

EIGHTY-FIFTH REPORT
ESTIMATES COMMITTEE
(1984-85)

(SEVENTH LOK SABHA)

MINISTRY OF WORKS AND HOUSING
DELHI DEVELOPMENT AUTHORITY—PART I



Presented to Lok Sabha on 8 May, 1984

LOK SABHA SECRETARIAT
NEW DELHI

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ESTIMATES COMMITTEE
(1983-84)

Shri Bansi Lal—*Chairman*

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4. Shri P. Ankineedu Prasadarao
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SECRETARIAT

1. Shri T. R. Krishnamachari—*Joint Secretary.*
2. Shri Bipin Behari—*Chief Financial Committee Officer.*
3. Shri S. P. Chanana—*Senior Financial Committee Officer.*

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INTRODUCTION

I, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Eighty-fifth Report on the Ministry of Works & Housing - Delhi Development Authority—Part I.

2. The Estimates Committee (1983-84) took evidence of the representatives of the Ministry of Works & Housing on 20, 21 September, 1983, 24, 25, 26 October, 1983, 5, 6 January, 1984 and 21 March, 1984. The Committee wish to express their thanks to the officers of the Ministry for placing before them the material and information which they desired in connection with the examination of the subject and giving evidence before the Committee.

3. The Committee also wish to express their thanks to Shri M. N. Buch, Director General, National Institute of Urban Affairs and former Chairman of DDA and Shri M. W. K. Yusufzai, former Vice-Chairman of DDA for furnishing memoranda to the Committee and also for giving evidence and making valuable suggestions.

4. The Committee also wish to express their thanks to all other institutions, associations, bodies and individuals who furnished memoranda on the subject to the Committee.

5. The Report was considered and adopted by the Estimates Committee (1984-85) on 4 May, 1984.

6. For Facility of reference and convenience the recommendations and observations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in the Appendix to the Report.

NEW DELHI;
May 7, 1984.
Vaisakha 17, 1906 (S)

BANSI LAL
Chairman.
Estimates Committee.

REPORT

ROLE AND FUNCTIONS

A. Formulation of Master Plan

1. Delhi Development Authority was set up under the Delhi Development Act, 1957 which came into force on 30 December, 1957. This Act set up the Delhi Development Authority, the main object of which was "to promote and secure the development of Delhi according to plan".

2. Section 6 of the Delhi Development Act, 1957 which crystalises the main objectives and powers of the Authority is reproduced below :—

"The objects of the Authority shall be to promote and secure the development of Delhi according to plan and for that purpose the Authority shall have the power to acquire, hold, manage and dispose of land and other property, to carry out building, engineering, mining and other operations, to execute works in connection with supply of water and electricity, disposal of sewage and other services and amenities and generally to do anything necessary or expedient for purposes of such development and for purpose incidental thereto :

Provided that save as provided in this Act, nothing contained in this Act shall be construed as authorising the disregard by the Authority of any law for the time being in force."

3. The Delhi Administration issued a Notification for acquiring about 34,000 acres of land in Delhi. On 2nd May, 1961, the Government of India also issued orders approving a scheme known as "Scheme for Large Scale Acquisition, Development and Disposal of land in Delhi" for control on land values in the urban areas of Delhi and laid down broad policy guidelines for that purpose. It also set up for the first time a Revolving Fund of Rs. 5 crores for the administration of the Scheme. Also 16,000 acres of additional land were notified for acquisition in 1961.

4. After publishing the preliminary notifications and hearing objections, the Government of India finalised a Master Plan for Delhi as submitted by the Delhi Development Authority and it was brought into force with effect from 1st September, 1962. Thus, for the first time, the Plan of action for the development of Delhi on a 20-year perspective from 1961 to 1981 came to be enunciated. The Master Plan demarcated the limits of urban Delhi, indicating the land uses within these limits, and also set out broadly the pattern of action to be taken for the development of regions around the National Capital and the rural areas of the Union Territory of Delhi. This valuable document was the result of a series of work studies prepared by a team of experts from several disciplines and reflected the future pattern of urban development with reference to the schemes brought out in the Master Plan.

5. A second Master Plan for Delhi covering the period 1982-2 000 AD is under preparation since 1977.

6. The Committee regret that though the exercise to prepare the Second Master Plan for Delhi covering the period 1982-2000 AD commenced as far back as 1977, it has yet to take shape. They would like concerted steps being taken by the DDA and all other authorities concerned to complete the task so that a blue print for the Second Master Plan for Delhi is available by the end of 1984.

B. Development of Land:

7. Out of the land acquired, the land developed in Delhi so far has been as under :—

Land use	Total Area to be developed	DDA's Share for development	Total Area developed by all agencies	Overall Short fall	DDA's Achievement
Residential	30,000	22,330	16,238	45.87%	73%
Industrial	4,800	2,700	2,148.51	55.13%	56%
Commercial	1,900	8,600	442.29	76.72%	
Horticulture	25,000	7,230	7,109.00	71.56%	

8. During evidence, DDA's Vice-Chairman pointed out that :—

"The Delhi Master Plan of 1962 had visualised development of 30,000 acres of land for residential purpose 4,800 acres for industrial purposes 1900 acres for commercial purposes and 25,000 acres for horticulture. This development was to be undertaken by the DDA, MCD Delhi Administration, Central Government Deptt. etc. Delhi Administration placed at the disposal of the DDA 47,054 acres of land. This was developed. The break up is 22,330 acres for residential, 4,800 for industrial, 8,600 acres for commercial and 7,230 acres for horticulture and 6194 acres under stay orders."

9. Asked how the land developed by Delhi Development Authority for residential purposes i. e. 22,330 acres had been utilised, the witness gave the following data :—

(i) Cooperative Plotted	30,500 acres
(ii) Rohini Scheme	2,500 "
(iii) DDA Plotted	2,100 "
(iv) Cooperative Group Housing Societies	1,500 "
(v) DDA Group Housing	4,500 "
(vi) Land Utilised for re-settlement/Slums.	7,230 "
Total	22,330 acres

10. The Committee enquired whether a person whose land measuring upto one acre in a rural area is acquired, is allotted an alternative developed plot by DDA, and if so, of what size. In reply, DDA's Vice Chairman, stated that :—

"The size of the alternative plot being offered is 40% of the land acquired, subject to a maximum of 250 yards, the minimum size of the plot is 125 Sq. yards."

11. Asked if all the applicants of this category had been allotted alternative plots by DDA, the witness revealed :—

“Upto January, 1983, 1095 applications for allotment of alternative plots were received and in 1983 plots have been given to 890”.

12. The Committee note that out of a total area of 61700 acres of land to be developed in Delhi, the area earmarked for development by DDA was 40860 acre, comprising 22330 acres for residential purposes, 2700 acres for industrial purposes and 8600 acres and 7230 acres for commercial and horticulture purposes respectively. The Committee were informed that the DDA's achievement in regard to the development of land assigned to it has been 75 per cent in the case of land for residential purposes and 50 per cent of that earmarked for industrial purposes. The achievement in regard to the development of land for horticulture and commercial purposes have not been indicated to the Committee. The Committee underline the need for accelerated development of land for residential purposes to, at least to some extent, mitigate the problem of shortage of housing in the Capital which has caused phenomenal rise in rents for residential accommodation.

13. The Committee would also like the Ministry of Works and Housing, the Delhi Administration and the DDA to make concerted approach to tackle the housing shortage in Delhi which has assumed gigantic proportions, and acquire and develop more land for residential purposes.

14. The Committee find that out of a total of 25000 acres of land to be developed for horticulture purposes by different agencies in Delhi including the DDA only 7109 acres have been developed so far. The Committee would like the Ministry to see that the programme for development of land for horticultural purposes, on which depends the health and environment of the inhabitants of the Capital, is accelerated and completed early.

15. The Committee also find that as much as 6194 acres of land is under “Stay orders” issued by Courts and therefore no development

is possible in respect of this land. The Committee would like the Ministry of Works & Housing to pay special attention to getting the stay vacated wherever possible.

16. The Committee are informed that the size of alternative plot being offered to land owners whose land is acquired by the DDA is 40 per cent of the land acquired, subject to the maximum of 250 sq. yds and the minimum of 125 sq. yards. The Committee feel strongly that the alternative plot offered should be adequate in size to meet the minimum needs of the land owners whose land is acquired. They would accordingly like the Ministry to consider a suitable upward revision of the maximum and minimum size of the alternative plot allotted to land holders.

17. The Committee would also like the Ministry to issue instructions for speedier disposal of applications for allotment of alternative plots and payment of compensation to the land owners whose land is acquired.

C. Formulation and Execution of Housing Projects/Schemes

18. The Ministry of Works and Housing has, in a Note, claimed that DDA has been able to provide approximately 7.55 lakh dwelling units to cater to about 3 million population so far. As per long term assessment of housing requirements, accommodation will be required for an additional population of 60 lakhs during the next two decades for the backlog and incremental population aggregating to 80 lakhs by 2001...AD.

19. The cost of development of land and construction of Dwelling Units for this backlog will be around Rs. 12,000 crores. For the Sixth Plan, the requirement comes to Rs. 2,500 crores. As against this, the Sixth Plan had provided a sum of Rs. 150 crores only for housing. Similarly the total outlay proposed for the Urban Development Sector of Sixth Five Year Plan for Delhi is Rs. 124 crores. The Ministry has also pointed out that availability of 80,000 acres of urbanisable land is questionable. As such the public expenditure outlays envisaged cannot even touch the fringe of the requirements. DDA, it has been stated, is being geared to meet the demand for housing to the extent of 40,000 units annually.

20. Even with a capacity of 40,000 dwelling units DDA will be able to construct 1/10th of the dwelling units required to clear the backlog and provide for additional population.

21. Asked as to how the backlog of dwelling units as well future housing requirements are proposed to be met, Vice-Chairman, DDA explained :—

“Including the present backlog which has been estimated to be of the order of 3 lakh dwelling units, the total requirements over the next 20 years for which we are now planning would be of the order of 16 lakh dwelling units which we are anticipating. Thus on average, you must have 80,000 dwelling units. About 32 per cent of the requirement will be met by the following methods. One is the construction of houses on individual plots. Then, the density has been increased by allowing Barzatis. That will also improve the situation. Further, there are the employers housing schemes of the Central out the Delhi Administration, the Delhi Municipal Corporation and other local bodies. There is also the housing scheme undertaken by the slums Department. Again, in the various colonies, floors will be added and additional accommodation will be created. Now, out of the remaining 68 per cent, about 15 per cent will be met by the plots which have to be built, giving about 20,000 dwelling units. That will further augment the housing.

22. The Committee wanted to know the DDA's present capacity for construction of dwelling units. In reply, the witness said :

“The DDA has a capacity at the moment of about 20,000 to 25,000 units which we can raise to 40,000 units.”

23. Asked if in view of DDA's incapacity to meet the growing shortage of dwelling units, a stage had not been reached when reputed private colonisers of Delhi should also be allowed to develop land construct houses, the witness pleaded :—

“There was a working Group in the Ministry of Works and Housing with which the DDA was associated and certain guidelines were issued and we are trying to process them. Development of land should continue with the public agency. We

could associate them to use their financial and organisational ability. It is only at the academic stage. We have yet to take to a policy decision to give them organised chunks of land, according to priority set by Government regarding economically weaker sections of society."

24. As obvious result of backlog in housing for various sections of population has been non-conforming growth in Delhi. In this connection the Ministry of Works and Housing have reported that :—

- (i) The number of squatter families have increased from 12,749 in 1951 to 1,20,000 including one lakh families living in about 500 Jhuggies clusters. Although in an unprecedented step in 1976, most of Delhi's squatters were resettled in the developed "Re-settlement Colonies," new clusters of squatters have come up again in various parts of the city ; in Delhi squatting, slum problems and informal sector menace appears to be unending ;
- (ii) the number of unauthorised colonies in Delhi has gone up from 110 in 1961 to more than 600 in 1983.
- (iii) The total population living in "sub-standard conditions" in Delhi is approximately 44 lakhs i.e. 70 per cent of the total population. The break up of this population is as under :—

	Population (in lakhs)
(a) Unauthorised colonies	14.0
(b) Notified Slum Areas	16.0
(c) J.J. Clusters	6.0
(d) Rural Villages.	6.0
(e) Urban Villages	2.0
	<hr/> 44.0 <hr/>

25. It has been stated in a memorandum submitted by a non-official organisation to the Committee that :—

“the role of the DDA in implementing the plan emanated basically from the (a) Delhi Development Act, 1957 which gave a very wide and hence a vaguely termed mandate to the DDA for promoting and securing development of Delhi according to the plan and the (b) Work studies relating to the preparation of the master Plan to the DDA. This meant that it was basically expected to oversee the implementation of the Plan by various action agencies, coordinate their operations and bring to the notice of the Govt. of India any lapse on the part of the multiple action agencies in correcting the aberrations in plan implementation

DDA has become unwieldy because of its sheer size brought about by manifold increase in its activities and hence the personnel. The functional domain of DDA should, therefore, be pruned by taking away the housing activity and slum improvement from it, and handing it over to a housing board and the slum improvement board to be constituted specifically for these purpose as is the situation in various states. DDA should be engaged only in the programme of land development and enforcement of Zoning regulations.”

26. During the evidence, on Ex-Chairman of D.D.A. cited the following reasons for DDA's failure to achieve its primary objective :—

- (i) DDA's failure to develop its own capability so to be able to plan, to monitor plan implementation and to bring about quin-quennial reviews of the Plan.
- (ii) It downgraded its planned function and instead entered into actual function of taking over land, building engineering inputs into it in terms of infrastructural development of the land and then selling it, thereby altering the perspective and developing a vested interest.”

27. Another Ex-Chairman of DDA attributed DDA's failure to :—

“Indulging in spectacular achievement to attract publicity such as maintain a big horticulture department, dispensaries, deer park,

picnic huts, forests, building up of stadia and maintaining them at huge costs etc.

28. An Ex-Vice Chairman of D.D.A. urged, in his memorandum, that this body should act as an apex organisation for plan formulation, plan monitoring and evaluation of the working of various agencies in Delhi in order to ensure that they function within frame work of the Plan. It has, therefore, been suggested to the Committee *inter alia* that : —

“In the matter of slum improvement and clearance there should be a separate board which must deal with house repairs, slum improvements and slum resettlements. This board would also function within the ambit of the plan prepared by the DDA.

29. The Committee asked if considering the shortfalls in development of land and backlog in housing, it would not be better to have, like Bombay, a separate Board for housing and a separate agency for Slum Clearance. In reply, the Secretary, Ministry of Works and Housing said in evidence :

“We did examine this matter and we found that Delhi system has some advantages and we have tried to evolve which is the best. Sir, so far as policies are concerned the DDA headquarters are to be involved but without losing integrated development of land executive function can be decentralised. We are attempting on this line. As far as slum clearance is concerned here for slum clearance we need land and, as such, integration with DDA is useful. Previously another organisation was doing it and then it got transferred to the DDA. After this, the tempo of the work is higher, I should say.”

30. The Committee asked that when having a separate Housing Board had proved successful in metropolitan cities like Bombay, Calcutta and Madras, why in Delhi the function of housing and Slum Clearance had been tagged on to D.D.A. In reply, the witness said “Calcutta has not done well.”

31. The cost of construction of dwelling units for the backlog and incremental population of Delhi aggregating 80 lakhs by 2001 has been estimated to be around Rs. 12,000 crores. For 6th Plan the pro-

rata requirement is estimated as Rs. 25.00 crores. Against this the 6th Plan had provided a sum of Rs. 150 crores only for Housing. The total outlay proposed for urban development sector of the 6th Five Year Plan for Delhi is Rs. 124 crores only. DDA has therefore been called upon to gear itself to meet the demand only to the extent of 40000 dwelling units annually. The Committee consider that the target of making available 40000 dwelling units annually is too small to make a dent in the housing problem in the Capital.

32. The Committee are informed that a working group in the Ministry of Works & Housing has recently considered the question of utilising the technical and financial resources of private colonisers in the programme for housing in Delhi. The guidelines issued as a result thereof are being processed. The Committee consider that, keeping in view the resource constraints limiting the performance by public agencies, the financial, technical and organisational resources in the private sector of building houses may be utilised and suitable schemes of housing farmed out to reputed colonisers.

33. The Committee are of the firm view that Delhi Development Authority has been burdened with a variety of functions so much so that it has lost its direction and sense of priorities. It has also become unwieldy in size posing problems of management and administration. The Committee, therefore, feel that a fresh look is necessary on the role and functions at present being discharged by the DDA. They are of the opinion that some of the functions such as housing and slum improvement/clearance could conveniently and beneficially be taken away from the DDA and entrusted to separate bodies. In this context the Committee would suggest the setting up of a Housing Board and a Slum Improvement/Clearance Board for Delhi on the pattern of those existing in Bombay to take over from the DDA the respective functions. The Committee would like the Ministry of Works & Housing to seriously consider this matter and inform the Committee of the decision taken.

D. Allotment of land to Cooperative Societies

34. Asked about the progress made in allotment of land to co-operative societies, DDA's Vice Chairman claimed :—

“We have in the last few months allotted 950 acres of land to 424 societies. The possession has been given to 271 Societies covering as much as 676 acres of land.”

35. The Committee asked if it was a fact that land had been allotted only on paper because persons had already built unauthorised structures or Jhuggies thereon. In reply, the witness conceded :—

“there are certain areas where there is minor encroachment here and there. This has taken place because land acquisition procedure takes a very long time. Most of the land is around the villages. The village abadi keeps on extending. But the fact remains that the land allotment was made to these societies and we are making continuous efforts to have the land cleared of encroachments.

36. Dealing with the specific case of Kaikatiya Society, the witness revealed :—

“it is true that a very large area there has been squatted upon by encroachers. There were few pockets where stay injunctions have been obtained from the courts also. In such cases, squatting has taken place. We have shifted the place in the case of Kaikatiya Society; we have taken a decision and we are shifting across the road where surplus land is available to us where there is no encroachment. The demarcation has been done and the possession will be handed over soon. It will take about a month or so.”

37. The Committee are informed that out of 424 Cooperative Societies, to whom land was allotted by DLA, only 271 Societies have been actually given possession of the land allotted to them. The remaining societies have not been given possession of land on account of encroachment over the land and also because, as pointed out by the Vice Chairman, DDA “acquisition procedure takes a very long time”. The Committee are unhappy at this situation. They would like to be informed as to how land was allotted to the Cooperative Societies when it was not actually in the possession of the LDA. The Committee would also like to know whether the societies which have not been given the possession of land allotted to them have actually paid the cost of land to the DDA. If that be the case, it is only reasonable that the DDA should pay to the Societies adequate interest thereon untill the possession of land is handed over to them. In any case, they would like the DDA to give possession to the Societies of the land allotted to them without undue delay or allot and make available to them alternative sites

E. Allotment of Flats to Special Categories

38. The Public Accounts Committee in its 18th Report (7th Lok Sabha) had expressed dissatisfaction with the procedure being followed by the Delhi Development Authority in making out-of-the turn allotment of plots/flats on compassionate grounds and had suggested that either the system should be dispensed with or firm criteria for entertaining applications should be laid down. The Committee of Experts appointed by the Government to examine the working of the Delhi Developments Authority (known as the Baveja Committee) had recommended that *ad hoc* allotment to unregistered persons and organisations should be immediately stopped.

39. The matter was considered in the Ministry in the light of the recommendations of the Public Accounts Committee and the applications pending with the DDA for allotment of houses and following criteria were laid down by the Ministry in their letter dated No.K.20011/6/80-DDV-A dated 12-2-1982 :

- (i) The power to sanction out of turn allotment of plots/flats shall vest only with the Chairman, Delhi Development Authority;
- (ii) Such allotments shall be made only on grounds of extreme compassion and hardship;
- (iii) Out of turn allotments shall be made only to persons who are registered under the Authority under any of its registered schemes; however, this condition may be relaxed in the case of widows;
- (iv) The total number of out of turn allotments made in any calendar year shall not exceed 0.5 percent of the total number of plots/flats allotted during that year;
- (v) The plot allotted on out of turn basis shall not exceed 200 sq. yds. in area.

40. The Government also decided that the Delhi Development Authority shall forward to the Ministry a quarterly statement indicating the names of persons to whom the out of turn allotments are made, the location and other particulars of the plots/flats allotted to these persons and the grounds on which these allotments have been made.

41. Ministry of Works and Housing have intimated that Special Self-Financing Scheme and General Housing Scheme for Retired/Retiring Public Servants were announced from 7th Jan., 1981 to 7th March, 1981 and 22nd May, 1983 to 22nd July, 1983 under self-financing and from 15th Dec., 1982 to 15th February, 1983 under MIG, LIG and Janta Scheme.

42. The payment in respect of houses under self-financing schemes is to be made as per the following schedule :—

- (a) 25% (including the amount paid as registration deposit) as initial deposit on allotment;
- (b) 20% after six months;
- (c) 25% after six months;
- (d) 20% after next six months;
- (e) 10% when required to take over possession.

43. The payment in respect of MIG, LIG and Janta Scheme is either on cash down or own hire purchase basis. In case of allotment on hire purchase basis, the applicants in MIG and LIG are required to pay 50% of the cost of the flat (including the amount paid as registration deposit) within one month from the date of issue of allotment-cum-demand letter and the balance 50% in equal monthly instalments with usual interest spread over a period of 7 years and 10 years respectively. In case of Janta Group 30% of the cost of flat (including the amount paid as registration deposit) is required to be deposited within one month and the balance in equal monthly instalments with usual interest spread over a period of 15 years.

44. The Committee desired to know whether all the retired/retiring persons who had applied, had been allotted flats and if not what was the backlog. In reply, Vice-Chairman of DDA claimed in evidence that :

“If you see the time gap between application and allotment, the situation is not so hopeless. Actually, people are getting it fairly fast though in the earlier schemes of large booking. We are not able to cope with the demands.”

45. The Committee wanted to know whether it was a fact that 5 percent quota of flats reserved for employees of DDA, had been dispensed with and if so, whether DDA had formulated any alternative scheme for constructions of houses exclusively for the staff employed in DDA. In reply, Ministry of Works and Housing have intimated, in a Note, that :

"Delhi Development Authority has allotted 1056 staff quarters of various categories to its employees. A scheme for constructing another 3000 houses to augment the staff quarters pool has been formulated and the execution of the same will be taken up very soon to bring the satisfaction ratio at par with the Central Government employees.

Besides the staff quarters, Delhi Development Authority has also allotted 261 MIG houses, 225 LIG houses and 129 Janta type houses out of the 5% quota reserved for its staff. The reservation was discontinued with effect from 2nd January, 1979 on the basis of the recommendations of the Baveja Committee. On persistent demand of the DDA employees the Central Government was requested on 24th April, 1980 to allow reservation to the extent of 3% of the houses for allotment to its employees. Various unions of the DDA employees met the Lt. Governor, Delhi, in 1981 and requested for the restoration of 5% reservation and accordingly the Government of India was requested on 24 July, 1981, to restore original 5% reservation. The decision of the Government of India is still awaited.

There is no separate scheme to construct houses exclusively for the staff employed in DDA."

46. The Committee desire that the programme for construction of houses should be so planned as to reduce the gap between the application for allotment and the handing over of possession, to the minimum. This should be specially so in the case of self-financing schemes and schemes for retired/retiring government servants.

F. Running of Delhi Lotteries

47. The Delhi Development Authority was nominated to run the Delhi lotteries vide Ministry of Home Affairs letter No. 35/54/68-Delhi

dated 17-4-69. The Lottery was started in 1969-70. The objective of the Delhi lottery is to spend its net profits on the following Welfare Schemes as approved by the Government of India :

1. Construction of cheap tenements for low income services personnel.
2. Improvement of facilities in J. J. Colonies
3. Resettlement schemes in urban limits in Delhi under Master Plan.
4. Setting up of community and social welfare centres in new colonies developed by the DDA.
5. Improvement of medical facilities for general public.
6. Promotion of sports activities.
7. National Defence Funds, Bangladesh Relief Funds. Registration charges of lease deeds for allotment of plots to war-widow.

48. Presently, Delhi Lottery is floating two weekly schemes — "Kamadhenu" and "Kalpataru" besides Bumper Draws after an interval of 2-3 months. Kamdhenu's first weekly draw was held in August, 1979.

49. The Ministry of Works and Housing have intimated that the Tickets of Delhi Lotteries are printed after a thorough scrutiny, supervision and arrangement from the Thomson Press (India) Ltd. Before the tickets are delivered to Delhi Lotteries these are checked by the press. Necessary instructions are also issued to agents/sellers that they should carefully check the printing and the numbering of tickets before these are sold to general public. After the draw is held, the tickets getting prizes over Rs. 1000/- are got verified from the press to ascertain that the particular ticket was originally printed by them.

50. Since November, 1982, Delhi lotteries has announced weekly draws. During 1982-83, Delhi lottery has floated/held 54 draws of "Kamdhenu" Weekly Lottery on every Thursday having a Bumper Draw on 30-12-1982 and 25 draws of "Kalpataru" Fort-nightly scheme. Price of ticket is Re. 1/-.

51. The value of prizes announced during 82-83 amounted to Rs. 524 lakhs.

52. The draw is held in the presence of public under a bench of two judges. The winning ticket numbers are drawn by lottery machine and the result is announced on the spot by the judges and later on the result is released by publishing it in the gazette from Delhi Lotteries, as well as in the newspapers through advertising agencies.

53. In this connection, the Ministry of Works and Housing have furnished the following particulars at the instance of the Committee :

- (i) Under Kamadhenu Weekly Scheme, the draws were held on every Thursday having its 137th draw on 1-4-82 the first during 82-83. And the draws of Kalpataru scheme were held fortnightly on every Tuesday having its 28th draw on 5-4-82 the first during 82-83.
- (ii) Face value of the tickets sold— Rs. 770.56 lakhs.
- (iii) The value of prizes announced during 1982-83 amounts to Rs. 524 lakhs.
- (iv) 25% and 23% commission is given to agents under Kamadhenu and Kalpataru scheme respectively. In addition service charges of 2 to 3% are given to stockists who sell the tickets of Delhi Lottery out of Delhi. Moreover 3 to 10% bonus to agents/sellers are given on prizes over Rs. 1000/-.
- (v) Prizes disbursed : Rs. 213.60 lakhs.
- (vi) Revenue earned : Rs. 149.41 lakhs (tentatively) and is kept in fixed deposit with the bank.
- (vii) Expenditure incurred on running the Lotteries was as under :

Pay and Estt. of staff & Officers	Rs. 3,70,000.00
Honorarium	Rs. 25,000.00
O. T. A.	Rs. 58,000.00

	Rs. 4,53,000.00

53A. The Committee wanted to know if running of Lotteries by the DDA is covered by the functions assigned to the DDA by the Delhi Development Act, 1957. In reply, the Secretary, Ministry of Works and Housing said in evidence:

"Strictly speaking, there is no provision in the Act of 1957 specifically authorising the DDA to run this lottery. If we take a restricted view of the 1957 Act, Section 6 then does not cover the lottery as it is run in the present shape. If the lottery is run for the puposes or objective which are connected with DDA's work only and not other things; that is, if it is to be run as a measure of raising internal resources which so many organisations do and the money is utilised by the DDA for the set objective then it would be within the purview of Section 6 of the Act."

55. A representation of DDA pleaded in evidence that :

"When the question of running lotteries in Delhi came up, the Department of Law and Justice, Government of India, gave an advice that the Administrator of Delhi, Union Territory is not empowered to run the lottery. The constitution under Article 73 only empowers the Administrator to authorise running of the lottery in the Union Territory and not running the lottery himself. This matter was again referred to the Ministry after the Bawoja Committee recommended that it should be taken away from the D.D.A. Whereas the State Governments can run the State Lotteries, in Delhi the Lt. Governor can only empower the running of Lotteries. Therefore, on 17 April, 1969, the Ministry of Home Affairs authorised the D.D.A. to run the lottery."

56. Asked in what capacity DDA was running the Lottery, the witness said, "we consider ourselves as the agent of Lt. Governor of Delhi". Disagreeing with this contention, a representative of the Delhi Administration pointed out that :

"So far as U. T. of Delhi Administration is concerned, we do not exercise the powers of the State Government. It has powers which are exercisable by the concerned Ministry of the Government of India. In effect, therefore, the DDA is acting as an agent of the Central Government in running the lottery."

57. The Committee desired to know why should the revenue earned from the Delhi Lotteries be spent on J. J Colonies or promotion of sports. In reply, the Secretary Ministry of Works & Housing assured :

"These things were done in 1969-70 and we are reviewing it."

58. Asked whether Government do not agree in retrospect that the body like DDA which was set up for planned development of Delhi, should not be saddled with the responsibility to run a Lottery, a representative of the Ministry of Works & Housing revealed :

“We have already come to the conclusion that this should be transferred from DDA and I will take it that this should be transferred to the Tourism.”

59. The Committee are of the considered view that the running of Delhi Lotteries does not in any way aid the achievement of objectives envisaged for the Delhi Development Authority and as such this burden should not have been thrust upon the DDA. The Committee learnt during evidence that it has already been decided to transfer the running of the Delhi Lotteries from DDA. The Committee desire that the Delhi Lotteries should be transferred to Delhi Tourism Development Corporation of Delhi Administration as early as possible.

G. Management of Lease System

60. According to the Scheme of Large Scale Acquisition, Development and Disposal of Land in Delhi, 1951, land can be disposed of by the DDA only on the lease hold basis and on transfer of land, 50% unearned increase in the value of land is recovered.

61. Revenue earned from lease during the last 10 years is shown below :

Revenue realised in respect of Ground Rent (plots) under Nazul-II, II C(a) including Housing Scheme & other Properties

Year	Rs. (in lacs of rupees)
1972-73	30.92
1973-74	21.47
1974-75	38.68
1975-76	46.91
1976-77	52.14
1977-78	53.19
1978-79	96.90
1979-80	103.18
1980-81	163.52
1981-82	177.51
1982-83	161.58

62. During evidence, the Committee enquired whether the question of abolition of lease system in Delhi had been under consideration of Government and if so, what decision had been taken in this matter. In reply, a representative of the Ministry of Works and Housing submitted the following facts :

- (a) In August, 1977, the Ministry of Works and Housing appointed a Committee under the Chairmanship of the then Secretary. In April, 1978, the Committee made their recommendation. By and large they said that the leasehold system should continue in the public interest but with some of the major irritants and restrictions removed, and have also made some other recommendations in regard to the administration of the lease.
- (b) In April, 1978, the then Housing Minister announced his intention in Parliament to abolish the lease system.
- (c) However, in the same month viz. April, 1978, the then Finance Minister expressed himself against the abolition in view of the financial implication ;
- (d) In December, 1978, the Cabinet considered the matter and deferred a decision and in March and June, 1980, the Housing Minister informed the Parliament as follows :

“The question of conversion of leasehold land in Delhi into free hold in the case of residential plots is under consideration of Government for some time. Though, the then Minister of Works and Housing was in favour of conversion of lease hold land into free hold in Delhi, the then Finance Minister expressed himself against it mainly on grounds of financial loss. In December, 1979, the Minister of Works and Housing placed the matter before the Cabinet, but the Cabinet deferred consideration of the matter. The matter is still under the consideration of the Government and the final decision will be taken at the Cabinet level.”

63. Asked what was the cost of collection of lease, the witness said :

“With regard to the collection cost, they (DDA) were not able to

give us specific figures because they did not maintain separate account for collection cost".

64. The Committee note that the question of abolition of lease system for residential land in Delhi has been under the consideration of Government for a long time. In December, 1979, the matter is stated to have been placed before the Union Cabinet which deferred consideration of the matter. The Committee would like Government to take final decision in the matter without any further delay.

H. *Provision of Civic Amenities*

65. The Ministry of Works and Housing have intimated that Development plans are prepared by the City Planning Wing of DDA in accordance with the Land Use Plans and norms prescribed in the Master Plan for provision of various services and civic amenities. In these plans generally adequate provisions are made for all civic amenities like; schools (Hr. Sec. Schools, Primary Schools & Nursery Schools), Dispensaries, Marketing facilities, Post Offices, Telephone Exchanges, Police Stations, Banks etc. as per Master Plan norms by way of earmarking specific sites for these amenities.

66. While implementing these plans the DDA's role, it has been stated, is limited to development and disposal of land including utilisation of pockets earmarked for DDA's own projects which cover the following services.

1. Levelling and dressing of land
2. Construction of Roads and paths
3. Provision of storm water drains & culverts
4. Sewerage
5. Water supply including tubewells, overhead and underground tanks, pumping installation etc.
6. Development of green areas
7. Electrification of the area including street lighting by DESU
8. Development of Shopping Centres and Construction of Convenient Shopping Centres.

67. For other amenities such as, Schools, Dispensaries, Post Offices, Banks, Telephone Exchanges, Police Stations, Community Halls, Bus Queue Shelters, Bus Stands, Milk Booths, Electric Sub-stations etc., provision is made in the development plans by way of earmarking specific areas but the actual construction and provision of these amenities is carried out by the concerned Departments of the Government of India and Delhi Administration. Municipal Corporation of Delhi etc. For example; all nursery and primary schools are built and run by the M.C.D. while middle and Hr. Sec. Schools are built and run by the Education Department of Delhi Administration. Similarly, Hospitals and Dispensaries, Police Stations, Telephone Exchanges etc. are built and run by the respective Departments of Delhi Administration and Central Government as per provisions under their own plan schemes.

It has been pointed out in a memorandum, that DDA far from being a Planning Authority, transformed itself into a real estate development agency with a shift from Plan monitoring to land development and then started looking into small details of the Plan. It has been added that: "The position became so bad that even in the matter of water supply, electricity, disposal of sewerage etc. DDA was never able to coordinate its own land development plans with the plans of the electricity undertaking, water supply and sewerage undertaking etc. in the matter of extension of services. This is true of other services such as transport, telephones, etc. Large areas developed by DDA are still unserved by mains sewerage or water supply." Mention has been made in this connection of the whole of East Delhi, trans Yamuna area, whole of Shahdara, whole of Pritampura, Paschimpuri, Bodella, Shalimar and till very recently Janakpuri where the land development of DDA went far ahead of any programmes of MCD and other agencies.

68. Referring to the inadequacy of Civic Amenities in Resettlement of Colonies built by DDA, an ex-Vice Chairman of DDA stated during evidence that :

"They say, they have developed resettlement colonies where lakhs of persons have been accommodated and they have entered this as an achievement in the report published. But I am sorry to say that the development which has been done in resettlement colonies is a skeleton development. It is not a development in the real sense. It was not possible to develop those

particular patches of land because they are far away. The service facility of water supply and sewerage would not be extended to those places. So, they just develop in a sketchy manner providing some land, laying some roads and carving out some lands to build their own houses. These resettlement colonies are now a type of slum and I apprehend as one of the eminent town planner has said, that these resettlement colonies are bound to generate worst slums. A time will come when these persons will have to be shifted from that place to somewhere else as a measure of improvement of the town or improvement of the atmospheric condition and so on. So, these resettlement colonies, as he rightly said, are a type of transit camps."

69. The Committee wanted to know that after a residential or commercial complex is built and developed by the DDA, why is the maintenance of civic amenities not done by the civic bodies in Delhi instead of DDA. In reply, Vice-Chairman of D.D.A. agreed that :

"Once a colony in a city area is completed, the services are transferred to the civic body. The civic body evaluates the state of construction of work etc. and demands, wherever necessary, deficiency charges, or appropriation and thereafter the responsibility is of the civic body....

There is no dispute about the principle that the civic management should do the maintenance."

70. A representative of the Ministry of Works and Housing revealed that :

"There is a Committee headed by the Chief Secretary, of which I am a Member, and the Secretary L&D, Joint Secretary (Finance) is also a Member, and the consensus of the Committee is that the maintenance of the re-settlement colonies should be transferred to the local bodies. We are trying to work out what the costs will be, what are the norms for maintenance and from where these resources will be found. We have not yet taken a decision. The Committee will be submitting its report in the next few weeks, about the resettled colonies...There are other places like Nehru Place, district Centres, and other com-

plexes, parks and so on about which no decision has yet been taken."

71. The Committee stress the need for close co-ordination between the DDA and other authorities responsible for providing civic amenities in the colonies being developed by DDA such as provision of water supply, electricity, sewerage, telephone and postal facilities and provision of transport services and building of bus stops and shelters etc., in the absence of which the holders of plots and flats are suffering considerable difficulties. Some of the residential plots allotted by the DDA in outlying areas are not being built up precisely for lack of these facilities.

72. The Committee feel that DDA should not fritter away its energies in maintaining civic services in the residential colonies, housing clusters and commercial and industrial complexes built up by them and recommend that these services should be transferred to the civic authorities concerned, soon after the area development is completed and possession handed over to the allottees. The Committee would like the DDA to apply itself to this question and in consultation with the civic authorities devise ways and means of divesting itself of this activity.

I. Quality Control

73. The Ministry of Works and Housing have intimated that in addition to the normal quality control measures to be taken by the field staff, a separate organisation for carrying out an independent check on the quality of works was set up during May, 1977 under the control of the Engineer Member, DDA with one Executive Engineer (Civil). In August, 1982 a Quality Control Cell under a Chief Engineer was set up. Since its inception the cell has so far inspected 125 works at random and all conceivable irregularities have been reported. Observation memoranda have been sent to concerned field units for further follow up action and copies of the reports have been submitted to the Vice Chairman so that vigilance action could be intimated in serious cases. The Ministry has also reported that :—

"The experience of this cell so far, had been that proper response from field units in complying with the observation of this Cell is lacking and in many cases even preliminary reports from the field units have not been received. Such a situation will not be helpful in attaining desired level of quality of construction."

74. The Ministry have reported that the following collapses of DDA flats have occurred recently :—

- (i) Collapse of portion of a block of flats at "Mayur Vihar" in August, 1982.
- (ii) Collapse of portion of building at "Greater Kailash" in November, 1982.
- (iii) Collapse of a wall of two dwelling units at "Avantika" near Mangolpuri in December, 1982.
- (iv) Collapse of three storeys of a portion of a block of four storied flats at "Vikaspuri" in December, 1982.

75. According to reports published in newspapers the Lt. Governor's Committee recently is understood to have recently reported that over 500 houses constructed by Delhi Development Authority in recent years in different residential colonies are "not structurally sound" and that the quality of another 5000 also built by it is "very poor". Since that Committee felt that the strengthening measures had to be taken in almost all the houses, and special attention had to be given to the above mentioned exceptionally poor quality work, it recommended that 160 Divisions should be set up in place of 53 Divisions for construction and maintenance jobs. Further, no Divisions should be given work more than Rs. 1.65 to Rs. 2 crores per annum to handle.

76. The Committee is understood to have also pointed that there is a lot of difference between an initially constructed sound building and a building that is strengthened. It says : "It is not possible to obtain the structural strength and durability in these houses which they would have got if the initial construction was sound. If the strengthening measures suggested by the Committee are sincerely executed, the houses will get back reasonable structural safety and durability. It is, therefore, absolutely essential that the strengthening measure should be executed fully with extreme care."

77. It has been stated in a memorandum submitted to the Committee by an ex-Vice-Chairman of DDA that quality of construction of DDA is bad beyond permissible limits. According to him it is doubtful whether any other development agency in India constructs such poor quality of housing. He said "the level of corruption in DDA in my

experience, is much higher than in any other public works department of any state, quality control almost non-existent and a check over corrupt engineers virtually nil." It has been added that "unless there is a wholesale removal of corrupt officials in the organisation one sees very little future for its engineering wing."

In another memorandum it has been stated that :—

"Normally the construction work has to be taken up simultaneously for all the items i.e. structure, sanitary fittings, water supply, sewerage etc. Invariably these details are not available and they are supplied at a stage when the structures are complete, they have to be punctured to accommodate these facilities i.e. the roof column, beams, walls etc. This weakens the structure in two ways. Firstly the strength of the structure which is punctured is reduced Secondly indiscriminate hammering required to puncture the structure makes it weak for obvious reasons. This again affects the structure in two ways. Firstly it makes the structure weak, Secondly it creates a big patchwork resulting into seepage etc.

Only if the complete drawing and other details could be supplied in advance all this damage to the structure would be saved and also make the construction look beautiful and functional."

78. Reacting to reports of poor quality of flats constructed by DDA and the views expressed by non-officials, Vice-Chairman of DDA claimed in evidence :—

"I must begin by saying that my experience of this organisation (DDA) is limited, but I submit that it has created stadia of important complexity and detail, which have been very rightly confirmed by national and inter-national experts. Therefore to say that DDA has no engineering skill is not only uncharitable, but it is also untrue."

79. The witness, however, conceded that :—

"In its housing and construction activity it is correct that certain defects were noticed after the house collapse to which a reference was made earlier. You must judge us by the lessons we have taken from that."

80. Explaining the action taken by DDA when DDA flats collapsed, the witness said :—

"On the day the incident, occurred, the Chief Engineer, Quality

Control, took samples, sealed them and sent to the laboratory. Next morning we immediately appointed a Committee of Experts from outside to examine the building, see the drawings, talk to the various persons and come to a correct conclusion. Subsequently, some more unfortunate incidents occurred, we appointed another Committee with wide-ranging terms of reference. We have tried to investigate as to why the things have gone wrong."

81. Asked what steps have been taken as a result of these investigations into house collapses, the witness said :—

"We discovered that the cement quality could be one of the reasons. We immediately took steps in that respect and the quantity of cement in each bag has improved. We have introduced an Inspection Book at each of the works. We have re-organised the Engineering Department by reducing the work-load of each individual but by increasing the responsibility for better supervision and output. If the fault is relatable to the contractor, instructed are that his payment should be stopped immediately. I am glad that over the last few months, we have received encouraging results, and the quality of houses is decidedly better."

82. The Committee wanted to know the number of cases where disciplinary action was taken against DDA Engineers on the basis of inspections of works carried out during the last 5 years. In reply, a representative of the DDA stated :—

"395 works were inspected between May, 1977 to August, 1982. As a result of the inspection, disciplinary action was initiated against 3 Executive Engineers, 4 Assistant Engineers, 4 Junior Engineers, and recordable warnings were issued to AEs and JEs and action for rectification of defects etc. from the contractors was taken."

83. The Committee pointed out that Chief Engineer, Additional Engineer and the Superintending Engineer seem to have gone scot free. Asked if these officers were not responsible for ensuring quality of works under their charge, the witness pleaded that "the most direct responsibility is of the person who is all the time at the work site." He added that "it is not specifically laid down" that these officers are directly responsible for ensuring quality.

84. In order to see whether the quality of DDA flats had in fact improved, the Committee visited the Samyukt Nirmata at Munirka on 7 January, 1984 and at its instance 7 samples of mortar and plaster were taken from flat Nos. 139, 204, 215, 231 and 232. These were sent by DDA for Chemical analysis.

85. At the instance of the Committee, a second set of 7 samples of mortar and plaster from the aforesaid Flats were collected afresh on 8.3.84 and again sent for chemical analysis.

86. The results of the Chemical Analysis are reported to be as under :—

Sl. No.	Description	Result of first set collected on 7.1.1984	Results of second set collected on 8.3.1984	Remarks
1	2	3	4	5
1.	Cement mortar 1 : 6 (1 cement : 6 fine sand) plaster from Flat No. 204	1 : 8 OPC 1 : 6.5 PPC	1 : 8 OPC 1 : 6 PPC	Results fall within the tolerance limit.
2.	Cement mortar 1 : 6 Flat No. 215	1 : 8 1 : 6.5	1 : 7 1 : 5.5	-do-
3.	Cement mortar 1 : 6 Flat No. 139	1 : 6 1 : 4.5	1 : 6.5 1 : 4.5	
4.	Cement mortar 1 : 6 Flat No. 231	1 : 7.5 1 : 6	1 : 6 1 : 4.5	-do-
5.	Cement mortar 1 : 4 (1 cement : 4 sand) Flat No. 215 (This is the specified ratio as verified from the structural drawing and measurement book).	1 : 9 1 : 7	1 : 8 1 : 6	Samples fails on both occasions.

1	2	3	4	5
6.	Cement mortar 1 : 4 (1 cement : 4 coarse sand) Flat No. 232.	1 : 6 ----- 1 : 4.5	1 : 8 ----- 1 : 6	Samples passes on first occasion but fails on second occasion.
7.	Cement mortar 1 : 2 : 9 (1 cement : 2 lime : 9 fine sand) Flat No. 231 (This is the stipulated ratio as verified from the structural drawing and the measurement look)	1 : 8 ----- 1 : 6.5	1 : 7 ----- 1 : 5.5	Results fall with- in the tolerance limits on both occasions.

Note : The figure above the horizontal line indicates the results with OPC and the figure below the horizontal line the results with P.P.C.

87. In this connection, DDA have intimated that according to the report dated 4.11.1969 of a Technical Committee headed by the Chief Technical Examiner, C.V.C. and attended by the representatives of the National Test House, N.B.O., M.E.S., C.B.I., Railway Board, C.P.W.D. and C.R.B.I. the margin of error on chemical analysis can be up to 20-25%. This error may occur, *inter-alia*, for the following reasons :—

1. Error in isolating the full quantity of cement in a sample.
2. Variations in weight of cement in a bag.
3. Variation in chemical composition of cement used.
4. Error in assessing bulk densities of components.
5. Inadequate mixing of mortar.
6. Error due to inadequate number of samples.

88. Thus if the actual ratio adopted at site is 1 : x, allowing for the above margin of error, the chemical analysis may show 0.75 : x : 1.33 x. Hence the figure for aggregate is to be multiplied by 1.33 to ascertain whether the results fall within the permissible variation or not.

89. The Committee wanted to know whether there is any Guarantee period for DDA flats. In reply, the Vice-Chairman, DDA said that :

“DDA is responsible for structural defects whenever they are pointed out by allottees. For other minor defects DDA is responsible only if these are pointed out within a period of 6 months.”

90. It is unfortunate that it was not until 1982 when a series of collapses took place that the DDA awoke to seriously consider the question of quality control in regard to their building activity. A Quality Control Cell under a Chief Engineer was then created and systematic inspections were carried out which have thrown up a disconcerting report in regard to the quality of the buildings constructed by the DDA. According to the report of the committee appointed by the Lt. Governor of Delhi recently, over 5000 houses constructed by DDA in recent years “are not structurally sound” and the quality of another 5000 is “very poor”. Suggesting extreme care in undertaking strengthening measures being taken in almost all the houses, that committee has pointed out that “It is not possible to obtain the structural strength and durability in these houses which they would have got if the initial construction was sound.” The Vice Chairman of DDA during his evidence pleaded that the Committee should judge the DDA “by the lessons we have taken from that (house collapses)” and assured the Committee that after the events in 1982, as a result of the measures taken since then “over the last few months we have received encouraging result and the quality of houses constructed is slightly better.” The Committee would like serious attention being paid to the quality of construction of the houses being built by the DDA. There should be a system of regular inspection of the houses during construction as well as after the completion of work and the quality control authorities should be authorised to stop construction or demolish the completed work in case the work was found to be sub-standard. The Committee further recommend that there should be independent technical examination of DDA works as in the case of those of C.P.W.D. or the quality control wing should be independent of DDA.

91. The Committee note that out of 7 samples of mortar and plaster lifted on two occasions from a few flats in one of the clusters set up by the DDA at the instance of the Committee, one of the samples failed on both occasions, one sample passed on first occasion but failed on

second occasion and the remaining 5 samples also have been deemed to have been passed after allowing a margin of error upto 20 to 25 per cent. This throws up an extremely dismal picture of the quality of construction of the flats by the DDA. The Committee would like the DDA to make a thorough investigation in regard to the quality of construction of these houses and fix responsibility for sub-standard work. The Committee would also recommend that the houses in respect of which samples were found to be sub-standard should be immediately replastered according to prescribed specifications under intimation to the Committee.

NEW DELHI ;

May 7, 1984

Vāisakha 17, 1906(S)

BANSI LAL,

Chairman,

Estimates Committee.

APPENDIX

Summary of Observations/Recommendations

Sl. No.	Para No. of Report	Recommendations/Observations
1	2	3
1	6	The Committee regret that though the exercise to prepare the Second Master Plan for Delhi covering the period 1982-2000 AD commenced as far back as 1977, it has yet to take shape. They would like concerted steps being taken by the DDA and all other authorities concerned to complete the task so that a blue print for the Second Master Plan for Delhi is available by the end of 1984.
2	12	The Committee note that out of a total area of 61,700 acres of land to be developed in Delhi, the area earmarked for development by DDA was 40,860 acre, comprising 22,330 acres for residential purposes, 2,700 acres for industrial purposes and 8,600 acres and 7,230 acres for commercial and horticulture purposes respectively. The Committee were informed that the DDA's achievement in regard to the development of land assigned to it has been 75 per cent in the case of land for residential purposes and 50 per cent of that earmarked for industrial purposes. The achievement in regard to the development of land for horticulture and commercial purposes have not been indicated to the Committee. The Committee underline the need for accelerated development of land for residential purposes to at least to

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		some extent, mitigate the problem of shortage of housing in the Capital which has caused phenomenal rise in rents for residential accommodation.
3	13	The Committee would also like the Ministry of Works and Housing, the Delhi Administration and the DDA to make concerted approach to tackle the housing shortage in Delhi which has assumed gigantic proportions, and acquire and develop more land for residential purposes.
4	14	The Committee find that out of a total of 25,000 acres of land to be developed for horticulture purposes by different agencies in Delhi including the DDA, only 7,109 acres have been developed so far. The Committee would like the Ministry to see that the programme for development of land for horticultural purposes, on which depends the health and environment of the inhabitants of the Capital, is accelerated and completed early.
5	15	The Committee also find that as much as 6,194 acres of land is under "stay orders" issued by Courts and therefore no development is possible in respect of this land. The Committee would like the Ministry of Works & Housing to pay special attention to getting the stay vacated wherever possible.
6	16	The Committee are informed that the size of alternative plot being offered to land owners whose land is acquired by the DDA is 40 per cent of the land acquired, subject to the maximum of 250 sq. yds. and the minimum of 125 sq. yards. The Committee feel strongly that the alternative plot offered should be adequate in size to meet the minimum needs

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of the land owners whose land is acquired. They would accordingly like the Ministry to consider a suitable upward revision of the maximum and minimum size of the alternative plot allotted to land holders.

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The Committee would also like the Ministry to issue instructions for speedier disposal of applications for allotment of alternative plots and payment of compensation to the land owners whose land is acquired.

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The cost of construction of dwelling units for the backlog and incremental population of Delhi aggregating 80 lakhs by 2001 AD has been estimated to be around Rs. 12,000 crores. For 6th Plan the pro-rata requirements is estimated as Rs. 2,500 crores. As against this the 6th Plan had provided a sum of Rs. 150 crores only for Housing. The total outlay proposed for urban development sector of the 6th Five Year Plan for Delhi is Rs. 124 crores only. DDA has therefore been called upon to gear itself to meet the Demand only to the extent of 40,000 dwelling units annually. The Committee consider that the target of making available 40,000 dwelling units annually is too small to make a dent in the housing problem in the Capital.

The Committee are informed that a working group in the Ministry of Works & Housing has recently considered the question of utilising the technical and financial resources of private colonisers in the programme for housing in Delhi. The guidelines issued as a result thereof are being processed. The Committee consider that, keeping in view the re-

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source constraints limiting the performance by public agencies, the financial, technical and organisational resources in the private sector for building houses may be utilised and suitable schemes of housing farmed out to reputed colonisers.

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The Committee are of the firm view that Delhi Development Authority has been burdened with a variety of functions so much so that it has lost its direction and sense of priorities. It has also become unwieldy in size posing problems of management and administration.

The Committee, therefore, feel that a fresh look is necessary on the role and functions at present being discharged by the DDA. They are of the opinion that some of the functions such as housing and slum improvement/clearance could conveniently and beneficially be taken away from the DDA and entrusted to separate bodies. In this context the Committee would suggest the setting up of a Housing Board and a Slum Improvement/Clearance Board for Delhi on the pattern of those existing in Bombay to take over from the DDA the respective functions. The Committee would like the Ministry of Works & Housing to seriously consider this matter and inform the Committee of the decision taken.

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The Committee are informed that out of 424 Cooperative Societies, to whom land was allotted by DDA, only 271 Societies have been actually given possession of the land allotted to them. The remaining societies have not been given possession of land on account of encroachment over the land and also because, as pointed out by the Vice Chairman, DDA

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acquisition procedure takes a very long time." The Committee are unhappy at this situation. They would like to be informed as to how land was allotted to the Cooperative Societies when it was not actually in the possession of the DDA. The Committee would also like to know whether the societies which have not been given the possession of land allotted to them have actually paid the cost of land to the DDA. If that be the case, it is only reasonable that the DDA should pay to the Societies adequate interest thereon until the possession of land is handed over to them. In any case, they would like the DDA to give possession to the Societies of the land allotted to them without undue delay or allot and make available to them alternative sites.

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The Committee desire that the programme for construction of houses should be so planned as to reduce the gap between the application for allotment and the handing over of possession to the minimum. This should be specially so in the case of self-financing schemes and schemes for retired/retiring government servants.

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The Committee are of the considered view that the running of Delhi Lotteries does not in any way aid the achievement of objectives envisaged for the Delhi Development Authority and as such this burden should not have been thrust upon the DDA. The Committee learnt during evidence that it has already been decided to transfer the running of the Delhi Lotteries from DDA. The Committee desire that the Delhi Lotteries should be transferred to Delhi Tourism Development Corporation of Delhi Administration as early as possible.

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13	64	<p>The Committee note that the question of abolition of lease system for residential land in Delhi has been under the consideration of Government for a long time. In December, 1979, the matter is stated to have been placed before the Union Cabinet which deferred consideration of the matter. The Committee would like Government to take final decision in the matter without any further delay.</p>
14	71 & 72	<p>The Committee stress the need for close co-ordination between the DDA and other authorities responsible for providing civic amenities in the colonies being developed by DDA such as provision of water supply, electricity, sewerage, telephone and postal facilities and provision of transport services and building of bus stops and shelters etc., in the absence of which the holders of plots and flats are suffering considerable difficulties. Some of the residential plots allotted by the DDA in outlying areas are not being build up precisely for lack of these facilities.</p> <p>The Committee feel that DDA should not fritter away its energies in maintaining civic services in the residential colonies, housing clusers and commercial and industrial complexes built up by them and recommend that these services should be transferred to the civic authorities concerned, soon after the area development is completed and possession handed over to the allottees. The Committee would like the DDA to apply itself to this question and in consultation with the civic authorities devise ways and means of divesting itself of this activity.</p>

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15	90	<p>It is unfortunate that it was not until 1982 when a series of collapses took place that the DDA awoke to seriously consider the question of quality control in regard to their building activity. A Quality Control Cell under a Chief Engineer was then created and systematic inspections were carried out which have thrown up a disconcerting report in regard to the quality of the buildings constructed by the DDA. According to the report of the committee appointed by the Lt. Governor of Delhi recently, over 5000 houses constructed by DDA in recent years "are not structurally sound" and the quality of another 5000 is "very poor". Suggesting extreme care in undertaking strengthening measures being taken in almost all the houses, that Committee has pointed out that "it is not possible to obtain the structural strength and durability in these houses which they would have got if the initial construction was sound." The Vice Chairman of DDA during his evidence pleaded that the Committee should judge the DDA "by the lessons we have taken from that (house collapses)" and assured the Committee that after the events in 1982, as a result of the measures taken since then, "over the last few months we have received encouraging result and the quality of houses constructed is slightly better." The Committee would like serious attention being paid to the quality of construction of the houses being built by the DDA. There should be a system of regular inspection of the houses during construction as well as after the completion of work and the quality control authorities should be authorised to stop construction or demolish the completed work in case the work was found to be sub-standard. The Committee further recom-</p>

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mend that there should be independent technical examination of DDA works as in the case of those of C.P.W.D. or the quality control wing should be independent of DDA.

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The Committee note that out of 7 samples of mortar and plaster lifted on two occasions from a few flats in one of the clusters set up by the DDA at the instance of the Committee, one of the samples failed on both occasions, one sample passed on first occasion but failed on second occasion and the remaining 5 samples also have been deemed to have passed after allowing a margin of error upto 20 to 25 per cent. This throws up an extremely dismal picture of the quality of construction of the flats by the DDA. The Committee would like the DDA to make a thorough investigation in regard to the quality of construction of these houses and fix responsibility for sub-standard work. The Committee would also recommend that the houses in respect of which samples were found to be sub standard should be immediately replastered according to prescribed specifications under intimation to the Committee.

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