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

FIFTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

URBAN TRANSPORT

*[Action Taken by the Government on the recommendations contained in the Thirty-Seventh
Report of the Standing Committee on Urban Development (Fourteenth Lok Sabha)]*

FOURTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2010/Vaisakha, 1932 (Saka)

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Presented to Lok Sabha on 21.4.2010

Laid in Rajya Sabha on 21.4.2010



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

Shri Sharad Yadav – *Chairman*

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2. Shri K.D. Muley — *Director*
3. Smt. Anita B. Panda — *Additional Director*
4. Ms. Amita Walia — *Deputy Secretary*
5. Shri Priyadarshan — *Senior Committee Assistant*

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2009-10) having been authorized by the Committee to submit the Report on their behalf, present the Fourth Report on the action taken by the Government on the recommendations contained in the Thirty-Seventh Report (Fourteenth Lok Sabha) of the Standing Committee on Urban Development on Urban Transport.

2. The Thirty-Seventh Report was presented to Lok Sabha on 16 December, 2008. The replies of the Government to all the recommendations contained in the Report were received on 07 July, 2009.

3. The replies of the Government were examined and the Report was considered and adopted by the Committee at their sitting held on 05 January, 2010.

4. An analysis of the action taken by the Government on the recommendations contained in the Thirty-Seventh Report (Fourteenth Lok Sabha) of the Committee (2009-2010) is given in Appendix-II.

NEW DELHI;
5 January, 2010
15 Pausa, 1931 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on Urban Development.

CHAPTER I

REPORT

This Report of the Standing Committee on Urban Development (2009-2010) deals with the action taken by the Government on the Recommendations contained in their Thirty Seventh Report (Fourteenth Lok Sabha) on the subject "Urban Transport" relating to the Ministry of Urban Development, which was presented to the Lok Sabha on 16th December, 2008.

1.2 Action taken replies in respect of all the 16 recommendations/ Observations have been received from the Government contained in the Report. These have been categorized as follows:

- (i) Recommendations that have been accepted by the Government (Chapter-II):
Serial Nos. 1, 2, 6, 8, 10, 11, 14 and 16 (Total-08)
- (ii) Recommendations which the Committee do not desire to pursue in view of the replies of the Government (Chapter-III):
Serial No. 12 (Total-01)
- (iii) Recommendations in respect of which replies of the Government have not been accepted by the Committee and which require reiteration (Chapter-IV):
Serial Nos. 3, 5, 7, 9, 13 and 15 (Total-06)
- (iv) Recommendations in respect of which final replies of the Government are still awaited (Chapter-V):
Serial No. 4 (Total-01)

1.3 The Committee trust that utmost importance would be given by the Government to the implementation of their Recommendations. In cases, where it is not possible for the Government to implement the Recommendation(s) in letter and spirit for any reason, the matter should be reported to the Committee with reasons for non-implementation.

1.4 The Committee desire that Action Taken Notes on the Recommendations contained in Chapter-I of this Report and final replies in respect of the Recommendations for which only interim replies have been given by the Government (included in Chapter-V) should be furnished to the Committee expeditiously.

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

Recommendation (Serial No. 3)

Bus Rapid Transit System [BRTS]

1.6 The Committee had recommended as under:—

“BRTS which entails dedicated lanes for high capacity buses, is a crucial mode providing smooth and affordable transport facility to the public. Considering its low cost, ease of implementation, wide area coverage, flexibility and overall sustainability, this system should be encouraged. However, the Committee have been informed by the expert that its merits notwithstanding, this concept should be cautiously and selectively applied in cities and that there are certain basic parameters and prerequisites necessary to make this system successful. In line with the advice of NUTP, the Committee would like to believe that factors such as the urban form, terrain, level of demand, direction and extent of sprawl, width of road available, extent of population density have been taken into consideration in BRTS projects. From the material furnished by the Ministry, the Committee understand that apart from Delhi, BRTS projects in 8 other cities have been approved. The Committee hope that before implementing these BRTS projects, a thorough scientific feasibility study of each respective city has been taken up in the light of the above-mentioned parameters with due incorporation of public opinion as well. In the backdrop of the criticism of BRTS project in Delhi, the Committee expect that utmost care would be taken in the implementation of these projects.”

1.7 In their Action Taken reply, the Government have stated as follows:—

“The BRTS projects sanctioned under JNNURM Scheme of the Ministry are based on Detailed Project Reports prepared by the

State/city authorities. Further stakeholders consultations are part of the project preparation/implementation. This Ministry has also issued a booklet on "BRTS Development in India" to advise on the matter to State/project authority implementing BRTS. A meeting was taken by the Ministry under the Chairmanship of Secretary (UD) in May, 2008 to review all BRTS projects sanctioned under JNNURM Scheme of the Ministry. The focus of the review meeting was to identify shortcomings and share lessons learnt so that public is not made to suffer once the BRTS is introduced. The emphasis was laid on the fact that public convenience should be kept in view while implementing these projects."

1.8 The Committee note the initiatives of Ministry of Urban Development in taking up BRTS projects in various cities including issue of a booklet on "BRTS Development in India" to advise on the matter to State/project authority implementing BRTS. They hope that the said booklet has addressed issues like the shortcomings identified in BRTS and steps taken to improve the acceptability of BRTS in cities and that it would help in guiding the cities in the right direction. Meanwhile, the Committee would like to be apprised of the steps taken by the Government on ground to overcome the already identified shortcomings as experienced in BRTS, Delhi in implementation of approved eight BRTS projects. They further reiterate that a scientific feasibility study is a must prior to the commencement of all the BRTS projects and the Government should ensure that the feasibility study, while being undertaken by States/project authorities, should include not only the opinion of the public as a user but also of experts, scientists, city planners, etc.

Recommendation (Serial No. 5)

Intelligent Transport System [ITS]

1.9 The Committee had recommended as under:—

"As per the expert opinion, ITS when used in urban transport, has a great potential of enhancing safety, reducing emissions as well as congestion. The draft urban bus specifications, currently under finalisation in the Ministry, have also specified that bus architecture should be compatible with ITS and vehicle tracking system. Considering the benefits of ITS, there is a strong case for formulating a National-level Intelligent Transport System framework. The Ministry of Urban Development has reportedly set up an

Inter-Ministerial core group on ITS for establishing a National framework for ITS after bringing all the stakeholders and Ministries together. The Committee commend the same and desire that the core group must frame it with due urgency. They would like to be apprised of the progress on the matter.”

1.10 In their Action Taken reply, the Government have stated as follows:—

“To promote ITS in urban transport, recently a proposal of IIT, Madras has been approved by the Research and Advisory Committee of the Ministry for setting up of a Centre of Excellence for undertaking research in Urban Transport area. The proposed research areas of focus of IIT Madras are to strengthen capacity in ITS and ITS application based research. They will be asked to propose national framework for ITS.”

1.11 The Committee do not find the reply of the Government satisfactory. While there is no denying the fact that promotion of ITS needs to be backed by the findings of proper research conducted in an expert institution, the Committee had expected that research on ITS was already underway because ITS, advanced passengers information system etc. have been included in the scheme to provide Central financial assistance for purchase of buses under JNNRUM. The Committee are of the view that since only a proposal to set up a Centre of Excellence for undertaking research in ITS has been approved so far, it would mean that ITS would take a very long time to materialize in urban transport. The Committee are dismayed to note that the matter is being dealt with so casually. They feel that ITS has assumed more significance in the wake of Commonwealth Games, 2010 in Delhi for the fact that ITS enabled safe, smooth and seamless public transport would enhance a country’s reputation in the eyes of the world. Further the reply of the Government has not addressed the recommendation of the Committee at all. The Committee, while acknowledging the “Inter-Ministerial Core Group on ITS” for establishing a national framework for ITS, had desired to know the progress made in this direction. However, the Government informed the Committee about a proposal of IIT, Madras and thereby completely ignored the recommendation of the Committee.

The Committee reiterate that urgent steps in this direction is more relevant in view of the Commonwealth Games-2010. The Committee, therefore, expect the Government to explore the possibilities in ITS more enthusiastically and apprise them about the steps taken in this regard.

Recommendation (Serial No. 7)

Establishment of Unified Metropolitan Transport Authority [UMTA]

1.12 The Committee had recommended as under:—

“A high degree of fragmentation within Urban Transport management and separate enactments for various modes of Urban Transport as also the multiplicity of Urban Transport agencies render a coordinated planning and implementation of Urban Transport infrastructure difficult, ultimately defeating the prime purpose of a unified integrated Urban Transport System. In this connection, the Committee commend the fact that the Ministry is working towards ensuring very close coordination between the providers of urban transport services. They note further that the NUTP recommends the setting up of Unified Metropolitan Transport Authority (UMTA) backed by an Act in all million plus cities to facilitate better coordination in the planning and implementation of Urban Transport systems. The Committee deplore the fact that even after more than two years of NUTP’s recommendation for UMTA, the drafting and enactment of the said Act in all million-plus cities, except Hyderabad, is yet to be done which would provide requisite statutory backing to the UMTAs for facilitating more coordination, planning, implementation and management of urban transport system/projects. Reportedly, Hyderabad is the only example where UMTA Act is in place. The Committee, therefore desire the expeditious enactment of the UMTA Act, by all the State Governments. The Committee also note the constitution of a second Task Force to look at the requirements of the remaining mega cities and the larger cities with respect to the setting of UMTA. The Committee desire that no further time should be lost in finalizing the constitution of the said Authority for all these cities as well. The Committee may be apprised of the composition and the functional mechanism of the UMTAs, thus set up.”

1.13 In their Action Taken reply, the Government have stated as follows:—

“Unified Metropolitan Transport Authority (UMTA) has been set up for Jaipur, Bangalore, Hyderabad, Chennai and Mumbai. In respect of Andhra Pradesh, UMTA for Hyderabad Metropolitan

Region has been set up for the purpose of planning, coordination, supervising, promotion and securing planned development of Hyderabad Metropolitan Region which is backed by a State legislation.

While UMTA for Hyderabad (Andhra Pradesh), Mumbai (Maharashtra), Bangalore (Karnataka) has been set up under the Chairmanship of Chief Secretary of the respective State Governments, UMTA for Jaipur, Rajasthan is headed by Chief Minister, Rajasthan. Composition of UMTA for Hyderabad, Mumbai, Jaipur and Bangalore may be seen at Annexure-I.

Setting up UMTA for all million plus cities has also been made conditional to funding of buses for urban transport under JNNURM."

1.14 The Committee appreciate the setting up of Unified Metropolitan Transport Authority (UMTA) in Jaipur, Bangalore, Hyderabad, Chennai and Mumbai. Nevertheless, the setting up of such an Authority in only 5 out of the present 35 million-plus cities, even after three years of National Urban Transport Policy's recommendation to that effect, leaves much to be desired. The Committee also desired to be informed about the functional mechanism of UMTAs, which has not been provided in the Action Taken reply. In addition to this, the Committee would like to know the achievement made by the Second Task Force, constituted to look into the requirements of the remaining mega cities and the larger cities with respect to the setting of UMTA, in providing the desired impetus to the cause. The Committee also expect the Ministry to furnish to them the present status of UMTAs in the remaining 30 cities, alongwith the reasons for delay. As regards, UMTAs in the 5 aforementioned cities, the Committee feel that the Ministry should assess their success rate in providing a unified integrated transport system in their respective cities, so as to convince other cities to follow suit.

Recommendation (Serial No. 9)

Financing of Urban Transport

1.15 The Committee had recommended as under:—

"A sound and adequate funding is required for a sustainable urban transport. In so far as the Centralized schemes on Urban Transport

is concerned, the Committee note that a scheme for Urban Transport Planning was introduced wherein the Government of India provided Central Financial assistance to the States/UTs upto 80% for preparing comprehensive urban transport plans/studies, integrated land use etc. The percentage of Central Financial assistance was revised from earlier 40% to 80% as the States were reportedly not very forthcoming in availing the same. The Committee hope that the revised provision would attract a suitable response from the States/UTs. They would like to be apprised of the response from the States/UTs to the scheme as well as the level of monitoring done to ensure appropriate utilization.

Further, the Committee have been given to understand a new scheme for 'Capacity Building in Urban Transport' is currently awaiting approval of the Expenditure Finance Committee (EFC). They would like to be apprised of the latest position on the same and furnished with a note on the details of the scheme, projections and targets, if any.

Further, the Committee are dissatisfied to learn that as on 01.01.2008, under the component 'Sub-Mission for urban infrastructure and governance' of JNNURM, the numbers of projects funded for the sector MRTS and 'Urban Transport' excluding MRTS were just 13 and 11 respectively. Moreover the projects are being taken up in only 12 cities out of 63 mission cities, which is not even 20%. The Committee do not find it satisfactory considering the fact that JNNURM, which was started in December, 2005 will be completing 3 years by the end of this year. The Committee hope that more projects covering all these cities would be taken up. Further, as the demand for investment in urban transport sector during the 11th Plan has been estimated to be around Rs. 1,325,00 crore, there is a need felt to create a dedicated "Urban Transport Revolving Fund" for the same. However, the Committee regret the delay in creation of the said fund. As regards States, the Committee learn that only the cities of Surat and Pimpri-Chinchwad have set up such a fund. At the Central level, the setting of such a fund has been proposed in the agenda items of the meeting of National Development Council. The Committee hope that the Ministry would continue to pursue the matter so that such a fund is set up at the earliest."

1.16 In their Action Taken reply, the Government have stated as follows:—

“Nine proposals have been received from States of Maharashtra, Karnataka, Sikkim, Manipur under the Revised Scheme of Urban Transport Planning seeking enhanced Central financial assistance in 2008-09 as against nil proposal in 2007-08 under earlier scheme, which shows encouraging response.

Scheme for capacity building in Urban Transport is for promoting improved knowledge and to undertake comprehensive urban transport planning and implementation for evolving urban transport problems. Expenditure Finance Committee (EFC) Meeting has been held on 16th March, 2009 for approval of the scheme. The final approval of the scheme is in process. The detailed components of Scheme include training, education, conferences and governance, institutional developments etc.

Urban transport is being given due importance under JNNURM and urban transport projects including MRTS, roads and flyovers constitute around 23% of the total projects sanctioned under JNNURM scheme of the Ministry till June, 2009.

As far as dedicated urban transport fund at State and city level is concerned, setting up of this fund has been made conditional as part of the funding of buses of urban transport. The Ministry would pursue setting up of such a fund at Central Govt. level also.”

1.17 The Committee would like to be informed of the present status of approval of the Scheme for capacity building in Urban Transport by the Expenditure Finance Committee (EFC). They also desire to be informed of the detailed components of the Scheme, projections and targets, if any. Although the Government have informed the Committee that setting up of a dedicated Urban Transport Fund at State and city level has been made conditional as part of funding of buses of urban transport, the Committee are concerned to note that no urgency has been shown by the Government to set up a dedicated ‘Urban Transport Revolving Fund’ even though a huge investment to the tune of Rs. 1,32,500 crore is envisaged for urban transport during 11th Five Year Plan. The Committee, therefore, recommend that the Government should take necessary steps in setting up such a fund at the Central level.

Recommendation (Serial No. 13)

Non-Motorized Transport

1.18 The Committee had recommended as under:—

“The Committee note that non-motorized modes of transport like bicycles, cycle rickshaws, etc. are environment friendly and economically favourable for the lower income group population. Hence, these modes need to be encouraged. However, they deplore the fact that non-motorized modes of transport are fast losing their importance not only as a natural consequence of the increasing urban sprawl and rising income levels but also as a result of lack of desired importance given to non-motorized modes in the overall urban transport policy, planning and investment.

The Committee desire that the safety concerns of cyclists and pedestrians should be addressed urgently and adequately. The Ministry must ensure that segregated right of way for bicycles and pedestrians are constructed in all the million plus cities. Facilities like secure parking, shade giving landscaping, provisions for drinking water and resting stations along bicycle corridors should be encouraged. Further, the Ministry should incentivize the use of lighter bicycles with gears and tubeless tyres as also the use of electric bicycles. Besides, local neighbourhood roads need to be strengthened. People taking cars for small distance need to be discouraged by building safe, comfortable and exclusive walking and cycling paths. The Committee are also of the view that there should be a clear provision for rights as well as responsibilities of pedestrians and cyclists in the traffic rules. The Committee note that under the NUTP, the Central Government has committed to give priority to the construction of cycle tracks and pedestrian paths in all cities, apart from encouraging public-bicycle programmes. The Bus Rapid Transit System (BRTS) projects in 8 million-plus cities reportedly have provision for cycle tracks. The Committee hope that the Ministry will monitor this in all seriousness and take necessary steps to protect the non-motorists. The Committee would like to be apprised of the progress on the matter.”

1.19 In their Action Taken reply, the Government have stated as follows:—

“The recommendations of the Committee have been noted for guidance. The Ministry is seriously monitoring interest of pedestrians and cyclists in all urban transport projects requiring Central Govt. financial assistance.”

1.20 The Committee are sad to learn that their recommendation on encouraging and facilitating the use of bicycles as a means of urban transport has been noted merely for 'guidance' and not for 'implementation' by the Government, and thus, no concrete steps seem to have been taken by the Ministry of Urban Development in this direction. It is a fact that the use of bicycles by the urban poor, industrial workers, student community and others is a bare necessity due to their economic conditions in almost every medium/small city in the country and thus, it is their only means of transport and this reality should not be ignored. Besides, the Committee are convinced that even in the million-plus cities, people belonging to the Middle and Lower Income Groups would prefer using bicycles to reach at least the nearby areas, provided appropriate infrastructure and safety mechanisms are in place. The Committee feel that encouraging the use of non-motorised public transport can directly impact the quality of life in cities, which are choking under vehicular pollution and noise. The National Urban Transport Policy (NUTP) has already sought to address such issues and the Ministry is expected to monitor projects in the light of NUTP. The Committee, therefore, reiterate their recommendation and would like to know the specific action taken by the Government or how they propose to address this issue.

Recommendation (Serial No. 15)

Parking Problem

1.21 The Committee had recommended as under:—

"Inadequate parking space has aggravated the congestion problem in cities. In this context, the Committee expect an urgent and proactive role by the Ministry in laying down such guidelines that encourage formulation of State level urban transport policies containing features like a differential charging of parking fees for various vehicles, preferential treatment for public transport and non-motorized modes etc. In this connection, the Committee note that the Government of Delhi has escalated the parking fee in Central Business Districts. The Committee expect that similar measures should have been taken by other million-plus cities also. Further the Committee feel that the building bye laws must make it mandatory to leave ample space for parking of at least two vehicles per dwelling unit. Besides, the purchaser of a vehicle must be asked to produce relevant documents related to availability of parking

space at home. The Committee are also of the view that multi-level parking complexes on PPP basis must be made a mandatory requirement in city centres that have several high-rise commercial complexes. The Committee deplore that despite the Ministry's advisory to State Governments on all the above-mentioned aspects of the parking policy, they are yet to come up with an appropriate parking policy. The Committee hope that the Ministry would take up the matter with the State Governments and urge them to address this issue."

1.22 In their Action Taken reply, the Government have stated as follows:—

"Under the Scheme of funding for buses for urban transport system parking Policy is one of the mandatory reforms. Guidelines under the Scheme envisages:

- (i) Parking policy statement wherein parking fee represents the true value of land occupied, banning of parking on arterial/ring roads, multilevel parking centres in city centres with park and ride facility etc. and time lines for implementation.
- (ii) Mechanism to enforce the parking policy that has been formulated along with restrictions on parking proposed to be implemented as well as new parking spaces to be created.

Similarly, for Chennai Metro Rail Project, parking policy has also been made one of the mandatory conditions for sanction of the project by Govt. of India."

1.23 In their Action Taken Reply, the Government have informed the Committee about parking policy being a mandatory reform under the scheme of funding for buses for urban transport system which *inter-alia* envisages parking policy statement wherein parking fee represents the true value of land occupied, banning of parking on arterial/ring roads, multi-level parking, etc. The Committee commend such efforts. At the same time, they observe that their recommendation had actually referred to the lack of parking space for all modes of public transport as well as the private four-wheelers and other vehicles too, which the public uses in the absence of a reliable mode of public transport. The Committee expected the Ministry to address the issue in its totality. Thus, they find their reply to be incomplete. The Committee also expect the Government to be pro-active on the matter concerning shortage of parking space in residential areas, which is

largely due to lacunae in the building bye-laws. As the Ministry is the nodal authority for town and country planning, the Committee recommend that the Government should take necessary steps to ensure that building bye-laws in at least all the five mega cities and other Million-plus cities include a mandatory clause to leave ample space for parking of at least two vehicles per dwelling unit. Ugly brawls over parking of vehicles are becoming an every day affair for residents of any big city like Delhi, the Committee, therefore, also reiterate their stand that the purchaser of a vehicle must be asked to produce relevant documents related to availability of parking space at home. In this regard, the Committee expect the Government to take up the matter with city planners and also issue necessary guidelines to all States/ UTs to frame appropriate parking policies at the earliest.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1)

Public Transport

2.1 Public Transport is the more suitable form of transport for our country in view of the ever-increasing population as well as inability of a large chunk of the same to afford personal modes of transport, apart from severe crunch of road space in metropolitan cities. Therefore, it is imperative for the Government to explore maximum ways to improve public transport and make it attractive. The Committee have been made to understand that the Ministry have advised all State Capitals as well as other million-plus cities to start planning for mass transit systems, which is funded under JNNURM. However, from the figures furnished by the Ministry, the Committee note that 23 out of 35 million-plus cities are yet to submit any proposal on public transport. The Committee, therefore may be apprised of the steps being taken by the Government for impressing upon these cities to submit proposals for improving their public transport systems. In so far as providing statutory support to urban transport system is concerned, reportedly, the Delhi O&M Act is being amended to extend it to all the cities in the country for all types of guided urban transit systems, as legislative cover. The Committee appreciate the move and expect an expeditious action on the same. The Committee hope that the cities are already aware of the merits of a well-integrated and seamless public transport for the users and are working towards proper inter-change infrastructure between different modes of public transport. The Committee understand that the National Urban Transport Policy, 2006 addresses these issues. They would urge the Ministry to formulate a well-laid out strategy/road map in consonance with the Policy and advise the States accordingly. The Committee desire to be apprised of the same in due course.

Reply of the Government

2.2 The endeavour of this Ministry has been to promote/encourage public transport, pedestrian and non-motorised more in line with

National Urban Transport Policy (NUTP), 2006. The projects which are posed to Central financial assistance under JNNURM have been linked to certain conditions regarding reforms in the area of urban transport in line with NUTP.

With a view to provide easy accessible, safe, affordable, comfortable, quick, reliable and sustainable mobility for all, this Ministry has come up with a scheme of funding for purchase of buses for urban transport system under the recently announced 2nd stimulus package (on 2.1.2009).

Urban bus specifications have also been framed by this Ministry with a view to facilitate introduction of modern City Bus Service which will only change the image of the bus but also position public transport by City Bus in a manner which can be sold to public like a branded product. These specifications have been made mandatory for availing Central financial assistance under JNNURM for purchase of buses for urban transport system. Number of reforms in the field of urban transport have also been mandated as conditions of sanction for the buses.

Recommendation (Serial No. 2)

Bus Transport

2.3 Bus transport constitutes one of the most important and basic forms of public transport. Thus, the city bus services need to be strengthened. Sadly, the share of buses in all vehicles has declined by 15% during 1995-2004. The Committee urge the Government to take urgent measures to improve the city bus services through better quality of buses and an efficient service. One major problem which discourages bus transport is that the present taxation system is not conducive for the promotion of bus system. In Delhi, for example, the tax burden on a bus is 26 times more than a car. As per World Bank estimates, the total tax burden per vehicle km is 2.3 times higher for public transport buses than cars in Indian cities. Thus, the taxation system need to be rationalized and harmonized with a view to improving public transport bus system. The cost of modern buses need to be brought down through tax and duty concessions so as to make their introduction financially viable. The Government's initiative of reducing the excise duty from 16% to 12% on the buses in the Budget 2008-09 is appreciable and must be carried forward in future through phasing out VAT and Central Excise Duty on buses. The Committee also desire that the input cost of bus transport particularly the fuel cost needs to be brought down through measures like fuel subsidy to make it viable. Further, to make public transport attractive so that people move away from using personal vehicles, it would be advisable,

in line with the recommendation of the National Urban Transport Policy, 2006 (NUTP), that there should be different types of public transport services for different segments of commuters. At the lower levels public transport should be affordable. However, fares should be commensurate with the quality of services provided. The economically better off, who value time saved and comfort, would definitely shift to public transport if their quality expectations are met. State of the art modern buses may be introduced on Public Private Partnership (PPP) mode. There should also be provisions for express buses guaranteeing seats to passengers. The Committee may be apprised of the steps taken by Government with regard to above issues.

Reply of the Government

2.4 As per initiatives taken by this Ministry, Ministry of Finance has reduced VAT and Central Excise on buses from 16% to 12% during the year 2008-09 and further from 12% to 8% as declared by the Govt. under the 2nd stimulus package announced in January, 2009. Further, this Ministry has taken up the matter with Ministry of Finance for complete exemption of Central Excise Duty and VAT on buses meant for urban transport having a capacity of 20 or more subject to the State Governments also waiving of their share of taxes thereby reducing the cost of buses for public transport.

Under the Scheme for funding of purchase of buses, 15260 modern buses as per urban bus specification are sanctioned to be procured for 61 identified mission cities. In fact, Mysore and Hyderabad have already launched the buses on road under the scheme. About 20% of these buses are low floor buses (upto 400 mm floor height) which would provide the premium segment of service. Many cities are introducing modern city bus service on PPP mode.

Under the BRTS project sanctioned by the Ministry in 9 different cities, there is a provision of demarcated/dedicated lane for these public buses. These will also have provision in some cases of express bus service.

Recommendation (Serial No. 6)

[National Urban Transport Policy- 2006 (NUTP)]

2.5 The Committee note that Government of India has formulated a National Urban Transport Policy (NUTP) 2006 with its objective to ensure easily accessible, safe, affordable, quick, comfortable, reliable and sustainable mobility for all. It focuses *inter alia* on integrated land use and transport planning, more equitable allocation of road space, greater

use of public transport and non-motorized vehicles, road safety, establishing knowledge management and promoting cleaner technologies. Appreciably, it underlines the need to 'Move People-Not vehicles'. As major policy guidelines need to be implemented by the State Governments and Urban Local Bodies (ULBs), the Committee urge that the State Governments should not be found wanting in this respect and should take expeditious steps to prepare Urban Transport projects in compliance with the NUTP. While the NUTP is a commendable initiative, the Committee would like to comment on certain vital aspects which should be implemented. According to experts, the planning based on the policy should be more specific on targets and goals and performance measures, for instance 50% reduction in road accidents over 5 years; reduction in petrol fuel use by 20%, 30% and 50% over 2, 3 and 5 Years; increase in pedestrianisation and cycling trips; increase in bus capacity & use; improvement in air quality; reduction in vehicular noise, etc. Also, the Committee feel that some common, basic technical, communication and service standards should be set by the State Governments by standardizing tolling systems and traffic monitoring, management & control systems to ensure seamlessness in Urban Transport. Further, the Committee would like to emphasize upon reform-oriented funding ensuring that more money is not given merely to cities and towns with more problems. In fact, it should be extended as incentives to such towns and cities that show improvement with optimization of existing infrastructure, efficient solutions, and innovative ways to mobilize resources and private investments. The Committee expect that these proposals would find favour with the Government and would be duly incorporated in the NUTP.

Reply of the Government

2.6 In line with the objectives of the National Urban Transport Policy to provide better public transport, under the 2nd stimulus package announced on 2.1.2009 states as a onetime measure upto 30th June, 2009 have been provided central financial assistance under JNNURM for procurement of buses for their urban transport systems as per NUTP bus specification. The central financial assistance to States/UTs/ULBs has been tied to certain reforms such as:—

- (i) Setting up of a city-level Unified Metropolitan Transport Authority (UMTA) for all one million plus cities to deal with the cases effectively.
- (ii) Setting up of a Dedicated Urban Transport Fund.
- (iii) Change in bye-laws and Master Plan of cities to integrate land-use and transport planning.

- (iv) Nominating a single department at the State level to deal with all urban transport issues efficiently as against different departments at present.
- (v) Setting up of regulatory/institutional mechanism to periodically revise fares for all public and intermediate public transport systems.
- (vi) The State Government and ULB waiving off/reimbursing all its taxes on urban buses and city buses service/BRTS to keeping their costs low.
- (vii) Framing and implementing Parking Policy, Advertisement Policy and Transit oriented Development Policy.
- (viii) Setting up of Traffic Information Management Control Centre (TIMCC)

States/UTs have also been advised to come with comprehensive mobility plan integrating land-use and transport plan to avail Central financial assistance for urban transport projects under JNNURM.

As such reform oriented funding is being ensured and would be insisted for future projects also.

Recommendation (Serial No. 8)

Urban Transport Planning: Need for a long-term system approach

2.7 In the light of the uncontrollable urban transport related problems, a long-term system approach to urban transport planning is urgently required. In this connection, experts have emphasized before the Committee that any Comprehensive Mobility Plan, including an integrated master plan, should be developed keeping in view the population, area, urban form, topography and mobility needs of each city. The Committee also desire that in compliance with the aim of the NUTP, 2006, the Ministry should systematically encourage the integration of land use and transport planning in all cities so that travel distances are minimized and access to livelihood, education and other social needs, specially, for the marginal segments of the urban population is improved by encouraging the concept of walk-to-work. For a systematic and successful urban transport planning, future perspective technology issues, engineering issues, financial issues, legal/Administrative/Regulatory, capacity building and awareness issues need to be adequately addressed. The Committee expect that in all future urban planning, all these factors would be taken due care of.

Reply of the Government

2.8 The recommendations of the Committee have been noted for implementation in all future urban transport matters.

Through a study on Sustainable Urban Transport Planning (SUTP) with the assistance of World Bank/DFID, this Ministry has developed the following toolkits/guidelines:—

- (i) **Alternative Analysis Toolkit:** To find best alternative to solve transport and related problems in a particular corridor or sub-area.
- (ii) **Bus System Toolkit:** To provide guidance for long range planning process and help in understanding the various terminologies used in Bus Management System, international experience etc.
- (iii) **Toolkit for Public Private Partnership in Urban Transport:** The objective of this toolkit is to establish procedural guidelines for metropolitan transport planning and for the identification evaluation and implementation of the PPP projects in urban transport.
- (iv) **Institutional Guidelines:** To provide guidelines to strengthen institutional setup in urban transport sector in India.

In addition, toolkits for training of trainers have also been developed on the above mentioned topics.

Under JNNURM Scheme of the Ministry, States/ULBs have been advised to prepare and present a Comprehensive Mobility Plan (CMP) while forwarding DPRs in the transport sector. The CMP should focus on mobility of people rather than vehicles and accordingly give priority to pedestrianisation, non-motorised transport, public transport (all modes), inter-mediate public transport etc. It should also integrate land-use and transport planning.

Recommendation (Serial No. 10)

Public Private Partnership

2.9 The merits of private participation in Urban Transport in bridging the resource gap in investment and improving the operational and efficiency *vis-a-vis* the rapidly growing Urban Transport demand have already been recognized. At present the Government is stated to be pursuing policies to promote private sector involvement in

Urban Transport. An appropriate regulatory framework is required for a cooperative public-private mixed operation. While the Government should coordinate and monitor the operation, private operators should also be consulted for planning the system. Though privatization appears to have good potential for improving the efficiency of public transport, experience to date has shown the crucial need for public regulation of safety, route and schedule coordination and service quality. The Committee have been apprised of certain sectors where PPP model is being followed in cities like Delhi, Mumbai, Indore, Bhopal and Hyderabad. They further desire that focus of PPP should be on those sectors of Urban Transport which encourage inter-modal public transport, cleaner technologies, modern parking facilities and Intelligent Transport Systems. The Ministry may apprise the Committee of the activities/sectors of Urban Transport, where PPP is being taken up in conformity with the parameters mentioned above.

Reply of the Government

2.10 City bus service on Public Private Partnership (PPP) mode has been introduced/is being introduced in Bhopal, Jodhpur, Udaipur, Jalandhar, Ludhiana, Jaipur and Indore. The activities or sectors of urban transport in public private partnership which has been followed or is intended to be followed are as under:—

- (i) Construction and operation & maintenance of metro projects for example in Hyderabad and Mumbai, operation and maintenance of metro express link from IGI Airport to New Delhi Railway Station.
- (ii) Foot Over bridge project being implemented in Hyderabad under “fund for own city: scheme” of Govt. of Andhra Pradesh etc.

Further, GNCTD has informed that 5 Inter State Bus Terminals (ISBTs) are going to be developed on PPP mode which will operate on BOT basis. All the 5 ISBTs will have facilities for passengers amenities and passengers information system.

Recommendation (Serial No. 11)

Rapid Increase in Private Motor Vehicles

2.11 Indian cities are facing a transport crisis in recent times. As an inevitable consequence of rapid urbanization, which is reportedly expected to reach from 28% in 2001 to 34% by 2021, the country is witnessing great jump in travel demand. However, inadequate

public transport facilities, as well as uncoordinated land use and transport planning are some of the most severe problems faced by a city dweller today. This has led to a tremendous increase in personalized vehicles. The growth of private motor vehicles has far outpaced the growth in public transport facilities in the major cities. According to the Ministry of Road Transport and Highways, while motorcycle ownership has shown a 16-fold increase between 1981 and 2002, car ownership has shown a 7-fold increase during the same period. The impact of such imbalance has resulted in choking up of already congested roads, increase in traffic accidents, environmental pollution due to greenhouse gas emission, noise pollution and rise in demand for petroleum products thereby putting an increasing pressure on our foreign exchange reserves. The Committee feel that the urban poor suffer the most from the worsening transport problems in cities as they cannot afford personal vehicles and remain dependent on public transport for travel.

2.12 In this context, the Committee desire that in order to check the rapid rise of personal vehicles in cities as well as cater to the increasing demand for public transport, the Ministry, in coordination with the States, should play a pro-active role in providing modern, reliable, comfortable, affordable and seamless public transport service in cities. As Urban Transport is primarily a State subject, the Central Ministry has to play the role of a guide and facilitator in the matter.

Reply of the Government

2.13 In so far as projects are concerned, with the support of Government of India, number of Metro projects in Delhi, Bangalore, Kolkata, Chennai, Hyderabad, Mumbai etc. are either in progress or are being planned. Under Jawaharlal Nehru National Urban Renewal Mission (JNNURM), Bus Rapid Transit System (BRTS), which is increasingly being recognised as amongst the most cost effective solution for providing high quality public transport services in urban areas of both the developed and developing world, is being taken up in 9 mission cities.

Recently, under the second stimulus package announced on 2.01.2009, States/UTs/ULBs, as a one time measure upto 30.6.2009, are being provided financial assistance under JNNURM for purchase of buses for their urban transport systems. This scheme will enable cities to quickly provide modern city bus service. Through the modern bus service, it is envisaged to run state of the art modern buses which are ergonomically designed, facilitate level boarding and alighting, have comfortable sitting arrangements, advanced passengers information system, are disabled friendly and have electronic fair collection. In short, the quality of public transport would be such that people take pride in

travelling in public transport. With all this in view, this Ministry has framed urban bus specifications and the buses to be purchased under the JNNURM Scheme would conform to these specifications. The scheme also envisages some reforms, which, *inter-alia*, include prioritisation of bus routes, ITS, traffic information-cum-management control centre with helpline number for passenger convenience.

Recommendation (Serial No. 14)

Urban Transport and Environment—Need for clean Technologies

2.14 In order to deal with the problem of vehicular pollution, cleaner technologies need to be explored and encouraged. In this connection, a clear and time bound schedule of progressively tighter norms with adequate lead-time has been envisaged in NUTP, 2006. In this context the Committee feel that for popularizing cleaner technologies as well as reducing the use of fossil fuels, the use of battery-run/electric vehicles/carts should be encouraged in closed campuses like universities, institutions, Government organizations etc.

The Committee have been made to understand that the Government proposes to encourage State Governments to set up specified certification facilities wherein all in-use vehicles in a city, including personal motor vehicles, would be required to undergo a periodic check up and obtain a specified certification in tune with the policy. Further, as the Government has decided to support the establishment of training centres for the staff of such certification establishments so that there are adequate skilled personnel, both for certification and for undertaking the required repairs, the Committee would like to be apprised of the progress on the matter. In so far as setting up of an effective regulatory body to prescribe, monitor and enforce the adherence of emission and safety standards is concerned, the Committee deplore the fact that so far none of the State Governments has reported any action taken in this regard. They expect the Ministry to play a proactive role in the matter.

Reply of the Government

2.15 Ministry of Road Transport has reported that it has the mandate to lay down emission norms and safety standards for motor vehicles. Emission norms for various categories of motor vehicles and Emission level test have been laid down under Rule 115 and 116 of Central Motor Vehicles Rules, 1989 respectively. At present, Bharat Stage III emission norms are enforced in 11 mega cities including NCR and Bharat Stage II norms in rest of the country. National Capital Region and 10 other mega cities in the country would switch over to Bharat Stage IV norms

(four wheeled vehicles) and rest of the country to Bharat Stage III norms with effect from 1.4.2010. This could ensure cleaner vehicle technology.

Under Rule 115(7) of the CMVR, 1989, all in-use motor vehicles are required to obtain "Pollution under Control Certificate (PUC) every six months from the agencies authorised by the State Governments excepting Delhi where the PUC certificate has to be obtained every three months as per direction of Hon'ble Supreme Court. The "Pollution Under Control" (PUC) norms for in-use vehicles were tightened by this Department *w.e.f.* 1.10.2004 and all the States have been requested to strictly comply with the same.

As regards the inspection and maintenance of motor vehicles it is stated that as per the provisions of Motor Vehicles Act 1988 and the Rules made there under, a transport vehicle has to undergo fitness test every year after 2 years of the date of initial registration. There is no such requirement for non transport vehicle for 15 years once they are registered. In order to put in place a proper inspection and maintenance system for periodical check up of motor vehicles in respect of emission and safety norms, that Ministry is in the process of finalising a scheme for setting up of Model Inspection & Maintenance Centres across the country with Public Private Partnership. For this purpose an amount of Rs. 32 crore has been earmarked during 11th Five year Plan.

Recommendation (Serial No. 16)

Accidents and Safety: Need for a stricter licensing policy

2.16 The Committee are pained to note that a total of 4672 persons were killed in road accidents in the six major Indian Metropolises of Bangalore, Kolkata, Chennai, Delhi, Hyderabad and Mumbai in 2005. The figure rose to 5796 in 2006 for these six Metropolises. These figures indicate that about 16 persons per day were killed in road accidents in these six cities during 2006. Though the Ministry could not furnish latest figures, yet the Committee are convinced that the figures are showing an upward trend day-by-day. The Committee observe that most of the road accidents/fatalities occur due to indiscipline and lack of proper driving skills of drivers. The Committee, therefore, feel that licensing norms need to be made stricter in the urban transport policy with appropriate monitoring for implementation of the same. The Committee also desire that in order to rein in the recalcitrant drivers, punitive action should be made more stringent. Also, Intelligent Transport Systems should be utilized in identifying the culprits. The Committee would like to be apprised of the efforts made by the Government towards enhancing road safety.

Reply of the Government

2.17 Existing laws for issue of Driving Licence are contained in the Motor Vehicles Act, 1988 and the Central Motor Vehicle Rules, 1989 are quite exhaustive. For strict implementation of these norms, Ministry of Road Transport & Highways has been taking up the matter with the State/UT Governments from time to time. Keeping in view the large population of transport vehicles it has been proposed in the Motor Vehicles (amendment) Bill 2007 that the applicant for obtaining licence to drive a heavy vehicle should have the experience of driving the light motor vehicle for two years instead of one year.

In order to rein in the recalcitrant driver the following amendments have been proposed in the Motor Vehicle (Amendment) Bill, 2007:

- (i) Temporary suspension of Driving Licence on the spot for 3 months if the driver is found under the influence of alcohol while driving by the authority authorised by the State/UT Governments.
- (ii) Enhancement of the fine amount/punishment for allowing unauthorised persons to drive the vehicle, driving vehicle in contravention of Section 3 and 4 of the M.V. Act, driving at excessive speed, driving dangerously, drunken driving, driving when mentally or physically unfit etc.

The Ministry of Road Transport & Highways has also started the project for issue of Smart Card based Driving Licence and also the creation of State and National Register. Implementation of these two projects would enable the State/UT Governments to curb the menace of fake Driving Licence.

CHAPTER III

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

Recommendation (Serial No. 12)

Congestion Tax

3.1 Traffic congestion is the most visible transport problem plaguing our cities on a daily basis. The most important cause of congestion is the presence of mind-boggling number of private motor vehicles sharing road space with other modes of transport. According to the Annual Report of the Ministry, 5.3 crore two wheelers and 60 lakh cars will be on the road in our metropolitan cities in the next 15 years. The Committee feel that the Ministry should explore the possibility of issuing suitable guidelines for levy of 'congestion tax' on personal vehicles in the form of a toll tax in the congested areas or roads. This mechanism should be evolved in such a manner that the charges change according to the time of the day to reflect congestion levels so that the private vehicle users are inclined to consider other options for transport.

Reply of the Government

3.2 At present, probably only two cities in the world namely Singapore and London are engaged in levying congestion tax. In Indian context levying of congestion tax may be pre-mature at this stage keeping in view the quantity and quality of public transport available here as well as absence of Intelligent Transport System (ITS). However, the suggestion has been noted for future guidance.

CHAPTER IV

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

Recommendation (Serial No. 3)

Bus Rapid Transit System (BRTS)

4.1 BRTS which entails dedicated lanes for high capacity buses, is a crucial mode providing smooth and affordable transport facility to the public. Considering its low cost, ease of implementation, wide area coverage, flexibility and overall sustainability, this system should be encouraged. However, the Committee have been informed by the expert that its merits notwithstanding, this concept should be cautiously and selectively applied in cities and that there are certain basic parameters and prerequisites necessary to make this system successful. In line with the advice of NUTP, the Committee would like to believe that factors such as the urban form, terrain, level of demand, direction and extent of sprawl, width of road available, extent of population density have been taken into consideration in BRTS projects. From the material furnished by the Ministry, the Committee understand that apart from Delhi, BRTS projects in 8 other cities have been approved. The Committee hope that before implementing these BRTS projects, a thorough scientific feasibility study of each respective city has been taken up in the light of the above-mentioned parameters with due incorporation of public opinion as well. In the backdrop of the criticism of BRTS project in Delhi, the Committee expect that utmost care would be taken in the implementation of these projects.

Reply of the Government

4.2 The BRTS projects sanctioned under JNNURM Scheme of the Ministry are based on Detailed Project Reports prepared by the State/city authorities. Further stakeholders consultations are part of the project preparation/implementation. This Ministry has also issued a booklet on "BRTS Development in India" to advise on the matter to State/project authority implementing BRTS.

A meeting was taken by the Ministry under the Chairmanship of Secretary (UD) in May, 2008 to review all BRTS projects sanctioned under JNNURM Scheme of the Ministry. The focus of the review meeting was to identify shortcomings and share lessons learnt so that public is not made to suffer once the BRTS is introduced. The emphasis was laid on the fact that public convenience should be kept in view while implementing these projects.

Comments of the Committee

4.3 For comments of the Committee please *see* paragraph No. 1.8 of Chapter-I of the Report

Recommendation (Serial No. 5)

Intelligent Transport System [ITS]

4.4 As per the expert opinion, ITS when used in urban transport, has a great potential of enhancing safety, reducing emissions as well as congestion. The draft urban bus specifications, currently under finalisation in the Ministry, have also specified that bus architecture should be compatible with ITS and vehicle racking system. Considering the benefits of ITS, there is a strong case for formulating a National-level Intelligent Transport System framework. The Ministry of Urban Development has reportedly set up an Inter-Ministerial core group on ITS for establishing a National framework for ITS after bringing all the stakeholders and Ministries together. The Committee commend the same and desire that the core group must frame it with due urgency. They would like to be apprised of the progress on the matter.

Reply of the Government

4.5 To promote ITS in urban transport, recently a proposal of IIT, Madras has been approved by the Research and Advisory Committee of the Ministry for setting up of a Centre of Excellence for undertaking research in Urban Transport area. The proposed research areas of focus of IIT Madras are to strengthen capacity in ITS and ITS application based research. They will be asked to propose national framework for ITS.

Comments of the Committee

4.6 For comments of the Committee please *see* paragraph No. 1.11 of Chapter-I of the Report.

Recommendation (Serial No. 7)

Establishment of Unified Metropolitan Transport Authority [UMTA]

4.7 A high degree of fragmentation within Urban Transport management and separate enactments for various modes of Urban Transport as also the multiplicity of Urban Transport agencies render a coordinated planning and implementation of Urban Transport infrastructure difficult, ultimately defeating the prime purpose of a unified integrated Urban Transport System. In this connection, the Committee commend the fact that the Ministry is working towards ensuring very close coordination between the providers of urban transport services. They note further that the NUTP recommends the setting up of Unified Metropolitan Transport Authority (UMTA) backed by an Act in all million plus cities to facilitate better coordination in the planning and implementation of Urban Transport Systems. The Committee deplore the fact that even after more than two years of NUTP's recommendation for UMTA, the drafting and enactment of the said Act in all million-plus cities, except Hyderabad, is yet to be done which would provide requisite statutory backing to the UMTAs for facilitating more coordination, planning, implementation and management of urban transport system/projects. Reportedly, Hyderabad is the only example where UMTA Act is in place. The Committee, therefore desire the expeditious enactment of the UMTA Act, by all the State Governments. The Committee also note the constitution of a second Task Force to look at the requirements of the remaining mega cities and the larger cities with respect to the setting of UMTA. The Committee desire that no further time should be lost in finalizing the constitution of the said Authority for all these cities as well. The Committee may be apprised of the composition and the functional mechanism of the UMTAs, thus set up.

Reply of the Government

4.8 Unified Metropolitan Transport Authority (UMTA) has been set up for Jaipur, Bangalore, Hyderabad, Chennai and Mumbai. In respect of Andhra Pradesh, UMTA for Hyderabad Metropolitan Region has been set up for the purpose of planning, coordination, supervising, promotion and securing planned development of Hyderabad Metropolitan Region which is backed by a State legislation.

While UMTA for Hyderabad (Andhra Pradesh), Mumbai (Maharashtra), Bangalore (Karnataka) has been set up under the

Chairmanship of Chief Secretary of the respective State Governments, UMTA for Jaipur, Rajasthan is headed by Chief Minister, Rajasthan. Composition of UMTA for Hyderabad, Mumbai, Jaipur and Bangalore may be seen at Annexure-I.

Setting up UMTA for all million plus cities has also been made conditional to funding of buses for urban transport under JNNURM.

Comments of the Committee

4.9 For comments of the Committee please *see* paragraph No. 1.14 of Chapter-I of the Report.

Recommendation (Serial No. 9)

Financing of Urban Transport

4.10 A sound and adequate funding is required for a sustainable urban transport. In so far as the Centralized schemes on Urban Transport is concerned, the Committee note that a scheme for Urban Transport Planning was introduced wherein the Government of India provided Central Financial assistance to the States/UTs upto 80% for preparing comprehensive urban transport plans/studies, integrated land use etc. The percentage of Central Financial assistance was revised from earlier 40% to 80% as the States were reportedly not very forthcoming in availing the same. The Committee hope that the revised provision would attract a suitable response from the States/UTs. They would like to be apprised of the response from the States/UTs to the scheme as well as the level of monitoring done to ensure appropriate utilization.

Further, the Committee have been given to understand a new scheme for 'Capacity Building in Urban Transport' is currently awaiting approval of the Expenditure Finance Committee (EFC). They would like to be apprised of the latest position on the same and furnished with a note on the details of the scheme, projections and targets, if any.

Further, the Committee are dissatisfied to learn that as on 01.01.2008, under the component 'Sub-Mission for urban infrastructure and governance' of JNNURM, the numbers of projects funded for the sector MRTS and 'Urban Transport' excluding MRTS were just 13 and 11

respectively. Moreover the projects are being taken up in only 12 cities out of 63 mission cities, which is not even 20%. The Committee do not find it satisfactory considering the fact that JNNURM, which was started in December, 2005 will be completing 3 years by the end of this year. The Committee hope that more projects covering all these cities would be taken up. Further, as the demand for investment in urban transport sector during the 11th Plan has been estimated to be around Rs. 1,325,00 crore, there is a need felt to create a dedicated "Urban Transport Revolving Fund" for the same. However, the Committee regret the delay in creation of the said fund. As regards States, the Committee learn that only the cities of Surat and Pimpri-Chinchwad have set up such a fund. At the Central level, the setting of such a fund has been proposed in the agenda items of the meeting of National Development Council. The Committee hope that the Ministry would continue to pursue the matter so that such a fund is set up at the earliest.

Reply of the Government

4.11 Nine proposals have been received from States of Maharashtra, Karnataka, Sikkim, Manipur under the Revised Scheme of Urban Transport Planning seeking enhanced Central financial assistance in 2008-09 as against nil proposal in 2007-08 under earlier scheme, which shows encouraging response.

Scheme for capacity building in Urban Transport is for promoting improved knowledge and to undertake comprehensive urban transport planning and implementation for evolving urban transport problems. Expenditure Finance Committee (EFC) Meeting has been held on 16th March, 2009 for approval of the scheme. The final approval of the scheme is in process. The detailed components of Scheme include training, education, conferences and governance, institutional developments etc.

Urban transport is being given due importance under JNNURM and urban transport projects including MRTS, roads and flyovers constitute around 23% of the total projects sanctioned under JNNURM scheme of the Ministry till June, 2009.

As far as dedicated urban transport fund at State and city level is concerned, setting up of this fund has been made conditional as part of the funding of buses of urban transport. The Ministry would pursue setting up of such a fund at Central Govt. level also.

Comments of the Committee

4.12 For comments of the Committee please *see* paragraph No. 1.17 of Chapter-I of the Report.

Recommendation (Serial No. 13)

Non-Motorized Transport

4.13 The Committee note that non-motorized modes of transport like bicycles, cycle rickshaws, etc. are environment friendly and economically favourable for the lower income group population. Hence, these modes need to be encouraged. However, they deplore the fact that non-motorized modes of transport are fast losing their importance not only as a natural consequence of the increasing urban sprawl and rising income levels but also as a result of lack of desired importance given to non-motorized modes in the overall urban transport policy, planning and investment.

The Committee desire that the safety concerns of cyclists and pedestrians should be addressed urgently and adequately. The Ministry must ensure that segregated right of way for bicycles and pedestrians are constructed in all the million plus cities. Facilities like secure parking, shade giving landscaping, provisions for drinking water and resting stations along bicycle corridors should be encouraged. Further, the Ministry should incentivize the use of lighter bicycles with gears and tubeless tyres as also the use of electric bicycles. Besides, local neighbourhood roads need to be strengthened. People taking cars for small distance need to be discouraged by building safe, comfortable and exclusive walking and cycling paths. The Committee are also of the view that there should be a clear provision for rights as well as responsibilities of pedestrians and cyclists in the traffic rules. The Committee note that under the NUTP, the Central Government has committed to give priority to the construction of cycle tracks and pedestrian paths in all cities, apart from encouraging public-bicycle programmes. The Bus Rapid Transit System (BRTS) projects in 8 million-plus cities reportedly have provision for cycle tracks. The Committee hope that the Ministry will monitor this in all seriousness and take necessary steps to protect the non-motorists. The Committee would like to be apprised of the progress on the matter.

Reply of the Government

4.14 The recommendations of the Committee have been noted for guidance. The Ministry is seriously monitoring interest of pedestrians and cyclists in all urban transport projects requiring Central Govt. financial assistance.

Comments of the Committee

4.15 For comments of the Committee please *see* paragraph No. 1.20 of Chapter-I of the Report.

Recommendation (Serial No. 15)

Parking Problem

4.16 Inadequate parking space has aggravated the congestion problem in cities. In this context, the Committee expect an urgent and proactive role by the Ministry in laying down such guidelines that encourage formulation of State level urban transport policies containing features like a differential charging of parking fees for various vehicles, preferential treatment for public transport and non-motorized modes etc. In this connection, the Committee note that the Government of Delhi has escalated the parking fee in Central Business Districts. The Committee expect that similar measures should have been taken by other million-plus cities also. Further the Committee feel that the building bye laws must make it mandatory to leave ample space for parking of at least two vehicles per dwelling unit. Besides, the purchaser of a vehicle must be asked to produce relevant documents related to availability of parking space at home. The Committee are also of the view that multi-level parking complexes on PPP basis must be made a mandatory requirement in city centres that have several high-rise commercial complexes. The Committee deplore that despite the Ministry's advisory to State Governments on all the above-mentioned aspects of the parking policy, they are yet to come up with an appropriate parking policy. The Committee hope that the Ministry would take up the matter with the State Governments and urge them to address this issue.

Reply of the Government

4.17 Under the Scheme of funding for buses for urban transport system parking policy is one of the mandatory reforms. Guidelines under the Scheme envisages:—

- (i) Parking policy statement wherein parking fee represents the true value of land occupied, banning of parking on arterial/ ring roads, multilevel parking centres in city centres with park and ride facility etc. and time lines for implementation.
- (ii) Mechanism to enforce the parking policy that has been formulated along with restrictions on parking proposed to be implemented as well as new parking spaces to be created.

Similarly, for Chennai Metro Rail Project, parking policy has also been made one of the mandatory conditions of for sanction of the project by Govt. of India.

Comments of the Committee

4.18 For comments of the Committee please *see* paragraph No. 1.23 of Chapter-I of the Report.

CHAPTER V

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

Recommendation (Serial No. 4)

Inland Water Transport [IWT]

Inland Water Transport is a very significant, economic, fuel efficient and environment-friendly mode of transport for coastal cities and those having inland waterways. However, its current share in total inland transport is very low. IWT Policy of Inland Water Authority of India (Ministry of Shipping, Road Transport and Highways) aims at increasing the share of IWT in the inter-modal mix of inland transport, encouraging private participation, making this mode competitive and making Government a provider and facilitator. The Committee expect the Ministry of Urban Development to coordinate with the Ministry of Shipping, Road Transport and Highways to realize the goals of IWT policy and give a boost to inter-modal transport by connecting the urban inland waterways with other modes of transport, wherever feasible. They urge the Ministry to ensure that cities capable of having inland waterways transport are encouraged to come up with suitable mobility Plans that utilize and integrate their waterways transport with other modes of public transport. The Committee further feel still there is ample scope left to explore the utility of inland waterways in several cities for providing a major affordable means of public transport. Therefore, the Committee also desire that for a smoother and better utilization of inland waterways for urban transport, the Government should explore the possibilities of bringing inland water transport in the urban areas under the jurisdiction of the Ministry of Urban Development. The Committee would urge the Ministry to take up the matter at appropriate level and apprise them of the outcome.

Reply of the Government

5.2 Department of Shipping have reported that Inland Water Transport (IWT) sector is being developed by the Government of India, Department of Shipping (DoS) through Inland Waterways Authority of India (IWAI). The IWAI primarily undertake development of National

Waterways (NWs). Five waterways systems have so far been declared as NWs in the country. These are as follows:—

- (i) The Allahabad - Haldia stretch of the Ganga - Bhagirathi - Hooghly river system (620 kms-NW-1)
 - (ii) The Saida-Dhubri stretch of the Brahmaputra river (891 Kms-NW-2).
 - (iii) The Kollam-Kottapuram stretch of West Cost Canal and Champakara and Udyogmandal Canals (205 Kms-NW-3).
 - (iv) The Kakinada-Puducherry stretch of Canals and the Kaluvelly Tank, Bhadrachalam Rajamundry stretch of River Godavari and Waziarabad-Vijayawada stretch of river Krishna (1095 Kms-NW-4) and
 - (v) The Talcher-Dhamra stretch of river Brahamani, Geonkhali-Charbatia stretch of East Cost Canal Charbatia-stretch of East Coast Canal Charbatia-Dhamra stretch of Matai river and Mangalgadi-Paradip stretch of Mahanadi delta rivers (623 Kms-NW-5).
- (b) Basic IWT infrastructure namely navigational channel, navigational aids and terminals are being developed by IWAI on the first three NWs while for 4th and 5th NWs which were declared as National Waterway on 25.11.2008, actions are being taken by IWAI for completing the Detailed Project Reports and getting the necessary approval for the development projects after which developmental works will be taken up thereon.

As far as, the matter regarding bringing inland water transport under the jurisdiction of Ministry of Urban Development, Ministry of Shipping, Road Transport and Highways has stated that as a first step it is desirable that a list of urban centres where water transport is required may be prepared in consultation with them. They have also assured that Inland Water Authority of India (IWAI) would assist this Ministry in this endeavour.

NEW DELHI;
5 January, 2010
15 Pausa, 1931 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on Urban Development.

COMPOSITION OF UNIFIED METROPOLITAN TRANSPORT
AUTHORITY (UMTA) FOR HYDERABAD,
JAIPUR AND BANGALORE

Composition of UMTA for Hyderabad (Andhra Pradesh) is as follows:—

- (i) Chief Secretary – Chairman
- (ii) Commissioner, Greater Hyderabad Municipal Corporation – Vice Chairman
- (iii) Principal Secretary/Secretary, Municipal Administration and Urban Development Department – Member
- (iv) Principal Secretary/Secretary, Transport, Roads and Building Department – Member
- (v) Vice-Chairman and Managing Director, the Andhra Pradesh State Road Transport Corporation – Member
- (vi) Commissioner of Police, Hyderabad – Member
- (vii) Commissioner of Police, Cyberabad – Member
- (viii) Member-Secretary, Andhra Pradesh Pollution Control Board – Member
- (ix) General Manager, South Central Railway – Member
- (x) Transport Commissioner – Member
- (xi) Two experts in the field of urban transportation (to be nominated by the Government) – Member
- (xii) Metropolitan Commissioner – Member
- (xiii) Any other person nominated by the Government.

Composition of UMTA for Bangalore (Karnataka) is as follows:—

- (i) Chief Secretary to Government – Chairman
- (ii) Principal Secretary, Finance Department – Member
- (iii) Principal Secretary, UDD – Member

- (iv) Principal Secretary, Transport Department – Member
- (v) Principal Secretary, Forest Ecology & Environment Department – Member
- (vi) Principal Secretary, Public Works Department – Member
- (vii) Commissioner, Urban Land Transport (ULT) – Member
- (viii) Commissioner, BMP – Member
- (ix) Commissioner, BDA – Member
- (x) Managing Director, BMTC – Member
- (xi) VC & Managing Director, KSRTC – Member
- (xii) Commissioner, BMRC – Member
- (xiii) Commissioner of Police – Member
- (xiv) Managing Director, KUIDFC – Member
- (xv) Representatives from Railways, AAI etc. – Member
- (xvi) Any other experts connected with the Urban Transport found necessary – Member
- (xvii) Commissioner, BMRDA – Member

Composition of UMTA for Jaipur (Rajasthan) is as follows:—

- (i) Hon'ble Chief Minister, Rajasthan – Chairman
- (ii) Hon'ble Transport Minister – Vice-Chairman
- (iii) Hon'ble Minister for Urban Development & Self Governance – Vice-Chairman
- (iv) Chief Secretary – Member
- (v) Additional Chief Secretary (INFRA) – Member
- (vi) Chairman, JHERICO – Member
- (vii) Chief Secretary (Planning & Finance) – Member
- (viii) Chief Secretary (Urban Governance) – Member
- (ix) Secretary (Self Governance) – Member Secretary
- (x) Commissioner, Transport Department – Member
- (xi) Deputy Inspector General of Police (Transport) – Member

- (xii) Chief Town Planner, Rajasthan – Member
- (xiii) Two representatives of Industrial Association/Chambers of Commerce (FICCI, CII or ASSOCHEM) – Member
- (xiv) Two experts or Professor in the field of Urban Transport – Member

APPENDIX I

COMMITTEE ON URBAN DEVELOPMENT (2009-2010)

MINUTES OF THE FIFTH SITTING OF THE COMMITTEE HELD ON TUESDAY, 5TH JANUARY 2010

The Committee sat from 1530 hrs. to 1630 hrs. in Room No. 'B', Parliament House Annexe, New Delhi.

PRESENT

Shri Sharad Yadav — *Chairman*

MEMBERS

Lok Sabha

2. Shri Parveen Singh Aron
3. Shri Partap Singh Bajwa
4. Shri Ambica Banerjee
5. Shri Eknath M. Gaikwad
6. Sk. Saidul Haque
7. Shri Ramesh Kumar
8. Shri Sonawane Pratap Narayanrao
9. Dr. Kirit Premjibhai Solanki
10. Shri Adagooru H. Vishwanath

Rajya Sabha

11. Shri Rajeev Shukla
12. Shri Surendra Motilal Patel
13. Shri Krishan Lal Balmiki
14. Shri Amir Alam Khan

SECRETARIAT

1. Shri T.K. Mukherjee — *Joint Secretary*
2. Shri K.D. Muley — *Director*
3. Smt. Anita B. Panda — *Additional Director*
4. Ms. Amita Walia — *Under Secretary*

2. At the outset, the Chairman welcomed the members to the sitting of the Committee. The Committee took up the consideration of the draft report on Action Taken by the Government on the recommendations contained in their Thirty Fifth Report (14th Lok Sabha) on the subject 'National Capital Region Planning Board' (NCRPB) relating to the Ministry of Urban Development and adopted the same without any modification.

3. Thereafter, the Committee took up for consideration the draft report on Action Taken by the Government on the recommendations contained in their Thirty Seventh Report (14th Lok Sabha) on the subject 'Urban Transport' relating to the Ministry of Urban Development and adopted the same with slight modifications.

4. The Committee then authorized the Chairman to finalise both the reports and present the same to the Parliament.

The Committee then adjourned.

APPENDIX II

[Vide Para 4 of the Introduction]

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

I.	Total number of recommendations:	16
II.	Recommendations which have been accepted by the Government:	8
	(Para Nos. 1, 2, 6, 8, 10, 11, 14 and 16)	
	Percentage to total recommendations	(50%)
III.	Recommendations which the Committee do not desire to pursue in view of Government's replies:	1
	(Para No. 12)	
	Percentage to total recommendations	(0.0625%)
IV.	Recommendations in respect of which replies of the Government have not been accepted by the Committee:	6
	(Para Nos. 3, 5, 7, 9, 13 and 15)	
	Percentage to total recommendations	(0.375%)
V.	Recommendations in respect of which final replies of the Government are still awaited:	1
	(Para No. 4)	
	Percentage to total recommendations	(0.0625%)

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The Souvenir Items with logo of Parliament are also available at Sales Counter, Reception, Parliament House, New Delhi. The Souvenir items with Parliament Museum logo are available for sale at Souvenir Shop (Tel. No. 23035323), Parliament Museum, Parliament Library Building, New Delhi. List of these items are available on the website mentioned above.”
