

REPORT NO.

313



**PARLIAMENT OF INDIA**  
**RAJYA SABHA**

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE ON  
SCIENCE AND TECHNOLOGY, ENVIRONMENT AND FORESTS

**THREE HUNDRED THIRTEENTH REPORT**

**Demands for Grants (2018-19) of the Ministry of  
Environment, Forest and Climate Change  
(Demand No. 27)**

*(Presented to the Rajya Sabha on 13th March, 2018)*

*(Laid on the Table of Lok Sabha on 13th March, 2018)*



Rajya Sabha Secretariat, New Delhi  
March, 2018/Phalguna, 1939 (Saka)

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Hindi version of this publication is also available

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सत्यमेव जयते

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## CONTENTS

	PAGES
1. COMPOSITION OF THE COMMITTEE.....	(i)-(ii)
2. INTRODUCTION.....	(iii)
3. ACRONYMS.....	(iv)-(v)
4. REPORT.....	1-30
5. RECOMMENDATIONS/OBSERVATIONS—AT A GLANCE.....	31-36
6. MINUTES.....	37-43



COMPOSITION OF THE COMMITTEE

(2017-18)

(Constituted on 1st September, 2017)

1. Shri Anand Sharma — *Chairman*

**RAJYA SABHA**

2. Shri Prasanna Acharya
3. Shri S. R. Balasubramoniyam
4. Shrimati Renuka Chowdhury
5. Shri Rajkumar Dhoot
6. Shri C. P. Narayanan
7. Shri Parimal Nathwani
8. Shri Sharad Pawar
9. Dr. T. Subbarami Reddy
10. Shri Bhupender Yadav

**LOK SABHA**

11. Maulana Badruddin Ajmal
12. Shri Muzaffar Hussain Baig
13. Shri E. T. Mohammed Basheer
14. Shri Pankaj Chaudhary
15. Shri P. P. Chauhan
16. Kumari Sushmita Dev
17. Shri Ninong Ering
18. Shri Laxman Giluwa
19. Dr. K. Gopal
20. Shrimati Vasanthi M.
21. Shri Daddan Mishra
22. Shri Prabhubhai Nagarbhai Vasava
23. Shri Chirag Paswan

24. Shri Shivaji Adhalrao Patil
25. Shri Harinarayan Rajbhar
26. Shrimati Sandhya Roy
27. Shri Kirti Vardhan Singh
28. Shri Nagendra Singh
29. Shri Vikram Usendi
- <sup>1</sup>30. Vacant
- <sup>2</sup>31. Vacant

**SECRETARIAT**

Shrimati Sunita Sekaran, *Director*

Shri T. N. Pandey, *Director*

Shri S. Rangarajan, *Additional Director*

Shri Mohd. Salamuddin, *Additional Director*

Shri Rajiv Saxena, *Under Secretary*

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<sup>1</sup> Shri Nagendra Kumar Pradhan ceased to be a member of the Committee *w.e.f.* 12th December, 2017.

<sup>2</sup> Shri Nana Patole ceased to be a member of the Committee consequent upon his resignation from the Lok Sabha *w.e.f.* 14th December, 2017.



## INTRODUCTION

I, the Chairman of the Department-related Parliamentary Standing Committee on Science and Technology, Environment and Forests, having been authorised by the Committee to present the Report on its behalf, present this Three Hundred Thirteenth Report of the Committee. This Report deals with the detailed Demands for Grants (2018-19) of the Ministry of Environment, Forest and Climate Change (Demand No. 27).

2. In the meeting of the Committee held on the 12th February, 2018, the Secretary and other officers of the Ministry of Environment, Forest and Climate Change gave an overview of the various activities of the Ministry and the Members sought clarifications on various aspects of the performance of the Ministry to enable it to scrutinise the Demands for Grants.

3. The Committee expresses its thanks to the officers of the Ministry for replying to the clarifications sought by the Members and placing before it the required material to enable the Committee to scrutinise the Demands for Grants of the Ministry of Environment, Forest and Climate Change.

4. The Committee considered and adopted the Report in its meeting held on the 6th March, 2018.

NEW DELHI;  
6 March, 2018  

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Phalguna 15, 1939 (Saka)

ANAND SHARMA  
Chairman,  
Department-related Parliamentary Standing  
Committee on Science and Technology,  
Environment and Forests,  
Rajya Sabha.

## ACRONYMS

ANIFPDCL	:	Andaman and Nicobar Islands Forest Plantation Development Corporation Ltd.
BSI	:	Botanical Survey of India
ZSI	:	Zoological Survey of India
NMNH	:	National Museum of Natural History
IGNFA	:	Indira Gandhi National Forestry Academy
FSI	:	Forest Survey of India
NGT	:	National Green Tribunal
WCCB	:	Wildlife Crime Control Bureau
NIAW	:	National Institute of Animal Welfare
GBPIHED	:	G.B. Pant Institute of Himalayan Environment and Development
ICFRE	:	Indian Council of Forestry Research and Education
IIFM	:	Indian Institute of Forest Management
WII	:	Wildlife Institute of India
IPIRTI	:	Indian Plywood Industries Research and Training Institute
CPCB	:	Central Pollution Control Board
CZA	:	Central Zoo Authority
NTCA	:	National Tiger Conservation Authority
NBA	:	National Biodiversity Authority
AWBI	:	Animal Welfare Board of India
MTEF	:	Medium Term Expenditure Framework
ETF	:	Eco Task Force
CETP	:	Common Effluent Treatment Plant
CPCB	:	Central Pollution Control Board
SPCBs	:	State Pollution Control Boards
PCCs	:	Pollution Control Committees

NEP	:	National Environment Policy
NAMP	:	National Air Quality Monitoring Programme
NWMP	:	National Water Quality Monitoring Programme
NRDC	:	National River Conservation Directorate
NLCP	:	National Lake Conservation Plan
NWCP	:	National Wetlands Conservation Programme
NPCA	:	National Plan for Conservation of Aquatic Eco-systems
CRZ	:	Coastal Regulation Zone
IPZ	:	Island Protection Zone
GIM	:	National Mission for a Green India
Mha	:	Million hectares
NTFPs	:	Non-Timber Forest Produces
GIM	:	Green India Mission
NAP	:	National Afforestation Programme
GIM-NAP	:	Green India Mission-National Afforestation Programme
APO	:	Annual Plan of Operations
CAF	:	Compensatory Afforestation Fund
HEC	:	Human Elephant Conflict

## REPORT

### MANDATE OF THE MINISTRY

1.1 The Ministry of Environment, Forest and Climate Change is the nodal agency in the administrative structure of the Central Government for planning, promoting, co-ordinating and overseeing environmental, ecological, forestry and wildlife policies and programmes. Its main activities include conservation and survey of natural resources including flora, fauna, forests, wildlife, aquatic bodies and water resources and eco-systems, prevention and control of pollution and management of hazardous substances, protection of the environment and forests, including their biodiversity, mitigation and adaptation to climate change through measures that include afforestation, regeneration of degraded areas, and adoption of cleaner technologies, and promoting sustainable development and better environmental governance while protecting human, plants and animals life, health and welfare.

1.2 The main tools used to discharge its mandate include, *inter alia*, conducting surveys; collecting, compiling and disseminating data and information; undertaking scientific research, extension services and analyses; carrying out impact assessment of developmental projects and programmes; regulating use of natural resources; undertaking regeneration programmes; extending technical, scientific, financial and administrative support to organisations and institutions in the subject fields; imparting education, training, building capacity and generating awareness among stakeholders and the public at large; and promoting international co-operation through bilateral, regional and multilateral initiatives in environment and ecology.

1.3 The institutional set up of the Ministry includes a number of Directorates and Divisions assembled around the main thematic sectors of environment and ecology, national river conservation, forestry and wildlife, afforestation and eco-development, and animal welfare. The Ministry has ten Regional Offices; twelve Attached/Subordinate Offices (*e.g.* Botanical, Zoological and Forest Survey of India, and Directorate of Forestry Education); Boards and Authorities (*e.g.* Central Pollution Control Board, National Biodiversity Authority, National Tiger Conservation Authority, Central Zoo Authority and Animal Welfare Board of India); Autonomous Institutions (*e.g.* Indian Council for Forestry Research and Education and Wildlife Institute of India); and one Public Sector Undertaking, namely, the Andaman and Nicobar Islands Forest Plantation Development Corporation Ltd. (ANIFPDCL) at Port Blair. Provision has been made in the Demands for Grants for the year 2018-19 for its attached/ subordinate/ autonomous organisations and other bodies as given below:

- (a) Regional Offices
- (b) National Afforestation and Eco-Development Board
- (c) National River Conservation Directorate
- (d) Botanical Survey of India (BSI), Kolkata
- (e) Zoological Survey of India (ZSI), Kolkata

- (f) National Museum of Natural History (NMNH), New Delhi
- (g) Indira Gandhi National Forestry Academy (IGNFA), Dehradun
- (h) State Forest Service and Rangers College, Dehradun
- (i) Forest Survey of India (FSI), Dehradun
- (j) National Green Tribunal (NGT), New Delhi
- (k) Wildlife Crime Control Bureau (WCCB), New Delhi
- (l) National Institute of Animal Welfare (NIAW), Faridabad
- (m) National Zoological Park, New Delhi
- (n) G.B. Pant Institute of Himalayan Environment and Development (GBPIHED), Almora.
- (o) Indian Council of Forestry Research and Education (ICFRE), Dehradun
- (p) Indian Institute of Forest Management (IIFM), Bhopal.
- (q) Wildlife Institute of India (WII), Dehradun.
- (r) Indian Plywood Industries Research and Training Institute (IPIRTI), Bengaluru.
- (s) Central Pollution Control Board (CPCB), New Delhi
- (t) Central Zoo Authority (CZA), New Delhi.
- (u) National Tiger Conservation Authority (NTCA), New Delhi
- (v) National Biodiversity Authority (NBA), Chennai.
- (w) Animal Welfare Board of India (AWBI), Chennai

## 2. **STRUCTURE OF BUDGETARY SUPPORT**

2.1 Ministry of Environment, Forest and Climate Change has informed that consequent upon the decision to do away with the practice of classifying expenditure as 'Plan' and 'Non-Plan', the focus of budgeting and expenditure classification has shifted to revenue and capital expenditure from financial year 2017-18. The entire expenditure has been classified into Schemes and Non-Schemes; Scheme component includes Central Sector Schemes and Centrally Sponsored Schemes; and Non-Scheme includes Establishment expenditure of Secretariat and Attached/Subordinate offices and Other Central Expenditure of Autonomous Bodies, Statutory and Regulatory Bodies. Accordingly, the revised structure of Schemes/Non Schemes operated by the Ministry is as follows:

### (a) **Schemes:**

#### (I) **Central Sector Schemes:**

- (a) Environmental Knowledge and Capacity Building
- (b) Environment Protection, Management and Sustainable Development

(c) Decision Support System for Environmental Policy, Planning and Outcome Evaluation

(d) National Coastal Management Programme

**(II) Centrally Sponsored Schemes:**

(a) National Mission for a Green India

(b) Integrated Development of Wildlife Habitats

(c) Conservation of Natural Resources and Ecosystems

(d) National River Conservation Programme

**(b) Non-Schemes:**

I. **Establishment Expenditure** - Secretariat, Attached/Subordinate offices

II. **Other Central Expenditure** - Autonomous Bodies, Statutory and Regulatory Bodies.

2.2 The Department-related Parliamentary Standing Committee on Science and Technology, Environment and Forests considered the Demands for Grants 2018-19 of the Ministry of Environment, Forest and Climate Change in its meeting held on the 12th February 2018.

**3. FINANCIAL PERFORMANCE IN 2017-18.**

3.1 In order to assess the financial performance of the Ministry during 2017-18, the Committee desired to know the total budget allocation made to the Ministry in 2017-18 and the programme/scheme-wise details of BE and RE allocation as well as actual expenditure incurred by the Ministry till 31st January, 2018. In response, the Committee was informed that the Ministry was allocated ₹ 2675.42 crore at BE 2017-18 and the financial performance of the Ministry during the year was as under:

(₹ in crore)			
BE	RE	Expenditure (up to 31st January, 2018 (Provisional))	Utilisation of BE/RE (%)
2675.42	2675.42	1917.60#	71.67

3.2 The programme /scheme-wise details of allocation made by Ministry of Finance for 2017-18 and the actual expenditure incurred till 31st January, 2018 is as under:

(₹ in crore)					
Sl. No	Schemes/Programmes	B.E	R.E.	A.E.	% Exp./R.E
1	2	3	4	5	6
A	<b>Environmental Knowledge and Capacity Building</b>	53.00	135.50	130.89	96.60
1.	Forestry Training and Capacity Building	23.00	15.50	10.89	70.26

1	2	3	4	5	6
2.	Eco-Task Force	30.00	120.00	120.00	100.00
<b>B.</b>	<b>Environment Protection, Management and Sustainable Development</b>	275.52	265.25	113.48	42.78
1.	National Adaption Fund	110.00	108.25	24.26	22.41
2.	Pollution Abatement	21.20	7.50	6.46	86.13
3.	Hazardous Substances Management	54.32	75.50	45.58	60.37
4.	Climate Change Action Plan	40.00	33.00	12.68	38.42
5.	National Mission on Himalayan Studies	50.00	41.00	24.50	59.76
<b>C</b>	<b>National Coastal Mgmt. Programme</b>	446.98	152.50	64.54	42.32
1.	National Coastal Zone Management Programme	441.98	152.50	64.54	42.32
2.	National Coastal Mission	5.00	2.00	0.00	0.00
<b>D</b>	<b>Decision Support System for Environmental Awareness, Policy, Planning and Outcome Evaluation</b>	139.71	119.19	80.28	67.35
1.	Environmental Education, Awareness and Training	60.00	58.29	41.49	71.18
2.	Environmental Information System	23.00	23.00	16.08	69.91
3.	R & D for Conservation and Development	17.50	7.00	2.46	35.14
4.	Environmental Impact Assessment	5.40	4.50	2.29	50.89
5.	Centres of Excellence	18.00	12.00	8.53	71.08
6.	International Co-operation	15.81	14.40	9.43	65.49
<b>E</b>	<b>National Mission for a Green India</b>	157.80	173.05	142.52	82.36
1.	Green India Mission: National Afforestation Programme	107.80	127.80	115.73	90.56
2.	Intensification of Forest Management	50.00	45.25	26.79	59.20
<b>F</b>	<b>Integrated Development of Wildlife Habitat</b>	522.50	532.50	396.41	74.44
1.	Integrated Development of Wildlife Habitat	150.00	160.00	126.09	78.81

1	2	3	4	5	6
2.	Project Elephant	27.50	27.50	21.48	78.11
3.	Project Tiger	345.00	345.00	248.84	72.13
G	<b>Conservation of Natural Resources and Ecosystems</b>	108.21	96.00	75.18	78.31
1.	Conservation of Corals and Mangroves	18.00	15.00	11.63	77.53
2.	Conservation of Aquatic Ecosystem	60.00	56.00	43.90	78.39
3.	Biodiversity Conservation	30.21	25.00	19.65	78.60
H	<b>National River Conservation Programme</b>	173.50	173.50	130.99	75.50
1.	National River Conservation Programme (NRCP)	173.50	173.50	130.99	75.50

3.3 The Committee notes that there was no reduction in the BE allocation provided to the Ministry by the Ministry of Finance during 2017-18 at RE stage *i.e.* ₹ 2675.42 crore and that the Ministry was able to spend 71.67% *i.e.* ₹ 1917.60 crore upto 31st January, 2018. With only two months left for the completion of the financial year, nearly 28% of the allocation is yet to be utilised.

3.4 As regards the umbrella scheme-wise expenditure, the Committee notes that till 31st January, 2018 the Ministry has been able to utilise only 68.85% the RE allocation leaving nearly 31% of the allocation to be utilised during the last two months of the financial year. In case of 'Environmental Protection, Management and Sustainable Development' and 'National Coastal Management Programme' the utilisation percentage is as low as about 42%, the reason for which has been attributed as non release of funds. Although the Secretary in his presentation before the Committee on 12th February, 2018, expressed hope that they would be able to spend the entire money allocated to them by the end of the financial year, the Committee is apprehensive of the same in view of the utilisation trend of the Ministry during the last few years. The Committee recommends that the Ministry should increase the pace of expenditure of funds in the initial and middle months of the financial year, as per the guidelines of Ministry of Finance, so that they are not left to spend the larger chunk in the last quarter of the financial year. Further, that would also enable them to seek higher allocations from Ministry of Finance at RE stage for the schemes and programs which the Ministry has in mind to execute in the future.

#### 4. BUDGET ALLOCATION FOR THE YEAR 2018-19

4.1 The Committee desired to know about the total demand projected by the Ministry for BE 2018-19 and the actual allocation made to it. The Committee was informed that the Ministry had proposed an



outlay of ₹3170.44 crore for 2018-19. However, the approved outlay for the Ministry is ₹2675.42 crore. The detailed budgetary provisions for scheme/non-scheme for financial year 2018-19 are as under:

	(₹ in crore)
<b>I. Establishment Expenditure</b>	<b>598.42</b>
<b>(a) Secretariat</b>	
1. Secretariat	131.17
<b>(b) Attached Offices/Subordinate Offices</b>	
2. Regional Offices	40.50
3. National Afforestation and Eco-Development Board	5.80
4. National River Conservation Directorate	8.00
5. Forest Survey of India	34.30
6. Indira Gandhi National Forest Academy	56.55
7. State Forest Service and Rangers College	23.40
8. Wildlife Crime Control Bureau	14.00
9. National Institute of Animal Welfare	4.40
10. Botanical Survey of India	81.60
11. Zoological Survey of India	72.50
12. National Museum of Natural History	24.50
13. National Green Tribunal (NGT)	75.00
14. National Zoological Park (including Gate receipts)	34.70
Less: Gate Receipts	-8.00
<b>TOTAL</b>	<b>467.25</b>
<b>TOTAL (a+b)</b>	<b>598.42</b>
<b>II. Other Central Expenditure</b>	<b>454.80</b>
<b>(a) Assistance to Autonomous Bodies</b>	
1. GB Pant Himalayan Institute of Environment and Development	26.50
2. Indian Council of Forestry Research and Education	210.00
3. Indian Institute of Forest Management	25.00
4. Indian Plywood Industries Research and Training Institute	10.00

5.	Wildlife Institute of India	30.00
	TOTAL	301.50
<b>(b) Statutory and Regulatory Bodies</b>		
6.	Animal Welfare Board	10.00
7.	Central Pollution Control Board	100.00
8.	Central Zoo Authority	14.30
9.	National Biodiversity Authority	20.00
10.	National Tiger Conservation Authority	9.00
	TOTAL	153.30
	TOTAL II (a+b)	454.80
	TOTAL (I+II)	1053.22
<b>III. Central Sector Schemes</b>		603.20
<b>(a) Environmental knowledge and capacity Building</b>		
1.	Forestry Training and Capacity Building	15.00
2.	Eco-Task Force	67.50
	TOTAL	82.50
<b>(b) Environment Protection, Management and Sustainable Development</b>		
3.	Pollution Abatement	20.00
4.	Hazardous Substances Management	15.00
5.	Climate Change Action Plan	40.00
6.	National Adaptation Fund	110.00
7.	National Mission on Himalayan Studies	50.00
	TOTAL	235.00
<b>(c) National Coastal Management Programme</b>		
8.	National Coastal Mission	165.00
	TOTAL	
<b>(d) Decision Support System for Environmental Awareness, Policy, Planning and Outcome Evaluation</b>		120.70

9. Environmental Education, Awareness and Training	40.00
10. Media, Publicity and Information	20.00
11. Swachhta Action Plan	7.00
12. Environmental Information Systems (ENVIS)	24.00
13. Centres of Excellence	20.00
14. R&D for Conservation and Development	9.70
<b>TOTAL</b>	<b>120.70</b>
<b>TOTAL III (a+b+c+d)</b>	<b>603.20</b>
<b>IV. Centrally Sponsored Schemes</b>	<b>1019.00</b>
<b>(a) National Mission for a Green India</b>	
1. Green India Mission-National Afforestation Programme	160.00
2. Forest Fire Prevention and Management	50.00
<b>TOTAL</b>	<b>210.00</b>
<b>(b) Integrated Development of Wildlife Habitats</b>	
3. Project Tiger	350.00
4. Project Elephant	30.00
5. Integrated Development of Wildlife Habitats	175.00
<b>TOTAL</b>	<b>555.00</b>
<b>(c) Conservation of Natural Resources and Ecosystems</b>	
6. Conservation of Aquatic Ecosystems	66.00
7. Biodiversity Conservation [Biosphere Reserve + Biodiversity Conservation and Rural Livelihood Improvement Project (BCRLIP)]	14.50
<b>TOTAL</b>	<b>80.50</b>
<b>(d) National River Conservation Programme</b>	
8. National River Conservation Programme	173.50
<b>TOTAL IV (a+b+c+d)</b>	<b>1019.00</b>
<b>TOTAL (III+IV)</b>	<b>1622.20</b>
<b>GRAND TOTAL (I+II+III+IV)</b>	<b>2675.42</b>

4.2 The Committee also sought information whether there was any drastic reduction in allocation in 2018-19 under any programme/scheme *vis-a-vis* the projected demand and if so, which scheme/programme were likely to be adversely affected. The Ministry informed the Committee that there was drastic reduction in following schemes:-

Sl. No.	Schemes	BE (Proposed) 2018-19	BE (Allocated) 2018-19	Remarks
1.	Pollution Abatement	263.30	20.00	Support to SPCB/PCC not provided
2.	CPCB	164.00	100.00	Not adequate to meet requirement
3.	National Green Tribunal	128.72	75.0	Funds for purchase of land not provided
4.	Green India Mission-National Afforestation Programme	180.0	160.0	Inadequate to carry out the mandate

4.3 The Ministry informed that the budgetary allocation for 2018-19 is kept at the same level as BE 2017-18 at ₹ 2675.42 crore and is not sufficient to carry out the programmes/schemes of the Ministry. Under Pollution Abatement, ₹ 263.30 crore was proposed for supporting CPCBs/PCC since Water Cess is subsumed under GST. Similarly, the budget provision for 2018-19 will be barely sufficient for the on-going sanctioned works under CPCB. Under NRCP, the budget is inadequate for a new project for pollution abatement of river Devika at Udhampur in J&K (₹ 175.00 crore) and additional project for river Rani-chu at Gangtok in Sikkim (₹ 100 crore) under consideration for taking up in 2018-19.

4.4 Secretary of the Ministry, during his deposition before the Committee on the 12th February, 2018, also brought out that they had requested the Ministry of Finance to enhance BE 2018-19 to ₹2985 crore or at least to the Medium Term Expenditure Framework (MTEF) limit of ₹2859.15 crore. However, the Ministry was allocated only ₹2675.42 crore. He stressed the need for additional funds to give better outputs. He listed the following activities requiring additional funds to the tune of nearly ₹1400 crore:

- Air Pollution Abatement - ₹250 crore;
- Pollution Abatement and Catchment Area Treatment for Rajuvenation of Rivers - ₹250 crore;
- Voluntary Village Relocation from the Wildlife Source Areas for making them inviolate - ₹250 crore;
- Climate Change Adaptation, Mitigation and Sensitisation - ₹50 crore;
- Combating Desertification, Land Degradation and Drought - ₹50 crore;
- Support to SPCBs/PCCs *in lieu* of Water Cess - ₹550 crore.

4.5 The Committee observes that the BE 2018-19 of the Ministry of Environment, Forest and Climate Change has been retained at ₹ 2675.42 crore against the projected demand of ₹3170.44 crore *i.e.* ₹ 495.02 crore less than proposed by the Ministry. As such, the budget of the Ministry has not seen any increase over the allocation of 2017-18. The Committee feels that the request of the Ministry for additional funds of ₹1400 crores for six proposed activities is fully justified and recommends that the Ministry should be provided enhanced allocation at RE stage to cater to the requirements of the Ministry. The Committee also recommends that on its own part, the Ministry should make all out efforts to ensure that the allocation made at BE is utilised to the maximum in its schemes/programmes and the physical targets are on schedule so that it is on a firm ground to seek additional funds at the RE stage.

## 5. ANALYSIS OF SCHEMES/PROGRAMME OF THE MINISTRY

5.1 The Committee analysed some of the schemes/programmes of the Ministry alongwith their physical and financial targets and achievements.

## 6. ENVIRONMENTAL KNOWLEDGE AND CAPACITY BUILDING

6.1 The Umbrella Central Sector Scheme has two sub-schemes (i) Forestry Training and Capacity Building; and (ii) Eco Task Force. The Forestry Training and Capacity Building aims to cover the whole gamut of the training and exposure needs of the forestry sector personnel. Eco Task Force scheme is being implemented through Ministry of Defence for ecological restoration of terrains, rendered difficult either due to severe degradation or remote location.

6.2 The financial performance of the scheme is as under:-

		(₹ in crore)									
Sl. No.		2015-16			2016-17			2017-18			% of Actual Expenditure against Revised Estimate
		Budget Estimate	Revised Estimate	Actual Expenditure	Budget Estimate	Revised Estimate	Actual Expenditure	Budget Estimate	Revised Estimate	Actual Expenditure	
1.	Forestry Training and Capacity Building	48.34	30.91	26.04	21.00	16.00	14.11	23.00	15.50	10.89	70.26
2.	Eco-Task Force	13.50	13.50	13.50	20.00	20.00	20.00	30.00	120.00	120.00	100.00
TOTAL		61.84	44.41	39.54	41.00	36.00	34.11	53.00	135.50	130.89	96.60

## 7. ECO-TASK FORCE SCHEME

7.1 The Ministry informed that the scheme was initiated in 1982 to supplement the efforts to restore the ecological balance in the country. The Ministry informed that the scheme is being implemented through Ministry of Defence for ecological restoration of terrains, rendered difficult either due to severe degradation or remote location or difficult law and order situation. The scheme is based on twin objectives of ecological regeneration in difficult areas, and promotion of meaningful employment to ex-servicemen. There are six ETFs at present operating in 4 States of India. These are 127 Battalion in Dehradun (U.K.), 128 Battalion in Bikaner/Mohangarh (Rajasthan), 129 Battalion in Samba (J & K), 130 Battalion in Pithoragarh (U.P.), 134 Battalion in Sonitpur, Assam and 135 Battalion in Haltugaon, Assam.

7.2 The Committee noted that the allocation for 'Environmental Knowledge and Capacity Building' was increased from ₹53.00 crore (BE) in 2017-18 to ₹ 135.50 crore at RE stage and desired to know the reasons for such a steep increase. The Committee was informed that the allocation was increased to clear the pending liabilities of Eco-Task Force Scheme. The Committee was also informed that an allocation of ₹82.50 had been made for the scheme in 2018-19 keeping in view the remaining pending liabilities and on-going projects.

7. The Committee desired to know the details of pending liabilities of Eco Task Force. In response, the Committee was informed that an allocated amount of ₹120 crore only (₹30 crores allocated as BE and additional amount of ₹90 cores allocated at RE stage) has been released towards the reimbursement of pending bills under ETF scheme during the year 2017-18 after the payment of ₹120 crore, an amount of ₹110 crore is still pending for reimbursement as on date. The scheme is based on twin objectives of ecological regeneration in difficult areas and promotion of meaningful employment to ex-servicemen.

7.4 Giving further details, the Committee was informed that under this scheme, the establishment and operational expenditure on the Eco Task Force (ETF) Battalions raised by Ministry of Defence is reimbursed by Ministry of Environment and Forests while the inputs like sapling etc. and also the professional and managerial guidance is provided by the State Forest Departments. ETF Battalions have been raised in remote areas to improve the forest and tree covers since these remote areas have always been a major challenge for raising the plantation cover compared to the plain terrains. The ETF battalions have taken up plantations over 55000 ha and have also provided employment to about 2100 ex-servicemen. On an average, the Ministry gets bills to the extent of ₹45-50 Crores every year for reimbursement. This includes cost towards salary, allowances and other establishment expenses. Due to low allocation of funds under the scheme since Eleventh plan period (on an average ₹25-30 crores annual allocation) the pendency has increased and additional/enhanced budget allocation has been requested to clear these dues.

**7.5 The Committee observes that the Eco Task Force Scheme serves the twin objectives of ecological regeneration in difficult terrains of the country as well as promotion of meaningful employment to ex-servicemen. In a physical performance review of the scheme, the Ministry has proposed continuation of 6 existing Battalions in States of Jammu and Kashmir, Rajasthan, Uttarakhand and Assam. The Committee is not satisfied with this submission that that the impact of plantation on ecological balance is not possible to be measured in numerical terms. This observation, in the opinion of the Committee, seems to be evasive.**

7.6 The Committee notes that a substantial amount is also being incurred on the scheme on a yearly basis. The Ministry has not indicated that whether it has any mechanism to monitor the implementation of the scheme and raising of plantation cover in the remote and difficult terrains. The Committee recommends that the Ministry must draw a mechanism to ensure that the plantation work is actually carried out in remote and difficult terrains and the objectives of the scheme are fully achieved.

## 8. ENVIRONMENT PROTECTION, MANAGEMENT AND SUSTAINABLE DEVELOPMENT

8.1 The Umbrella Scheme supports development of clean technologies and also abatement of the pollution in industrial plants. The growing recognition of the threat of the Climate Change and its significance as an area of domestic policy making and planning is recognized under this Umbrella Scheme which funds support to programmes/projects on Pollution Abatement, Hazardous Substances Management, Climate Change Action Plan, National Adaptation Fund for Climate Change and National Mission of Himalayan Studies. Climate Change Action Plan has EAP component of ₹ 0.50 crore included in the figure of BE 2018-19. The Climate Change Action Plan, National Adaptation Fund and National Mission on Himalayan Studies were funded from NCEF till 2017-18.

8.2 The financial performance of the scheme is as under:-

		(₹ in crore)									
Sl. No.		2015-16			2016-17			2017-18			% of Actual Expenditure against Revised Estimate
		Budget Estimate	Revised Estimate	Actual Expenditure	Budget Estimate	Revised Estimate	Actual Expenditure	Budget Estimate	Revised Estimate	Actual Expenditure	
1.	Pollution Abatement	18.10	1930	1560	20.00	9.60	6.22	21.20	7.50	6.46	86.13
2.	Hazardous Substances Management	25.00	18.50	15.09	19.50	35.50	32.12	54.32	75.50	45.58	60.37
3.	Climate Change	25.01	136.79	136.55	30.00	47.00	42.66	40.00	33.00	12.68	38.42
4.	National Adaptation Fund	150.00	130.00	128.46	100.00	98.00	96.94	110.00	108.25	24.26	22.41
5.	National Mission on Himalayan Studies	100.00	67.10	64.08	50.00	16.50	16.50	50.00	41.00	24.50	59.76
TOTAL		318.11	371.69	359.78	219.50	206.60	194.44	275.52	265.25	113.48	42.78

**(I.) Pollution Abatement**

8.3 The Committee noted that the allocation of ₹ 21.20 crore in BE 2017-18 for 'Pollution Abatement' was reduced to ₹ 7.50 crore at RE stage. The Committee desired to know the reasons therefor and what adverse effect this reduction had on the scheme?

8.4 The Ministry of Environment, Forest and Climate Change informed the Committee that after the evaluation of the Plan Schemes of MoEF&CC in 2016-17, Secretary (EF&CC) decided that the schemes of Common Effluent Treatment Plant (CETP) and Development/Promotion of Clean Technology and Waste Minimisation Strategies may be discontinued after funding support to the existing on-going project. Ministry is in the process of finalizing Draft EFC memorandum on 'Pollution Abatement' comprehensive Scheme including CPCB's projects and new projects on air pollution for the year 2018-19 and 2019-2020 in view of the subsuming of Water Cess into GST for assistance to all SPCBs/PCCs.

**8.5 The Committee is perturbed to observe the unsatisfactory trend of utilisation of funds for 'Pollution Abatement' during the last few years. As per the documents furnished by the Ministry, in 2016-17 too the BE allocation of ₹20.00 crore for this scheme was reduce to ₹9.60 crore at RE stage and the Ministry could utilize only ₹6.22 crore during the year. This trend of reduction in allocation at RE stage and unsatisfactory utilisation of funds seems to reflect that pollution abatement is not among the priority areas of the Ministry. The rising environmental pollution in the country not only results into a number of pollution related human diseases and health conditions but negatively impact our ecology too. The scenario of environmental pollution in the country is indeed very grim and has been affecting one and all. This Committee, NGOs and Civil Society members are regularly holding meetings, seminars, workshops with different stakeholders to make common people aware of the menace of pollution. In such a scenario, reduction and underutilisation of funds for pollution abatement is not the least desirable.**

**8.6 The Committee further notes that the Ministry of Environment, Forest and Climate Change has decided to discontinue some plans under this scheme and come up with another comprehensive scheme on pollution abatement. The Committee recommends that the Ministry should introspect its performance under this scheme during the last few years and take all necessary measures to ensure that in future funds allocated for the reframed scheme are optimally utilised and all physical targets achieved.**

**(II.) Development and Promotion of Clean Technology and Waste Minimisation Strategies**

8.7 Ministry of Environment, Forest and Climate Change has informed that a grant-in-aid Central Sector Plan Scheme on Development and Promotion of Clean Technologies was initiated in 1994. Clean Technologies are distinct from "end-of-pipe" abatement technologies, minimizing the generation of waste streams in production processes and utilizing wastes from other consumption goods and production processes, rather than treating wastes after generation. The Scheme objectives include development and Promotion of Cleaner Technologies, development of Tools and Techniques for Pollution Prevention and formulation of Sustainable Development Strategies.



8.8 The Committee reviewed the physical performance of the Ministry under this programme. While the targets and achievements under the programme in the year 2016-17 were not reflected in the Background Note submitted to the Committee, the Committee observed that in 2017-18 sanctions amounting to ₹1.10 crore under the Clean Technology Scheme were released up to November, 2016 under various projects. However, the complete amount under the scheme could not be released due to non receipt of Utilization Certificates pertaining to various Divisions in the Ministry.

**8.9 While the Committee cannot make any assessment of the physical performance under this programme in 2016-17 in the absence of any data being furnished to the Committee, the Committee notes with concern the reasons cited by the Ministry for underutilisation of funds under this programme in 2017-18, which are purely administrative in nature and could have been avoided by proactive approach and strict monitoring. The Committee, therefore, recommends that the Ministry should revisit its performance under this programme and ensure that the funds are not underutilised due to such administrative and procedural lapses.**

### **(III.) Central Pollution Control Board (CPCB), New Delhi**

8.10 Central Pollution Control Board (CPCB), constituted under the Water (Prevention and Control of Pollution) Act, 1974, is a Grants-in-Aid institution of the Ministry. It serves as its technical wing and coordinates with State Pollution Control Boards (SPCBs)/ Pollution Control Committees (PCCs) for implementation of plans and programmes relating to abatement of pollution. Its plans and programmes, which are formulated based on the thrust areas identified by the Ministry under the National Environment Policy (NEP), 2006 and the issues raised by SPCBs/ PCCs, are executed through in-house efforts and with the assistance of research institutions like IITs, Engineering Colleges, Universities and R&D institutions.

8.11 The Committee noted that the allocation for CPCB was increased from ₹74.30 crore (B.E.) in 2017-18 to ₹119.81 (R.E.). The Committee desired to know the reasons therefor and what amount was actually expended upto 31.1.2018. The Committee also desired to know whether the allocation of ₹100 crore made for CPCB in 2018-19 was adequate.

8.12 The Committee was informed that CPCB has been allocated budget of ₹74.30 crore (General-25.00 crore, Salary: 45.3 crore, Capital Asset : 4.00 crore) for the Financial Year 2017-18. Further, allocated budget is not adequate to meet the project expenses undertaken by CPCB and demand for salary rise due to implementation of 7th Central Pay Commission recommendation. Demand is for additional fund of ₹92.15 crore (₹ 75.05 crore for National Air Quality Monitoring Programme (NAMP) and National Water Quality Monitoring Programme (NWMP) and ₹17.10 crore for salary (due to implementation of 7th CPC). However, additional funds of ₹45.51 crore only (119.81-74.30) have been sanctioned in the RE. CPCB is to pay the committed expenditure towards O&M cost of NAMP and NWMP to SPCBs/PCCs. The release to CPCB till 31.01.2018 is ₹70.30 crore.

8.13 The Committee was also informed about the new activities undertaken by CPCB during the year:

- Construction of new CETPs
- Establishment of pilot demonstration projects
- Setting up Treatment Storage and Disposal Facilities

- Developing Database on Chemicals and Wastes
- Training of Personnel on Hazardous Substances Management of Municipal and Urban Solid Waste.

8.14 Further, during the meeting of the Committee held on 12th February, 2018, the Secretary stated that the Pollution Control Boards were largely financed through water cess and water cess has been subsumed in GST and that has thrown up a new challenge to support the State Pollution Control Boards. The SPCBs need to be supported and strengthened to implement CPCB's programmes. They had taken up the matter with the Ministry of Finance and proposed that a separate scheme be carved out if the funds cannot be given from the water cess. There is also an outstanding claim of all the States close to ₹ 400 crores which needs to be paid to the States.

**8.15 The Committee notes the financial challenge faced by CPCB due to subsummation of Water Cess in GST. CPCB is required to pay its committed expenditure to SPCBs/PCCs to implement their programme in the States, which does not seem to be a possibility in the current scenario. The Committee, therefore, recommends that adequate budgetary support may be provided to CPCB to enable it to smoothly and effectively discharge its mandate.**

#### 9. DECISION SUPPORT SYSTEM FOR ENVIRONMENTAL AWARENESS, POLICY, PLANNING AND OUTCOME EVALUATION

9.1 The scheme creates awareness and imparts environmental education through exhibitions and training programmes. Among other objectives are collection of environmental information, dissemination of information to larger stakeholders. Provisions for Environment Education, Awareness and Training includes provisions for Media, Publicity and Information and Swachhta Action Plan.

9.2 The financial performance of the scheme is as under:

		(₹ in crore)									
Sl. No.	Scheme/ Organisation	2015-16			2016-17			2017-18			% of Actual Expenditure against Revised Estimate
		BE	RE	AE	BE	RE	AE	BE	RE	AE (upto 31.1.18)	
1	2	3	4	5	6	7	8	9	10	11	12
1.	Environmental Education, Awareness and Training	40.88	40.88	37.11	51.00	48.00	43.80	60.00	58.29	41.49	71.18

1	2	3	4	5	6	7	8	9	10	11	12
2.	Environmental Information Systems	15.00	15.31	11.21	23.10	16.30	13.46	23.00	23.00	16.08	69.91
3.	Centres of Excellence	13.85	20.05	19.75	24.50	21.50	21.82	18.00	12.00	8.53	71.08
4.	R&D for Conservation and Development	15.55	15.55	10.50	19.00	13.00	12.26	17.50	7.00	2.46	35.14
5.	Environment Impact Assessment	2.75	2.80	1.55	4.10	4.76	3.79	5.40	4.50	2.29	50.89
6.	International Cooperation	13.50	13.50	12.23	15.47	15.47	16.71	15.81	14.40	9.43	65.49
TOTAL		101.53	108.09	92.35	137.17	119.03	111.84	139.71	119.19	80.28	67.35

**9.3 The Committee notes that the Ministry has been able to spend only 67.35% of the allocation under the scheme during 2017-18 upto 31.1.2018. The performance of the Ministry under this scheme has not been impressive during the last two financial years as the Ministry was not able to satisfactorily utilise the allocations made. Underutilisation of the funds also raises doubts about the achievements of the physical targets set under the various programmes under the scheme too.**

**(I) R&D Conservation and Development**

9.4 The Committee assessed the performance under some programmes under the scheme. The Committee noted that under the Programme 'R&D Conservation and Development', the BE allocation of ₹17.50 crore in 2017-18 was drastically reduced to ₹7.00 crore at R.E. Stage. The Committee desired to know the reasons therefor; whether any research and development activities were adversely affected due to the reduction and what amount was actually spent till 31.1.2018. The Committee also noted that an allocation of ₹9.70 crore has been made for the programme in 2018-19.

9.5 Responding to the queries of the Committee, the Ministry stated that the reasons for reduction of Budget at RE was that SFC for the R&D for Conservation and Development was approved only in November, 2017, further, new research proposals would be considered as soon as the MIS-portal, which is under preparation, is uploaded on Ministry website inviting applications for financial assistance.

**9.6 The Committee notes that the prime reason for reduction for funds at RE stage for this programme was approval of the scheme after 7 months of the financial year had already gone by, which indicates a very casual and lackadaisical approach of the Ministry. Research and Development are extremely important for moving ahead in any field and in the current**

environmental scenario in the country, the importance of research and development for a scheme relating to environmental awareness policy and planning cannot be over-emphasised. If funds are reduced at RE stage due to late approval of schemes, then there is certainly a need for introspection on part of the Ministry. Further, the Ministry has been able to utilise only 35% out of the drastically reduced allocation. The Committee, therefore, recommends that the Ministry of Environment, Forest and Climate Change must take urgent remedial measures, pay due importance to the research and development activities and ensure that funds allocated for the purpose are not underutilised.

9.7 The Committee also tried to assess the physical performance of the Ministry under this programme. However, the Committee was surprised to note that the background notes provided to the Committee did not contain any details of the physical performance of the programme during the last three years *i.e.* objectives targets and achievements under this program. In absence of any such information, the Committee cannot assess the physical performance of the Ministry under this programme. The Committee had commented upon non-furnishing of information to the Committee in its 300th Report also. The Committee would like to reiterate that the Ministry of Environment, Forest and Climate Change should invariably provide all the relevant information to the Committee in connection with the examination of Demands for Grants of the Ministry so that the Committee's examination is not hindered in the absence of any such information.

#### (II) Environmental Impact Assessment

9.8 The Committee noted that in 2017-18, the BE allocation for the programme of ₹5.40 crore had been reduced to ₹4.50 crore at RE stage out of which the Ministry had been able to utilise only 2.29 crore *i.e.* only 50.89% upto 31.1.2018.

9.9 The Committee noted that the Ministry had not furnished the details of the physical targets/ achievements under the programme 'Environmental Impact Assessment' in the various documents submitted to the Committee in connection with the examination of Demands for Grants 2018-19 of the Ministry. As regards the financial performance under the programme, the Committee observed that under this programme too, the financial performance of the Ministry has not been impressive. In 2017-18, the BE allocation for the programme of ₹5.40 crore had been reduced to ₹4.50 crore at RE stage out of which the Ministry had been able to utilise only 2.29 crore *i.e.* only 50.89% upto 31.1.2018. Although the Ministry has not furnished any details relating to the physical performance of the programme, the low utilisation reflects the physical performance under the programme too. The Committee further noted that the financial performance of the programme has not been satisfactory during 2015-16 and 2016-17 too since the Ministry could utilise only 55.35% and 79.62% respectively of the allocation made during the two years. The Committee therefore, recommends that the Ministry of Environment, Forest and Climate Change must take due cognizance of the facts placed before it by the Committee and make all out efforts to ensure that there is no underutilisation of funds by the Ministry and the physical and financial targets are achieved to the fullest extent.

## 10. NATIONAL RIVER CONSERVATION PROGRAMME (NRCP)

10.1 The Ministry of Environment, Forest and Climate Change has informed that National River Conservation Directorate (NRDC) administers the National Lake Conservation Plan (NLCP) and National Wetlands Conservation Programme (NWCP) which have been merged into the new CSS 'National Plan for Conservation of Aquatic Eco-systems' (NPCA). As per amendment to the Government of India (Allocation of Business) Rules, 1961 notified *vide* Gazette Notification SO No. 1986(E) dated 31st July, 2014, the work relating to Ganga and its tributaries have been transferred to the Ministry of Water Resources, River Development and Ganga Rejuvenation (MoWR, RD&GR).

10.2 The main objective of the NRCP is to supplement the efforts the State Governments for improving the water quality of polluted stretches of rivers by preventing the pollution loads reaching the rivers by undertaking various pollution abatement works. The works include (i) interception and diversion/sewerage works to capture the raw sewage flowing into the rivers and divert them for treatment, (ii) sewage treatment plant for treating the diverted sewage, (iii) low cost sanitation works to prevent open defecation on river banks, (iv) electric and improved wood based crematoria to conserve the use of wood and help in ensuring proper cremation of bodies brought to the burning ghats, (v) river front development such as improvement of bathing ghats, and (vi) other minor miscellaneous works.

### 10.3 Performance Review - Physical

Year	Objectives/Outcomes	Targets	Achievements
2015-16	Reduce pollution load in identified polluted stretches of major rivers.	117 mld of Sewage Treatment Capacity to be created.	77 mld STP capacity has been created so far against the target. Balance treatment capacity of 50 mld cannot be created in 2015-16 due to non-availability of adequate/required budget provision under NRCP in the financial year.
2016-17		75 mld of Sewage Treatment Capacity to be created.	72.30 mld STP capacity was created.
2017-18	Creation of Sewage Treatment Plant	Creation of Sewage Treatment Plant (capacity 53.0 mld)	20.19 mld STP capacity created so far upto 31.01.2018

10.4 The financial performance of the programme since 2015-16 is as under:-

Sl. No.	2015-16			2016-17			2017-18			% of Actual Expenditure against Revised Estimate
	Budget Estimate	Revised Estimate	Actual Expenditure	Budget Estimate	Revised Estimate	Actual Expenditure	Budget Estimate	Revised Estimate	Actual Expenditure	
1.	40.00	66.73	66.72	95.00	101.00	98.99	173.50	173.50	130.99	75.50

10.5 The Committee observed that in 2017-18 under this program, only 20.19 mld STP capacity was created upto 31.1.2018 against the target 53 mld during the year and desired to know the reasons for the same. The Ministry informed the Committee that further STP capacity of 5.60 mld is likely to be created till end of March, 2018, *i.e.* a total of 25.79 mld will be created during the current financial year.

10.6 The Ministry further informed that the balance STP capacity could not be created due to slow progress of work, delay in release of Central funds and its corresponding share by the Government of Nagaland to the implementing agency and local issues in case of 25.43 mld STP at Dimapur, Nagaland as well as contractual issues and re-tendering of work for the 2 mld STP at Talcher, Odisha. The matter is being rigorously pursued with the respective State Governments and both these STPs will be completed in the next financial year.

**10.7 The Committee is of the opinion that the reasons cited by the Ministry for non-completion of targets set are not tenable. The Ministry has fallen too short of the targets and among the reasons submitted by the Ministry are slow progress of work and delay in release of Central funds, which speaks volumes about the sincerity of the Ministry in implementing the programme. The Committee recommends that the Ministry needs to take immediate remedial measures and ensure that there is no delay in release of funds, both at Central and State level, so that the schemes of national importance do not suffer and targets set are achieved in a time bound manner. The Ministry must also impress upon the State Governments to ensure timely release of their corresponding share of funds and also to remove other bottlenecks at the State level to ensure physical achievements of the targets set.**

## **11. NATIONAL COASTAL MANAGEMENT PROGRAMME**

11.1 Ministry of Environment, Forest and Climate Change is implementing the ICZM Project with the World Bank assistance to conserve, protect and manage the coastal and marine environment. For the implementation of the above project, the Ministry has established a Society of Integrated Coastal Management (SICOM) as nodal Body under the Society Registration Act, in Delhi. Under the above World Bank assisted ICZM Project, the above issues have been given a huge thrust for implementation both at the regional and national levels.

11.2 The above ICZM Project was approved in March, 2010 with cost estimate of ₹1155.63 crore upto March, 2015. Now the same has been revised to ₹1655.10 crore with time extension upto 31st December, 2018.

11.3 The ICZM Project is being implemented as Pilot investments in the coastal States of Gujarat, Odisha and West Bengal. National activities are implemented through SICOM alongwith monitoring of activities carried out by three selected States. The project has four implementing agencies - MoEF &CC at the national level with lead responsibilities and the Department of Forests and Environment (DoEF) of the three participating States. NCMP has been initiated by MoEF&CC with a view to assist the Ministry and coastal States and UT Government in the implementation of CRZ and Coastal Regulation Zone (CRZ) and Island Protection Zone (IPZ) Notification 2011 and also to protect the communities from the impact of

climate change and sea level rise. Presently, the ICZM Project is being implemented in identified coastal stretches in the States of Gujarat, Odisha and West Bengal alongwith National component. The EFC and CCEA have approved the implementation of the said Project under the Phase-II of the ICZM Project in the remaining ten coastal States/UTs namely, Maharashtra, Goa, Kerala, Karnataka, Tamil Nadu, Puducherry, Andhra Pradesh, Lakshadweep, Daman and Diu, Andaman and Nicobar Islands. An initial amount of ₹50 crore has been earmarked for project report preparation for the Phase-II of the ICZM Project for which work has already been initiated.

11.4 The Committee observed that the allocation under National Coastal Management Programme was drastically decreased from ₹ 446.98 crore at BE to ₹152.50 crore at R.E. in 2017-18, out of which the Ministry had been able to utilise only ₹64.54 crore upto 31st January, 2018. The Committee desired to know the reasons therefor and what bearing it had on the programme. Whether any programme (including sub-programmes) were adversely affected due to the reduction at RE stage? The Committee also desired to know as to what activities the Ministry proposes to undertake under the head 'National Coastal Management Programme' in 2018-19 for which a reduced allocation of ₹165.00 crore has been made?

11.5 The Committee was informed by the Ministry that the Project cost for Integrated Coastal Zone Management Project Phase-I had been revised at ₹1580.10 crores with a project closure date of 31st December 2017. As per this deadline, the entire balance funds for the project *i.e.* ₹ 446.98 crores were budgeted for during 2017-18. However, based on the progress of various activities under the project and further time required for successful completion of few such activities, appraisal of the scheme for extension beyond December, 2017 was carried out and the project was granted extension upto 31st December, 2018, with due approvals of the competent authority in MoEF&CC, DEA and the World Bank. Based on the progress of activities/projects during the year and the extent of throw forward in respect of critical ongoing activities beyond 31st December 2017, the budget estimates for 2017-18 were revised to ₹ 152.50 crores. The funds for such activities have been accordingly provisioned for in B.E 2018-19. The Committee was further informed that the revised estimates will take care of the funds required for project activities during 2017-18 and there shall be no adverse impact due to the reduction in the revised estimates.

11.6 As regard the schemes/programme finalised by the year in 2018-19, the Committee was informed that the following major activities are envisaged during 2018-19 under NCMP:-

- (i) Blue flag certification of 13 pilot beaches (one in each coastal state and UT);
- (ii) Launch of National Coastal Mission;
- (iii) Setting up of Data Centre and new office establishment for SICOM;
- (iv) Setting up of Integrated solid waste management facilities at Paradip;
- (v) Finalization of Integrated coastal Zone Management Plans for identified stretches in Gujarat, Odisha and West Bengal; and

- (vi) Preparatory activities and setting up of SPMU's in 10 Coastal States/UTs under the ICZMP phase-II.

11.7 In response to a query as to whether the allocation is sufficient for the schemes/projects visualized by the Ministry under this programme, the Committee was informed that the allocation is considered sufficient for the activities/projects planned during 2018-19. Additional funds, if required, shall be requested at RE Stage.

**11.8 The Committee observes that the NCMP, which was originally approved with a cost estimate of ₹1155.63 crore with time frame upto March, 2015 has, after repeated time extensions, been revised to ₹1655.10 crore with time extension upto 31st December, 2018, which reflects upon the tardy physical progress of the scheme during the last few years.**

**11.9 In 2017-18, the performance of the programme is no better as the Ministry has been able to utilise only 42.32% of the RE allocation i.e. ₹64.54 crore of the drastically reduced RE allocation of ₹152.50 crore. The Committee has time and again expressed the view that delay in execution of projects escalates the cost of the projects, whereas timely completion of programmes not only augments the performance of any organisation physically as well as financially but also helps reduce the overhead costs. Since the project has now been granted extension of time upto 31st December, 2018, the Committee recommends that Ministry of Environment, Forest and Climate Change should take all necessary steps to ensure that the programme is completed as per the revised schedule and the allocation for the programme is utilised optimally. The Ministry should also monitor the progress of the programme through a robust monitoring mechanism to ensure that the timelines for the programme are met.**

## 12. NATIONAL MISSION FOR A GREEN INDIA (GIM)

12.1 The National Mission for a Green India (GIM), one of the eight Missions under the National Action Plan on Climate Change aims at protecting and enhancing India's diminishing forest cover to counter the perils of climate change. It envisages a holistic view of greening and focuses on multiple ecosystem services alongwith carbon sequestration and emission reduction as co-benefit. The objectives of the Mission are as under:–

- To increase forest/tree cover to the extent of 5 million hectares (mha) and improve quality of forest/tree cover on another 5 mha of forest/non-forest lands;
- To improve/enhance eco-system services like carbon sequestration and storage (in forests and other ecosystems), hydrological services and biodiversity; alongwith provisioning services like fuel, fodder and timber and non-timber forest produces (NTFPs); and
- To increase forest based livelihood income of about 3 million households.

12.2 The financial performance of the Ministry in the two schemes under the Mission for the last three years is as under:–



(₹ in crore)

Sl. No.	Scheme/ Organisation	2015-16			2016-17			2017-18			% of Actual Expenditure against Revised Estimate
		BE	RE	AE	BE	RE	AE	BE	RE	AE (upto 31.1.18)	
1.	Green India Mission-National Afforestation Programme	164.00	172.00	164.97	105.01	98.01	101.10	107.80	127.80	115.73	90.56
2.	Intensification of Forest Management	49.50	49.50	44.50	50.00	45.44	44.54	50.00	45.25	26.79	59.20
TOTAL		213.50	221.50	209.47	155.01	143.45	145.64	157.80	173.05	142.52	82.36

**(I) Green India Mission-National Afforestation Programme (GIM-NAP)**

12.3 The Committee observed that the allocation under Green India Mission-National Afforestation Programme (GIM-NAP) was increased from ₹107.80 crore (B.E.) in 2017-18 to 127.80 crore (R.E.) and desired to know the reasons for the same. The Committee further desired to know as to what amount was utilised till 31.1.2018 and whether the Ministry will be able to achieve its targets, both physical and financial, during the year?

12.4 The Committee was informed that the scheme has internal allocation for Green India Mission (GIM) and National Afforestation Programme (NAP). Almost 99% of the allocated amount of ₹60 crore under NAP has been released by September, 2017. It was originally proposed to take up 30,000-50,000 ha. area for new afforestation during the year 2017-18 and as on date 39,847 ha. area has already been sanctioned. At RE stage the proposals from States to the tune of ₹20 crore were pending for release. Therefore, additional funds were demanded under the scheme. The release till 31.01.2018 for Green India Mission-National Afforestation Programme (GIM-NAP) is ₹115.73 crore (90.91%) against increased allocation at RE stage. It was also informed that the Ministry shall be able to achieve the targets during the year.

12.5 The Committee was further informed that the scheme is demand driven and funds are released for taking up afforestation in new areas of degraded forest lands along with creation and maintenance of previous year's plantations as per guidelines. On the basis of demand from States, physical and financial progress of the Annual Plan of Operations (APO) approved in the previous year, the proposals were sanctioned. About 50,000 ha. new area for afforestation along with creation and maintenance of previous

years plantations is planned with the allocation of ₹100 crores under NAP for the year 2018-19. However the NAP stands merged with GIM *vide* order dated 30th January, 2018.

12.6 The Committee was further informed that during 2018-19, ₹159.00 crore allocated under Green India Mission-National Afforestation Programme (GIM-NAP) would be utilized for the following activities:-

- Increased forest/tree cover on 6163.8 hectare of forest/non-forest lands.
- Improved quality of forest/tree cover of forest/non-forest lands on 6126.4 hectare of forest/non-forest lands.
- Afforestation under National Afforestation Programme 50,000 ha.

12.7 Speaking on the subject during his presentation before the Committee on the 12th February, 2018, the Secretary of the Ministry informed the Committee as under:-

*"So another thing that I would like to report to the Committee is that this morning, we released the India State of Forest Report-2017. This is a bi-annual exercise that we undertake and I am very happy to report to the Committee that the forest and tree cover of the country has increased by 8,021 sq. kms., which is roughly one per cent increase over the forest cover last counted in 2015. One of the better things is that the dense forests have increased by 1.36 per cent. This has been undertaken by FSI, which has done a scientific evaluation with satellite imaging and also spot visit. This Report has just come out today".*

**12.8 One of the mandates of the Ministry of Environment, Forest and Climate Change is afforestation and regeneration of degraded forests. The Committee is happy to note that the forest and tree cover of the country has increased by 8,021 sq. kms. and that dense forests have increased by 1.36 per cent. The Committee observes that the same report also shows that the forest cover has decreased in the year 2017 as compared to the report of 2015 in the North-Eastern States *i.e.* Mizoram, Nagaland, Arunachal Pradesh, Tripura and Meghalaya. The forests in these areas are rich in forest carbon and the declining trend of forests in these areas could have been avoided. The Committee also feels that a lot more needs to be done to increase the forest/tree cover to 5 million hectares as per the objectives of the Mission. The Committee recommends that the Ministry should make all out efforts in this regard so that the pace of increase of forest cover in the country continues in future too and also take necessary steps to arrest the declining trend in the North-Eastern States.**

#### **(II) Intensification of Forest Management (Forest Fire Prevention and Management)**

12.9 With a view to provide holistic approach to protection of existing forests in the country, a Centrally Sponsored Scheme namely Integrated Forest Protection Scheme (IFPS) was launched during the Xth Plan period. Its objective is to support appropriate management interventions and to strengthen forest protection machinery of States/UTs Forest Departments. State Forest Departments are the implementing agencies for the scheme. The Ministry has informed that the nomenclature of IFM scheme has been changed to Forest Fire Prevention and Management in 2018-19. This scheme was funded from NCEF till 2017-18.

12.10 As regards the physical achievements of the scheme, the Committee was informed by the Ministry that in order to meet up the exigencies arising out of forest fire, 60% of the total allocations to the (₹ 26.67 crore) were already released to the eligible States as *ad-hoc* release during the month of April, 2017.

12.11 The details of physical and financial achievements will be communicated once received from the States/UTs.

12.12 The financial performance of the Ministry in this programme for the last three years is as under:-

Scheme/ Organisation	(₹ in crore)									
	2015-16			2016-17			2017-18			% of Actual Expendi- ture against Revised Estimate
	BE	RE	AE	BE	RE	AE	BE	RE	AE (upto 31.1.18)	
Intensification of Forest Management	49.50	49.50	44.50	50.00	45.44	44.54	50.00	45.25	26.79	59.20

12.13 The Committee observes that the Ministry could utilise only ₹26.79 crore upto 31st January, 2018 out of the reduced BE allocation of ₹45.25 crore during 2017-18, which comes to 59.20 per cent and can in no way be termed as satisfactory. The Committee is also constrained to note that the Ministry has failed to provide the details of the physical achievements under the scheme to the Committee, which, as per the background note furnished by the Ministry, are yet to be received from States/UTs. It is further astonishing to note that the funds for the scheme were released nearly 11 months ago *i.e.* in April, 2017. This reflects very poorly on the monitoring mechanism of the Ministry as well.

12.14 On the one hand, the Ministry claims of having taken a number of measures for stringent monitoring and evaluation of its schemes/programmes, and on the other hand the Ministry is unable to provide the details of physical achievements in respect of schemes, funds for which were released nearly 11 months ago. The Committee has time and again expressed the view that a strong and potent monitoring mechanism is extremely important for achieving the set objectives and implementation of the schemes. The Committee would like to reiterate the recommendation in this respect made in its 283rd Report on Demands for Grants (2016-17) of the Ministry of Environment, Forest and Climate Change to undertake a review of its administrative and monitoring mechanism and strengthen the same to ensure that funds allocated for important schemes/programmes are not underutilised and objectives of the schemes are achieved.

### 13. CUTTING OF TREES IN HIMACHAL PRADESH

13.1 The Committee had held a meeting with the Secretary and other officers of Ministry of Environment, Forest and Climate Change on some of the subjects identified by the Committee for examination on the 16th January, 2018. During the meeting, the Committee drew attention of the Secretary of the Ministry to the massive cutting of trees in Himachal Pradesh for a Highway expansion project. It was brought that millions and millions of trees have been bulldozed in the area.

**13.2 The Committee takes strong exception to the massive cutting of trees in Himachal Pradesh for a Highways expansion project which is not only causing irreparable damage to the ecology of the hilly \State but the entire environment of the region, including flora and fauna, carbon sink etc. has been affected. The Committee is of the view that there are global best practices regarding construction of highways and environment, forest covers and wildlife have always been factored for preservation before any project is cleared. The Committee recommends that the Ministry should submit an assessment report on the damage caused to the environment due to the cutting of trees in Himachal Pradesh for the consideration of the Committee. Further, to maintain the ecological balance of the area, adequate number of trees should be planted in the area and the Committee should be informed of the steps taken to replenish the environment of the area.**

### 14. FRAMING OF RULES FOR CAMPA FUNDS

14.1 The Compensatory Afforestation Fund Act, 2016 was passed on the 3rd August, 2016. The Act provides for the establishment of funds under the public accounts of India and the public accounts of each State and crediting thereto the monies received from the user agencies. The monies is to be utilised for undertaking artificial regeneration (plantations), assisted natural regeneration, protection of forests, forest related infrastructure development, Green India Programme, wildlife protection and other related activities. CAMPA has come into being with effect from 3rd August, 2016 and the Ministry is now in the process of framing rules in consultation with the States and concerned stake holders so as to provide uniformity in the utilization of compensatory levies collected as yet. Later the Committee was informed that a notification for commencement of the CAF Act will be made after CAF Rule is finalised and approved and that extension of time for finalising the rules has been granted till 03.01.2018.

14.2 During examination of Demands for Grants 2018-19 of the Ministry, the Committee enquired about the progress achieved with regard to framing rules for the CAMPA funds. The Committee was informed by the Ministry that the draft Compensatory Fund Rules has not been finalized due to non-finalization of accounting procedure to be prepared under Section 7 of Compensatory Afforestation Act 2016 in consultation with the Ministry of Finance and C&AG. The process of consultation with the Finance Ministry and C&AG is in progress. During the meeting of the Committee held on 12th February, 2018, the Committee enquired as to by when the process was likely to be completed and by when the Ministry expected to notify the rules in this regard. The Committee was informed that the Ministry has sought further extension upto 03.08.2018 for notification of Compensatory Afforestation Fund Rule Meanwhile

the Draft CAF Rules, 2018 has been finalised and sent for Gazette Notification on 16.02.2018 and is likely to be notified soon and placed in public domain. Regarding the accounting procedures prescribed under Section 7 of Compensatory Afforestation Act, 2016, the draft accounting procedure has been prepared by the Finance Ministry and same needs to be finalized in consultation with C&AG, which will be done soon and will be notified as Compensatory Afforestation Fund (Accounting Procedure) Rules separately before 03.08.2018.

14.3 The Committee also desired to know from the Ministry as to whether the Ministry has evolved any mechanism to monitor instances of misuse/diversion of CAMPA funds by the State Governments and whether any instances of misuse/diversion of CAMPA funds have come to the notice of the Ministry. In response, the Committee was informed that the CAMPA funds at present do not form part of government revenue and are managed by *Adhoc* CAMPA Authority as per the directions of the Supreme Court. The utilisation of funds is being monitored by *Adhoc* CAMPA Authority. The guidelines were issued by *Adhoc* CAMPA Authority in the States/UTs in 2009 which also provides for concurrent and third party monitoring of the works undertaken from funds released by CAMPA. It was also informed that C&AG has also commented on the utilization of CAMPA funds *vide* Report No. 21 of 2012-13. The Ministry has already submitted Action Taken Note (ATN) on the above C&AG para.

**14.4 The Committee observes that after seeking repeated extensions, the Ministry of Environment, Forest and Climate Change has finalised the draft Compensatory Afforestation Fund (CAF) Rules and soon the rules will be in public domain. The Committee hopes that the draft CAF Rules also address the concerns of the Committee expressed in its 300th Report regarding not giving any scope for mis-utilisation or embezzlement of the funds by the States or any other stake holders as well as a stringent monitoring mechanism for the utilisation of the funds. The Committee recommends that the Ministry should, as intimated by the Ministry, notify the CAF (Accounting Procedure) Rules separately positively before 3rd August, 2018.**

## **15. MAN-ANIMAL CONFLICT AND RELOCATION OF TIGERS**

15.1 Man-animal conflict causes negative effect on people and their resources; or wild animals and their habitat. It occurs when growing human population overlaps with established wildlife territory, creating reduction of resources or life to some people and/or wild animals.

15.2 During the meeting of the Committee held on 12th February, 2018, the Committee drew attention of the Ministry to the rising cases of man-animal conflict. The Committee cited instances of tigers spilling out of the National Parks, walking into the agricultural fields, coming into conflict with people etc. The Committee also pointed out that Nilgai, blue boars and wild boars were damaging the farmer's crops too. It was also brought out that as per an estimate, a couple of thousand of crores worth of grains had been lost because of such damages. It was also pointed out that at some places, the population of rhesus monkeys had multiplied to such an extent that the small level farmers had discontinued farming.

15.3 The Committee enquired from the Ministry of Environment, Forest and Climate Change regarding the steps taken in this regard. The Ministry intimated that it has taken the following steps to mitigate human animal conflict:-

- (i) Provisions provided under Section 11 of the Wild Life (Protection) Act, 1972, *inter alia*, empowering the Chief Wildlife Warden and authorised officer to take necessary steps to handle problematic wild animals.
- (ii) Standard Operating Procedures (SOP)/guidelines for management of major problematic animals like tiger, elephant, leopard, rhino etc. are being used by the respective State Governments.
- (iii) Construction/erecting of physical barriers, such as barbed wire fence, solar powered electric fence, bio-fencing using cactus, boundary wall etc. to prevent the entry of wild animals into crop field.
- (iv) Improvement of wildlife habitats by augmenting the availability of food and water in forest areas to reduce the entry of animals from forest to human habitations.
- (v) The Ministry has issued guidelines in context of human-wildlife conflict to the Chief Wildlife Wardens of all the State Governments/Union Territory Administrations dated 24th December, 2014 and 1st June, 2015. The Ministry has specifically sought proposal from States/UTs, after objective assessment of the situation, details of the areas in which it is essential to reduce the over-population of wild animals for specified period.
- (vi) Population control of wild animals has been initiated in some States by exercising power vested in the Wildlife (Protection) Act, 1972.
- (vii) Population management programme has been conceived for immunocontrol of wildlife population.

15.4 It was also informed that the National Tiger Conservation Authority has evolved a multi-pronged strategy to deal with human-wildlife (tiger) conflict.

15.5 The Ministry further informed that Human Elephant Conflict (HEC) is one of the biggest problems for elephant management and conservation. It creates considerable economic hardships for the affected farmers. There are several regions that experience crop damage by elephant year after year. The Ministry under the Centrally Sponsored Scheme "Project Elephant" provided financial and technical assistance to State Governments for conservation of elephant and dealing with human elephant conflicts. In association with an NGO, Project Elephant Division is propagating use of low cost, innovative methods, using local material for crop guarding by villagers to reduce impact of crop depredation in Northern western Ghats in Karnataka. These methods promote use of honey bees, fences, fire crackers, rotating fire balls, chili smoke, chili curtains, elephant alert alarm etc. Adoption of these methods is reduced crop damage by elephant upto 50%. Frontline Staff of Forest Department were imparted training by WRCS in these methods. A video film on these techniques was circulated to all Chief Wildlife Wardens for propagating adoption of these techniques by villagers and forest staff in areas prone to elephant attacks.

**15.6 The Committee is of the view that inspite of the steps initiated by the Ministry, the cases of man-animal conflict are rising and it still remains an area of concern. The Committee recommends that in addition to the steps initiated, the Ministry should undertake a scientific study on the possible movement of monkeys, elephants, tigers etc. from their natural habitat to suitable alternate habitation which may lead to reducing the number of human-animal conflicts.**

15.7 During the meeting, the Committee also drew attention of the Ministry to the Northern forest belt which extended from Kumaon Garhwal upto Assam. It was stated that in Suhelwa, the connectivity was narrowed down to one kilometer of forests, which needed to be protected. It was suggested that the area be built as a tiger reserve as that area was rich in tigers.

Responding on the issue a representative of the Ministry stated as under:-

*"The corridors are only required for movement of animals, exactly as you said, for gene transfer. You are saying that it should be declared as a tiger reserve, which is a very elaborate process. Since there have been a lot of restrictions, a lot of public consultation has been done. The point which you raised, we would definitely love to do that. But the proposal has to come from the State Government and then, it has to be done. Now, somehow, there is a feeling in the people that if you declare something as a tiger reserve, so many restrictions will come. So, there is a general resistance to that. We know, Sir, that with political will, persuasion and all those things, this can be done and it has been happening. In fact, we are persuading that if there is no tiger reserve, a sanctuary or a national park could come up".*

15.8 The issue of over-population of tigers and the resulting spilling of tigers in the human habitat in certain areas and their relocation to other areas was also raised in the meeting. Elaborating on the matter, the representatives of the Ministry of Environment, Forest and Climate Change stated as under:-

*" \*\*\* you raised this issue that the tigers are spilling out of the forests. That is true because a tiger is a territorial animal. Every tiger or tigress marks its territory and would not allow other tigers to enter that. So, when the population increases beyond a point which cannot be sustained at a national park or a sanctuary they will go out of that. So, those areas need to be seen. Again, coming to the distribution of tigers, suppose if you say that Kanha or Corbett is overpopulated to some extent but there are certain areas which have good conditions like Simplipal or Satkosia in Odisha. Simplipal can hold about a hundred or more tigers but right now there are about twenty eight. So, this habitat is good. Similarly, recently, two days back the news has come that the Madhya Pradesh Government has agreed to provide three pairs of tigers to Satkosia Tiger Reserve in Odisha because Satkosia Tiger Reserve has two tigers now. Both are beyond the productive age and it will become tiger-less. But if these three pairs come, then, this habitat is ready, the prey is there and the water is there. This can be done. So, we must have a programme for translocating tigers where they are overpopulated like Kanha or Tadoba to other places, which we have started doing. We are aware of that and we will be very happy to do it. We are also planning for that."*

**15.9 The Committee is happy to note the increasing trend in the tiger population in the country. However, in some of the areas they are over-populated and in other areas they fall short of required members. The Committee, therefore, recommends that the Ministry should identify the areas where translocation of tigers can be carried out and take necessary action in this regard. This will also, to an extent, solve the problem of man-tiger conflict in certain areas where tigers are spilling out of their natural habitat.**

## 16. TIGER CONSERVATION AREAS

16.1 Attention of the Committee was also brought to a survey of over a hundred tiger conservation areas that found that only 13 per cent of tiger conservation areas meet global standards. The surveyed area is home to approximately 70 per cent of the world's wild tigers and at least one-third of these areas are at risk of losing their tigers and most of these sites are in southeast Asia. It also stated that basic needs such as encroachment against poaching, engaging local communities and managing conflict between people and wildlife remained weak for all surveyed areas.

**16.2 The Committee feels that the concerns raised in the above para are applicable to the tiger conservation areas in India too. The Committee recommends that the Ministry should take all necessary measures to ensure that tiger conservation areas in the country meet global standards and poaching of tigers is effectively checked.**

## 17. NON-SETTLEMENT OF AUDIT PARAS

17.1 The Committee had sought information from the Ministry regarding the latest Audit Paras for the last five years contained in the CAG Report or Internal Audit on its schemes/organizations and the action taken/proposed to be taken thereon. In response, the Ministry submitted brief details of 6 Audit Paras pending as on 31st January 2018, as under:

Sl. No.	Report No. & Year	Brief Subject	Status
1	2	3	4
1.	21 of 2012- 13	Report on Compensatory Afforestation in India	Draft ATN has been submitted to Principal Director of Audit for vetting <i>vide</i> letter No. 4-31/2013-CAMPA Dated 22.12.2016 and 11.01.2017. As per APMS Portal, Audit has returned the ATN on 03.08.2017 and requested for revised ATN.
2.	27 of 2014	Wasteful expenditure on hiring of office accommodation	ATN has been submitted to Principal Director of Audit for vetting <i>vide</i> letter No. 32033/1/2013-GA dated 20.12.2016 and resubmitted on 10.04.2017. As per APMS Portal, Audit has returned the ATN on 13.09.2017 and requested for revised ATN.
3.	27 of 2014	Non-establishment of model facilities for management of Municipal Solid Wastes	As per APMS Portal Audit approved the ATN and requested for Final ATN on 13.11.2017.



1	2	3	4
4.	30 of 2015	Implementation of E-waste (Management and Handling) Rules, 2011 by Central Pollution Control Board — regarding	ATN has been submitted to Audit for vetting <i>vide</i> letter No. 23-92/2015-HSMD dated 03.08.2016 and resubmitted on 06.09.2016, 16.02.2017 and 29.03.2017 and reply to vetting comment sent <i>vide</i> letter dated 18.07.2017. As per APMS Portal Audit has returned the ATN on 13.09.2017 and requested for revised ATN.
5.	30 of 2015	Inordinate delay in completion for pilot projects for sewage treatment- regarding	ATN has been submitted to Audit for vetting <i>vide</i> letter No. G-11012/1/2015-NRCD-II dated 09.05.2016 and resubmitted on 21.08.2017 & 05.01.2018. As per APMS Portal, Audit has returned the ATN on 12.01.2018 and requested for revised ATN.
6.	39 of 2016	Environment and Sustainable Development	ATN has been submitted to Audit for vetting <i>vide</i> letter No. G-11012/1/2015-NRCD-II dated 09.05.2016 and resubmitted on 21.08.2017 & 05.01.2018. As per APMS Portal, Audit has returned the ATN on 12.01.2018 and requested for revised ATN.

17.2 The Committee observes that out of the 6 pending paras, 1 is of 2012-13, 2 of 2014, 2 of 2015 and 1 of 2016. The status of the Audit Paras reflects that out of 6, only 1 ATN and been approved by the Audit whereas in case of 5 Audit Paras, Audit has returned the ATN in 2017/2018 and requested for revised ATN.

**17.3 The Committee is constrained to note that some of the Audit Paras of the Ministry are yet to be settled even after 3 to 5 years. The Committee is of the view that the Audit Paras must be settled at the earliest and for this purpose, the Ministry must submit satisfactory replies to the Audit so that they are settled at the earliest and do not get entangled in repetitive submission of revised ATNs. The Committee, therefore, recommends that the Ministry of Environment, Forest and Climate Change should take necessary action accordingly for early settlement of the Audit Paras pertaining to that Ministry.**

## RECOMMENDATIONS/OBSERVATIONS — AT A GLANCE

### FINANCIAL PERFORMANCE IN 2017-18

The Committee notes that there was no reduction in the BE allocation provided to the Ministry by the Ministry of Finance during 2017-18 at RE stage *i.e.* ₹2675.42 crore and that the Ministry was able to spend 71.67% *i.e.* ₹ 1917.60 crore upto 31st January, 2018. With only two months left for the completion of the financial year, nearly 28% of the allocation is yet to be utilised. (Para 3.3)

As regards the umbrella scheme-wise expenditure, the Committee notes that till 31st January, 2018 the Ministry has been able to utilise only 68.85% the RE allocation leaving nearly 31% of the allocation to be utilised during the last two months of the financial year. In case of 'Environmental Protection, Management and Sustainable Development' and 'National Coastal Management Programme' the utilisation percentage is as low as about 42%, the reason for which has been attributed as non release of funds. Although the Secretary in his presentation before the Committee on 12th February, 2018, expressed hope that they would be able to spend the entire money allocated to them by the end of the financial year, the Committee is apprehensive of the same in view of the utilisation trend of the Ministry during the last few years. The Committee recommends that the Ministry should increase the pace of expenditure of funds in the initial and middle months of the financial year, as per the guidelines of Ministry of Finance, so that they are not left to spend the larger chunk in the last quarter of the financial year. Further, that would also enable them to seek higher allocations from Ministry of Finance at RE stage for the schemes and programs which the Ministry has in mind to execute in the future. (Para 3.4)

### BUDGET ALLOCATION FOR THE YEAR 2018-19

The Committee observes that the BE 2018-19 of the Ministry of Environment, Forest and Climate Change has been retained at ₹2675.42 crore against the projected demand of ₹3170.44 crore *i.e.* ₹495.02 crore less than proposed by the Ministry. As such, the budget of the Ministry has not seen any increase over the allocation of 2017-18. The Committee feels that the request of the Ministry for additional funds of ₹1400 crores for six proposed activities is fully justified and recommends that the Ministry should be provided enhanced allocation at RE stage to cater to the requirements of the Ministry. The Committee also recommends that on its own part, the Ministry should make all out efforts to ensure that the allocation made at BE is utilised to the maximum in its schemes/programmes and the physical targets are on schedule so that it is on a firm ground to seek additional funds at the RE stage. (Para 4.5)

### ECO-TASK FORCE SCHEME

The Committee observes that the Eco Task Force Scheme serves the twin objectives of ecological regeneration in difficult terrains of the country as well as promotion of meaningful employment to ex-servicemen. In a physical performance review of the scheme, the Ministry has proposed continuation of 6 existing Battalions in States of Jammu and Kashmir, Rajasthan,

Uttarakhand and Assam. The Committee is not satisfied with this submission that that the impact of plantation on ecological balance is not possible to be measured in numerical terms. This observation, in the opinion of the Committee, seems to be evasive. (Para 7.5)

The Committee notes that a substantial amount is also being incurred on the scheme on a yearly basis. The Ministry has not indicated that whether it has any mechanism to monitor the implementation of the scheme and raising of plantation cover in the remote and difficult terrains. The Committee recommends that the Ministry must draw a mechanism to ensure that the plantation work is actually carried out in remote and difficult terrains and the objectives of the scheme are fully achieved. (Para 7.6)

#### **ENVIRONMENT PROTECTION, MANAGEMENT AND SUSTAINABLE DEVELOPMENT**

The Committee is perturbed to observe the unsatisfactory trend of utilisation of funds for 'Pollution Abatement' during the last few years. As per the documents furnished by the Ministry, in 2016-17 too the BE allocation of ₹20.00 crore for this scheme was reduce to ₹9.60 crore at RE stage and the Ministry could utilize only ₹6.22 crore during the year. This trend of reduction in allocation at RE stage and unsatisfactory utilisation of funds seems to reflect that pollution abatement is not among the priority areas of the Ministry. The rising environmental pollution in the country not only results into a number of pollution related human diseases and health conditions but negatively impact our ecology too. The scenario of environmental pollution in the country is indeed very grim and has been affecting one and all. This Committee, NGOs and Civil Society members are regularly holding meetings, seminars, workshops with different stakeholders to make common people aware of the menace of pollution. In such a scenario, reduction and underutilisation of funds for pollution abatement is not the least desirable. (Para 8.5)

The Committee further notes that the Ministry of Environment, Forest and Climate Change has decided to discontinue some plans under this scheme and come up with another comprehensive scheme on pollution abatement. The Committee recommends that the Ministry should introspect its performance under this scheme during the last few years and take all necessary measures to ensure that in future funds allocated for the reframed scheme are optimally utilised and all physical targets achieved. (Para 8.6)

While the Committee cannot make any assessment of the physical performance under this programme in 2016-17 in the absence of any data being furnished to the Committee, the Committee notes with concern the reasons cited by the Ministry for underutilisation of funds under this programme in 2017-18, which are purely administrative in nature and could have been avoided by proactive approach and strict monitoring. The Committee, therefore, recommends that the Ministry should revisit its performance under this programme and ensure that the funds are not underutilised due to such administrative and procedural lapses. (Para 8.9)

The Committee notes the financial challenge faced by CPCB due to subsummation of Water Cess in GST. CPCB is required to pay its committed expenditure to SPCBs/PCCs to implement

their programme in the States, which does not seem to be a possibility in the current scenario. The Committee, therefore, recommends that adequate budgetary support may be provided to CPCB to enable it to smoothly and effectively discharge its mandate. (Para 8.15)

#### **DECISION SUPPORT SYSTEM FOR ENVIRONMENTAL AWARENESS, POLICY, PLANNING AND OUTCOME EVALUATION**

The Committee notes that the Ministry has been able to spend only 67.35% of the allocation under the scheme during 2017-18 upto 31.1.2018. The performance of the Ministry under this scheme has not been impressive during the last two financial years as the Ministry was not able to satisfactorily utilise the allocations made. Underutilisation of the funds also raises doubts about the achievements of the physical targets set under the various programmes under the scheme too. (Para 9.3)

The Committee notes that the prime reason for reduction for funds at RE stage for this programme was approval of the scheme after 7 months of the financial year had already gone by, which indicates a very casual and lackadaisical approach of the Ministry. Research and Development are extremely important for moving ahead in any field and in the current environmental scenario in the country, the importance of research and development for a scheme relating to environmental awareness policy and planning cannot be over-emphasised. If funds are reduced at RE stage due to late approval of schemes, then there is certainly a need for introspection on part of the Ministry. Further, the Ministry has been able to utilise only 35% out of the drastically reduced allocation. The Committee, therefore, recommends that the Ministry of Environment, Forest and Climate Change must take urgent remedial measures, pay due importance to the research and development activities and ensure that funds allocated for the purpose are not underutilised. (Para 9.6)

The Committee also tried to assess the physical performance of the Ministry under this programme. However, the Committee was surprised to note that the background notes provided to the Committee did not contain any details of the physical performance of the programme during the last three years *i.e.* objectives targets and achievements under this program. In absence of any such information, the Committee cannot assess the physical performance of the Ministry under this programme. The Committee had commented upon non-furnishing of information to the Committee in its 300th Report also. The Committee would like to reiterate that the Ministry of Environment, Forest and Climate Change should invariably provide all the relevant information to the Committee in connection with the examination of Demands for Grants of the Ministry so that the Committee's examination is not hindered in the absence of any such information. (Para 9.7)

The Committee noted that the Ministry had not furnished the details of the physical targets/ achievements under the programme 'Environmental Impact Assessment' in the various documents submitted to the Committee in connection with the examination of Demands for Grants 2018-19 of the Ministry. As regards the financial performance under the programme, the

Committee observed that under this programme too, the financial performance of the Ministry has not been impressive. In 2017-18, the BE allocation for the programme of ₹5.40 crore had been reduced to ₹4.50 crore at RE stage out of which the Ministry had been able to utilise only 2.29 crore *i.e.* only 50.89% upto 31.1.2018. Although the Ministry has not furnished any details relating to the physical performance of the programme, the low utilisation reflects the physical performance under the programme too. The Committee further noted that the financial performance of the programme has not been satisfactory during 2015-16 and 2016-17 too since the Ministry could utilise only 55.35% and 79.62% respectively of the allocation made during the two years. The Committee therefore, recommends that the Ministry of Environment, Forest and Climate Change must take due cognizance of the facts placed before it by the Committee and make all out efforts to ensure that there is no underutilisation of funds by the Ministry and the physical and financial targets are achieved to the fullest extent. (Para 9.9)

#### **NATIONAL RIVER CONSERVATION PROGRAMME (NRCP)**

The Committee is of the opinion that the reasons cited by the Ministry for non-completion of targets set are not tenable. The Ministry has fallen too short of the targets and among the reasons submitted by the Ministry are slow progress of work and delay in release of Central funds, which speaks volumes about the sincerity of the Ministry in implementing the programme. The Committee recommends that the Ministry needs to take immediate remedial measures and ensure that there is no delay in release of funds, both at Central and State level, so that the schemes of national importance do not suffer and targets set are achieved in a time-bound manner. The Ministry must also impress upon the State Governments to ensure timely release of their corresponding share of funds and also to remove other bottlenecks at the State level to ensure physical achievements of the targets set. (Para 10.7)

#### **NATIONAL COASTAL MANAGEMENT PROGRAMME**

The Committee observes that the NCMP, which was originally approved with a cost estimate of ₹ 1155.63 crore with time-frame upto March, 2015 has, after repeated time extensions, been revised to ₹1655.10 crore with time extension upto 31st December, 2018, which reflects upon the tardy physical progress of the scheme during the last few years. (Para 11.8)

In 2017-18, the performance of the programme is no better as the Ministry has been able to utilise only 42.32% of the RE allocation *i.e.* ₹64.54 crore of the drastically reduced RE allocation of ₹152.50 crore. The Committee has time and again expressed the view that delay in execution of projects escalates the cost of the projects, whereas timely completion of programmes not only augments the performance of any organisation physically as well as financially but also helps reduce the overhead costs. Since the project has now been granted extension of time upto 31st December, 2018, the Committee recommends that Ministry of Environment, Forest and Climate Change should take all necessary steps to ensure that the programme is completed as per the revised schedule and the allocation for the programme is utilised optimally. The Ministry should also monitor the progress of the programme through a robust monitoring mechanism to ensure that the timelines for the programme are met. (Para 11.9)

## NATIONAL MISSION FOR A GREEN INDIA (GIM)

One of the mandates of the Ministry of Environment, Forest and Climate Change is afforestation and regeneration of degraded forests. The Committee is happy to note that the forest and tree cover of the country has increased by 8,021 sq. kms. and that dense forests have increased by 1.36 per cent. The Committee observes that the same report also shows that the forest cover has decreased in the year 2017 as compared to the report of 2015 in the North-Eastern States *i.e.* Mizoram, Nagaland, Arunachal Pradesh, Tripura and Meghalaya. The forests in these areas are rich in forest carbon and the declining trend of forests in these areas could have been avoided. The Committee also feels that a lot more needs to be done to increase the forest/tree cover to 5 million hectares as per the objectives of the Mission. The Committee recommends that the Ministry should make all out efforts in this regard so that the pace of increase of forest cover in the country continues in future too and also take necessary steps to arrest the declining trend in the North-Eastern States. (Para 12.8)

The Committee observes that the Ministry could utilise only ₹26.79 crore upto 31st January, 2018 out of the reduced BE allocation of ₹45.25 crore during 2017-18, which comes to 59.20 per cent and can in no way be termed as satisfactory. The Committee is also constrained to note that the Ministry has failed to provide the details of the physical achievements under the scheme to the Committee, which, as per the background note furnished by the Ministry, are yet to be received from States/UTs. It is further astonishing to note that the funds for the scheme were released nearly 11 months ago *i.e.* in April, 2017. This reflects very poorly on the monitoring mechanism of the Ministry as well. (Para 12.13)

On the one hand, the Ministry claims of having taken a number of measures for stringent monitoring and evaluation of its schemes/programmes, and on the other hand the Ministry is unable to provide the details of physical achievements in respect of schemes, funds for which were released nearly 11 months ago. The Committee has time and again expressed the view that a strong and potent monitoring mechanism is extremely important for achieving the set objectives and implementation of the schemes. The Committee would like to reiterate the recommendation in this respect made in its 283rd Report on Demands for Grants (2016-17) of the Ministry of Environment, Forest and Climate Change to undertake a review of its administrative and monitoring mechanism and strengthen the same to ensure that funds allocated for important schemes/programmes are not underutilised and objectives of the schemes are achieved. (Para 12.14)

## CUTTING OF TREES IN HIMACHAL PRADESH

The Committee takes strong exception to the massive cutting of trees in Himachal Pradesh for a Highways expansion project which is not only causing irreparable damage to the ecology of the hilly, hilly State but the entire environment of the region, including flora and fauna, carbon sink etc. has been affected. The Committee is of the view that there are global best practices regarding construction of highways and environment, forest covers and wildlife have always been factored for preservation before any project is cleared. The Committee recommends that the Ministry should submit an assessment report on the damage caused to the environment due to the cutting of trees in Himachal Pradesh for the consideration of the Committee. Further,

to maintain the ecological balance of the area, adequate number of trees should be planted in the area and the Committee should be informed of the steps taken to replenish the environment of the area. (Para 13.2)

#### **FRAMING OF RULES FOR CAMPA FUNDS**

The Committee observes that after seeking repeated extensions, the Ministry of Environment, Forest and Climate Change has finalised the draft Compensatory Afforestation Fund (CAF) Rules and soon the rules will be in public domain. The Committee hopes that the draft CAF Rules also address the concerns of the Committee expressed in its 300th Report regarding not giving any scope for mis-utilisation or embezzlement of the funds by the States or any other stakeholders as well as a stringent monitoring mechanism for the utilization of the funds. The Committee recommends that the Ministry should, as intimated by the Ministry, notify the CAF (Accounting Procedure) Rules separately positively before 3rd August, 2018. (Para 14.4)

#### **MAN-ANIMAL CONFLICT AND RELOCATION OF TIGERS**

The Committee is of the view that in spite of the steps initiated by the Ministry, the cases of man-animal conflict are rising and it still remains an area of concern. The Committee recommends that in addition to the steps initiated, the Ministry should undertake a scientific study on the possible movement of monkeys, elephants, tigers etc. from their natural habitat to suitable alternate habitation which may lead to reducing the number of human-animal conflicts. (Para 15.6)

The Committee is happy to note the increasing trend in the tiger population in the country. However, in some of the areas they are over-populated and in other areas they fall short of required members. The Committee, therefore, recommends that the Ministry should identify the areas where translocation of tigers can be carried out and take necessary action in this regard. This will also, to an extent, solve the problem of man-tiger conflict in certain areas where tigers are spilling out of their natural habitat. (Para 15.9)

#### **TIGER CONSERVATION AREAS**

The Committee feels that the concerns raised in the above para are applicable to the tiger conservation areas in India too. The Committee recommends that the Ministry should take all necessary measures to ensure that tiger conservation areas in the country meet global standards and poaching of tigers is effectively checked. (Para 16.2)

#### **NON-SETTLEMENT OF AUDIT PARAS**

The Committee is constrained to note that some of the Audit Paras of the Ministry are yet to be settled even after 3 to 5 years. The Committee is of the view that the Audit Paras must be settled at the earliest and for this purpose, the Ministry must submit satisfactory replies to the Audit so that they are settled at the earliest and do not get entangled in repetitive submission of revised ATNs. The Committee, therefore, recommends that the Ministry of Environment, Forest and Climate Change should take necessary action accordingly for early settlement of the Audit Paras pertaining to that Ministry. (Para 17.3)

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# MINUTES

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V  
FIFTH MEETING

The Committee met at 11:00 A.M. on Monday, the 12th February, 2018 in Committee Room 'A', Ground Floor, Parliament House Annexe, New Delhi.

**MEMBERS PRESENT**

1. Shri Anand Sharma — *Chairman*

**RAJYA SABHA**

2. Shrimati Renuka Chowdhury
3. Shri Sharad Pawar
4. Shri Bhupender Yadav

**LOK SABHA**

5. Shri E.T. Mohammed Basheer
6. Shri P.P. Chauhan
7. Dr. K. Gopal
8. Shri Daddan Mishra
9. Shri Harinarayan Rajbhar
10. Shri Kirti Vardhan Singh
11. Shri Nagendra Singh
12. Shri Vikram Usendi

**SECRETARIAT**

Shri M. K. Khan, *Joint Secretary*

Shri T.N. Pandey, *Director*

Shri Mohd. Salamuddin, *Additional Director*

Shri Rajiv Saxena, *Under Secretary*

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**Representatives of Ministry of Environment, Forest and Climate Change**

1. Shri C.K. Mishra, Secretary
2. Shri Siddhanta Das, Director General of Forest and Special Secretary
3. Shri Anil Kumar Jain, Additional Secretary

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\*\*\*Relate to other matters.

4. Shri Arun Kumar Mehta, Additional Secretary
5. Ms. Anuradha Mitra, Additional Secretary and Financial Advisor
6. Shri S.P. Singh Parihar, Chairman, Central Pollution Control Board
7. Dr. (Ms.) Anandi Subramanian, Senior Advisor
8. Shri Ritesh Kumar Singh, Joint Secretary
9. Shri Ravi Shankar Prasad, Joint Secretary
10. Shri Soumitra Das Gupta, IGF (WL)
11. Shri Deepak Kumar Sinha, IFG (FC)
12. Shri Brijesh Sikka, Advisor
13. Shri Sanjay Pandey, Chief Controller of Accounts
14. Shri M. Peter Johnson, Statistical Advisor
15. Dr. Kailash Chandra, Director, Zoological Survey of India
16. Dr. Paramjit Singh, Director, Botanical Survey of India

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6. The Committee reassembled at 2.09 P.M. and the representatives of Ministry of Environment, Forest and Climate Change appeared before the Committee.

7. The Chairman welcomed the Secretary and other officers of Ministry of Environment, Forest and Climate Change to the meeting. He sought to know the views of the Secretary about the budgetary allocation for the year 2018-19, projected outlay, budgetary reduction, if any, and its impact on the ongoing/new projected programmes/projects/activities of the Ministry, targets envisaged for the next financial year, targets achieved during 2017-18, etc. He also desired to know about the Internal Monitoring Mechanism put in place to ensure that remedial preventive measures taken by the Ministry where it lagged behind on account of attainment of the objectives set.

8. Thereafter, the Secretary, gave an overview of budgetary allocation for 2018-19 and the financial performance of the Ministry in 2017-18. A Power Point presentation was also made dwelling on various aspects of budgetary allocation, the schemes implemented and achievements of the Ministry. The Secretary

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\*\*\*Relate to other matters.

also brought to the notice of the Committee about the requirement of additional funds to the tune of ₹ 1400 crore towards the activities such as Air Pollution abatement, Climate Change Adaptation Mitigation and Sensitisation, support to State Pollution Control Boards in lieu of Water Cess, etc. The Committee was also informed that as per the India State of Forests Report 2017, the forest and tree cover of the country has increased by 1.36 per cent.

9. The Chairman and Members of the Committee, then, raised queries relating to various issues such as National River Conservation Plan, CAMPA fund utilisation, status of implementation of rejuvenation of rivers, National Adaptation Fund, degradation and desertification of land, etc. Budgetary allocation for maintenance of spring fed rivers including steps taken for enhancement of catchment areas and rules/norms for protecting the same, status of forest cover in the country, man-elephant conflict, measures taken for protection of backwaters and lakes, changes brought in Comprehensive Environment Pollution Index and National Environmental Health Profile were some other significant issues raised by the Members of the Committee.

10. The Secretary, Ministry of Environment, Forest and Climate Change, Director-General (Forests) and other officers of the Ministry, while presenting their views also responded to some of the queries raised by the Chairman and Members of the Committee. The Chairman also directed the Secretary to furnish the written replies to the queries/points/issues raised by the Chairman and the Members of the Committee which could not be replied during the meeting, to the Secretariat, within ten days.

11. The witnesses, then, withdrew.

12. A verbatim record of the proceedings was kept.

13. The meeting of the Committee adjourned at 3:16 P.M.

IX  
NINTH MEETING

The Committee met at 3.00 P.M. on Tuesday, the 6th March, 2018 in Room No. '63', First Floor, Parliament House, New Delhi.

**MEMBERS PRESENT**

1. Shri Anand Sharma — *Chairman*

**RAJYA SABHA**

2. Shri S.R. Balasubramoniyam
3. Shrimati Renuka Chowdhury
4. Shri C.P. Narayanan
5. Shri Bhupender Yadav

**LOK SABHA**

6. Shrimati Vasanthi M.
7. Shri Daddan Mishra
8. Shri Shivaji Adhalrao Patil
9. Shri Kirti Vardhan Singh
10. Shri Nagendra Singh
11. Shri Vikram Usendi

**SECRETARIAT**

Shrimati Sunita Sekaran, *Director*

Shri T.N. Pandey, *Director*

Shri S. Rangarajan, *Additional Director*

Shri Mohd. Salamuddin, *Additional Director*

Shri Rajiv Saxena, *Under Secretary*

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee. He informed the Members that the meeting had been convened to consider and adopt the draft 309th, 310th, 311th, 312th, 313th, 314th and 315th reports on Demands for Grants 2018-19 of the Departments of Biotechnology, Science and Technology, Scientific and Industrial Research, Space, Ministry of Environment, Forest and Climate Change, Department of Atomic Energy and Ministry of Earth Sciences, respectively.

3. The Committee, after considering the recommendations made in the draft reports, adopted the draft 309th, 310th, 311th, 312th, 313th, 314th and 315th reports after some alterations/modifications suggested by the Chairman of the Committee in the 314th Report of Department of Atomic Energy. The Committee also decided to present/lay the reports to both the Houses of Parliament on 13th March, 2018.

4. The Committee also decided to nominate the Chairman and in his absence Smt. Renuka Chowdhury and in her absence Shri Prasanna Acharya to present the reports in Rajya Sabha and Dr. K. Gopal and in his absence Shri Vikram Usendi to lay the reports on the Table of Lok Sabha on 13th March, 2018.

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8. The meeting of the Committee adjourned at 3.40 P.M.