Preface

Productivity of plantations, quality of produce and net economic returns from plantations depend to a very large extent on the genetic quality of planting stock and sound silvicultural and management practices. Recognizing the vital and critically important role of genetically improved seed and clonal planting stock for substantial improvements in productivity and benefits from plantations; ICFRE decided to commission a study "Need for an Institutional and Regulatory Mechanism for Certification of Forest Reproductive Material". After completing due processes of inviting technical and financial proposals from consultants, a Memorandum of Agreement was signed on 10th October 2007 between ICFRE and the consultants. Shri Sarvesh Singhal, Assistant Director General, (Education), signed on behalf of ICFRE and Shri Piare Lal signed the Memorandum of Agreement on behalf of the following three consultants:

- 1. Shri Piare Lal, Technical Advisor, Pragati Biotechnologies, 25, Sant Sarwan Das Ji Nagar, P.O. Satnampura, Hadiabad, Phagwara-144402, District Kapurthala, Punjab.
- 2. Shri A.S. Dogra, Retired Principal Chief Conservator of Forests, Punjab, 256, Sector-37 A, Chandigarh.
- 3. Shri S.L.Dabral, Retired Deputy Director General (Extension) ICFRE, 127, Phase-I Vasant Vihar, Dehradun

The terms of reference given to the consultants are reproduced below:

- 1. Study the existing seed certification mechanism for agriculture crops/ forestry species available nationally and internationally.
- 2. Evaluate the imperatives of certification mechanism for forestry seed/ planting material.
- 3. Establish key principles for sourcing, segregation, labeling, record keeping and testing in order to ensure varietal integrity.
- 4. Formulate law governing availability and marketing of quality seed/ planting stock material. For this purpose, systematically elaborate the scheme for implementation, setting of minimum standards and control measures and regulatory enforcement mechanism subsequently
- 5. Identify supportive infrastructure needed to implement/ enforce the proposed legislation outlining the procedure for certification, and defining role and functions of various agencies/ authorities.
- 6. Suggest proper and effective institutional framework linking all major players at different levels for implementing the provisions of the proposed Act

The time schedule for completing various milestones for completing the study was set as follows:

- 1. Presentation of methodology developed for the study before Indian Council of Forestry Research and Education by the end of 1st month.
- 2. Presentation of outcome of preliminary study, desk review and the responses of field study by the end of 3rd month.
- 3. Organization of workshops/ brainstorming session inviting various stakeholders/experts/eminent scientists /academicians in the relevant field to

- deliberate on various issues formulated during course of preliminary study/research to incorporate their suggestions and recommendations in the draft report, by the end of 4^{th} month
- 4. Presentation of Draft Report by the end of 4th month
- 5. Submission of Final Report by the end of 6th month

The consultants completed the assignments as per items 1 and 2 above well in time. However, holding of the workshop/ brainstorming session, which was the responsibility of ICFRE, was abnormally delayed till 11th April, 2008 and the main points raised by the participants were communicated to the consultants by the Dy. Director General (Education), ICFRE vide his letter dated May 5, 2008 (Annexure VII). Consultants were advised to submit the Draft Report by 26th May, 2008.

Draft Report was submitted on 8th May, 2008 well in time and consultants requested ICFRE for their valuable comments and suggestions if any for incorporation in the Final Report. Despite repeated requests including personal visits, consultants received the comments from ICFRE vide e.mail dated 9th September, 2008 (Annexure VIII) i.e. after a lapse of 4 months. Meanwhile, we were constantly advised to hold back the Final Report, which was kept ready well in time.

The consultants while preparing the Final Report had already considered most of the issues raised in comments and suggestions received from ICFRE on 9th September. It has been our endeavour to ensure that all of the valuable suggestions/comments received from ICFRE and other experts are considered on merits and same have been suitably incorporated in our Final Report submitted to ICFRE on 15th September, 2008.

15.9. 2008 Piare Lal A.S. Dogra S.L. Dabral

Acknowledgements

We express our heartfelt gratitude and sincere thanks to the Director General, ICFRE, and all of their colleagues for their confidence in us and their whole hearted support for completing this very important study and report related to development of genetically improved and certified seed/ forest reproductive material. We are extremely grateful to Shri A.K.Wahal, Deputy Director General (Education), Shri Sarvesh Singhal and Shri R.K.Dogra, Asst. Directors General (Education) ICFRE who coordinated this study and provided us every possible support.

We have received very valuable advice and support from a large group of people. Many experts have made most valuable contributions both orally and in writing while many others have functioned as resource persons during our visits to the eleven sampled State. We received appreciation, encouragement and very valuable suggestions during the presentation of our preliminary report to ICFRE and subsequent brainstorming workshop at New Delhi on April 11, 2008. We are enormously grateful for the extensive, constructive and very thoughtful feedback from ICFRE on our preliminary report as well as the draft final report.

We also acknowledge the helpful comments and valuable suggestions from learned friends and scientists from many countries and reputed organizations like the World Bank, CSIRO, Salwood Asia Pacific - Services in Forestry, Ballarpur Industries Ltd., ITC Ltd and JK Paper. We greatly appreciate, recognize and acknowledge the extremely valuable contributions of all scientists, individuals and organizations listed in Annexure – VI-1 to VI-4. We convey our sincere appreciation and deep sense of gratitude to all those who supported our efforts but for whose unstinted support, we would not have been able to do full justice to this critically important subject. It is possible that some sources may not have been specified and acknowledged through oversight and we sincerely regret those instances and offer our apologies. However, any remaining errors of fact or judgments are our own.

We would like to take this opportunity to make an earnest appeal to the Director General, ICFRE, the Director General, Forests and Special Secretary to Govt. of India, the Ministry of Environment and Forests, State Governments as well as the State Forest Departments to kindly ensure prompt follow up action on this report and implement the accepted recommendations soonest possible. That will usher in a new era of unprecedented high productivity of our forest resources and plantations on degraded forest lands, waste lands and under Agroforestry system with very significant improvements in quality of produce and economic returns.

15.9. 2008 Piare Lal A.S. Dogra S.L. Dabral

Abbreviations

AOSCA Association of Official Seed Certification Agencies APCCF Additional Principal Chief Conservator of Forests

AP Andhra Pradesh Asia Pacific AP

ATREE Ashoka Trust for Research in Ecology and Environment, New Delhi.

BAIF Bhartiya Agro Industries Foundation, Pune

CCF Chief Conservator of Forests

CGIAR Consultative Group on International Agricultural Research. **CFRE** Council of Forest Education and Research (currently ICFRE).

CF Conservator of Forests Clonal Seed Orchard CSO

DGF Director General of Forests **DCF** Deputy Conservator of Forests

EU European Union.

FRM Forest Reproductive Material

FREEP Forestry Research, Education and Extension Project.

FAO Food and Agriculture Organisation FDC Forest Development Corporation **FSC** Forest Stewardship Council. FRI Forest Research Institute. **GDP** Gross Domestic Product

Government of India **GCIA** Georgia Crop Improvement Association.

ICFRE Indian Council of Forestry Research and Education.

ISO **International Standards Organization ISTA** International Seed Testing Association. **IPCC** International Plant Protection Convention.

ICRAF International Centre for Research in Agroforestry **IFGTB** Institute of Forest Genetics and Tree Breeding

ITC ITC Limited

GOI

KFD Kerala Forest Department

MoA&C Ministry of Agriculture and Cooperation. MoEF Ministry of Environment and Forests.

NAEB National Afforestation and Eco-Development Board

NBPGR National Bureau of Plant Genetic Resources

NFC National Forest Commission NTFP Non-Timber Forest Products

NWFTSCA Northwestern Forest Tree Seed Certifiers Association.

NWFP Non-Wood Forest Products

OECD Organisation for Economic Cooperation and Development

PPV & FR Protection of Plant Varieties and Farmers' Rights

RM Reproductive Material SSO Seedling Seed Orchard

STBA Southern Tree Breeders Association.

SPA Seed Production Area SFD State Forest Department

STBA Southern Tree Breeders Association (Australia)
TERI The Energy Research Institute, New Delhi.
TRIPS Trade-Related Intellectual Property Rights

UP Uttar Pradesh

UPOV International Union for the Protection of New Varieties and Plants.

UNO United Nations Organisation

WB World Bank

WTO World Trade Organization

WCFSD World Commission on Forests and Sustainable Development.

Contents

Foreword Acknowledgements Abbreviations Contents Annexures List of tables		i iii iv vi ix x
Exe	cutive Summary	xi
1	Importance of improved seed and planting stock in plantation forestry	1
1.1	Introduction	1
1.2	Demand and supply of wood raw material	2
1.3	Planted forests and sustainable forest management	3
1.4	Tree improvement	4
2	Seed certification and testing in agriculture	9
2.1	Introduction	9
2.2	Seed Certification in a griculture	9
2.3	OECD agric ultural codes and schemes	10
2.4	OECD Seed schemes	10
2.4 2.5	FAO and seed certification Seed certification in India	11 11
2.3	Classes and sources of certified seed	12
2.6	Seed testing	13
2.7	Seeds Bill-2004	13
2.8	PPV and FR Act	14
3	Forest seed certification and testing: a global view	10
3.1	Introduction	16
3.2	Need for certification	16
3.3	International Trade in Forest Seed	18
3.4	Importance of improved seed	19
3.5	International seed certification schemes	19
	EU seed certification scheme EU categories of reproductive material	20 20
	EU official body	20
	The OECD certification scheme	21
	OECD categories of reproductive material	21

	Approval of basic material	22
	Registration of approved basic material	22
	National register	22
	Inspection	22
	Method of operation of the scheme	22
	Designated authority	22
	Review and co-ordination	23
	Procedure for extension of scheme to non-members of OECD	23
3.6	Seed certification in U.S.	23
	Categories of Reproductive Material	24
	EU certificates and labels	24
3.7	Seed certification in Australia	25
3.8	Forest seed certification in India	25
	Categories of reproductive material (minimum standards)	25
	Seed zones	26
2.0	Approved basic material	26
3.9	Seed testing	26
	Essentials of seed testing	27
	Procedures for the Development of Seed Testing Rules	28
4	Feed Back from the ICFRE, the States and other	
	Stakeholders	32
4.1	Introduction	33
4.2	Role of ICFRE	34
4.3	Role of private sector and public sector undertakings	34
4.4	Conclusions	35
5	Key principles in certification of forest reproductive	
	material	36
5.1	Introduction	36
	Similarities and differences of seed certification in agriculture and forestry	36
5.2	Production of quality FRM	37
5.3	Principles of FRM Certification	40
	Seed Source	40
	Seed Category	41
<i>5</i> 1	Physical Quality Minimum Promise months for Contification of Sandon dellarate	42
5.4	Minimum Requirements for Certification of Seed and Plants	43
	Previous history of the Seed source	43
	Isolation from foreign pollen Field inspection of seed trees, seed crop and plants	43 43
		44
	Standards for germination and purity Labels and certificates	44
	Reference numbers	44
5.5	Methodology for FRM certification	45
5.6	Forest Reproductive Material Certification	46

	List of Approved Basic Material	46
6	Institutional framework and Supportive infrastructure	49
6.1	Introduction	49
6.2 6.3	Forest Seed Certification Phase I Designated Authority National FRM Development Committee Regional FRM Certification Committees The State FRM Development Committee Mechanism for production of FRM Minimum standards	49 50 51 53 54 54 55 56
6.4	Phase II	57
	Staff requirement for certification	58
6.5 6.6	Phase III NBFGR	59 60
7	Need for seed legislation for forest reproductive material	62
7.1	Introduction	62
7.2	Need for Separate Law on FRM	63
7.3	Proposed Draft Law on FRM	64
7.4	Main features of the proposed law on FRM	64
7.5	The Forest Reproductive Material Bill, 2008	67
	Statement of objects and reasons Extent, commencement and Applicability Definitions Constitution, Functions and Powers of Designated Authority Certification & R egistration of Forest Reproductive Material Mechanism for development of Forest Reproductive Material Implementation and Enforcement Offences and Penalties Power to make rules Miscellaneous Regulations	67 68 71 73 82 85 88 89 92
	Schedule Minimum requirements for the approval of basic material Appendix I and II	95 96

annexures	
Annexure – I Certification of Reproductive Material in India (Revised Scheme, 1969)	101
Annexure – II Certification of Reproductive Material in India: Seed Zoning System followed in India	147
Annexure – III Q uestionnaire Annexure – IV Seed Production Area, Seed Orchards and Requirement of Seed	183 191
Annexure – IV.1 Seed Production Areas and Seed Orchards in the Country	191
Annexure – IV.2 Seed Production Areas and Seed Orchards in some of the Sampled States	195
Annexure – IV.3 Requirement of Seed in some of the Sampled States	200
Annexure – IV.4 Forest Seed Certification Infrastructure in Uttarakha	nd 201
Annexure - V Species proposed to be notified under the FRM Bill	206
Annexure – VI Resource Persons	208
Annexure – VI.1 Scientists/ foresters/ experts who provided their valuable inputs and extremely useful suggestions to the consultants	208
Annexure – VI.2 Resource Persons Contacted	209
Annexure – VI.3 Contributors from the States	210
Annexure - VI.4 Participants at Brain Storming Session, New Delhi	212
Annexure - VII Letter dated 5 th May, 2008 from Dy. Director Gener (Education), ICFRE confirming points mentioned in Brain Storming Session held at New Delhi on 11.4.2008	al 214
Annexure – VIII Letter dated 9 th September from Asst. Director Gen (Education), ICFRE conveying comments of ICFRE on Draft Final Report	eral

LIST OF TABLES

Table 1.1	Demand and supply of wood	2
Table - 1.2	Growth data of clones and seedlings in clonal testing areas at Bhadrachalam, A.P. and Semi, Jallandhar, Punjab	-
Table 5.1	Annual Seed Requirement of the Country for Planting Programmes	36
Table 5.2	Projected quantity of seeds needed for tree planting activities in India, including improved seeds	37

LIST OF PHOTOGRAPHS

- Agro-forestry plantation with improved Eucalyptus clone
- A young seed orchard of *Dalbergia sissoo*
- Agro-forestry plantation with *Melia composita* raised through Seed from seed production area
- Agro-forestry plantation with clonal Poplar