

14

**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2010-2011)**

FIFTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

**DEMANDS FOR GRANTS
(2011-2012)**

FOURTEENTH REPORT



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

FOURTEENTH REPORT

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URBAN DEVELOPMENT
(2010-2011)

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MINISTRY OF URBAN DEVELOPMENT

DEMANDS FOR GRANTS
(2011-2012)

Presented to Lok Sabha on

Laid in Rajya Sabha on



LOK SABHA SECRETARIAT
NEW DELHI

June, 2011/Asadha, 1933 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2010-2011)

Shri Sharad Yadav — *Chairman*

MEMBERS

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2. Shri J.P. Agarwal
3. Shri Praveen Singh Aron
4. Shri Gajanan D. Babar
5. Shri Partap Singh Bajwa
6. Shri Ambica Banerjee
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14. Shri P.C. Mohan
15. Dr. Sanjeev Ganesh Naik
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17. Shri Baijayant 'Jay' Panda
18. Prof. Ramshankar
19. Shri Kadir Rana
20. Dr. Kirit Premjibhai Solanki
21. Vacant

Rajya Sabha

22. Shri Parvez Hashmi
23. Shri Rajeev Shukla
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25. Shri Pravin Naik
26. Shri Avinash Pande
27. Shri Manohar Joshi
28. Shri Khekiho Zhimomi
29. Shri Shyam Benegal
30. Dr. Bhalchandra Mungekar
31. Shri Kanwar Deep Singh

SECRETARIAT

1. Shri T.K. Mukherjee — *Joint Secretary*
2. Shri R.K. Jain — *Director*
3. Ms. Amita Walia — *Deputy Secretary*
4. Smt. Madhu Bhutani — *Executive Officer*
5. Shri Sumit Kumar Grover — *Executive Assistant*

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2010-11) (Fifteenth Lok Sabha) having been authorized by the Committee to submit the Report on their behalf, present the Fourteenth Report on Demands for Grants (2011-12) of the Ministry of Urban Development.

2. The Demands for Grants of the Ministry of Urban Development were laid on the table of the House on 15th March, 2011. Under Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha, the Standing Committee on Urban Development are required to consider the Demands for Grants of the Ministries under their jurisdiction and make Report on the same to both the Houses of Parliament. Thereafter, the Demands are considered by the House in the light of the Report of the Committee. However, this year the Demands for Grants (2011-12) of Ministry of Urban Development were passed by Lok Sabha on 17th March, 2011, prior to their consideration by the Standing Committee on Urban Development. Nonetheless in pursuance of the observations made by the Chair, the Committee examined Demands for Grants (2011-12) of the Ministry of Urban Development and issues arising therefrom.

3. The Committee took evidence of the representatives of the Ministry of Urban Development on 6th April, 2011. The Committee wish to express their thanks to the officials of the Ministry of Urban Development for placing before them the requisite material and their considered views in connection with the examination of the Demands for Grants (2011-12).

4. They would also like to place on record their appreciation for the valuable assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

5. The Committee considered and adopted the Report at their sitting held on 10th June, 2011.

6. For facility of reference, the observations/recommendations of the Committee have been printed in bold letters and placed as Part II of the report.

NEW DELHI;
30 June, 2011

9 Asadha, 1933 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on
Urban Development.

REPORT

PART I

CHAPTER I

Introductory

1.1 Urbanization in India has become an important and irreversible process, and an important determinant of national economic growth and poverty reduction. The process of urbanization is characterized by a most dramatic increase in the number of large cities, although India may be said to be in the midst of transition from a predominantly rural to a quasi urban society. As per the census 2001, India had 5161 cities/Urban Areas/Towns with 35 cities having million-plus population.

1.2 The urban population of India was 285 million in 2001 which was about 28 per cent of the national population. Even at this relatively low level of urbanization, India still had the second largest urban population in the world. The census of India has estimated that by 2026 urban population would rise to around 535 million or about 38.2 per cent of the total population. By 2050, it is estimated that nearly half of the population would reside in cities.

1.3 Besides the fact that the areas of urban development, urban transport, urban water supply and sanitation are essentially State subjects, Government of India, through the Ministry of Urban Development, plays a coordinating and monitoring role and also supports these programmes through Central and Centrally sponsored schemes. The Ministry addresses various issues of urban sector by formulating broad policy guidelines, legislative guidance and monitoring Centrally sponsored schemes and programmes. The other set of responsibilities of Ministry of Urban Development pertains to construction and maintenance of Central Government Buildings, including residential accommodation, with the exception of those under the Ministry of Defence, Atomic Energy, Railways and Communications. It is also responsible for management of Central Government land/property, most of which is confined to Delhi and some of the metropolitan cities. These functions are discharged through the Central Public Works Department (CPWD) and Land and Development Office (L & DO). Printing and stationery requirements of all the Central

Government Ministries/Departments and stocking and selling of Government publications are also looked after by this Ministry.

1.4 The Second Administrative Reforms Commission recommended more objective performance monitoring of Ministries. In order to implement this, the Government of India now requires every department to prepare a Results Framework Document (RFD). As a mandatory success indicator in the RFD, every Ministry/Department has to prepare strategy paper as perspective five-year plan that sets out the confluence of thought of the Ministry on issues that fall under its business allocation. Accordingly, Ministry has finalized its RFD for the year 2010-2011 and strategy paper for next five years. The Ministry in its Results Framework Document for 2010-2011 has highlighted *inter-alia* vision, mission, objectives and functions of the Ministry which are as under:—

VISION: To facilitate creation of economically vibrant, inclusive, efficient and sustainable urban habitats.

MISSION: To help promote cities as engines of economic growth through improvement in the quality of urban life by facilitating creation of quality urban infrastructure, with assured service levels and efficient governance.

OBJECTIVES:

1. Facilitate creation of basic urban infrastructure relating to water supply, sanitation, and urban transport to improve service levels and coverage by 2017.
2. Creating enabling Policy environment for efficient and inclusive urban Governance.
3. Facilitate implementation of urban sector reforms under Jawaharlal Nehru National Urban Renewal Mission.
4. Capacity building of key stakeholders including elected representatives for efficient urban management.
5. To facilitate planned development of national capital region.
6. Creation of residential facilities for Government officials and office space for Government and administration of CPWD.

FUNCTIONS: The main functions of the Ministry of Urban Development are as under:—

- Formation of broad policy guidelines in the area of urban development, including urban transport;

- Legislative support by way of constitutional amendments, central legislations and model legislations;
- Urban transport schemes, including mass transit system for metro and large cities;
- Institutional finance for urban infrastructure in NCR States through National Capital Region Planning Board;
- Coordination of multilateral/bilateral assistance for projects in urban development;
- Technical assistance through Town and Country Planning Organisation, Central Public Health Engineering and Environmental Organisation and National Institute of Urban Affairs;
- Construction and maintenance of Central Government buildings through Central Public Works Department;
- Management of land and built-up properties of Government of India through Land and Development Office and Directorate of Estates;
- Printing of Government documents and publications through Government Presses (Directorate of Printing);
- Supply of stationery of indenting Government offices through Government of India Stationery Office;
- Administrative Ministry for activities of its CPSU National Building Construction Corporation Limited and organizations like, Delhi Metro Rail Corporation, Bangalore Metro Rail Corporation, Chennai Metro Rail Corporation, Kolkata Metro Rail Corporation, Kolkata, Delhi Development Authority, National Capital Region Planning Board, Delhi Urban Arts Commission, National Institute of Urban Affairs, etc.
- Implementation of Urban Infrastructure and Governance (UIG) and Urban Infrastructure Development Scheme for Small and Medium Towns, Sub-Missions of Flagship programme Jawaharlal Nehru National Urban Renewal Mission (JNNURM). Sub-Mission UIG component is meant for 65 cities. The Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) for non-mission cities is meant to improve infrastructure facilities, help create

durable public assets and quality oriented services through enhanced public-private partnership, investments and integrated development of towns and cities in planned way by providing reforms linked central assistance.

1.5 There are four attached, three subordinate offices, one Public Sector Undertaking and five statutory/Autonomous bodies under the administrative control of Ministry of Urban Development. They are as under:—

I. Attached Offices

- (i) Central Public Works Department;
- (ii) Directorate of Printing;
- (iii) Directorate of Estates; and
- (iv) Land and Development Office.

II. Subordinate Offices

- (i) Town and Country Planning Organization (TCPO);
- (ii) Government of India Stationery Office; and
- (iii) Department of Publication.

III. Public Sector Undertaking

National Building Construction Corporation (NBCC);
and

IV. Statutory/Autonomous bodies

- (i) The Delhi Development Authority (DDA);
- (ii) The Delhi Urban Arts Commission (DUAC);
- (iii) The National Capital Regional Planning Board (NCRPB);
- (iv) The National Institute of Urban Affairs (NIUA); and
- (v) The Rajghat Samadhi Committee.

1.6 Besides examining the three Demands for Grants, the present Report will examine in brief issues pertaining to Review of status of implementation of the previous recommendations of the Committee contained in the 6th Report (15th Lok Sabha) of the Committee on Demands for Grants (2010-2011) of the Ministry of Urban Development.

1.7 The Sixth Report (15th Lok Sabha) of the Standing Committee on Urban Development on 'Demands for Grants (2010-11) of Ministry of Urban Development' was presented to Parliament on 21.04.2010 and the Twelfth Report on Action Taken by the Government on the recommendations contained in the Sixth Report of the Committee was presented to Parliament on 09.12.2010.

1.8 In pursuance of Direction 73 A of Directions by the Speaker, the Minister of Urban Development made a statement in Parliament on 3.12.2010 giving the status of implementation of the recommendations made by the Committee in their Sixth Report (15th Lok Sabha) on Demands for Grants (2010-11).

1.9 As per the Minister's statement, out of the 10 recommendations contained in the 6th Report, 8 recommendations were accepted by the Government which were at the various stages of implementation and 2 recommendations are yet to be implemented by the Government and these recommendations have been reiterated by the Committee in their 12th Report on Action Taken by the Government on the recommendations contained in 6th Report. Some of the issues earlier dealt with, have again been raised in the present Report. The Committee desire that recommendations contained in this report should be implemented in the right earnest and in a time bound manner.

1.10 The overall B.E. is Rs. 8762.95 crore (gross), including both Plan and Non-Plan. After anticipated recoveries during the year 2011-12, to the tune of Rs. 221.49 crore, the net budget of this Ministry, both Plan and Non-Plan, works out to be Rs. 8541.46 crore. The respective provisions on the Revenue and Capital sides are Rs. 2473.29 crore and Rs. 6068.17 crore. The relevant break up of the Plan and Non-Plan provision is Rs. 6279.75 crore and Rs. 2261.71 crore respectively. **[Para 2, Page 2, Pre-mat].**

1.11 The detailed Demands for Grants 2011-12 of the Ministry of Urban Development were laid in the Parliament on 15th March, 2011.

1.12 The Ministry of Urban Development has three Demands *viz:*—

- (i) Demand No. 101—Urban Development
- (ii) Demand No. 102—Public Works
- (iii) Demand No. 103—Stationery and Printing

1.13 Demand No.101 pertains to various Schemes of Urban Development *viz:*—

- (i) JNNURM
- (ii) UIDSSMT
- (iii) NUIS
- (iv) Satellite Township Counter Mega Cities.
- (v) Pooled Finance Development Fund etc.

1.14 Demand No.102 pertains to Public Works with special reference to CPWD, which is a major construction and maintenance agency of Government of India in respect of both residential and non-residential accommodation.

1.15 Demand No. 103 relates to Directorate of Stationery and Printing.

CHAPTER II

Overall and Demand-wise Analysis of the Demands for Grants of the Ministry of Urban Development for the year 2011-12

2.1 Demands for Grants for the current Financial Year and the preceding Financial Year are as under:—

Statement Showing BE and RE 2010-2011 and BE 2011-12

NET BASIS

(Rs. in crore)

	BE 2010-11		RE 2010-11		BE 2011-12	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	672.78	1639.66	476.95	1689.02	635.13	1838.16
Capital	4785.06	391.87	5534.89	453.88	564.62	423.55
Total	5457.84	2031.53	6011.84	2142.90	6279.75	2261.71

The Plan figures include provision for Capital works of other ministries and Departments, which is Rs. 65.40 crore for the Non-residential works (Demand No. 102–Public Works) and Rs. 4.35 crore for Residential Works (Demand No. 101–Urban Development). Hence, Net Plan allocation of the Ministry is Rs. 6279.75 crore for the year 2010-11, out of which Rs. 6210.00 crore is for plans schemes of Ministry of Urban Development.

2.2 When asked about the increase in plan allocation upto Rs. 6,210 crore for the year 2011-12 as compared to R.E. of Rs. 5,954.98 crore in the year 2010-11, the Secretary, Ministry of Urban Development during the evidence stated as under:—

“For the year 2010-2011, this Ministry was allocated an amount of Rs. 5,400 crore for its plan schemes. We later received the supplementary grants which took the Revised Estimate for 2010-2011 to Rs. 5,954.98 crore. As of 31st March, 2011, I am happy to report that the Ministry has spent more than 97 per cent of this allocation.

For the year 2011-12, against the requirement of Rs. 13360.38 crore projected by the Ministry to the Planning Commission, we have

been allocated Rs. 6,210 crore as Gross Budgetary Support excluding the IEBR. An amount of Rs. 1,844 crore has been allocated towards IEBR taking the total allocation to Rs. 8,054 crore. So, against the requirement of Rs. 11,516 crore, we have been given Rs. 8054 crore. It would thus be seen that the allocation provided for, falls far short of the requirement. The Planning Commission, while communicating the allocation, has intimated that the allocation of the Ministry of Urban Development has been accommodated within the overall limits of the GBS made available to them by the Finance Ministry keeping in view the overall resource position *vis-à-vis* the current economic situation in the country.

Additionally, if required, would be met during the RE and supplementary stage. This assurance has been given so we are hoping that in the coming months we would get more money.”

2.3 When the Committee asked about the System of monitoring and control over the performance of each scheme, the Ministry in their written reply stated as follows:—

“In order to improve implementation of project in qualitative terms, NCRPB requires State Govts./implementing agencies to submit Detailed Project Reports for infrastructure development projects. These DPRs are appraised with the assistance of reputed National Institutions in various sectors. The DPRs together with appraisal report is then placed before the Project Sanction and Monitoring Group (PSMG) for sanction of loan assistance. To make appraisal process more efficient, it has been decided to get appraisal services from the National Institutes of repute in various infrastructure services. The implementation of the projects sanctioned by the Board is monitored by the Project Monitoring and Coordination Wing of the NCR Planning Board through Monthly and Quarterly Reports submitted by the Implementing Agency/NCR Cells, State nodal agencies in each Counter Magnet Area are responsible for quantifying and verifying the physical and financial progress of the projects implemented within the concerned sub-region/Counter Magnet Area before sending it to the Board on quarterly basis in a prescribed format. Regular reviews of projects at the State level and the Board level are followed-up by field visits and interactions with the State/Implementing Agencies at the time of release of loan instalments. The second and further instalments are released after review and due verification of financial and physical progress made in the project.”

2.4 Demand No.—101

Variation Between BE-RE 2010-11 and BE 2011-12

Statement Showing BE and RE 2010-11 and BE 2011-12 indicating % variation

NET BASIS

(Rs. in crore)

Demand No. 101 Deptt. of UD	BE 2010-11		RE 2010-11		BE 2011-12		%Variation over BE 2010-11 and BE 2011-12, Excess (+) Saving (-)		% Variation over RE 2010-11 and BE 2011-12 Excess (+) Saving (-)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	662.78	549.83	466.95	593.97	623.13	647.85	-5.98%	17.83%	33.45%	9.07%
Capital	4643.72	132.84	5359.05	126.67	5445.63	138.62	17.27%	4.35%	1.62%	9.43%
Total	5306.50	682.67	5826.00	720.64	6068.76	786.47	14.36%	15.21%	4.17%	9.13%

2.5 When asked about the reasons for increase of 14.36% in B.E. in 2011-12 over B.E. 2010-11 in Demand No. 101, the Ministry in their written reply stated as under:—

“The increase of 14.36 % in BE 2011-2012 over BE 2010-2011 is due to the increased allocation of Plan funds for General Pool Residential Accommodation (BE 2010-11, 175.00 crore and BE 2011-12, 350.00 crore), Investment in Bangalore and Chennai Metro Rail Corporation. (500.00 crore and 600.00 crore respectively as against the BE 2010-11 of 100.00 crore and 137.00 crore respectively). Increased allocation for Sub-ordinate loans for the Metro Projects has also been enhanced from 100.01 crore in BE 2010-11 to 570.87 crore in BE 2011-12.”

Demand No. 102, Public Works

2.6 Variation Between BE-RE 2010-11 and BE 2011-12

Statement Showing BE and RE 2010-2011 and BE 2011-2012 indicating % variation

NET BASIS

(Rs. in crore)

Demand No. 102 Public Works	BE 2010-11		RE 2010-11		BE 2011-12		%Variation over BE 2010-11 and BE 2011-12, Excess (+) Saving (-)		% Variation over RE 2010-11 and BE 2011-12 Excess (+) Saving (-)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	10.00	1004.19	10.00	1004.56	12.00	1093.21	20.00%	8.86%	20.00%	8.82%
Capital	141.34	258.90	175.84	327.08	198.99	284.80	40.79%	10.00%	13.17%	-12.93%
Total	151.34	1263.09	185.84	1331.64	210.99	1378.01	39.41%	9.10%	13.53%	3.48%

2.7 On being asked about the reasons for increase of 13.17% under Plan head and decrease of 12.93% in the Non-Plan head of BE (2011-12) over RE (2010-11), the Ministry in their written reply stated as under:—

“There is an increase of 13.17% under Plan head of BE (2011-12) over RE (2010-11) in the Capital Section which is due to increased allocation under GPOA. However, there is a decrease of 12.93% in the Non-Plan head over RE 2010-11 which is due to grant of one time supplementary under the Capital Section.”

2.8 Non-residential Plan UD(4059 Plan—UD)

The following table gives the position of funds allocated, expenditure incurred and physical achievements made during the last three years.

Year	Financial			Physical	
	Requirement	Allocation (Rs. in crore)	Expdr./ (Rs. in crore)	Target for Compl. of (in Sqm.)	Achievements in Sqm.
2008-2009	217.85	75.00	74.12	NIL	NIL
2009-2010	221.30	75.00	79.12	5886	NIL
2010-2011	201.13	118.50	88.50 (upto 01/11)	102772	5886 (upto 01/11)

2.9 On being enquired by the Committee as to why the achievement during the year 2009-10 was ‘nil’ against the targeted ‘5886’ sq.m., the Ministry in their written reply submitted as under:—

“5886 sq.m. of Plinth Area at Port Blair, which was targeted to be completed during 2009-10 could not be completed due to shortage of funds during last financial year. The work has now been completed.”

2.10 The Target Achievement in respect of year 2010-11 for major works under the head Non-Residential (4059 Plan—UD) is as under:—

Sl. No.	Name of Work	Target upto 31.3.2011	Achievements upto 31.3.2011
1	2	3	4
1.	Construction of General Pool Office Accommodation (GPOA) at INA— 51782 Sq.m.	51782 Sq.m.	Present, over all progress is 90%. The work is likely to be completed in June, 2011.

1	2	3	4
2.	Construction of General Pool Office Accommodation (GPOA) at CBD Shahdara, New Delhi.	15886 Sq.m.	Present over all Progress is 82%. The work is likely to be completed in June, 2011.
3.	Construction of General Pool Office Accommodation (GPOA) at Port Blair - 5886 Sq.m.	5886 Sq.m.	Work has been completed.
4.	Construction of General Pool Office Accommodation (GPOA) at Kavadiguda Hyderabad-30000 Sq.m.	30000 Sq.m.	Present over all Progress is 90%. The work is likely to be completed in June, 2011.

Demand No. 103, Stationery and Printing

2.11 Variation Between BE – RE 2010-11 and BE 2011-12

Statement Showing BE and RE 2010-11 and BE 2011-12 indicating %variation

NET BASIS

(Rs. in crore)

Demand No. 103 Stationery and Printing	BE 2010-11		RE 2010-11		BE 2011-12		%Variation over BE 2010-11 and BE 2011-12, Excess (+) Saving (-)		% Variation over RE 2010-11 and BE 2011-12 Excess (+) Saving (-)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	0.00	85.64	0.00	90.49	0.00	97.10	0.00%	13.38%	0.00%	7.30%
Capital	0.00	0.13	0.00	0.13	0.00	0.13	0.00%	0.00%	0.00%	0.00%
Total	0.00	85.77	0.00	90.62	0.00	97.23	0.00%	13.36%	0.00%	7.29%

2.12 On being enquired about 'No allocation' for Renewal and Replacement of Machinery and Equipment during current financial Year the Ministry in their written reply stated as follows:—

“Sub-Head – Renewal and Replacement of Machinery and Equipment was opened in the financial year 2003-04 for the budgetary support for modernization of Government of India Presses. Since the modernization process of Government of India Presses has been completed, no allocation was projected under the Sub-Head – Renewal and Replacement of Machinery and Equipment for the financial year 2011-12.”

Central Public Works Department (C.P.W.D.)

2.13 Central Public Works Department is the premier agency of the Government of India for creation and maintenance of Central Government assets excluding those belonging to Railways, Defence, Communications, Atomic Energy, Airports and All India Radio. At present CPWD is executing projects for over 155 Departments/PSUs/Autonomous Bodies under 21 Ministries of Government of India e.g. Ministry of Home Affairs, Defence, External Affairs, Human Resource Development, Tourism and Culture, Health and Family Welfare, Agriculture etc. It is also executing works in Afghanistan and China for the Ministry of External Affairs.

2.14 The Committee have been informed that all governmental residential colonies across Delhi there is a large sprawl of jhuggi clusters and residents of these colonies are having voter identity cards and ration cards issued on their names. When the Committee asked about the steps being taken by the Government to remove such illegal encroachments from all such colonies, the Ministry in their written reply submitted as under:—

“CPWD is aware of unauthorised encroachment in its land. All such unauthorised construction/encroachment in the CPWD land are got surveyed by the local body authorities as to the nature of encroachment. Money is deposited by CPWD with the local authority for their removal/rehabilitation as the case may be.

Local body undertake detailed survey in respect of these Jhuggis. Dwellers who qualify for resettlement/rehabilitation, bill is raised by the local body and money is deposited by the CPWD.

In cases, where Jhuggi dwellers are found to be ineligible, they are removed by CPWD with the help of police force.”

2.15 Regarding the issue of encroachments of Central Markets in all the sectors of R.K. Puram Governmental residential area of New Delhi by the shopkeepers, the Committee were informed by the Ministry that markets have been handed over to MCD alongwith the major roads inside colony.

2.16 The Ministry have further informed that the main market in Sector-5 R.K. Puram, New Delhi has virtually been taken over by motor mechanics leading to encroachment on parks and roads in residential area around the market. When asked about the reasons for not closing/

shifting these shops by MCD the Ministry in a written reply submitted as under:—

“In respect of shops in Sector-5, R.K. Puram, MCD has informed that as many as 23 shops were sealed in the area on 18.11.2010 during the encroachment removal action in the area. Later on, all the shopkeepers of the area applied for the trade licenses and were accordingly given the licences for the trades applied for. It is further informed that no shopkeeper of the vicinity has been granted the permission to run the auto workshop. However, a few mechanics are found doing mechanical work outside the shops of motor spare parts. For the removal of encroachment, removal action has been fixed for 20.04.2011. Show Cause Notices are also being issued to the shopkeepers.

With regard to encroachment of park in the area is concerned, it is reported that no park around the main market in Sector-5, R.K. Puram fall under the jurisdiction of MCD, Horticulture Department, South Zone.”

CHAPTER III

Schemewise/Projectwise Analysis of Demands for Grants (2011-2012) and Issues concerning NCT – Delhi

3.1 The Ministry of Urban Development is implementing a number of Central and Centrally sponsored schemes for assisting the States in meeting the challenge of rapid urbanization. The Eleventh Plan included several schemes to promote an orderly and sustainable process of urbanization which would support growth and inclusive development. The details of Centrally Sponsored Schemes and Central Sector Schemes are as follows:—

Centrally Sponsored Schemes

- (i) National Urban Information System (NUIS); and
- (ii) Pooled Finance Development Fund (PFDF).

Central Sector Schemes

- (i) Research and Capacity Building in Urban and Regional Planning;
- (ii) National Capital Region Planning Board;
- (iii) Urban Transport including Equity, Pass Through Assistance(PTA) of JBIC loan for all Metro Rail Corporation under Ministry of Urban Development;
- (iv) Urban Transport Planning and Capacity Building in Urban Transport;
- (v) General Pool Office Accommodation;
- (vi) General Pool Residential Accommodation;
- (vii) CPWD Training Institute;
- (viii) Modernisation/Computerisation of CPWD;
- (ix) Lumpsum Provision for projects/schemes for the benefit of the N.E. Region and Sikkim;
- (x) Global Environment Facility;

- (xi) U.I. Development of Satellite Cities/Counter Magnet Cities;
- (xii) North Eastern Region Urban Development Project-Externally aided project;
- (xiii) Equity for National Capital Region Transport Corporation (NCRTC);
- (xiv) Capacity Building for Urban Transport–Assistance from World Bank;
- (xv) Capacity Building for Urban Development–Assistance from World Bank;
- (xvi) Administrative Expenses for JNNURM;
- (xvii) National Mission on Sustainable Habitat.

A flagship scheme for State Sector is the Jawaharlal Nehru National Urban Renewal Mission (JNNURM).

I. Jawaharlal Nehru National Urban Renewal Mission (JNNURM)

3.2 The Jawaharlal Nehru National Urban Renewal Mission (JNNURM) was launched on 3rd December 2005 for duration of 7 years 2005-2012, with the objective of reforms driven and fast track development of cities across the country, with focus on bringing about efficiency in urban infrastructure, service delivery mechanisms, community participation and accountability of Urban Local Bodies and Parastatal agencies towards citizens.

3.3 Government of India had launched two schemes, under Jawaharlal Nehru Urban Renewal Mission (JNNURM) viz. (i) Urban Infrastructure and Governance (UIG) and (ii) Urban Infrastructure Development Scheme for Small and Medium Town, (UIDSSMT) subsuming existing Scheme viz, (i) Infrastructure Development in megacities Integrated Development of small and medium Towns (IDMST) and (ii) Accelerated Urban Water Supply Programme (AUWSP). The objective of both the schemes is to encourage the city governments initiate measures that would bring about improvements in the existing service levels in a financially suitable manner. The Mission calls upon States/cities to undertake fiscal, financial and institutional changes that are required to create efficient and equitable urban center.

A. Sub-mission for Urban Infrastructure and Governance (UIG)

3.4 The main thrust of the sub-mission on Urban Infrastructure and Governance is on major infrastructure projects relating to water supply including sanitation, sewerage, solid waste management, road network,

urban transport and redevelopment of Inner (old) city areas with a view to upgrading infrastructure therein, shifting industrial/commercial establishments to conforming areas etc. Funds have been allocated under Mission to States/UTs as per the population criteria. The criteria for allocation for Urban Infrastructure and Governance (UIG) Component is based on Urban population of Mission cities. Planning Commission has allocated Rs. 50,000 crore for the whole mission period *i.e.* 2005-2012 for all components of JNNURM and Rs. 31,500 crore (including additional allocation of Rs. 6000 crore in February, 2009) for UIG component of JNNURM for the Mission period.

3.5 Further, during the evidence, Secretary, Ministry of Urban Development on the issue of ACA informed the Committee as under:—

“JNNURM is the State sector scheme and that is the reason that we are not funding for this scheme. We are funding only for Central sector or Centrally sponsored schemes. Finance Ministry is funding for States as additional Central assistance. The role of Ministry of Urban Development is only to encourage the States to complete the schemes/projects sanctioned to them. We can't compel the States, it is not our jurisdiction.”

3.6 Total outlay proposed during the mission period has been Rs. 34550 crore and actually allocated for JNNURM since 2005-06 till date was Rs. 13410.24.

3.7 The physical and financial achievements under JNNURM (UIG) scheme from the year 2005-06 to 2010-11 as tabulated by the Ministry are as follows:—

(Rs. in crore)

Sl. No.	Year	Physical Achievement	Financial Achievement	
		Total projects approved	Allocation provided	Total ACA Released (Additional Central Assistance)
1.	2005-06	23	500.00	90.12
2.	2006-07	181	2500.00	1262.96
3.	2007-08	118	2541.08	2529.08
4.	2008-09	137	4455.37	4547.80
5.	2009-10	65	3921.97	3953.96
6.	2010-11	11	3587.92	1026.32 (as on 28-02-2011)
	Total	527	17505.42	13410.24

3.8 On being enquired about the reasons for slow progress during the year 2010-11 under this scheme, the Ministry in their written reply submitted as under:—

“There has been slow progress during the year 2010-11 as the mission was unable to consider and release further installments of ACA for the projects approved under UIG on account of non-completion of various reforms as committed by the State/ULBs. Now, Cabinet Committee on Infrastructure (CCI) in its meeting held on 01.12.2010 has, *inter-alia*, accorded approval for consideration/release of further installments of ACA after withholding 10% of the Central Share in case of such UIG projects where significant progress has been made in the implementation of reforms by the States/Cities. It has been further approved that States may use their own funds to meet the balance amount and complete the ongoing projects and obtain reimbursement of the withheld amount upon completion of reforms. In order to achieve the target, the Ministry constantly persuades the States/Cities to come up with the Utilization Certificates for the approved projects in time. It is expected now that the pace of implementation of projects sanctioned under UIG would improve.”

3.9 When asked about the variations in proposed outlay, allocated outlay and actually released outlay during 2007-08, 2008-09, 2009-10, 2010-11 and 2011-12, the Ministry in their written reply submitted as under:—

- “(i) The variations are due to slow pace of submission of quality DPRs by the State Governments. JNNURM is a State plan programme under which State Governments have to submit their projects for the admissible sectors under the programme through Urban Local Bodies/Parastatals of the select mission cities. Only on receipt of DPRs from State Governments/ULBs, projects can be sanctioned and funds released.
- (ii) Implementation of projects is done by the State/ULBs. The funds are released upon receipt of Utilisation Certificates and subject to achievement of milestones agreed for implementation of mandatory and optional reforms at the State and Urban Local Bodies (ULBs)/Parastatal level as envisaged in the MoA.”

3.10 When asked about the efforts made by Ministry of Urban Development to identify and include other cities under JNNURM where

population have reached 5 lakh or more, the Ministry in their written note stated as follows:—

“It was proposed by the Ministry to include the following 28 cities/ urban agglomerations with population of 5 lakh and above as per 2001 Census under the UIG component of JNNURM:—

Sl. No.	Name of the State	Name of Town
1.	Andhra Pradesh	Guntur, Warangal
2.	Chhattisgarh	Durg-Bhilai Nagar
3.	Gujarat	Bhavnagar, Jamnagar
4.	Karnataka	Belgaum, Mangalore Hubli-Dharwad
5.	Kerala	Kozhikode
6.	Madhya Pradesh	Gwalior
7.	Maharashtra	Amravati, Bhiwandi Aurangabad, Kolhapur, Solapur
8.	Orissa	Cuttak
9.	Punjab	Jalandhar
10.	Rajasthan	Bikaner, Jodhpur, Kota
11.	Tamil Nadu	Salem, Tiruppur, Tiruchirappalli
12.	Uttar Pradesh	Aligarh, Bareilly, Ghaziabad, Gorakhpur, Moradabad

Ministry of Finance and Planning Commission could not agree to include these cities under UIG of JNNURM. Ministry of Finance has, *inter-alia*, stated that the Gross Budgetary Support (GBS) for 11th Plan is fully tied up and taking additional cities under JNNURM has to be viewed in the backdrop of competing demands on the fiscal resources and under this background, Ministry of Finance could not agree to the inclusion of 28 more cities under JNNURM. The Planning Commission, *inter-alia*, stated that due to constraints of resources, inclusion of more cities may be taken only in the 12th Plan.”

3.11 In regard to submission of projects by the respective State Governments of the remaining 10 cities, the Ministry further stated as under:—

“That the sanction of the projects under UIDSSMT is done by the State Level Sanctioning Committee (SLSC) under the respective

State Governments. The composition of SLSC as per the guidelines of UIDSSMT may be as follows:—

- Secretary UD/Municipal Administration/
Local Self Governments — Chairman
- Secretary, Finance — Member
- Secretary, Planning — Member
- Secretary, Works/Engineer-in-Chief of PWD — Member
- Director (Town and Country Planning
Chief Town Planner of the State) — Member
- Director, Municipal Administration — Member
- Representative of M/o Urban Development — Member
- Representative of I.F. Division,
M/o Urban Development — Member
- Representative of Planning Commission — Member
- Representative of TCPO — Member
- Representative of NCR Planning Board,
New Delhi (In case of State of Haryana,
Uttar Pradesh and Rajasthan) — Member
- Chief Executive of the State Level Nodal
Agency — Member
Secretary

Out of the 10 cities, Salem (Tamil Nadu) has been approved, one Water Supply project by the SLSC of the State Government. Similarly, in Bareilly (UP), one sewerage project and one water supply project have been approved by the SLSC of the State Government. However, the funds could not be released due to inadequate availability of allocation for those States. As regards, the remaining 8 cities, [Durg-Bhilai Nagar (Chhattisgarh), Kozhikode (Kerala), Tiruchirappalli and Tiruppur (Tamil Nadu), Guntur (A.P.), Mangalore and Belgaum (Karnataka) and Bhiwandi (Maharashtra)], no project has been submitted by the State Governments.”

Mid-term appraisal of JNNURM

3.12 The Committee in their earlier Report on Demands for Grants 2010-11 had emphasized upon the need to have a mid-term appraisal of JNNURM so as to identify short-comings and analysis of progress of

various schemes/reforms. When the Committee desired to know the fate of JNNURM in view that this Flagship Programme of the Ministry is upto 2012, the Secretary, Ministry of Urban Development during the evidence deposed before the Committee as under:—

“It is necessary to take forward the activities and reforms initiated under JNNURM into the 12th plan. The gains of JNNURM need to be consolidated and gaps in reform implementation would need to be addressed. Weaknesses of programme design and problems of implementation also need to be reviewed.”

B. Urban Infrastructure Development Scheme For Small And Medium Towns (UIDSSMT)

3.13 Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT), one of the sub-components of JNNURM was launched in December, 2005 by subsuming the erstwhile Scheme of Integrated Development of Small and Medium Towns (IDSMT) and Accelerated Urban Water Supply Programme (AUWSP). The objectives of the Scheme are to:—

- (a) Improve infrastructural facilities and help create durable public assets and quality oriented services in cities and towns;
- (b) Enhance public-private partnership in infrastructural development; and
- (c) Promote planned integrated development of towns/cities.

The Scheme is for seven year duration beginning from 2005-06. All cities/towns as per 2001 census excepting cities/towns covered under Jawaharlal Nehru National Urban Renewal Mission (JNNURM), are eligible to be covered under the Scheme. The components for assistance under the Scheme include all urban infrastructure development projects including water supply and sanitation. An amount of Rs. 6400.00 crore has been earmarked for the 7 year mission period (2005-2012) which has been enhanced by Rs. 5000.00/- crore during 2008-09.

3.14 The Budget Estimates and Actual Expenditure/Release of Plan Scheme (UIDSSMT) during the year 2010-11 are Rs. 1508.71 crore and Rs. 990.78 crore respectively. Since inception of the Scheme and till 31.12.2010, 764 projects in 641 towns at approved cost of Rs. 12928.93 crore have been approved for release of funds and total Central share of Rs. 10435.93 crore has been committed against which Rs. 7110.30 crore has been released.

3.15 A statement showing the details of Budget Estimates, Revised Estimates and Actual Expenditure from the year 2008-09 to 2010-11 and Budget Estimates for 2011-12 under the scheme is as under:—

(Rs. in crore)

Sl. No.	Year	Budget Estimate	Revised Estimate	Actual release
1.	2005-06	90.00	90.00	87.47
2.	2006-07	900.00	900.00	1248.97
3.	2007-08	704.00	1204.00	1204.00
4.	2008-09	879.69	3279.69	3280.26
5.	2009-10	3257.43	3082.82	298.82
6.	2010-11	3100.00	1508.71	**1062.28
7.	2011-12	3140.00	2300.00	-
	Total		12365.22	7181.79

**upto 10.03.2010

3.16 The physical and financial achievements during the 10th and 11th Five Year Plan under this scheme is shown below:—

(Rs. in crore)

Sl. No.	Year	Physical Achievement					Financial Achievement	
		Total Towns		Total Projects			Allocation provided	Total ACA Released
		App. by SLSC	Rel.	App. by SLSC	Rel.			
					1st	2nd		
1.	2005-06	26	26	27	26	0	90.00	87.47
2.	2006-07	333	243	431	305	0	900.00	1248.97
3.	2007-08	210	81	304	97	8	1204.00	1204.00
4.	2008-09	248	281	258	319	156	3279.69	3280.26
5.	2009-10	11	5	11	6	41	3082.82 (R.E. 494.15)	298.81
6.	2010-11	2	5	3	11	114	1508.71	1062.28 (up to 10.03.2010)
7.	2011-12						2300.00	
	Total	830	641	1034	764	319	12365.22	7181.79

3.17 According to the Annual Report (2010-11), the details in regard to physical progress reported by the State Governments under UIDSSMT are as follows:—

1. 123 projects in 8 States (17 Andhra Pradesh, 06 in Gujarat, 02 in Himachal Pradesh, 03 in Karnataka, 04 in Madhya Pradesh, 08 in Rajasthan, 01 in Maharashtra and 82 in Tamil Nadu) have been physically completed.
2. Out of 123 completed projects 62 are of Water Supply, 08 are of storm water drain, 50 are of roads and 1 each of solid waste management, urban renewal/Heritage and Prevention of Soil Erosion.
3. 560 projects are at various stages of implementation.
4. 415 Utilisation Certificates amounting to Rs. 2556.75 crore have been received from 23 States.
5. Of the total 764 projects approved so far, 108 projects at a project cost of Rs. 2620.00 crore have been approved for towns having minority population concentration. The percentage of project cost for minority concentration towns against total project cost works out to Rs. 20.27%.

3.18 On being asked about the steps taken for improvement in the implementation of each scheme, the Ministry in a note stated as under:—

“State Level Nodal Agency (SLNA) would ensure implementation of Projects and Reform Agenda within 7 years of Mission period. Letters have been sent to the State Governments from time to time to expedite the implementation of sanctioned projects and Urban Reform Agenda and submit Quarterly progress report by the end of each Quarter. Project Implementation Unit (PIU)/Project Monitoring Unit (PMU)/Independent Review and Monitoring Agency (IRMA) are being established for States for better implementation and Monitoring of projects.”

3.19 Regarding system of monitoring and control over the performance of each scheme, the Ministry in a written note stated:—

“Secretary (Urban Development) monitors and reviews the progress of the Scheme monthly. Ministry of Urban Development will periodically monitor the scheme through designated Officer of this Ministry for each State/UT. State level nodal agency sends quarterly progress report to the Ministry of Urban Development through

TCPO. SLSC is expected to monitor the projects sanctioned under the programme. The Ministry has decided that the Independent Review and Monitoring Agency (IRMA) being appointed for UIG will also be extended to the ULB's covered under UIDSSMT. The State Governments/SLNAs have been advised to constitute one Project Implementation Unit (PIU) each for 15 ULBs to enhance the capacity of Urban Local Bodies (ULBs) for better monitoring and timely implementation of the projects sanctioned under UIDSSMT."

3.20 While giving details of Utilization Certificates (UCs) received so far, the Ministry have stated that till 31st March, 2011, 476 UCs were received out of which 137 UCs received during the year 2010-11. The Ministry have further informed that steps have been taken to expedite the receipt of UCs from States. State Governments are reminded on regular basis to expedite implementation and submit UCs and Quarterly Progress Reports. Besides, the Secretary (UD) and Jt. Secretary (Mission) undertake review meetings, in which State Governments are requested to expedite the implementation of the projects under UIDSSMT and submit the UCs.

3.21 The Committee have been informed that 270 projects for total eligible Central share of Rs. 5606.09 crore are pending for release of ACA. But mandate is not available to sanction these projects as they are from those districts which have already been covered under the scheme. When asked about the fate of these 270 projects, the Ministry in their written reply stated as under:—

"The 270 projects relating to covered and uncovered districts could not be considered for release of ACA mainly because of insufficient balance available in the 7 year Mission allocation of concerned States and in very few cases the priority was not finalized. Therefore, most of the projects cannot be taken up because of shortage of allocation. The Ministry have further stated that a proposal for taking up projects from the towns of uncovered districts was made by the Ministry of Urban Development to the Planning Commission. However, in a subsequent meeting taken by Member, Planning Commission with Secretary (UD) and Secretary (Expenditure), it was decided that these districts may be taken up in the 12th Plan keeping in view resource constraints."

3.22 Regarding the issue of releasing of ACA, the Secretary, Ministry of Urban Development deposed before the Committee during the evidences as under:—

"The release of ACA was adversely affected because of slow implementation of Committee reforms by the States and ULBs. The

Ministry is preparing a note for the Cabinet Committee on infrastructure seeking relaxation of Reform conditionalities because this year is the last year of the mission and we need to complete all the projects and release all the funds.”

II. Urban Infrastructure Development Scheme for Satellite Towns around Seven Mega Cities.

3.23 Ministry of Urban Development has formulated a Scheme for Urban Infrastructure in Satellite Towns around seven mega cities. The objectives of this scheme are as under:—

- “(i) To develop urban infrastructure facilities such as drinking water, sewerage, drainage and solid waste management etc. at satellite towns/counter magnets around the seven mega-cities and to channelize their future growth so as to reduce pressure on the mega cities;
- (ii) To implement reforms such as E-Governance, property tax, double entry accounting, creation of barrier free environment, structural safety norms in compliance with the National Building Code, water and energy audit of water and wastewater utilities and implementation of service level benchmarks;
- (iii) Strengthening implementation of reforms such as levy of reasonable user charges, earmarking of budgets for basic services and at least 10-15% of housing sites for the urban poor, formulation of bye-laws to incorporate provisions for disaster management, water harvesting and reuse and recycle of waste water and implementation of Public-Private Partnership (PPP) projects.”

3.24 The Ministry further stated in a note that Selection of Satellite Town is linked to implementation of Urban reforms. In the first phase seven metropolitan cities are to be covered and the Central assistance will be admissible for Water Supply and Sanitation, Sewerage and Solid Waste Management and capacity building assistance for implementation of reform identified under the scheme. The States have identified towns for coverage under the scheme. The City Development Plans and Detailed Project Reports are likely to be prepared by February, 2010 and sanction of projects will commence thereafter.

3.25 When the Committee desired to know the steps being taken by the Ministry to complete the above scheme in stipulated

time period *i.e.* by 2012, the Ministry in their written reply submitted as under:—

“The scheme was included in the 11th Five Year Plan and a sum of Rs. 500.00 crore was approved by the Planning Commission. The scheme was approved in the third year of the 11th Five Year Plan *i.e.* 2009 (July) and a token provision was made for that year. Eleven projects have been sanctioned during 2009-10 and 2010-11. As most of the projects have been approved in the fourth year of the Plan, it is not likely that the scheme can be completed within the 11th Five Year Plan and the pilot needs to be extended into the 12th Five Year Plan.”

III. National Urban Sanitation Policy

3.26 The Government of India launched the National Urban Sanitation Policy in December, 2008. The main goal of the policy is to transform urban India into community driven totally sanitized healthy and livable cities and towns.

3.27 On being inquired about the current status of implementation of National Urban Sanitation Policy (NUSP) by the States, the Ministry in writing furnished as follows:—

“Under the National Urban Sanitation Policy, each State and city is to formulate its own State sanitation strategy and city sanitation plan respectively in overall conformity to the National Policy. So far 209 cities have already initiated action for preparation of City Sanitation Plans and 24 States are formulating their State Sanitation Strategies.”

3.28 As per the information provided by the Ministry following States are formulating their States Sanitation Strategies:—

S. No.	Name of the State/UT
1	2
1.	Andhra Pradesh
2.	Arunachal Pradesh
3.	Assam
4.	Bihar
5.	Chhattisgarh
6.	Delhi
7.	Gujarat

1	2
8.	Himachal Pradesh
9.	Jharkhand
10.	Karnataka
11.	Kerala
12.	Madhya Pradesh
13.	Maharashtra
14.	Manipur
15.	Meghalaya
16.	Orissa
17.	Puducherry
18.	Rajasthan
19.	Sikkim
20.	Tamil Nadu
21.	Tripura
22.	Uttar Pradesh
23.	Uttarakhand
24.	West Bengal

3.29 The Committee have been informed that as per census 2001, there are 5161 cities/towns in India and out of that only 209 cities have initiated action for preparation of City Sanitation Plans. On being enquired by the Committee whether this delay will not be affecting the end results of implementation of NUSP, the Ministry in their Post Evidence reply have submitted as under:—

“The National Urban Sanitation Policy has been formulated by the Government of India with a view to bringing focus on the issue of sanitation. Sanitation is a State subject and it is the responsibility of the States and cities to design, build, operate and maintain relevant systems. The Ministry of Urban Development has on several occasions written to the States requesting for proposals for preparation of city sanitation plans. To date no proposal which has been received in the required format is pending with the Ministry. Further, the availability of funds under the NUSP for the purpose of framing city sanitation plans is limited to Rs. 20.05 crore during the current plan period of which Rs. 13.37 crore is already committed. It may also be noted that the city sanitation plan is envisaged as a document which will address all issues related to sanitation within a city and will not by itself ensure a solution to

all the sanitation related problems. Rather, it is the first step in addressing the issue of sanitation in an integrated manner.”

3.30 When the Committee desired to know about steps being taken by the Ministry to motivate those States that have not initiated any steps till date, the Ministry in their written reply have submitted as under:—

“Most of the States have initiated the process of preparation of State Sanitation Strategy. So far nine States have submitted their draft on State Sanitation Strategy to the Ministry of Urban Development. The other States are in the process of developing their State Sanitation Strategy. Funding support is also being provided to States and cities for formulation of State sanitation strategies and city sanitation plans. The rating exercise enables the city to understand their current level of sanitation. It also highlights specific areas where efforts are required from the cities. During workshops which are organised under the NUSP from time to time, cities are encouraged to share their experiences and best practices. Exposure visits are organised to towns and cities which have made commendable efforts in the area of sanitation. In another initiative *i.e.* the National Urban Water Awards, cities are recognised for innovative and path breaking efforts in various areas such as technical innovation, use of ICT, PPP, Special measures for the urban poor etc.”

IV. National Mission on Sustainable Habitat (NMSH)

3.31 The National Mission for Sustainable Habitat is one of the 8 Missions announced by the Hon’ble Prime Minister as a part of an Action Plan for Climate Change, in June, 2008. The Mission document has been prepared by this Ministry on the basis of consultations and discussions with relevant Ministries and other expert organizations. The Prime Minister’s Council on Climate Change has approved the document in its meeting held on 18.6.2010.

The tenure of the Mission is upto the 12th Plan period *i.e.* upto 2017. The Scheme will be a Central Sector Scheme to be funded from funds available under the Plan budget of this Ministry. Financial support under the NMSH programme shall be extended to Cities/States for implementing the complementary actions and capacity buildings measures already identified in the Mission document. Complimentary actions would include pilot projects related to various areas including green buildings, energy efficient construction material and technologies, recycle and reuse of solid and liquid waste, decentralized waste water management, use

of low water technology etc. would be taken up under the Mission. The capacity building measures would cater to needs related to increasing energy efficiency in residential and commercial sectors, urban transport, waste water management, solid waste management and adaptation. Financial support shall be extended in conformity with overall amounts indicated for capacity building and demonstration project.

3.32 When asked to State the main components that have been included in National Mission on Sustainable Habitat, the Ministry furnished the following written reply:—

- “(i) Development of Sustainable Habitat Parameters in the field of Energy Efficiency, Urban Transport, Water Supply/ Sewerage, Solid Waste Management, Storm Water Segment and Urban Planning;
- (ii) Integration of these standards with the relevant rules, building bye-laws, development control and regulations etc.; and
- (iii) A set of complimentary actions comprising pilot projects related to various areas including green buildings, energy efficient construction material and technologies, recycle and reuse of solid and liquid waste, decentralized waste water management, use of low water technology etc. would be taken up under the Mission. The capacity building measures would cater to needs related to increasing energy efficiency in residential and commercial sectors, urban transport, waste water management, solid waste management, and adaptation as well as those related to development of projects related to clean development mechanism.”

3.33 On being asked about the criteria of selection of ULBs/Cities and availability of funds and expert help for States/ULBs under this National Mission on Sustainable Habitat, the Ministry informed in writing as under:—

“Selection of ULBs/Cities will depend on the nature of proposals received and their consistency with the Mandate under the Mission. The proposal must be endorsed by the City Level Committee on Climate Change headed by the Mayor and State level Apex Coordination Committee headed by Chief Minister. Projects will be sanctioned by the Mission Implementation and Monitoring group headed by Secretary (UD) on the basis of appraisal conducted by the Mission Directorate. The Mission Directorate will receive and

appraise the proposals through the Ministry's technical wings, *viz.* CPHEEO, CPWD, TCPO, etc. after which it will be sent to the IFD for vetting. Thereafter these will be placed before the Mission Implementation and Monitoring Group. In so far as practicable, the funds shall be released in two or three installments. The second installment shall be released after milestones identified during the sanctioning process are achieved financially and physically and also after at least 70% of the funds released earlier have been utilised as per provisions of GFR."

V. Urban Transport

3.34 Urban Transport is one of the key elements of urban infrastructure. An effective urban transportation system enhances productivity and growth of the economy. The urban transportation covers two broad modes *viz.* private transport and public transport. The public transport enable the poor by making access to economic opportunities easier. As compared to private mode of transport, public transport is energy efficient and less polluting. Public transport systems also help to maximize urban-rural linkage and improves access of the rural/semi-urban population in the periphery to the city centres for various purposes. The major objective of urban transport initiative is to provide efficient and affordable public transport. The Ministry of Urban Development has formulated a National Urban Transport Policy(NUTP), in April, 2006 with objectives to ensure easily accessible, safe, affordable, quick, comfortable, reliable and sustainable mobility for all.

3.35 The Committee were informed by the Ministry in a note that a new scheme of UT Planning has been launched *w.e.f.* August, 2008 for providing Central financial assistance up to 80% for taking up traffic and transportation studies/preparation of Detailed Project Reports (DPR) (limited up to 50% in case of DPR) in place of the old scheme for providing 40% Central financial assistance. Further, improving overall mobility requires several measures to be undertaken in a coordinated manner, such as improved integration of land use and transport planning, integration of public transport systems, demand restraint measures, etc. Unfortunately the capability for undertaking such a coordinated approach to improving mobility and a complete understanding of such issues is lacking at the State Government or city level. Accordingly, a new scheme for Capacity Building in the field of urban transport which envisages manpower development through training programmes, academic programmes, knowledge enhancement through Conferences, Journals, study tours and Institutional Development has been launched from October, 2009.

3.36 The total outlay in the 11th Five Year Plan under this scheme against the expenditure of Rs. 32.93 crore (upto February 2011) are as under:—

(Rs. in crore)

Year	Outlay
2007-08	48.00
2008-09	16.00
2009-10	12.00
2010-11	22.50
2011-12	27.00 (proposed)
Total	125.50

3.37 It was also informed by the Ministry that no physical targets have been laid down as the funds are released in stages as per the progress of the approved feasibility studies/detailed project reports, etc., submitted by the State Governments/UTs/ULBs.

3.38 When the Committee desired to know the details of utilization of funds under the UT Planning Scheme since the launch of revised scheme, the Ministry in their written reply furnished a statement as follows:—

Details of utilisation of funds under the UT Planning Scheme since 2008-09:—

Year	Expenditure (Rs. in crore)
2008-09	3.06
2009-10	15.88
2010-11	23.16

3.39 When the Committee asked about the reasons for allocating less expenditure on Urban Transport Planning Scheme since its inception, the Ministry in a written note stated as follows:—

“New Scheme was launched in August, 2008 and it takes some time to pick up. The expenditure for the year 2007-08 and 2008-09 is low because it was under the old scheme of UT Planning where response was not good and average yearly utilisation was around Rs. 4 crore. However, after launch of the new scheme, there has been a substantial increase in expenditure (Rs. 15.88 crore in FY 2009-2010 and Rs. 23.16 crore in FY 2010-2011).

As the scheme is dependent on the proposals received from States/ ULBs, it takes some time to pick up. Information for availing Central financial assistance by the scheme of Urban Transport Planning is disseminated at different platforms. It may be seen that in that three years, number of proposals and expenditure are increasing.”

Year	Expenditure (Rs. in crore)	Number of proposals received
2008-09	3.06	18
2009-10	15.88	31
2010-11	23.16	34

3.40 On being asked about the status of projects proposals furnished by various States to the Ministry under the revised scheme, the Ministry in their written reply submitted the State-wise list of proposals as follows:—

**State-wise details of proposals received from the Year
2008-2009 to 2010-2011**

S. No.	State	2008-09	2009-10	2010-11
1.	Assam	1	-	-
2.	Andhra Pradesh	1	3	4
3.	Delhi	1	2	-
4.	Gujarat	-	2	-
5.	Himachal Pradesh	-	-	1
6.	Haryana	1	-	-
7.	Jammu and Kashmir	-	-	2
8.	Karnataka	2	6	10
9.	Kerala	1	1	-
10.	Maharashtra	4	2	6
11.	Madhya Pradesh	1	4	2
12.	Manipur	2	-	-
13.	Meghalaya	1	-	-
14.	Nagaland	1	-	-
15.	Punjab	1	5	1
16.	Rajasthan	-	3	2
17.	Sikkim	-	1	-
18.	Tamil Nadu	-	1	1
19.	Uttar Pradesh	1	-	-
20.	Uttrakhand	-	-	4
21.	West Bengal	-	1	1
	Total	18	31	34

3.41 Regarding the issue of monitoring and control over the performance of each scheme, the Ministry in a written note informed that the central grant is released by this Ministry in stages according to the terms of references as well as progress of the studies. However, no review/evaluation of the scheme has been carried out as the revised scheme has been launched recently.

VI. Delhi Metro

3.42 The Mass Rapid Transit System (MRTS) Phase-I project was targeted to be completed in 10 years. The execution of project commenced on 1.10.1998 and completed by 31.12.2005 in a span of 7 years 3 months *i.e.* well ahead of the schedule by 2 years 9 months. The project has been completed within the approved completion cost of Rs. 10571 crore.

3.43 The outlay provided during Tenth Five Year Plan for Phase-I was Rs. 7977.85 crore and for Phase – II is Rs. 1541.00 crore. The proposed outlay during Eleventh Five Year Plan for Phase-II is Rs. 10,806 crore.

3.44 The Committee were also given the details of Delhi MRTS additional lines and Extensions which are as follows:—

Delhi MRTS Additional Lines and Extensions

S. No.	Corridor	Total Length (Km.)	Target/ completion date
1.	Central Secretariat-Sarita Vihar Sarita Vihar-Badarpur	20.16	3.10.2010 14.1.2011
2.	High Speed Express Link from New Delhi Railway Station to IGI Airport	19.20	23.2.2011
3.	Extension of Delhi Metro to Gurgaon	14.47	30.9.2010
4.	Extension of Delhi Metro to NOIDA	7.0	12.11.2009
5.	High Speed Express Link from IGI Airport to Dwarka, Sector-21	3.50	23.2.2011
6.	Metro Link from Dwarka, Sector-9 to Dwarka, Sector-21	2.76	30.10.2010

3.45 Following supplementary grants were provided in the year 2010-11 to DMRC to facilitate completion of Delhi MRTS Project Phase II, extension to Gurgaon and reimbursement of cost of Metro tickets

for volunteers and spectators for Commonwealth Games, 2010 before Commonwealth Games, 2010:—

S. No.	Particulars	Amount (Rs. in crore)
1.	Equity	300.00
2	Subordinate Debt for Central Taxes	1.20
3	Grant for extension to Gurgaon	0.41
4	Grant for reimbursement of cost of Metro tickets for volunteers and spectators for Commonwealth Games, 2010	1.28
	Grand Total	302.89

Further, a sum of Rs. 306.92 crore has also been granted in the 3rd Batch of Supplementary Demands, in addition to the above.

3.46 More than 80% of the Plan Budget of Ministry of Urban Development goes towards funding of Metro rail projects at Delhi, Bangalore, Chennai and Kolkata taken up on DMRC model of 50:50 joint ownership of Government of India and the concerned State Government. The combined cost of all these projects, excluding Delhi Phase-I is Rs. 49,977 crore.

3.47 On being enquired about the funds allocated during the year 2010-11 for DMRC, the Secretary, during the evidence deposed as under:—

“Last year, a total of Rs. 4,417 crore was provided at the BE stage and further about Rs. 657 crore through supplementary Demand for Grants out of which Rs. 2,780 crore was for completion of Delhi Metro Phase-II and its extensions before the Commonwealth Games.”

3.48 The Committee in their Sixth Report on ‘Demands for Grants 2010-11’ had recommended for early finalization of the proposal for setting up of National R&D Centre for a State-of-the art Metro Rail Coaches. When the Committee asked about the latest status in this regard, the Ministry in their written reply submitted as under:—

“Earlier, there was a proposal to set up such Centre at BEML, Bangalore. However, it did not receive support from Planning Commission and Ministry of Finance. It has now been decided that the Center would be set up under the aegis of BHEL Led consortium. The same has been discussed with BHEL and Planning Commission

on conceptual basis. The BHEL is working on a detailed proposal which would be considered and funds would be released for utilization as per approved scheme.”

3.49 Further during the evidence, CMD, DMRC also informed the Committee that for some reasons, they could not get support from the Finance Ministry and the Planning Commission on that. So, they have modified that proposal, a little. Now, there is an agreement that this will be housed in BHEL and BEML also will be involved. So, we work it out now.

3.50 On being enquired about the new activities and programmes brought under the jurisdiction of the Ministry for extension of Delhi Metro during the year 2009-10, 2010-11 and 2011-12, the Ministry in their written note informed the Committee that proposals for extension of Delhi Metro to Vaishali, Ghaziabad of length 2.574 km. at an estimated cost of Rs. 320 crore and Faridabad of length 13.875 km. at an estimated cost of Rs. 2533 crore are under consideration of the Government. The proposals have been recommended for in principle approval by the Empowered Committee and final approval of the proposals by the competent authority is expected in 2011-2012. The revised DPR of the new scheme of Delhi MRTS Phase III of length 103.05 km. at an estimated completion cost of Rs. 35,242 crore including Central taxes has been submitted by DMRC on 10.2.2011 for approval by the Government. The revised DPR has been circulated to Planning Commission, concerned Ministries/Departments and appraising agencies for necessary comments/advice. The revised DPR is under appraisal by the Ministry and is expected to be proposed for approval during the current financial year 2011-2012.

3.51 On being enquired about the reasons for major glitches in metro train services for some time, the CMD, DMRC admitted before the Committee that certain problems are there with the trains and stated that they have identified the problems and have been able to set right all these problems in the trains. Things are entirely under control. For the last two months, they had no problems in regard to the train services. They are running trains today every 2 minutes and 30 seconds on Line – II and 2 minutes 40 seconds in Line- III with such frequent intervals trains are being run.

3.52 Further regarding the issue of overcrowding in Delhi Metro, CMD, DMRC during the course of evidence deposed before the Committee as under:—

“Our major problem today is severe overcrowding in these trains for which we have taken steps to order more number of coaches. Coaches have been received. We are ordering further number of

coaches and we are lengthening all these trains today from four coaches to six coaches and in that process already 23 trains have been lengthened and by about October we expect all these trains in Line-II and Line-III will be lengthened to six coaches trains. We are not stopping with that. We want to lengthen the trains even to eight coaches trains for which we have also placed orders of rolling stock today. I think the overcrowding problem is gradually getting ease today. This is the percentage in regard to Delhi Metro. We are carrying about 15 lakh passengers' everyday."

3.53 When the Committee asked about the provisions regarding 'B' category towns where population is going to be 50 lakh plus, CMD, DMRC admitted before the Committee that in regard to the Metro in other cities apart from the seven cities where the Metros are in progress today including Jaipur, we have prepared detailed project report for cities like Pune, Ahmedabad, Lucknow, Kochi and Ludhiana. The detailed project reports have been prepared and submitted to the concerned State Governments. The State Governments are trying with the Central Government to get the scheme sanctioned. Once these are sanctioned we will certainly help the cities to see with the Metros to come up. We are also now taken up the detailed project reports for Metros in Bhopal, Indore and Kanpur where we are now doing the studies and the detailed project reports will be ready in another five to six months' times.

3.54 When the Committee desired to know the progress regarding introduction of metros in all those cities which are having more than one million populations, the CMD, DMRC informed the Committee that:—

"We have suggested the Planning Commission; let us concentrate on the cities with having more than two million populations. There are 20 such cities already and of these only about 12 or 13 cities in which we have prepared the detailed project report. So, the hon. Minister for Urban Development has directed me to start the detailed project report work in all the remaining cities. We are requesting the concerned State Governments to take the lead and give us the clearance to start the detailed project report in the remaining cities also. The idea is that within the next 9 to 12 months' time all the 20 cities must have at least a report ready so that the Government sanction can be taken and the work can be commenced."

VII. Regularization of Unauthorised Colonies in NCT of Delhi

3.55 Union Government had approved the revised guidelines for regularization of unauthorized colonies on 8-2-2007, DDA notified the

Regulations in this regard under the Delhi Development Act, 1957 on 24-3-2008. The work relating to regularization, including preparation and implementation of development works involving agencies concerned is to be undertaken, coordinated, monitored and supervised by the Government of the National Capital Territory of Delhi (GNCTD). As provided in a further notification issued in this regard on 16th June, 2008, time limit of one year has been given for formal regularization of unauthorized colonies after the date of issuance of Provisional Regularization Certificates to such unauthorized colonies. GNCTD has issued Provisional Regularization Certificates to 1223 unauthorized colonies on 4th October, 2008 in accordance with the notification dated 16th June, 2008. In the current year, MCD has initiated scrutiny of layout plans and has conducted camps with Residents Welfare Associations. The Guru Gobind Singh Indraprastha University, Delhi (GGSIPU) has been entrusted with the task of super-imposition of boundaries of layout plans of unauthorized colonies on the aerial photographs of March, 2002, which is underway. Development works in these colonies like construction of roads, drains, water supply, etc. have also been taken up.

An outlay of Rs. 2800 crore has been sanctioned for the 11th Five Year Plan (2007-12) to meet the expenditure on provision of water supply sewerage, roads and drains, sanitation, street lighting and electrification etc.

3.56 When the Committee desired to know the efforts undertaken by Delhi Government to provide basic amenities to the unauthorized colonies and services supplied by the Government to the newly regularized colonies, the Ministry in their written reply stated as follows:—

“The GNCTD is providing all basic amenities in these colonies. For this purpose, an outlay of Rs. 2800 crore has been made in the 11th Five Year Plan. During the financial year 2011-12, a provision of Rs. 697.50 crore has been made for providing basic facilities in these colonies. JNNURM funds have not been utilized for the purpose. During the financial year 2010-11 a provision of Rs. 749 crore were made for providing the Civic amenities. Development work of construction of roads and drains are already being carried out in 1033 unauthorized colonies by DSIIDC, I&FC and MCD. Delhi Jal Board has already laid water pipe line in 726 unauthorized colonies and sewer lines have already been laid in 98 unauthorized colonies. DISCOMS have provided street lights in 1250 unauthorized colonies.”

3.57 On being enquired about the efforts made by the Ministry for early finalization and timely approval of lay out plans of

700 unauthorized colonies, the Ministry in their written reply submitted as under:—

“The UD Department, GNCTD has recently forwarded a tentative list of 733 unauthorized colonies which have been found to be eligible as per the parameters stipulated in the Regulations requesting MCD to scrutinize these lay out plans as per clause 5.2 of the Regulations. Accordingly, MCD has scrutinized/redrafted 90 lay out plans based on the base maps provided by DSSDI, Survey of India pertaining to the year 2007 out of the list of 733 colonies and has forwarded these scrutinized lay out plans to UD Department, GNCTD in four batches as per details given below:—

1. 1st batch of colonies sent on 03.11.2010.
2. 2nd batch of colonies sent on 03.12.2010.
3. 3rd batch of colonies sent on 12.01.2011.
4. 4th batch of colonies sent on 28.01.2011.

These scrutinized lay out plans have been sent to GNCTD for finalizing the boundary in pursuance of clause 5.3 of the Regulations dated 24.03.2008 and further getting the land status (in terms of private and Government land) and hindrances (in terms of Master Plan Roads, Forest areas and ASI etc.) superimposed on them.

After receipt of lay out plans showing boundaries, land status, hindrances etc. from Delhi Government, they have to be approved by the Standing Committee of MCD, which is the Competent Authority.”

VIII. Commonwealth Games

3.58 During the conduct of Commonwealth Games 2010, in New Delhi, there were serious allegations on various agencies about the irregularities in the implementation of the projects related to Commonwealth Games, 2010. In the wake of these allegations the Committee took briefing meetings of the Representatives of the Ministry of Urban Development on ‘Role, performance and alleged irregularities by various agencies under the Ministry of Urban Development in the projects related to the Commonwealth Games (CWG).

3.59 During the meeting when the Committee inquired about the reasons for delay in the projects, the Secretary Ministry of Urban Development deposed as under:—

“There were a number of reasons that delayed project implementation. I would like to mention some of these for the

information of this Hon'ble Committee. Even though the Games were allotted to Delhi in November, 2003, the projects were assigned to DDA in January, 2006 only. As a result, the start of the project implementation was delayed. Preparation of architectural drawings and lay out plans, framing of cost estimates and their approval, clearance from statutory authorities etc. took time. Actual work could begin only after all this had been done.

Decision with regard to nature and standards of the playing surfaces and Field of Play was conveyed by the OC very late. Since the specifications of international class were given by OC, a lot of material had to be imported and this took a great deal of time and effort.

New requirements kept coming from the OC and other agencies till very late and DDA was obliged to attend to all of these. For example, after the light intensity to be raised from 1500 lux to 2200 lux. DDA had to make special arrangements for the same. Similarly, the project had in the normal course kept provision for 50 per cent backup for electricity supply, but this was advised to be raised to 100 per cent backup at a very late stage."

3.60 The Committee were concerned about the delay in the completion of Commonwealth Village, and the financial loss incurred by the Government as a result of this. When the Committee enquired about the process on the basis of which M/s Emaar MGF was selected as a private partner for this project and reasons for delay in completion of the project, the Secretary, Ministry of Urban Development deposed the Committee as under:—

"Various options for development of the village were discussed in the 9th meeting of Group of Ministers and it was decided to develop the residential apartments on Public Private Partnership (PPP) mode.

DDA identified M/s Emaar MGF as the PPP Project Developer after following the due process of RFQ and RFP. The Project Developer offered Rs. 321 crore as an upfront payment to DDA. The Agreement for development of residential apartments was signed on 14.09.2007 which provided that DDA would get one-third of the flats and the PPP developer would submit performance guarantee of Rs. 400 crore.

Despite constant monitoring and facilitation of the project by DDA, the Project Developer was unable to complete the work by 31.03.2010, which was the stipulated time for the completion of the

project. The reason was the financial crunch faced by the PPP Developer in 2009 due to which he was not able to pay to the sub-contractors and the work virtually came to a halt. The Project Developer asked for financial assistance from DDA in order to be able to construct the apartments in time. Several options were considered at that time and finally it was decided to provide financial assistance to the Project Developer by purchasing 333 apartments from the Developer at a cost of Rs. 766.89 crore. The work on the project restarted thereafter but still the Project Developer was unable to complete the project by the stipulated date and there were still many works pending. As a result, DDA was forced to take over the residential facility with defects, and also to augment the resources of Project Developer and even take over some works on behalf of Project Developer.”

3.61 Through the submission of the Secretary, Ministry of Urban Development, the Committee came to know that despite financial help provided by DDA, the developer, *i.e.* M/s Emmar MGF could not complete the project even on extended time line.

3.62 On being enquired by the Committee about the actions that have been initiated against M/s Emmar MGF, to recover the losses that have been incurred by the Government, the Secretary, Ministry of Urban Development furnished as under:—

“After the Games were over, action has been taken against the developer. His bank guarantee has been liquidated and damages have been imposed. His bank guarantee for Rs. 183 crore has been invoked and out of that, Rs. 90 crore have been encashed. In the meantime, he went to the High Court and got a stay and now that matter is sub-judice but Rs. 90 crore is with us.”

The Secretary also supplemented that:—

“A technical and Quality Audit team has also been constituted by DDA to examine the deviations from the buildings plans submitted by the Project Developer and to ascertain structural and qualitative deficiencies in the execution of the entire project.”

3.63 The role of DDA, as far as Public Private Partnership project was concerned, was to monitor the progress of the work on regular basis. A Monitoring Committee was constituted. The third party quality assurance was also assigned to CBRI, Roorkee. Later a High Powered Committee was also constituted. Despite all this the project was not completed in time and work was not up to the mark.

3.64 The Committee inquired during briefing meeting whether any action has been taken against the Monitoring Committee, which was supposed to take the cognizance of the work and was also supposed to ensure that everything is done according to the norms. The Secretary, Ministry of Urban Development, deposed as under:—

“Sir, we have asked the DDA what action has been taken and whether action needs to be taken against these people. They have informed that on the reports of the Monitoring Committee, the project developer was issued notices and he was asked to speed up as also wherever he has done things which were not according to the rules, the notices were given. For example, he utilized more FAR and he started construction in the basement. So, notices were given and then demolition notices were issued to him. Then he went to court. So, whatever, was informed to them, they did whatever was possible for them to do.”

PART II

Observations/Recommendations

1. Need for adequate budgetary allocation to fulfil growing requirements in Urban Sector

The Committee note from the Ministry's submission that for the year 2011-12 against the requirement of Rs. 13360.38 crore projected by the Ministry to the Planning Commission, a plan allocation of Rs. 6,210 crore was provided to them as Gross Budgetary Support (GBS) excluding the Internal and External Budgetary Resources (IEBR). An amount of Rs. 1,844 crore has been allocated towards IEBR taking the total allocation to Rs. 8,054 crore. As per Ministry's submission more than 80% of the plan budget of the Ministry goes towards funding of metro rail projects of Delhi, Bangalore, Chennai and Kolkata taken up on DMRC Model of 50:50 joint ownership of Government of India and the concerned State Government. This leaves very small amount at the disposal of the Ministry to cater to its various programmes/schemes. The Committee are of the view that due to unabated growth of urban population which is because of inefficient management of urban areas, urbanization has assumed significance and as such there is an urgent need to give priority to the urban infrastructure issues. The Committee are informed that efforts have been made by the Ministry to initiate certain schemes and policies to face various challenges of urbanization. The Committee are of the opinion that the schemes and policies proposed to be undertaken by the Ministry can not be realized if the Ministry faces financial crunch. The Committee feel that inadequate allocation of funds by the Planning Commission *vis-à-vis* Ministry's demand are also affecting the development schemes for urban sector. The Committee recommend that the Ministry of Urban Development should vigorously impress upon the Ministry of Finance and the Planning Commission to allocate adequate funds to various schemes so as to achieve the targets set out for the 11th Five Year Plan.

2. Review of projects/schemes and monitoring system on regular basis

The Committee have been informed that in order to improve implementation of projects, NCR Planning Board requires State Governments/implementing agencies to submit Detailed Project Reports (DPRs) for Infrastructure Development projects.

The implementation of the projects sanctioned by the Board is monitored by the Project Monitoring and Coordination Wing of the NCR Planning Board through monthly and quarterly Reports submitted by the Implementing Agency/NCR Cells. Regular reviews of the Projects at the State level and the Board level are followed up by filed visits and interactions with the State Implementing Agencies at the time of release of loan installments. Even the second and further loan installments are released only after review and verification of financial and physical progress made in the project. Despite various efforts made by the Ministry to review the projects/schemes monitoring system and control over the performance of each scheme, the progress of projects/schemes undertaken by various States/ULBs is not at all satisfactory.

The Committee desire that Ministry should introspect its efforts of implementation and monitoring and identify the lacunae because even after so many concerted efforts of Ministry the progress under various schemes and projects is still not satisfactory.

3. Demand No. 102MH (4059)—Capital Outlay on Public Works

The Committee note that net budgetary allocation under Demand No. 102 is Rs. 1589 crores. However, the Committee are not happy to find 'nil' achievement during the financial year 2009-10, in Non-Residential (4059 Plan-UD) due to shortage of funds. During the financial year 2010-11, Government could complete only remaining left over work of the previous year. Other works like construction of General Pool Office Accommodation at INA (51782 sqm.), New Delhi, at CBD Shahdara (15886 sqm.), New Delhi, and at Kavadiguda (30000 sqm.) at Hyderabad supposed to be completed by 31.03.2011 have not yet been completed. The Committee are deeply concerned with such State of affairs. The prestigious works are being delayed/blocked for want of funds. The Ministry should have anticipated this and the demand for necessary funds should have been made at the time of Supplementary Demands.

The Committee are of the view that such delays put question mark on the planning, poor management and sincerity on the part of the Ministry besides such delays lead to cost and time overruns and become strain on the financial health of the country. The Committee recommend that the Ministry should properly plan the timely execution of its schemes, make effective monitoring and also fix responsibility for delay in completion of these projects besides allocating sufficient funds for them.

4. Central Public Works Department

The upkeep and ensuring proper maintenance of the Government buildings and residential complexes is the responsibility of the C.P.W.D. The Committee are dismayed to note widespread encroachment by shopkeepers, motor mechanics, pavement dwellers even in organized government residential complexes which not only pollutes the area but also creates inconvenience to residents. It also creates law and order problem besides giving encouragement to anti-social elements. This is assuming alarming proportions and becoming a threat to the civil society.

The Committee are of the opinion that it is inaction on the part of administration which encourages such encroachments not only being taking place but also prosper in or around every government residential complex. The Committee note that it has become a habit in the Government to always pass the buck from one agency to another. The Committee are of the view that it is the Government agencies that allow the flourishing of the encroachers. They want the encroachments should be stopped.

The Committee recommend that strict action needs to be taken against those found responsible. The Committee desire that effective steps should be taken by the Ministry for proper coordination among CPWD, MCD, NDMC as well as police for removal and checking of such encroachments not only in Delhi but also across all the States in the country. All matters pertaining to jurisdiction like area does not come under the control of the Ministry should be sorted out so as to free the public place from encroachers. The encroachers should not in any way take benefit out of feuding Government agencies entangled on the issue of jurisdiction rather they must be crushed. The Committee would like to be apprised of the outcome of the initiatives taken by the Ministry in this regard and also results achieved.

5. Slow Progress of Urban Infrastructure and Governance (UIG) Scheme under JNNURM

The Committee note that an amount of Rs. 31500 crore as Additional Central Assistance (ACA) has been allocated for Urban Infrastructure and Governance (UIG) component of JNNURM for the mission period, *i.e.* 2005-2012. Further, an allocation of Rs. 3587.00 crore was provided for 11 approved projects during the year 2010-11 and the total ACA released was Rs. 1026.32 crore as on 28th February, 2011 which shows the slow pace of progress under this scheme. The reasons for slow pace attributed by the Ministry are non-completion of various

reforms as committed by the States/Urban Local Bodies (ULBs), non-receipt of utilization certificates from States/Cities and non-release of further instalments of ACA for the approved projects. The Committee are not convinced with the justification given by the Ministry for slow progress of UIG scheme. The Committee strongly feel that these problems could have been easily solved by having effective coordination with States/ULBs so as to check their tendency of not furnishing the Utilization Certificates in time. There should also be a mechanism for taking strict action against those defaulting States. The Committee, therefore, recommend that Government should devise effective as well as pragmatic ways and means to keep a watch on the States/ULBs and provide every assistance needed for timely implementation of projects/schemes by them.

6. Adequate funding for UIDSSMT to include more cities under JNNURM

The Committee in their previous Report on 'Demands for Grants' 2010-11 and also in the Action Taken Report had emphasized upon the need for inclusion of the cities having a population of 5 lakh and above in Jawaharlal Nehru National Urban Renewal Mission (JNNURM) so as to improve their infrastructure and foster their economic growth. The Ministry, in response, stated that the need for providing funds for all the remaining eligible uncovered cities was brought to the notice of Ministry of Finance and the Planning Commission. The Ministry of Finance did not agree for inclusion of 28 more cities under JNNURM due to lack of Gross Budgetary Support for 11th Plan while the Planning Commission stated that due to constraints of resources, inclusion of more cities may be taken only in 12th Plan. The Committee, note that out of 28 cities, 18 cities got projects sanctioned under Urban Infrastructure Development Scheme in Small and Medium Towns (UIDSSMT) by the State Level Sanctioning Committee (SLSC) under the respective State Governments. As regards, remaining 10 cities, 2 cities got approval of their projects and for remaining 8 cities, no project has been submitted by the State Governments. The Committee were told that the approved projects, as well as those likely to be submitted by the State Government in future cannot be taken up at present due to inadequate funds under UIDSSMT. The Committee feel that it is necessary to take forward the activities and reforms initiated under JNNURM into the 12th Plan. The gains of JNNURM need to be consolidated and gaps in reform implementation needs to be addressed. They also feel that the weakness of programme design and problems of implementation needs to be reviewed. The Committee, therefore, recommend that period of JNNURM Mission should be extended and adequate allocation of funds be made under

UIDSSMT Scheme so as to include more cities during the 12th Five Year Plan. The Committee also recommend that Ministry should device a mechanism so that each scheme under UIDSSMT could be effectively monitored and reviewed on regular basis and problems, wherever identified, could be resolved in time.

7. **Effective monitoring system and control over performance of schemes under UIDSSMT**

Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT) is one of the sub-components of JNNURM for 7 years duration beginning from 2005-06. The Committee note that since inception of the scheme and till 31.12.2010, 764 projects in 641 towns involving Rs. 12928.93 crore have been approved for release of funds. The Committee have been informed that 123 projects in 8 States have been physically completed, 560 projects are at various stages of implementation and 415 Utilisation Certificates (UCs) amounting to Rs. 2556.75 crore have been received from 23 States. The Committee find that physical progress of projects as reported by the State Governments is far from satisfactory under UIDSSMT. Process for furnishing the UC's by States is also very slow. The Committee further note that Ministry have decided that the Independent Review and Monitoring Agency (IRMA) appointed for UIG would also be extended to the Urban Local Bodies under UIDSSMT. State Governments/SLNAs have also been advised to constitute one Project Implementation Unit (PIU) each for 15 ULBs. The Committee, therefore, desire that effective mechanism should be devised by the Government to expedite the receipt of UCs and Quarterly Progress Reports from State Governments. The Committee recommend that process regarding appointing of IRMA and constitution of Project Implementation Unit for ULB's should be completed at the earliest for better monitoring and timely implementation of sanctioned projects under UIDSSMT. Needless to emphasise that strict monitoring is indispensable for speedy implementation of various reforms committed by States and ULBs for timely release of ACA. The Committee would like to be informed of the results achieved by the steps taken by the Ministry in this regard.

8. **Unsatisfactory Progress under Scheme of 'Urban Infrastructure Development for Satellite Towns around Seven Mega Cities'**

The Committee have been informed that the Urban Development Ministry has started a pilot scheme of Urban Infrastructure Development Scheme for Satellite Towns around Seven Mega Cities with the objectives to develop urban infrastructure facilities and to enhance the sustainability of urban infrastructure facilities by

implementing various reforms. Against an allocation of Rs. 200 crore made for seven mega cities and 8 counter magnet towns during the year 2010-11 actual disbursed amount was only Rs. 70 crore. For the financial year 2011-12 an amount of Rs. 135.00 crore has been made available for this scheme.

The Committee note with concern that since approval of this scheme in July, 2009 only 8 towns have been identified by States and 11 projects involving Rs. 438.02 crore sanctioned till date. The Committee find that most of the projects have been approved in the fourth year of the Plan and are unlikely to be completed during 11th Plan. The Committee are of the opinion that such a scheme should not be wrapped up within a short time. They feel that maximum benefit out of the scheme is yet to come. Hence, it is essential that this scheme is extended in the 12th Plan period. The Committee further feel that financial crunch should not come in way of this scheme. The Ministry should take up this matter with the Ministry of Finance and Planning Commission. At the same time, the Committee want the States to play proactive role with regard to implementation of urban reforms and take necessary steps to strengthen ULBs in towns so that City Development Plans and Detailed Project Reports could be prepared and submitted in time to harness the benefits of the scheme.

9. State Sanitation Strategies and City Sanitation Plans

The National Urban Sanitation Policy launched in December, 2008 envisages development of State Sanitation Strategies and City Sanitation Plans as an integral step towards the achievement of its vision that all Indian cities and towns become totally sanitized, healthy and livable.

The Committee are given to understand that out of 5161 cities/towns only 209 cities have initiated action for preparation of City Sanitation Plans and 24 States are formulating their State Sanitation Strategies. The Committee note that Ministry has been repeatedly writing to these States for preparation of City Sanitation Plans as it is the responsibility of the States and cities to design, build, operate and maintain relevant system. The Committee are given to understand that the city sanitation plan is envisaged as a document which will not solve all the sanitation related problems. Rather it is a first step in addressing the issue of sanitation in an integrated manner. While accepting this view, the Committee deprecate the allocation of a small sum of Rs. 20.05 crore for 5161 towns/cities during the entire plan period. They want the Ministry to take up the matter with the Ministries of Finance and Planning Commission so that an ambitious plan is not

stuck up due to financial constraints. At the same time, they want the Ministry to take up this matter with States vigorously to persuade them to prepare State sanitation strategies and city sanitation plans so that these States and cities thereof could reap maximum benefit of the scheme. The Committee also desire that more stringent monitoring mechanism needs to be put in place not only at States level but also in the cities so as to ensure its speedy implementation.

10. National Mission on Sustainable Habitat (NMSH)

The National Mission on sustainable Habitat is one of the 8 Missions under the National Action Plan for climate change announced by the Hon'ble Prime Minister in June, 2008, with the tenure upto the 12th Plan period *i.e.* 2017. The Mission document has been prepared by the Ministry of Urban Development on the basis of consultations and discussions with relevant Ministries and other expert organizations. The Prime Minister's Council on Climate Change has approved the document in its meeting held on 18.6.2010.

The Committee are informed that the Scheme will be a Central Sector Scheme to be funded from funds available under the Plan budget of the Ministry. Financial support under the NMSH programme shall be extended to Cities/States for implementing the complementary actions and capacity building measures already identified in the Mission document. The capacity building measures would cater to needs related to increasing energy efficiency in residential and commercial sectors, urban transport, waste water management, solid waste management and adaptation. Financial support shall be extended in conformity with overall amounts indicated for capacity building and demonstration project. The Committee are further informed that it would result in development of Sustainable Habitat Parameters in the field of Energy Efficiency, Urban Transport, Water Supply/Sewerage, Solid Waste Management, Storm Water Segment and Urban Planning.

The Committee are given to understand the selection of ULBs/Cities will depend on the nature of proposals received and their consistency with the mandate under the mission. Thus, the formulation of proposals and their finalization is dependent on various agencies, the Committee find the criteria and process of selection of ULBs/Cities is quite cumbersome. The Committee recommend that on one hand steps may be taken to simplify the procedure and criteria for selection of ULBs/Cities under the mission while on the other hand awareness may be created about the scheme amongst all the stakeholders through all modes of Information, Education and Communication (IEC) so that the maximum ULBs/Cities would take benefit of NMSH.

11. Urban Transport Planning Scheme

The Committee note that a scheme of Urban Transport Planning was launched in August, 2008 with the objectives to ensure easily accessible, safe, affordable, quick, comfortable, reliable and sustainable mobility for all. It provides central financial assistance, upto 80% for taking up traffic and transportation studies/preparation of Detailed Project Reports (DPR) in place of the old scheme for providing 40% central assistance. The Committee have been informed that for improving overall mobility several measures such as improved integration of land use and transport planning, integration of public transport systems and demand restraint measures etc. are required to be undertaken in a coordinated manner but a complete understanding of such issues is lacking at both the States and cities level.

The Committee are happy to note that a new scheme for capacity building in the field of urban transport which envisages manpower development was launched in October, 2009 as Government are encouraging public private participation in the urban transport. The Committee find that during the year 2009-10, 31 proposal were furnished by 21 States and similarly in 2010-11 only 34 proposals were received from these States which cannot be termed as sufficient. The Committee are of the view that the stakeholders will understand the nuances of the scheme once they are trained through capacity building programme. The Committee also note that central grant is released by Ministry of Urban Development in stages according to the terms of reference and progress of the studies. The Committee find that even after the lapse of 18 months, neither any review nor any evaluation of this scheme has been made by the Ministry. They are not satisfied with the reply of the Ministry in this regard that since the scheme has recently been launched, the evaluation/review has not been done. The Committee feel that this is high time to undertake the exercise of evaluation as any shortcomings/bottlenecks could be sorted out. Keeping in view, the massive challenge of urban transportation, the Committee desire evaluation of this revised scheme be immediately done.

12. Setting up of National R&D Centre for Metro Rail Coaches

The Committee in their earlier Report had emphasized the need for setting up of a National R&D Centre for State of art Metro Rail coaches under the aegis of Bharat Earth Movers Ltd. (BEML). However, due to non support of Ministry of Finance and Planning Commission, the proposal for setting up of this Centre could not be finalized. The CMD, Delhi Metro Rail Corporation (DMRC) during the evidence, informed the Committee that they have now modified the proposal to

house this in Bharat Heavy Electrical Ltd. (BHEL) and Bharat Earth Movers Ltd. (BEML) will also be involved. Since the Metro rail services have assumed greater significance with regard to alleviating the transport woes of the public at large, the Committee want that there should not be any laxity in respect of their demand. The setting up of National R&D centre will not only facilitate the building of state-of-the-art metro coaches but will reduce the cost being incurred on import of coaches for metro rails. The Committee, however, desire that a definite time frame must be fixed and followed scrupulously for speedy implementation of setting up of the centre.

The Committee appreciate the steps taken by DMRC regarding introduction of metros in all those cities having population of more than two million. The Committee have been informed that process for preparation of detailed project report have been started in 12-13 cities out of 20 such cities and the remaining cities are not entitled as the concerned State Governments did not give clearance. The Committee, therefore, desire the Ministry to take up the matter with State Governments at the highest level for giving clearance so that Detailed Project Reports could be prepared in those cities also so that other related work could be commenced at the earliest.

13. Regularization of unauthorized colonies in Delhi

The Committee are given to understand that Union Government had approved the revised guidelines for regularization of unauthorized colonies on 8-2-2007, DDA notified the Regulations in this regard under the Delhi Development Act, 1957 on 24-3-2008. The work relating to regularization, including preparation and implementation of development works involving agencies concerned is to be undertaken, coordinated, monitored and supervised by the Government of the National Capital Territory of Delhi (GNCTD). As provided in a subsequent notification issued in this regard on 16th June 2008, time limit of one year has been given for formal regularization of unauthorized colonies after the date of issuance of Provisional Regularization Certificates to such unauthorized colonies. GNCTD has issued Provisional Regularization Certificates to 1223 unauthorized colonies on 4th October, 2008 in accordance with the notification dated 16th June, 2008.

The Committee note that a provision of Rs. 697.50 crore was made for providing civic amenities to unauthorized colonies during the financial year 2011-12 and water supply, sewerage, roads, street lighting and electrification etc. have already been given to 1033 unauthorized colonies in Delhi. The Committee have been informed that the

Urban Development Department of Delhi State has recently forwarded a tentative list of 733 unauthorized colonies which have been found eligible for basic amenities as per the parameters fixed. The Committee are surprised to find that out of 733 colonies, only 90 lay out plans have been scrutinized by Municipal Corporation of Delhi (MCD) and sent to Government of National Capital Territory of Delhi (GNCTD) for finalizing the boundaries. Thereafter, the lay-out plan of these colonies will be approved by the Standing Committee of MCD which is the final authority. The Committee are not satisfied with the progress of regularization and development work being undertaken in the unauthorized colonies. The Committee feel that though the regularization of unauthorized colonies is a State subject yet the Central Government should ensure that regularization of unauthorized colonies in Delhi is done as per their revised guidelines and also to ensure that basic amenities should be provided to them within 2 years of their authorization so that the people do not live in inhuman civic conditions.

14. M/s Emmar MGF as the PPP Project Developer in Commonwealth Games Village

The Committee have been informed that there was huge delay in the completion of Commonwealth Village and due to this Government suffered financial loss also. M/s Emmar MGF was selected as a private partner for implementation of this project. The basis of selection of M/s Emmar MGF is that Group of Ministers had decided to develop the residential apartments in the Commonwealth Games Village on Public Private Partnership mode and DDA, after the due process on Request For Quotations (RFQ) and Request For Proposal (RFP), selected M/s Emmar MGF as the PPP project Developer. However, despite continuous monitoring developer was unable to complete the work within the scheduled time and the reason furnished by them was the financial crunch.

The Committee are dismayed to note that even though DDA had provided an amount of Rs. 766.89 Crore as a financial help through the purchase of 333 flats of Commonwealth Games Village, the developer could not complete the project within extended period.

The Committee are of the opinion that, awarding of contract to M/s Emmar MGF without verifying its financial status is a serious matter and cast doubt on the functioning of DDA.

The Committee are further informed that the Ministry have levied liquidated damages and invoked performance security of Rs. 183 crore on M/s Emmar MGF. Out of this, only Rs. 90 crore could be realized

by the Ministry. The matter regarding recovery of remaining amount is sub-judice. However, the Committee desire that a thorough inquiry, should be conducted in the matter which will ascertain why such a huge contract was awarded to a firm who was not financially sound enough and complicity of DDA officials therein should also be determined. The Committee want the Ministry to fix responsibility on the basis of inquiry and bring the guilty to book. The Committee would like to be apprised of the steps taken in this regard.

NEW DELHI;
30 June, 2011

9 Asadha, 1933 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on
Urban Development.

APPENDIX I

STANDING COMMITTEE ON URBAN DEVELOPMENT (2010-2011)

MINUTES OF THE SIXTH SITTING OF THE COMMITTEE HELD ON WEDNESDAY, 06TH APRIL, 2011

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

PRESENT

Shri Sharad Yadav — *Chairman*

MEMBERS

Lok Sabha

2. Shri Ramesh Kumar
3. Dr. Sanjeev Ganesh Naik
4. Shri Gajanan D. Babar
5. Dr. Kirit Premjibhai Solanki
6. Shri Radhe Mohan Singh
7. Dr. (Prof.) Ramshankar
8. Shri Ambica Banerjee
9. Shri Pratap Singh Bajwa
10. Shri Praveen Kumar Aron

Rajya Sabha

11. Shri Rajeev Shukla
12. Shri Avinash Pande
13. Shri Manohar Joshi

14. Shri Khekiho Zhimomi
15. Dr. Bhalchandra Mungekar
16. Shri Pravin Naik
17. Shri Surendra Moti Lal Patel

SECRETARIAT

1. Shri T.K. Mukherjee — *Joint Secretary*
2. Shri R.K. Jain — *Director*

LIST OF WITNESSES

1. Shri Navin Kumar — Secretary (UD)
2. Shri R.C. Mishra — Addl. Secretary (UD)
3. Smt. Sudha Krishnan — Joint Secretary and FA
4. Smt. Aditi S. Ray — Economic Advisor
5. Shri S.K. Lohia — OSD (MRTS)
6. Shri A.K. Mehta — Joint Secretary (UD)
7. Shri S.K. Singh — Joint Secretary Urban Transport
8. Shri G.S. Patnaik — V.C., DDA
9. Shri R.K. Srivastava — Pr. Secretary (UD), GNCTD
10. Shri K.S. Mehra — Commissioner, MCD
11. Shri Parimal Rai — Chairperson, NDMC
12. Shri E. Sreedharan — MD, DMRC
13. Shri V.P. Das — CMD, NBCC
14. Shri C.S. Prasad — Director-General (W), CPWD
15. Shri Rajiv Malhotra — Chief Regional Planner, NCRPB
16. Shri R.C. Sharma — Director of Estates
17. Shri V.K. Sharma — Director of Printing
18. Shri J.B. Kshirsagar — Chief Planner, TCPO
19. Shri K.K. Mahawar — Director (Finance), M/o UD
20. Shri Deen Dayal — Joint Advisor (CPHEEO)
21. Shri Moti Lal — Director (Budget)
22. Shri Sanjeev Srivastava — Controller of Accounts

2. At the outset, the Hon'ble Chairman welcomed the members of the Committee and representatives of the Ministry of Urban Development to the sitting of the Committee and apprised them of the provisions of Direction 55(1) of the 'Directions by the Speaker'.

3. The Secretary, Ministry of Urban Development, thereafter briefly explained the overall Budgetary position with regard to various Central sector schemes and programmes of the Ministry for the year 2011-12 and highlighted their targets and achievements of the previous financial year as well as reasons for shortfall, wherever applicable. The Committee then discussed in detail various issues related to the examination of the 'Demands for Grants' of the Ministry for the year 2011-12.

4. The Members sought clarifications on various issues relating to the subject and the Secretary and representatives of the Ministry responded to the same. The Committee directed the representatives of the Ministry to furnish written replies to the queries which could not be responded to by them.

5. The Witnesses then withdrew.

6. A verbatim record of the proceedings of the sitting of the Committee has been kept.

The Committee then adjourned.

APPENDIX-II

MINUTES OF THE EIGHTH SITTING OF THE STANDING
COMMITTEE ON URBAN DEVELOPMENT (2010-2011)
HELD ON FRIDAY, 10TH JUNE, 2011

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

PRESENT

Shri Sharad Yadav — *Chairman*

MEMBERS

Lok Sabha

2. Shri Partap Singh Bajwa
3. Shri Ambica Banerjee
4. Shri Sakti Mohan Malik
5. Shri Kailash Joshi
6. Shri Ramesh Kumar
7. Shri P.C. Mohan
8. Dr. (Prof.) Ramshankar
9. Dr. Kirit Premjibhai Solanki

Rajya Sabha

10. Shri Rajeev Shukla
11. Shri Surendra Moti Lal Patel
12. Shri Pravin Naik
13. Shri Avinash Pande
14. Shri Manohar Joshi
15. Shri Khekiho Zhimomi

SECRETARIAT

1. Shri T.K. Mukherjee — *Joint Secretary*
2. Shri R.K. Jain — *Director*
3. Ms. Amita Walia — *Deputy Secretary*

2. At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the following Draft Reports:—

- (i) Draft Report on Demand for Grants (2011-12) of the Ministry of Urban Development.
- (ii) *** *** *** *** ***

3. The Committee adopted the Draft Report on Demands for Grants (2011-12) of the Ministry of Urban Development without any changes. The Draft Report on Demands for Grants (2011-12) of the Ministry of Housing and Urban Poverty Alleviation was adopted by the Committee with some changes as suggested by the Members.

4. The Committee also authorized the Chairman to finalize the above-mentioned Reports taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministries and also to present to both the Houses of Parliament.

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

The Committee then adjourned.

*** Matters not related to this Report.