

**GOVERNMENT OF ANDHRA PRADESH  
FOREST DEPARTMENT**

Rc.No.5791/2010/P5,  
Dated:06-02-2010

O/o the Prl.Chief Conservator of Forests,  
Andhra Pradesh, "Aranya Bhavan  
Saifabad, Hyderabad – 500004.

**Sri C.Madhukar Raj, I.F.S.,  
Prl.Chief Conservator of Forests,  
(Head of Forest Force) (FAC).**

**CIRCULAR No.01/2010**

Sub: Preventive Vigilance – Certain Important Instructions issued- Reg.,

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Every one of us would appreciate that Preventive Vigilance i.e., preventing from committing irregularities is always better than from going in for a post-mortem afterwards i.e., after the irregularities are allowed to occur Based on the recent observations of certain issues the following instructions are issued for all the Field officers to be followed scrupulously.

1. **Ambiguity in the FSR:** It has been observed that there are a number of ambiguities in the FSR items, which would give room for misuse/misinterpretation in adopting the rate while carrying out the work.

The following examples would indicate the exploitation of Ambiguity in the FSR:-

- (a) Operations like Coppicing, Pruning and singling were grouped under one item in the FSR of VSP circle, which resulted in a serious Audit Para as the coppicing is to be done in advance operations and pruning or singling of coppice shoots is to be done during subsequent years. It was found that the estimates were sanctioned as though all the three operations were to be done simultaneously in the same year. And the expenditure was incurred accordingly.
- (b) In Warangal circle FSR, it was observed that under the item of "Improving Degraded Natural Forests" the operations to be taken up during advance operations i.e., year one were only given and there was no mention of any operations under this item during maintenance of work in subsequent years.
- (c) Another common mistake noticed in the FSR is that the quantity of the work of rate for Unit work, at times, has been mis-print with regard to figures/rates, which have resulted in booking of excess expenditure by lakhs of rupees by the Field officers. For example in Hyderabad zone FSR, of 2005-06, a rate for pitting of 0.3 m cube pit was printed as Rs.3.47 each, which was supposed to be Rs.1.27 only, this resulted in excess booking of Rs.8.35 lakhs in one division only.
- (d) In another instance, there was no watering rate provided in FSR of Guntur circle for clonal nursery when plants are in open nursery. This has resulted in

adopting pesticide spraying rate for coppiced stumps. Vigilance raised objection and Rs.7.35 lakhs was found to be irregular expenditure on this item.

- (e) In Visakhapatnam circle there was SMC rate for digging of trenches in FSR and in the preamble of the FSR, the PCCF Circular instructions for adopting only SSR rates for SMC works was also given. The V&E found FSR rates much higher than SSR rates and based on the PCCF Circular, it was ordered for recovery of Rs.64.00 Lakhs in Paderu division and about Rs.30.00 Lakhs in VSP Divn. This has happened only, because the Conservator of Forests did not bother to scrutinize the FSR properly and remove FSR rates for SMC works from the FSR.

Therefore, based on the above, all the CCFs/CFs and the DFOs are instructed to immediately scrutinize their FSRs and see that there are no ambiguities or mistakes, some of which are listed above. If in future any mischief is done in their Circles in terms of booking higher expenditure or carrying out work based on mistakes in FSR, the officers in-charge of the Circles i.e., CCFs/CFs and DFOs who are found sanctioning estimates with such wrong rates or due to ambiguity higher rates adopted etc., would be held responsible. After a lot of damage is done, there is no point in finding scapegoats, always among lower staff who have implemented the work. In such cases the subordinate officers who have no say in sanctioning of estimate shall not be held responsible.

## **2. Issuing of recovery orders on the Subordinate Officers:**

Recently it was observed that in one Social Forestry Division one Dy.Range Officer was found incurring excess/infructuous expenditure worth about Rs.12.5 lakhs. The then DFO or CF had issued recovery orders without following the due process of Law i.e., without issuing any Show-cause Notice or Charge sheet. The effected DRO after waiting for some time had gone to the Court and obtained stay on the recovery proceedings saying that the DFO has not followed the due procedure of Law before giving recovery orders. Now the end result is that the DRO has since retired from the service and now it is difficult to recover such huge amounts.

Therefore, all CCFs/CFs/DFOs are requested to see that the due procedure of Law is followed before inflicting any sort of recovery on anybody. Before hand they should issue Charge-sheet or at least Show Cause Notice for proposed recoveries. If they do not follow such procedures it would create suspicion that such a recovery orders were given knowing pretty well that the affected party would go to the Court or would appeal to the concerned authorities and finally recovery would be stalled. The Head Office would be forced to conclude that whenever they give recovery orders without due procedure of Law, they do not actually intend to punish the subordinate.

## **3. Sawmill Regulation Rules:**

Recently it is observed that in one Division in Khammam Circle, the licenses of two sawmills, though cancelled by the Divisional Forest Officer, in reality during the inspections by Vigilance parties, were found to be functioning, even after 4 to 5 years of such cancellation of licenses. In fact in the said rules, it is clearly mentioned that the

Divisional Forest Officer should address the Electricity Board Authorities for cancellation of the power supply to such erring Saw Mills. But this is not being done in certain cases. Therefore, all the Divisional Forest Officers are requested to draft such a letter to the Electricity Board officials on the same day when the license cancellation proceedings are issued. They should also mark a copy concerned Forest Section Officer and the Forest Range Officer to see that they pursue with the Electricity Board official for cancelling the power supply.

4. **Sanctioning of estimates:**

- (a) The Chief Conservator of Forests / Conservator of Forests in-charge of the Circles and the Divisional Forest Officers in-charge of Divisions are expected to be well conversant with the relevant details of operations and rates given in the FSR as well as SSR. On the scrutiny of certain disciplinary action cases, it is observed that where a mischief is pointed out in sanctioning of estimates by adopting ineligible rates or by mis-quoting the conditions / operations etc., as observed by the V&E officials or Vigilance parties, the Conservator of Forests/Divisional Forest Officers are found to be blaming the Technical Assistants for not scrutinizing the estimates properly before they are put up for Conservator of Forests or Divisional Forest Officer for sanction. As the estimate sanctioning authority they are at liberty to scrutinize before sanctioning and if they find there is any laxity on the part of the Technical Assistants i.e., D.M.Gr.I or Gr.II they can always initiate action on their own , before sanctioning of such an estimate. But after the mischief is detected by the inspecting officers such as V&E parties, ACB or Vig. Parties or Flying squad parties of the department, such Officers who have already sanctioned estimates only should take up the responsibility and they will not be permitted to blame the Technical Assistants who scrutinize the estimates, or the FROs who submit the completion Reports at later stage. It is better, before issue of FSR, the concerned Technical officer gives a certificate that he has scrutinized the FSR thoroughly and there are no mistakes. However, whenever the subordinates officers are submitting the estimates specially for Civil Works for lead of materials, such subordinate officers only will be held responsible if the excess rate is found based on wrong lead statement submitted by them. To this extent, this office circular No.13/87 issued through PCCFs Rc.No.60391/87-J4, dated 31.08.1987, stands amended.
- (b) In some of the disciplinary action files, (like which happened in Paderu Division, which resulted in excess expenditure of Rs.64.00 lakhs) it is observed that where the estimates were sanctioned by the Divisional Forest Officer / Conservator of Forests and the work is executed by the field staff, no objection may raised by anybody on the quality or quantity of work executed. When the inspecting parties (V&E) have raised objection in terms of adoption of certain ineligible rates or misinterpretation of FSR item in the sanctioned estimate, it may found that actually the field staff are made scapegoats by issuing Charge Sheets and Recovery orders though the mistake is committed by the Officer/Technical Officer while sanctioning the estimate. Therefore, it is clarified, that in such circumstances in future only the Officer / Technical Officer who sanctions / scrutinizers such estimates will be held responsible based on the report by Inspecting Officers/ Parties.

5. **Need for model estimates:** Along with permissible operations for all nursery and plantations separately for advance operations, raising year operations and 1<sup>st</sup> year, 2<sup>nd</sup> year and other further maintenance years as the case may be, a model estimate shall be kept copy in the circle FSR positively.

It has been observed that when no permissible operations are provided in the FSR, when the rates in the FSR are given mostly as general items, while preparing the estimates certain FROs/ DFOs are found adopting ineligible operations for plantations & nursery works. During the scrutiny of Charge Sheet file the following anomalies were observed.

- (a) In Khammam Circle for ordinary plantations, ploughing rates of CMA for clonal eucalyptus were made applicable with higher rates.
- (b) In SF Circle, Warangal, even for TFS plantations uprootal of stumps was provided and booked huge expenditure.
- (c) For Barren hill forestation works, jungle clearance and uprootal of stumps was provided and booked which is not a required operation.
- (d) In maintenance works also operations not required were included in the estimate just to boost up the expenditure.
- (e) In certain semi mechanical plantations, for planting with Kanuga, even 45 cm. cube pits were allowed though 30 cm. cube pits will do in ploughed areas.

Therefore, there is every need to list out all the permissible operations in the model estimate so that the field officers will not do mischief while submitting or sanctioning of estimates. However whenever there is need to include any new operation not listed in the model estimate, for a particular site, they can always obtain permission from the CCF/CF concerned. Therefore all the CCFs/CFs are requested to immediately prepare the model estimates for each type of plantation/nursery work (if it is not there in the FSR already), listing out all the permissible operations with proper specifications immediately. If in future any type of mistakes as listed above, occurs only CCF/CFs will be made responsible.

6. **Scrutiny of salvaging and transport rates for non Teak timber from the floor of the Forest:** In certain FSRs these rates are found much higher than the market rates for such timber. Therefore care must be taken to see that the salvaging and transport rate is always less than market rate of the said timber by atleast 25%. Otherwise, such bad timber need not be salvaged.

7. **Scrutiny of forest offence rates:**

As there are many printing mistakes in value of the forest produce shown, and the compounding fee was collected for different rates other than the misprinted rates, lot of Audit paras were generated. For example the following serious lapses were observed.

- (a) In Khammam Circle there was misprint on offence rate of Beedi leaf which was printed per 10 kgs, where as the rate should have been per kg. When this misprint rate was utilized for compounding huge quantity of Beedi leaf, one IFS officer was charge sheeted and explanation of the CF was called for

- (b) Again in Khammam Circle when offence rates for next financial year were revised, by mistake the value of minerals and rough stone was increased by 10 times and communicated to the officers during May month which was received in one FSP division by June. However the field staff utilized previous year's rates only till August of next year. With the increased rates the A.G. Calculated the loss of revenue to the Govt. by about Rs.8.50 lakhs and the Audit Para is still pending.

Therefore with the intension of not creating room for any more Audit Paras, the CCFs/CFs are requested to scrutinize their offence FSR rates once again and communicate the same without any printing mistakes or anomalies.

**8. Proper Assessment of anticipated yield from different plantations taken up for**

**harvesting:** It has been generally observed that proper assessment of anticipated yield from the plantations such as Eucalyptus, Casurina, Teak, etc., is not being done properly with the result we are not in a position to verify whether the final yield achieved/reported is actual yield or not. Unless we have a scientific assessment of anticipated yield before any plantation is harvested, the probable mischief, pilferation from the plantation site, during harvesting period, cannot be totally ruled out. Previously we have been following Sample Plot Method for assessing yield, but since it is always difficult to select a sample plot which is true representative of total standing growth of the plantation area, the actual yield varies from 25 to 50% and even 100% in certain cases over the Sample Plot Systems. For the Eucalyptus plantations being harvested in APFDC a very scientific method is developed, which is known as "100 Trees Exercise" for assessing the yield in advance and over the last 4 years it has been proved that the actual yield is found varying only (+) or (-) 2 to 5% from the anticipated yield. So the same method can be easily adopted while harvesting of the Eucalyptus, Casurina and Teak plantations in Forest Department also. In case of Teak, since it is branchy in certain locations the variation can go up to 10%. But, nevertheless it is always better that a scientific basis for assessing the expected yield for assessment /control the possible mischief / Pilferage to a great extent can be checked during the time of harvesting and transportation. Already the Spl.Prl.C.C.F (Vig). has explained this method to the field officers in Bhadrachalam (South) Division, Narsipatnam Division and Eluru Division while harvesting teak plantations. The method of proper assessment known as "100 trees exercise" is enclosed herewith for ready reference and for all future harvesting works of Eucalyptus, Casurina and Teak, this method of assessment of yield shall be followed by all concerned.

Encl:-

Sd/-C.Madhukar Raj,  
Prl.Chief Conservator of Forests,  
Head of Forest Force (FAC)

To  
The Distribution List -A

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### **Assessment of Anticipated yield before harvesting of Plantations:**

In APFDC Ltd., Mr.C.SAMMI REDDY, I.F.S, as CGM, APFDC had devised a method for assessment of yield before the Eucalyptus plantations are harvested. In this method the GBH of all the existing trees in the plantation are to be enumerated 100%. It is assured that the height of the tree in the same plantation will be proportional to the girth. In each of the plantations, all the trees are classified girth class wise i.e., 15 to 20 cms, 20 to 25 cms, 25 to 30 cms, 30 to 35 cms, 35 to 40 cms, 40 to 45 cms, 45 to 50 cms and above, and the number of trees are tabulated in each of the girth class as per the example given below. The percentage of trees falling in each girth class are rounded off to nearest number/integer. For seven years rotation of Eucalyptus clonal plantations in APFDC the girth varies from 10 cm to 60 cm. Hence the girth classes are divided accordingly.

S.No.	Girth class	Average girth of the girth class in cms	No.of trees in each girth class	% of trees to the total population, rounded off to nearest one
1	10 cms – 20 cms	15	1878	15
2	21 cms – 25 cms	23	1002	8
3	26 cms – 30 cms	28	1252	10
4	31 cms – 35 cms	33	4382	35
5	36 cms – 40 cms	38	1502	12
6	41 cms - 45 cms	43	1002	8
7	45 cms – 50 cms	48	876	7
8	51 cms - 60 cms	55	626	5
	<b>Total</b>		<b>12508</b>	<b>100</b>

100 Nos. of trees of the average girth in the above proportion of population are selected. For example, from the girth class of 31 to 35 cms, whose average girth is 33 cms, 35 trees (as 35% of total population fall in this girth class) are selected from the total plantation having exact girth of 33 cms. After marking the total 100 representative trees all over the plantation, they are felled, billeted in to 1 M long pieces, debarked and stacked. Thus the quantity of debarked pulpwood in Cum is arrived at from the 100 Nos. trees and is multiplied with the total number of trees existing to arrive at the estimation of pulp wood from the total plantation. The illustrative example for arriving at the yield from the total plantation based on the data from 100 trees exercise and survivals is as follows.

$$\text{Volume of the pulpwood in Cum} = \frac{A \times \text{Total number of trees}}{100}$$

Where “A” is the volume of Pulpwood obtained from 100 trees. After harvesting the entire plantation, the deviation is found to be (on the average) not more than 3% where all precautions are taken.

### **Results:**

The result of the plantations harvested during 2003-04 and 2004-05 following the above method, is as follows;

S. No.	Division	Plantation Name	Year	Area worked	No.of Survivals	Target in terms of pulpwood in Cmt as per 100 tree exercise	Total Achievement in terms of pulpwood	Deviation
				Ha.	Nos.	Cmt	Cmt	%
1	Ranga Reddy	LGM pet	1997	45.00	29927	2245.68	2362.9	5
2		Gollur	1998	42.00	25761	1723.03	1780.55	3
3	Medak	Antaram	1998	22.95	16381	1092.13	1109.77	2
4		Nagasanipalle	1998	17.00	16421	974.75	926.01	-5
5		Rustumpet	1998	49.50	32250	2380.13	2414.7	1
6		Wailal	1998	43.89	33140	2188.45	2205.9	1
7	Eluru	Dubacherla	1998	54.50	40996	6415.13	6023	-6
8		Putalpadu	1998	30.50	45565	5466.95	5423.28	-1
9		Ankampalem	1998	49.03	42709	5156.43	5090.25	-1
10	Rajahmundry	Lakkenda	1998	18.53	18147	2123.30	2179.35	3
11	Kothagudem	Bairajugudem	1998	24.17	24463	3680.28	3599.96	-2
12	Paloncha	Wodduramam	1998	51.50	47973	5415.40	5560.8	3
13		Saidunipeta	1998	53.50	47063	4747.93	4745	0
14		Mulakapalli	1998	53.75	54411	6991.38	7218	3
15	Naidupet	Chilamanur1	1998	52.3	26937	1636.98	1640.13	0
16		Chilamanur2	1998	53.2	49024	2683.75	2777.13	3
17		Yathalur1	1998	53.85	41778	2819.00	2740.35	-3
18		Jayampu1	1998	50.00	45927	2905.00	2809.83	-3
19		Jayampu3	1998	50.00	38736	2154.00	2222.3	3
	<b>Total</b>			<b>835.17</b>	<b>683009</b>	<b>60553.98</b>	<b>62829.61</b>	<b>4</b>

**Note:**

However, in Forest Department the rotation age of Eucalyptus & Casurina may be different. Therefore after enumeration is completed, the girth variation may be worked out and girth classes to be divided accordingly. For Teak plantations the girth may vary from 30 cm to 150 cms and girth class may be fixed accordingly depending on the girth of bulk of population. In TPs debarking is not necessary only the girth measurement after conversion into logs to be taken under bark and volume measured with quarter girth formula but not staked volume. Staked volume can be measured only for Eucalyptus & Casurina stem-wood. In case of TPs since the population may not be more than Thousand numbers, the sample trees need not be 100 always, but should be about 1 % of population in multiples, of 25 or 50 or 100 No. If any doubts are there in the above method of assessing yield before harvesting of plantations, specially for TPs, the Spl.PCCF(Vig) may be consulted over phone.

Sd/-C.Sammi Reddy,  
For. Prl. Chief Conservator of Forests.

//t.c.b.o.//

Superintendent

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