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**STANDING COMMITTEE ON  
URBAN DEVELOPMENT  
(2007-2008)**

**FOURTEENTH LOK SABHA**

**MINISTRY OF URBAN DEVELOPMENT**

**DEMANDS FOR GRANTS (2007-2008)**

*[Action taken by the Government on the Recommendations contained in the Twentieth  
Report of the Standing Committee on Urban Development  
(Fourteenth Lok Sabha)]*

**TWENTY-SIXTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

# TWENTY-SIXTH REPORT

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DEMANDS FOR GRANTS (2007-2008)

*[Action taken by the Government on the Recommendations contained in the  
Twentieth Report of the Standing Committee on Urban Development  
(Fourteenth Lok Sabha)]*

*Presented to Lok Sabha on 22.11.2007  
Presented in Rajya Sabha on 22.11.2007*



LOK SABHA SECRETARIAT  
NEW DELHI  
*November, 2007/Kartika, 1929 (Saka)*

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COMPOSITION OF THE STANDING COMMITTEE ON  
URBAN DEVELOPMENT (2007-08)

Mohd. Salim — *Chairman*

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2. Shri Avtar Singh Bhadana
3. Smt. Botcha Jhansi Lakshmi
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25. Shri Surendra Moti Lal Patel
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27. Shri Brij Bhushan Tiwari
28. Shri Penumalli Madhu
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(iv)

SECRETARIAT

1. Shri S. K. Sharma — *Additional Secretary*
2. Shri S. Bal Shekar — *Joint Secretary*
3. Shri R. K. Saxena — *Director*
4. Smt. Anita B. Panda — *Deputy Secretary*
5. Shri Kulmohan Singh Arora — *Committee Officer*

## INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2007-08) having been authorized by the Committee to submit the Report on their behalf, present the Twenty-Sixth Report on the action taken by the Government on the recommendations contained in the Twentieth Report (14th Lok Sabha) of the Standing Committee on Urban Development on Demands for Grants (2007-08) of the Ministry of Urban Development.

2. The Twentieth Report was presented to Lok Sabha on 27th April, 2007. The replies of the Government to 13 recommendations contained in the Report were received on 23rd July, 2007.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 20th November, 2007.

4. An analysis of the action taken by the Government on the recommendations contained in the Twentieth Report (Fourteenth Lok Sabha) of the Committee is given in Appendix-II.

NEW DELHI;  
21 November, 2007  
30 Kartika, 1929 (*Saka*)

MOHD. SALIM  
*Chairman,*  
*Standing Committee on Urban Development.*

## CHAPTER I

### REPORT

This Report of the Committee on Urban Development (2007-08) deals with the action taken by the Government on the recommendations contained in their Twentieth Report on Demands for Grants (2007-2008) of the Ministry of Urban Development which was presented to the Lok Sabha on 27th April, 2007.

2. Action taken notes have been received from the Government in respect of all the 13 recommendations which have been categorized as follows:—

- (i) Recommendations which have been accepted by the Government:  
Para Nos. 2.7, 3.10, 3.11, 3.12, 4.23, 4.24, 4.25, 4.43, 4.44, 5.11 and 5.12
- (ii) Recommendations which the Committee do not desire to pursue in view of Government's replies:  
Para No. Nil
- (iii) Recommendations in respect of which replies of the Government have not been accepted by the Committee:  
Para Nos. 2.8 and 4.33
- (iv) Recommendations in respect of which final replies of the Government are still awaited:  
Para No. Nil

3. The Committee will now deal with action taken by the Government on some of these recommendations in the succeeding paragraphs.

#### **Need to project realistic Budgetary Estimates**

##### **Recommendation (Para No. 2.7)**

4. The Committee had noted as below:—

The Committee, while examining the Expenditure Details of the Ministry of Urban Development from the year 2000-2001 to 2006-2007 note that there exists a substantial mismatch between Budget Estimates, Revised Estimates and actuals both in Plan and Non-Plan expenditure of the Ministry of Urban Development from the year 2001-2002 to 2006-2007. While the Committee do agree that the progress and performance of schemes cannot be uniform, hampering thus the allocation of funds at RE stage, they are of the view that the Budget planning could be made more accurate with a realistic assessment of the contributing factors. To quote an instance, the Committee note that in the year 2005-2006, while the BE for Plan Expenditure was



Rs. 2080.33 crore, the RE was Rs. 2580.33 crore and the figures for Actual Expenditure came out as Rs. 2810.43 crore which means a gap of Rs. 730.10 crore between BE and Actual Expenditure. There was a difference of Rs. 230.00 crore (approx.) between RE and the Actual. The Committee feel that the Ministry has a major responsibility in this regard and thus, should be more careful while projecting their estimates at the Budget Estimate stage itself only so as to avoid the practice of seeking unnecessary Supplementary grants.

5. The Government have Replied as below:—

The observations of the Hon'ble Committee have been noted for compliance.

**6. The Committee while taking note of the substantial mismatch among the Budget Estimates, Revised Estimates and Actuals both in the Plan and the Non-Plan expenditure of the Ministry of Urban Development from the year 2001-02 to 2006-07, had recommended that the Ministry should be more careful, while projecting their Estimates at the Budget Estimates stage itself, so as to avoid the practice of seeking unnecessary supplementary grants. The Ministry in their action taken reply have merely stated that the observations of the Committee have been noted for compliance. The Committee are not satisfied with the routine one line reply by the Ministry as it has been noticed that year after year, there does not seem to be any noticeable improvement in the Ministry's Budgetary exercise despite the earlier observations of the Committee. The Committee are at a loss to know whether any exercise has been initiated on this front at all. They would like to know as to what concrete steps have actually been taken by the Ministry to project realistic estimates at B.E. stage for the year 2008-09 by adopting the concept of Zero-based Budgeting. Also, they would urge the Ministry to adopt a rationale approach during the preparation of Budgetary proposals, keeping in view the performance of various schemes on the ground as well as the requirement of funds in view of the targeted performance during the next year, lest the overall efficiency of the Ministry should continue to suffer from setbacks due to either unavailability of funds at the right time or its under-utilization.**

**Intensive monitoring of States' performance to prevent non-utilization of funds**

**Recommendation (Para No. 2.8)**

7. The Committee had noted as below:—

The Committee express their concern over the fact that the Ministry of Urban Development had surrendered substantial quantum of funds during the years 2001-2002 to 2005-2006 under its Demands Nos. 99, 100 and 101. In this connection, the Ministry sought to justify the surrenders on the grounds that final approval of some of the projects/scheme could not be obtained in time. The Committee do not find justification convincing, since they feel that such occurrences can be prevented provided the planning/estimation/projections are submitted in a strictly time-bound manner and pushed forward vigorously thereafter. Also, the Committee note that as on 31 December 2006

Rs. 1142.78 crore was lying as unspent balance with the State Governments under various schemes of the Ministry of Urban Development. The Committee are inclined to conclude from the foregoing that the performance of various schemes of the Ministry has not been up to the mark. Besides, the Ministry need to strengthen the monitoring mechanism of the ongoing schemes both at the Central and the State levels and impress upon the slow performing State Governments to utilize allocated funds appropriately in a time bound manner so that the plan funds lying idle with the States could be utilized for the development of the urban areas.

8. The Government have replied as under—

The observations of the Hon'ble Committee have been noted for compliance. The Ministry has drawn up programmes in consultation with all the stake holders to optimally utilize the funds allocated by the Ministry. State Governments and implementing agencies are regularly impressed upon to utilize allocated funds to them in a time bound manner and submit utilization certificates.

**9. The Committee had expressed their concern over the fact that the Ministry had surrendered substantial funds during the year 2001-2002 to 2005-2006 under its respective Demands and as on 31st December, 2006, an amount of Rs. 1142.78 crore was lying unspent with the State Governments under various Schemes. The Ministry have now informed in the Action Taken Reply that they have drawn up programmes in consultation with all the stakeholders to optimally utilize the funds allocated and that the State Governments and implementing agencies were regularly impressed upon to utilize allocated funds to them in a time bound manner and submit utilization certificates. The Committee are not satisfied with the reply. They would like to recall that in the Statement laid before the Parliament as required under the FRBM Act, 2003 in February 2007, it was stated that delays in receipts of Utilization Certificates were broadly indicative of the poor implementation strategy, among other things. The said Statement had also indicated that given the poor fund management skills available with the implementation agencies, the returns on such parking of funds was lower than the cost of borrowed funds to the Central Government. The Committee, therefore, feel deeply concerned at the failure of the Ministry to effectively play its role of the facilitator and the coordinator and are of the view that the Ministry should study factors that adversely affect the implementation and monitoring of various schemes so that States/ UTs make optimum utilization of funds allocated to them for intended purposes and submit UCs in a time bound manner.**

**Development of Satellite towns /cities with appropriate funding**

**Recommendation (Para No. 3.12)**

10. The Committee had noted as below:—

The Committee are of view that due to rapid urbanization there has been a stupendous rise in the migration of rural population to big cities in search of employment

and livelihood. This influx has resulted in the haphazard growth of planned cities, a steep rise in slums and unauthorized colonies and has contributed to enormous strain on urban infrastructure. The Committee have been given to understand that the concept of National Capital Region has been formulated basically to check this trend. The Committee note that the Government is replicating this model to other big cities also, like Mumbai. However, they are also aware of the concerns expressed in various quarters on the need to ensure better connectivity and infrastructure in the satellite towns so as to make them more attractive for the migrant population. They therefore, cannot but overemphasize on the need to ensure a balanced and harmonious development of mega cities and their adjacent towns with adequate allocation of funds.

11. The Government have replied as under:—

Ministry of Urban Development has formulated the Scheme of Urban Infrastructure Development in Satellite Towns / Counter Magnets of Million plus Cities. In this regard, Planning Commission has already allocated Rs.50.00 lakh for the same as a token allocation during 2007-08. The objectives of the Scheme are:

- To develop existing satellite towns/counter magnets around million plus Urban Agglomerations (UAs) covered under JNNURM preferably with a population of more than one lakh with urban infrastructure facilities such as transport, power, communication, drinking water, sewerage, drainage and solid waste management comparable with the mother city.
- To channelise their future growth so as to reduce pressure on million plus UAs.
- To promote sustainable development in the million plus city region so as to develop these as self-contained entities.
- To adopt innovative public-private partnerships model for development.

The draft Guidelines for the Scheme of Urban Infrastructure Development in Satellite Towns / Counter Magnets of Million Plus Cities have been prepared and sent to all States/UTs for comments/observations based on which the draft Guidelines are to be discussed in a Brainstorming Session with participation of all the States/UT Governments before its finalization for implementation—The States/UTs have also been requested to list the satellite towns around the million plus cities of the State/UT, which are covered under JNNURM.

**12. The Committee had in their original recommendation emphasized on the need to check the haphazard growth of cities and influx of migrants from rural areas to cities by ensuring a balanced and harmonious development of mega cities and their adjacent towns with adequate allocations of funds. The Ministry in their reply have now informed that they have formulated the Scheme of Urban Infrastructure Development in Satellite Towns / Counter Magnets of million plus cities and in this regard, the Planning Commission has already allocated Rs. 50 lakh for the same as a token allocation during 2007-08. The draft guidelines**

of the Scheme have been sent to States/UTs for comments. The Committee feel that this is a step in the right direction and desire that the Ministry should finalize the guidelines of the Scheme expeditiously taking into consideration all the comments/ observations received from the States/UTs and other stake holders in the Scheme. The Committee further feel that Rs. 50 lakhs, though a token allocation, is a meager amount in view of the large infrastructure requirements of Satellite Towns and Counter Magnet Areas and thus there is an urgent need to increase the amount allocated for the scheme. The Committee understand that in the States of West Bengal and Karnataka, certain towns are being developed on Public-Private-Partnership (PPP) mode successfully. The Committee desire that the Ministry should undertake a study of such experiments to arrive at a fast track and dependable scheme.

**Need to have better funding for UIDSSMT**

**Recommendation (Para No. 4.33)**

13. The Committee had noted as below:—

The Committee note that the UIDSSMT is the scheme meant for improving the overall urban infrastructure in approx. 5100 cities/towns excluding the 63 cities covered under JNNURM. The scheme proposes to cover areas like water supply and sanitation, sewerage and solid waste management, construction/improvement of roads and drains, prevention of soil erosion etc. The Committee further note that an allocation of mere Rs.702.22 crore has been made for UIDSSMT for the year 2007-2008 against the proposed requirement of Rs. 2500 crore. This implies that instead of Rs.49 lakhs (approx.) for each city under UIDSSMT as proposed, the Ministry has been given a measly sum of Rs.14 lakhs (approx.) for each city. The Committee find the gap between the two very wide and feel that the budget allocation of Rs.702.22 crore for the towns / cities covered under UIDSSMT during the year 2007-2008 would be insufficient. The Committee are of the view that without allocation of adequate funds, capital intensive projects under UIDSSMT would not be completed in time and this will defeat the very purpose of the scheme. The Committee desire that the Ministry should pursue the matter so as to get adequate funds for the scheme during the 11th Plan period to cover all 5100 towns/cities, during the operation period of the scheme upto 2011-2012. The Committee are also of the view that as resource crunch is being felt for the scheme, the Government should take steps to mobilize resources through Public Private Partnership for the 282 projects sanctioned so far. Further, the Committee feel that the public assets thus created must have the capacity to generate funds for their own maintenance later so that the dependence on Government grants could be lessened.

14. The Government have replied as under:—

During the year 2007-08 under Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) an amount of Rs. 702.22 crore has been allocated which may fall short of the demand. Till date (27th June,2007) 419 projects in 336 towns have been approved for a total project cost of Rs. 6165.54 crore. As such committed

liability of 1st Installment of Additional Central Assistance (ACA) works out to Rs. 2485.79 crore. Cumulative ACA amounting to Rs. 1336.45 crore has been released till date and a balance of Rs. 1149.35 crore is to be released as part of the committed liability of the year 2006-07. Moreover new projects would also be covered during 2007-08 besides assistance to be given to the ongoing schemes/projects. Therefore, allocation for the Financial Year 2007-08 is inadequate and needs to be enhanced.

As per UIDSSMT Guidelines development of parking lots are to be taken up in Public Private Partnership (PPP) mode. One such parking scheme for Latur town in Maharashtra has been approved at a total cost of Rs. 37.00 lakh and ACA amounting to Rs. 14.80 lakh has been released for this scheme. Although Guidelines have not specified clearly, other components may also be taken up on PPP mode. However, experience shows that there is hardly any project approved so far other than parking lots where State Governments have opted for PPP mode which may be due to poor response from the private sector. The efforts will be made to encourage PPP in other sectors also. The State Governments/Urban Local Bodies will have to maintain the public assets created under the Scheme for which operation and maintenance cost is a part of the project report.

As regards allocation under the Scheme, matter has been taken up with Planning Commission and Ministry of Finance to increase the allocation under the UIDSSMT Scheme of JNNURM Mission in view of the large number of towns to be covered under the Scheme.

**15. From the Action Taken Reply submitted by the Ministry, the Committee note that the inadequacy of the Budgetary allocation for UIDSSMT in the current year as well as the need for its enhancement has since been taken up with the Planning Commission and the Ministry of Finance, as without an increase in the allocation under the Scheme, a large number of towns required to be covered will not be in a position to show any progress further. The Committee are in total agreement with the views of the Ministry that an allocation of Rs. 702.22 crore under the Scheme for the year 2007-08 would not be able to meet even the committed liabilities of the year 2006-07. The Committee, therefore, recommend that the Ministry should complete whatever exercise is required to ensure that adequate funds are available for the Scheme during the 11th Plan to cover all 5100 towns / cities during the operation period of the Scheme. Besides, the Committee is fully aware that the Central funds are to be spent through the agencies of State Governments and thus reiterate that the main priority for the Ministry should be to extensively monitor the implementation of the Scheme, particularly in areas which constantly show unsatisfactory performance levels. As regards their recommendation urging the Ministry to mobilize resources through PPP mode, the Committee are dismayed to note from the Action Taken Reply that so far no project has been approved, other than those for parking lots, where State Governments have opted for PPP mode. The Committee have been given to understand that one possible reason for this could be attributed to poor response from the private sector. The Committee have also been informed that under**

**UIDSSMT guidelines, development of parking lots are to be taken up in PPP mode but other components may also be taken up on this mode, though guidelines have not specified this clearly. The Committee would like to understand the issue in clearer terms and thus desire that the Ministry should clear all ambiguities regarding components to be taken up in Public - Private - Partnership Mode under the Scheme.**

### **Grant of Income Tax exemption to NCRPB**

#### **Recommendation (Para No 4.44)**

16. The Committee had noted as below:—

The Committee note that the NCRPB is paying Rs. 28 crore to Rs. 35 crore as advance income tax every year. The Committee also note that NCRPB was exempted from paying income tax since its inception in 1985. This exemption was withdrawn on 1st April 2003. In the Committee's view, the heavy tax burden on NCRPB is seriously affecting the Board's financial ability. The Committee desire that since NCRPB is engaged in the development activity of advancement of public utilities in the National Capital Region for improving civic life, infrastructure development and decongestion of Delhi, it has a strong case for Income Tax exemption. In this context, the Committee have been apprised of the various efforts of the Board as well as the Ministry. The Committee are of the opinion that in view of the tax exemption already granted to bodies like National Highways Authority of India (NHAI) and Punjab Infrastructure Development Board (PIDB), it would create an anomaly, if NCRPB continues to pay advance income tax. They therefore, urge upon the authorities to correct this anomaly and grant income tax exemption to the NCRPB at their earliest.

17. The Government have replied as under:—

The issue of grant of Income Tax exemption to National Capital Regional Planning Board (NCRPB) has been taken up with Department of Revenue / Central Board of Direct Taxes (CBDT). The case is under examination with CBDT and is being followed up by the Ministry.

**18. The Committee express their satisfaction that the issue of grant of Income-Tax exemption to NCRPB is under examination with the Central Board of Direct Taxes (CBDT) and is being followed by the Ministry. The Committee desire that the Ministry should vigorously follow up the issue of grant of Income Tax exemption with the CBDT and, if required, the matter may be taken up at the Ministerial level They hope that the decision would be in favour of the NCPRB.**

## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### **Recommendation (Para No. 2.7)**

##### **Need to project realistic Budgetary Estimates**

The Committee, while examining the Expenditure Details of the Ministry of Urban Development from the year 2000-2001 to 2006-2007 note that there exists a substantial mismatch between Budget Estimates, Revised Estimates and actuals both in Plan and Non-Plan expenditure of the Ministry of Urban Development from the year 2001-2002 to 2006-2007. While the Committee do agree that the progress and performance of schemes cannot be uniform, hampering thus the allocation of funds at RE stage, they are of the view that the Budget planning could be made more accurate with a realistic assessment of the contributing factors. To quote an instance, the Committee note that in the year 2005-2006, while the BE for Plan Expenditure was Rs. 2080.33 crore, the RE was Rs. 2580.33 crore and the figures for Actual Expenditure came out as Rs.2810.43 crore which means a gap of Rs.730.10 crore between BE and Actual Expenditure. There was a difference of Rs. 230.00 crore (approx.) between RE and the Actual. The Committee feel that the Ministry has a major responsibility in this regard and thus, should be more careful while projecting their estimates at the Budget Estimate stage itself only so as to avoid the practice of seeking unnecessary Supplementary grants.

#### **Reply of the Government**

The observations of the Hon'ble Committee have been noted for compliance.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)

Dated: 16th July, 2007]

#### **Comments of the Committee**

[Please see Paragraph No. 6 of Chapter I of the Report]

#### **Recommendation (Para No. 3.10)**

##### **Requirement for allocation in proportion to growth in Urban Population**

From the figures furnished regarding the growth in urbanization and the allocation of funds made in favour of the Ministry of Urban Development in the last few years, the

Committee note that the increase in the Budgetary allocations for enhancing basic services and urban infrastructure does not correspond with the growth of urban population in the country and this has inflicted severe hardships on the urban population. The Committee also note that although around 55% of India's GDP is contributed by the urban population, the percentage share of Urban Development Budget in term of GDP is decreasing every year from 0.06% in 2001-2002 to 0.03% since 2003-2004. The Committee are of the view that infrastructure inadequacies in urban area are a major factor constraining development and growth and it is high time that the Government recognizes the massive rise in urban population and decides to commensurately invest in rejuvenating and enhancing the urban infrastructure. The Committee therefore, recommend that the Government should strive to increase the percentage share of Urban Development Budget in terms of GDP to a level which ensures that the cities are able to offer a reasonable quality of life to the citizens. This the Committee feel, would enable them to become national assets rather than liabilities, and engines of economic growth as well in accordance with what the Government has pledged in their National Common Minimum programme.

### **Reply of the Government**

Planning Commission has been requested *vide* Ministry's O.M. No. K-14011/39/07- UD.II dated 14.5.2007 for higher allocation under Urban Development Sector while finalizing allocation for 11th Five Year Plan. (2007-2012).

In addition, Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and Urban Infrastructure Development Scheme for Small & Medium Towns (UIDSSMT) was launched in December, 2005 to provide infrastructure facilities to all urban towns including water supply, sewerage, drainage and solid waste management facilities.

The objectives of the Mission focused attention on integrated development of infrastructural services, secure effective linkages between asset creation and asset management so that the infrastructural services created in the cities are not only maintained efficiently but also become self-sustainable over the time and ensure adequate investment of funds of fulfill deficiencies in the urban infrastructural services.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

### **Recommendation (Para No. 3.11)**

#### **Alternate mechanism for investment in Urban Infrastructure**

The Committee further feel that since the requirements for urban infrastructure are large and public resources are scarce, the Government should encourage and stimulate an alternate mechanism for investment in urban infrastructure with adequate regulatory mechanism.



### Reply of the Government

The Working Group constituted by the Planning Commission, to assess the fund requirement for Urban Development, has assessed that Rs. 1,27,025 crore are required to provide water supply, sewerage and sewage treatment, drainage, solid waste management, Management and Information System (MIS) and Research and Development (R&D). However, the Planning Commission has provided a gross outlay of Rs.20079 crore during the Tenth Five Year Plan for the State as well as Central Sector. This necessitated exploring possible additional sources of funding other than Government sources in the Water Supply & Sanitation sector and the following sources were identified:—

1. Central Sector outlay : The Central Sector outlay to be stepped up from the present Rs. 40,000 crore (under JNNURM/UIDSSMT) to around Rs.70,000 crore under the ongoing Central programme of JNNURM and UIDSSMT so that great thrust could be given to water supply and sanitation sector in the urban areas.
2. State Sector Outlay: Likewise the State sector outlay which stands at Rs. 18,749 crore during the 10th Plan to be stepped up to around Rs.35,000 crore.
3. Institutional Financing : Funds to be mobilized through national financial institutions such as Life Insurance Corporation (LIC), Housing Urban Development Corporation Ltd. (HUDCO). India Leasing and Financial Service (IL&FS) etc. to the tune of Rs. 10,000 crore.
4. Additional assistance from external support agencies (ESA) : Through external funding agencies *viz.* World Bank, ADB and other Bilateral Agencies such as JBIC, funds to the tune of about Rs. 10,000 crore.
5. Foreign Direct Investment (FDI) and Private Sector: In addition, through foreign direct investment and private sector, funds upto Rs.2,025 crore to be mobilized to support the sector activities.

Thus, the summary of proposed fund flow for the sector is as follows:

Source of funding	Amount (Rs. in crore)
Central Sector outlay	70000
State Sector outlay	35000
Institutional Financing	10000
Assistance from External Support Agencies	10000
FDI & Private sector	2025
<b>Total</b>	<b>1,27,025</b>

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)

Dated: 16th July, 2007]

**Recommendation ( Para No.3.12 )****Development of Satellite towns/cities with appropriate funding**

The Committee are of view that due to rapid urbanization there has been a stupendous rise in the migration of rural population to big cities in search of employment and livelihood. This influx has resulted in the haphazard growth of planned cities, a steep rise in slums and unauthorized colonies and has contributed to enormous strain on urban infrastructure. The Committee have been given to understand that the concept of National Capital Region has been formulated basically to check this trend. The Committee note that the Government is replicating this model to other big cities also, like Mumbai. However, they are also aware of the concerns expressed in various quarters on the need to ensure better connectivity and infrastructure in the satellite towns so as to make them more attractive for the migrant population. They therefore, cannot but overemphasize on the need to ensure a balanced and harmonious development of mega cities and their adjacent towns with adequate allocation of funds.

**Reply of the Government**

Ministry of Urban Development has formulated the Scheme of Urban Infrastructure Development in Satellite Towns / Counter Magnets of Million plus Cities. In this regard, Planning Commission has already allocated Rs.50.00 lakh for the-same as a token allocation during 2007-08. The objectives of the Scheme are:—

- To develop existing satellite towns/counter magnets around million plus Urban Agglomerations (UAs) covered under JNNURM preferably with a population of more than one lakh with urban infrastructure facilities such as transport, power, communication, drinking water, sewerage, drainage and solid waste management comparable with the mother city.
- To channelise their future growth so as to reduce pressure on million plus UAs.
- To promote sustainable development in the million plus city region so as to develop these as self-contained entities.
- To adopt innovative public-private partnerships model for development.

The draft Guidelines for the Scheme of Urban Infrastructure Development in Satellite Towns / Counter Magnets of Million Plus Cities have been prepared and sent to all States/UTs for comments/observations based on which the draft Guidelines are to be discussed in a Brainstorming Session with participation of all the State/UT Governments before its finalization for implementation. The States/UTs have also been requested to list the satellite towns around the million plus cities of the State/UT, which are covered under JNNURM.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

**Comments of the Committee**

[Please see Paragraph No. 12 of Chapter I of the Report]

**Recommendation (Para No. 4.23)****Allocation of adequate funds for JNNURM**

The Committee note that in order to cope with the massive problems resulting from a rapid urban growth, the Jawaharlal Nehru Urban Renewal Mission (JNNURM) was launched by the Government in December, 2005, for a 7 year period beginning 2005-2006 with a total budget of Rs. 50,000 crore. At present, it envisages urban renewal projects in 63 selected cities in a mission mode approach. The Committee further note that for Sub-Mission-I on Urban infrastructure and Governance under JNNURM, which is administered by the Ministry of Urban Development, a provision of Rs. 2474.90 crore has been made as Additional Central Assistance to States for the year 2007-2008. The Committee also note the contention of the Ministry that the sum of Rs. 2474.90 crore would not be adequate to meet the requirements of various States to meet the deficiencies in urban infrastructural services. The Committee are of view that since the Government intends to push the JNNURM as an ambitious programme to bring about urban renewal in the country, it is imperative to allocate adequate budgetary provisions for the Sub-Mission-I under JNNURM. The Committee recommend that adequate allocation for the scheme should be made so that the objectives of the JNNURM regarding integrated development of urban infrastructure and services in 63 selected cities could be achieved. At the same time, the Committee also expect the Ministry to have a fast track and coherent approach for a sustainable development of the selected cities.

**Reply of the Government**

In the year 2007-08, an allocation of Rs. 2805.00 crore has been made for Urban Infrastructure & Governance by Planning Commission on 26-03-2007. Matter has been taken up with Ministry of Finance and Planning Commission to increase the allocation for the scheme.

The appraisal of Detailed Project Reports (DPRs) is done expeditiously and Central Sanctioning & Monitoring Committee (CSMC) meets regularly to consider the Projects.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

**Recommendation (Para No. 4.24)****Need for expeditious appraisal of CDPs**

The Committee note that the Ministry of Urban Development has already received City Development Plans (CDPs) from 62 cities out of the 63 cities selected for development. The 63rd CDP from Panaji, according to the Ministry, is to be received shortly. The Committee further note that 45 CDPs have been approved so far by the

Ministry. They also note that the Ministry has taken a number of steps to encourage the slow performance cities to submit CDPs/DPRs under the Scheme so as to sensitize them and improve their performance in the preparation of acceptable CDPs/viable DPRs which include knowledge sharing and crash training programmes. While the steps taken by the Ministry are in the right direction, the Committee also desire that Government should take all expeditious measures to avoid delay in the appraisal of CDPs/DPRs submitted by the cities since the Mission needs to gain momentum in the second year of its launching.

### **Reply of the Government**

All 63 cities have submitted City Development Plans (CDPs). 60 CDPs have been appraised and three CDPs are under appraisal. These are being appraised expeditiously. The Detailed Project Reports (DPRs) being received are also appraised expeditiously.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)

Dated: 16th July, 2007]

### **Recommendation (Para No. 4.25)**

#### **Unspent balances with State Governments**

The Committee note that a substantial amount as unspent balance is lying with some States under JNNURM, for instance Gujarat, Maharashtra and Madhya Pradesh. The Ministry have sought to justify this by stating that the arrangement earlier was to release funds in some schemes but now only project based approvals are given and thus only 25% funds are released at one go. The second installment is released only if the earlier amount is utilized. Since the duration of JNNURM is 7 years, beginning from 2005-2006, the Committee desire that the Ministry should review the performance of those States where large amount of funds are lying unutilized in the implementation of JNNURM. If flexibility in the guidelines of the scheme is required for the overall efficiency of the scheme keeping in view the local conditions of States, the same should be assessed and worked upon, without any further loss of time so that funds under the scheme do not remain unutilized.

### **Reply of the Government**

Four intensive regional review meetings on Jawaharlal Nehru National Urban Renewal Mission (JNNURM) have been held in the last 3 to 4 months at the level of Secretary (UD). Areas of review include pace of implementation of projects, reforms, project pipelines, matching contribution, **fund utilization**, best practices and new initiatives. Further, the Central Sanctioning & Monitoring Committee (CSMC) under the Chairmanship of Secretary (UD), apart from approving the projects, also reviews

and monitors the progress of the ongoing projects under the mission, **including utilization of funds**. A Quarterly Reporting System has also been introduced with focus on progress on projects and reforms implementation. This covers physical and financial progress of projects and additionally includes highlights of any innovative approaches implemented, key issues being faced etc.

States/Urban Local Bodies have separately been addressed to intimate present status in respect of unutilized funds together with reasons for non-utilisation of the released funds.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

### **Recommendation (Para No. 4.43)**

#### **NCRPB to raise additional resources from outside**

The Committee note that the key rationale for constituting a National Capital Region was to reduce the rate of in-migration into the National Capital as well as to develop the Region at a level comparable to the best regions in the world. For translating this vision into ground reality the National Capital Regional Planning Board (NCRPB) was set up, whose responsibility was preparing a Regional Plan alongwith complementary plan, monitoring their implementation and arranging for and overseeing the financing of the selected projects in the NCR. The Committee have been given to understand that the Board has a creditable loaning performance and its financial operations are getting highest ratings by CRISIL. The Committee note that the NCRPB had projected an amount of Rs.300 crore for the year 2007-2008 as budgetary support to which the NCRPB has been allocated Rs.100 crore only. As the Board has a very sound financial base, the Committee expect them to meet this shortfall by raising additional support from outside so that their activities do not face resource crunch. The Committee recommend the Government to take an early decision in this matter.

### **Reply of the Government**

The NCR Planning Board has a loan disbursement target of Rs. 700.00 crore for the year 2007-08 for financing selected infrastructure development projects in the National Capital Region and Counter Magnet Areas. The Board is making all efforts to meet this target with the help of budgetary support from Ministry of Urban Development, contribution from Delhi Govt. and internal accruals including loan repayments. The Board will raise additional support from outside, if required, to meet the target.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

### **Recommendation (Para No. 4.44)**

#### **Grant of Income Tax exemption to NCRPB**

The Committee note that the NCRPB is paying Rs. 28 to Rs. 35 crore as advance income tax every year. The Committee also note that NCRPB was exempted from paying income tax since its inception in 1985. This exemption was withdrawn on 1st April 2003. In the Committee's view, the heavy tax burden on NCRPB is seriously affecting the Board's financial ability. The Committee desire that since NCRPB is engaged in the development activity of advancement of public utilities in the National Capital Region for improving civic life, infrastructure development and decongestion of Delhi, it has a strong case for Income Tax exemption. In this context, the Committee have been apprised of the various efforts of the Board as well as the Ministry. The Committee are of the opinion that in view of the tax exemption already granted to bodies like National Highways Authority of India (NHAI) and Punjab Infrastructure Development Board (PIDB), it would create an anomaly, if NCRPB continues to pay advance income tax. They therefore, urge upon the authorities to correct this anomaly and grant income tax exemption to the NCRPB at the earliest.

#### **Reply of the Government**

The issue of grant of Income Tax exemption to National Capital Regional Planning Board (NCRPB) has been taken up with Department of Revenue/Central Board of Direct Taxes (CBDT). The case is under examination with CBDT and is being followed up by the Ministry.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

#### **Comments of the Committee**

[Please *see* Paragraph No. 18 of Chapter I of the Report]

### **Recommendation (Para No. 5.11)**

#### **Adherence to targets set for various transportation projects**

The Committee express serious concern over the well known fact that the rapidly growing urban population is putting a heavy burden on the urban transport system and the resultant deterioration in the urban transport system is being reflected in the lower economic productivity as well as an irreversible damage to the environment. They desire that since urban transport is crucial for the socio-economic development of the country, a concerted and multi pronged action covering all modes of transport is required. The Committee also feel that adequate investment is required in urban transport, to encourage the use of public transport as well as promote alternate

technologies in various modes of transport. While appreciating the hitherto successful DMRC Project-Phase-I, the Committee note that the Ministry have extended 40% cost of quite a few similar transportation projects as grant to several State Governments, which are currently under various stages of progress. The Committee hope that targets set for the same would be met by the implementing agencies. The Committee are also aware of the concern raised in some quarters about the impact of transportation projects on the urban landscape and urge the Ministry of sensitize the States in this respect so that the huge amount of public money invested in these projects does not get wasted.

### **Reply of the Government**

First this may be submitted that the Ministry provides 40% of the total cost of the Comprehensive Traffic & Transportation Study/Feasibility Study/Detailed Project Report as grant and not for transportation projects to the State Governments/UTs.

The Government has formulated a National Urban Transport Policy (NUTP), 2006 which, *inter-alia*, promotes development of integrated land use and transport plan for all the cities. This Ministry extend financial support for preparation of such integrated land use and transport plan in developing such plans provided such proposals are NUTP compliant.

Amongst all mode of public transport, city bus service is prime mode of public transport. State Governments have been advised to introduce state of the art city bus service on public-private partnership model. Urban transport is an eligible component for availing central financial assistance under Jawaharlal Nehru National Urban Renewal Mission of the Ministry. Accordingly, Bus Rapid Transit System (BRTS) proposals for city of Ahmedabad, Bhopal, Indore, Pune and Vijayavada have been approved. These BRTS proposals are most cost effective and high capacity public transport systems. Since metro projects require huge investment, these projects are supported through Viability Gap Funding and budgetary grant of the Ministry.

To achieve the objective of addressing traffic and transportation issues related to policy making, planning, coordination, regulation, implementation, etc. a Task Force comprising representatives of different Central Ministries and State Governments has been set up for Unified Metropolitan Transport Authority (UMTA) in all million plus cities. The terms of reference of the Task Force, *inter-alia*, include to suggest institutional mechanism(s) such as UMTA, independent regulators, traffic management body, etc. for greater coordination in policy formulation, planning and regulation of traffic and transportation and implementation of urban transport programmes and projects in all million plus cities. NUTP calls for incorporating urban transportation as an important parameter at the urban planning state itself rather than being a consequential requirement. It emphasize need for encouraging integrated land use, bringing about a more equitable allocation of road space, institutional mechanism for enhanced coordination raising

finance through innovative mechanism and association of private sector. Accordingly, State Governments/UTs have been advised with regard to the following:—

- (i) Set up a standing arrangement to regularly guide and coordinate issues relating to urban transport.
- (ii) Ban development on 500 meter on the sides of new bypasses so that development takes place along the pre-defined transport axes in a linear form rather than a radial form.
- (iii) To formulate comprehensive mobility plan giving priority to pedestrianization, non-motorized transport, public/intermediate public transport.
- (iv) To amend byelaws relating to parking policy and using land as resource.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)

Dated: 16th July, 2007]

### **Recommendation (Para No.5.12)**

#### **National Urban Transport Policy**

The Committee understand that a National Urban Transport Policy (NUTP) has been approved by the Government in April 2006. It, *inter-alia*, seeks to promote integrated land use, transport planning, greater use of public transport, non-motorized modes of travel, and use of cleaner technologies. The policy also offers Central Government's financial support, capacity building innovative financing mechanism, institutional coordination, association of the private sector etc. The NUTP has been circulated to all the States. While the objective of the NUTP sounds laudable, the Committee recommend that the Central Government should impress upon the States to strive to implement the National Urban Transport Policy (NUTP). In this connection, the Committee also feel that the existing capacity, capability and experience in IT sector for instance 'intelligent transport system', could be of great help in planning and developing the urban transport in the cities. Further, the Committee desire that the Government should conduct regular capacity building programmes at institutional and individual level so as to create awareness regarding need to encourage public-private participation in Urban Transport.

#### **Reply of the Government**

As a capacity building exercise in urban transport, regular workshops are organized by this Ministry with the help of international experts to develop awareness, skills and a deep understanding of State/city level officials in the various areas of urban transport planning. Different workshops on Bus Rapid Transit System (BRTS) have also been



organized to create awareness for implementation of BRT projects through Public Private Partnership (PPP) model.

Indore has taken a lead and evolved a very good PPP model for operation of their city bus services. All the State Governments / UTs have been suggested to introduce city bus service on Indore model which can then be upgraded to BRTS.

The Ministry has also drafted a comprehensive scheme for capacity building in urban transport for better understanding and coordinated approach towards developing mobility plan and implementation of urban transport projects. The scheme would have the following components:—

- (i) Training
- (ii) Education
- (iii) Conference and Journals
- (iv) Institutional Development, etc.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)

Dated: 16th July, 2007]

### **CHAPTER III**

**RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO  
PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES**

– NIL –

## CHAPTER IV

### RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

#### **Recommendation (Para No. 2.8)**

##### **Intensive monitoring of States' performance to prevent non-utilization of funds**

The Committee express their concern over the fact that the Ministry of Urban Development had surrendered substantial quantum of funds during the years 2001-2002 to 2005-2006 under its Demands Nos. 99, 100 and 101. In this connection, the Ministry sought to justify the surrenders on the grounds that final approval of some of the projects/scheme could not be obtained in time. The Committee do not find justification convincing, since they feel that such occurrences can be prevented provided the planning /estimation/projections are submitted in a strictly time-bound manner and pushed forward vigorously thereafter. Also, the Committee note that as on 31 December 2006, Rs. 1142.78 crore was lying as unspent balance with the State Governments under various schemes of the Ministry of Urban Development. The Committee are inclined to conclude from the foregoing that the performance of various schemes of the Ministry has not been up to the mark. Besides, the Ministry need to strengthen the monitoring mechanism of the ongoing schemes both at the Central and the State levels and impress upon the slow performing State Governments to utilize allocated funds appropriately in a time bound manner so that the plan funds lying idle with the States could be utilized for the development of the urban areas.

#### **Reply of the Government**

The observations of the Hon'ble Committee have been noted for compliance. The Ministry has drawn up programmes in consultation with all the stake holders to optimally utilize the funds allocated to the Ministry. State Governments and implementing agencies are regularly impressed upon to utilize allocated funds to them in a time bound manner and submit utilization certificates.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

#### **Comments of the Committee**

[Please see paragraph No.9 of Chapter I of the Report.]

**Recommendation (Para No.4.33)****Need to have better funding for UIDSSMT**

The Committee note that the UIDSSMT is the scheme meant for improving the overall urban infrastructure in approx. 5100 cities/towns excluding the 63 cities covered under JNNURM. The scheme proposes to cover areas like water supply and sanitation, sewerage and solid waste management, construction/improvement of roads and drains, prevention of soil erosion etc. The Committee further note that an allocation of mere Rs.702.22 crore has been made for UIDSSMT for the year 2007-2008 against the proposed requirement of Rs.2500 crore. This implies that instead of Rs.49 lakhs (approx.) for each city under UIDSSMT as proposed, the Ministry has been given a measly sum of Rs.14 lakhs (approx.) for each city. The Committee find the gap between the two very wide and feel that the budget allocation of Rs.702.22 crore for the towns/cities covered under UIDSSMT during the year 2007-2008 would be insufficient. The Committee are of the view that without allocation of adequate funds, capital intensive projects under UIDSSMT would not be completed in time and this will defeat the very purpose of the scheme. The Committee desire that the Ministry should pursue the matter so as to get adequate funds for the scheme during the 11th Plan period to cover all 5100 towns / cities, during the operation period of the scheme upto 2011-2012. The Committee are also of the view that as resource crunch is being felt for the scheme, the Government should take steps to mobilize resources through Public Private Partnership for the 282 projects sanctioned so far. Further, the Committee feel that the public assets thus created must have the capacity to generate funds for their own maintenance later so that the dependence on Government grants could be lessened.

**Reply of the Government**

During the year 2007-08 under Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) an amount of Rs.702.22 crore has been allocated which may fall short of the demand. Till date (27th June, 2007) 419 projects in 336 towns have been approved for a total project cost of Rs.6165.54 crore. As such committed liability of 1st Installment of Additional Central Assistance (ACA) works out to Rs.2485.79 crore. Cumulative ACA amounting to Rs. 1336.45 crore has been released till date and a balance of Rs.1149.35 crore is to be released as part of the committed liability of the year 2006-07. Moreover new projects would also be covered during 2007-08 besides assistance to be given to the ongoing schemes/projects. Therefore, allocation for the Financial Year 2007-08 is inadequate and needs to be enhanced.

As per UIDSSMT Guidelines development of parking lots are to be taken up in Public Private Partnership (PPP) mode. One such parking scheme for Latur town in Maharashtra has been approved at a total cost of Rs.37.00 lakh and ACA amounting to Rs.14.80 lakh has been released for this scheme. Although Guidelines have not specified clearly, other components may also be taken up on PPP mode. However, experience shows that there is hardly any project approved so far other than parking lots where State Governments have opted for PPP mode which may be due to poor response from

the private sector. The efforts will be made to encourage PPP in other sectors also. The State Governments / Urban Local Bodies will have to maintain the public assets created under the Scheme for which operation and maintenance cost is a part of the project report.

As regards allocation under the Scheme, matter has been taken up with Planning Commission and Ministry of Finance to increase the allocation under the UIDSSMT Scheme of JNNURM Mission in view of the large number of towns to be covered under the Scheme.

[Ministry of Urban Development O.M. No. H-11013/1/2007-Bt.(UD)  
Dated: 16th July, 2007]

### **Comments of the Committee**

[Please *see* paragraph No. 15 of Chapter I of the Report]

## CHAPTER V

### RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED

– NIL –

NEW DELHI;  
21 November, 2007  
30 Kartika, 1929 (*Saka*)

MOHD. SALIM  
*Chairman,*  
*Standing Committee on Urban Development.*

## APPENDIX I

### STANDING COMMITTEE ON URBAN DEVELOPMENT (2007-2008)

#### MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON TUESDAY, 20TH NOVEMBER, 2007

The Committee sat from 1500 hrs. to 1600 hrs. in Committee Room 'B'.  
Parliament House Annexe. New Delhi.

#### PRESENT

Mohd. Salim — *Chairman*

#### MEMBERS

##### *Lok Sabha*

2. Smt. Botcha Jhansi Lakshmi
3. Shri Shripad Yesso Naik
4. Shri L. Rajagopal
5. Shri Sudhangshu Seal
6. Kunwar Devendra Singh Yadav

##### *Rajya Sabha*

7. Smt. Syeda Anwara Taimur
8. Shri Surendra Moti Lal Patel
9. Shri Krishan Lal Balmiki
10. Shri Brij Bhushan Tiwari
11. Shri Manohar Joshi

#### SECRETARIAT

- |                        |   |                            |
|------------------------|---|----------------------------|
| 1. Shri S. Bal Shekar  | — | <i>Joint Secretary</i>     |
| 2. Shri R.K. Saxena    | — | <i>Director</i>            |
| 3. Smt. Anita B. Panda | — | <i>Deputy Secretary</i>    |
| 4. Shri Harchain       | — | <i>Deputy Secretary-II</i> |

2. At the outset, the Hon'ble Chairman welcomed the Members to the sitting of the Committee. The Committee took up for consideration the draft report on Action Taken by the Government on the recommendations contained in the Twentieth Report (14th Lok Sabha) of the Committee on Demands for Grants (2007-2008) of the Ministry

of Urban Development. The Committee adopted the draft action taken report with slight modifications.

3. The Committee then took up for consideration another draft report on Action Taken by the Government on the recommendations contained in the Twenty First Report (14th Lok Sabha) of the Committee on Demands for Grants (2007-2008) of the Ministry of Housing & Urban Poverty Alleviation. After some deliberations, the Committee adopted the draft action taken report with some modifications.

4. The Committee then authorized the Chairman to finalize both the Reports and present the same to Parliament.

*The Committee then adjourned.*



## APPENDIX II

[Vide Para No. 4 of the Introduction]

### ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS CONTAINED IN THE TWENTIETH REPORT OF THE STANDING COMMITTEE ON URBAN DEVELOPMENT (FOURTEENTH LOK SABHA)

I.	Total number of recommendations	13
II.	Recommendations which have been accepted by the Government	11
	Para Nos. 2.7, 3.10, 3.11, 3.12, 4.23, 4.24, 4.25, 4.43, 4.44, 5.11 and 5.12	
	Percentage of total recommendations	(84.62%)
III.	Recommendations which the Committee do not Desire to pursue in view of the Government's Replies	
	Nil	Nil
	Percentage of total recommendations	(0%)
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	
	Para No. 2.8 and 4.33	2
	Percentage of total recommendations	(15.38%)
V.	Recommendations in respect of which final Replies of the Government are still awaited:	
	Nil	Nil
	Percentage of total recommendations	(0%)