

MINISTRY OF ENVIRONMENT AND FORESTS

**NATIONAL AFFORESTATION
PROGRAMME**

**COMMITTEE ON ESTIMATES
(2013-2014)**

THIRTY SIXTH REPORT

(FIFTEENTH LOK SABHA)



**LOK SABHA SECRETARIAT
NEW DELHI**

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**MINISTRY OF ENVIRONMENT AND
FORESTS**

(NATIONAL AFFORESTATION PROGRAMME)

Presented to Lok Sabha on 18 February, 2014



**LOK SABHA SECRETARIAT
NEW DELHI**

..... February, 2014/Magha, 1935(S)

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COMPOSITION OF THE COMMITTEE ON ESTIMATES (2013-14)

Shri Francisco Sardinha – Chairman

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- 2 Smt. Harsimrat Kaur Badal
- 3 Smt. Bijoya Chakravarty
- 4 Shri Harish Chaudhary
- 5 Shri Khagen Das
- 6 Shri Pralhad Joshi
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- 27 Shri Radha Mohan Singh
- 28 Smt. Annu Tandon
- 29 Shri Mukul Wasnik
- 30 Shri Om Prakash Yadav

SECRETARIAT

1. Shri A. Louis Martin - Joint Secretary
2. Shri Shilpi Chatterjee - Director
3. Dr. Yumnam Arun Kumar - Deputy Secretary
4. Ms. Savdha Kalia - Executive Officer

INTRODUCTION

I, the Chairman of Committee on Estimates (2013-14) having been authorized by the Committee to submit the Report on their behalf, present this Thirty Sixth Report on 'National Afforestation Programme' pertaining to the Ministry of Environment and Forests.

2. The Committee took the oral evidence of the representatives of the Ministry of Environment and Forests on 11.11.2013.

3. The draft Report on the subject was considered and adopted by the Committee at their sitting held on 17.02.2014.

4. The Committee wish to express their thanks to the representatives of the Ministry of Environment and Forests, who appeared before them and placed their considered views on the subject. The Committee also wish to thank them for furnishing the information required in connection with examination of the subject.

**New Delhi;
17 February, 2014
Magha 28, 1935 (S)**

**FRANCISCO SARDINHA,
CHAIRMAN,
COMMITTEE ON ESTIMATES.**

PART – I

Background Analysis

CHAPTER – I

INTRODUCTORY

Forests are a vital component to sustain the life support system on earth. They play a major role in supporting livelihood activities of the rural poor contributing to the economy of India; mitigating the threat of global warming besides conserving the fertile soil; and vulnerable wildlife. Therefore, conservation of forests has to be given prime importance. National Afforestation Programme (NAP) of Ministry of Environment and Forests (MoEF), is one such programme which aims at increasing and improving the forest and tree cover through sustainable development of forest resources. NAP is a 100 per cent Centrally Sponsored Scheme implemented throughout the country through the institution of Joint Forest Management Committees (JFMC) from the year 2002 which provides synergy between the institutional framework and the afforestation programme.

The National Afforestation and Eco-Development Board (NAEB) was set up in August, 1992 to promote afforestation, tree planting, ecological restoration and eco-development activities in the country.

Objectives of NAP

1.2 NAP is reported to be the flagship scheme of NAEB with the following objectives:

- protection and conservation of natural resources through active involvement of the people;

- checking land degradation, deforestation and loss of biodiversity;
- ecological restoration and environmental conservation and eco-development;
- evolving village level people's organization which can manage the natural resources in and around villages in a sustainable manner;
- fulfillment of the broader objectives of productivity, equity, and sustainability for the general good of the people;
- improve quality of life and self-sustenance aspect of people living in and around forest areas; and
- capability endowment and skill enhancement for improving employability of the rural people.

Activities under NAP

1.3 The programme provides for seven different models of plantations for a period of five years and the ancillary activities. The different models of plantations under the programme are as follows:

- Aided Natural Regeneration
- Artificial Regeneration
- Cane Plantation
- Bamboo Plantation
- Silvipasture/Pasture Development
- Mixed Plantation of trees having MFP and medicinal value and
- Regeneration of perennial herbs and shrubs of medicinal value

According to MoEF, the ancillary activities under NAP include soil and moisture conservation, entry point activities and fencing.

1.4 With regard to the current forests cover in the country, the Secretary, MoEF during the course of evidence held on 11.11.2013 deposed as under:

“the National Forest Policy of 1988 envisages a forest-cum-tree cover of 33 per cent, one-third of the area in the country, to be brought under forest and tree cover. As against that, our current forest and tree cover is about 78.3 million hectares, which is about 23.82 per cent, close to 24 per cent of the geographical area under forest and tree cover, of which roughly about two per cent would be tree cover and the rest would be forest cover. So an area to the order of 30 million hectares needs to be added to reach the target of 33 per cent forest cover in the country.”

New Initiatives under NAP

1.5 It is observed from the Annual Report (2012-13) of MoEF that a number of initiatives have been taken by the Ministry to expedite the implementation of the scheme as well as to improve the qualitative aspects of implementation. These include:

- Stepping-up monitoring and evaluation of the Forest Development Agency (FDA) projects by activation of State-level Coordination Committees for NAP, increased field visit by officers, and expeditious commissioning by the States of first independent concurrent evaluation of FDA projects
- Increased number of training programmes for the frontline staff and JFM committee
- Organising district -level interdepartmental linkage workshops for promoting linkage of NAP with other developmental programmes for enhancing the sustainability of JFM
- Initiating pilot projects for establishing forest-based microenterprises which will provide experiential learning for scaling-up such activity with a view to consolidate the JFM during the Eleventh Plan.
- Comprehensive amendment in Guidelines of NAP scheme has been made to promote further decentralization by delegating more responsibilities to State Forest Departments with respect to processing of the FDA project proposals, greater organic linkage of JFMCs with Gram Panchayats, increased security

of the elected members of JFMCs through longer tenure of JFMC presidency, capacity building in particular of frontline staff of Forest Department and JFMC members especially with regard to local management and administrative responsibilities.

1.6 In spite of the above initiatives, the India State of Forest Report 2011 of the MoEF has revealed that the forest cover of the country has decreased by 367 sq. kms. during 2009 to 2011 with green areas decreasing in 14 States/UT viz. Andhra Pradesh, Manipur, Nagaland, Arunachal Pradesh, Mizoram, Assam, Kerala, Chhattisgarh, Gujarat, Maharashtra, Meghalaya, Tripura and Chandigarh. Also the practice of shifting cultivation in the North-East States has adversely impacted the forest cover in the North-East region.

1.7 In the light of the above, the subject 'National Afforestation Programme' was taken up by the Committee on Estimates for detailed examination and report to Lok Sabha. Based on consolidated written and oral information, the Committee examined the subject in detail and identified certain critical issues, as enumerated in the succeeding Chapters of this Report.

Chapter – II

Organisational set up and funding pattern

Organizational Set up

According to MoEF, NAP is implemented by a three tier institutional set-up, namely State Forest Development Agency (SFDA) at the State level, Forest Development Agency (FDAs) at the District level and Joint Forest Management Committees (JFMCs) at the village level. SFDA constituted at the State/UT level, is registered society under the Societies Registration Act, and functions as a federation of Forest Development Agencies (FDAs) in the State/ UT. FDA constituted at the territorial/ wildlife forest division level, is registered society under the Societies Registration Act, and functions as a federation of all Joint Forest Management Committees (JFMCs) and Eco-Development Committee (EDCs) in that forest division. A JFMC/ EDC is the implementing agency at the village level. The composition and functions of the JFMCs / EDCs are governed by the JFM order adopted in that State/ UT. The JFMC provides for two women members in the executive body in order to ensure adequate representation of women and one member from the forest based artisan community. The executive body of the JFMC includes two members representing the Panchayat of the area while the FDAs provide for three representatives in the General as well as the Executive Body. The Directors of Panchayati Raj and Tribal Welfare Departments are members in the Executive body of the State Forest Development Agency (SFDA).

As per the NAP Revised Operational Guidelines, 2009, the focus of the institutional work would be towards regeneration and management of forest resources while strengthening the village level capacity for the same.

2.2 According to the Annual Report (2012-13) of MoEF, NAP provides support, both in physical and capacity building terms, to the FDAs which in turn are the main organs to move forward institutionalization of JFM. The FDA has been conceived and established as a federation of JFMCs at the Forest Division level to undertake holistic development in the forestry sector with people's participation. From the year 2010-11, SFDA has been constituted at the State level to smoothen the fund flow to the FDAs. This decentralized three-tier institutional structure (SFDA, FDA and JFMC) allows greater participation of the community, both in planning and implementation, to improve forests and livelihoods of the people living in and around forest areas.

2.3 The details of the state-wise status of SFDA projects has been given at **Appendix-I** of this Report.

2.4 The State-wise details of FDA's and JFMC's is given at **Appendix-II** of this Report.

2.5 Pointing out that there may be more than one FDA in a district, MoEF clarified that FDAs in fact correspond with a Forest & wildlife division rather than a district. A district may have more than one Forest Development Agency (FDA) and vice versa in a few cases. There are about 811 territorial and wildlife Forest Divisions in the country in which the FDAs can be potentially constituted and hence, most of the potential FDAs have been covered under the programme. All the FDAs which have been constituted as per the guidelines along with the Joint Forest Management Committees (JFMCs) in the area are considered. From the year 2010-11 after the constitution of the State Forest Development Agencies, the inclusion of the FDAs in the yearly work programme is left to the State Forest Development Agencies.

2.6 As per the NAP Revised Operational Guidelines, 2009, Joint Forest Management (JFM) is the central and integral part of the projects under the Scheme. An FDA draws a 5-year perspective (5-Year Plan) and year-wise Annual Plan of Operation (APO) for treatment of the project areas in consultation with the FMC/EDC/ potential village members. The proposals formulated by the FDAs are forwarded to the SFDA which scrutinizes and approves the proposals. A State/UT level summary statement of all approved FDA project proposals is submitted to the National Afforestation & Eco-development Board (NAEB) which finally approves the SFDA's Plan for the five years (or until the end of the Plan period, whichever is less).

2.7 It has been stated that the plantation models under NAP provide for funding for five years, the first year being the advance work, the second year for the afforestation/creation and the last three years for the maintenance of the plantations. The plantation and other activities under this programme are done in accordance with the microplans prepared by the Joint Forest Management Committees (JFMCs). The funds are also provided for treatment of problem lands and use of improved technology. These costs are based on the wage rate of ₹ 75 and the funds are sanctioned as per the wage rate of the states on a pro-rata basis. According to MoEF, recently the concept of JFM plus is gaining momentum by including the livelihood concerns of the communities in addition to conservation and management of forests. MoEF further elaborated that this concept also addresses the drivers of degradation while gainfully providing employment to the people.

2.8 According to MoEF, some of the States have made enabling provision for Joint Forest Management Committees (JFMCs). State like Maharashtra has recognized JFM/JFMCs under the Bombay Panchayat Act, 1959. Besides, a recent circular of the Maharashtra Government has recognized JFMCs as one of the agencies for implementing MGNREGA.

2.9 Enquired whether MoEF has suggested empowerment of JFMCs by various State Governments on the lines done by Maharashtra, in response, MoEF stated in a written reply as under:

“The Minister of Environment and Forests had advised to the Chief Ministers of all States vide his letter dated 29th October 2010 regarding the functioning of Joint Forest Management Committees (JFMCs) under the overall guidance and supervision of the Gram Sabhas and may be recognized as organs of the Gram Sabha under the relevant State Acts relating to Panchayati raj institutions. Apart from Maharashtra, in a number of states, the JFMCs are involved in implementing the activities by utilizing the funds under MGNAREGA through Forest Department.”

2.10 As per the information furnished by MoEF, the total annual man days generated in this programme was 28 million during 2010-11 & 23 million during 2011-12. However, during 2012-13, the man days generated were only 17.7 million due to the reduction in the funds. The State-wise details of estimated man days generated for the last three years is given at **Appendix–III**.

Funding Pattern

2.11 The Revised Operational Guidelines, 2009 provide for release of funds to the SFDA in two installments. The State Forest Development Agency (SFDA) submits the consolidated proposal to the Ministry. The guidelines provide for release of fifty per cent of the approved cost of Annual Plan of Operation (APO) as first installment

at the start of the financial year preferably by April, without awaiting for Utilization Certificate and Progress Report of the previous year in order to match the timing of plantation activities. The average annual advance work in the last three years is about 85,000 hectares. The second and final installment will be released after receipt of Utilization Certificate showing at least 50 per cent expenditure of previous grants, the progress reports and audit reports.

2.12 With regard to utilization status of the released amount for NAP, MoEF in reply furnished to the Committee in November, 2013 stated as under:

“As regards the utilization of the released amount under the National Afforestation Programme is concerned, release of funds for the Annual work programme approved by the Ministry during each year is done only after deducting the unspent balance of the previous year. The outstanding unspent amount of all the states at the end of the financial year is generally in the range of 30 to 50 crores which is adjusted/accounted for in the releases during the next year. The targets as such were not prescribed for the whole period and they vary in each year depending on the committed liabilities, unspent balances, etc.”

2.13 With regard to funding pattern, MoEF stated that NAP is a demand driven programme where no allocation of fund or area of afforestation is earmarked to the States. The State Forest Development Agency (SFDA) has to submit the Annual Work Programme (AWP) including the area proposed for afforestation in that year. The area for afforestation is sanctioned to the State subject to the availability of budget under NAP, proposed demand of afforestation area, past performance, forest cover status etc. The AWP needs to be complete with all the required documents as per the guidelines. In the year 2010-11 as well as 2011-12, SFDA Assam did not propose any area for carrying out plantation work and hence the same could not be sanctioned. Incomplete proposal was received from Assam only in the last week of March for 2012-13 and therefore it could not be considered in that financial year. In

the year 2011-12 due to non-receipt of complete proposal and poor utilization of previous years funds, no release could be made to Arunachal Pradesh. In the year 2012-13, the State of Arunachal Pradesh could not receive 2nd installment amount as well as sanction for new areas due to non-receipt of required documents as per guidelines. In the State of Andhra Pradesh, due to the sizable amount of unspent balance pending with the SFDA in addition to the fact that the advance work and plantation had to be sanctioned for the monsoon in the same year as proposed by the SFDA, no further new area was sanctioned in 2012-13. In the State of Goa, in the year 2003-04 an amount of 239.21 lakhs was sanctioned for treatment of an area of 1250 hectares of which Rs 64 Lakhs were released as 1st installment. In spite of repeated persuasion, for utilizing the funds for the sanctioned project by the Ministry, the state could utilize only Rs 16.79 Lakh till 2010- 11 and unspent amount was refunded back to the Ministry. Since, 2003-04, Goa has not posed any proposal to the Ministry under NAP on the pretext that within the limited potential, they are undertaking afforestation under other schemes. Incidentally, Goa has registered an increase of 7sq.km of forest cover during 2009-2011 as per State of Forest Report 2011. Regarding nil area being sanctioned in 8 States, it is clarified that due to less budget availability and ceiling on expenditure in the last quarter of the financial year, new areas could not be approved.

Year-wise progress of NAP since its inception

2.14 Year-wise progress of NAP as on 31.12.2012 is given below:

Year	No. of New FDA projects approved	No. of New JFMCs involved	Project Area approved (ha.)*	Release (Rs. in crores)
2000-02	47	1843	71068	47.53
2002-03	237	8197	404799	151.26
2003-04	231	7902	282536	207.98
2004-05	105	3404	106743	233.00
2005-06	94	2362	54432	248.12
2006-07	15	494	0	292.75
2007-08	53	3979	493061	392.95
2008-09	13	6598	173435	345.62
2009-10	5	7756	103556	318.17
2010-11	26 SFDA Projects	---	57126	309.99
2011-12	26 SFDA Projects	---	141448	303.00
2012-13 (As on 31.12.2012)	23 SFDA Projects	---	---	89.36

* Area approved for advance soil work/preparatory plantations during the year for all ongoing FDA projects.

2.15 With regard to the physical and financial performance of NAP particularly during the Eleventh Plan and projections for the Twelfth Five Year Plans, MoEF has furnished the following details:

Physical and Financial performance during Eleventh plan and projections during Twelfth Plan:

Year	Approved plan Outlay	Revised Estimates (RE)	Amount released (crores)	Afforestation in lakh ha.
2007-08	2000	392.95	392.95	4.93
2008-09		345.62	345.62	1.73
2009-10		318.17	318.17	1.03
2010-11		310	309.99	0.57
2011-12		303	303	1.41
Plan Total			1669.74	1669.73

2.16 During the Eleventh Plan, the allocation for the scheme was only 1669.73 crores though the approved outlay was ₹ 2000 crores. It has been stated that the utilization during the plan period was about 100 per cent and a total area of 9.67 lakh hectares was approved for afforestation. During the Twelfth Five Year Plan the approved outlay for the scheme is Rs 2500 crores. However, the allocation during the year 2012-13 and 2013-14 is only Rs 218.15 crores and 318.15 crores respectively. The total utilisation during 2012-13 was only 193.36 crores due to the ceiling of expenditure in the last quarter and last month of the financial year which was also taken up with the Department of Expenditure. The total area approved during 2012-13 was about 55,500 hectares.

2.17 As per the Outcome Budget (2013-14) of MoEF, for the year 2012-13, a plan outlay of ₹ 218.15 crore was provided. As on 31st January, 2013 only Rs. 91.70 crore have been spent. When asked to explain reasons for the under utilization of the outlay provided for 2012-13, the MoEF has informed the Committee as under:

“During the year 2012-13, the Ministry had taken proactive steps to initially release the funds for the committed liabilities to synchronize with the monsoon as the forestry activities are very seasonal and timely operations lead to better survival and health of the plantations. Though the demand for the release of committed liabilities was about 50 % of the Budget Estimates (Rs 170 crores), only half of the funds were released which led to the expenditure of Rs 91.70 crores against the demand of Rs 170 crores. In the meantime, there was a budget cut of Rs 600 crores for the Ministry of Environment and Forests and the allocation of NAP was reduced from Rs 318.15 crores to 218.15 crores. Out of this, the total expenditure was 193.37 crores at the end of the financial year. The remaining funds could not be utilized due to the instructions of the Finance Ministry regarding ceiling of expenditure in the last quarter and last month of the financial year.”

2.18 It is observed from the information furnished by MoEF that the total area approved and funds released therefore under NAP to all 28 States since 2000-02 to 2012-13 was 1.94 million hectares and Rs. 3044 crore respectively.

Chapter – III

Performance and Evaluation

(i) Performance

The main objective of the NAP is rehabilitation of degraded forests by institutionalizing decentralized/participatory forest management. Supplementing livelihoods improvement processes and increasing and improving the forest and tree cover through sustainable development of forest resources are other objectives of NAP.

3.2 The total State/UT-wise forest and tree cover estimate as provided by the Ministry of Environment and Forest and India State of Forest Report – 2011 is given at **Appendix – IV** of this Report.

3.3 As per the information furnished by MoEF, the total decline in the forest areas during the period 2009 to 2011 is stated to 367 sq. km. The highest decline in the forest areas was in the State of Andhra Pradesh which showed a decline of 281 sq. km., followed by Manipur (190 sq. km), Arunachal Pradesh (74 sq. km), Mizoram (66 sq. km.), Meghalaya (46 sq. km).

3.4 When asked to explain the decline of 367 sq. kms. in the forest cover during 2009 to 2011 in 14 States across India, the MoEF explained as under:

“As per the State of Forest Report 2011, the decrease in forest and tree cover of 367 sq. kms. is primarily due to harvesting of short rotation tree crops and

shifting cultivation in some NE States. However, there has been qualitative improvement in the forest cover during 2009-2011 when Moderately Dense Forest (MDF) has registered an increase of about 498 sq. kms. and Very Dense Forest (VDF), an increase of about 43 sq. kms.”

3.5 With regard to the reasons for decrease in forest and tree cover in various States/UT, the Committee have been informed as under:

Sl. No.	State/UT	Decline in forest area (in sq. km) (2009 to 2011)	Reasons for Decline
1.	Andhra Pradesh	281	Management interventions like harvesting of short rotation crops followed by new regeneration / plantations, forest clearance in some encroached areas.
2.	Manipur	190	Decrease in forest cover in the State is due to shortening of shifting cultivation cycle and biotic pressure.
3.	Nagaland	146	Decrease in forest cover in the State is due to shortening of shifting cultivation cycle and biotic pressure.
4.	Arunachal Pradesh	74	Change in forest cover in the state is because of shifting cultivation and biotic pressure.
5.	Mizoram	66	Decrease in forest cover in the State is due to shortening of shifting cultivation cycle and biotic pressure.
6.	Meghalaya	46	Decrease in forest cover in the State is due to shortening of shifting cultivation cycle and biotic pressure.
7.	Kerala	24	Decrease in forest cover in the state is due to rotational felling of Eucalyptus, Teak, <i>Acacia mangium</i> , rubber and shade bearing trees in the gardens.
8.	Assam	19	Decrease in forest cover is mainly attributed to illicit felling, encroachments in insurgency affected areas and shifting cultivation practices.

9.	Tripura	8	Decrease in forest cover in the state is due to clearings for rubber plantations and shifting cultivations practices.
10.	Maharashtra	4	-
11.	Chhattisgarh	4	Submergence of forest areas in catchments of the dams.
12.	Uttar Pradesh	3	-
13.	Gujarat	1	Decrease in forest cover in the state is due to private felling in the Tree Outside Forests areas.
14.	Chandigarh	0.22	-

3.6 As per the information furnished by MoEF since the inception of NAP, an amount of ₹ 3043 crores has been released for treating an area of 19.4 lakh hectares till March, 2013.

3.7 The State-wise and year-wise details of the area approved and funds released is given at **Appendix V & VI** of this Report.

3.8 When asked whether the target of treating an area of 19.4 lakh hectares till March, 2013 (since inception of NAP in 2002) was achieved, MoEF informed the Committee only about the target set during the Eleventh Plan i.e. 4.45 lakh hectares and the achievement made i.e. 7.46 lakh hectares.

3.9 When pointed out that the reply of MoEF does not indicate the overall achievement since inception of NAP, MoEF informed the Committee as under:

“..... NAP is a demand driven scheme and the State-wise allocation of afforestation area is neither earmarked nor are the afforestation targets set. The sanctioned area for afforestation depends on the availability of budget, receipt of state proposals, committed liabilities and unspent amount with the states. Thus, targets as such are not prescribed annually or for the plan period and sanctioned area may vary from year to year.”

(ii) Evaluation of NAP

3.10 As per MoEF, the mid-term review of the programme was carried out in 2008 which brought out the success of NAP in mobilizing people in the forest protection and development activities. Based on the recommendations of the report the implementation was further decentralized with the formation of the State Forest Development Agency (SFDA) before which the programme was implemented through a two tier system of Forest Development Agencies at the forest division level and Joint Forest Management Committees at the Village level. Two new components of Value addition and Marketing of forest produce, Training and Capacity building of local communities has been included for the sustainability of the institutions. Accordingly, the revised operational guidelines were prepared and approved by the Cabinet Committee on Economic Affairs (CCEA) during 2009 and are being implemented from the year 2010-11.

3.11 As per the Revised Operational Guidelines, 2009, the SFDA commissions independent concurrent evaluation of each FDA twice during the project cycle. The first concurrent evaluation is done during the third year and the second evaluation/final evaluation after five years. The submission of the reports of the first concurrent evaluation of the scheme is due during this current year. From 2011-12, the geo references of the new plantation sites are submitted by the States, which has been made mandatory for approval of the Annual Work Programme.

3.12 In a subsequent note, MoEF informed the Committee that a mid-term review of NAP was taken up by the National Afforestation and Eco-Development Board

(NAEB) through the Indian Council of Forestry Research and Education (ICFRE), an autonomous body, which submitted its report in 2008.

3.13 According to MoEF, the ICFRE carried out comprehensive evaluation of the Scheme in all the 27 States implementing the programme covering 182 of the total of 680 FDAs and 600 JFMCs out of total of 5935 committees implementing the Scheme in the sampled FDAs.

3.14 The main findings of the mid-term evaluation include:

- The programme by and large has been successful in mobilizing people in the forest protection and development activities.
 - The FDAs have been successful in achievement of physical targets related to afforestation activities and the ancillary activities like soil and moisture conservation work have also been implemented in a satisfactory manner.
 - The provision of entry point activities has been received well by the villagers and the quality of construction activities has generally been very good and appreciated by the villagers.
 - The FDAs through a NAP implementation have played catalytic role in development of rural production systems through improved irrigation, SMC works, value addition in NTFP and enhanced biomass production.
 - There has been significant impact in direct and indirect employment opportunity and enhancement of rural livelihoods.
 - There has been reduction in forest dependency among the vulnerable groups.
- Some of the shortcomings observed in the mid-term evaluation are as follows:
- The capacity building and training component needs proper implementation.

- Involvement of community in micro-planning and project implementation.
- Institutional linkages with other relevant line departments.
- Exit strategies after the Scheme implementation.

Hill districts and tribal areas

3.15 As per the India State of Forest Report, 2011, the forest cover in the hill districts of the country is 281,295 sq. kms. which is 39.74 per cent of the total geographical area of these districts, however it has shown a decrease of 548 sq. kms. in all the hill districts.

3.16 According to the India State of Forest Report 2011, total forest cover in the tribal districts is 411,881 sq. kms., which is 37.25 per cent of the geographical area of these districts. The Report indicates a decrease of 679 sq. kms. in all the tribal districts of the country.

North-Eastern States

3.17 North-eastern region of the country comprising eight States namely Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim and Tripura, is endowed with rich forest resources. The region, which constitutes only 7.98 per cent of the geographical area of the country, accounts for nearly one fourth of its forest cover. The total forest cover in the region is 173,219 sq. kms., which is 66.07 per cent of its geographical area. The India State of Forest Report 2011 shows a decrease of 549 sq. kms. in all the North-Eastern States of the country.

3.18 As per the Annual Report (2012-13) of MoEF, rehabilitation of shifting cultivation lands have been given specific focus under NAP, and so far 35 Jhum projects have been sanctioned in the North-Eastern States and in Odisha.

3.19 In the light of the above, the Committee desired to know the impact of shortening of shifting cultivation practices in North-Eastern States, which adversely impacts the forest cover. In response, MoEF in a reply stated as under:

“Rehabilitation / improvement of jhum lands by way of tree plantation have been covered under the NAP scheme with an objective of arresting forest degradation through jhumming and improve the economic conditions of the locals through participatory approach, since 10th Five Year Plan. During 10th plan a total of 25 projects were sanctioned and during 11th plan 11 new projects were sanctioned. These projects were sanctioned in addition to the FDA projects in the respective areas and a total of 36 Jhum projects were sanctioned in the States of Nagaland, Manipur, Mizoram, Tripura and Orissa. Total area covered under Jhum projects is 0.05 million hectares till 2012-13.

Proposals were not received for jhum projects from 3 FDAs for 3 jhum projects from Sadar FDA, Tripura and Teliamura Jhum FDA and Kiphire WL FDA in Nagaland. As on date, there are 33 projects under implementation through NAP.

Specific treatment of jhumming areas have been taken up in the projects. Tree component raised in jhum lands is managed in a manner to ensure effective tree cover of atleast 25% on a permanent basis. For this, growing of Horticultural and multipurpose tree species of local agro forestry importance which are normally not felled, is taken up. The model of Artificial Regeneration is taken up as a plantation model. The Ministry has not received any feedback regarding problems faced by them in implementing Jhum projects.”

(iii) Prospects for NAP

Extension of forest area

3.20 As against the target of 33 per cent (1/3 area of the country) as envisaged by the National Forest Policy 1988, the current forest and tree cover is about 78.2 million hectares, which is about 23.82 per cent.

3.21 On the issue of achieving a target of having 33 per cent of forest and tree cover out of the total geographical area of the country as envisaged in the National Forest Policy, 1988, the Secretary, MoEF during the oral evidence held on 11.11.2013 deposed as under:

“..... At present, 78.2 million hectares is the forest and tree cover. Out of 328 million hectares of the total geographical area of this country, 153 million hectares is under regular agriculture and 65 million hectare is under habitation, roads, rivers etc. This comes to about 300 million hectares. To achieve 33 per cent of the target, we have to have another 30 to 32 million hectares of area. Now it is a big question as to how much area will be available out of these 30 million hectares which are mostly outside the forest areas.”

3.22 On being further enquired about specific measures/steps taken/proposed to be taken by the Ministry in order to achieve the major objectives of increasing the forest cover under NAP, the Committee have been informed as under:

“The major constraint in the achievement of increasing forest and tree cover to the targeted level of 33 % is availability of non-forest land for afforestation. As per the State of the Forest Report, 2011, the Forest & Tree Cover (FTC) of the country is 78.29 million ha (23.81 per cent of the geographical area of the country). The stabilisation of FTC itself is commendable especially when the country has witnessed diversion of forest land without mitigation to the tune of around 4.04 million ha in 30 years before the promulgation of FC Act, 1980 and another 1.2 million ha after that and ever increasing biotic pressure all through. Therefore targets for afforestation also need to be realistic backed with appropriate funding as required for specific sites. The target of 33% would require sustaining the existing cover and creation of FTC on additional 10 per cent of the geographical area of the country or about 30 million ha. The additional land is difficult to obtain for afforestation in view of competing land use for agriculture, industrial and infrastructure development, urbanization etc. Therefore the target can only be achieved with cross-sectoral efforts through participation of multiple stakeholder and multi agencies and by encouraging tree planting outside the notified forest lands at a long term basis.”

3.23. According to MoEF, in the newly launched Green India Mission, one of the eight Missions under the National Action Plan on Climate Change, it is envisaged to increase forest & tree cover on 5 million hectare area and to improve quality of forest

cover on another 5 million hectare area along with amelioration of forest based livelihood of local communities and also to improve ecosystem services such as carbon sequestration, biodiversity & hydrological services. Till date 71 landscapes were already been identified and 50 crore have been released for taking up preparatory activities under GIM.

3.24 On the issue regarding the need to establish better coordination with various Agencies and Departments for the execution of afforestation activities, MoEF stated as under:

“It is pertinent to mention that large scale afforestation work to increase the forest cover is also being carried out by other Ministries under schemes like Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Integrated Watershed Management Programme (IWMP), National Bamboo Mission, Thirteenth Finance Commission and under various State Plan and Non Plan schemes. The afforestation activities are thus already being undertaken by various implementing agencies/ department in addition to forest department. However coordination with such other agencies which are also carrying out afforestation activities is required to that these efforts are properly targeted. GIM has envisaged a convergence mechanism to address this issue.”

3.25 The Committee while stressing on the need to incorporate wasteland afforestation under NAP, which is both financially and environmentally viable, desired to be apprised on the need to convert large tracks of barren wasteland into forests. In response, MoEF stated as under:

“It is reiterated that afforestation in degraded forest land is done through the National Afforestation programme and at present there exists no formal linkage with Integrated Wasteland Programme of the Ministry of Rural Development but functional dovetailing at the field level takes place in many areas. The newly launched National Mission for Green India, it is envisaged that the Mission would have functional convergence at the district level with MoRD schemes of Integrated Wasteland Management Program and MNREGA by having an inclusive Work Plan approved by District Planning Committee.”

3.26 As per the Outcome Budget (2013-14) of MoEF, State Governments and Forest Development Agencies (FDAs) have been advised and encouraged to take up suitable project areas for plantation of bamboo and medicinal plants under NAP.

3.27 In this regard, the Committee desired to know which specific States/UTs have taken up such projects. In response, MoEF stated as under:

“To provide the required thrust on plantation of bamboo and medicinal plants on degraded forest lands and contiguous areas in addition to other species of local and ecological importance in afforestation activities, 4 plantation models of Bamboo and Cane plantation and medicinal plantations are under implementation in NAP. They are Bamboo plantation (625 plants per hectare), Planting of canes (625 Plants per hectare), Mixed plantation of trees having MFP and Medicinal Value (1100 plants per hectare) and Regeneration of perennial herbs and Shrubs of Medicinal Value (2000 plants per hectare).

This is intended to contribute towards poverty alleviation and also to ensure livelihood security of forest fringe dwellers besides ameliorating soil conditions and improving/ increasing forest cover.

In the last 3 years, a total area of 9,615 hectares have been taken up for treatment under Bamboo plantation and cane plantation and 15,548 hectares has been taken up for treatment under medicinal plantation models.”

(iv) Convergence of NAP with Green India Mission (GIM)

3.28 As per the Outcome Budget (2013-14) of MoEF, to achieve the targets for more intensive afforestation drive with other conservation, efforts would be needed, coupled with smooth transition of NAP with Green India Mission with enhanced allocation.

3.29 As per the Annual Report (2012-13) of MoEF, the National Mission for Green India is one of the eight missions under the National Action Plan on Climate Change (NAPCC). The Mission acknowledges the influences that the forestry sector has on

environmental amelioration through climate mitigation, food security, water security, biodiversity conservation and livelihood security of forest dependant communities.

3.30 The Mission addresses the qualitative improvement of the forests along with increased forest cover and focuses on ecosystem services with the emphasis on biodiversity, water, improved biomass and carbon sequestration as a co-benefit. It addresses ecosystem approach and habitat diversity like grasslands, wetlands, pastures, forests in urban and periurban areas and other critical ecosystems. An important feature of this Mission is the thrust on landscape based approach in which the interventions at a scale of 5000 to 6000 hectares is done at a time which is prioritized based on criteria including climate vulnerability. The forest and non-forest areas are simultaneously treated and the drivers of degradation are effectively addressed.

3.31 The total Mission cost is ₹ 46,000 crores spread over 10 years, coinciding with the Twelfth and Thirteenth five year Plan periods, with the year 2011-12 being the preparatory year for the Green India Mission. Green India Mission will partly be funded through convergence with schemes/Funds like MGNREGS, NAP, Integrated Forest Management Scheme; XIII Finance Commission award and schemes of other Ministries in the identified landscapes under the Mission. Additional funding will be met through National clean energy Fund, budget support through the Ministry of Environment & Forests and gaps, if any, would be met from external support. The actual implementation period of the Mission will be spread over 10 years, coinciding with the Twelfth and Thirteenth Five Year Plan periods.

3.32 The Statement of funds released for preparatory activities during 2011-12 under Green India Mission is given at **Appendix – VII** of the Report.

3.33 With regard to targets set under Green India Mission, the Secretary, MoEF during the evidence held on 11.11.2012 deposed as under:

“..... we have this major programme of afforestation coming under the Green India Mission. There the targets are far more ambitious. We propose to cover five million hectares under fresh afforestation, additional land to be brought under forest cover, and improvement in forest cover in five million hectares. So, improving the quality of forestry in five million hectares and bringing additional five million hectares under forest cover is the target under the Green India Mission. If we compare these two, you will see that the Green India Mission is a much larger initiative to improve the quality of forest cover and also increase the forest cover in the country.”

3.34 Elaborating further, the Secretary added:

“..... we have a target of 10 million hectares out of which 5 million hectares is the improvement of quality and productivity in the existing forest cover which cannot be increased. Out of the 78.2 million hectares of forest and tree cover, 69 million hectares is the forest cover where you can look forward to increase the quality and productivity of forest cover. Where the moderately dense forest has to be transformed into very dense forest cover, over forest cover has to be transformed to the moderately dense forest cover. This has shown some results. Between 2009 to 2011 cycle of interpretation of forest cover by the Forest Survey of India, 49 square kilometre of very dense forest cover, which is, more than 70 per cent of density has increased. During the same period, above 450 square kilometre as per report has transformed from open forest to moderately dense forest cover. So, the thrust should be and is on qualitative improvement of the existing forest cover and as we had earlier mentioned, out of the ten million hectares of our flagship Green India Mission, five million hectare is for improving the quality of the existing forest cover. The remaining five million hectares will address the concerns of the Committee that this entire five million hectares will be to raise the tree cover outside the forest areas. Out of this five million hectares, three million hectares is for agro forestry and social forestry in the unproductive agricultural land where the agriculture production is not much. The areas can be utilised for agro forestry. The remaining two million hectares is the areas included in the cities along the railway tracks, roads, farm land, burns and some abandoned areas due to mining, zooming cultivation areas, mangroves,

ravine lands which are outside the forest areas are to be addressed out of the total five million hectares.”

3.35 With regard to Green India Mission to support Jhum Management, MoEF informed the Committee as under:

“As per an estimate, the total area of 1.2 million hectares exists under jhum cultivation in the country. Green India Mission has envisaged a focused treatment and rehabilitation in 0.6 m ha jhum affected area. The mission will support jhum management within the overall framework of socio culturally valued, fast growing species managed by the community and from learning of existing jhum management models.”

(v) Compensatory Afforestation Fund Management and Planning Authority (CAMPA)

3.36 As per the Annual Report (2012-13) of MoEF, Compensatory Afforestation Fund Management and Planning Authority (CAMPA) was constituted on the order issued by Apex Court as National Advisory Council under the chairmanship of the Union Minister of Environment & Forests. The basic aim of CAMPA is to promote afforestation and regeneration activities as a way of compensating for forest land diverted to non-forest uses. The Supreme Court also approved the guidelines prepared by MoEF for utilizing CAMPA funds by an agency to be constituted in the States known as the ‘State CAMPA’.

3.37 When asked whether CAMPA is working in tandem with NAEB with regard to afforestation for expansion of areas under forest cover in the country. MoEF stated as under:

“The total area of forest land diverted during 30 years before the FC Act is reportedly about 4.037 million hectare and during 30 years after the

promulgation of the Act in 1980 is reportedly about 1.112 million hectare. All the concerned States have constituted State CAMPAs as envisaged in the Guidelines for State CAMPAs. The National Afforestation and Eco development Board draws funds from the consolidated fund of India. On the other hand, the Funds under the CAMPA set up are held outside the Consolidated Fund of India, and in terms of the orders of the Supreme Court of India, release of funds is done for undertaking expenditure in terms of the Annual Plans of operation, which in turn have to follow the regimen as entailed in the State CAMPA Guidelines. However, a part of the CAMPA Fund is also being utilized by the states for afforestation in degraded forest lands. In addition, the Green India Mission also envisages utilization of CAMPA Fund through convergence.”

PART- II

Recommendations/ Observations of the Committee

1. The Committee are dismayed to note that though the National Afforestation Programme (NAP), launched in the year 2002 is aimed at increasing and improving the forest and tree cover through sustainable development of forest resources, the forest cover of the country has decreased by 367 sq. Km. during the period 2009 to 2011 alone. According to the India State of Forest Report, 2011 green areas decreased in 14 States/Union Territory which among others include Andhra Pradesh (decline of 281 sq. Km.), Manipur (190 sq. Km.), Nagaland (146 sq. Km.), Arunachal Pradesh (74 sq. Km.), Mizoram (66 sq Km.) and Meghalaya (46 sq. Km). The decline is mainly attributed to harvesting of short rotation tree crops, shifting cultivation in some North Eastern States and to some extent illicit felling. The Committee are at a loss to understand how, having taken up a total area of 1.94 million ha under NAP at a cost of ₹ 3,044 crore since inception in the year 2002, the outcome of afforestation has been negative. The Committee would await an explanation in this regard and would also like to know how much of 1.94 million ha was for increase in forest cover, how much for improvement in existing forests and reasons for dismal performance in increasing forest cover as targeted.

2. As against 320 million ha of total geographic area of the country, the National Forest Policy, 1988 envisages a forest cover of 33 per cent (108.2

million ha). The Committee are disappointed to learn that two and half decades after declaration of the policy, the current forest and tree cover is merely 78.2 million ha which falls short of the target by as much as 30 million ha. What is shocking is that even after declaration of the policy in the year 1988, the country had to witness diversion of forest land to the extent of 1.2 million ha. This reveals abysmally poor implementation of the National Forest Policy by the Ministry of Environment and Forests (MoEF). The Committee have been informed that Green India Mission (GIM) covering a period of 10 years is being implemented during Twelfth and Thirteenth Five Year Plan periods at a cost of ₹ 46,000 crores to increase forest/tree cover on 5 million ha and to improve quality of forest cover on another 5 million ha land. The Committee urge that GIM should be implemented as planned and it should be ensured that the targets of afforestation are achieved without fail.

3. In order to reach the target of 33 per cent forest-cum-tree cover of total geographical area in the country as set by the National Forest Policy 1988, about 30 million ha outside forest area needs to be brought under the forest and tree cover. What is envisaged in Twelfth and Thirteenth Five Year Plan periods is addition of only 5 million ha. forest cover. 25 million ha more needs to be added, if the target set by the National Forest Policy, 1988 is to be achieved. Considering the competing demands for land, the Committee feel that there should be a realistic projection of addition to forest cover area and there should be a fresh look at the policy and the targets for forest cover. The Committee would like to be apprised of the outcome of these steps.

4. The major constraints in the achievement of increasing forest and tree cover is availability of non-forest land for afforestation due to competing land use for development and habitation needs. The Committee are of the view that care should be exercised to ensure that projects related to industrial and infrastructural development, agriculture expansion or urbanization are not adversely affected in the endeavour to increase forest cover and there should be synergy between afforestation and development.

5. The Committee feel that total ban on felling of trees on the pretext of environmental protection is neither desirable nor justified. All varieties of trees have life expectancy. Unless trees which have outlived their life are felled, they may pose danger to life and property when they fall abruptly on their own. Reports of loss of lives and properties due to sudden fall of trees are not uncommon not only during rainy and windy seasons but also in normal weather. In Committee's view, trees are part of national wealth and should not be wasted and there should be appropriate guidelines for felling of aged trees in and around habitations/forests with a view to preventing loss of life and property due to unregulated ban on felling of trees and there should be stipulation for compensatory afforestation. The Committee would like to be apprised of the action taken in this regard.

6. The Committee have been informed that NAP is a demand driven programme, where no allocation of fund or area of afforestation is earmarked

to the States. The Committee in this connection note that the forest cover in hill districts declined by 548 sq. Km and in North Eastern States by 549 sq. Km even while rehabilitation of jhum lands had reportedly been taken up with the sanction of 36 jhum projects in Nagaland, Manipur, Mizoram, Tripura and Odisha during Tenth and Eleventh Five Year Plans, covering an area of 50,000 hectares till 2012-13. It has been stated that proposals for 3 out of the 36 jhum projects viz. Sadar FDA, Tripura and Teliamura Jhum FDA and Kiphire WL FDA in Nagaland have not been received. The Committee fail to understand as to why NAP has been made as a demand driven programme considering the need for urgent measures to arrest forest degradation and increasing forest cover. Ideally, the MoEF should take proactive steps to ensure implementation of NAP instead of leaving it to the States to take the initiative. The Committee would, therefore, suggest MoEF to reorient the NAP with a view to making it effective and result oriented.

7. The Committee note that at present there is no formal linkage of NAP with the Integrated Wasteland Programme (IWP) of the Ministry of Rural Development. Nevertheless, MoEF has stated that functional dovetailing takes place in many areas at the field level while implementing NAP. It is not clear as to what is the co-ordination and monitoring mechanism at the Ministerial level and at State level to ensure linkage of NAP with IWP and functional convergence at district level with the schemes of IWP and Mahatama Gandhi National Rural Employment Guarantee Act (MNREGA). The Committee desire that lacuna, if any, in this regard should be identified and addressed immediately under intimation to the Committee.

8. Joint Forest Management Committee (JFMC) is the central and integral part of the projects under the NAP and is the implementing agency at the village level. The Committee have been informed that the MoEF advised the Chief Ministers of all States in October 2010 that JFMCs may be recognized as organs of the Gram Sabha under the relevant State Acts relating to Panchayati Raj Institutions. Some States have reportedly made enabling provision for JFMCs in this regard and have involved JFMCs in implementing the activities under MGNREGA. The Committee desire that the remaining States/UTs should be pursued to take necessary steps in this regard to reap the benefits available as a result of such steps.

9. With a view to contributing to poverty alleviation of forest fringe dwellers and ameliorating soil conditions besides improving/increasing forest cover, a total area of 9,615 hectares have reportedly been taken up for treatment under bamboo/cane plantation and 15,548 hectares under medicinal plantation models in the last three years. The Committee would like to know the results of these initiatives and the extent of area having similar soil conditions requiring amelioration and also the plans to cover these areas under these plantations.

10. Incidentally, the Committee observe that mandays generated under NAP has declined from 287 lakh mandays in 2010-11 to 237 lakh mandays in 2011-

12 and further declined to 177 lakh mandays in 2012-13. The decline was sharp in Chattisgarh, Madhya Pradesh, Jharkhand, Haryana, Andhra Pradesh, Odisha, Assam and Mizoram. It is not clear as to what led to this decline. The Committee hope that MoEF will look into the reasons for the sharp decline in the number of mandays generated under NAP and take such remedial measures as may be necessary to reverse the decline under intimation to the Committee.

New Delhi;
17 February, 2014
Magha 28, 1935 (S)

FRANCISCO SARDINHA,
CHAIRMAN,
COMMITTEE ON ESTIMATES.

APPENDIX – I
(Vide Para No. 2.3)

State-wise status of SFDA projects (from 1.4.2010 to 31.12.2012)

S. No.	State	Total Cost	Amt. Released	Amount yet to be released	Approved Advance Work*
		(Rs. in crore)			
1	Andhra Pradesh	40.83	28.34	12.49	7794
2	Bihar	13.43	12.40	1.03	5647
3	Chhattisgarh	73.39	64.16	9.23	9547
4	Goa	0.00	0.00	0	0
5	Gujarat	84.70	66.95	17.75	12910
6	Haryana	47.12	40.32	6.8	4245
7	Himachal Pradesh	18.10	8.67	9.43	4212
8	Jammu & Kashmir	22.61	10.88	11.73	4857
9	Jharkhand	50.05	23.84	26.21	4815
10	Karnataka	40.81	25.85	14.96	9523
11	Kerala	32.00	15.21	16.79	3613
12	Madhya Pradesh	86.46	58.04	28.42	23219
13	Maharashtra	89.55	53.80	35.75	9854
14	Odisha	40.24	21.59	18.65	7410
15	Punjab	3.93	1.22	2.71	625
16	Rajasthan	22.44	13.05	9.39	3700
17	Tamil Nadu	16.77	11.99	4.78	2984
18	Uttar Pradesh	68.27	54.37	13.9	15775
19	Uttarakhand	26.75	11.09	15.66	10225
20	West Bengal	15.36	12.28	3.08	5175
	Total (Other States)	792.81	534.05	258.76	146130
21	Arunachal Pradesh	10.32	7.18	3.14	3125
22	Assam	25.84	15.50	10.34	0
23	Manipur	28.32	25.71	2.61	7849
24	Meghalaya	22.94	15.04	7.9	8730

25	Mizoram	32.03	28.87	3.16	4970
26	Nagaland	30.72	26.26	4.46	10000
27	Sikkim	24.87	23.17	1.7	5279
28	Tripura	33.77	26.58	7.19	12491
	Total (NE States)	208.82	168.30	40.5	52444
	G. Total	1001.63	702.35	299.26	198574

*Approved advance work is updated till 31.04.2012

APPENDIX - II
(Vide Para No. 2.4)

NATIONAL AFFORESTATION PROGRAMME (NAP)			
State-wise details of FDAs and JFMCs			
S. No.	State	JFMC's	FDAs
1	Andhra Pradesh	2555	47
2	Chhattisgarh	2611	32
3	Gujarat	2157	25
4	Haryana	2265	19
5	Himachal Pradesh	1556	30
6	Jammu & Kashmir	1836	31
7	Karnataka	1560	45
8	Madhya Pradesh	3270	55
9	Maharashtra	3092	48
10	Orissa	3547	46
11	Punjab	1192	15
12	Rajasthan	996	33
13	Tamil Nadu	1580	32
14	Uttar Pradesh	2752	69
15	Uttarakhand	1900	38
16	Goa	26	3
17	Jharkhand	2495	34
18	Bihar	978	10
19	Kerala	615	27
20	West Bengal	1960	20
	Total (Other States)	38943	659
21	Arunachal Pradesh	481	23
22	Assam	810	30
23	Manipur	578	16
24	Nagaland	456	19
25	Sikkim	244	8
26	Tripura	271	13

27	Mizoram	528	24
28	Meghalaya	224	8
	Total (NE States)	3592	141
	TOTAL	42535	800

APPENDIX - III
(Vide Para No. 2.10)

National Afforestation Programme

Estimated Mandays Generated during the last three years (in lakhs)

S.No.	State	2010-11	2011-12	2012-13
1	Andhra Pradesh	8.05	10.39	3.23
2	Bihar	4.66	5.17	5.82
3	Chhattisgarh	28.60	14.39	9.47
4	Gujarat	19.74	15.86	12.68
5	Haryana	13.27	7.45	5.56
6	Himachal Pradesh	5.00	5.48	2.7
7	Jammu & Kashmir	8.05	6.06	5.27
8	Jharkhand	15.75	9.17	6.45
9	Karnataka	10.88	9.61	8.06
10	Kerala	5.47	3.43	3.31
11	Madhya Pradesh	25.03	19.07	12.05
12	Maharashtra	19.14	14.58	12.43
13	Orissa	18.34	9	8.38
14	Punjab		1.13	0.82
15	Rajasthan	7.54	5.25	3.43
16	Tamil Nadu	4.92	4.47	4.1
17	Uttarakhand	8.40	6.66	6.09
18	Uttar Pradesh	19.53	22.55	15.51
19	West Bengal	3.89	4.87	3.16
	Sub Total :	226.24	174.59	128.52
20	Arunachal Pradesh	6.17		2.48
21	Assam	8.17	4.07	2.57
22	Manipur	7.34	8.98	7.7
23	Meghalaya	7.40	7.74	7.89
24	Mizoram	8.63	12.21	4.98

25	Nagaland	7.66	10.15	10.8
26	Sikkim	5.81	6.14	4.13
27	Tripura	9.75	13.38	8.37
	Sub Total :	60.93	62.67	48.92
	Grand Total	287.17	237.26	177.44

Appendix – IV

(Vide Para No. 3.2)

State/UT wise Forest Cover + Tree Cover Estimates – ISFR 2011

States/UTs	Geographical Area	Forest Cover + Tree Cover % age	Actual Change in Forest Cover between 2009-2011 (ISFR-2011) (Sq. Km)
Andhra Pradesh	275069	19.46	-281
Arunachal Pradesh	83743	81.15	-74
Assam	78438	37.15	-19
Bihar	94163	9.79	41
Chhattisgarh	135191	44.04	-4
Delhi	1483	19.96	0
Goa	3702	67.67	7
Gujarat	196022	11.46	-1
Haryana	44212	6.79	14
Himachal Pradesh	55673	27.49	11
Jammu & Kashmir	222236	13.09	2
Jharkhand	79714	32.48	83
Karnataka	191791	21.86	4
Kerala	38863	51.60	-24
Madhya Pradesh	308245	27.51	0
Maharashtra	307713	19.41	-4
Manipur	22327	77.41	-190
Meghalaya	22429	79.60	-46
Mizoram	21081	91.58	-66
Nagaland	16579	82.27	-146
Odisha	155707	34.17	48
Punjab	50362	6.88	100
Rajasthan	342239	7.12	51
Sikkim	7096	47.69	0
Tamil Nadu	130058	21.79	74
Tripura	10486	77.83	-8
Uttar Pradesh	240928	9.02	-3
Uttarakhand	53483	47.00	1
West Bengal	88752	17.27	1
Andaman & Nicobar	8249	81.99	62
Chandigarh	114	23.68	-0.22
Dadra & Nagar Haveli	491	48.88	0.00
Daman & Diu	112	13.39	0.50
Lakshadweep	32	100.00	0.58
Puducherry	480	16.88	0.09
Total	3287263	23.82	-367

Appendix - VII
(Vide Para No. 3.32)

**Statement of funds released for preparatory activities during 2011-12 under Green
India Mission**

Sl. No.	State	Funds released (₹ in Lakhs)
1.	Maharashtra	405.77
2.	Jharkhand	147.00
3.	Kerala	194.60
4.	Tamil Nadu	72.15
5.	Gujarat	133.80
6.	Rajasthan	275.25
7.	Himachal Pradesh	126.50
8.	Jammu & Kashmir	64.00
9.	Odisha	107.50
10.	Punjab	125.50
11.	Haryana	357.00
12.	Chhattisgarh	972.00
13.	Assam	130.00
14.	Andhra Pradesh	89.53
15.	Manipur	40.50
16.	Nagaland	141.50
17.	Tripura	350.50
18.	Karnataka	267.45
19.	Madhya Pradesh	823.50
20.	Uttar Pradesh	119.50
21.	Uttarakhand	51.00
	Total	4994.55

ANNEXURES

MINUTES OF SEVENTEENTH SITTING OF THE COMMITTEE ON ESTIMATES (2013-14)

The Committee sat on Monday, the 11th November, 2013 from 1430 hrs. to 1700 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Shri Francisco Sardinha – Chairman

MEMBERS

2. Shri Khagen Das
3. Dr. Thokchom Meinya
4. Dr. Sanjeev Ganesh Naik
5. Shri Prabodh Panda
6. Dr. Vinay Kumar Pandey "Vinnu"
7. Shri Jagdish Singh Rana
8. Shri S. Semmalai
9. Shri M. I. Shanavas
10. Shri Om Prakash Yadav

SECRETARIAT

1. Smt. Anita B. Panda - Director
2. Dr. Yumnam Arun Kumar – Deputy Secretary

WITNESSES

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|----|------------------------|-----------------|
| 1. | Dr. V. Rajagopalan | Secretary (E&F) |
| 2. | Shri K. Jude Sekar | DGF & SS |
| 3. | Shri A. K. Srivastava | ADG (FC) |
| 4. | Shri B.M.S. Rathore | Joint Secretary |
| 5. | Shri Anoop Badhwa | IGF |
| 6. | Shri Ajay Tyagi | Joint Secretary |
| 7. | Dr. G. V. Subrahmanyam | Advisor |

2. At the outset, the Chairman welcomed the Members of the Committee and the representatives of Ministry of Environment and Forests to the sitting of the Committee convened for examination of the subject 'National Afforestation Programme (NAP) and issues related to Western and Eastern Ghats'. The Chairman also drew the attention of the representatives of the Ministry of Environment and Forests to Direction 55(1) of 'Directions by the Speaker, Lok Sabha' regarding confidentiality of the proceedings of the sitting of the Committee. Expressing concern over the decrease witnessed in the forest cover in the country during 2009-2011, he asked the representatives of the Ministry to explain efforts made for increasing and improving the forest and tree cover.

3. The representatives of the Ministry of Environment and Forests then gave a brief overview of the NAP scheme, highlighting the targets set and achievements made under the same. Thereafter, Members of the Committee raised queries on various issues for instance, percentage area under tree and forest cover on a State-wise basis, need to fix minimum cover of forest/trees in each State, issues related to ecologically sensitive areas, environmental clearances required for infrastructural development etc. With regard to Western Ghats, status of the Kasturirangan Report and the need to consider concerns raised by various States was discussed in detail. Further, the Members of the Committee also emphasized upon the need to create better awareness amongst people on environment related issues, check the encroachment in forests as well as deforestation and the importance of increasing the number of man days generated under NAP. The Committee further suggested for establishing better monitoring mechanism for forest and reserve areas and judicious use of funds allocated for afforestation.

4. The representatives of the Ministry of Environment and Forests responded to the queries raised by the Committee. In respect of the points for which the representatives could not readily respond, the Ministry was asked to furnish written replies at the earliest.

5. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

**MINUTES OF TWENTY SEVENTH SITTING OF THE COMMITTEE ON
ESTIMATES (2013-14)**

The Committee sat on Monday, the 17th February, 2014 from 1500 hrs. to 1530 hrs. in Room No. 52-B (Chairman's Chamber), Parliament House, New Delhi.

PRESENT

Shri Francisco Sardinha – Chairman

Members

2. Shri Khagen Das
3. Shri K. Bapi Raju Kanumuru
4. Shri Chandrakant Khaire
5. Dr. Thokchom Meinya
6. Shri S. Semmalai
7. Shri Arjun Charan Sethi
8. Shri M. I. Shanavas
9. Shri Ganesh Singh
10. Shri Ijyaraj Singh
11. Shri Jagadanand Singh
12. Smt. Annu Tandon
13. Shri Om Prakash Yadav

SECRETARIAT

1. Shri A. Louis Martin - Joint Secretary
2. Shri S. Chatterjee - Director
3. Dr. Yumnam Arun Kumar - Deputy Secretary

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee.

3. The Committee then took up for consideration the draft Report on 'National Afforestation Programme' pertaining to the Ministry of Environment and Forests and adopted the same with the insertion at Page No. 30, Recommendation No. 5, Line No. 7 after "view", "trees are part of national wealth and should not be wasted and".

4. The Committee then authorized the Chairman to finalize the Report on the basis of factual verification by the concerned Ministry and present the same to the Lok Sabha.

The Committee then adjourned.