

10

**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2009-2010)**

FIFTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

**DEMANDS FOR GRANTS
(2009-2010)**

*[Action Taken by the Government on the Recommendations contained in the First Report
of the (Fifteenth Lok Sabha) on Demands for Grants (2009-2010) of the
Ministry of Urban Development]*

TENTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

TENTH REPORT

STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2009-2010)

(FIFTEENTH LOK SABHA)

MINISTRY OF URBAN DEVELOPMENT

DEMANDS FOR GRANTS
(2009-2010)

*[Action Taken by the Government on the Recommendations contained in the
First Report of the (Fifteenth Lok Sabha) on Demands for Grants
(2009-2010) of the Ministry of Urban Development]*

Presented to Lok Sabha on

Laid in Rajya Sabha on



सत्यमेव जयते

LOK SABHA SECRETARIAT
NEW DELHI

July, 2010/Shravana, 1932 (Saka)

C.U.D. No. 61

Price : Rs. 47.00

© 2010 BY LOK SABHA SECRETARIAT

Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Thirteenth Edition) and printed by National Printers, New Delhi-110028.

CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE	(iii)
INTRODUCTION	(v)
CHAPTER I Report	1
CHAPTER II Recommendations that have been accepted by the Government	10
CHAPTER III Recommendations which the Committee do not desire to pursue in view of the Government's replies	24
CHAPTER IV Recommendations in respect of which replies of the Government have not been accepted by the Committee	27
CHAPTER V Recommendations in respect of which replies of the Government are still awaited	34

ANNEXURE

I. Extracts from the Board Meetings with regard to Special/Sub-Component Plan	35
----------------------------------------------------------------------------------------	----

APPENDICES

I. Minutes of the Fourteenth sitting of the Standing Committee on Urban Development (2009-10) held on 20th July, 2010	37
II. Analysis of the Action Taken by the Government on the recommendations contained in the First Report of the Committee (15th Lok Sabha)	40

COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2009-2010)

Shri Sharad Yadav — *Chairman*

MEMBERS

Lok Sabha

2. Shri J.P. Agarwal
3. Shri Praveen Singh Aron
4. Shri Gajanan D. Babar
5. Shri Partap Singh Bajwa
6. Shri Ambica Banerjee
7. Smt. Priya Dutt
8. Shri Eknath M. Gaikwad
9. Shri Shakti Mohan Malik
10. Shri Kailash Joshi
11. Shri Mohinder Singh Kaypee
12. Shri Ramesh Kumar
13. Shri Radhe Mohan Singh
14. Shri P.C. Mohan
15. Dr. Sanjeev Ganesh Naik
16. Shri Sonawane Pratap Narayanrao
17. Shri Baijayant Panda
18. Prof. Ramshankar
19. Shri Kadir Rana
20. Dr. Kirit Premjibhai Solanki
21. Shri Adagooru H. Vishwanath

Rajya Sabha

22. Shri Parvez Hashmi
23. Shri Rajeev Shukla
24. Shri Surendra Motilal Patel
25. Shri Manohar Joshi
26. Shri Shyam Benegal
27. Shri Khekiho Zhimomi
28. Dr. Bhalchandra Mungekar

SECRETARIAT

1. Shri T.K. Mukherjee — *Joint Secretary*
2. Shri K.D. Muley — *Director*
3. Smt. Emma C. Barwa — *Under Secretary*
4. Shri Sumit Kumar Grover — *Committee Assistant*

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2009-10) having been authorized by the Committee to submit the Report on their behalf, present the Tenth Report (15th Lok Sabha) on the action taken by the Government on the recommendations contained in the First Report (15th Lok Sabha) of the Standing Committee on Urban Development on "Demands for Grants (2009-2010)" of the Ministry of Urban Development.

2. The First Report was presented to Lok Sabha on 17th December, 2009. Replies of the Government to all the recommendations contained in the Report were received in March, 2010.

3. The Standing Committee on Urban Development considered and adopted this Report at their sitting held on 20th July, 2010.

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

5. For the facility of reference and convenience, the Recommendations/Observations of the Committee have been printed in bold letters in the body of the Report.

NEW DELHI;
20 July, 2010

29 Ashadha, 1932 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on Urban Development.

CHAPTER I

REPORT

This Report of the Standing Committee on Urban Development (2009-10) deals with the action taken by the Government on the recommendations contained in their First Report (15th Lok Sabha) on Demands for Grants 2009-10 of the Ministry of Urban Development which was presented to Lok Sabha on 17th December, 2009.

1.2 Action Taken Notes have been received from the Government in respect of all the 11 recommendations contained in the Report. These have been categorized as follows:—

- (i) Recommendations/Observations, which have been accepted by the Government (Chapter-II):

Para Nos. 1, 2, 3, 4, 6, 7 and 9 (Total : 7)

- (ii) Recommendations/Observations, which the Committee do not desire to pursue in view of Government's replies (Chapter-III):

Para No. 10 (Total : 1)

- (iii) Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee (Chapter-IV):

Para Nos. 5, 8, and 11 (Total : 3)

- (iv) Recommendations/Observations in respect of which final replies of the Government are still awaited (Chapter-V):

Para No. Nil (Total : Nil)

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

A. JNNURM—Completion of sanctioned projects

(Recommendation Serial No. 5)

1.4 The Committee had recommended as below:—

“As JNNURM seeks to fast-track the urban renewal process in 65 identified cities. The Committee are happy to note certain positive developments this Financial Year, which includes allocation of Rs. 5963.13 crore for its UIG component, proposal to include 28 more cities in the list of 65 Mission Cities, as well as the finalization of its mid-term appraisal process. They further note from the deposition made by the Secretary, Ministry of Urban Development that so far around 473 projects costing Rs. 51,127 crore have been approved under the JNNURM in the areas of Water Supply, Sewerage, Drainage, Solid Waste Management etc. though the number of projects completed so far, is just 43.

In this connection, the Committee were informed during deliberations with the Ministry’s representatives that States need to show more enthusiasm towards implementing the approved Mission projects. The Committee have also been informed about certain genuine reasons for delays on the part of the State Governments particularly, in the field of their share of funds and land acquisition and the issues concerning capacity of the ULBs to implement projects. Still, the Committee feel that the pace, with which the projects are being implemented, needs to be accelerated further otherwise the seven-year period will be grossly insufficient for urban renewal of the 65 cities. The Committee also feel that the cities of Goa and Jamshedpur should have been brought on board by now, which unfortunately, has not materialized despite efforts by the Ministry. In such a scenario, the Committee opine that though inclusion of 28 cities more in JNNURM is a welcome step, yet , perhaps, there would be a need for a Mission-II to bring the desired results in all these 65 cities first. In this connection, the Committee are aware of certain bottlenecks in ensuring proper funding also for bringing more cities into the existing JNNURM programme. They would like the Ministry to clarify the position. The Committee are also aware that the stimulus packages provided to the Ministries during the financial year may be withdrawn from next year onwards,

which may pose funding difficulties for these Mission cities. The Committee therefore, recommend that the Ministry must continue in their efforts to encourage Mission cities to complete all sanctioned projects well in scheduled time and enhance the capacities of their ULBs/stakeholders, as well as to pursue with the appropriate authority to provide funds for the cities, which no longer have funds left for their ready projects as their committed share is exhausted, so that their efforts for urban renewal bear fruit.”

1.5 The Government in their Action Taken Reply has stated:—

“So far, 515 projects have been approved for Rs. 58038.18 Crores with an ACA commitment of Rs. 27040.32 Crores and 48 projects have been reported to be physically complete.

The projects are implemented by the Urban Local Bodies (ULBs)/Parastatals. Process of completion of projects continues to be slow which is a matter of concern. Monthly D.O. letters sent to Chief Secretaries drawing their attention to implementation issues, frequent meetings taken with Pr. Secretaries/Secretaries in-charge of Urban Development and personal contacts with Chief Secretaries/Principal Secretary in-charge of Urban Development and also Chief Ministers/Ministers in-charge are held.

The MoA with Jamshedpur has now been signed. The State of Goa and Jharkhand have been requested to expedite furnishing of DPRs for the city of Panaji and Jamshedpur to bring them on board.

There has been constant demand for inclusion of more cities under UIG of JNNURM. The Hon’ble Urban Development Minister in his 100 Days action plan also proposed for inclusion of 28 more cities having population of 5 lakhs and above under UIG of JNNURM which is under consideration of Government.

As noted above, 515 projects have been approved by CSMC and Rs. 27040.32 crore committed as ACA. The funds already committed for the project approved by the Central Sanctioning and Monitoring

Committee (CSMC) would be made available to the cities on their request for release of 2nd or subsequent installments of Additional Central Assistance (ACA) for the projects subject to submission of utilization certificate of earlier releases and fulfilling of other requirements. The States/Cities are also coming up with the request for release of 2nd or subsequent installments of ACA for the projects.

As far as additional allocation for cities which have already exhausted their 7 years allocation is concerned, it may be noted that Government has not sought additional allocation for them. However, Government is obtaining assistance from World Bank which may be availed of by cities as per guidelines of assistance which are under formulation.

An advisory has been issued to the States to make efforts to complete all sanctioned projects well in scheduled time."

1.6 The Committee regret to note that under JNNURM despite Ministry's efforts through monthly D.O. letters to Chief Secretaries, frequent meetings taken with Principal Secretaries/Secretaries in-charge of Urban Development and personal contacts with Chief Secretaries/Principal Secretary in-charge of Urban Development and also Chief Ministers/Ministers in-charge, the pace with which the projects are being implemented is far from satisfactory. JNNURM, the flagship programme which was launched in December, 2005, is scheduled to be completed by Dec. 2012 and only 48 projects out of 515 projects that have been approved so far have been reported to be physically completed. The Committee feel that the process of completion of projects continues to be very slow which is a matter of concern to the Committee. The Committee therefore, expect the Ministry to take up the matter vigorously with the concerned State Governments at the highest level and ensure that the Mission cities complete all sanctioned projects within scheduled time and enhance the capacities of their ULBs/stakeholders as well as to pursue with the appropriate authorities to provide funds for the cities. As regards the demand for inclusion of more cities under UIG of JNNURM, the Ministry of Urban Development has proposed for inclusion of 28 more cities having population of 5 lakhs and above under the scheme which is under consideration of the Government. The Committee desire

that the Ministry should sincerely pursue with the Government/ Planning Commission so that more cities are included under the programme.

B. Slow Progress in the implementation of National Urban Information System (NUIS)

(Recommendation Serial No. 8)

1.7 The following recommendation was made by the Committee:—

“The Committee note that National Urban Information System (NUIS) was launched to develop Geographic Information System (GIS) databases for 152 towns/cities in the country in two scales *i.e.* 1:10000 and 1:2000. The Committee note that the major objectives of the scheme are to develop spatial database for various levels of urban planning, use of modern data, sources, develop standards and urban indices and capacity building. The NUIS has been stated to be particularly useful in detecting leakages in underground pipes and sewerage lines by generating utility maps. Thus, once completed, the outcomes of the scheme can be very beneficial for urban service providers as well as for the city dwellers, since maintenance/repair of service lines through digital utility maps will cause minimum damage to surface roads and result in minimum inconvenience to the citizens.

As per the Outcome Budget of the Ministry, the Scheme was to cover 137 cities/towns in Phase-I at a cost of Rs. 66.28 Crore to be shared by Centre and States in the ratio of 75:25. The Committee were informed that first installment of the scheme was released for 29 states and the release of the second installment of the scheme was pending for 13 States for not submitting the utilization certificates by them. The Committee learnt from the Outcome Budget that as per the MOA signed in March, 2006 between the Ministry and Survey of India *i.e.*, the implementing agency for generation of digital maps, the job of 137 cities/towns was initially supposed to be completed within 15 months *i.e.*, June, 2007. However, the Committee were later informed that the job would be completed within 18 months from the date of receipt of aerial photos and images, which, as on date, is done only for 79 cities and towns. From the foregoing, the Committee conclude that the Scheme seems

to be not progressing as per the desired pace due to apathy on the part of State Governments to either submit UCs or to release their 25% share, so much so, that one State *i.e.* Tamil Nadu has to be ultimately dropped from the scheme as it did not take any initiative to release its share of funds till March, 2009. The Committee are pained to note that innovative schemes like NUIS have to suffer setbacks and time and cost overruns. They recommend that special workshops should be held by the Ministry in order to achieve better understanding of the potential benefits of the scheme among the States and convince them to submit the pending UCs and release their share of funds promptly. The Committee also desire that matter may be pursued with the Survey of India also so that acquiring digital aerial images of all 137 towns under phase-I of the NUIS scheme could be completed at the earliest."

1.8 The Government in their Action Taken Reply have stated as follows:—

"Ministry of Urban Development has asked Town and Country Planning Organization, a subordinate office of this Ministry, *vide* its letter dated 03.02.2010 to prepare a detailed programme as well as agenda for special workshops in order to achieve better understanding of the potential benefits of the scheme among the States and convince them to submit the pending UCs and release their share of funds promptly. However, in the meantime, a letter has been written on 03.02.2010 to all concerned State Governments for furnishing the pending Utilization Certificates so that the further installment of Central Funds could be released to them immediately.

In order to acquire digital aerial images of all 137 towns under phase – I of the NUIS scheme, Ministry of Urban Development has requested Ministry of Science and Technology, *vide* letter dated 19.02.2010, to give necessary direction to Survey of India to speed up the implementation of NUIS Scheme on priority basis."

1.9 The Committee are not satisfied with the reply of the Government as it fails to address the concerns expressed by them at the slow progress of the scheme resulting in time and cost overruns. The reply mainly states that the Ministry of Urban Development has asked Town and Country Planning Organization, a subordinate office of this Ministry to prepare a detailed programme as well as agenda

for special workshops in order to achieve better understanding of the potential benefits of the scheme among the States and convince them to submit the pending UCs and release their share of funds promptly. The Committee would like to be apprised of the action taken by the Town and Country Planning Organization in this regard. The Committee would also like the Ministry to play its effective role by asking the States to furnish the pending UCs so that further installment of central funds could be released to them immediately. The Committee also desire that the Ministry should hold meeting with the representatives of the Ministry of Science and Technology and Survey of India to speed up the implementation of NUIS scheme and a timeframe be fixed for earliest completion of the same.

C. National Capital Region Planning Board—Non-preparation of Sub-Component Plan by the States

(Recommendation Serial No. 11)

1.10 The Committee had recommended as below:—

“The Committee observe that the key rationale for constituting a National Capital Region Planning Board in 1985 was to develop the National Capital and its surrounding areas as a region of global excellence, with Delhi centeric emphasis, to disperse/reduce pressure on the National Capital’s infrastructure. The Committee find that from the information furnished by the Ministry that the concept of NCR Delhi has not succeeded it seems. They have dealt specifically with problems concerning NCRPB and made recommendations on the same in their earlier Thirty Fifth Report of 14th Lok Sabha. The Committee now are very concerned to note that although the Regional Plan 2021 recommends preparation of a Sub-Component Plan for the projects to be implemented in the NCR by the concerned State Governments and Central Ministries, yet no such Sub-Component plan has been made by the State Governments and the Central Ministries till date. This has caused a severe handicap to the Board as according to the Ministry, without a Sub-Component Plan, it is not possible for them to know whether a project falls under NCR or outside it. Moreover, the Committee have been informed by the Ministry that the progress of expenditure by the participating States and Central Ministries is also not known. The Committee are appalled at the current State of affairs in NCRPB

and, therefore, strongly recommend that the Ministry of Urban Development should strive for holding frequent meetings of the Board with proper agenda to find a plausible solutions for early formulation of Sub-Component Plan on urgent basis by all States/ Central Ministries. They feel that the NCR concept has several stakeholders and coordination among them is most crucial to avoid and restrict haphazard development of the area, otherwise it may prove to be counter productive to the NCR concept. They, therefore, recommend the Ministry to come up with a possible solution to the current deadlock through constant deliberations with all the stakeholders and evolve a consensus on various contradictive issues for the proper development of NCR.”

1.11 The Government in their Action Taken Reply have stated as follows:—

“The NCRPB has informed that the issue of preparation of Sub-Component Plan for the projects to be implemented in the NCR by the concerned State Governments and Central Ministries, had been raised earlier by the Chairman, NCR Planning Board in the 15th Board Meeting held on 14.9.1992, 18th Board Meeting held on 11.1.1995 and 19th Board Meeting held on 17.11.1995. Extracts of the same are at **Annexure-I**. Further, the matter of preparation of Sub-Component Plan was placed before the 31st meeting of the Board held on 11.11.2009 as a specific agenda item wherein it was informed that there is a infrastructure gap in the NCR and this needs to be met through a mechanism of Special Component Plan, to be prepared by the Central Ministries/States, if the Regional Plan-2021 development targets are to be achieved in a time-bound manner. After discussions, it was decided that Board’s Planning Committee may finalise the concept and approach and the matter be taken up with the Central Ministries and State Governments. NCR Planning Board is taking further action in this regard.

A proposal to provide Special Component Plan in various Central Infrastructural Ministries for the development of NCR Region is being processed in consultation with stakeholders.”

1.12 The Committee fail to understand the reasons for in-ordinate delay in finalizing the concept and approach by the Board’s Planning Committee which is to be taken up with Central Ministries and State

Governments and still the proposal is being processed in consultation with the stakeholders. The Committee would like to emphasize that since it has already been badly delayed, there should be no further loss of time in this regard. The Committee, therefore, desire that Central Infrastructure Ministries and State Governments should provide utmost importance in finalizing the plan at the earliest.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

(Recommendation Serial No. 1)

Urban Development needs priority by Government Planners

The Committee observe that total urban spending in India, as a share of Gross Domestic Product (GDP) from the figures made available to them, has remained miniscule and stagnant for the past 10 years, ranging from 0.1 percent to just about 0.2 percent of GDP. Cities are supposed to be the engines driving India's economic growth. Although the Government has recognized the importance of urban renewal by launching JNNURM, yet withholding the required priority in appropriately funding the overall development of all cities becoming poorly managed, which continue to lag both on reforms and investment. The Committee are pained to find that during the last ten years' period, the percentage of the Central Budget being allocated by the Government to the Ministry of Urban Development each year has also hovered just between 0.5% to 0.6%. They feel that chronic problems faced by most of our cities like crumbling infrastructure, deficient governance and poverty are pulling back their vast potential and the solution lies in increasing the overall share of urban spending from the GDP and granting them the requisite priority.

Reply of the Government

Gross Domestic Product is the total market value of all final goods and services produced in a country in a given year, which is by definition equal to total consumption, investment and Government spending plus the value of exports, minus the value of imports. The annual budget for an activity depicts targeted Government spending for the activity. However, the inter-se sectoral allocation of Government spending, which is one of the constituents of the GDP, gets ultimately decided by the Government of the day in its collective responsibility. The marginal increase in urban development/infrastructure spending in total share of

GDP over the last decade reflects this collective decision. Ministry of Urban Development is grateful to the Parliamentary Standing Committee for recommending higher priority for Urban Sector.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

(Recommendation Serial No. 2)

Need for better budgetary exercise

The Committee note from the Ministry's submission that the Budgetary allocation of Rs. 5480.87 Crore (Gross) for the Financial Year 2009-2010 would be sufficient for the scheme/programmes run by the Ministry of Urban Development, except the DMRC and GPOA/GPRA, for which obtaining of Supplementary Grants is nearly certain. The Committee also note the budgetary documents made available to them that three Supplementary Grants were obtained in the Financial Year 2008-2009 by the Ministry. In the opinion of the Committee, this trend shows a weak Budgetary exercise where there are frequent adjustments made to get funds for plan schemes in a single Financial Year itself. In such cases, the Annual Budget loses its authoritative status as the comprehensive financial plan of the Government and Budgeting turns into just an academic exercise. Having said so, the Committee are aware of the impact of the global financial meltdown and consequent economic crisis on the Indian Economy in the last two years, as explained in the Economic Survey (2008-2009) document, which may have affected the revenue and expenditure plans of the Government. As the worst phase seems to be getting over, the Committee hope that the Demand for Grants of the Ministry would bear more resistance to the Budgetary reality from next Financial Year onwards, which is crucial to ensure better outcomes.

Reply of the Government

The observations of the Committee regarding need for better budgetary exercise have been noted for compliance. As regards budgetary reality, the Ministry had proposed a substantial requirement of Rs. 8730.28 crore to the Planning Commission against which the Planning Commission allocated funds to the tune of Rs. 3060.00 crore to the Ministry. The issue for suitable enhancement in the Gross Budgetary Support was taken up by Secretary (UD) with Planning Commission who informed us that the Finance Ministry and Planning Commission would together make an

effort to accommodate genuine requirements for additional funds at the stage of Supplementary grants.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

(Recommendation Serial No. 3)

Surrender of funds

The Committee note from the budgetary documents submitted by the Ministry that in all Demands of the Ministry *i.e.* Demand Nos. 100, 101 and 102, there has been a constant trend during last ten years to surrender funds which they could not utilize. They further observe that majority of such funds have been surrendered by the Ministry mainly due to non-receipt of administrative approvals and financial sanctions from the client departments as well as non-filing of vacant posts. The committee are of the view that this tendency can be controlled, if not prevented by ensuring better financial discipline and tightening of official machinery. In this context, the Committee note that the National Mission Mode Project for e-governance has been initiated to improve operational efficiencies in delivery of urban services which includes building Plan approvals, better accounting systems etc. They hope that with such reforms, the tendency for underutilization and consequent surrender of funds could be curbed to a significant extent. The Committee feels that every rupee of investment in Urban Sector is productive and thus must be utilized prudently and optimally. Therefore they recommend that extra efforts should be made at all levels to speed up appraisals, approvals and sanctions so that the funds available to the Ministry are utilized fully in the best possible manner.

As regards, non-filing of vacant posts in various offices and bodies under the control of the Ministry, the Committee are particularly concerned about the non-filing of the post of Manager, Forms Store, Kolkata, among others against direct recruitment quota in various printing/stationary offices. The committee recommends that the posts must be filled at the earliest so that time and cost overruns could be suitably supervised in such offices.

Reply of the Government

The observation of the Committee has been noted for compliance and care will be taken so that the funds available are utilized fully in the best possible manner.

In so far as CPWD is concerned, apart from the above, one of the reasons for surrendering the unutilized funds is slow progress of ongoing works due to natural calamities such as intense heat conditions, floods and snowfall etc. in several parts of the country. However, this has been controlled to the extent possible during the financial year 2008-09. Funds to the tune of Rs. 2.92 crore only under Demand No. 100 and Rs. 69.45 crore (including Rs. 8.41 crore technical surrender against supplementary grant) under Demand No.101 have been surrendered by CPWD during financial year 2008-09 which was due to the ceiling on non-plan expenditure imposed by the Ministry of Finance. The DG(W), CPWD and other senior officers of the Directorate are monitoring the expenditure *vis-à-vis* budget allotment on monthly/quarterly basis and zonal officers are also being advised to utilize the allotted funds by keeping a consistent flow of expenditure during the year.

As regards Directorate of Printing, the observations of Standing Committee regarding non-filling of vacant posts in various offices and surrender of funds have been noted for compliance. Further, the following remedial measures have been taken:—

- (a) All Government of India Presses/Units have been instructed to project the requirement of funds on realistic basis;
- (b) Monthly monitoring of expenditure is being undertaken to ensure proper and optimum utilization of funds;
- (c) Prompt action is taken to fill up live vacancies.

An officer has been posted as full time Manager at Government of India Forms Store (GISO), Kolkata.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

(Recommendation Serial No. 4)

JNNURM – the role of State Governments/City ULBs

The Committee are aware of the fact that in a country like India, which has a federal system of Government, it is rather difficult to impose reforms on all States in matter concerning urban infrastructure as it largely concerns issues contained in the State list of the Constitution. Therefore, they feel that the onus is on the

State Governments as well as the Cities, Urban local bodies to initiate, innovate, learn from peers, explore and continuously strive to improve their lot, particularly in crucial sectors like Water Supply, Sanitation, Solid Waste Management and Transport. The Centrally-sponsored Jawaharlal Nehru Urban Renewal Mission (JNNURM), a 7 year Mission Mode Project, with a revised allocation of Rs. 31,500/- Crore for its sub-Mission on Urban Infrastructure, seeks to provide an opportunities to State Governments to solve the funds requirements of their 65 large cities for upgrading their infrastructure on the condition that large scale reforms in their governance are carried out as per the guidelines/toolkits/guidance provided by the Union Ministry of Urban Development. However, the Committee note with concern that so far very few Mission Cities have adopted a reform agenda. Besides, as the Mission funds are demand-driven, which means that cities are responsible for preparing proper draft Project Proposals to demand funds, the Committee feel that cities must ensure to follow Mission guidelines/toolkits and prepare fund-worthy proposals. They hope that the reform requirements as well as other conditions for availing funds under the JNNURM would be met by all concerned cities at the earliest, since four years of the Mission period have already passed and just three years time is left to accomplish the targets of this flagship programme.

Reply of the Government

JNNURM has been launched on 3rd December, 2005 for a period of 7 years *i.e.* up to 2011-12 and is reforms driven, fast track, planned development of identified cities (65 Cities) with focus on efficiency in urban infrastructure/services delivery mechanism, community participation and accountability of Urban Local Bodies (ULBs)/Parastatals towards citizens. The original indicative allocation for the Mission period is Rs. 25500 crore for the Urban Infrastructure and Governance (UIG) of JNNURM which has subsequently been enhanced to Rs. 31500 crores by the Government. So far, an amount of Rs. 27040.32 crore of ACA has already been committed.

The Mission has also taken capacity building measures supporting Programme Management Units (PMUs) at the State level and Project Implementation Units (PIUs) at the ULB level and Independent Reviewing and Monitoring Authority (IRMA) at the State level to assist the State Governments and ULBs in implementation of projects and reforms.

An advisory has been issued to State to ensure to follow Mission Guidelines/Toolkits and preparation of fund-worthy proposals and meet the required reforms and other conditions for availing funds under JNNURM.

The Mission has undertaken an initiative to develop primers highlighting the steps for implementation and outcomes for the reforms mandated under JNNURM, so as to build a common understanding of reform objectives, to enable effective implementation at the city level. Seven Reform Primers for Mandatory reforms have been circulated to cities. Ten primers on Optional reforms have been disseminated to Cities and States. It is envisaged that the Primers would enable the local authorities to have a clearer understanding of the reforms as well as assist in finalization of the Road Map for reform implementation. Ministry has also initiated handholding of the State Government and ULBs in implementation of reform.

Monitoring of the projects for timely completion and for achieving the reforms committed as per the MOA is being done by the Central Sanctioning and Monitoring Committee regularly during its meeting for the consideration of the projects for approval for funding under JNNURM. The representatives of the State/SLNAs are impressed upon for meeting the time-line for completion of the project as well as achieving the target of reforms as per commitment made in the MoA. In addition periodic Regional Review Meetings are held wherein the progress made by the concerned States are reviewed. Besides, progress of projects as well as reforms is also monitored through the Quarterly Progress Report (QPR) submitted by the States. The progress of implementation of projects and reforms was also reviewed by the Urban Development Minister (UDM) and Secretary (UD) in the Annual meeting with the Secretaries/Principal Secretaries (Urban Development) of the States on 19.08.2009.

Ministry has also initiated the exercise for further handholding of State Governments and Urban Local Bodies (ULBs) in implementation of reforms for reforms so as to assist the states and cities in reform implementation as per the time lines committed. Ministry has issued an EOI based on which various firms have been shortlisted for providing handholding support to the States. The Handholding Agency will be appointed by State, so as to assist the State/ULBs in implementation of reforms as per their requirements.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

(Recommendation Serial No. 6)

Under Utilization of Mission Funds by few States

The committee are concerned to note that the States/Union Territory of Delhi, Punjab, West Bengal, and Chandigarh still have unspent balance in their account to be utilized, despite the efforts of the Ministry of expedite appraisal/approval of DPRs and obtain UCs, wherever applicable on priority. The committee is particularly perturbed over the performance of the National Capital Territory of Delhi, which is lagging way behind over metros like Mumbai, Chennai and Kolkata. In executing reforms required to revamp its infrastructure and urban governance. The Committee opine that these cities and the concerned State Governments must realize the urgent need to utilize the available opportunity and address their urban infrastructure challenges through JNNURM as early as possible which not only would improve their urban scenario but would also check growing antipathy of citizens towards city planners for failing to ensure a better quality of life for them.

Reply of the Government

States have now expedited submission of DPRs to avail funds under JNNURM. So far out of total allocation of Rs. 31500 crores under UIG of JNNURM, an amount of Rs. 27040.32 crore has already been committed. In the month of December, 2009, 24 projects pertaining to GNCTD has been approved by the Government. Out of allocation of Rs. 2823.18 crore, ACA committed for GNCTD is Rs. 2043.77 crores. Further, a project involving ACA of around of Rs. 475.20 crores for Delhi has been considered by Expenditure Finance Committee (EFC). The Government of West Bengal vide their letter dated 22.10.2009 intimated that State Level Committee had identified 27 projects involving Additional Central Assistance (ACA) of Rs. 1340.00 crore – the balance ACA available in the State and the DPRs are under preparation. The Government of Punjab during the meeting taken by Secretary (UD) on 03.02.2010 was informed to expedite submission of DPRs in conformity with the Guidelines of JNNURM so that the projects get requisite approval and are implemented within the mission period. For the city of Chandigarh a project on Augmentation of Water Supply Scheme, Phase-V has been approved by the CSMC on 20.11.2009 at an approved cost of Rs. 134.21 crore with ACA admissibility of Rs. 107.38 crore.

Further to exhort the States to avail the balance allocation of fund available with them, review meetings are held from time to time with

the States/Cities. These are also followed by monthly D.O. letters by Secretary (UD) to the respective Chief Secretaries. Also Annual Review meetings with the respective Principal Secretaries/Secretary (UD) of the State Government are held wherein the States are called upon to come up with DPRs and avail the benefits.

Hence, it is likely that the States having unspent balances would be able to utilize their fund appropriately.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

(Recommendation Serial No. 7)

UIDSSMT-Unsatisfactory Progress

The UIDSSMT, a scheme meant for those small and medium cities which are not covered under JNNURM, has not registered a satisfactory progress so far, despite the four years that have passed since its inception in December, 2005. During the examination of the scheme, the Committee were sad to observe that the allocation of Rs. 3082.82 crore for the current Financial Year is not meant for any fresh projects as the requisite mandate for it could not be obtained by the Ministry. It has been informed that at present, 752 projects in 635 small and medium towns have been sanctioned under the scheme. However, the Committee are perturbed over the fact that the progress of the projects is not satisfactory at all owing to failure of State Governments to either undertake required reform as per the timelines or non-release of matching State shares and non-submission of Utilization Certificates by them in respect of 222 projects, as well as land acquisition problems. The Committee are aware of the acute infrastructure problems water shortage, absence of garbage disposal mechanism and the same in number of small and medium towns in Uttar Pradesh, Bihar, Maharashtra, Madhya Pradesh, Tamil Nadu, A.P. and Karnataka, where these projects need to be taken up so that required infrastructure is developed. However, taking up any new projects is not possible till the entire ACA of Rs. 5858.33 crore, released so far, is shown as utilized by the receiving States. The committee, therefore, desire that the State Governments need to be remained consistently that they must furnish their pending UCs on time and undertake reforms so as to make their cities eligible UIDSSMT funds, in the absence of which the Committee fear that the UIDSSMT scheme may not get further funding by the concerned authorities. Therefore, there is hardly any option left for many other small and medium towns to improve

the quality of life for their city-dwellers through implementing these schemes on priority basis.

Reply of the Government

The requirement of funds during 2009-10 under UIDSSMT was projected taking into account the requirement. The requirement for 1st installment for sanctioning fresh projects in uncovered district was projected in anticipation of additional allocation to be provided by the Planning Commission relying on their formulation for sanctioning at least one project in each uncovered district of the country vide their O.M. dated 24.12.08. The decision of Planning Commission in this regard is still awaited. In the absence of a specific decision on the mandate for sanctioning projects in uncovered districts beyond State-wise allocation for 7-years initially provided by the Planning Commission, the funds earmarked for the fresh projects during 2009-10 are likely to lapse.

Rs. 10340.47 crore out of the revised allocation under UIDSSMT *i.e.* Rs. 11400.00 crore has already been committed for 753 projects in 636 towns of 27 States and 3 UTs, which is 90% of the total allocation. Of this amount, Rs. 5862.08 crore has already been released to the States. The balance committed allocation will be released to the States after utilization of 70% of the earlier released amount and completion of reforms as per committed timelines.

As regards submission of utilization certificates of the earlier released amounts and accomplishment of all the committed reforms, the States are being reminded consistently at various levels in the Ministry. The issue of non-submission of utilization certificates and progress on reforms is being regularly reviewed and monitored in the periodical review meetings undertaken at the level of Secretary (Urban Development) with the State Governments. The review at the highest level was undertaken in the annual conference of JNNURM on 03.12.09.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

(Recommendation Serial No. 9)

Delhi Metro Rail Corporation (DMRC)

The Committee note that DMRC is an ambitious project under the Ministry of Urban Development, which has got liberal funding under

Demand No. 100 so far, the Committee further note that the Ministry seem to be satisfied with the performance of DMRC in completing their work schedules in time. While there is no denying the fact that Delhi Metro has provided a better choice for public transport to the city-dwellers, they feel that large chunk of the city population is yet to be benefited by the same due to the limited reach of metro to certain specified areas only. Therefore, the Committee recommend that in the next phase III of the Delhi MRTS project, measures need to be taken to ensure that the benefits of Metro could be uniformly spread in all areas of the city, particularly those areas where very limited or nil alternate transport options are available. They further feel that a dedicated metro corridor for the inner and outer ring roads may be explored. Besides, there is a need to address the inadequacy of metro feeder buses too to cater the need of the people of adjoining areas away from metro stations.

With regard to property development by the DMRC in the existing parking spaces near various Metro Stations, the Committee note from the Ministry's submission that this needs to be done to generate resources by DMRC for repaying its loan. However, the Committee feel that caution needs to be observed to ensure a fair share to the public good too, since conversion of all parking space into commercial properties would not help a metro-users, who can very comfortably park their vehicle and ride the metro. The Committee are also extremely concerned about recent Metro mishaps. In the wake of several accidents in Metro lines, the Committee desire that utmost care would be taken to carry out regular safety audits in all metro-related works and ensure penal action for the persons/companies found responsible for those mishaps.

Reply of the Government

- (i) Delhi Metro Rail Corporation (DMRC) Ltd. has undertaken preparation of Detailed Project Report (DPR) for Delhi MRTS Phase-III—Various corridors/routes are being proposed to be included under MRTS Phase-III network on the basis of Traffic and Transportation studies being conducted by Central Road Research Institute (CRRI), the Government Agency. Further, it will be the endeavour of DMRC to propose the corridors keeping in view that the benefits of 3rd phase are extended to all parts of the city.

- (ii) A good portion of Ring Road is being planned to be covered with Metro network within Phase-III itself and the remaining shall be proposed in future phases.
- (iii) Feeder Bus Service—DMRC has informed that with the starting of Metro Rail services on 25th December, 2002, Delhi Transport Corporation (DTC) was requested to start feeder services from nearby areas/colonies to Metro Stations. In response to this request, DTC rerouted some of their services, but later on they discontinued the same on the ground of operational constraints. Thereafter, with the approval of State Transport Authority (STA), DMRC started a new Scheme of “Metro Link Services” by deploying approximately 450 Rural Transport Vehicles (RTV) on the 28 routes approved by STA. The Scheme was limited to areas in East Delhi and outer Ring Road. Due to limited scope of this Scheme and the poor quality of services provided by RTV Operators, the scheme was changed. After deliberation with Chief Secretary, Government of National Capital Territory of Delhi (GNCTD) and STA, a new Scheme was devised by which DMRC was asked to operate 419 buses on the routes approved by STA to provide better connectivity to Metro Stations and thus augment transport facilities on Feeder Routes to Metro Stations. Under the Scheme, the buses were handed over to private operators on OPERATE and TRANSFER basis.

Initially, DMRC had surveyed 36 routes in consultation with M/s. AC Neilson. Acting on the demands of local MLAs, RWAs (Resident Welfare Associations), etc. number of routes have now increased to 67 at present. DMRC started the feeder services on 5th November, 2007 from Shastri Park station. DMRC decided to induct 120 buses initially. These 120 buses are being operated by private operators on 15 routes.

DMRC is continuously receiving demands to start feeder services from various areas where regular DTC/Blue Line services are not available. Thus, to provide safe and seamless transport to the commuters, DMRC has decided to induct 300 AC buses in its fleet for which purchase order has been placed by DMRC in July, 2009. DMRC is

likely to receive these buses in lots from March/April, 2010, which will be operated on the priority routes as per demands of various forums including Commonwealth Games routes.

Considering the huge demand from various areas of Delhi and NCR, DMRC has also requested DTC for introduction of new services or reroute the existing one from upcoming new Metro stations to near by areas.

- (iv) Property development has been planned/carried out by DMRC on MRTS station lots wherever some land was left over and floor space available within permissible Floor Area Ratio (FAR), after meeting the needs of the operational structures of the metro station. This was done for raising funds for the Metro as per Cabinet directives.

However, while doing so, it has been ensured that provision for parking of commuters cars to the extent of 400 equivalent car space (ECS) (or more as per actual need) was done at every station, before providing for parking required for the commercial developments planned at the stations. The commercial developers were also directed to ensure that adequate parking for the commercial development according to MPD (Master Plan Development) norms, in addition to commuter parking, was available within their planned development. This has been done at all stations where commercial development has been taken up on metro station plots, such as Shahdara, Welcome, Seelampur, Inderlok, Netaji Subhash Place, etc.

In addition to the above, in order to provide additional parking to help commuters, Multi Level Parking (MLP) lots have been planned and are being set up at the following stations:—

1. Rohini (W), Shabdara — (Rithala line)
2. New Delhi Railway station — (Airport Express line)

Plans have also been prepared and tenders invited for MLP lots on BOT (Build Operator Tender) basis in accordance

with the provisions of the Delhi Master Plan at the following 5 stations:—

1. Uttam Nagar (E)
2. Janak Puri (W)
3. Pitampura
4. Kanyhaiya Nagar
5. Kohat Enclave

Attempt is being made to increase significantly the parking space available to commuters, over and above what is available already at these stations, by adopting mechanized/semi mechanized parking arrangements. It is proposed to try to provide in future such parking lots at other Metro stations also wherever feasible, including Rajouri Garden and Nehru Place.

- (v) DMRC has been carrying out regular Safety Audit of all Metro related work and has taken stern action against the persons/companies found responsible in the accidents. The measures and action taken are as follows:—
- (a) DMRC launched a special drive to check all the cantilever piers so far constructed and their design reviewed by M/s Shirish Patel and Associates, a well known Design Consultant. Based on their advice, necessary action has been taken to ensure that all the cantilever piers are safe.
 - (b) DMRC has also decided to get all the designs checked in future by the General Consultants or an outside Consultancy. The Design Wing of DMRC has also been substantially strengthened.
 - (c) The Safety and Quality Wing of General Consultant have also been reinforced.
 - (d) DMRC has revitalized the Tool Box Safety Drill to all workers as mandatory before commencement of the shift.
 - (e) DMRC has imparted a crash course for three days in Safety Rules and Regulations to every worker involved at the construction site.

- (f) All cranes deployed at site are inspected and certified by Third Party Expert Agency.
- (g) All heavy work involving more than one crane is to be supervised by crane operation experts.
- (h) All launching operations to be done under the supervision of DMRC officials.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)

Dated 15 March, 2010]

CHAPTER III

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

(Recommendation Serial No. 10)

Commonwealth Games – timely completion of venues

The Commonwealth Games 2010, due to be held in Delhi in October, 2010, are prestigious Games even showcasing our capabilities before a bigger internal community. In this connection, the Committee note that CPWD and DDA have been assigned the task of constructing and preparing quite a few venue, apart from the Games village. They have been informed that a sum of Rs. 1034 crore was proposed by the Ministry for the Games in 11th Plan period, however a sum of Rs. 325 crores only was actually allocated. The Ministry again revised the figure as Rs. 330 crore, while responding to a query by the Committee. The Committee find it quite confusing and desire that the Ministry should clarify about the actual amount allotted to them for the Games in the current financial year. The Committee have been informed further that proposal for allotted of Rs. 1034.82 crore was to be moved by the Ministry before CCEA for completion of Games projects. They would like to apprise of the outcome of the same.

As regards preparation of Games venues on the targets, the Committee are aware of slippages in certain project milestones, a fact supported by even the Comptroller and Auditor General of India. However, they note from the submission made by the Ministry that the Government is confident on completing the projects as per schedule. Though the Committee have serious doubts about the completion of projects in time, nonetheless, they hope that the Government would strive hard to prepare venues as per international standards, without undue cost overruns, well in time for smooth conduct of the Commonwealth Games.

Reply of Government

The EFC memo amounting to Rs. 1034.82 crore for the Commonwealth Games projects entrusted to DDA has been discussed in

EFC meeting held on 1.9.2009. The proposal was recommended with 20% reduction in overall estimate of Rs. 1034.82 crore. The recommended cost of DDA's projects was Rs. 827.85 crore. This amount has also been approved in Cabinet Committee on Infrastructure. DDA has informed that shortage of fund, if any; the same will be met by DDA through its own resources.

The details of amount released so far by MoUD are as under:—

(Rs. in crores)

Year	Amount
2007-08	76.70
2008-09	125.00
2009-10	450.55
Total	652.25

Ministry of Home Affairs has informed that the Cabinet had approved an amount of Rs. 3,05,67,96,722 as appraised by EFC for payment to Electronic Corporation of India Limited (ECIL) for installation of security systems in the various venues being developed for Commonwealth Games-2010. Out of this, an amount of Rs. 73,40,65,020 is to be paid by Ministry of Urban Development to ECIL through DDA for the venues being developed by DDA. An amount of Rs. 72.20 crore has been released to DDA for payment to ECIL.

Work relating to the projects entrusted to DDA is progressing as per Schedule, and is being closely monitored at various levels in the Government. All the projects are expected to be completed on time.

As regards CPWD the actual amount allotted during 2009-10 for Up-gradation and renovation of various stadiums is Rs. 1132.30 crores (upto January 2010).

For timely completion of venues, recovery plans have been worked out wherever required like increasing labour, working hours extension, deployment of additional machineries, close monitoring of procurement of critical items.

The progress of work of all the venues has been regularly monitored by the higher officers of the department and the same is also being reviewed by Committee of Secretaries on Weekly basis. As a result, MDC National Stadium has been completed (including one Field of Play) and

inaugurated on 24.01.2010 by Shri M.S. Gill, Hon'ble Union Minister for Youth Affairs and Sports; Dr. Karni Singh Shooting Ranges was also inaugurated and dedicated to the nation on 31.01.2010. Other venue will also be completed in time.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

CHAPTER IV

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

(Recommendation Serial No. 5)

JNNURM—Completion of sanctioned projects

As JNNURM seeks to fast-track the urban renewal process in 65 identified cities. The Committee are happy to note certain positive developments this Financial Year, which includes allocation of Rs. 5963.13 crore for its UIG component, proposal to include 28 more cities in the list of 65 Mission Cities, as well as the finalization of its mid-term appraisal process. They further note from the deposition made by the Secretary, Ministry of Urban Development that so far around 473 projects costing Rs. 51,127 Crore have been approved under the JNNURM in the areas of Water Supply, Sewerage, Drainage, Solid Waste Management etc. though the number of projects completed so far, is just 43.

In this connection, the Committee were informed during deliberations with the Ministry's representation that States need to show more enthusiasm towards implementing the approved Mission projects. The Committee have also been informed about certain genuine reasons for delays on the part of the State Governments particularly, in the field of their share of funds and land acquisition and the issues concerning capacity of the ULBs to implement projects. Still, the Committee feel that the pace, with which the projects are being implemented, needs to be accelerated further otherwise the seven-year period will be grossly insufficient for urban renewal of the 65 cities. The Committee also feel that the cities of Goa and Jamshedpur should have been brought on board by now, which unfortunately, has not materialized despite efforts by the Ministry. In such a scenario, the Committee opine that though inclusion of 28 cities more in JNNURM is a welcome step, yet, perhaps, there would be a need for a Mission-II to bring the desired

results in all these 65 cities first. In this connection, the Committee are aware of certain bottlenecks in ensuring proper funding also for bringing more cities into the existing JNNURM programme. They would like the Ministry to clarify the position. The Committee are also aware that the stimulus packages provided to the Ministries during the financial year may be withdrawn from next year onwards, which may pose funding difficulties for these Mission cities. The Committee therefore, recommend that the Ministry must continue in their efforts to encourage Mission cities to complete all sanctioned projects well in scheduled time and enhance the capacities of their ULBs/ stakeholders, as well as to pursue with the appropriate authority to provide funds for the cities, which no longer have funds left for their ready projects as their committed share is exhausted, so that their efforts for urban renewal bear fruit.

Reply of the Government

So far, 515 projects have been approved for Rs. 58038.18 crores with an ACA commitment of Rs. 27040.32 crores and 48 projects have been reported to be physically complete.

The projects are implemented by the Urban Local Bodies (ULBs)/ Parastatals. Process of completion of projects continues to be slow which is a matter of concern. Monthly D.O. letters sent to Chief Secretaries drawing their attention to implementation issues, frequent meetings taken with Pr. Secretaries/Secretaries in-charge of Urban Development and personal contacts with Chief Secretaries/Principal Secretary in-charge of Urban Development and also Chief Ministers/Ministers in-charge are held.

The MoA with Jamshedpur has now been signed. The State of Goa and Jharkhand have been requested to expedite furnishing of DPRs for the city of Panaji and Jamshedpur to bring them on board.

There has been constant demand for inclusion of more cities under UIG of JNNURM. The Hon'ble Urban Development Minister in his 100 Days action plan also proposed for inclusion of 28 more cities having population 5 lakhs and above under UIG of JNNURM which is under consideration of Government.

As noted above, 515 projects have been approved by CSMC and Rs. 27040.32 crore committed as ACA. The funds already committed for the project approved by the Central Sanctioning and Monitoring Committee (CSMC) would be made available to the cities on their request for release of 2nd or subsequent installments of Additional Central Assistance (ACA) for the projects subject to submission of utilization certificate of earlier releases and fulfilling of other requirements. The States/Cities are also coming up with the request for release of 2nd or subsequent installments of ACA for the projects.

As far as additional allocation for cities which have already exhausted their 7 years allocation is concerned, it may be noted that Government has not sought additional allocation for them. However, Government is obtaining assistance from World Bank which may be availed of by cities as per guidelines of assistance which are under formulation.

An advisory has been to the States to make efforts to complete all sanctioned projects well in scheduled time.

[Ministry of Urban Development O.M. No. H-11013/10/2009-Bt. (UD)
Dated 15 March, 2010]

Comments of Committee

(Please see Paragraph No. 1.6 of Chapter-I of the Report)

(Recommendation Serial No. 8)

Slow Progress in the implementation of National Urban Information System (NUIS)

The Committee note that National Urban Information System ((NUIS) was launched to develop Geographic Information System (GIS) databases for 152 towns/cities in the country in two scales *i.e.* 1:10000 and 1:2000. The Committee note that the major objectives of the scheme are to develop spatial database for various levels of urban planning, use of modern data, sources, develop standards and urban indices and capacity building. The NUIS has been stated to be particularly useful in detecting

leakages in underground pipes and sewerage lines by generating utility maps. Thus, once completed, the outcomes of the scheme can be very beneficial for urban service providers as well as for the city dwellers, since maintenance/repair of service lines through digital utility maps will cause minimum damage to surface roads and result in minimum inconvenience to the citizens.

As per the Outcome Budget of the Ministry, the Scheme was to cover 137 cities/towns in Phase-I at a cost of Rs. 66.28 Crore to be shared by Centre and States in the ratio of 75:25. The Committee were informed that first instalment of the scheme was released for 29 states and the release of the second instalment of the scheme was pending for 13 States for not submitting the utilization certificates by them. The Committee learnt from the Outcome Budget that as per the MoA signed in March, 2006 between the Ministry and Survey of India *i.e.*, the implementing agency for generation of digital maps, the job of 137 cities/towns was initially supposed to be completed within 15 months *i.e.*, June, 2007. However, the Committee were later informed that the job would be completed within 18 months from the date of receipt of aerial photos and images, which, as on date, is done only for 79 cities and towns. From the foregoing, the Committee conclude that the Scheme seems to be not progressing as per the desired pace due to apathy on the part of State Governments to either submit UCs or to release their 25% share, so much so that one State *i.e.* Tamil Nadu has to be ultimately dropped from the scheme as it did not take any initiative to release its share of funds till March, 2009. The Committee are pained to note that innovative schemes like NUIS have to suffer setbacks and time and cost overruns. They recommend that special workshops should be held by the Ministry in order to achieve better understanding of the potential benefits of the scheme among the States and convince them to submit the pending UCs and release their share of funds promptly. The Committee also desire that matter may be pursued with the Survey of India also so that acquiring digital aerial images of all 137 towns under phase-I of the NUIS scheme could be completed at the earliest.

Reply of the Government

Ministry of Urban Development has asked Town and Country Planning Organization, a subordinate office of this Ministry, *vide* its letter

dated 03.02.2010 to prepare a detailed programme as well as agenda for special workshops in order to achieve better understanding of the potential benefits of the scheme among the States and convince them to submit the pending UCs and release their share of funds promptly. However, in the meantime, a letter has been written on 03.02.2010 to all concerned State Governments for furnishing the pending Utilization Certificates so that the further instalment of Central Funds could be released them immediately.

In order to acquire digital aerial images of all 137 towns under phase-I of the NUIS scheme, Ministry of Urban Development has requested Ministry of Science and Technology, *vide* letter dated 19.02.2010, to give necessary direction to Survey of India to speed up the implementation of NUIS Scheme on priority basis.

[Ministry of Urban Development, O.M. No. H-11013/10/2009-Bt. (UD),
Dated 15 March, 2010]

Comments of Committee

(Please *see* Paragraph No. 1.9 of Chapter-I of the Report)

(Recommendation Serial No. 11)

National Capital Region Planning Board—Non-preparation of Sub-Component Plan by the States

The Committee observe that the key rationale for constituting a National Capital Region Planning Board in 1985 was to develop the National Capital and its surrounding areas as a region of global excellence, with Delhi centeric emphasis, to disperse/reduce pressure on the National Capital's infrastructure. The Committee find that from the information furnished by the Ministry that the concept of NCR Delhi has not succeeded it seems. They have dealt specifically with problems concerning NCRPB and made recommendations on the same in their earlier Thirty Fifth Report of 14th Lok Sabha. The Committee now are very concerned to note that although the Regional Plan 2021 recommends preparation of a Sub-Component Plan for the projects to be implemented in the NCR by the concerned State

Governments and Central Ministries, yet no such Sub-Component plan has been made by the State Governments and the Central Ministries till date. This has caused a severe handicap to the Board as according to the Ministry, without a Sub-Component Plan, it is not possible for them to know whether a project falls under NCR or outside it. Moreover, the Committee have been informed by the Ministry that the progress of expenditure by the participating States and Central Ministries is also not known. The Committee are appalled at the current State of affairs in NCRPB and, therefore, strongly recommend that the Ministry of Urban Development should strive for holding frequent meetings of the Board with proper agenda to find a plausible solutions for early formulation of Sub-Component Plan on urgent basis by all States/Central Ministries. They feel that the NCR concept has several stakeholders and coordination among them is most crucial to avoid and restrict haphazard development of the area, otherwise it may prove to be counter productive to the NCR concept. They, therefore, recommend the Ministry to come up with a possible solution to the current deadlock through constant deliberations with all the stakeholders and evolve a consensus on various contradictive issues for the proper development of NCR.

Reply of the Government

The NCRPB has informed that the issue of preparation of Sub-Component Plan for the projects to be implemented in the NCR by the concerned State Governments and Central Ministries, had been raised earlier by the Chairman, NCR Planning Board in the 15th Board Meeting held on 14.9.1992, 18th Board Meeting held on 11.1.1995 and 19th Board Meeting held on 17.11.1995. Extracts of the same are at **Annexure-I**. Further, the matter of preparation of Sub-Component Plan was placed before the 31st meeting of the Board held on 11.11.2009 as a specific agenda item wherein it was informed that there is a infrastructure gap in the NCR and this needs to be met through a mechanism of Special Component Plan, to be prepared by the Central Ministries/States, if the Regional Plan-2021 development targets are to be achieved in a time-bound manner. After discussions, it was decided that Board's Planning Committee may finalise the concept and approach and the matter be taken up with the Central Ministries and State Governments. NCR Planning Board is taking further action in this regard.

A proposal to provide Special Component Plan in various Central Infrastructural Ministries for the development of NCR Region is being processed in consultation with stakeholders.

[Ministry of Urban Development, O.M. No. H-11013/10/2009-Bt. (UD),
Dated 15 March, 2010]

Comments of Committee

(Please *see* Paragraph No. 1.12 of Chapter-I of the Report)

CHAPTER V

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

– NIL –

NEW DELHI;
20 July, 2010
29 Ashadha, 1932 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on Urban Development.

EXTRACTS FROM THE BOARD MEETINGS WITH REGARD TO
SPECIAL/SUB-COMPONENT PLAN

This issue came before the Board a number of times and the extract of such references is given below:—

15th Board Meeting on 14.9.1992

1. “Chairperson Smt. Shiela Kaul said that while substantial provision had already been made by these four Ministries in that direction, no firm commitments were, however, forthcoming in the shape of special sectoral NCR Sub-plans drawn up to cover all the requisite priority schemes comprised in the NCR investment programme in the Central Sector”.

18th Board Meeting on 11.1.1995

2. “..... the Chairperson explained the need for preparing a comprehensive fiscal plan *i.e.* 5 year and Annual Plans to back up the NCR Development Programmes and suggested that before group discussions are held by the Planning Commission for finalizing the fiscal plans of the concerned Central Ministries and the participating Governments, a comprehensive fiscal plan covering all the sub-sectors essential for regional development in the NCR should be drawn up and requested the Planning Commission to set up an expert group to take up the formulation of NCR’s 5 year and Annual Plans”.

19th Board Meeting on 17.11.1995

3. “The then Chairman and Minister for Urban Development, Shri R.K. Dhrwan called upon the Ministries of Surface Transport, Railways and Communications to draw up separate Sub-components plans within their five year plans and

corresponding annual plans 10 provide for adequate funds for NCR projects. He also pointed out that he would be taking up the matter of structuring a comprehensive fiscal plan for the NCR with the Planning Commission reflecting the NCR Sub-Components of Central Ministries as well as the State Plans.”

APPENDIX I

STANDING COMMITTEE ON URBAN DEVELOPMENT (2009-2010)

MINUTES OF THE FOURTEENTH SITTING OF THE COMMITTEE HELD ON TUESDAY, 20 JULY, 2010

The Committee sat from 1100 hrs. to 1300 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Shri Sharad Yadav — *Chairman*

MEMBERS

Lok Sabha

2. Shri Gajanan D. Babar
3. Shri Partap Singh Bajwa
4. Shri Mohinder Singh Kaypee
5. Shri Ramesh Kumar
6. Shri Sakti Mohan Malik
7. Shri Sanjeev Ganesh Naik
8. Shri P.C. Mohan
9. Shri Baijayant 'Jay' Panda
10. Dr. (Prof.) Ramshankar
11. Shri Adagooru H. Vishwanath
12. Shri Kirit Premjibhai Solanki

Rajya Sabha

13. Shri Manohar Joshi
14. Shri Rajeev Shukla
15. Shri Surendra Moti Lal Patel

SECRETARIAT

1. Shri T.K. Mukherjee — *Joint Secretary*
2. Shri K.D. Muley — *Director*
3. Smt. Emma C. Barwa — *Under Secretary*

WITNESSES

1. Shri Navin Kumar — Secretary (UD)
2. Shri B.K. Chugh — DG (CPWD)
3. Shri A.K. Mehta — Joint Secretary (UD)
4. Shri P.K. Srivastava — Joint Secretary (Mission)
5. Smt. Sudha Krishnan — JS & FA
6. Shri K.S. Mehra — Commissioner, MCD
7. Shri Parimal Rai — Chairman, NDMC
8. Shri A.K. Bajaj — Engineer Member, DDA
9. Shri S.K. Singh — Joint Secretary (Housing)
10. Shri R.S. Thakur — Addl. Chief Engineer (NDMC)
11. Shri Anshu Prakash — Addl. Commissioner (Eng.), MCD

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the draft Actions Taken Reports on the Fortieth Report (Fourteenth Lok Sabha) on 'Urban Housing', First Report (Fifteenth Lok Sabha) on 'Demands for Grants (2009-2010)' of Ministry of Urban Development and Second Report (Fifteenth Lok Sabha) on 'Demands for Grants (2009-2010)' of the Ministry of Housing and Urban Poverty Alleviation. The Committee recommended some minor changes and thereafter adopted the draft Reports without any further changes.

3. The Committee then authorized the Chairman to present these Reports to Lok Sabha.

4. *** *** *** *** ***

5. *** *** *** *** ***

6. A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX II

[Vide para 4 of the Introduction]

ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON
THE RECOMMENDATIONS/OBSERVATIONS CONTAINED
IN THE FIRST REPORT OF THE STANDING
COMMITTEE ON URBAN DEVELOPMENT
(FIFTEENTH LOK SABHA)

I.	Total number of recommendations:	11
II.	Recommendations/Observations which have been accepted by the Government:	
	Recommendation Sl. Nos. 1, 2, 3, 4, 6, 7 and 9	(Total 7)
	Percentage to total recommendations	(63.63%)
III.	Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:	
	Recommendation Sl. No. 10	(Total 1)
	Percentage to total recommendations	(9.09%)
IV.	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee:	
	Recommendation Sl. Nos. 5, 8 and 11	(Total 3)
	Percentage to total recommendations	(27.27%)
V.	Recommendations/Observations in respect of which final replies of the Government are still awaited:	-Nil-
	Percentage to total recommendations	(0%)