

# National Afforestation Programme Revised Operational Guidelines - 2009



National Afforestation & Eco-development Board



Ministry of Environment & Forests  
Government of India

**NATIONAL AFFORESTATION PROGRAMME  
REVISED OPERATIONAL GUIDELINES- 2009**

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The Revised Operational Guidelines (2009) of the National Afforestation Programme (NAP) are being issued to further decentralise the project cycle management of the Scheme with a view to expedite fund transfer to the village-level implementing organisation, that is the Joint Forest Management Committees (JFMCs) and Eco-development Committees (EDCs),<sup>1</sup> to embed the Scheme in the overall forestry development programme of the State/ UT, build capacity of the institutional actors and institutions, and promote livelihoods of JFMC members by linking forest development to value addition and marketing of forest products.

### 1. Objectives of the Scheme

The hierarchy of objectives of the Scheme described in the 'Logical Framework' format is as follows:

- (i) **Super-Goal:** Sustainable development and management of forest resources.
- (ii) **Goal:** Increase and/ or Improve Forest and Tree Cover (FTC)
- (iii) **Purpose:** Rehabilitation of degraded forests and other areas by institutionalizing decentralized/participatory forest management and supplementing livelihoods improvement processes

(iv) <b>Outputs</b>	<b>Activities</b>
(a) Improved natural forest stock	Assisted natural regeneration of degraded areas
(b) Increased and improved FTC	(a) Artificial regeneration and enrichment planting (b) Promotion of Non-Timber Forest Products (NTFPs)
(c) Participatory forest management initiated by supporting the immediate needs of fringe - community	Entry Point Activities
(d) Long-term participation of fringe-community in forest management	(a) Participatory micro-planning, implementation and monitoring of projects (b) Flexible project design and cost norms
(e) Increased Soil and Moisture Conservation (SMC)	Biological SMC supplemented by physical SMC treatment as per local site condition
(f) Improved forest/ tree productivity	Promotion and use of improved technologies and high quality planting material
(g) Increased capacity of fringe-community and frontline staff to develop and manage natural resources	Awareness generation, training and linkage with other institutions
(h) Enhanced opportunity for local forest-based micro-enterprise	Value-addition and marketing of forest produce from project area
(i) Review and independent monitoring processes internalized	Bottom-up internal monitoring of projects and independent third party concurrent and final evaluations of each project
(j) Tree cover in non-forest areas promoted	(a) Agro-forestry on shifting cultivation lands and other farmlands (b) Coastal shelterbelt and tank foreshore plantations on public and private lands, and rehabilitation of mangroves, sacred groves etc.
(k) Problem lands rehabilitated	Additional support for amelioration of soil in alkaline/ saline, ravine, marshy, high-altitude, desert areas etc.

<sup>1</sup> Wherever JFMC has been mentioned in this Guideline, it will construe to include EDCs also.



For each of the above activity, an easily verifiable indicator will be developed in due course by the Ministry in consultation with the State Governments and other organizations (FSI, IIFM, and ICFRE etc.) for evaluation of the scheme.

## 2. Organisational set-up for Implementation

**2.1.** The scheme would provide for implementation of new projects as well as completion and maintenance of plantations undertaken earlier under the Scheme, as per this Guideline. The Scheme will be implemented by a three-tier institutional set-up, namely State Forest Development Agency (SFDA) at the State/ UT level, Forest Development Agencies (FDAs) at the forest division level, and Joint Forest Management Committees (JFMCs) or Eco-development Committees (EDCs) at the village level. The focus of the institutional work would be towards regeneration and management of forest resources while strengthening the village level capacity for the same.

**a.** A **State Forest Development Agency (SFDA)**, constituted at the State/UT level, will be a registered society under the Societies Registration Act, and function as a federation of Forest Development Agencies (FDAs) in the State/ UT.<sup>2</sup> It will have a model composition as per **Annexure – 'A'**.

**b.** A **Forest Development Agency (FDA)**, constituted at the territorial/ wildlife forest division level, will be a registered society under the Societies Registration Act, and function as a federation of all JFMCs and EDCs in that forest division. It will have a model composition as per **Annexure -'A'**. The concerned forest division shall strive to constitute JFMC/ EDC in each potential forest-fringe village, and federate them into FDA, preferably during the Eleventh Five Year Plan period.

**c.** A **JFMC/ EDC** will be the implementing agency at the village level. The composition and functions of the JFMCs / EDCs would be governed by the JFM order adopted in that State/ UT, however, the JFMCs/ EDCs executing this Scheme may be reconstituted to have minimum representation of the marginalized groups as prescribed in **Annexure – 'A'**. The JFMCs/ EDCs will need to be registered as per the provisions of the JFM order in that State/ UT. However, if no such provision has been made in the said order, these will be registered with the concerned Divisional Forest Office.

**2.2.** FDAs will sign a Memorandum of Understanding (MoU) with the JFMCs/ EDCs implementing the Scheme indicating mutual obligations, rights and roles. The MoU should, *inter alia*, include the right of FDAs to stop and withdraw funding from a JFMC/ EDC if their performance is found to be unsatisfactory, along with the procedure to be adopted in such cases. The FDAs, in turn, would also sign a similar MoU with the SFDA.

## 3. Project Area

The Scheme will be implemented to regenerate, afforest or reforest degraded forests and adjoining lands, under both public as well as private tenure. Due priority will be given to the treatment of problem, eco-sensitive and disaster prone areas, such as coastal areas, mangroves, ravines, shifting cultivation areas, cold and hot arid areas, tank foreshore, strips along public infrastructure, etc. Project area will be selected in a manner that the major part is forest or public lands. Agro-forestry model may be permitted on non-forest lands, including for rehabilitation of shifting cultivation lands and tree plantation in cold arid areas. Preferably blocks of 5 hectares and above will be taken-up for treatment under a project; however, smaller area may be taken up if the JFMC/ EDC has agreed to offer additional voluntary support

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<sup>2</sup> Existing FDAs will be federated into the SFDA

required for regeneration and maintenance of a smaller area.

#### 4. Project Planning

**4.1. Joint Forest Management (JFM):** JFM will be the central and integral part of the projects under the Scheme. To this end, focused effort will be made at all levels for constitution of JFMC in all potential forest-fringe villages, awareness generation about JFM procedures, including that of benefit-sharing, in the State/ UT, PRA-based microplanning and its implementation, capacity building of JFMC members in specific aspects of JFM-based operations, and participatory monitoring and evaluation.

**4.2. Project Proposal:** An FDA may draw 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 JFMC/EDC/ potential village members. While formulating a project proposal, the FDA shall take due care to ensure that duplication of endeavours under various schemes of Ministries by way of taking up the same activity in the same area, is avoided. Due consideration of the existing and potential resources and constraints (financial, natural and human) will be taken into account for phasing and sizing of activities so as to ensure that there is no routine spill-over of work to another year. Spill-over work may be allowed only on proper justification by the FDA and its due consideration by the SFDA.

The proposals formulated by the FDAs may be forwarded to the SFDA, which in turn, will scrutinize and approve the proposals. A State/UT level summary statement of all approved FDA project proposals will be submitted to the NAEB, which would finally approve the SFDA's Plan for the five years (or until the end of the Plan period, whichever is less). At the beginning of the second and subsequent years,

the FDAs, and in turn the SFDA, will prepare only APO in respect of the approved FDA projects while the 5-Year Plan and APOs will be formulated only in respect of new FDA project proposals. Format for project proposal, checklist of documents to be submitted by FDA to SFDA, summary statement to be submitted by SFDA to NAEB, and fund flow mechanism are given in **Annexure 'B', 'C', and 'D'**.

#### 4.3. Micro Planning

**4.3.1.** After the approval of the SFDA's plan by the NAEB, FDAs would undertake JFMC constitution/ reconstitution and/ or awareness raising activities, followed by detailed PRA-based microplanning in each project village. The awareness raising arranged by the FDA may focus on the features of JFM order in the State/ UT, especially benefit-sharing and roles and responsibilities of partners, and benefits and procedure of participatory microplanning and monitoring. The micro-planning will start with preparing base line information about the condition of the forests under the charge of the JFMC/ EDC. The



microplan would be an integrated plan for both village and forest development. Thus, it will have two parts: (a) forest development, and (b) village development. It will be in consonance with the broad prescriptions of the Forest



Working Plan or Wildlife Management Plan of the area. The village development part of the microplan would take into account ongoing and potential works that could be undertaken as part of the Entry Point Activity component under NAP scheme or schemes being implemented by other departments of the Government. The progress against the microplan would be suitably reviewed at regular intervals by FDA, SFDA and the State Level Steering Committee which may devise a monitoring format relevant to that State/ UT.

## 5. Entry Point Activities

**5.1.** During the preparation of microplans, the community would identify the Entry Point Activities (EPA) to be taken up during the project period and the mode of its maintenance.

Creation of durable community assets to support improved livelihoods, especially to the marginalized sections of the JFMC (e.g. landless, poor women, primitive tribes, Schedule Caste etc.) may be given preference. Details of EPA works undertaken shall be maintained at the FDA level, and a copy of list of works will be sent to SFDA for record. Both creation and maintenance of EPAs may be funded under the Scheme.



## 6. Project Funding

**6.1. Funding Pattern:** The scheme would be implemented as a Centrally Sponsored Scheme with 100% central funding.

## 6.2. MODEL COST NORMS

6.2.1. The Scheme would provide financial support for the following components of the FDA projects, to the maximum limits prescribed in the Table below:-

**Table -1: Model Cost Norms of Components under NAP Scheme**

S. No.	Component	Model Cost
(i)	Strengthening of JFM	
	(a) Constitution of JFMC (per JFMC)	Rs. 5,000/-
	(b) Microplanning (per JFMC)	Rs. 5000/-
(ii)	Awareness Generation	1% of the Planting Cost *
(iii)	Microplanning	2% of the Planting Cost *
(iv)	Planting/ Regeneration	As per models listed in Table-2
(v)	Fencing	5% of the Planting Cost *
(vi)	Soil & Moisture Conservation	15% of the Planting Cost *
(vii)	Entry Point Activities (per Hectare)	Rs. 4,000/-
(viii)	Training & Capacity Building	Rs.10 Lakh per FDA <sup>#</sup>
(ix)	Value Addition and Marketing of Forest Produce	Rs. 20 Lakh per FDA <sup>\$</sup>
(x)	Concomitant Monitoring & Evaluation	2% of the Planting Cost *
(xi)	Overheads <sup>##</sup>	10% of the Planting Cost * <sup>@</sup>
(xii)	Treatment of Problem Lands	25% of the Planting Cost * <sup>&amp;</sup>
(xiii)	Use of Improved Technology	25% of the Planting Cost * <sup>&amp;</sup>

\* Various plantation or regeneration models may be taken up under the Scheme and their model costs are given in Table-2 below. The cost of the components marked with asterix (\*), however, will be the proportion of the cost of Artificial Regeneration model of the project area even though any other plantation model or any other planting density is chosen by the FDA.

# Upto 5% of plantation cost or Rs. 0.50 lakh per JFMC or Rs. 10 lakh per FDA, whichever is lesser

§ Upto 10% of plantation cost or Rs. 2.00 lakh per JFMC or Rs. 20 lakh per FDA whichever is lesser

@ The SFDA will be eligible for apportioning 15% of the Overhead Cost provided to the FDAs (i.e. 1.5% of the plantation cost) for its own functioning

## The expenditure under 'Overheads' will be capped at 10%, but savings under any head, including 'Overheads', could be used for other heads except 'Overhead'

& The proposal for additional cost for Treatment of Problem Lands and Use of Improved Technology has to be supported by adequate justification and description of the activity to be undertaken.

**Table -2: Cost Norms for Plantation Models under NAP Scheme (@ wage rate of Rs. 75.00/day). See below for details- (Rupees per hectare)**

S.No.	Model / Intervention	Unit Cost of Plantation including, Maintenance (per Ha)
1.	Aided Natural Regeneration (200* plants/hectare)	9750
2.	Artificial Regeneration. (1100* plants/hectare)	17100
3.	Pasture Development/ Silvipasture (400* plants/hectare)	11100
4.	Bamboo plantation (625* plants/hectare)	9300
5.	Planting of canes4 (625* plants/hectare)	11100
6.	Mixed Plantations of trees having MFP and medicinal value (1100* plants /hectare)	17100
7.	Regeneration of perennial herbs and shrubs of medicinal value (2000* plants/hectare)	20400



## Explanations

- (i)** The number of plants per hectare is admissible to the costing indicated in Table-2. If a project proposal envisages any change in the plantation density it would be eligible for a corresponding *pro rata* change in the cost norms. This would also be applicable for problem lands, mangroves, shifting cultivation areas and Coastal Shelterbelt Plantation projects. The concerned FDA shall have to certify that due regard has been given to the agro-climatic factors and the Thrust areas identified by the Ministry.
- (ii)** The cost norms in Table -2 have been worked out at an indicative wage rate of Rs. 75.00 per day. Escalation in the cost will be allowed only after ensuring that the approved minimum wage rate in the State/ UT exceeds Rs. 75.00 per day. The increase in the cost norms would be proportionate to the increase in the wages. In case the wage rate is less than Rs. 75.00 per day, the cost per hectare would be less (on *pro rata* basis) than the rates proposed in the scheme.
- (iii)** The model plantation cost provides for a 5 year project period (year of Advance Work, year of Creation, and 3 years of Maintenance). The cost norm of 'Aided Natural Regeneration Model' includes expenditure on seeding, coppicing, cleaning, tending and other silvicultural operations of the existing crop in the remaining area where seedlings have not been planted.
- (iv)** If the local edapho-climatic and biotic factors require fencing beyond the stipulated 5% costs, the same may be supplemented by additional funds admissible for problem lands as per para 8.2 below, or by additional funds under other schemes.

- (v)** Overheads may include expenditure on hired staff including for purpose of finance and accounts / establishment / vehicles, etc.

## 6.3. Training and Capacity Building

This component will aim at providing training to the members of FDAs, JFMCs/ FDCs, and also to build their capacity through organizing linkages with the programmes/ schemes of other departments/ organizations in the public and private sector for the furtherance of the objectives of the scheme. Special focus will be given on the needs of the marginalized groups of the village community, the primitive tribal groups and traditional forest-based artisans.

A one-time fixed grant of upto 5% of the cost of plantation or Rs. 0.50 lakh per JFMC or Rs. 10.00 lakh for FDA, which ever is lower, may be provided for this component. In case, there



is no plantation component approved, for example in the case of JFMCs receiving funds only under the 'Strengthening of JFM' component of NAP, then also, the fixed grant may be provided to the extent mentioned above.

#### **6.4. Value Addition and Marketing of Forest Produce**

This component will aim at providing support to the FDAs/ JFMCs for taking up Small and Micro Forest Enterprises (SMFEs) based on value addition and marketing of the forest produce. Priority will be given to such SMFEs which relate to the marginalized sections of the JFMCs and forest-dependent artisans.

Upto 10% of the cost of plantation or a one-time fixed grant of Rs. 2.00 lakh per JFMC or a one time fixed grant of Rs. 20.00



lakhs for the whole FDA under one project, whichever is lower, may be provided under this component.

The money would be deposited in the Village Development Fund (VDF), which each JFMC/ EDC will establish, if not already established, at the start of the project, and used as a revolving fund for undertaking SMFEs and also as a corpus for leveraging assistance from banks and other financial institutions. The micro-finance principles may be adopted for augmentation and use of the VDF. Activities like developing Businesses Development Plan for SMFE, organizing Self-Help Groups for SMFE, basic machine, equipment and infrastructure for simple value addition and marketing activities like grading, mixing, cleaning, pulverizing, certification, packaging, storage, marketing support, etc. may be undertaken under this component.

#### **6.5. Release of Funds**

**6.5.1.** 50% of the approved cost of the APO of the State/ UT under the scheme would be released by NAEB to the SFDA as first installment at the start of the financial year, preferably by 30th April, without awaiting for Utilization Certificate and Progress Report of the previous year in order to match the timing of plantation activities. But the second and final installment against the approved cost of APO of the State/ UT will only be released after receipt of Utilization Certificate showing at least 50% expenditure of the previous grant/s, the Annual Progress Report of the previous financial year, the Quarterly Progress Reports of the periods ending 31st March of the previous financial year and the quarter immediately preceding the release of the second installment or 30th September whichever is earlier, and a statement that the accounts of the previous financial year has been audited by a chartered accountant on the panel of CAG and that no major financial irregularity has been observed. The SFDA will transfer the proportionate funds to the concerned FDAs not later than 7 days.

**6.5.2.** 80% of the funds released to the FDA for the implementation of the works to be undertaken by JFMC/ EDC will be transferred to the account of concerned JFMCs/EDCS within 15 days of their receipt by the FDA. When 50% of the funds released to a JFMCs/ EDCs has been utilized, the balance 20% of the funds should be released.

**6.5.3.** If the performance of any JFMC/ EDC is not found to be satisfactory by the FDA, the FDA may decide to take action as prescribed in the Memorandum of Understanding to stop further funding to the JFMC/ EDC concerned. The FDA may also prevent further expenditure of the funds already released. In such cases, the FDA may also authorize the Forest Department to utilize the remaining funds for completing the works after seeking prior approval of the NAEB.

## **7. Project Duration and Maintenance of Plantations**

**7.1.** Each FDA project may be of up to 5 years duration, including 3 years of maintenance of the plantation with a provision that in case the project period extends into the next Five Year Plan and the NAP scheme is discontinued by the Central Government, the concerned State Government/ UT Administration will provide funds to complete the project. The 'Village Development Fund', created by the JFMC from proportionate profits from harvesting, processing and marketing of forest products, contribution by members, grants received from other organisations/ individuals etc., being tied to JFMC would, however, continue to operate and the monies of this fund may be utilised for various activities including for promotion of forest-based livelihoods of the JFMC members.

## **8. Special Provision**

Up to 25% of the notional cost of plantation may be provided

each for adoption of Improved Technologies and for Treatment of Problem Lands, provided reasonable justification has been provided and each such proposal has been scrutinised by the SFDA on a case-to-case basis before approval. The summary statement sent by SFDA to NAEB will list out the amount of such special provision and the reason for additional funding.

### **8.1. Improved Technologies**

Projects under the scheme may include suitable components of improved technologies such as tissue culture, clonal seedlings, root-trainers, rhizobia culture, specialised silvicultural operation, etc. As these may need higher level of investments and supervision, and also appropriate know-how at the field level, in such cases, additional funds up to the limit prescribed above may be provided.

A note on improved technologies is at **Annexure G**.





## 8.2. Problem areas/situations for watering, additional fencing etc.

Problem areas are characterised by constraints that call for additional resources for treatment and may include cold and hot arid areas, rain shadow areas, areas subjected to heavy browsing or grazing pressure, sheet rock areas, highly refractory, alkali or acidic lands, cold alpine areas, mining areas, chemically polluted areas, areas requiring change of soil, critical (survival) irrigation supplements, etc. Additional funds, up to above limits, may be provided for such specialised treatments.



## 9. Monitoring and Evaluation:

### 9.1. Monitoring

Each project under the Scheme will be monitored by the FDA, SFDA and the State/UT Forest Department Officials through field inspections and otherwise. The Range Forest Officer will undertake field checks of the works undertaken by

the JFMCs and submit periodical reports to the Chief Executive Officer. The norms set out by the State/ UT Forest Department for field inspection of departmental works by its officers will also apply to FDA projects. In addition to above, the State/ UT Level Steering Committee (SLSC) and the National Level Steering Committee (NLSC) will also meet periodically to monitor the progress of the scheme. SLSC and NLSC may have the composition as per **Annexure F**.

The FDA will maintain a record of the central geographical coordinates of each NAP plantation plot so that sampling of the areas for the monitoring of young plantations could be done in a more scientific manner. Such a record would be compatible to GIS analysis and obviate the occurrence of overlap or duplication of efforts of plantation. The expenses on purchase of GPS equipment required for recording the coordinates of plantation plots as well as imparting training to the staff, may be met under the 'Overheads' budget of the scheme, if not already provided under any other scheme.

### 9.2. Evaluation

The SFDA will commission independent evaluation of each FDA project twice during the project cycle. The first will be called 1st Concurrent Evaluation, and will be done in the 24-36 months of project operation. The 1st Concurrent Evaluation will focus on assessment of the degree of peoples' participation in the functioning of JFMCs, in particular during micro-planning and implementation of initial project activities. The second evaluation will be the Final Evaluation of the project, to be done after 3 years of the last tranche of tree planting in the project. The final Evaluation will focus on the quality of peoples' participation, success of regeneration, in terms of expansion and improvement in vegetation, and poverty impacts of the project.



Both 1st Concurrent Evaluation and Final Evaluation will be undertaken by reputed independent organizations. For this purpose, an 'independent organization' will be such organization which is not under the full administrative control of the FDA or the NAEB. Independent organisation will also include reputed academic institutions, NGOs, professional consultants, and experts who have qualification and experience in forestry, natural resource economics or business or sociology of natural resource management.

In addition to the evaluation by the FDA, the NAEB may also commission independent evaluation of the FDA projects on a sample basis, and of the NAP Scheme.

### **10. Use of Remote Sensing and Geographic Information Systems for planning and subsequent project monitoring**

**10.1.** Efforts would be made to gradually build capacity and utilize the existing resource maps prepared by utilizing remote sensing technologies, for example by Forest Survey of India, Space Application Centre, National Remote Sensing Agency, State Forest Departments, etc, and to prepare digitized maps during the microplanning. Funds under the heads 'Improved Technology' and 'Capacity Building' may also be used, in addition to the funds under the head 'Microplanning' for this purpose.

### **11. Component of grant, loan and subsidy**

**11.1.** There is no loan component. The Central financial assistance to be provided under the scheme will be entirely in the form of grant to the implementing Forest Development Agencies.

### **12. Number of posts**

**12.1.** No post shall be created at the SFDA, FDA and JFMC

levels for implementation of the Scheme. However, expenditure on hired, contractual and outsourced persons, that are bare minimum and essential for planning, implementation, monitoring, reporting and evaluation of the work under the Scheme may be met from the head 'Overheads'.

### **13. Establishment of FDAs and JFMCs**

**13.1.** The provisions of JFM regulations or orders in the State/ UT will be applicable, as the case may be, for planning, implementation, and subsequent management and benefit sharing from the treated area of the FDA project. Further, the provisions of extant State Forest Code, guidelines, or orders issued by the State Government or UT Administration fixing norms for field inspection and verification of works by the officers of Forest Department would also apply *mutatis mutandis* for works undertaken under NAP also.



**STRUCTURE, COMPOSITION, ROLES AND RESPONSIBILITIES OF STATE FOREST DEVELOPMENT AGENCY (SFDA), FOREST DEVELOPMENT AGENCY (FDA) AND JOINT FOREST MANAGEMENT COMMITTEE / ECO-DEVELOPMENT COMMITTEE (JFMC/EDC)**

**State Forest Development Agency (SFDA)**

State Forest Development Agency is to be registered as a Federation of all Forest Development Agencies of the state. There shall be only one State Forest Development Agency for a state with the following indicative structure:

General Body	Executive Body
<p><b>Chairperson-</b> Principal Chief Conservator of Forests</p> <p><b>Members:</b> Chairpersons and CEOs of Centrally sponsored afforestation schemes</p> <p>General Body will meet at least once a year</p>	<p><b>Chairperson-</b> Principal Chief Conservator of Forests Member Secretary: CCF and Nodal Officer for NAP</p> <p><b>Members:</b> Officers not below the rank of CCF dealing with Development, Social Forestry and Protection to be nominated by the Chairperson</p> <p>Director of Panchayati Raj and Tribal Welfare Departments, Representatives of Revenue and Rural development Departments</p> <p>Chairpersons of 2 FDAs and CEOs of 2 FDAs or any other scheme being implemented through SFDA, to be nominated by Chairperson on rotational basis for a period of two years</p> <p>The Executive Body can co-opt other Members as and when necessary. It will meet as often as necessary but not less than twice a year</p>

**Roles and responsibilities of SFDA**

- (i) The SFDA, as federation of FDAs in the State, may undertake all activities including policy support, programmes and projects that are required for regeneration, development and/or management of forests and adjoining areas and allied activities with people's participation, including implementation of Centrally-Sponsored/Central Sector Forestry Schemes.
- (ii) The SFDA may undertake forestry and allied activities entrusted to it by the State/UT Government or its agencies.
- (iii) The SFDA may formulate and implement forestry and allied projects with assistance from Central Government, State/UT Government, financial institutions recognized by Government, and bi-lateral and multilateral funding agencies.

- (iv) In addition to forestry and allied activities, the SFDA may also undertake such activities, which promote development of forest-dependent or forest fringe village populations.
- (v) For the purpose of achieving the objectives of the schemes being implemented by the SFDA, it will exercise all powers, including prioritization, amendment, reformulation, approval, guidance, monitoring and evaluation etc. and for this purpose it may either undertake these works itself or issue directions or guidelines.
- (vi) SFDA will give due priority to the restoration of eco-fragile areas.

**Forest Development Agencies (FDAs):** FDAs are to be registered as Federation of all Joint Forest Management Committees (JFMCs) within a territorial/wildlife forest divisions under the Societies’ Registration Act, with the following structure:

General Body	Executive Body
<p><b>Chairperson-</b> Conservator of Forests</p> <p><b>Members:</b>            Presidents of JFMC General Bodies, not more than 50 at any time, to be nominated by Chairperson on rotational basis for a period of one year<sup>5</sup>, of which 20 would be women representatives. In the event adequate number of women chairpersons are not available, the women representatives will be drawn from the members of the General Bodies of JFMCs.</p> <p>Three non-official representatives to be nominated by the apex institutional framework of Panchayats.</p> <p>Range Forest Officers, ACFs/ SDOs.</p>	<p>Chairperson- Conservator of Forests            Member Secretary cum Chief Executive Officer – Divisional Forest Officer</p> <p><b>Members:</b>            Ex-officio Members (without voting rights)–            District Development Officer, District level Officers of Agriculture, Rural Development, Animal husbandry, Soil Conservation, Tribal Welfare, Industries, Public Health &amp; Engineering, Welfare, Horticulture, Minor Irrigation, Small Scale Industries/ KVIC, Education Departments<sup>6</sup> and the Lead Bank Officer ADM/AC to be nominated by DC/DM.</p> <p>Three non-official representatives to be nominated by the apex institutional framework of Panchayats.</p> <p>Fifteen nominees from the JFMCs, to include minimum of 7 women<sup>7</sup>.</p>

<sup>5</sup> A person who has served on the General Body would be eligible for re-nomination after two years of the expiry of his previous tenure.

<sup>6</sup> In case the forest division falls in more than one district, representatives of all concerned districts will be nominated to function on the Executive Body.

<sup>7</sup> A member who does not attend three consecutive meetings of the Executive Body shall be disqualified from the Executive Body.

**Note 1:** FDAs for the Wildlife Divisions shall be confined to the territorial jurisdiction of protected area network under their control.

**Note 2:** Executive Body of the FDA will co-opt the experts (without voting rights) in such disciplines as are not represented to advise on the preparation of microplans and for implementing specific components of the projects.

**Note 3:** In case the situations so warrant, the respective State Governments may also include participation of other Divisional Forest Officers –in- charge of Social Forestry/ Minor Forest Produce/ IWDP/ Soil Conservation, etc Divisions in the Executive Body of the FDA as ordinary members. However, the concerned Territorial/ Wildlife DFO shall continue to be the Member Secretary/ Chief Executive Officer of the FDA.

The General Body will meet at least once in a year, while the Executive Body will meet at least once in three months. The above composition of General Body and Executive Body of the FDA is a model composition, and the State Government may add members, officials or non-official, who may contribute to the improvement of forests and other areas under the FDAs' geographical jurisdiction.

### **Roles and responsibilities of FDAs**

1. Implementation of centrally sponsored / central sector afforestation schemes.
2. Provide support and assistance to JFMCs for micro planning and approve the microplans.
3. Coordinate with other agencies to ensure that the village-level micro-plans made by the JFMCs are respected and funding support is provided by the respective line departments of the State Government for forestry as well as non-forestry village development and livelihoods improvement activities.
4. Organise training and awareness generation, environmental education programmes on increase in forest and tree cover in general, and protection, development, management, sustainable harvest of the forests and value addition, processing and marketing of the produce in particular in close liaison with both landowning and development departments/ organisations in the public and private sector.
5. Coordinate with DRDAs and other relevant government departments to dovetail their schemes and programmes with afforestation schemes so that watersheds can be developed in a holistic manner.
6. Take steps for sustainable harvest, value-addition and marketing of the products from JFMC/ EDC areas, including establishment of forest-based enterprise, and promote formation of Self-Help Groups for this purpose.
7. Inventorisation of land and other natural resources.



8. Promote raising of capital through venture fund, loan, deposits, micro-finance, grant, fees and other receipts, and in any other permitted manner, and use it for financing or refinancing activities related to improvement of forest resources and livelihoods of the forest fringe people.
9. Promote technological innovations.
10. Coordinate and monitor the activities of the constituent JFMCs.
11. Deal with contingencies such as drought, flood, epidemic and forest fires.

**JFMC/EDC:** Joint Forest Management Committee/ Eco- development Committee will have the following structure.

### Structure of JFMC

General Body	Executive Body
<p><b>Chairperson-</b> President of JFMC/EDC</p> <p>Elected by consensus/majority vote and will hold this position for a period of two years. It will be ensured that a woman member is elected as President at least for alternative terms.</p> <p><b>Members:</b> All adult villagers subject to their willingness.</p> <p>Member Secretaries of the Executive Body shall be <i>ex officio</i> member the General Body.</p>	<p><b>Chairperson-</b> President of JFMC/EDC</p> <p><b>Member Secretary</b>– respective Forester/Block Forest Officer</p> <p><b>Members:</b> Six members of whom three shall be women, drawn from the General Body to be elected by a majority of at least 2/3rd members of General Body present and voting. Treasurer appointed from among the EC members by the Member Secretary in consultation with the President. At least one member from the forest-based artisan community, and if no such community is residing in the village, then a representative of the socially most marginal community shall be a member.</p> <p><i>Ex-officio Members:</i> Two members of whom one will be a woman representing the Panchayat of the area in which JFMC falls, to be nominated by the Member Secretary.</p>

As regards composition of JFMC/ EDC as given herein and the benefit sharing arrangements, the orders of the concerned State Government relating to Joint Forest Management would apply in so far as they conform to the provisions mentioned herein and do not provide for lesser number of women, Panchayat members and disadvantaged section/s of the village community in the Executive Body or compromise their position in the General and Executive bodies in any manner.

### **Functions of JFMCs/ EDCs**

#### **To assist in :**

- 1) Preparation of microplans.
- 2) Choice of species to be planted.
- 3) Suggesting physical and financial targets.
- 4) To propose entry point activities.
- 5) Awareness programmes and usufruct sharing mechanisms.
- 6) Fund Creation Activities.

**CHECKLIST OF DOCUMENTS/INFORMATION TO BE PROVIDED BY FDA TO SFDA ALONG WITH THE PROJECT PROPOSAL OF NATIONAL AFFORESTATION PROGRAMME (NAP)**

1. Attested copy of the registration document of the FDA and its bylaws. The FDA is required to be registered under the Societies Registration Act, 1860.
2. Attested copy of the registration document of the JFMCs/EDCs. These have to be registered with the respective Territorial/ Wildlife Conservator of Forests.
3. Proposal should be signed by the respective Chairperson and Member Secretary-cum-Chief Executive Officer of the concerned FDA and submitted to the SFDA.
4. Composition of FDA (Executive and General Body) and JFMC/ EDC.
5. Project proposal to be formulated as per the existing model/ component wise cost norms of the Scheme (NAP).
6. Copy of the approved labour rate prevailing in the Project Area/ District/ State (as may be applicable) wherein the project area(s) falls.
7. In case of private land and non forest private land, a consent letter from the land holder for project implementation.
8. Model/ component wise proposed plantation density (number of plants per hectare) and list of species to be planted.
9. Certificate from the FDA to the effect that while preparing the project due regard has been given to the agro-climatic factors.
10. Location of villages on suitable scale map preferably on 1:50,000 scale.

**CHECKLIST OF DOCUMENTS/INFORMATION TO BE PROVIDED BY SFDA TO NAEB ALONG WITH THE PROJECT PROPOSAL OF NATIONAL AFFORESTATION PROGRAMME (NAP)**

1. Formal communication from the State Government accepting the operation of the National Afforestation Programme (NAP) for implementation by the State Forest Development Agency (SFDA) through the respective Forest Development Agencies and Joint Forest Management Committees (JFMCs)/ Eco-Development Committees (EDCs).
2. Attested copy of the registration document of the SFDA and its bylaws. The SFDA is required to be registered under the Societies Registration Act, 1860.
3. Registration details of FDAs.
4. Proposal should be signed by the respective Chairperson and Member Secretary-cum-Chief Executive Officer of the concerned SFDA and submitted to the NAEB, MoEF.
5. Model composition of FDA (Executive and General Body) and JFMC/ EDC in the State.
6. Project proposal to be formulated as per the existing model/ component wise cost norms of the Scheme (NAP).
7. Copy of the approved labour rate prevailing in the Project Area/ District/ State (as may be applicable) wherein the project area(s) falls.
8. In case of private land and non forest private land, a consent letter from the land holder for project implementation.
9. Model/ component wise proposed plantation density (number of plants per hectare) and list of species to be planted.
10. Certificate from the SFDA to the effect that while preparing the project due regard has been given to the agro-climatic factors.



**BROAD PARAMETERS PERTAINING TO FUND FLOW MECHANISM AND FINANCIAL PROCEDURES**

1. The funds received by the SFDA from NAEB shall be deposited in its exclusive and separate current account in a Nationalised Bank, which would be operated jointly by its Chairperson and the Member Secretary.
2. The SFDA shall transfer the full amount earmarked for all FDAs within 7 days of receipt of funds from the NAEB, MoEF based on the approved work programme.
3. The funds received by the FDA from SFDA shall be deposited in its exclusive and separate current account in a Nationalised Bank, which would be operated jointly by its Chairperson and the Member Secretary. If the stipulation regarding joint signatures of the CEO and the Chairperson is found to cause undue delay in banking transactions especially in cases where the headquarters of the Chairperson and CEO are quite far apart, the SFDA may devise a mechanism to overcome the problem, ensuring adequate accountability at the same time.
4. The FDA shall release the amount for all the JFMCs/EDCs by ECS or demand draft within 15 days of receipt of funds from the SFDA based on the fund requirement, progress of implementation and utilisation of earlier releases.
5. The respective JFMCs/ EDCs shall deposit the funds thus received from the FDA in their exclusive and separate account in a Nationalised Bank/ a Cooperative Bank or a Post Office, which would be jointly operated by the President and the Member Secretary.
6. Each JFMC/ EDC shall submit a quarterly statement of accounts and progress of works carried out by them to the FDA.
7. The FDA shall submit a comprehensive annual report on the progress of works and utilisation of funds in respect of all JFMCs/ EDCs to the respective State Forest Development Agency. However, these details have to be furnished by the FDA each time they seek for release of the next instalment of funds under the project.
8. The Project shall be implemented in the areas as indicated in the project proposal and approved by the NAEB, MoEF.
9. The interest amount if any, accrued on the deposits of these funds shall be treated as part of the SFDA's additional resources and would be adjusted towards further instalments of the grant.
10. The funds released under the scheme shall be subject to audit by the Comptroller and Auditor General of India or his

nominated officer. Any other agency/ officer (s) authorised by NAEB shall have the right of access to the books and accounts of the SFDA/ FDA/JFMCs and EDCs for the funds received under the project.

11. The SFDA shall be responsible for guidance, coordination, supervision, periodical reporting and monitoring the implementation of the project by their constituent FDAs/JFMCs/ EDCs. The project shall be monitored periodically by the respective State Forest Department and the officials of NAEB, MoEF and all assistance for this purpose will be rendered by the SFDA.
12. The project should be completed within the approved project period. The SFDA shall furnish 2 copies of detailed report to NAEB as per the format prescribed by NAEB within two months of completion of the project.
13. NAEB reserve the right to terminate the grant at any stage if it is convinced that the grant has not been properly utilised or appropriate progress has not been made.
14. In case the FDA fails to execute the project within the stipulated time, including such extensions as may be granted by NAEB, NAEB may, in its discretion, require the SFDA to refund the grant in whole or in such part on account of the FDA along with interest thereon as NAEB may specify.
15. There will be no diversion of funds from one FDA to another FDA or one JFMC/ EDC to another save in exceptional circumstances and with the prior approval of NAEB.
16. The SFDA will submit non-diversion and non-embezzlement certificate each time a request for release of grant is made to NAEB.
17. The auditing of accounts of the SFDA/FDAs will have to be carried out through a reputed Chartered Accountant who is also on the panel of C&AG.
18. The SFDA shall also submit a certificate to the effect that all conditions laid down in the guidelines and the sanction order are being followed each time a request for release of grant is made to NAEB.
19. FDA/ JFMCs will maintain a record of all assets created under the project as per GFR 151.
20. Contractors / middlemen/ intermediate agencies are not permitted to be engaged for execution of any of the works under the scheme so that full benefit of wages to be paid reach the workers.
21. Except for supervening impossibilities, the Chairperson and the Member Secretary of the SFDA/FDA shall be solely responsible and accountable for successful implementation of the project.

**FORMAT FOR PROJECT PREPARATION (by FDA)**

'FDA' PROJECT PROPOSAL UNDER 'NAP' SCHEME

1. **NAME OF FDA** :

2. **REGISTRATION NO.** :

3. **CONTACT DETAILS** :

(A) CHAIRPERSON

(i) Designation :

(ii) Address : \_\_\_\_\_

District \_\_\_\_\_

State \_\_\_\_\_

(iii) Pin Code :

(iv) Phone : STD Code \_\_\_\_\_ No. \_\_\_\_\_

(v) Fax : STD Code \_\_\_\_\_ No. \_\_\_\_\_

(vi) Mobile No.:

(vii) E-Mail Address : \_\_\_\_\_

(viii) Alternate E-Mail Address : \_\_\_\_\_

(Avoid personal E-Mail Address)

(B) CHIEF EXECUTIVE OFFICER

(i) Designation :

(ii) Address : \_\_\_\_\_

District \_\_\_\_\_

State \_\_\_\_\_

(iii) Pin Code :

(iv) Phone : STD Code \_\_\_\_\_ No. \_\_\_\_\_

(v) Fax : STD Code \_\_\_\_\_ No. \_\_\_\_\_

(vi) Mobile No.:

(vii) E-Mail Address : \_\_\_\_\_

(viii) Alternate E-Mail Address : \_\_\_\_\_

(Avoid personal E-Mail Address)

#### 4. STATUS OF JFM IN FDA

Total No. of Potential JFMC / EDC Village	JFMC / EDC already constituted	JFMC/ EDC to be constituted during the project period	JFMC/ EDC Micro Plan already formulated	JFMC/ EDC Micro - plan to be formulated during the project period	Future Plan of constituting JFMC/ EDC and micro planning beyond project period
(1)	(2)	(3)	(4)	(5)	(6)

#### 5. DETAILS OF JFMCs FOR UNDERTAKING AREA TREATMENT

NAME OF JFMC/ EDC	Name of Revenue Village	Census No. of Village	Total area under JFMC/EDC	Area to be treated under the project (Ha)
(1)	(2)	(3)	(4)	



**6. PROJECT PERIOD:**

**7. ABSTRACT OF INTERVENTIONS PROPOSED FOR THE PROJECT PERIOD**

NAME OF JFMC/ EDC	Name of Plantation Model	Proposed Treatment Area (Ha)
(1)		

**8. WORK SCHEDULE SHOWING PHASING AND COSTING OF INDIVIDUAL ACTIVITIES (GIVE PHYSICAL AND FINANCIAL FIGURES FOR EACH INTERVENTION, YEAR WISE, FOR THE PROJECT DURATION)**

**9. THE APPROVED PREVAILING WAGE RATES IN THE PROJECT AREA (COPY OF THE RELEVANT ORDER TO BE ENCLOSED)**

**FORMAT FOR SUBMISSION OF PROPOSAL BY SFDA TO NAEB  
PROJECT PROPOSAL UNDER 'NAP' SCHEME**

- 1. NAME OF SFDA :**
- 2. REGISTRATION NO. :**
- 3. CONTACT DETAILS :**

**(A) CHAIRPERSON**

- (i) Designation :
- (ii) Address : \_\_\_\_\_  
\_\_\_\_\_  
State \_\_\_\_\_
- (iii) Pin Code :
- (iv) Phone : STD Code \_\_\_\_\_ No. \_\_\_\_\_
- (v) Fax : STD Code \_\_\_\_\_ No. \_\_\_\_\_
- (vi) Mobile No.:
- (vii) E-Mail Address : \_\_\_\_\_
- (viii) Alternate E-Mail Address : \_\_\_\_\_
- (Avoid personal E-Mail Address)

**(B) MEMBER SECRETARY**

- (i) Designation :
- (ii) Address : \_\_\_\_\_  
District \_\_\_\_\_  
State \_\_\_\_\_

(iii) Pin Code : \_\_\_\_\_

(iv) Phone : STD Code \_\_\_\_\_ No. \_\_\_\_\_

(v) Fax : STD Code \_\_\_\_\_ No. \_\_\_\_\_

(vi) Mobile No.: \_\_\_\_\_

(vii) E-Mail Address : \_\_\_\_\_

(viii) Alternate E-Mail Address : \_\_\_\_\_

(Avoid personal E-Mail Address)

#### 4. STATUS OF JFM IN STATE

Total No. of Potential JFMC / EDC Village	JFMC / EDC already constituted	JFMC/ EDC to be constituted during the project period	JFMC/ EDC Micro Plan already formulated	JFMC/ EDC Micro - plan to be formulated during the project period	Future Plan of constituting JFMC/ EDC and micro planning beyond project period
(1)	(2)	(3)	(4)	(5)	(6)

Total No. of Potential Territorial/ WL Divisions in the state for constituting FDA	FDAs already constituted (No.)	FDAs to be constituted during the project period (No.)	Future Plan of constituting FDA beyond project period (No.)
(1)	(2)	(3)	(6)

## 5. ABSTRACT OF INTERVENTIONS PROPOSED FOR THE PROJECT PERIOD

NAME OF FDA	Proposed Treatment Area (in Hectares) under various Components/Interventions		
	AR	ANR	.....
(1)			

**6. The SFDA will approve the individual FDA projects at its level and need not send them to the Ministry. It will however send an abstract of the FDA proposals as well as the consolidated state proposal in the formats provided herein.**



**FDA wise abstract of project proposals under Centrally sponsored scheme “National Afforestation Programme (NAP)**

State:

Name of FDA:

Approved wage rate: Rs.

S.N.	Item of work	Year wise physical and financial target/outlay breakup											
		Rate in Rs.	2008-09		2009-10		2010-11		2011-12		Total		
			Phy.	Fin.	Phy.	Fin.	Phy.	Fin.	Phy.	Fin.	Phy.	Fin.	
1	Aided Natural Regeneration												
	Admissible Rate:												
	a) Advance Work												
	b) Creation												
	c) Maintenance I Year												
	II Year												
	III Year												
	<b>Subtotal</b>												
2	Artificial Regeneration												
	Admissible Rate:												
	a) Advance Work												
	b) Creation												
	c) Maintenance I Year												
	II Year												
	III Year												
	<b>Subtotal</b>												



7	Regeneration of Perennial Herbs & Shrubs of Medicinal Value												
	Admissible Rate:												
	a) Advance Work												
	b) Creation												
	c) Maintenance I Year												
	II Year												
	III Year												
	<b>Subtotal</b>												
	<b>Total of Works</b>												
8	Soil & Moisture Conservation & Fencing (20% of the plantation cost)												
9	M&E, Micro-planning, , Awareness raising (5% of Plantation cost)												
10	Overheads @ 10% of plantation cost												
11	Entry Point Activities @ Rs.4000/ Ha												
12	Training & Capacity Building												
13	Value addition and Marketing of Forest Produce												
14	Treatment of problem lands												
15	Use of Improved Technology												
	<b>T O T A L</b>												

**CONSOLIDATED ABSTRACT OF PROJECT PROPOSALS (FOR THE WHOLE STATE) UNDER CENTRALLY SPONSORED SCHEME “NATIONAL AFFORESTATION PROGRAMME” (NAP)**

State:

Total Number of FDAs:

Approved wage rate : Rs.

S.N.	Item of work	Year wise physical and financial target/outlay Breakup										
		Rate in Rs.	2008-09		2009-10		2010-11		2011-12		Total	
			Phy.	Fin.	Phy.	Fin.	Phy.	Fin.	Phy.	Fin.	Phy.	Fin.
1	Aided Natural Regeneration											
	Admissible Rate:											
	a) Advance Work											
	b) Creation											
	c) Maintenance I Year											
	II Year											
	III Year											
	<b>Subtotal</b>											
2	Artificial Regeneration											
	Admissible Rate:											
	a) Advance Work											
	Creation											
	Maintenance I Year											
	II Year											
	III Year											
	<b>Subtotal</b>											







COMPOSITION OF NATIONAL LEVEL STEERING COMMITTEE (NLSC) AND STATE LEVEL STEERING COMMITTEE (SLSC)

(A) National Level Steering Committee (NLSC)

(i) Chairperson - Secretary (E&F)

(ii) Members (Official)

(a) Director General & Special Secretary

(b) Additional Secretary (NAEB).

(c) Additional DG (Forests).

(d) Forest Secretaries (four State Governments) by rotation for a period of two years.

(e) PCCFs from four State Governments by rotation for a period of two years.

(f) Director General, ICFRE.

(In the absence of the Chairperson, DGF & SS will chair the meeting)

(iii) Members (Non Official)

Six Non-Official representatives of village level Project Implementing Agencies of Centrally sponsored afforestation schemes, by rotation for a period of two years and to be nominated by the Member Secretary, National Level Steering Committee.

(iv) Member-Secretary - IGF (NAEB).

(B) State Level Steering Committee (SLSC) of SFDA

(i) Chairperson - Chief Secretary

(ii) Members (Official)

(a) Secretary (Forests)

(b) Secretaries in-charge of Environment, Rural Development, Revenue, Tribal Development, Irrigation, Panchayat, Public Health, Engineering and Education Departments.

(c) PCCF

(d) Six Chairpersons/CEOs of Project Implementing agencies of Centrally sponsored afforestation schemes to be nominated by the PCCF.

(iii) Members (Non Official)

Six Non-Official representatives of village level Project Implementing Agencies of Centrally sponsored afforestation schemes, by rotation for a period of two years and to be nominated by Member Secretary, State Level Steering Committee.

(iv) Member-Secretary - Chief Conservator of Forests & Member Secretary of SFDA.

**IMPROVED TECHNOLOGIES**

1. Improved technologies or practices can be employed at the following two stages:-
  - (i) Nursery stage to improve the planting stock;
  - (ii) Pre-planting and planting stages to improve establishment and survival of seedlings;
  
2. During the nursery stage the following improved technologies/practices can be employed:
  - Use of quality seeds and clonal planting material
  - Root trainers
  - Rhizobium inoculation
  - Mycorrhizal inoculation
  - Hormonal treatment
  - Bio-fertilizers
  - Integrated pest management
  
3. Root trainers have shown excellent results in development of better root system which helps in better establishment of seedlings. Application of rhizobium and mycorrhiza results in sturdy plants, vigorous growth, better establishment and tolerance to moisture stress. Hormonal treatment is normally used in hardwood cuttings to promote rooting.

4. Creation of irrigation networks (e.g. sprinkler/drip irrigation) and facilities like temporary mist chambers in nurseries will help in improving the quality of the seedlings. However, these facilities should be cost effective and temporary in nature.
5. During pre-planting and planting stages improved technologies/practices can be employed for treating special problem lands such as saline lands, alkaline lands, water logged areas, mined lands, sand dunes, ravines and gullied areas. Different technology packages are available for treatment of such problem lands. These packages include chemical treatment of soil, elaborate soil and moisture conservation works and special planting techniques.
6. The use of improved technologies/practices in nurseries and treatment of problem lands may require extra expenditure. Additional funds upto a maximum of 25% of the cost norms may be sanctioned for these works.





जहाँ है हरियाली।  
वहाँ है खुशहाली।।



National Afforestation & Eco-development Board  
Ministry of Environment & Forests  
Government of India  
Paryavaran Bhavan  
CGO Complex, Lodhi Road  
New Delhi-110 003  
INDIA

Website: <http://envfor.nic.in>