time schedule drawn up by the Ministry for submission of ATNs. This would be a major challenge. However, it is proposed that frequent telephonic contact and if necessary, convening of meetings with the officials concerned would help in eliciting timely response from them".

10. On being asked whether any responsibility has been fixed for not furnishing remedial Action Taken Notes on the pending audit paragraphs, the Ministry in their post evidence reply stated as under:

"A combination of circumstances have resulted in delays in the past. first of all, there was a lack of understanding about the proper procedures to be followed and sometimes the officers were under the wrong impression that a particular Para has been settled. In Many other cases, even though, the remedial action had been taken on the audit para, it was not submitted in the proper format after completing the due procedures and, therefore, the Para could not be taken as 'settled'. Similarly, in some other cases, the delays occurred at various levels. Officers are now being sensitized and it is assured that willful delay in future will certainly be dealt with very severely. However, as for the past, it is submitted that no disciplinary action had been taken".

11. When asked about the time-frame by which the pending Action Taken Notes would be submitted to the Committee, the Ministry in a note stated that all the pending ATNs will be submitted to Director of Audit for vetting by 31.01.2010, However, in a subsequent note the Ministry stated that the Action Taken Notes will be submitted to Audit by 10th March, 2010.

III. Conservation and Protection of Tigers in Tiger Reserves

[Report No. 18 of 2006—Performance Audit]

12. As it was imperative to protect tigers, Government of India initiated several measures for conservation and protection of the species. Significant among these were Project Tiger, a centrally sponsored scheme launched in April 1973. The main activities of Project Tiger include wildlife management, protection measures, and specific ecodevelopment activities. Twenty eight Tiger Reserves were created in 17 states between 1973-74 and 1999-2000. The Project Tiger Directorate (PTD) [now National Tiger Conservation Authority (NTCA)] in the Ministry of Environment and Forests (MoEF) at New Delhi is responsible for providing technical guidance, budgetary support, coordination, monitoring, and evaluation of Project Tiger while the management and implementation of the Project rests with the State Governments concerned.

13. As per the information furnished by the Ministry during the Xth Plan period they had taken a decision to create eight new tiger reserves under the Project Tiger, in Sahyadri in Maharastra, Pilibhit in Uttar Pradesh, Ratapani in Madhya Pradesh and Sunabeda in Orissa. Presently, Project Tiger is being implemented in 38 Tiger reserves falling in 17 States.

IV. Audit Review

14. The performance Audit of "Conservation and Protection of Tigers in Tiger Reserves" was carried out during 2005-06 through test check of records of various organizations viz. (i) Project Tiger Directorate, Ministry of Environment and Forests, (ii) Wildlife Division of the Ministry of Environment and Forests, (iii) Offices of the Regional Deputy Director of Wildlife Preservation, Ministry of Environment and Forests

at New Delhi, Kolkata, Mumbai and Chennai, (iv) Offices of the Field Directors and their subordinate offices in 24 selected Tiger Reserves, (v) Offices of PCCFs, Wildlife/Chief Wildlife Warden of 17 State Governments and Wildlife Institute of India, Dehradun.

15. The fundamental objectives of the performance audit were to assess whether:

- * the efforts made by the Government in conservation and protection of tigers has ensured a viable population of tigers in India;
- * the planning for conservation and protection was adequate and the resources were allocated as per the identified needs and approved prioritization of various activities of the Tiger Reserves;
- * the targets set in the plan documents were achieved through judicious utilisation of resources; and
- * the steps taken to reduce the biotic disturbance from the tiger habitats caused by human settlements and other land uses were effective;

16. The Important findings of the Performance Audit Review are as under:

- * Cases of understaffing at the level of Tiger Reserves were noticed. The personnel actually employed were also found to be overaged, undertrained and underequipped in many cases. The intelligence and communication network at the Reserves level was also weak. All these led to many instances of poaching of tigers.
- * Deficiencies were noticed in relocation of the people living within the Tigers Reserves which is inevitable to ease the biotic pressure on the tiger population. Endeavours in this regard failed because of demure scarcity of resources.
- * The actual area of most of the tiger reserve was less than the prescribed area which forsooth, not conducive for conservation, protection and sustenance of a viable tiger population. Besides the boundaries of many of the tiger reserves had not been demarcated nor the areas falling within the tiger reserve notified legally; and
- * There were many cases where the State Government did not release their share of funds. Cases of diversion of Central funds for other purposes were also noticed.

V. Funding Pattern

17. Project Tiger was launched in 1973 with 100 per cent Central Assistance. From the VI Five Year Plan (1980-81 to 1984-85) onwards recurring expenditure was shared by Central and States in equal proportion. However, the Centre continued to meet 100 per cent of the non-recurring expenses. The Central Government also meets the entire cost of Project Allowance introduced during the IX Plan to the staff working in the Tiger Reserves as well as the entire cost of relocation of families from the Tiger Reserves. A provision of Rs. 150 crore was made for Project Tiger in the X Plan. During XI Plan Government had provided Rs. 640 crore for Tiger Projects. Central Government had provided Rs. 237.75 crore as financial assistance to the Tiger Reserves till 31 March

2005 since the commencement of the project in 1973.

18. Audit found divergences in the fund allocation across Tiger Reserves against the area covered and the number of tigers. The funds released for different Tiger Reserves could not be correlated to the areas of the Tiger Reserves or the tiger population. During the period 1997—2005, the average funds released per sq. kilometre of Tiger Reserve area amounted to Rs. 5560 but the amount actually released varied from Rs. 25,968 per sq. km in respect of Panna to only Rs. 640 sq. km to Nagarjunsagar. Similarly, the average allocation per tiger during the period 1997—2005 was Rs. 1.33 lakh but the amount actually allocated varied from Rs. 10.99 lakh in case of Dampa to Rs. 0.94 lakh in case of Melghat.

19. The PTD in reply state that the fund release was site specific and could not be correlated with the area of the Tiger Reserves and the population of the tigers in a reserve. However, it added that action has been initiated for categorising the Tiger Reserves under four categories *viz.* (i) established Tiger Reserves without any major problems, (ii) problematic old reserves, (iii) upcoming reserves not consolidated and (iv) new reserves. According to the PTD, prioritisation of various activities for providing funds under recurring and non-recurring heads would be taken up in a rational manner in the coming years.

20. Audit scrutiny revealed that, as of March 2005, out of Rs. 87.11 crore released to 28 Tiger Reserves during the period 2002—05, Rs. 77.53 crore was utilized. In Karnataka, Maharashtra and Madhya Pradesh against liberal Central Assistance of Rs. 10.45 crore, Rs. 11.06 crore and Rs. 25 crore respectively, only Rs. 8.16 crore, Rs. 4.13 crore and Rs. 19.50 crore were utilised during the period 2002—05. PTD in reply stated that the poor utilization of Central Assistance was due to late release of central funds by States to field formations.

21. In a subsequent reply the PTD informed that the unspent central assistance was adjusted in subsequent releases or revalidated and as of March 2006 no huge unspent Central Assistance under the Project Tiger and left with States.

22. As per the funding pattern of Project Tiger, the recurring expenditure was to be shared by the States and the Central Government in equal proportion. However, a test check in Audit revealed that in Valmiki Tiger Reserve, Bihar as against the State share of Rs. 1.13 crore, Rs. 80.85 lakh only was made available by the State Government during 2000—05. The short release of matching contribution thus worked out to more than 28 per cent. This depicts low commitment of the State in conservation measures in the Tiger Reserve.

23. When asked about the arrangements made for release of funds by the Central Government to the State Governments after the creation of the National Tiger Conservation Authority (NTCA), and the details of the fund released so far and utilization/underutilization of the same by the State Governments, the Ministry in a written reply have stated as under:

"Based on the amendments made to the Wildlife (Protection) Act, 1972 in 2006, *vis-a-vis* the Tiger Task Force recommendations, enabling provisions (section

38X) have been made in the said Act for establishing reserve specific Tiger Conservation Foundation, which, *inter alia*, can receive funding support. Detailed guidelines have been notified in this regard and communicated to States. So far, out of 38 tiger reserves, only 21 tiger reserves have established the Tiger Conservation Foundation. However, due authorization to such Foundations for receiving central assistance under Project Tiger is awaited from the concerned States. Letters have been addressed to respective Chief Ministers in this regard from the Minister for Environment and Forests for the needful. Meanwhile central assistance under the Centrally Sponsored Scheme of Project Tiger is provided to States through the Reserve Bank of India for tiger conservation in respective tiger reserves, as done in the past".

24. The Committee desired to know about the mechanism for proper monitoring of the expenditure that the states are incurring. In response, the member Secretary, NTCA, during the evidence held on 27.11.2009 stated that besides the state machinery's due diligence, we have an independent group of expert and based on the International Union for conservation of Nature and Natural Resources (IUCN) criterion adapted to our condition. We have taken out 45 parameters. So, these 45 parameters are used. They assess everything right from fund flow to utilization. Then this is given to IUCN itself for peer review. IUCN points out certain pluses and certain minuses. Then the report and peer review are placed in both Houses of Parliament.

VI. Biotic Pressure

25. Tiger population breeds well and grows rapidly in habitats without incompatible human uses. They cannot co-exist with people particularly in a situation where both human impacts and live stock grazing is continuously on the increase. The long-term survival of the tiger, therefore, depends on how secure and inviolate are the Protected Areas they live in. Expert international advisers had suggested in 1972 that the best method of protection of the tiger was to have a large areas of at least 2000 km. with a similar contiguous area to ensure a viable population of about 300 tigers in each such area. Considering the difficulty to locate such a large area in the Indian context, Special Task Force decided in 1972 to create Tiger Reserves with an average area of 1500 km. with at least 300 km. as core area. Thus, for management purposes, each Tiger Reserve is broadly divided into two parts namely core and buffer. In the core area, forestry operations, collection of forest produce, grazing, human settlement and other human disturbances are not allowed. In the buffer zone, strictly controlled wildlife oriented forestry operations and grazing are allowed.

26. According to the Ministry of Environment and Forests, an area of 29284.76 sq. km. has been notified by 15 Tiger States (out of 17) as core or critical tiger habitat under section 38 V of the Wildlife (Protection) Act, 1972, as amended in 2006. These are Andhra Pradesh, Arunachal Pradesh, Assam, Chhattisgarh, Jharkhand, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Mizoram, Orissa, Rajasthan, Tamil Nadu, Uttarakhand, and West Bengal. Two tiger States (Bihar and Uttar Pradesh) have taken a decision for notifying the core or critical tiger habitats (2765.04 sq. km.). The State of Madhya Pradesh has not identified/notified the core/critical tiger habitat in its newly constituted tiger reserve (Sanjay National Park and Sanjay Dubri Wildlife

Sanctuary).

VII. Relocation of Families Residing in Tiger Reserves

27. One of the main thrusts of Project Tiger is protection and mitigation of negative human impacts for comprehensive revival of natural ecosystems in the Tiger Reserves and to create favourable atmosphere to increase the tiger population. Hence, to a great extent, the success of the Project Tiger depends on the relocation of persons living in the core and the buffer areas of the Tiger Reserves.

28. As per the records in Project Tiger Directorate (PTD) there are 1487 villages with 64,951 families living in the core and buffer areas in 26 out of the 28 Tiger Reserves as of July 2005. The distribution of villages and families in the Tiger Reserves since their creation reflects the increasing encroachment of the Tiger Reserves and the ineffectiveness of the efforts to keep them encroachment free by moving out the families. Out of the families residing in the Tiger Reserves 17,650 families were in the core area and the remaining 47,301 families were in the buffer zone.

29. Audit found shortcomings in the relocation efforts of the States. The Ministry of Environment and Forests (MoEF) released Rs. 21.89 lakh in 1989-90 for the relocation of families at Bandhavgarh Tiger Reserve. The entire fund was kept in civil deposits and not utilised for the stated purpose. In Maharashtra, Rs. 4 crore released by MoEF in 2002-03 for the relocation of families from Tadoba-Andhari Tiger Reserve remained unutilized. Relocation from Kalakad Tiger Reserve was not taken up by the Tamil Nadu Government despite payment of Rs. 55 lakh in March, 1992 to the Collector and allotment of alternative site in 2004. Similarly, out of Rs. 1 crore released by MoEF in March 2003 for the relocation of families from Corbett Tiger Reserve, Uttaranchal Government kept Rs. 95 lakh under forest deposit while rehabilitation programme were included in the APOs of Corbett Tiger Reserve during 2000—05. In the Simlipal Tiger Reserve, relocation of the families had not succeeded, as the alternate site offered was not suitable for irrigation.

30. The Committee enquired about the amount of money required for relocation of people and where from they are going to generate this amount and also the time anticipated to address this core issue of resettlement of people elsewhere. In response, the Member Secretary, NTCA during briefing stated as under:—

"Now the number of families, which reside in the co-critical tiger habitat is around 80,000. The people who qualify as family, their children are growing up in the villages. So, we have an idea of the landscapes of the areas where they need to be relocated based on the recent All India Tiger Estimation, which was done in collaboration of the Wildlife Institute of India. We need Rs. 8 crore. We have requested the Planning Commission but the allocation is not forthcoming. And, this is an issue. If this gets delayed further, the source areas would be in trouble. We would not be in a position to make the areas inviolate which need to be inviolate. This is a big challenge before us. If we get this allocation of Rs. 8,000 crore, we will be in a position to relocate these families within two Plan periods".

31. The witness added:

"We may go in for a special project Donor Driven Project and link this to the

benefits which will accrue to the Community because of not cutting trees. Regional Deputy Director (RDD) and so many things are there. If, we link that in away we can solve it. We need Rs. 8,000 crore. We can go in for the Project and address the fringe issues. That is one way how we can get the money".

32. However, during the further evidence on the subject held on 5th March, 2010, the Member-Secretary, NTCA, clarified the number of families to be relocated as under:

"Based on the discussions with the Chairman and Hon'ble Members, we along with the Wildlife Institute of India Scientist reworked the whole proposal. So, based on 2008 tiger estimation in the GIS domain we have identified 46,000 odd families".

33. On being asked about the utilization of amount of Rs. 100 crore released this year and another Rs. 100 crore released last year for rehabilitating the people elsewhere, the Member Secretary during briefing stated as under:

"They gave it to two or three States like Rajasthan. They have relocated Bangani Village from Sariska. This year they have given to Ranthambor. The process is on. We gave to one more reserve in Madhya Pradesh. The process is on where we have given the money".

34. Asked about the status of relocation of people from Tiger Reserves post 2008 when the compensation for relocation was increased from Rs. 1 lakh to Rs. 10 lakh per family, the Ministry of Environment and Forests in their post evidence reply have stated as under:

"Since the inception of Project Tiger in the early 1970s till June, 2005, a total of 80 villages (2904 families) have been relocated from different tiger reserves. An amount of Rs. 17 crores was provided to Madhya Pradesh, Rajasthan, Maharashtra, Orissa and Karnataka during the period 2002-03 to 2006-08 for relocation of 2123 families from 9 tiger reserves. During the XIth Plan period, under the enhanced package, an amount of Rs. 236.79 crores has been provided to States towards resettlement/acquisition of rights of 7782 families. The process is ongoing. Consequent to the enhancement of the relocation package from Rs. One lakh per family, most of the tiger States are keen to undertake relocation of human settlements from the core critical tiger habitats of tiger reserves. Proposals amounting to Rs. 302.45 crores have already been received in this regard".

35. The Committee have come to learn that some indigenous or tribal people in some States have learnt to live with wild life and tigers also live along with human being in wild areas. The Committee asked whether it would be appropriate to remove such people from the core area and spend huge amounts of money to settle them elsewhere. In response, the Member Secretary NTCA during evidence stated as under:

"At least 800-1000 sq. km. of inviolate core is required for the tiger to complete its life cycle in a proper manner. So, 20 breeding tigers constitute a viable population and 20 breeding tigresses need something like 800-1000 sq. km. of inviolate area. The coexistence is fostered in the peripheral area, we have an exclusive agenda in the core area and an inclusive agenda in the buffer area. In the core area, there

is hardly any scope for coexistence because we cannot do any developmental work for the people. They suffer from malaria, they suffer from lack of any basic amenities. So, if we want to develop them in a sustainable manner, we have to at least put them in the buffer area and give them a better deal with livelihood options".

VIII. Protection of Tigers

36. As per the data available at Project Tiger Directorate out of 173 deaths of tigers during 1999-2004, 83 were due to poaching. Out of the remaining, 60 deaths were due to natural causes, 13 due to electrocution, 7 due to poisoning and 10 due to infighting. Thus, loss of tiger life due to poaching, poisoning and electrocution works out to 103, which accounts for more than 60 per cent of the tiger deaths. The accuracy of the data is doubtful, as an independent survey had reported 200 tiger deaths during the same period of which 121 were due to poaching. However, both statistics indicate that the tiger deaths due to poaching far outweigh deaths from natural causes. The independent survey further reported that an annual average poaching figure of 22 tigers over a period of 6 years was alarming. These figures indicate failure of PTD and the States to take adequate stringent measures for preservation of tiger.

37. Project Tiger Directorate (PTD) admitted in March 2006 that though it had issued detailed guidelines and instructions in June 2002 to the States for protection of tigers and wild animals, these were not implemented effectively and it was helpless in the enforcement of its own guidelines due to the absence of any statutory empowerment. PTD further stated that this situation is being remedied with the creation of National Tiger Conservation Authority with adequate statutory backing.

IX. Measures to Combat Poaching

38. Audit scrutiny revealed several cases of inaction in the face of tiger poaching in the Tiger Reserves over 2000-2005. The cases indicate lack of intelligence networking and monitoring failure at the field level. No special anti-poaching drive or any stringent action except to register the cases in the offence register was taken.

39. Audit scrutiny revealed that arms and ammunition which are required to combat poaching and illicit trade effectively were inadequate in 12 Tiger Reserves namely Namdapha, Indravati, Bandipur, Tadoba-Andhari, Melghat, Ranthambore, Sariska, Simlipal, Kanha, Bandhavgarh, Manas and Sunderbans. While arms were insufficient in some reserves, in others discrepancies/shortages in ammunition were noticed.

40. As per the National Wildlife Action Plan (2002-2016), the States should have adequately trained personnel to man all positions right from Park Director down to forest guards. However, Audit examination revealed that nine Tiger Reserves, namely, Manas, Periyar, Tadoba-Andhari, Pench (Maharashtra), Melghat, Kanha, Pench (Madhya Pradesh), Bandhavgarh and Panna Tiger Reserves did not provide training to their staff on regular/periodic basis. In Manas Tiger Reserve, the training imparted to staff was inadequate as it did not cover the areas of field craft, obstacle crossing and unarmed combat. The weapon training was limited to 315 rifles only. In Periyar Tiger Reserve, the system of pre-service training was not prevalent and only 27 forest guards out of 86 were imparted training during 2000-2005.

41. Enumerating the measures taken to initiate committed anti-poaching drives for ensuring a viable tiger population, the Ministry in note furnished to Committee have stated as under:—

- * Amending the Wildlife (Protection) Act, 1972 for constituting the Wildlife Crime Control Bureau, which is operational since June, 2007, while encompassing the existing regional offices and having additional posts for effective functioning, with the total sanctioned staff strength (all categories) amounting to 110.
- * Strengthening of antipoaching activities, including special strategy for monsoon patrolling, by providing funding support to Tiger Reserve States, as proposed by them, for deployment of antipoaching squads involving ex-army personnel/home guards, apart from workforce comprising of local people, in addition to strengthening of communication/wireless facilities.
- * Detailed guidelines have been issued for preparation of reserve specific Tiger Conservation Plan involving core, buffer and corridor areas.
- * A tripartite Memorandum of Understanding, linked to fund flows, has been executed with tiger States for better/concerted implementation of conservation inputs.
- * In collaboration with TRAFFIC-INDIA, action has been taken for an online wildlife crime data base, and Generic Guidelines for preparation of reserve specific Security Plan has been evolved.
- * Rapid assessment of tiger reserves has been done (13 good, 9 satisfactory and 16 poor).
- * All India meeting of Field Directors convened on 25 and 26 July, 2009 under the Chairmanship of the Minister of State (Independent Charge) for Environment and Forests for reviewing the status of field protection and related issues in tiger reserves.
- * Chief Ministers of tiger States addressed at the level of the Minister of State (Independent Charge) for Environment and Forests on urgent issues, viz. implementation of the tripartite MoU, creation of the Tiger Conservation Foundation, stepping up protection etc.
- * Steps taken for modernizing the infrastructure and field protection.
- * Report of the Special Investigation Team (SIT) constituted for looking into the local extinction of tiger in the Panna Tiger Reserve sent to the State (Madhya Pradesh) for the needful action.

42. Audit scrutiny further examination revealed that in case of Corbett, Kanha and Bandipur Tiger Reserves, though there existed 125, 172 and 31 patrolling chowkis, only 106, 148 and 47 forest guards were available. The patrolling camps in Kanha and Panna (Madhya Pradesh) were operated by unskilled labourers. Project Tiger Directorate admitted in March 2006 that the protection measures in the Tiger Reserves were adversely affected due to shortage of manpower and the situation has not

improved despite addressing the States at various levels. PTD further stated that the National Tiger Conservation Authority would address the issue by providing statutory provision in the Memorandum of Understanding with the project States.

43. The Committee desired to know the policy initiatives taken to ensure deployment of adequate patrolling staff and non-deployment of aged staff in frontline duties in Tiger Reserves. In response, the Ministry in a note stated as under:

"The policy initiatives announced by the Finance Minister in his Budget Speech of 29.2.2008, *inter alia*, contains action points relating to tiger protection. Based on the one time grant of Rs. 50.00 crore provided to the National Tiger Conservation Authority (NTCA) for raising, arming and deploying a Special Tiger Protection Force, the proposal for the said force has been approved by the competent authority for 13 tiger reserves. Rs. 93 lakhs each has been released to Corbett, Ranthambhore & Dudhawa Tiger Reserve for creation of STPF during 2008-09. Central Assistance will be provided to States for creation of STPF in remaining 10 Tiger Reserves in 2009-10".

44. Expressing their concern over the extinction of tigers in certain areas because of poaching, disease etc. the Committee enquired whether the Ministry is going to adopt those forest areas so as to develop tiger population and whether ecological effect has anything to do with the extinction of tiger in those areas. To this, the Ministry in their post evidence reply stated that Tiger reintroduction through translocation has been done at Sariska and Panna Tiger Reserves where tigers became locally extinct. Such local extinctions are due to poaching/poisoning rather than any ecological causative factors.

45. When asked about the Maoist (naxalite) problem affecting the operations in the tigers reserves of Nagarjuna Sagar and SriSailam parts of Andhra Pradesh, Indravati in Chhattisgarh, Palamau in Jharkhand and also the core area of Simlipal of Orissa, the member Secretary, NTCA during evidence stated as under:

"7-8 of our reserves are faced by left-wing extremism, including Simlipal in Orissa, Indravati has been out of bounds for the last seven years. We have sent crack teams. We tried to go there. We could go only as far as Indravati is concerned up to Geetam. We could not go beyond that. Very recently we have sent a crack team of outside experts, outside of the Government system they have come out with a lot of good suggestion. Our minister has written to all the Chief Minister he has discussed with them individually and so, some action is emerging. But for places like Indravati and Palamau in Jharkhand it is going to be difficult, Indravati in particular".

X. Tiger Census and its Methodology

46. As per guidelines prescribed in June 2001 by the Ministry of Environment and Forests, tiger census was to be carried out annually. The guidelines were to be scrupulously followed for estimation of tigers and other prey species in all Tiger Reserves and reported to PTD latest by 30 June of the next year.

47. During the evidence held on 5th March, 2010, the Member Secretary, NTCA stated that as of February, 2008, the total number of tigers in the wild in the Country is 1411.

48. The Member Secretary added:

"it (tiger population) is increasing at the rate of 16.6 per cent or something and the depletion including poaching and other natural and unnatural mortality is 14.8 per cent. There is a very small increase of 2.6 per cent."

49. Audit found that the tiger estimation was not done annually in most of the Tiger Reserves. Audit further revealed regular decline in tiger population. Reasons for decrease in number of tigers were neither investigated nor analysed.

50. The Committee desired to know as to what methodology have been put in place to carry out census of tiger and how far the same can be regarded as fool proof methodology. In response, the Ministry in their post evidence reply stated as under:—

"The new methodology for estimating tiger population is based on determining spatial occupancy of tigers throughout potential tiger forests and sampling such forests using camera traps in a statistical frame-work. This assessment is not comparable to the earlier total count using pugmarks owing to several shortcomings in the latter. This methodology has been evolved by the Project Tiger Directorate (now the NTCA) in collaboration with the wildlife Institute of India through a pilot study and has been approved by the Tiger Task Force, besides review by external and internal peers. This is a fool proof technique which is reasonably accurate and dependable and the outcome is available in the GIS domain".

51. As regard the amount of money spent in a year on having tiger census the Ministry informed the Committee that the all India tiger estimation is conducted once in every four years. An amount of Rs. 11.60 crore was spent through the wildlife Institute of India and tiger States for the last tiger estimation using the refined methodology in 2006-07.

XI. Captive Breeding of Tigers

52. While underscoring the need to protect the tigers in the wild, the Committee asked whether the tigers can be bred in captivity and reintroduce them in the wild wherever they have become extinct. In response, the Member Secretary during evidence held on 27 November, 2009 stated as under:

".....Captive ones would not be able to predate and stock. That is the problem. It is because that is taught by the mother and that happens only in the wild conditions."

The Secretary, Ministry of Environment and Forests supplemented as under:

Sir, as regards these 1411 tigers we are looking at the wild. Without getting into the science, I would like to say that there is a qualitative difference between a tiger in the wild and the entire character of the tiger. The tiger as we want to see

it, it is that tiger which has the run of the wild, and the tiger which is in captivity, including those 5,000 tigers in the tiger farms of China, which we have been pressing China to disband. The way their system works, the way they eat and the way they run are quite different from what we see in the trait of the tiger with which we associate."

53. When asked about the steps taken to ensure tiger breeding in captivity and reintroduce them in their designated habitat, the Ministry in post evidence reply stated that:

"There is no attempt by the Ministry to breed tigers in captivity for reintroducing them in their designated habitat. Tigers bred in captivity cannot be reintroduced in the wild for want of the innate predatory/stalking habits in such animals, leading to their elimination on account of man-tiger conflicts. Tigers breed very well in captivity and the Indian Zoos have the technical expertise to foster such breeding".

PART - II

OBSERVATIONS / RECOMMENDATIONS

1. The Committee's examination of the subject has revealed that as of 28th February, 2010 remedial/corrective Action Taken Notes on a total number of 3450 Audit Paragraphs were pending with various Ministries/Departments. Out of these 12 Paragraphs relate to the Ministry of Environment and Forests. The scrutiny of the pending Action Taken Notes of the Ministry revealed that in respect of 5 Audit Paras Action Taken Notes were not received in the Audit even for the first time. In regard to one Audit para though Audit had given their comments the revised reply is awaited from the Ministry. Action Taken Notes in respect of five paras are under examination in the Audit. The Committee express their displeasure over the inordinate delays in furnishing the Action Taken Notes by the Ministry. The Committee are not inclined to accept the plea taken by the Ministry that the delays in furnishing Action Taken Notes were due to delay in vetting by the Office of C&AG. Though, it is understandable that in certain cases there may be delays from the side of the Audit, nevertheless it is not correct to make such a sweeping statement and put the blame on the Audit. The Ministry's statement does not hold water for the simple reason that in respect of five paras, ATN were not furnished to Audit even for the first time. The Committee, urge upon the Ministry of Environment and Forests to streamline their procedures and strengthen their monitoring system with a view to ensuring that the remedial/corrective Action Taken Notes on Audit Paras are invariably submitted within the prescribed time-frame. The Committee further desire that responsibility should be fixed, for the inordinate delays in the submission of Action Taken Notes on the Audit Paras. The Committee express the hope that the remedial/corrective Action Taken Notes on the pending Audit Paras are obtained from the Nodal Officers expeditiously and furnished to the Committee, duly vetted by Audit, within a month from the presentation of this Report.

2. "Project Tiger" was launched by the Government of India as a Centrally sponsored Scheme in April 1973 to protect tigers and to ensure a viable population of tigers in India. Under the Scheme, 28 Tiger Reserves were created in 17 States between 1973-74 and 1999-2000. Presently, "Project Tiger" is being implemented in 38 Tiger Reserves falling in 17 States. The Committee's examination of this Project revealed several deficiencies in its implementation. The Ministry's figure relating to extant population of tigers in wild cannot be said to be reliable and verifiable as census is not conducted annually in many Tiger Reserves, besides census data is not up to date. 15 out of the 28 Tiger Reserves created had area less than half the prescribed area which is not conducive for conservation, protection and sustenance of a viable tiger population. Efforts for relocation of the people living within the Tiger Reserves as well as removal and prevention of encroachment which is essential to ease the biotic pressure on the tiger population did not succeed primarily because of

lack of resources. Against the requirement of around Rs. 11000 crore to relocate 64951 families living within the Tiger Reserves, the allocation in the Tenth Five Year Plan was a meagre Rs. 10.50 crore. The implementation of the Project Tiger was severely hampered by understaffing at the level of Tiger Reserves and the personnel actually employed were also found to be overaged, undertrained and underequipped in many cases. The intelligence and communication network at the Tiger Reserves level was also found to be inadequate and the steps for protection of tigers in the Tiger Reserves were weak in the absence of measures to combat poaching, lack of adequate arms and ammunition, deficiencies in creation of strike force, poor intelligence gathering and inadequate patrolling camps etc. As a result, poaching of tigers continued and touched an annual level of 22 over a period of six years. The Committee's examination of some of these deficiencies and their findings are dealt with at length in the succeeding paragraphs.

3. Mitigation of negative human impacts is quite essential for revival of natural habitat and eco systems in Tiger Reserves. The success of Project Tiger, therefore, to a great extent, depends on the relocation of persons living in the core and buffer area of the Tiger Reserves. During evidence held on 23.2.2010 the Member—Secretary, National Tiger Conservation Authority has informed the Committee that 80,000 families are residing in the core/buffer tiger habitats of 26 Tiger Reserves and the relocation of these families would require Rs. 8000 crore. However, during further evidence on the subject held on 5.3.2010 the witness clarified that the Ministry of Environment and Forests/NTCA have identified 46,000 odd families, which are to be relocated. This clearly indicates that there is no clarity on the part of Ministry/NTCA with regard to the exact number of families that are required to be relocated as well as the amount required for their relocation. Obviously, due diligence has not been carried out by the Ministry/NTCA in this regard, which is anything but regrettable. The Committee expect the Ministry of Environment and Forests to arrive at the correct figure relating to the number of families that are to be relocated as well as the amount needed for their relocation/rehabilitation and the most effective/practical manner thereof, in consultation with the concerned State Governments and other agencies. The Ministry informed that since inception of Project Tiger till June 2005, a total of 80 villages (2904 families) have been relocated from different Tiger Reserves. An amount of Rs. 17 crores was provided to Madhya Pradesh, Rajasthan, Maharashtra, Orissa and Karnataka during the period 2002-03 to 2006-08 for relocation of 2123 families from 9 Tiger Reserves. During the XIth Plan, under the enhanced package, an amount of Rs. 236.79 crores has been provided to States towards resettlement/acquisition of rights of 7782 families. Proposals amounting to Rs. 302.45 crores have already been received in this regard. The Committee regret to note that the relocation of families is going on at a snail's pace and at this rate it will take more than a decade to relocate all the families from the core/buffer areas. The Committee feel that the Planning Commission may be unable to grant Rs. 8000 crore in one go in which case the target of relocation of families would be like chasing a mirage. The Ministry however, expressed the optimism that they would be able to generate the resources for relocation by undertaking a special project i.e. Donor Driven Project and link this to the benefits which will accrue to the community by not cutting trees.

The Committee are of the considered view that the Ministry of Environment and Forests ought to be realistic and pragmatic and work out a credible financial package for relocation of families which could be spread over a period of five years. The Committee would like to be apprised of the progress made by the Ministry in this regard within three months from the presentation of this Report to the Parliament. The Committee also recommend that Government should lay down a clear-cut agenda for co-existence by addressing the needs of the people sharing habitat with tigers and at the same time ensuring that eco-sensitive areas are protected from human disturbances, without diluting the conservation efforts. The Committee further recommend that Government should ensure that villagers/tribals are involved in the task of protecting tigers.

4. The Committee are constrained to note that there is a severe shortage of forest guards for protecting the tigers from poachers. Most of the guards are stated to be very old, unfit and not properly equipped. The Committee recommend that Ministry should come out with a comprehensive proposal for deploying the guards at places and for the activities where they can be suitably utilized. The Committee also recommend that for effective patrolling of the reserves, the number of camps/chowkis and forest guards and foresters in the camp should be augmented. The staff deployed should be physically fit, capable of carrying out patrolling duties and adequately trained. Vulnerable exit points should invariably be covered by the Regional Deputy Directors (RDDs). Further, the co-ordination among the various agencies involved in control of illegal wildlife trade also needs to be improved.

5. The Committee note with concern that census was not conducted annually in most of the Tiger Reserves and it was also not upto date. In the 15 Tiger Reserves created up to 1984, the total number of tigers increased from 1121 in 1984 to 1141 in 2001-02. Stagnation in their population indicates the ineffectiveness of the measures taken, if any, under the Project Tiger to attain a viable tiger population. During the same period, the overall tiger population in the country declined from 3623 to 2906. Further, the census of tigers was generally carried out by counting pugmarks which is not considered to be a fool proof method. In this regard, the Ministry have informed the Committee that National Tiger Conservation Authority (NTCA) in collaboration with Wildlife Institute of India has evolved a new methodology for estimating tiger population based on determining spatial occupancy of tiger throughout potential tiger forests and sampling such forests using camera traps in a statistical framework. This methodology has been approved by Tiger Task Force. The Committee hope that with the adoption of this new methodology, the figures related to tiger population would be reliable and accurate. The Committee would like to be apprised of the outcome of the new methodology evolved by NTCA.

6. The Committee note that India has 60 per cent population of its tiger living in the wild forests. Unlike China, USA, France and Russia where tigers are breed in captivity there is no such captive breeding of tigers in the country. According to the Ministry of Environment and Forests tigers breed in captivity look different and behave differently from those in the wild. Notwithstanding the difference in the characteristics of the tiger that are breed in captivity and that are born in the wild, the

Committee are of the considered view that in light of the fast dwindling of tiger population in tiger reserves, the NTCA may explore launching a National Tiger Breeding Programme and reintroduce these tigers in designated habitats.

7. The Committee believes that many informed commentators have, in the columns of the press and in different journals suggested various steps to achieve the objectives of 'Project Tiger'. The suggested measures need to be carefully factored in and where possible included in the action programme by the Government to achieve the mandate of 'Project Tiger'. The Project's success is critical to larger environmental concerns and all steps should be taken to address the gaps and deficiencies witnessed thus far in the implementation and/or conceptualization of 'Project Tiger'.

NEW DELHI;
26 April, 2010
6 Vaisakha 1932 (Saka)

GOPINATH MUNDE,
Chairman,
Public Accounts Committee.

APPENDIX I

MINUTES TO THE THIRD SITTING OF THE SUB-COMMITTEE-V OF THE PUBLIC ACCOUNTS COMMITTEE (2009-10) ON "NON-COMPLIANCE BY MINISTRIES/ DEPARTMENTS IN TIMELY SUBMISSION OF REPLIES TO THE AUDIT PARAGRAPHS OF C&AG OF INDIA HELD ON 27TH NOVEMBER, 2009

The Sub-Committee-V of the Public Accounts Committee sat on Friday, the 27th November, 2009 from 1800 hrs. to 1920 hrs. in Room No. '139', Parliament House Annexe, New Delhi.

PRESENT

Shri Ashwani Kumar — *Convenor*

Lok Sabha

2. Shri Bhartruhari Mahtab
3. Shri Naveen Jindal

SECRETARIAT

1. Shri Raj Shekhar Sharma — *Director*
2. Shri Sanjeev Sharma — *Deputy Secretary*

REPRESENTATIVES OF THE OFFICE OF THE COMPTROLLER AND AUDITOR GENERAL OF INDIA

1. Shri P.K. Kataria — Pr. Director (Report Central)
2. Shri Raj Vishwanathan — Pr. Director of Audit (Scientific Department)

REPRESENTATIVES OF THE MINISTRY OF ENVIRONMENT AND FORESTS

1. Shri Vijai Sharma — Secretary, Ministry of Environment and Forests
2. Shri Saurabh Chandra — Additional Secretary & Financial Adviser
3. Shri M.B. Lal — Additional Director General (Wild Life)
4. Dr. P.B. Gangopadhyay — Additional Director General (Forests)
5. Dr. Rajesh Gopal — Member Secretary (National Tiger Conservation Authority)
6. Shri A.K. Goyal — Joint Secretary, (Administration)

2. At the outset, the Convenor, Sub-Committee-V of the Public Accounts Committee, Hon'ble Ashwani Kumar welcomed the representatives of the Office of the C&AG of India to the sitting of the Sub-Committee. Thereafter, the Audit Officers and the Secretariat briefed the Sub-Committee on the various issues concerning the subject on

"Non-Compliance by Ministries/Departments in timely submission of replies to the Audit Paragraphs of C&AG of India."

3. The Convenor then informed the Members that the sitting has been convened for taking oral evidence of the representatives of the Ministry of Environment and Forests on the subject relating to "Non-Compliance by Ministries/Departments in timely submission of replies to the Audit Paragraphs of C&AG of India". The Convenor also informed the Members that the meeting will proceed with a discussion on "Conservation and Protection of Tigers in Tiger Reserves under the Ministry of Environment and Forests" as contained Audit Report No. PA 8 of 2006.

4. Thereafter, the representatives of the Ministry of Environment and Forests were called in and the convenor welcomed them to the sitting of the Sub-Committee. The representatives then, briefed the Sub-Committee on the initiatives taken by their Ministry in timely submission of replies to the Audit Paragraphs of C&AG. The briefing was preceeded by power point presentation on the conservation and protection of tigers. They also, *inter-alia*, threw light on the current status of pending paras in their Ministry. The representatives also explained on the various issues and concerns raised by the Sub-Committee. To certain queries, which the representatives of the Ministry could not give immediate clarification or explanation, the Sub-Committee directed the representatives to furnish written information/replies at the earliest with a view to timely finalisation of the Report on the subject.

5. The Convenor thanked the representatives of the Ministry of Environment and Forests for appearing before the Sub-Committee and for furnishing information that the Sub-Committee desired in connection with the examination of the subject.

The witnesses, then withdrew.

A copy of the verbatim proceedings has been kept on record.

The Sub-Committee then adjourned.

APPENDIX II

MINUTES OF THE SEVENTH SITTING OF THE SUB-COMMITTEE-V OF THE PUBLIC ACCOUNTS COMMITTEE (2009-10) ON "NON-COMPLIANCE BY MINISTRIES/DEPARTMENTS IN TIMELY SUBMISSION OF REPLIES TO THE AUDIT PARAGRAPHS OF C&AG OF INDIA HELD ON 23RD FEBRUARY, 2010

The Sub-Committee-V of the Public Accounts Committee sat on Tuesday, the 23rd February, 2010 from 1430 hrs. to 1610 hrs. in Committee Room No. 'C', Parliament House Annexe, New Delhi.

PRESENT

Shri Ashwani Kumar — *Convenor*

Lok Sabha

2. Shri Bhartruhari Mahtab

3. Shri Naveen Jindal

Rajya Sabha

Shri Prasanta Chatterjee

SECRETARIAT

1. Shri Raj Shekhar Sharma — *Director*

2. Shri Sanjeev Sharma — *Deputy Secretary*

REPRESENTATIVES OF THE OFFICE OF THE COMPTROLLER AND AUDITOR GENERAL OF INDIA

1. Shri Subir Mallick — Pr. Director (INDT)

2. Shri Anadi Mishra — Director (Customs)

3. Shri Raj G. Viswanathan — Pr. Director of Audit Scientific Deptt.

4. Ms. Nameta Prasad — Director (Report)

A. *** ***

B. *** ***

C. *** ***

D. REPRESENTATIVES OF THE MINISTRY OF ENVIRONMENT AND FORESTS

1. Dr. P.J. Dilip Kumar — DGF & SS

2. Shri J.M. Mauskar — Additional Secretary

3. Shri M.B. Lal — ADG(WL)

***Part not related to the report.

4. Shri P.B. Gangopadhyay	—	ADG(FC)
5. Shri Saurabh Chandra	—	AS&FA
6. Dr. Rajesh Gopal	—	MS(NTCA)
7. Dr. Rajneesh Dube	—	Joint Secretary
8. Shri A.K. Goyal	—	Joint Secretary
9. Shri S.P. Yadav	—	DIG
10. Shri Atul Chadha	—	DIG
11. Mrs. Renu C. Deshpande	—	CA
12. Shri N. Muruganandam	—	Director
13. Shri S.K. Agarwal	—	Director
14. Dr. Subba Rao	—	Director
15. Shri A.K. Johri	—	DIG
16. Shri M. Hota	—	Additional Director
17. Dr. B. Sikka	—	Director
18. Shri B.B. Barman	—	Additional Director

2. At the outset, the Convenor, Sub-Committee-V of the Public Accounts Committee, Hon'ble Ashwani Kumar welcomed the representatives of the Officers of the C&AG of India to the sitting of the Sub-Committee. Thereafter, the Audit Officers and the Secretariat briefed the Sub-Committee on the various issues concerning the subject on "Non-Compliance by Ministries/Departments in timely submission of replies to the Audit Paragraphs of C&AG of India".

3. The Convenor then informed the Members that the sitting has been convened for taking further oral evidence of the representatives of the (i) Ministry of Finance — Department of Revenue and the Ministry of Commerce and Industry (DGFT); (ii) Department of Space; and the (iii) Ministry of Environment and Forests on the subject relating to "Non-Compliance by Ministries/Departments in timely submission of replies to the Audit Paragraphs of C&AG of India" especially on those issues where select information were sought by the Committee in their earlier sitting held on 5th February, 2010.

4. The Convenor also informed the Members that the meeting will proceed with a discussion on (i) Para 2.2.1 of Audit Report CA 7 of 2008 relating to *"Incorrect Classification of Excisable Goods Resulting in Short Levy of Duty-Hair Oil"* and of Para 7.1 of Audit Report No. 10 of 1998 relating to *"Non-fulfilment of Export Obligation"*; (ii) Chapter II of Audit Report No. PA 2 of 2008 relating to *"Procurement of Stores and Inventory Control in Department of Space"* and (iii) Audit Report No. 18 of 2006 relating to *"Conservation and Protection of Tigers in Tiger Reserves"*

5. ***

*** Part not related to the report.

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8. Thereafter, the representatives of the Ministry of Environment and Forests were called in and the Convenor welcomed them to the sitting of the Sub-Committee. The representatives then, briefed the Sub-Committee on the initiatives taken by their Ministry after the last sitting with regard to timely submission of replies to the Audit Paragraphs of C&AG. They also, *inter-alia*, threw light on the current status of pending paras in their Ministry. The Committee asked the representatives of the Ministry of Environment and Forests to appear before the Committee again for further evidence at a later date.

9. The Convenor thanked the representatives of the Ministry of Environment and Forests for appearing before the Sub-Committee and for furnishing information that the Sub-Committee desired in connection with the examination of the subject.

The witnesses, then withdrew.

A copy of the verbatim proceeding has been kept on record.

The Sub-Committee then adjourned.

APPENDIX III

MINUTES OF THE EIGHTH SITTING OF THE SUB-COMMITTEE-V OF THE
PUBLIC ACCOUNTS COMMITTEE (2009-10) ON "NON-COMPLIANCE
BY MINISTRIES/DEPARTMENTS IN TIMELY SUBMISSION OF
REPLIES TO THE AUDIT PARAGRAPHS OF C&AG OF INDIA
HELD ON 5TH MARCH, 2010.

The Sub-Committee-V of the Public Accounts Committee sat on Friday, the 5th March, 2010 from 1500 hrs. to 1700 hrs. in Committee Room No. '139', Parliament House Annexe, New Delhi.

PRESENT

Shri Ashwani Kumar — *Convenor*

Lok Sabha

2. Shri Bhartruhari Mahtab
3. Shri Naveen Jindal

SECRETARIAT

1. Shri Raj Shekhar Sharma — *Director*
2. Shri Sanjeev Sharma — *Deputy Secretary*

REPRESENTATIVES OF THE OFFICE OF THE COMPTROLLER AND
AUDITOR GENERAL OF INDIA

1. Shri R.G. Viswanathan — Pr. Director of Audit (SD)
2. Ms. Nameeta Prasad — Director (Report)
3. Shri Raja Lakshmi R. — Director General, Railways
4. Shri P.K. Kataria — Pr. Director (Report Central)
5. Shri Subir Mallick — Pr. Director (INDT)
6. Ms. Rebecca Mathai — Pr. Director (DT)

A. REPRESENTATIVES OF THE MINISTRY OF ENVIRONMENT AND FORESTS

1. Shri Vijai Sharma — Secretary
2. Dr. P.J. Dilip Kumar — DGF & SS
3. Shri R.H. Khwaja — Special Secretary
4. Shri M.F. Farooqui — Additional Secretary
5. Shri P.B. Gangopadhyay — ADG (FC)

6. Shri M.B. Lal	—	ADG (WL)
7. Shri Saurabh Chandra	—	AS&FA
8. Shri A.K. Goyal	—	Joint Secretary
9. Shri Rajiv Gauba	—	Joint Secretary
10. Shri Rajesh Gopal	—	MS (NTCA)
11. Prof. S.P. Gautam	—	Chairman, CPCB
12. Shri Ansar Ahmed	—	IGF
13. Shri B.S. Bonal	—	Member Secretary (CZA)
14. Shri K.B. Thampi	—	IGF (NAEB)
15. Smt. Renu Desh Pandey	—	CA
16. Shri A.K. Johri	—	DIG
17. Shri A.R. Chadha	—	DIG
18. Shri Narain Dass	—	Deputy Secretary

B. ***

2. At the outset, the Convenor, Sub-Committee-V of the Public Accounts Committee, Hon'ble Ashwani Kumar welcomed the representatives of the Office of the C&AG of India to the sitting of the Sub-Committee. Thereafter, the Audit Officers and the Secretariat briefed the Sub-Committee on the various issues concerning the subject on "Non-Compliance by Ministries/Departments in timely submission of replies to the Audit Paragraphs of C&AG of India".

3. The Convenor then informed the Members that the sitting has been convened for taking further oral evidence of the representatives of the Ministry of Environment and Forests especially on those issues where select information were sought by the Committee in the last sitting. The Convenor also informed the members that the Ministry of Finance – Department of Expenditure has also been summoned today to take oral evidence on the subject relating to "Non-Compliance by Ministries/Departments in timely submission of replies to the Audit Paragraphs of C&AG of India".

4. The Convenor informed the Members that the meeting will proceed with a discussion on Audit Report No. 18 of 2006 relating to "*Conservation and Protection of Tigers in Tiger Reserves*" which will be followed by oral evidence of the Representatives of the Ministry of Finance—Department of Expenditure.

5. Thereafter, the representatives of the Ministry of Environment and Forests were called in and the Convenor welcomed them to the sitting of the Sub-Committee. The representatives then, briefed the Sub-Committee on the initiatives taken by their Ministry after the last sitting with regard to timely submission of replies to the Audit paragraphs of C&AG. They also, *inter-alia*, threw light on the current status of pending paras in

***Part not related to the report.

their Ministry. The representatives also explained on the various issues and concerns raised by the Sub-Committee with regard to Village Tree Plantation Project, Ganga Action Plan, Yamuna Action Plan etc.

The Convenor thanked the representatives of the Ministry of Environment and Forests for appearing before the Sub-Committee and furnishing the information that the Sub-Committee desired in connection with the examination of the subject.

The witnesses, then withdrew

6.	***	***	***
7.	***	***	***

A copy of the verbatim proceeding has been kept on record.

The Sub-Committee then adjourned.

APPENDIX IV

MINUTES OF THE ELEVENTH SITTING OF THE PUBLIC ACCOUNTS COMMITTEE (2009-10) HELD ON 26TH APRIL, 2010

The Committee sat on Monday, the 26th April, 2010 from 1530 hrs. to 1650 hrs. in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Gopinath Munde — *Chairman*

Lok Sabha

2. Shri Anandrao Vithoba Adsul
3. Shri Khagen Das
4. Shri Naveen Jindal
5. Shri Satpal Maharaj
6. Shri Bhartruhari Mahtab
7. Dr. K. Sambasiva Rao
8. Shri Yashwant Sinha
9. Shri Aruna Kumar Vundavalli

Rajya Sabha

10. Dr. K. Malaisamy
11. Shri N.K. Singh

SECRETARIAT

- | | | |
|----------------------------|---|----------------------------|
| 1. Shri Raj Shekhar Sharma | — | <i>Director</i> |
| 2. Shri M.K. Madhusudhan | — | <i>Additional Director</i> |
| 3. Shri D.R. Mohanty | — | <i>Under Secretary</i> |

REPRESENTATIVES OF THE OFFICE OF THE COMPTROLLER AND AUDITOR GENERAL OF INDIA

- | | | |
|----------------------|---|---|
| 1. Ms. Rekha Gupta | — | Dy. CAG Central (RC) |
| 2. Shri R.B. Sinha | — | Director General (Report Central) |
| 3. Ms. Usha Sankar | — | Director General (Autonomous Bodies) |
| 4. Shri Gautham Guha | — | Director General of Audit (Defence Services) |
| 5. Shri P.K. Kataria | — | Pr. Director of Audit, Report Central (RC) |
| 6. Shri K.R. Sriram | — | Pr. Director of Audit, Report Central
(Economic & Services Ministries) |

- | | | |
|----------------------------|---|--|
| 7. Shri R.G. Viswanathan | — | Pr. Director of Audit,
(Scientific Departments) |
| 8. Shri C.M. Sane | — | Principal Director of Audit
(Air Force & Navy) |
| 9. Shri H.K. Dharmadhekari | — | Pr. Director (State Report Audit) |
| 10. Shri Rajvir Singh | — | Accountant General (Audit) Delhi |
| 11. Ms. Divya Malhotra | — | Pr. Director of Audit (Railways) |

2. At the outset, the Chairman, PAC welcomed the Members of the Committee and the Audit Officers to the sitting of the Committee. The Chairman, then apprised the Committee that out of the eleven Draft Reports stated for consideration, eight have been finalized by Sub-Committee V. Thereafter, the Committee took up the following Draft Reports for consideration and adoption.

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|--|-----|-----|
| (i) *** | *** | *** |
| (ii) *** | *** | *** |
| (iii) *** | *** | *** |
| (iv) *** | *** | *** |
| (v) *** | *** | *** |
| (vi) *** | *** | *** |
| (vii) Draft Report on " Conservation and Protection of Tigers in Tiger Reserves "
(Ministry of Environment and Forests) based on C&AG Report No. 18 of 2006; | | |
| (viii) *** | *** | *** |
| (ix) *** | *** | *** |
| (x) *** | *** | *** |
| (xi) *** | *** | *** |

3. After some deliberations, the Committee adopted the above-mentioned Draft Reports with some modifications and authorized the Chairman to finalise these Reports in light of the suggestions made by the Members and the consequential changes arising out of the factual verification by the Audit and present the same to Parliament.

4. The Chairman thanked the Members for their cooperation and active participation in the Committee's deliberations. He also thanked the PAC Secretariat and the Audit Officers for the assistance rendered to the Committee in the examination of the subject and finalization of the Reports.

5. The Members of the Committee thanked the Chairman for his guidance in the smooth conduct of the meetings of the Committee.

The Committee then adjourned.

***Part not related to the report.