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**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2012-2013)**

FIFTEENTH LOK SABHA

MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

**DEMANDS FOR GRANTS
(2013-2014)**



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2013/ Chaitra, 1935(Saka)

TWENTYFIFTH REPORT



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(2012-2013)**

(FIFTEENTH LOK SABHA)

MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

**DEMANDS FOR GRANTS
(2013-2014)**

Presented to Lok Sabha on 23.04.2013

Laid in Rajya Sabha on 23.04.2013



**LOK SABHA SECRETARIAT
NEW DELHI**

April, 2013 / Chaitra, 1935(Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON URBAN DEVELOPMENT
(2012-2013)

Shri Sharad Yadav - Chairman

MEMBERS

LOK SABHA

2. Shri Praveen Singh Aron
3. Shri Jayawant Gangaram Awale
4. Shri Ambica Banerjee
5. Shri Biren Singh Engti
6. Shri Anant Gangaram Geete
7. Smt. Kaisar Jahan
8. Shri Kailash Joshi
9. Shri Bapi Raju Kanumuru
10. Shri Mohinder Singh Kaypee
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12. Shri Yadav Anjan Kumar M.
13. Shri P.C. Mohan
14. Dr. Sanjeev Ganesh Naik
15. Shri Sonawane Pratap Narayanrao
16. Dr. Ramshankar
17. Shri Ratan Singh
18. Vacant
19. Vacant
20. Vacant
21. Vacant

RAJYA SABHA

22. Shri Pyarimohan Mohapatra
23. Shri Anil Desai
24. Md. Nadimul Haque
25. Shri Parvez Hashmi
26. Shri Faggan Singh Kulaste
27. Shri Avinash Pande
28. Shri Ajay Sancheti
29. Shri Amar Singh
30. Shri Khekiho Zhimomi
31. Dr. M.S. Gill

SECRETARIAT

1. Shri R.K. Jain - Joint Secretary
2. Shri D.S Malha - Director
3. Smt. J.M. Sinha - Deputy Secretary
4. Smt. K. Rangamani Narashimhan - Under Secretary

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2012-13) (Fifteenth Lok Sabha) having been authorized by the Committee to submit the Report on their behalf, present the Twenty-Fifth Report on Demands for Grants (2013-14) of the Ministry of Housing and Urban Poverty Alleviation.

2. The Demands for Grants of the Ministry of Housing and Urban Poverty Alleviation were laid on the table of the House on 20th March, 2012. 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.

3. The Committee took evidence of the representatives of the Ministry of Housing and Urban Poverty Alleviation on 1st April, 2013. The Committee wish to express their thanks to the officials of the Ministry of Housing and Urban Poverty Alleviation for placing before them the requisite material and their considered views in connection with the examination of the Demands for Grants (2013-14).

4. The Committee considered and adopted the Report at their sitting held on 17 April, 2013.

5. 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;
17 April, 2013
27 Chaitra 1935(Saka)

SHARAD YADAV,
Chairman
Standing Committee on Urban
Development

PART I
CHAPTER I
INTRODUCTORY

The Ministry of Housing & Urban Poverty Alleviation was separated from the Ministry of Urban Development in 2004 with a vision of providing an equitable and inclusive sustainable growth of towns and cities free from slums which provides dignity and a decent quality of life to all inhabitants in the urban areas. The Ministry of Housing & Urban Poverty Alleviation is the apex authority of Government of India at the national level for formulation of housing policy and programme, review of the implementation of the plan scheme, collection and dissemination of data on housing, building materials/techniques and for adopting general measures for reduction of building costs. In addition, it is entrusted with implementation of the specific programmes of urban employment and urban poverty alleviation, including provision of basic amenities to the urban poor and support for establishment of micro-enterprises by skill development of the poor.

1.2 In the federal structure of the Indian polity, the matters pertaining to the housing and urban development have been assigned by the Constitution of India to the State Governments. The Constitutional 74th Amendment Act has further delegated many of these functions to the urban local bodies. Although these are essentially State subjects yet the Government of India plays a coordinating and monitoring role and also supports these programmes through Centrally Sponsored Schemes.

1.3 The Ministry also plays a nodal role in addressing various issues of urban employment and poverty alleviation and housing sector by formulating policies,

providing legislative guidance and through sectoral programmes. The National Policy issues are decided by this Ministry which allocates resources to the State Governments through various Centrally Sponsored Schemes. In addition, this Ministry is also supporting various external assistance programmes for housing, urban employment and poverty alleviation in the country.

1.4 Planning Commission estimates percentage and number of people living below poverty line using large sample survey data of Household Consumer Expenditure collected by National Sample Survey Office (NSSO). These surveys are carried out by the NSSO every 5 years. As per these surveys, the number of urban poor in the country has reduced from 81.4 million in 2004-05 to 76.5 million in 2009-10 i.e. 25.70% to 20.90%.

1.5 A Technical Group constituted by the Ministry of Housing and Urban Poverty Alleviation has estimated the housing shortage in urban areas in the beginning of 12th Five Year Plan as 18.78 million. The report has indicated that the Housing shortage during the period 2012-17 may not increase if the rate of growth in housing stock continues to be higher than the growth in number of Households in the 12th Five Year Plan, as was observed in the last decade.

1.6 In order to remove the housing shortages for EWS and LIG categories, the Government launched Jawaharlal Nehru National Urban Renewal Mission (JNNURM) on 3.12.2005 to provide Central assistance to States /Union Territories to take up housing and infrastructural facilities for the urban poor / slum dwellers in 65 select cities under Basic Services to the Urban poor (BSUP) and in other cities/towns under the

Integrated Housing and Slum Development Programme (IHSDP)- components of JNNURM. The Central assistance for shelter and basic service ranges from 50% to 90%.The duration of JNNURM was seven years beginning from the 2005-06 upto 31.03.2012. JNNURM has been extended for 2 years upto 31.3.2014 for completion of projects sanctioned upto 31.3.2012 and implementation of reforms. Under Jawaharlal Nehru National Urban Renewal Mission, construction support for about 15.69 lakh houses was sanctioned till 31.3.2012. Out of these, 10.40 lakh houses have either been completed or are at different stages of construction.

Review of the status of implementation contained in the Nineteenth Report of the Committee on Demands for Grants (2012-2013) of Ministry of Housing and Urban Poverty Alleviation

1.7 The Nineteenth Report (Fifteenth Lok Sabha) of Standing Committee on Urban Development on Demands for Grants (2012-2013) of the Ministry of Housing and Urban Poverty Alleviation was presented to Parliament on 25th April, 2012 and Action Taken Report (22nd Report) thereon was presented on 5th December, 2012.

1.8 In their Nineteenth Report, the Committee had made 8 recommendations. Out of these recommendations, 05 recommendations have been accepted by the Government and are at various stages of implementation. Replies of the Government on 03 recommendations have not been accepted by the Committee and the Committee strongly reiterated the same in its ATR. These have now been accepted by the Ministry and are in the process of implementation by the Government.

1.9 As per Direction 73A of the 'Directions by the Speaker, Lok Sabha', the Minister concerned shall make once in six months, a statement in the House regarding the status of implementation of recommendations contained in Reports (including those Reports which are on Demands for Grants) of Departmentally Related Standing Committees of Lok Sabha with regard to his Ministry. Accordingly, the Ministry concerned should review the implementation of the recommendations of the Committee in all States and Union territories at regular intervals and present a statement to Parliament once in six months.

1.10 In pursuance of the Direction 73A issued by Hon'ble Speaker, Lok Sabha, the Minister for Housing and Urban Poverty Alleviation, made a Statement in Lok Sabha on the status of implementation of the recommendations contained in the said Nineteenth Report of the Committee and critical analysis on the statement has been prepared.

1.11 The detailed Demands for Grants of the Ministry of Housing and Urban Poverty Alleviation comprises of one Demand for Grants *i.e.* Demand No.57 - Ministry of Housing and Urban Poverty Alleviation laid the detailed Demands for Grants in Parliament on 20th March, 2013 and has been discussed in succeeding chapters of this Report.

CHAPTER II

OVERALL ANALYSIS OF DEMAND FOR GRANTS (2013-2014)

Budget of the Ministry of Housing and Poverty Alleviation comprises one Demand for Grants i.e. Demand No. 58. The overall BE for the year 2013-2014 is Rs.1468.02 Crore (Gross), including both Plan and Non-Plan. The entire provision is for Revenue Section only. The break-up of Plan and Non-Plan provision is Rs.1460.00 Crore and Rs.8.02 Crore respectively.

2.2 The Budget Allocation for 2013-14 (Plan and Non-Plan) is as under:

(Rs. in crore)

Demand No. 58	Gross			Net			Net		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Revenue	Capital	Total
	1460.00	8.02	1468.02	1460.00	8.02	1468.02	1468.02	0.00	1468.02
Total	1460.00	8.02	1468.02	1460.00	8.02	1468.02	1468.02	0.00	1468.02

2.3 Out of the said Plan provision of Rs.1460.00 Crore, specific allocations have been made as under:

- | | | | |
|-------|-----------------------------------|---|------------------|
| (i) | Provision for North Eastern Areas | - | Rs. 146.00 crore |
| (ii) | Scheduled Caste Sub-Plan | - | Rs. 328.50 crore |
| (iii) | Tribal Sub-Plan | - | Rs. 35.04 crore |
| (iv) | Gender Budgeting | - | Rs. 285.00 crore |

2.4 The Ministry has received the following Supplementary Grants during 2012-13:

- A. First Batch of Supplementary
- i) A token Supplementary of Rs. 0.01 crore for releasing of Government contribution for establishment of Credit Risk Guarantee Fund Trust (CRGFT) for Low Income Housing under Rajiv Awas Yojana (RAY) (Rs. 50 crore).
- ii) Enhancing the provision under Grants-in-Aid General under the scheme of Technical Assistance from DFID for Support to National Policies for Urban Poverty Eradication (Rs. 2.87 crore)

2.5 The BE, RE 2012-13 and BE 2013-14 indicating percentage variation in respect of Ministry of Housing and Urban Poverty Alleviation is as under:-

NET BASIS

(Rs. in Crore)

Demand No.57	BE 2012-13		RE 2012-13		BE 2013-14		% Variation over BE 2012-13 and BE 2013-14 Excess(+) Saving (-)		% Variation over RE 2012-13 & BE 2013-14 Excess(+) Saving (-)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	1155.00	8.00	950.00	7.34	1460.00	8.02	+26.41%	+0.25%	+53.68%	+9.26%
Capital	0.00	0.00	0.00	0.00	0.00	0.00	0.00%	0.00%	0.00%	0.00%
TOTAL	1155.00	8.00	950.00	7.34	1460.00	8.02	+26.41%	+0.25%	+53.68%	+9.26%

2.6 As per the information furnished by the Ministry, the proposed 12th Plan outlay was Rs.27028 Crore against which the approved outlay was Rs.7850 Crore only.

Against that the allocation for 2013-14 is Rs. 1460. 00 Crore (Plan). The percentage allocation for the current year against the total 12th Plan allocation is 18.59%.

2.7 The projections made by the Ministry to Planning Commission, BE, RE and Actual expenditure for the last five years as furnished by the Ministry is as under:-

(Rs. In Crore)

Years	Projections	BE	RE	Expenditure
2008-09	1159.16	850.00	670.00	666.03
2009-10	1218.83	850.00	575.00	574.71
2010-11	3914.60	1000.00	880.00	821.42
2011-12	1134.89	1100.00	1000.00	854.47
2012-13	2835.48	1155.00	950.00	762.54 (upto25.03.2013)

The entire Grant of M/o HUPA is under Revenue Section (Voted)."

2.8 The Committee in their 19th Report had recommended that the Ministry of Housing and Urban Poverty Alleviation should impress upon and Ministry of Finance and Planning Commission to allocate adequate funds to various schemes so as to achieve the targets set out for the 12th Five Year Plan. The Ministry in their Action Taken reply had stated that the matter will be taken up with the Planning Commission and Ministry of Finance at the RE stage. However, from the above table it is seen that the allocation of Rs. 1163.00 crore at BE of 2012-13 has been reduced to Rs. 957.34 crore. When asked about the reasons and the response of the Planning Commission and also the schemes got affected due to such reduction, the Ministry in its written replies has stated as under :-

“The matter was taken up at the level of Minister HUPA and Secretary HUPA with Planning Commission and Ministry of Finance. Responses of Ministry of Finance as well as Planning Commission have not been received.”

2.9 There is difference between the proposed outlay and approved outlay during the 10th, 11th and 12th Plan. When asked to furnish the reasons and efforts made by the Ministry in this regard, the Ministry replied as under :-

“The Allocations by the Planning Commission/Ministry of Finance are made taking into consideration the resource availability and demands projected by various Ministries/ Departments.”

2.10 The year wise budgetary allocation against the total Government outlay for the last five years as furnished by the Ministry is as under:-

(Rs. in Crore)

Year	Total central Govt. outlay	Ministry's Budget Allocation	% of Central Govt. Budget	Against GDP at current Prices
2008-09	750883.53	856.50	0.114 %	0.016 %
2009-10	1020837.68	857.97	0.084 %	0.014 %
2010-11	1108749.24	1007.03	0.090 %	0.014 %
2011-12	1257728.83	1107.60	0.088 %	0.013 %
2012-13	1490925.00	1163.00	0.078%	0.012%

2.11 It is seen from the above tables that in comparison to the total Central Government outlay, the allocation at BE stage for the Ministry during year 2012-2013 was Rs.1155.00 crore and the RE for the same was Rs.950 crore. The percentage allocation for the Ministry against the total Central Government outlay was 0.078 percent. And against the GDP at current prices was 0.012 percent. This percentage is less than the percentage during the year 2011-12 i.e. 0.088 percent. The budgetary allocation for 2013-2014 is Rs.1468.02 crore. There has been a reduction at RE during the year 2012-2013 (Plan side) figures to Rs.950.00 crore from Rs.1155 crore at the BE 2012-2013 (Plan). However, the actual expenditure of the Ministry during 2012-2013 was only Rs.762.54 (upto 25.03.2013) crore which is even less than the revised

estimates. The table is reflective of the trend of underutilization of funds during last five years.

2.12 The table in Para 2.6 is clearly indicating that except for year 2011-12, the financial allocation done by the Ministry of Finance has always been drastically lesser than the projections made by the Ministry of Housing and Poverty alleviation. In the year 2013-14, it is only Rs. 1460 crore of total Plan Allocation of Rs. 555322 crores which comes to roughly 0.26 per cent.

2.13 Table showing the expenditure position of the Ministry in absolute and percentage term during the first, second, third and fourth quarter of the previous five financial years is as under :-

2008-09

(Rs. In Crore)

Grant No.					Expenditure figures								Total Expenditure	
	BE		RE		Ist Qtr		II Qtr		III Qtr		IV Qtr		Plan	Non-Plan
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		
56	850.00	6.50	670.00	6.89	6.13	1.25	330.86	1.21	88.49	2.16	240.56	0.92	666.04	5.54
%wrt BE					0.72	19.23	38.92	18.62	10.41	33.23	28.30	14.15	78.36	85.23

2009-10

(Rs. In Crores)

Grant No.					Expenditure figures								Total Expenditure	
	BE		RE		Ist Qtr		II Qtr		III Qtr		IV Qtr		Plan	Non-Plan
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		
56	850.00	7.97	575.00	7.50	0.41	1.58	136.73	2.40	256.39	1.92	181.18	1.15	574.71	7.05
%wrt BE					0.05	19.82	16.09	30.11	30.16	24.09	21.32	14.43	67.61	88.46

2010-11

(Rs. In Crores)

Grant No.	BE		RE		Expenditure figures								Total Expenditure	
	Plan	Non-Plan	Plan	Non-Plan	Ist Qtr		II Qtr		III Qtr		IV Qtr		Plan	Non-Plan
					Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		
56	1000.00	7.03	880.00	7.29	57.07	1.93	235.57	1.60	260.14	2.09	268.64	1.15	821.42	6.77
%wrt BE					5.71	27.45	23.56	22.76	26.01	29.73	26.86	16.36	82.14	96.30

2011-12

(Rs. In Crore)

Grant No.	BE		RE		Expenditure figures								Total Expenditure	
	Plan	Non-Plan	Plan	Non-Plan	Ist Qtr		II Qtr		III Qtr		IV Qtr upto Feb		Plan	Non-Plan
					Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		
57	1100.00	7.60	1000.00	7.60	4.55	2.31	287.20	1.74	459.30	1.40	70.07	1.00	821.12	6.45
%wrt BE					0.41	30.39	26.11	22.89	41.75	18.42	6.37	13.16	74.65	84.87

2012-13

(Rs. In Crores)

Grant No.	BE		RE		Expenditure figures								Total Expenditure	
	Plan	Non-Plan	Plan	Non-Plan	Ist Qtr		II Qtr		III Qtr		IV Qtr*		Plan	Non-Plan
					Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan		
57	1155.00	8.00	950.00	7.34	1.74	1.95	387.85	1.69	176.06	1.55	196.89	1.03	762.54	6.22
%wrt BE					0.15	24.38	33.58	21.13	15.24	19.38	17.05	12.88	66.02	77.75

* Expenditure upto 25.03.2013

2.14 During the year 2008-09, the total expenditure on plan side was 78.36% and on non-plan side was 85.23 percent. During the year 2009-10, the total percentage expenditure on plan side was 67.61 percent and on non-plan side is 88.40%. During

the year 2010-11, the total percentage expenditure on plan side was 82.14 percent and on non-plan side was 96.30 percent. During 2011-12 on plan side it was 74.65 percent and on non-plan side was 84.87 percent. During 2012-13 on plan side it is 66.02 percent and on non-plan side it is 77.75%.

2.15 It may be seen from above that the total expenditure on non-plan side has always been higher than the plan side during the last five years.

2.16 Under the jurisdiction of the Ministry the major Schemes are Swarna Jayanti Shahari Rozgar Yojana (SJSRY), Integrated Low Cost Sanitation Scheme(ILCS), Jawahar Lal Nehru National Urban Renewal Mission (JNNURM). This has got two components i.e. BSUP and IHSDP to tackle the problem of urban slums and to provide self-employment to urban poor), Interest Subsidy Schemes for Housing the Urban Poor (ISHUP) and Rajiv Awas Yojana (RAY), the Scheme which aims at providing support to States that are willing to provide property rights to slum dwellers. The detailed analysis of the aforesaid Schemes have been made in the subsequent chapters of the Report.

2.17 The details of BE 2012-2013, RE 2012-2013, BE 2013-14 and Actual Expenditure under various plan schemes/programmes being implemented by this Ministry are as under:-

(Rs. in crore)

Sl. No.	Name of the Scheme/ Programme	2012-13		2013-14	Actual Expenditure Rs. in crore
		BE (Rs. in crores)	RE (Rs. in crores)	BE (Rs. in crores)	
A. Central Sector Schemes					
1.	National Building Organisation				
2.	Urban Statics for HR and Assessment Scheme	15.00	10.00	13.00	----
3.	Grants in aid to BMTPC	5.00	5.00	5.00	
4.	Grants in aid to CWEWHO				---

5.	Projects /Schemes for Development of Northeastern States including Sikkim	50.00	50.00	60.00	
6.	Submission on BSUP/IHSDP under JNNURM	2447(BSUP) 900.50 (IHSDP)	----	---	1114.08 (BSUP & IHSDP)
7.	Rajiv Awas Yojana	30.00	5.00	130.00	
8.	Slum free Utility Planning Scheme under RAY				
9.	National Scheme for support to street vendors	50.00	0.01	0.01	
10.	National programme for urban homeless	50.00	0.01	0.01	
11.	ISSHUP(Interest Subsidy Scheme for Housing for the Urban Poor)/RAY	10.00	5.00	25.00	5.01
Centrally Sponsored Schemes					
12.	SJSRY	838.00	704.46	950.00	523.24 (As on 20.02.2013)
13.	Integrated Low Cost Sanitation (ILCS)	25.00	100.00	125.00	19.20
Total		1163.00	957.34	1468.02	

CHAPTER III

SCHEME-WISE ANALYSIS

The Planning Commission estimates percentage and number of people living below poverty line using large sample survey data of Household Consumer Expenditure collected by National Sample Survey Office (NSSO). These surveys are carried out by the NSSO every 5 years. According to 2011 census the total urban population stood at about 377.10 million or 28 percent of the total population out of which about 95.78 million or 25.7% of India's urban population was estimated to be below poverty line in 2004-2005 as per the NSSO 66th Round Survey reports. The results of last such survey are available for the year 2009-10. As per these surveys, the number of urban poor in the country has reduced from 81.4 million in 2004-05 to 76.5 million in 2009-10 i.e. 25.70% to 20.90%.

3.2 As per census 2001, total 52.4 million (10.2 million households) people were living in the slums in 1743 cities/towns spread across 26 states and Union Territories in India. As per census 2011, 13.74 million slum households (approximately 68 million slum population estimated assuming 5 as household size) has been reported from 2,543 statutory towns out of the total 4041 statutory towns and 3994 census towns in India.

3.3 As per census 2011 Report on Housing stock, Amenities and Assets, 78% slum households have permanent houses as against 84% household with permanent houses in urban areas. 74% of slum households have access to tap water as against 71% in

urban areas. 91% of slum households have electricity as main source of lighting as against 93% in urban areas.

3.4 In order to mitigate the problems faced by the urban poor, the Ministry of Housing and Urban Poverty Alleviation provide support to the following centrally sponsored and central schemes under the plan :-

A. CENTRALLY SPONSORED SCHEMES

- i. Swarna Jayanti Shahari Rozgar Yojana (SJSRY) / National Urban Livelihoods Mission / (NULM)
- ii. Integrated Low Cost Sanitation Scheme (ILCS)
- iii. National Scheme for Support to Street Vendors
- iv. Shelters for Urban Homeless (SUH)

B. OTHER SCHEMES

- i. Urban Statistics for HR & Assessment (USHA)
- ii. Interest Subsidy Scheme for Housing the Urban Poor (ISSHUP) / Rajiv Rinn Yojna (RRY)
- iii. Building Materials and Technology Promotion Council (BMTPC)
- iv. Capacity Building For Urban Development Project
- v. Credit Risk Guarantee Fund Trust (CRGFT)

C. ADDITIONAL CENTRAL ASSISTANCE SCHEMES

- i. JNNURM (BSUP and IHSDP components) as ACA Schemes
- ii. Rajiv Awas Yojana

I. REAL ESTATE (REGULATION AND DEVELOPMENT) BILL

3.5 The Real Estate (Regulation and Development) Bill has been drafted by the Ministry of Housing and Urban Poverty Alleviation for establishing oversight mechanism to enforce disclosure, fair practice and accountability norms in the real estate sector, and to provide adjudication machinery for speedy dispute redressal. The Bill has been drafted in consultation with all the stakeholders and vetted by Law Ministry. The main objective of the Bill is restoring confidence of the general public in the real estate sector; by instituting transparency and accountability in real estate and housing transactions. Currently, the real estate and housing sector is largely unregulated and opaque, with consumers often unable to procure complete information, or enforce accountability against builders and developers in the absence of effective regulation and will enable the sector to access capital and financial markets essential for its long term growth. The Bill is expected to ensure greater accountability towards consumers, and to significantly reduce frauds and delays.

3.6 The Bill is also expected to promote regulated and orderly growth through efficiency, professionalism and standardization. It seeks to ensure consumer protection, without adding another stage in the procedure for sanctions.

3.7 During deposition before the Committee, the Secretary stated as under:

"The Real Estate (Regulation and Development Bill), would be an important Bill. Through this Bill, the Government of India would develop and regulate the real estate. Apart from this, more study reports have been prepared by the Department, the most important of which is a Report on housing shortage prepared by Prof. Kundu wherein the housing shortage throughout India was analyzed. This public document has helped in preparation of policy. Another

Report on solution to the housing shortage namely Report on Affordable housing in the country has been prepared by the Ministry. Third important point is conducting slum census 2011 in 2025 cities which enables to know the actual condition of slums. Apart from this there are two more reports, viz. Report on rental housing and Single window clearing system. There are five reports which would help in bringing improvements to housing sector."

3.8 In this context when asked whether the real estate regulation bill would come true since there are lot of objections from the builders lobby, the Secretary further stated as under:

" Sir, during February, 2012 after consulting all the stakeholders at the national level we uploaded the draft bill in our website for obtaining comments. We had two rounds of State Minister's conference. On the basis of consultation with the State Minister, in the month of November, we redrafted the bill and had taken to Cabinet and the cabinet had sent back the draft bill after some discussion. Now our final draft is ready. We hope that we will keep this agenda in the next cabinet meeting in the next week. I assure you that after cabinet's approval, we will definitely bring the final draft in the ongoing Session of Parliament in spite of the opposition from the builders lobby."

II. SWARNA JAYANTI SHAHARI ROJGAR YOJANA (SJSRY)

3.9 The Swarna Jayanti Shahari Rozgar Yojana (SJSRY) was launched with effect from 01.12.1997 after subsuming the earlier Urban Poverty Alleviation Programmes viz., Nehru Rozgar Yojana (NRY), Urban Basic Services for the Poor (UBSP) and Prime

Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP) for the benefit of urban poor. This scheme seeks to provide gainful employment to the urban unemployed or underemployed poor through encouraging the setting up of self-employment ventures or provision of wage employment by utilizing their labour for construction of socially and economically useful assets. This programme relies on creation of suitable community structures and delivery of inputs is through the medium of urban local bodies and such community structures. This programme targets the urban poor who are living below the poverty line, as defined from time to time. The SJSRY is funded on a 75:25 basis between Centre and the States. For special category States (8 North-Eastern States namely Arunachal Pradesh, Assam, Manipur, Meghalaya, Mizoram, Nagaland, Sikkim, Tripura, and 3 other hilly states i.e. Jammu & Kashmir, Himachal Pradesh and Uttarakhand), the funding pattern for the Scheme between Centre and the States has been revised from 75:25 to 90:10. The scheme has been comprehensively revamped w.e.f. 01.04.2009.

The revamped SJSRY consists of following five components:-

- (i) Urban Self Employment Programme (USEP)
- (ii) Urban Women Self-help Programme (UWSP)
- (iii) Skill Training for Employment Promotion amongst Urban Poor (STEP-UP)
- (iv). Urban Wage Employment Programme (UWEP)
- (v). Urban Community Development Network (UCDN)

3.10 The Plan outlay and actual expenditure for the 10th, 11th and the proposed 12th plan are as under :-

Year	ACTUAL OUTLAY	ACTUAL EXPENDITURE
10th Plan (Total Outlay :- Rs 541.00 Crores)		
2002-2003	98.89	100.92
2003-2004	94.50	100.74
2004-2005	103.00	122.01
2005-2006	160.00	155.88
2006-2007	250.00	248.44
Total 10th Plan	706.39	727.99
11th Plan (Total Outlay :- Rs 1750.00 Crores)		
2007-2008	343.00	340.00
2008-2009	514.00	544.00
2009-2010	428.69	428.69
2010-2011	591.38	587.96
2011-2012	800.50	790.36
Total 11th Plan	2677.57	2691.01
2012-13	838.00	
2013-14	950.00	

3.11 For SJSRY the proposed Budget Outlay, during 12th Five Year Plan is Rs. 20,000 Crore, and Budget Estimate for the year 2013-14 is Rs. 950 Crore.

3.12 When asked about the physical targets and achievements of SJSRY under various components during the year 2009-10 to 2011-12, the Ministry submitted as under:-

“The physical target and achievement during the last three years under various components of SJSRY is as follows:

The Urban Wage Employment Programme (UWEP) is a very small component under SJSRY applicable only to towns/cities with population up to 5 Lakhs, as per the 1991 Census. Physical targets in terms of number of beneficiaries covered are not fixed for the UWEP component. Urban Community Development Network (UCDN): Focus of Urban Community Development Network (UCDN) is on community organization activities including capacity building and support to communities. The cumulative progress under UCDN component is as follows:

- (i) Number of Community Development Societies formed : 7032
- (ii) Number of Community Organizers Appointed : 3294

Years	USEP		STEP UP		UWSP		T&CS		UWEP*
	Target	Achievement	Target	Achievement	Target	Achievement	Target	Achievement	Achievement (Man days in lakh)
2009-2010	21250	86,083	170000	1,88,531	21,250	64,994	42,500	1,35,373	50.15
2010-2011	25000	82,980	2,00,000	2,57,176	25,000	74,557	50,000	1,83,972	78.80
2011-2012	75000	80,775	2,75,000	3,63,670	50,000	40,568	1,00,000	1,17,117	40.63

3.13 Regarding the criteria for fixing up the targets, the Ministry in its written replies submitted as under :-

“State/UT-wise annual physical target under the Scheme is fixed on the basis of the all India targets decided by the Ministry and in the ratio of Central funds allocated between the States / UTs.”

3.14 STATEMENT SHOWING STATE-WISE UNSPENT FUNDS AVAILABLE WITH STATES/UTS UNDER SWARNA JAYANTI SHAHARI ROZGAR YOJANA (SJSRY)

S. No.	Name of the States/UTs	Since Inception up to 2009-10	2010-11	2011-12
1	2	3	4	5
1	Andhra Pradesh	0.00	0.00	0.00
2	Arunachal Pradesh	0.00	0.00	0.00
3	Assam	0.00	0.00	0.00
4	Bihar	0.00	0.00	779.36
5	Chhattisgarh	0.00	0.00	0.00
6	Goa	17.77	0.00	0.00
7	Gujarat	0.00	0.00	0.00
8	Haryana	0.00	0.00	0.00
9	Himachal Pradesh	0.00	0.00	0.00
10	Jammu & Kashmir	0.00	0.00	0.00
11	Jharkhand	0.00	0.00	0.00
12	Karnataka	0.00	0.00	0.00
13	Kerala	0.00	0.00	0.00
14	Madhya Pradesh	0.00	0.00	0.00
15	Maharashtra	0.00	0.00	0.00
16	Manipur	0.00	0.00	399.65
17	Meghalaya	0.00	0.00	0.00
18	Mizoram	0.00	0.00	0.00
19	Nagaland	0.00	0.00	0.00
20	Odisha	0.00	0.00	0.00
21	Punjab	0.00	0.00	2275.11
22	Rajasthan	0.00	0.00	3219.30
23	Sikkim	0.00	0.00	0.00
24	Tamil Nadu	0.00	0.00	0.00
25	Tripura	0.00	0.00	182.71
26	Uttarakhand	0.00	0.00	0.00
27	Uttar Pradesh	0.00	0.00	7201.21
28	West Bengal	0.00	0.00	0.00
29	A & N Islands	0.00	0.00	23.34
30	Chandigarh	0.00	0.00	53.00
31	D & N Haveli	0.00	8.79	8.65
32	Daman & Diu	192.47	0.00	0.00
33	Delhi	0.00	0.00	175.00
34	Puducherry	0.00	0.00	0.00
Total		210.24	8.79	14317.33

The unspent balance is mainly for the funds released to the States/UTs in the year 2011-12, for which Utilization Certificates have not become due. The

Ministry of Housing & Urban Poverty Alleviation is consistently pursuing with the States/UTs for the implementation of the scheme through review meetings, orientation workshops, training programmes etc.”

III. NATIONAL URBAN LIVELIHOOD MISSION

3.15 It is proposed to launch NULM in the 12th Five Year Plan, which will replace the existing scheme of SJSRY for a focused approach towards urban poverty alleviation including support to urban street vendors and shelters for the urban homeless. The mission of the National Urban Livelihoods Mission (NULM) is to reduce poverty and vulnerability of the urban poor households by enabling them to access gainful self-employment and skilled wage employment opportunities, resulting in an appreciable improvement in their livelihoods on a sustainable basis, through building strong grassroots level institutions of the poor. The mission would also aim at providing shelter and all other essential services to the urban homeless in a phased manner. NULM will have the following components and sub-components:

A. Social Mobilization and Institution Development (SM&ID):

- i. Building Community Institutions - SHGs and their Federations;
- ii. Universal Financial Inclusion;
- iii. Revolving Fund Support to SHGs and their Federations;
- iv. Service Centres / Livelihood Centre at City / Town Level; and
- v. Training and other Capacity Building Support for SHGs and their Federations

B. Capacity Building and Training (CB&T):

- i. Technical Support at National, State, and City/Town Levels; and
- ii. Training and Other Capacity Building Support for Mission Management Units at the National, State, and City / Town Levels

C. Employment through Skills Training and Placement (EST&P)

- i. Skills Training for Micro Enterprise Development/Self-Employment; and
- ii. Skills Training & Placement for Salaried/Wage Employment.

D. Self-employment Programme (SEP):

- i. Individual Enterprises (SEP-I);
- ii. Group Enterprises (SEP-G);
- iii. Credit Card for Enterprise Development; and
- iv. Technology, Marketing and Other Support.

E. Support to Urban Street Vendors

- i. Pro-vending urban planning
- ii. Skill development and micro-enterprise development support
- iii. Credit enablement of street vendors
- iv. Development of vendors' markets
- v. Social security convergence

F. Scheme of Shelter for Urban Homeless

G. Innovative & Special Projects:

H. Administrative & Operating Expenses (A&OE);

I. Information, Education and Communication (IEC); and

3.16 On being asked whether the Ministry has undertaken any survey for assessment on the percentage of unemployment, If yes, the data regarding the last three years and the criteria for selecting the beneficiaries under NULM, the Ministry in its written replies submitted as under :-

“The Ministry has not undertaken any survey for assessment on the percentage of unemployment. Under NULM, the primary target will be the urban poor households. However, the coverage may be broadened to include other families, up to a maximum of 50% of the urban population. While covering families other than the urban poor, preference will be given to the disadvantaged groups like SCs, STs, Women and Minorities, disabled etc.”

3.17 According to information provided in outcome budget NULM is proposed to be launched in 12th Plan which will replace SJSRY. However, necessary approvals are yet to be obtained. Also the targets under NULM would be fixed on annual basis. When asked why the proposed outlay has been enhanced from Rs. 838.00 crores of last year to Rs. 950.00 crore in the financial year 2013-14, when necessary approvals are yet to be obtained and how the Ministry plans to spend it in current financial year as the targets under NULM are to be fixed on annual basis, the Ministry in its written replies has submitted as under :-

A meeting of the Expenditure Finance Committee (EFC) was held on 26.02.2013 under the Chairmanship of Secretary (Expenditure) to consider the proposal for National Urban Livelihoods Mission. It is likely that NULM will be operational during the financial year 2013-14. The proposed outlay has been enhanced in anticipation of the necessary approval and as per the Gross Budgetary Support for 12th pan (Central Plan) indicated by the Planning Commission for this Ministry. The existing scheme of SJSRY will be in force till the time NULM becomes operational. As soon as NULM is approved, the targets will be set / revised in accordance with the NULM guidelines. The targets for financial year 2013-14 are as under:

1.	Number of Beneficiaries to be provided Skills Training for urban poor for self/wage employment& Placement	4 Lakh
2.	Number of Beneficiaries to be provided Self-Employment - Individual and Group	40000
4.	Number of Shelter to be constructed	200

3.18 Under NULM, it is proposed to develop a comprehensive and robust MIS for tracking of physical and financial targets and achievements which includes number of beneficiaries skill trained and placed, number of beneficiaries assisted for Self/Group employment and fund utilization etc.

IV. National Scheme for support to Street Vendors

3.19 The scheme proposes to include Support to State Govts. and Urban Local Bodies to create database and issue of identity cards including providing of vending zones / vending outlets, kiosks and vending equipments etc. The scheme also stresses on interest subsidy support for working capital to street vendors as well as coverage under Swasthya Bima Yojana. The scheme will be merged with the Swarna Jayanti Shahri Rojgar Yojana/ National Urban Livelihoods Mission (NULM).

3.20 The Ministry were asked to furnish the current status of the scheme with probable time of initiation of its implementation. It was further stated that with the passing of 'The Street Vendors (Protection of Livelihood and Regulation of Street Vending) Bill, 2012' will have a far reaching impact on the implementation of the scheme and asked whether allocation of merely 0.01 crore rupees to the the amount allocated would be sufficient, and the steps proposed by the Ministry to increase the allocations, the Ministry in its written replies stated as under :-

“As per the recommendations of Planning Commission, the Scheme for Support to Street Vendors has been included as a component in the proposed National Urban Livelihood Mission (NULM). It is proposed that up to 5% of the total NULM budget will be spent on this component. Hence no separate budget provision is required to be made separately for this scheme for 2013-14.”

V. Shelter for Urban Homeless

3.21 Based on National Advisory Council (NAC)'s recommendations, the Ministry had prepared a concept paper on National Programme for Urban Homeless (NPUH) to build permanent shelters for the urban homeless people. These homeless shelters are proposed to be all weather and 24 hours shelters with basic amenities for a life with dignity.

3.22 In-principle approval of the Planning Commission was obtained for NPUH. A national consultation was held under the chairmanship of Secretary (HUPA) with select State Governments/Municipal Corporations etc. on 03.07.2012 to discuss the preparation of NPUH. Based on inputs received during the said meeting, the Ministry prepared a EFC Note on NPUH. In the meantime, the Planning Commission vide their 12th Five Year Plan Document, recommended that this programme be launched as an umbrella scheme under National Urban Livelihood Mission (NULM). Ministry is in the process of getting necessary approvals for launching of NULM. The shelters are proposed to be 24x7 shelters with all necessary infrastructure facilities and amenities.

3.23 The scheme aims to construct 1,600 shelters for 80,000 urban homeless population during 12th Five Year Plan throughout the country. When asked about the progress in this scheme in relation to dissemination of information of the scheme to various states and UTs, the Ministry in its written replies stated

“Ministry of Housing & Urban Poverty Alleviation is in the process of getting necessary approvals from Competent Authorities for launching of Shelters for Urban Homeless (SUH) with National Urban Livelihood Mission (NULM). The scheme will be widely publicized. Under NULM it is proposed that 3 % of the total budget be earmarked for Information, Education & Communication (IEC) activities for the Mission.”

3.24 As per news item dated November, 2012 only 7000 homeless people have availed of the night shelter as against the number of available shelters. Furnishing a factual note on this, the Ministry has stated :-

“The scheme of Night Shelter for Urban Shelterless was launched in 1988-89 to provide some kind of shelter to the absolutely shelterless urban population, including street children, destitute women, and migrant laborers etc., who are in urgent need of shelter to protect themselves against the vagaries of nature all through the year. The scheme was modified in August 1992 to cover all urban centres having concentration of footpath dwellers/homeless and renamed as Scheme for Shelter & Sanitation Facilities for Footpath Dwellers. From October, 2002 the scheme was renamed as Night Shelter for Urban Shelterless and the component of Pay & Use Toilets were withdrawn.

A Central Government subsidy @ 50% of the cost of construction subject to cost ceiling of Rs. 20,000/- per bed was provided through HUDCO. The balance was required to be arranged by the State Governments/Implementing agency.

Cumulatively, under the erstwhile scheme, 104 schemes seeking inter alia 17,579 beds, 17,579 toilets seats, 2,538 baths and 2,273 urinals had been sanctioned

.

The scheme was a demand driven scheme and progress of the scheme depended on the proposals mooted by State Government’s implementing agencies. The scheme was not receiving appreciable response. The Planning Commission in 2005-06 decided to transfer the scheme to State sector.”

VI. INTEGRATED LOW COST SANITATION SCHEME (ILCS)

Financial allocation

3.25 The details of Budget Allocation and Expenditure incurred during Eleventh Five year Plan and first year of 12th Plan under ILCS are as under:

(Rs. in Crore)

Sl. No.	Scheme	Outlay in 11 th plan (Year wise)	Budget Estimates	Revised Estimate	Actual Expenditure
1	Integrated Low Cost Sanitation (ILCS) Scheme	11th Five year Plan	Rs in crore	Rs in crore (in R.E.)	Rs in crore
2	Reason for Variation: As ILCS is a demand driven scheme.	Annual Plan 2007-08	40.00	40.00	70.97*
		Annual Plan 2008-09	150.00	40.03	38.53
		Annual Plan 2009-10	60.00	45.00	50.50*
		Annual Plan 2010-11	71.00	80.00	100.85*
		Annual Plan 2011-12	71.00	55.00	30.70
		Annual Plan 2012-13	25.00	100.00	19.20
	TOTAL		417.00	360.03	310.75

* The excess expenditure was met by reappropriation of savings under other scheme.

3.26 The Ministry has stated that the reasons for variation between BE & RE and RE and actual expenditure during the year 2008-09, 2011-12 and 2012-13 are because the schemes is a demand driven. Under the ILCS various Central Coordination Committee meetings, review meetings and video conferencing with the State representatives are being held to speed up the proposal under ILCS scheme. During the 11th Plan period the mandate of the revised Integrated Low Cost Sanitation (ILCS) Scheme Guidelines was to convert/construct low cost sanitation units through sanitary twin pit pour flush latrines with superstructures and appropriate variations to suit local conditions (area specific latrines). The scheme covered all the EWS households who have dry latrines. EWS households who have no latrines and who live in the vicinity where projects for conversion of dry latrines are also being covered up to 25% of the total allocations.

3.27 All the 2,51,963 toilets identified by the States of Uttarakhand, Bihar, Jammu & Kashmir, Uttar Pradesh, Tripura and Nagaland were sanctioned and 1,55,937 new

toilets have been sanctioned in total 15 States. So far Rs. 317.77 crore has been released and Rs. 22.48 crore has been committed. Regular review of implementation of the Scheme is held in the Ministry. Apart from this, Third Party Inspection is also proposed. The projects are evaluated through the appraisal agency Housing and Urban Development Corporation Limited.

3.28 In spite of the above steps taken by the Ministry for improvement in the implementation of the schemes, the Ministry could not generate the required demands stating the reasons for the same, the Ministry in its written replies stated as under :-

“Integrated Low Cost Sanitation Scheme has a limited objective of conversion of dry latrines into twin pit pour Flush latrines along with 25% of new construction for the urban Economically Weaker Section Households who have no latrines. The scheme was revised in January, 2008 based on the estimated 6 lakhs dry latrines for conversion. However, after door to door survey only 2.55 lakhs dry latrines were reported by the States. Demand for conversion is based on identification of dry latrines by the State Governments. Generation of demands is not based on any effort or action of Government of India. Through ILCS Government of India had sanctioned conversion of all reported dry latrines into sanitary ones by 2011-12.

However, when Census of India, 2011 brought to the fore the existence of 2,08,253 dry latrines still in the urban areas of the country, the Ministry took proactive measures to ensure quick identification and conversion of all such latrines serviced by humans. Letters were sent at the level of Hon'ble Minister (Housing and Urban Poverty alleviation), Secretary (HUPA) and Joint Secretary (Housing) to all Chief Ministers, Chief Secretaries and State Principal Secretaries respectively providing details including ward wise data for immediate action. Periodic review meetings have been held at regular intervals to expedite the process to eradicate dry latrines thereby to liberate manual scavengers from the inhuman practice of cleaning human excreta.

In order to cater to the need to convert newly identified dry latrines, this Ministry has obtained sanction of CCEA for extension of ILCS. States have been asked to submit proposals under extended Integrated Low Cost Sanitation Scheme. So far, Government of Uttar Pradesh has come up with proposal for conversion/construction of 47,377 units with estimated Centre Share of Rs.54.18crores. First instalment of Rs.27.09 crores is under process for release.”

3.29 When asked how the Ministry proposes to spend the proposed outlay of Rs. 125.00 crore in 2013-14, the Ministry stated as under :-

“As enumerated by the Census of India, 2011 data 2,08,253 latrines are serviced by humans. To convert all 2,08,253 dry latrines CCEA approval of Rs.367.16 crores have been sought in the extended ILCS scheme. Outlay of Rs.125 crores have been sought in the BE for the financial year 2013-14. So far, proposal of Uttar Pradesh for Rs. 54.18croreshave been received out of which Rs.27.09 crore will be released this year and remaining Rs. 27.09crores is committed liability. Apart from this, Rs. 22.48crore is committed liability of previous years’ sanctions. Thus, Rs.49.57 would go towards committed liabilities. Balance nearly Rs.75crores would be at the disposal of Ministry to sanction projects for conversion of dry latrines whenever States come up with projects. Additional funds, if need be, would be diverted from other schemes, given the importance of the mission of eradication of dry latrines from urban areas of the country. This Ministry is closely monitoring the same.”

3.30 When asked how the Ministry will achieve the target to fulfill the directions of Supreme Court of India to convert all the dry latrines into pour flush latrines in a span of one year the Ministry stated as under :-

“Hon’ble Supreme Court of India has not given any direction to Government of India. The Hon’ble Supreme Court is directly monitoring the status in the States/UTs. This Ministry is taking every possible effort to achieve the target. The scheme is approved for sanctions upto March 2014 only. This Ministry has written to all States/ UTs for identification/verification of dry latrines and to submit proposals for conversion of dry latrines, if found out through survey. Review Meeting with the States were held on 27 and 29 November 2012, 14 and 15 January 2013 and on 4 March 2013 wherein States were asked to complete the survey and to submit proposals expeditiously. As per the latest inputs most of the States have commenced the Survey and are at advanced stages of completion. It is anticipated that proposals would be received in the first quarter of 2013-14 and are likely to be completed by end of last quarter of 2013-14 necessitating payment of second installment.”

3.31 When asked to furnish information relating to year-wise and state-wise data of identified and sanctioned dry latrines, the Ministry furnished as under :-

Sl. No.	Name of the State	Number of dry latrines identified and sanctioned during the year				Grand Total
		2008-09	2009-10	2010-11	2011-12	
1	Bihar	1222	2323	--	--	3545
2.	Uttar Pradesh	235606	2647	--	--	238253
3.	Jammu & Kashmir	1116	4508	--	--	5624
4.	Nagaland	499		--	--	499
5.	Uttarakhand		1613	--	--	1613
6.	Tripura		2429	--	--	2429
	TOTAL	238443	13520	--	--	251963

3.32 When asked to furnish the year-wise and state-wise data on new toilets sanctioned and constructed during the last five years, the Ministry stated as under :-

Sl. No.	Name of the State	Number of new toilets sanctioned during the year				Grand Total
		2008-09	2009-10	2010-11	2011-12	
1	Bihar	8586				8586
2.	Uttar Pradesh					
3.	Jammu & Kashmir		273			273
4.	Nagaland	3404	1577			4981
5.	Manipur	7117				7117
6.	Tripura		569		22041	22610
7.	West Bengal	6798			7751	14549
8.	Kerala	1675			6564	8239
9.	Maharashtra		12237	27426		39663
10.	Madhya Pradesh		7423		6858	14281
11.	Rajasthan			1039		1039
12.	Odisha				4690	4690
13.	Jharkhand				3891	3891
14.	Chhattisgarh				26018	26018
	TOTAL	27580	22079	28465	77813	155937

3.33 Regarding the number of new construction of toilets for EWS beneficiaries in urban areas having no latrines during last three years, the Ministry has stated that :

“1,55,937 new latrines were sanctioned for new construction for the EWS beneficiaries who have no latrines.”

3.34 To a query about adoption of eco-friendly toilets, the Ministry has indicated that :-

“In cases where innovative technologies like bio-digesters and ecosan toilets etc. are used, an additional 15% over and above the unit cost specified above would be admissible under the extended ILCS scheme. As per the extended guidelines of the ILCS scheme, the upper ceiling cost of Rs. 15,000/- may be fixed for the complete unit of a two pit pour flush individual latrine with superstructure (excluding States falling in difficult / hilly areas). For the States falling in the category of difficult and hilly areas, 25% extra cost may be provided for each two pit pour flush latrine. In other words, in States falling in the category of difficult and hilly areas, the upper ceiling cost will be Rs. 18,750/- for one complete LCS Unit. In cases where innovative technologies like bio-digesters and ecosan toilets etc., are used an additional 15% over and above the unit cost specified above would be admissible. In nutshell the funding pattern now stands as under:

Category	Normal Areas	Hilly Areas
Old Unit Cost (from 2008-2012)	Rs. 10,000/-	Rs.12,500/-
Revised Unit Cost (with effect from 27.11.2012)	Rs.15,000	Rs.18,750
Provision for use of New technology (eco-san toilets etc.) has been made in the extended revised ILCS scheme with an additional 15% over and above the normal cost.	Rs.17,250	Rs.21,563

No demand has been received to construct eco-friendly toilets so far during the year 2012-13 and hence nil expenditure.”

3.35 In the Action Taken Replies to the 19th Report of the Standing Committee on Urban Development, the Ministry has stated that out of 155,937 toilets sanctioned to EWS beneficiaries who have no toilets, the progress has been slow and near about 1,49,000 units are states to be in progress. It is anticipated that during the current financial year, the balance work would be executed and majority of the task completed. When asked to furnish the present status and also the total number of toilets which have been completed so far, the Ministry in its written replies has submitted as under :-

“As per the inputs provided by various States through Quarterly Progress Reports and during various review meetings the current position is that out of total 1,55,937 new construction units sanctioned, 53,766 units are completed and 1,02,171 units are under progress.”

VII. URBAN STATISTICS FOR HR AND ASSESSMENT SCHEME

Objective of the Scheme:

3.36 The Central Sector Scheme of “Urban Statistics for HR and Assessments (USHA)” aims at the development and maintenance of a national database, MIS and knowledge repository relating to urban poverty, slums, housing, construction and other urbanization-related statistics. Its key objective is to support the Ministry of Housing & Urban Poverty Alleviation, other Ministries and State Governments with an information base and knowledge inputs for the purpose of planning, policy making, project design, formulation, implementation, monitoring and evaluation, particularly in the context of programmes relating to urban poverty, slums and housing. The four pillars of USHA are database including MIS and sample surveys; action research; impact assessment and capacity building / training. The scheme has the following deliverable objectives:

- I. Data centre and MIS on Urban poverty, slums, housing, building, construction and related Urbanization Statistics.
- II. One time grants to State Governments / UT administrations for computerization.
- III. Knowledge centre / National resource centre for Urban Poverty, slums.
- IV. Sample surveys in areas of urban poverty, slums, housing and building construction.
- V. Socio-Economic research studies in areas of Urban poverty, slums, housing & building construction; and
- VI. Capacity building & training in areas of urban poverty, slums, housing & building construction statistics

The major achievements under “USHA” in the financial year 2012-13 up to 31.12.12 are as follows:-

- i. Implementation of Urban Statistics for HR & Assessments (USHA) - Release of Allocation to State Governments / Resource Centres for different Activities under “USHA”
- ii. Operationalisation of “Building Related Information & Knowledge System (BRIKS) online web based software application for Housing and Building Construction Statistics.
- iii. Operationalisation of Data Centre and knowledge Centre for Urban Poverty and slums including e-library. Procured 400 books for library.
- iv. Collection of building permits data for Development of Housing Start-up Index from 50 select cities/ULBs.
 - a) HSUI cells have been established in 25 cities for Collection of building permits data.
 - b) Data on Building Permits have been collected from 48 cities/ULBs
 - c) Web application is operational in all 50 cities and online data is being done on regular basis.
 - d) Coverage of collection of building permits data has been expanded to cities/ULBs having population above three lakh. The concerned ULBs have been requested for providing regular supply of building permit data.
- v. Publication of :-
 - a) Building Material Prices-A Statistical Compendium, 2012.
 - b) Wages of construction labour - A Statistical Compendium, 2012.
 - c) Urban Indicators- A Statistical Compendium,2012.
 - d) Report of the technical Group (TG-12) on Urban Housing Shortage (2012-17).
 - e) First draft of Compendium on State of Housing in India-2013 will be put up by 31.12.2012.
- vi. To organize National/Regional/State level workshops on “BRIKS” Application for online transmission of data and training camps on collection

of Housing & Building construction Statistics for officials of ULBs/DES and other concerned departments.

- vii. Short Term Sample Surveys/Socio-Economic Study.
- viii. Slums, slum household, livelihoods profile Surveys.
- ix. Conduct of Street Vendor Survey in selected cities in the country in stipulated time frame.
- x. Conduct of slum like cluster verification survey in all towns in the country based on Census 2011 input.
- xi. Timely conduct of CSMC and CSC meetings under JNNURM (BSUP & IHSDP) and RAY for Sanction & Release of Funds.
- xii. 65 Books have been procured and list for 350 books have been circulated to subject experts once finalized will be put up for approval.
- xiii. Seven Regional and State level Training workshops have been conducted for State/ULB officials on HSUI MIS, Slum Survey MIS, IPoMS, BRIKS etc till 31st December, 2012.

3.37 Under the plan scheme 'USHA' approximately a total of Rs. 2.94 crore have been utilized out of the total allocation of Rs. 15.00 crore for the year 2012-13. The allocation for the year 2013-14 is Rs. 13.00 crore.

3.38 When asked about the reasons for underutilization of funds during the year 2012-13, the Ministry stated as under :-

"For the year 2012-13, allocation of Rs.15 Crores was made under USHA Scheme. The total expenditure as on 20th March 2013 is Rs.4.49 Crores. The reason behind the less expenditure is mainly due to the activities of preparation of slum Free City Plan of Action which was earlier funded by NBO are now being done under RAY w.e.f. 2012-13. Expenditure on slum survey for preparation of Slum Free City Plan by NBO for 2011-12 was Rs. 10.14 crore."

3.39 During the 11th five years plan actual expenditure in respect of “USHA” Scheme from 2007-08 to 2012-13 and the outcome as envisaged since 2007-08 in respect of NBO are as follows:-

XIth Plan

(Rs. in crore)

PLAN YEAR	BUDGET ESTIMATE	REVISED ESTIMATE	ACTUAL EXPENDITURE
2007-08	7.60	7.60	7.60
2008-09	10.00	10.00	10.00
2009-10	15.00	15.00	15.00
2010-11	20.00	20.00	17.94
2011-12	20.00	20.00	19.44
Total	72.60	72.60	69.98

Achievements in XIth plan

3.40 Actual expenditure viz a viz B.E. & R.E. during 11th Five Year Plan is 96.39% and all targets given to NBO in the eleventh five year plan have been achieved .

3.41 As the nodal agency for capacity building, co-ordination of appraisal, sanction, monitoring, capacity building programmes and review of projects under Basic Services to the Urban Poor (BSUP) and Integrated Housing & Slum Development Programme (IHSDP) components of JNNURM, NBO assisted Jawaharlal Nehru National Urban Renewal Mission and Rajiv Awas Yojana and have co-ordinated and organized 280 number of CSMC & CSC meeting both (BSUP & IHSDP) and got sanctioned 1610 projects having total project cost of Rs.41723 crores since inception of JNNURM. NBO is also made Central co-ordinating agency for Rajiv Awas Yojana in September, 2012 for capacity Building, Appraisal, Sanction, Monitoring and review of projects under Rajiv Awas Yojana (RAY). So far 43 projects are sanctioned with project cost of Rs.1923 Crores. More than 250 Regional/State level training and capacity building programmes, workshops/review meetings were organized which imparted training 19500 officials at all level for effective implementation of JNNURM & RAY.

XIIth Plan

3.42 NBO has requested for 150 crores during XIIth plan for further activities. Resources available to NBO during XIIth plan will be finalized as per the structuring of the scheme and available overall resources to the Ministry.

3.43 For any slum upgradation or urban poverty alleviation programme to be successful, planning and implementation backed by appropriate data base and MIS are critically important. In essence, the plan scheme 'USHA' is providing a focused 'single point' approach to database development, statistics compilation and undertaking of related capacity building activities at Central, State and City levels. It is also playing a key role in supporting national programmes like JNNURM, SJSRY and RAY. The scheme was started with an objective to address data gaps in connection with the design and implementation of poverty alleviation and slum redevelopment programmes. As it is decided by the Ministry that the coordination of all survey and statistics matters should be through a single source rather than duplicating through individual schemes like JNNURM, RAY, SJSRY, etc., USHA will continue to play a pivotal role in data based needs of ministry.

Major activities proposed under USHA during the 12th Plan

- Technical support to Urban BPL Survey in the country; undertaking Post Census Activities: Creation of BPL Unit at NBO
- Development and release of Housing Start-up Index: Operationlisation of Housing Start UP Index (HSUI) Cells in all identified Cities in the country and quarterly release of HSUI Index for the country.
- Development of methodology on slum upgradation/Development Index(SDI)
- Development of State/City/ULB wise Slum/Slum Household/Livelihoods Profile
- Conducting Street Vendor Survey in identified cities/towns across the country
- Estimation of Urban Housing Shortage for the 12th Five Year Plan Period
- Follow up action for slum survey based on the recommendations of Dr. Pronab Sen committee Report of the Committee on Slum Statistics/Census

- Collection, collation compilation of data relating to housing construction, building material prices, wages of labour & building permits/completion certificates and Publication of statistical reports/compendiums
- Operationlisation, hosting and maintenance of e-applications viz. Building Related Information and Knowledge System (BRIKS), Integrated Poverty Monitoring System (IPoMS), Slum MIS and HSUI MIS
- National Data Centre/National Resource Centre on urban poverty, housing and slums
- Training and Capacity Building Programmes for HSUI, Slum/slum household/livelihood survey, BPL survey, Street Vendor's Survey and collection of data on housing construction, building material prices, wages of labour & building permits/completion certificates
- International cooperation and Research Studies for database development and impact assessment studies in the fields of urban poverty, housing and slums
- Coordination of capacity building, appraisal, sanction, monitoring and review of projects under JNNURM (BSUP & IHSDP) and Rajiv Awas Yojana (RAY)

VIII. INTEREST SUBSIDY SCHEME FOR HOUSING THE URBAN POOR(ISHUP)/RAJIV RINN YOJANA(RRY)

3.44 The Interest Subsidy Scheme for Housing the Urban Poor (ISHUP) was to be implemented on pilot basis in the 11th Five Year Plan and the Scheme was launched during 2008 after the approval of Cabinet Committee on Economic Affairs. 12,182 beneficiaries have been covered by disbursing Rs. 12.33 crore as Net present value (NPV) of interest subsidy up to 31.10.2012.

3.45 Statement showing budget estimates, revised estimates and actual expenditure for the year 2008-09 2009-2010, 2010-2011 and 2011-2012 and budget estimates for 2012-2013 showing separately Plan and non-Plan expenditure:

	(Rs. in Crore)				
	2008-09	2009-10	2010-11	2011-12	2012-13
Budget Estimates	95.00 crore	180.59 crore	200.00 crore	50.00 crore	10.00 crore
Revised Estimates	30.00 crore	5.00 crore	50.00 crore	10.00 crore	5.00 crore
Actual Expenditure	Nil	83 lakhs	12.8 crore	5.07 crore	5.01* crore

*Extra expenditure is subject to reappropriation form the other Heads of the Ministry.

IX. RAJIV RINN YOJANA (RRY):

3.46 The Hon'ble Prime Minister in his address to the Nation on 15th August 2012 announced that to provide housing for our poor brothers and sisters residing in urban areas of our country, Rajiv Housing Loan Scheme would be launched. In pursuance of this announcement, this Ministry proposes revision of the existing scheme of ISHUP and renaming it as RajivRinnYojana for relaunch during 12th Plan in order to leverage flow of institutional finance for housing EWS/LIG segments.

3.47 Access to credit has emerged as the biggest bottleneck for housing the urban poor as no credit is flowing from the banking sector and main stream financial institutions. It is also observed that current loan ceiling of Rs. 1 lakh under ISHUP Scheme is grossly insufficient to construct or purchase any house in the urban areas. Accordingly, it is proposed that loan limit be increased to Rs. 8.00 lakhs for LIG and uptoRs. 5.0 lakh for EWS and interest subsidy be

provided at 5% on the loan upto Rs. 5.00 lakh under both categories, to promote housing for the urban poor.

3.48 As for 11th Plan and proposed 12th plan the information furnished by the Ministry is as under ;-

The scheme is being implemented from 2008-09.

An allocation of Rs.1100 crore has been made for the 11th Plan.

* IEC – Information, Education and Communication, A&OE – Administration and Other Expenses

Year	Allocated Amount (Rs. in crore)
2007-08	Nil
2008-09	125.37
2009-10	285.42
2010-11	320.01
2011-12	336.20
Total NPV	1067.00
IEC & A&OE*	33.00
Grand Total	1100

Rs.4861crore have been proposed for revamped RRY during 12th Plan.

The year-wise details are given below:-

Year	Proposed Allocation (Rs. in crore)
2012-13	52
2013-14	511
2014-15	989
2015-16	1441
2016-17	1868
Total	4861

3.49 Statement showing budget estimates, revised estimates and actual expenditure for the year 2009-2010, 2010-2011 and 2011-2012 and budget estimates for 2012-2013 showing separately Plan and non-Plan expenditure;

(Rs. in Crore)

	2008-09	2009-10	2010-11	2011-12	2012-13
Budget Estimates	95.00 crore	180.59 crore	200.00 crore	50.00 crore	10.00 crore
Revised Estimates	30.00 crore	5.00 crore	50.00 crore	10.00 crore	5.00 crore
Actual Expenditure	Nil	83 lakhs	12.8 crore	5.07 crore	5.01* crore

*Extra expenditure is subject to reappropriation form the other Heads of the Ministry.

3.50 The Reasons for variations in budget estimates, revised estimates and actual expenditure during 2008-2009, 2009-2010, 2010-2011, 2011-2012 and BE 2012-2013:-

The Interest Subsidy Scheme for Housing the Urban Poor (ISHUP) scheme was approved by the Cabinet Committee on Economic Affairs (CCEA) on 26th December, 2010. The guidelines of the scheme were firmed up in February, 2009 and effectively put in place only in 2009-10. ISHUP was demand driven loan based scheme aimed at facilitating institutional loans to Economically Weaker Section (EWS) and Low Income Group (LIG). Though the subsidy is to be credited directly to the beneficiary account, generation of applications with requisite documentation is essentially linked to ability of States in creation of additional housing stocks by the states.

The Banks and State Governments have expressed the following constraints in implementation of the scheme:

- a) Insufficiency of ceiling of Rs.1 Lakh for ISHUP and Rs.1.6 Lakh credit limit for construction/ purchase of houses in the urban areas
- b) Lack of mortgagable title to the land
- c) Non-availability of authenticated income certificates or documents
- d) Difficulty in dealing with scattered/ distributed applicants
- e) Non-availability of approved plans
- f) High cost of processing fees charged by the banks
- g) Need to permit expansions/ alterations in lieu of restricting only to new purchase / construction.
- h) Inadequate credit worthiness of the borrowers and high risk perception.

The Ministry is in the process to launch the scheme in the name of Rajiv Rinn Yojana (RRY) in the 12th Five Year Plan in its revised form considering all the above mentioned constraints.

3.51 When asked about the proposed action to overcome the above constraints, the Ministry stated :-

“The proposed design of RRY takes into account the reasons why the scheme has been a non-starter. It is primarily the limit on loan and non-cooperation by banks due to which neither private developer nor public agencies nor beneficiaries were coming forward. The loan amount was not adequate for construction or purchase of a new house by EWS/LIG segments even if under the assumption that urban poor had land with him. It could certainly not help to buy a house if he did not have land. Since incremental housing was not permitted, the scheme could not be used by urban poor facing shortage of housing due to severe congestions. The revised ISHUP (RRY) scheme aims at addressing these constraints.

The contours of the proposed RRY to overcome the challenges faced would include:

- Increase in permissible loan quantum limits upto Rs. 5 Lakhs from the earlier limit of Rs. 1 lakh for EWS and upto Rs. 8 lakhs for LIG. However the admissible subsidy will be limited to the first Rs. 5 lakhs of loan only.
- Mortgagable title of land i.e. pattas have been given to slum dwellers in few States like Madhya Pradesh, Tamil Nadu etc. Also, this one of the major policy initiative of Government of India to ensure title rights even under Rajiv Awas Yojana (it is a mandatory reform).
- On recommendations of the Central Steering Committee constituted in the Ministry in order to suggest revamping ISHUP, the Ministry has revised the income criteria for EWS & LIG and has notified it to be Rs. 1,00,000 per household per annum for EWS and Rs. 2,00,000 per household per annum for LIG to cover larger groups.
- RRY would be target-based scheme. The banks/HFCs would be allocated specific targets for which the necessary annual subsidy would be computed in advance. Once the Banks sign an MOU with the Central Nodal Agencies, 25% of the computed subsidy would be provided to the banks for facilitating immediate transfer of benefits to the borrowers.
- Payment of subsidy will be on an Annuity Basis to cater for credit needs of greater number of beneficiaries through reduced upfront subsidy. Thus increasing the impact and improved visibility of the Scheme.
- Some of the States have facilitated urban poor through provision of standardized approved plans. The same would be advocated in all States.
- Many banks have already waived processing fees. Such best practices would be advocated among other lending institutions.

- Allowance of loan for new purchases as well as for alterations and additions to existing units etc. to address the issue of congestion factors in causing housing shortage.
- State Governments will be allowed to dovetail their State Housing Schemes with RRY.
- Both individuals and association of individual beneficiaries in the form of co-operative societies or self help groups would be entitled to approach the banks for loans jointly and/or severally.
- In order to incentivise the facilitators including the State Government officials, officials/volunteers in the ULBs or NGOs it is proposed to pay Rs. 100/- for every sanctioned application. This initiative is expected to provide necessary outreach to the scheme and bring in the necessary awareness among the target beneficiaries apart from providing a helping hand to them and difficulty in dealing with scattered/distributed applicants
- Further in order to compensate the banks and financial institutions for the costs involved in processing the loan applications and facilitating annual adjustment of the claims, a onetime compensation of Rs. 500/- will be provided per sanctioned loan under the scheme.

However, since necessary approvals have not been accorded, no firm commitment with respect to proposed features can be given at this juncture.”

3.52 The total number of borrowers to be supported under the scheme in its pilot stage was proposed to be 3.10 lakhs over the remaining period of 11th Plan. As 12,182 beneficiaries have been covered against the target of disbursing Rs. 12.33 crore as net present value of interest subsidy upto 31.10.2012.

3.53 To a query about low physical and financial achievements against leveraging Rs. 1100 crore for the entire plan, the Ministry responded as under :-

“As on date 13,485 beneficiaries have been benefitted by disbursing net present value (NPV) of Rs. 16.00 crore. The reasons for low physical and financial achievement against Rs.1100 crore for the entire 11th plan are as follows:

- Loan size was a major limitation: Rs. 1 lakh ceiling for Economically Weaker Section (EWS) and Rs. 1.6 lakh for Low Income Group (LIG)

beneficiaries with interest subsidy upto Rs. 1.0 lakh @ 5% was insufficient for construction/purchase of a house in urban areas including land cost if the beneficiaries did not already have land.

- **Applicability:** expansion/alteration not covered. Eligibility covered only new constructions. As per the Technical Group set up by the Ministry of Housing and Urban Poverty Alleviation has estimated nearly 80% of the housing shortage out of 18.78 million is due to the congestion factor. Hence this also needed to be addressed.
- **Limited bank response** due to issues associated with lending to the informal sector employees e.g. high risk perception of beneficiaries; banking procedures calling for mortgageable titles to land, approved plans, authenticated income certificates, stringent know your customer norms etc. did not facilitate the urban poor to avail loans.
- **Demand oriented nature** of the scheme instead of being target oriented did not motivate banks/ local bodies to take initiatives to facilitate loan disbursal to the poor. Also low targets (3.1 lakh beneficiaries) could not draw sufficient interest among key players including banks, State governments and beneficiaries.”

3.54 So far 12,182 beneficiaries have been covered under this scheme since its inception and total NPV of interest subsidy of Rs. 12.33crore has been released to the States of Andhra Pradesh, Karnataka, Rajasthan, Chhattisgarh, Tamil Nadu, Maharashtra, Assam, Kerala and Uttar Pradesh under this scheme. Year-wise and State-wise details of the progress made under this scheme as on 31.10.2012 is as under:

(Rs. in lakh)

Year	States covered	No. of Beneficiaries	Amount of Net present value (NPV) of interest subsidy	Total No. of beneficiaries	Total Net Present value of interest subsidy released
2008-09	Nil	Nil	Nil	Nil	Nil
2009-10	Andhra Pradesh	531	36.82	531	36.83

2010-11	Andhra Pradesh	5233	378.01	5859	476.64
	Karnataka	53	14.50		
	Rajasthan	27	7.84		
	Chhattisgarh	542	75.12		
	Tamil Nadu	4	1.17		
2011-12	Andhra Pradesh	2875	220.52	4308	473.86
	Karnataka	546	96.32		
	Maharashtra	241	17.75		
	Tamil Nadu	220	56.5		
	Assam	1	0.30		
	Madhya Pradesh	9	1.55		
	Rajasthan	18	4.10		
	Kerala	227	59.70		
	Chhattisgarh	170	16.83		
	Uttar Pradesh	1	0.29		

2012-13	Andhra Pradesh	261	25.32	1484	245.40
	Karnataka	241	24.7		
	Maharashtra	157	12.77		
	Tamil Nadu	183	49.29		
	Rajasthan	87	28.13		
	Kerala	323	89.15		
	Chhattisgarh	232	16.00		
Total				12,182	1,232.73 lakh (About 12.33 crore)

3.55 When asked about the increased provision of Rs. 25 crores in BE 2013-14 as against Rs. 10 crores in BE 2012-13 which was further reduced to Rs. 5 crores, the Ministry stated as follows :

“This Ministry is in the process of obtaining approval of the scheme of RRY from Ministry of Finance and Cabinet Committee on Economic Affairs. This year due to late release made to Central Nodal Agencies (CNAs) the budget had to be surrendered, keeping in view of Ministry of Finance’s circular which prescribes expenditure not more than 33% of Budget Estimates in the last quarter. The anticipated expenditure of RRY in the next year i.e. in the year 2013-14 is Rs. 511 crore. However, budgetary provision of Rs. 25 crore is kept nominally, pending clearance of the scheme. Upon approval, money would be allocated from ACA/ other Plan funds earmarked to this Ministry in terms of the approval received.”

X. BUILDING MATERIALS AND TECHNOLOGY PROMOTION COUNCIL(BMPTC)

3.56 The Building Materials and Technology Promotion Council (BMTPC), established in 1990, is an autonomous organisation under the aegis of the Ministry of Housing & Urban Poverty Alleviation, with the prime objective of bridging gap between the laboratory development and large scale field application of cost effective, environment-friendly and energy-efficient innovative building materials and disaster resistant construction technologies. The grant under the head is being provided to meet its administrative expenses and to facilitate research and promotional activities in the fields of building materials and safer construction technologies.

3.57 BMTPC in its endeavour to promote the use of innovative and environment-friendly building materials and construction technologies, has initiated series of multifaceted activities for the accomplishment of its objectives, enshrined in the mandate of the Council. Over the years, the Council has focused on the promotion and development of the innovative, cost-effective, environment-friendly and energy-efficient building materials and technologies. However, off late with the active support of Ministry of Housing & Urban Poverty Alleviation, Council has also undertaken a number of projects for the field level application of innovative building materials and technologies.

Apart from home-grown technologies and materials, the Council is also working towards bringing emerging technologies from all over the world, to bring cost-effectiveness, economy, quality, environmental protection and speed in housing construction. In order to create confidence in use of proven alternate housing technologies, the Council developed Design Packages for different geo-climatic regions of the country and various State Governments are being persuaded for undertaking mass housing projects based on the Design Packages. Some of the States which showed interest in these Design Packages are Haryana, Tripura, Orissa, Maharashtra and Mizoram.

3.58 The Council on regular basis, is striving to establish the proactive approach towards disaster mitigation and management and has been in the forefront towards education and creation of mass awareness amongst stakeholders specially common man. With the objective of demonstrating retrofitting technologies, BMTPC has undertaken seismic strengthening of few public buildings and brought out Guidelines and Manuals. The Council is also preparing updated Earthquake Hazard Maps upto district levels for National Disaster Management Authority (NDMA) and providing technical assistance to the Government of Bihar for imparting Training of Trainers in Earthquake Resistant Design and Construction to their engineers and architects.

3.59 The Council is actively involved in the implementation of Jawaharlal Nehru National Urban Renewal Mission (JNNURM) and RAY. It has been designated as one of the Appraisal Agencies for appraisal of Detailed Project Reports received under BSUP and IHSDP from identified Mission Cities under JNNURM. The Council has also been assigned the task of monitoring of BSUP & IHSDP projects including TPIM review of these projects. The Council in recent years has reoriented its approach towards

promotion and marketing of technologies through intensive evaluation, dissemination and demonstration of cost effective building materials and construction techniques. The role of the Council is reflected in the following objectives:

1. Building Materials & Construction Technologies : To promote development, standardization, mechanization and large scale field application of proven innovative and emerging building materials and technologies in the construction sector.
2. Disaster Mitigation & Management : Mainstreaming disaster risk reduction in housing, existing and developmental projects.
3. Capacity Building and Skill Development : To work as a Training Resource Centre for capacity building and promotion of good construction practices to professionals, construction agencies, artisans and marketing of building technologies from lab to land.
4. Project Management & Consultancy : To undertake project management and consultancy services encompassing DPR preparation, innovative design consultancy and vetting, appraisal, monitoring, quality assurance and third party inspection of housing projects under the various Central/State Schemes.

3.60 The Statement showing budget estimates, revised estimates and actual expenditure for the year 2009-2010, 2010-2011 and 2011-2012 and budget estimates for 2012-2013 under non-plan are as under :-

(Rs. in crore)

Year	2009-10	2010-11	2011-12	2012-13	2013-14
Budget Estimates	7.00	5.50	5.50	7.20	5.00
Revised Estimates	5.50	4.00	5.50	7.20	
Actual Expenditure	7.89	7.04	8.22	6.33*	

* Actual expenditure till Jan.2013.

3.61 As per Ministry's submission, a thorough review of the performance of BMTPC was undertaken in the light of EFC recommendations. The Review Committee has suggested that BMTPC may play a more pro-active role by enhancing its activities. Accordingly, Council's Five Year Plan has been structured with a view to make it a stronger and more effective organization in the field of technology application and dissemination.

3.62 To fulfil its mission of achieving widespread propagation of innovative building materials & construction technologies in housing and building sector, an activity oriented plan of action is required for BMTPC which is primarily engaged in dissemination and promotional activities. The projected activities during the 12th Plan naturally stems out of the on-going housing policies, programmes and the fast changing scenario in the housing sector under the impact of new industrial and economic policies.

3.63 The various activities under the Five Year Action Plan have been identified to maximise their positive impact on technology-application related factors with the ultimate aim of reducing the cost and enhancing the sustainability, speed and quality of construction. These activities are as follows:

1. Identification, evaluation of proven and emerging technologies available globally.

2. Promoting economy, efficiency and quality in construction.
3. Up scaling of technologies, know-how acquisition, absorption and dissemination.
4. Field level application of environment-friendly, energy-efficient and disaster resistant technologies for proven, locally available and emerging technologies.
5. Formulation of Standards on proven building materials/technologies including emerging technologies/systems and incorporation in the schedule of specifications/rates.
6. Documentation of benefits, durability and acceptability of cost effective and innovative building materials and technologies.
7. Skill upgradation of professionals and construction workers through capacity building programmes, training programmes, seminars, conferences, workshops, exhibitions nationally as well as internationally.
8. Promoting disaster resistant construction technologies.
9. Appraisal, monitoring and third party inspection of housing projects including undertaking project management and consultancy services.
10. Publication of user manuals, guidelines, compendiums, directories, brochures, techno-feasibility reports, video films, demonstration CDs, interactive website, blogs including documentation of success stories.

3.64 While promotion of available building material technologies from within the country will be a continuing effort, the Council proposes to focus on the following strategic areas during the 12th Plan:

- i) Selection and evaluation of newer materials and processes.
- ii) Upscaling and modernisation of home-grown production technologies
- iii) Selection, evaluation and establishing economics of emerging methods of construction
- iv) Economy and efficiency in housing/building construction projects
- v) Strengthening technology dissemination and demonstration capabilities.
- vi) Training and skill upgradation including entrepreneurship development.
- vii) Field level applications of innovative building materials and construction technologies in mass housing projects.
- viii) Use of bamboo in housing and building construction in bamboo growing regions.
- ix) Vulnerability reduction, risk assessment and disaster resistant construction.
- x) Technology Transfer

3.65 The National Urban Housing and Habitat Policy 2007 stresses the need for construction of demonstration houses in order to provide thrust to the technology dissemination activities in the different regions of the country. Therefore, the Council besides providing technical assistance to large housing projects using cost effective housing technologies, proposes to showcase Innovative, Green and Disaster Resistant Technologies through Demonstration Construction in different region.

3.66 In order to create more awareness about the disaster resistant technologies, more emphasis will be given on skill upgradation of professionals on disaster resistant technologies including retrofitting. Emphasis will also be given on preparing guidelines, do's and don'ts and manuals, organization of workshops/seminars at various levels and hands-on training to the construction workforce.

3.67 In view of the increased focus for development of North Eastern Region, the Council plans to give thrust to its activities in the NE region by way of construction of demonstration houses using bamboo based technologies, development of bamboo processing units for employment generation, development and upgradation of simple machines and technology for bamboo processing.

3.68 The Council also proposes to organize training of construction workforce enabling the spreading of cost effective and innovative technologies at the grass root levels.

3.69 The Council has made substantive contribution in propagating disaster-resistant construction technologies and brought Vulnerability Atlas of India and of various States; Landslide Zonation Atlas of India; and 24 Earthquake Tips, which have been widely acclaimed. The Council has demonstrated the disaster resistant technologies through construction of 478 model houses and retrofitting of 442 public buildings like schools, health centres, communitycentres in earthquake affected region of Gujarat besides providing training to 5500 masons and 50 field engineers. The Council has undertaken the construction of demonstration houses under ValmikiAmbedkarAwasYojana (now merged with IHSDP of JNNURM) in various States to propagate the cost effective, environment friendly and region-specific building materials and technologies. The Council is also constructing demonstration houses/structures using cost effective technologies in different parts of the country. For field application of cost effective technologies, constructed demonstration houses in several places like Dehradun, Bilaspur, Trichy, Nagpur, Kudalu, Banglore under erstwhile VAMBAY scheme and constructed demonstration houses/structures in Amethi (UP), Amabala&Pinjore (Haryana) and Vishakhapatnam (Andhra Pradesh) and initiated construction of demonstration houses at Rae Bareli (UP). The Council is actively involved in development, commercialization and demonstration of bamboo based technologies in North East Region. The Council is in the process of developing a self-sustaining mechanism in due course by mobilizing financial resources from industry and other agencies.

XI. Capacity Building for Urban Development Project

3.70 The Capacity Building for Urban Development (CBUD) Project is Technical Assistance Credit in the amount of USD 60 million, funded by the World Bank and implemented jointly by the Ministry of Housing & Poverty Alleviation (MoHUPA) and

Ministry of Urban Development (MoUD). The project was signed in December 2011 and will be implemented in five years i.e. till June 30, 2016. The Capacity Building for Urban Development Project aims to help the Government address the major constraints of urban development and specifically focuses on the capacity building requirements for successful urban management and poverty reduction. The project was signed in December 2011 and will be implemented in five years i.e. till June 30, 2016. The project has two components:

- i. Capacity Building for Strengthened Urban Management (MoUD)
- ii. Capacity Building for Effective Urban Poverty Alleviation and Monitoring (MoHUPA)

3.71 The project's objective is to assist selected urban local bodies to improve their systems and skills with respect to urban management and urban poverty reduction by:

- i. Assisting selected states and urban local bodies to operationalize institutionalize urban reform agenda;
- ii. Strengthen policy, institutional reform and improve procedures; and
- iii. Improve skills in the areas of governance, planning, service delivery and municipal financial management.

3.72 The Statement showing budget estimates, revised estimates and actual expenditure for the year 2011-2012 and budget estimates for 2012-2013 and 2013-14 is as under :-

Bud get Head	BE 2011-12	RE 2011- 12	Actual 2011-12	BE 2012-13	RE 2012-13	BE 2013-14 (proposed)
08 CBUD	0.5	0.5	0	20	5	15

3.73 As for the reasons for variation/non-utilization of allocation, the Ministry have stated that no expenditure could be made during 2011-12 as the CBUD project was made operational w.e.f 01.11.11 and the Financial Management Manual and Procurement Manual were approved in July, 2012. For the same reason the BE 2012-13 of 20 crore was reduced to 5 crore as WB procurement procedure is time - consuming and major procurements are expected only in 2013-14.

3.74 As per the World Bank Project Appraisal Document (para 21), the CBUD project will target 20 ULBs looking to improve both urban management and poverty reduction.

These 20 ULBs were selected on the basis of following broad criteria:

- Representation from all regions
- Size of towns
- Willingness from the cities to participate in the project
- Cities which are already covered under different external aided programs of Ministry were not considered.

To a query about funding the requirement of other ULBs, the Ministry mentioned that CBUD fund is for providing technical consultancy. .As such RAY shall cover all those towns and ULBs which shall participate in the scheme based on willingness and capacity.

XII. RAJIV AWAS YOJANA (RAY)

3.75 In pursuance of the Government's vision of creating a Slum-free India, Rajiv AwasYojana (RAY) has been launched on 02.06.2011. Under RAY, Central Assistance will be extended to States that are willing to assign property rights to slum dwellers and undertake reservation of land/Floor Area Ratio (FAR)/dwelling units for Economically Weaker Sections (EWS)/Low Income Groups (LIG), earmark 25 per cent of municipal budget for changes to redress land and affordable housing shortages for the urban poor. Fifty per cent (50%) of the cost of provision of basic civic and social infrastructure and amenities and of housing, including rental housing and transit housing -for in-situ redevelopment in slums - would be borne by the Centre. However, for the North Eastern and Special Category States the share of the Centre would be 90%, including the cost of land acquisition, if required basic services to the urban poor/slum-dwellers and bring in legislative amendments and policy.

3.76 The Phase I of Rajiv Awas Yojana, which is for a period of two years from the date of approval of the scheme, i.e. till June 2013, is currently under implementation. This is the preparatory phase of RAY to undertake preparatory activities like slum survey, GIS mapping, preparation of Slum-free City Plans and prepare pilot projects. Funds have been released to 195 cities for undertaking preparatory activities under Slum Free City Planning Scheme in the preparatory phase of Rajiv Awas Yojana. The Phase II of RAY shall be for the remaining period of the 12th Five Year Plan.

3.77 The key focus area of RAY is on in-situ redevelopment of slums. RAY adopts a 'whole city, all slums, whole slum' approach and seeks to develop the supply of urban infrastructure and affordable shelter for the future population of the city. Operationalising the strategy requires States and Urban Local Bodies to prepare a Slum-free Plan of Action for each selected city consisting of two parts. Part 1 focuses on slum redevelopment of all existing slums, notified or non-notified on lands of all ownership, whether municipality, state / central government or private parties. Part II focuses on the containment of future slums delineating the steps proposed for the development of affordable housing for the urban poor and the revision of existing urban policy and programmes for the prevention of slums. Each Plan of Action will contain the vision of

the state for inclusive urbanization, the delineation of its broad approach the perspective plan, phasing of implementation and timelines.

3.78 In pursuance of the draft Note for Cabinet Committee on Infrastructure (CCI) for JNNURM II circulated by MoUD, the Finance Secretary convened a meeting on 10.09.2012 wherein representatives of both the Ministries (MoUD & MoHUPA) and Planning Commission were present. It was suggested therein that both the Ministries may firm up their EFC notes after incorporating suggestions emerged during the course of discussion, comments sent by DoE and inputs made available through various committees, reviews, Inter-Ministerial consultations etc.

3.79 Planning Commission in its 12th Plan document recommends that under the 12th five year plan period JNNURM II be launched as a state sector ACA scheme which will have a focused approach on urban reforms and help achieve fiscal prudence across ULBs. Accordingly, this Ministry has circulated the EFC Note proposing RAY as a State sector ACA Scheme, applicable to all cities and RRY as a scheme for credit enablement of EWS and LIG segments administered centrally. Rajiv Awas Yojana (RAY) – currently ACA-based and Interest Subsidy Scheme for Housing the Urban Poor (ISHUP) – currently a Central Plan scheme to be re-launched as Rajiv Rinn Yojana – are ongoing schemes and proposed to be continued with modifications in the present guidelines. RAY, which was earlier confined to select cities, will apply to small and medium towns also on demand-driven basis. Affordable Housing in Partnership Scheme will remain dovetailed with RAY. The proposal is for a 10 year Mission, from 2012 to 2022, comprising of schemes under currency and new schemes to be launched over the course of implementation as per requirement. This would be an ACA scheme consisting of following components viz.

- A. 91 Cities with population more than 5 lakhs
- B. Small and medium cities/towns with population less than 5 lakhs on demand-driven basis
Affordable Housing in Partnership Scheme will be dovetailed with RAY.
- C. Credit Risk Guarantee Fund (CRGF)

- D. Capacity Building for Improved Urban Governance & Poverty Alleviation (CBIUG), including Urban Statistics for HR & Assessment (USHA) Scheme and support to Building Materials & Technology Promotion Council (BMTPC).
- E. Reform Incentive Fund/Flexi Funds and
- F. Innovative Projects Fund

3.80 The Cabinet in its meeting dated 23rd March, 2012 has approved the establishment of a Credit Risk Guarantee Fund (CRGF) Trust with an initial corpus of Rs.1000 crores. This scheme proposes to guarantee the lending agencies for loans given to EWS/LIG persons upto Rs. 5 Lakh without any third party guarantee or collateral security. National Housing Bank is the identified agency for operationalising CRGF. The Trust has been registered on 1st May, 2012 and CRGF scheme has been notified in Gazette of India No.27, dated July 7 – July 13'2012. CRGF has been launched on 31st October, 2012.”

3.81 From 2.6.2011 till date is the preparatory phase of RAY. It is stated that this is the preparatory phase of RAY to undertake preparatory activities like slum survey, GIS mapping, preparation of Slum-free city plans and prepare pilot projects. Funds have been released to 195 cities for undertaking preparatory activities. When asked to furnish the list of 195 cities along with the actual activity undertaken by each of the city along with the actual allocations given to them and expenditure incurred by them and also the criteria for selecting the 195 cities, the Ministry in its written replies stated that :-

Under RAY, the choice of cities is made by the concerned States, according to their aspirations and financial and resource arrangements in consultation with the Centre, adhering to guidelines of the scheme. As per guidelines, States are required to include all the mission cities of JNNURM, so as to complete the process begun under JNNURM; preferably cities with more than 3 lakh population as per 2001 Census; and other smaller cities, with due consideration to the criterion of pace of growth of the city, of slums within the city; of predominance of minority population; areas where property rights already stand assigned to slum dwellers. In the case of North-Eastern States and special category States (Jammu & Kashmir, Himachal Pradesh and Uttarakhand), where town sizes are very small, criteria other than population may be adopted. However, priority should be accorded by all States to towns with larger number of people living in slums to align with the goal of RAY.

Accordingly, States/UTs have selected 195 cities for undertaking preparatory activities like slum survey, GIS Mapping, preparation of Slum-free city plans and prepare pilot projects.

Progress of various preparatory activities carried out by the 195 cities is as under :-

3.82 It is stated that the key focus are of RAY is in-situ redevelopment of slums. Operationalising the strategy requires States and Urban Local Bodies to prepare a slum free plan of Action for each selected city. When asked whether all the 195 selected cities have prepared and submitted the slum-free plan of action, the Ministry in its written replies has stated as under:-

“All the 195 cities selected under RAY are in the process of preparing Slum free City Plan of Action and are at various stages of progress. There are various activities to be undertaken in order to prepare the Slum free Plan of Action. Status of progress is as under:

- **Slum Survey** : Being conducted in 28 States
- **Entry into slum MIS:** Data being entered into slum MIS by 17 States
- **GIS Mapping:** Process ongoing in 28 States
- **Preparation of Slum free City/State Plan of Action (SFCPoA):**
- **Process initiated for preparation of Slum free City Plan of Action** - 20 States
- **Draft Slum free City Plan of Action** submitted – 19 Cities

The Ministry is supporting the States/UTs to draw up SFCPoAs closely through various Regional and State level capacity building workshops. Required Guidelines have also been prepared and issued to facilitate the preparation of SFCPoAs. Moreover, the Slum-free City Plans of Action are to be prepared for the entire city including all the slums within that city delineating the vision of the city and the state for inclusive urbanization, including its broad approach, the perspective plan, phasing of implementation and timelines. “

3.83 The Central assistance under RAY is conditional to reforms by the States. The reform required here is directly linked to the objectives of the scheme and necessary for the scheme to be successful. The key reform under the scheme for availing financial assistance is enactment of law for assigning of property rights by concerned States/UTs. The other mandatory reforms include reservation of 20-25% of developed land for EWS.LIG housing in every new public /private residential development and for a non-lapsable earning 25 % of the budget of all municipalities/ other bodies provide

municipal basic services. When asked to state whether the Ministry of Housing and Urban Poverty Alleviation has issued guidelines to all the selected 195 cities for carrying out the reforms, the Ministry has stated that :-

“Guidelines for all the reforms stipulated under RAY have been circulated to all the States after approval of the Scheme by CCEA on 2nd June 2011. The Draft Model Property Rights Act to Slum Dwellers has been issued to the States/UTs to adopt during November 2011. Towards the reforms regarding ‘*Earmarking of at-least 25% of developed land in all housing projects (developed by both public and private agencies) for EWS/LIG categories through a system of cross subsidization*’ and ‘Earmarking of non-lapsable 25% of the budget of all municipalities/other bodies’, the Ministry had prepared and circulated draft Model Provisions for Reservation of Land/FAR for EWS/LIG housing in February 2011, as a template to assist the States.”

3.84 On being asked whether all the selected cities have undertaken the Ministry has submitted that :-

“The status of the 3 reforms is as given under:

Property Rights Reform: During the preparatory phase of RAY, the states are required to convey willingness and devise mechanisms to adopt this reform which shall be mandatory in the next phase. Status of this reform is as given under:

- States having an enactment – 4 (MP, Chhattisgarh, Maharashtra (SRA), J&K)
- States having Policies - 5 (Odisha, Uttarakhand, Uttar Pradesh, Meghalaya, Bihar)
- States having Executive instructions – 4 (Andhra Pradesh, Karnataka, Tamil Nadu, Rajasthan)

Earmarking of at-least 25% of developed land: This reform has also been one of the pro-poor reforms under JNNURM I and its status is as below:

- Out of the 65 JNNURM mission cities, 62 cities in 29 States have already made provision / issued policy directives for reservation of developed land for EWS/LIG categories. The remaining 3 cities (2 States) are also reported to have initiated the process to adopt the requisite provisions. The details of status of reforms implementation is placed as **Annexure-VIII**.

Earmarking of at-least 25% of Municipal Budget: This reform has also been one of the pro-poor reforms under JNNURM I and its status is as below:

- Cities having earmarked 25% & above of municipal budget – 6 (Hyderabad, Vijayawada, Vishakhapatnam, Tirupati, Puducherry & Delhi)

- Cities having earmarked < 25% - 49 cities
- Fund earmarked but percentage not specified – 9 cities”

3.85 Experience under JNNURM I reveals that capacities of the community, ULBs implementing agency and the State, Nodal agencies are major constraints to the holistic implementation of JNNURM reform agenda. In this context, when asked how does the Ministry think that RAY is a reform based scheme will be a successful one, the Ministry has submitted that :-

“Experience under Jawaharlal Nehru National Urban Renewal Mission (JNNURM - I) reveals that capacities of the community, Urban Local Body (ULBs)/ implementing agency and the State Nodal Agencies are major constraints to the holistic implementation of the JNNURM reform agenda. The MoHUPA therefore, launched the Comprehensive Capacity Building for Improved Urban Governance and Poverty Alleviation (CCBIUGPA) in March 2007 for supporting capacity building programmes under various schemes like JNNURM, SJSRY etc. Further, under the programme, Comprehensive Capacity Building for Improved Urban Governance and Poverty Alleviation (CCBIUGPA), the MoHUPA has accorded in-principle approval for the establishment of centres to develop institutional capacity and capability, funded by the Jawaharlal Nehru National Urban Renewal Mission/Rajiv Awas Yojana (RAY) to fill in the institutional void in the sector considering that the existing institutions are poorly placed to take up the huge challenges of capacity needed by the sector.

As capacity is the biggest bottleneck at all levels of the government for implementation of inclusive development programmes, the MoHUPA proposes to pursue comprehensive capacity development programmes, including institutional development during the 12th Plan period. In line with the recommendation of the 12th FYP document 10% of the proposed allocation sought under RAY is proposed to be earmarked for undertaking capacity building activities. The EFC Memo formulated for RAY proposes the following activities to be undertaken under this head:

- Project Management Unit (PMU) at Central level, State/UT Level Technical Cell, City Level Technical Cells as stipulated under the existing guidelines of RAY, technical cells for smaller cities i.e. cities under IHSDP;
- Slum-free City Planning, DPR Preparation including detailed design of the components, Project Management & Supervision, Quality Assurance, Third Party Inspection and Monitoring, etc.
- Community Mobilisation, including engagement of Lead NGOs/CBOs
- Development of MIS-GIS, including e-tools/applications
- Slum-free City Plan/ Projects Appraisal
- Monitoring (including Monitoring Cell), Concurrent Evaluation and Social Audit

- Capacity building and training programmes through empanelled National Network of Resource Centres (NNRCs)/other institutes
- Setting up of at least 1 National level Apex Institute to support the Ministry in policy matters relating to inclusive urban governance, at least 5 Regional level institutes catering to regional/national capacity building/handholding needs, State institutes, Support to Centres of Excellence, Practitioners' Networks etc. (The institutes will be jointly funded by MoHUPA and MoUD)
- Support for the creation of Municipal cadre for social development and poverty alleviation
- Urban statistics for HR and Assessments
- Support to Building Materials & Technology Promotion Council

It has been further proposed to give full flexibility to MoHUPA to administer the capacity building/A&OE (Administration and other expenses) Fund under RAY.

Based on the feedback received from States/UTs and Private Developers, the ministry has proposed the scheme of RAY, the EFC note for which is under inter-ministerial consultation, wherein it is stipulated that as in the case of JNNURM I, access to funds under RAY would be contingent upon implementation of reforms critical to slum improvement and poverty alleviation by the States and ULBs as per the timelines agreed upon by them. The set of mandatory reforms as proposed in the EFC Memo are as given below:

- Commitment and willingness to assign property rights (ownership/long-term lease) to slum dwellers, preferably in the name of the wife or in the name of both wife and husband - executive order/instruction within one year of the first project sanctioned; enactment of legislation within 2 years of the first project sanctioned with Property rights to be defined as: "legal document of entitlement", providing tenure security to the slum dwellers either in the form of long-term leasehold rights for a specified period or freehold rights, as the case may be by the Govt. of State or urban local body or any other agency which exercises ownership over the land on which the slum is located;
- Reservation of 15% of residential FAR/FSI or 35% of dwelling units for EWS/LIG categories whichever is higher, with a system of cross-subsidisation in all future housing projects in accordance with guidelines to be prescribed by MoHUPA; where States/UTs have reserved land as per reforms under JNNURM I and such reservation is superior to 15% of residential FAR/FSI or 35% of dwelling units for EWS/LIG category whichever is more, this reform will not apply. In case, it is inferior, then reservation at land development approval stage and housing development project

approval stage should together amount to at least “15% of residential FAR/FSI or 35% of Dwelling units whichever is more”.

- A non-lapsable earmarking of 25% of the budget of all municipalities/ other bodies providing municipal basic services; and
- Creating and establishing a municipal cadre for social/community development and urban poverty alleviation.”

3.86 Pertaining to the proposals of the Ministry to revamp RAY, the Secretary during oral evidence stated :-

“During the year 2009, it was proposed to make India a slum free country and a time period was prescribed for the same. But it is a difficult job. In this regard, Central Government, State Government, Municipality and the inhabitants of slums all have a role to play. Therefore, in June 2001, RAY was started as a pilot project. One condition was put up by the Government of India is to provide property rights to the slum dwellers by the State Government. The best example in this regard is the example of Maharashtra Government. They had committed to provide property rights to the slum dwellers upto the year 1995. But, as per RAY guidelines, State Governments are supposed to provide property rights up to 2009. In this regard, the meetings were held between the Minister HUPA and Chief Minister. Another problem is that the Maharashtra Government is providing free houses under SRA on the other than under RAY 50% of the amount is to be borne by the municipality and slum dwellers. When in one scheme, the slum dwellers are getting free houses why the State Government will implement the scheme where they have to bear 50 percent of the allocation.

In Maharashtra we have revised the plot size of the house. This is from 21sqm to 27 sqm. The cut of date in Maharashtra was 1995. In Delhi it was up to 2000. Recently it has announced till 2009. As a result lakhs of people are entitled. We are taking up this issue to the Cabinet. Now we are proposing that instead of providing property rights to the slum dwellers. They should be given long term lease in which they can mortgage their property with the Bank and sanction the loan. They should be given pattas and a result they will get finance from the Bank

The second problem is that in entire country under PSUP out of 1000 town only in 35 cities we were extending 50% support. In all other cities under JnNURM we are extending 80 percent support. If now we are saying under RAY we are not extending 80 percent support then State Governments and municipalities are raising objections. Now we are moving a proposal to the

Cabinet that we should not insist upon 50 percent. In big cities 60% criteria may be kept while in small cities it may be enhanced to 80% and for the NE States it may be kept 90%.”

XIII. MODEL PROPERTY RIGHTS TO SLUM DWELLERS ACT, 2011

3.87 The Draft Model Property Rights to slum Dwellers Act, 2011, drafted by the Ministry of HUPA was circulated to all State Governments/Union Territories in April, 2011 and then based on suggestions received a revised version was circulated in November, 2011 to all the concerned Central Government Ministries/Departments and State/UT Governments seeking their comments/suggestions. Comments have been received from few States/UT's and Central Government Departments, which are currently being reviewed by the Ministry. After review of these comments, the Draft Model Act will be suitably amended & processed for its finalization. When asked to furnish the current status of this Act, the Ministry replied as under :-

“The draft of the Model Act has been finalized after due consultations with the State/UT Governments, experts and stakeholders, suitably incorporating the suggestions made. This revised final draft will be sent for inter-ministerial comments.”

3.88 When asked whether its implementation by the States has been linked with any of the Centrally Sponsored Schemes or not, the Ministry in its written replies submitted as under :-

“Yes. The implementation of the Model Act by the States is linked to the Rajiv Awas Yojana (RAY) scheme.”

XIV CENTRAL GOVERNMENT EMPLOYEES WELFARE HOUSING ORGANIZATION (CGEWHO)

3.89 The Central Government Employees Welfare Housing Organization (CGEWHO) was formed by the Government of India, under the aegis of the Ministry of Housing & Urban Poverty Alleviation, as a ‘welfare organization, for construction of dwelling units exclusively for the Central Government Employees, on ‘No Profit-No Loss’ basis. It is registered as a Society, in Delhi, under the Societies Registration Act of 1860 on 17th July, 1990.

- a. Undertakes social welfare schemes for construction of houses on no profit – no loss basis for Central Government Employees, both

serving and retired , and spouses of deceased Central Government Employees, by inter-alia promoting the construction of houses and providing all possible help and required inputs to achieve this object.

- b. Do all such thing as are incidental, or conducive, to the attainment of any or all of the above objects.

Statewise & yearwise information on the Projects taken up & completed during last 20 years by CGEWHO

	State / Name of city	Year when project was taken up		Year of completion
		Scheme announcement	Commencement of construction	
	Tamil Nadu a) Chennai Ph-I	Dec. '92	Mar '94	Oct. '95
		Nov. '92 Oct. '94 April '00 July '06	May '94 Feb. '96 Aug. '00 Jan. '07	
3	Haryana a) Panchkua Ph-I b) Gurgaon Ph-I c) Gurgaon Ph-II d) Panchkula Ph-II	Feb. '95 July '95 May '98 April '02	Nov. '95 April '97 May '99 Jan. '04	Jan. '97 July '99 Sept. '02 July '06
4	West Bengal a) Kolkata Ph-I	Nov. '92	Nov. '95	
	Uttar Pradesh a) Noida Ph-I b) Noida Ph-II c) Noida Ph-III d) Noida Ph-IV e) Noida Ph-V f) Lucknow g) AIMT Ph-I h) AIMT Ph-II	Jan. '94 Jan. '97 Nov. '99 Aug. '01 July '03 Oct. '05 --- ---	May '95 Jan. '97 Aug. '00 April '02 Dec. '04 Dec. '06 Aug. '03 Nov. '05	
	Union Territory, Chandigarh	July '96	Dec. '97	May '00
	Karnataka a) Bangalore	July '97	Aug. '98	March '01
8	Andhra Pradesh a) Hyderabad Ph-I b) Hyderabad Ph-II c) Hyderabad Ph-III	Jan. '99 Aug. '01 Jan. '06	Jan. '99 June '03 Sept. '07	June '01 Feb. '06 Oct. '12
9	Kerala a) Kochi	Nov. '97	Sept. '98	
10	Rajasthan a) Jaipur Ph-I b) Jaipur Ph-II	Feb. '02 Jan. '08	Nov. '02 Sept. '08	Oct. '05 March '12
11	Gujarat a) Ahmedabad	March '99	Feb. '02	Oct. '05

XV JNNURM :- /BSUP and IHSDP COMPONENTS

3.90 Cities and towns of India constitute the world's second largest urban system. It is estimated that they contribute over 60% of the country's Gross Domestic Product (GDP). They are central to India's economic growth. For these cities to realize their full potential and become true engines of growth, it is necessary that focused attention be given to the improvement of infrastructure and basic services therein. For achieving this objective, a Mission mode approach is essential. Accordingly, Jawaharlal Nehru National Urban Renewal Mission (JNNURM) was launched on 3rd December, 2005. The duration of the Mission is 7 years, beginning from the year 2005-06 till 2011-12.

3.91 However, the Mission period has been extended by 2 years up to the end of FY 2013-14 for completion of projects sanctioned up to March 2012 and implementation of 3 Pro Poor Reforms under BSUP and IHSDP of JNNURM.

3.92 The Sub-Mission on Basic Services to the Urban Poor (BSUP) and the Integrated Housing and Slum Development Programme (IHSDP) components of Jawaharlal Nehru National Urban Renewal Mission were launched for the integrated development of housing and basic services to slum dwellers. Central assistance under BSUP and IHSDP is provided to States / UTs for implementation of the projects approved by the Central Sanctioning & Monitoring Committee (for BSUP) and Central Sanctioning Committee (for IHSDP). Central share in the form of Additional Central Assistance is released from Ministry of Finance (to States) and Ministry of Home Affairs (to Union Territories). Since the inception of JNNURM in December, 2005, a total of 1610 projects have been approved under BSUP and IHSDP. Out of the total BE (2012-13) of Rs. 3347.50 crore for BSUP and IHSDP together, Rs. 634.88 crore have been approved for release as on 6.2.2013. During the same period Central assistance to the tune of Rs. 1114.08 crore have been released to the States and Union Territories. On completion of these projects, 15,69,724 dwelling units would be constructed. As on 6.2.2013, 6,60,879 dwelling units have been completed and 3,71,144 dwelling units are in progress.

3.93 The Budget allocation proposed for 2013-14 from the Budget of Department of Expenditure and Ministry of Home Affairs is Rs. 6276 crore (Rs. 4308 crore under BSUP and Rs. 1968 crore under IHSDP). Under 1% JNNURM Fund in the budget of Ministry of HUPA for the purpose of administrative expenditure (which includes appraisal of Detailed Project Reports, capacity building activities, devising and operating management software, organizing workshops and seminars, etc.) the estimated expenditure during 2012-13 will be Rs.3.08 crore for JNNURM Directorate excluding establishment expenses.

3.94 The statement showing allocation/proposed allocation under BSUP and IHSDP during the year 2012-2013 is as under :-

(Rs. in crore)

Allocation during 12th Plan	BSUP	IHSDP	Total
Year 2012-2013	2447.00	900.50	3347.50
Year 2013-14(Proposed)	4308.00	1968.00	6276.00

Further as per the Ministry's submission, the allocation for BSUP and IHSDP components, fixed at the launch of the JNNURM was Rs.18,100 crore for the period from 2005-06 to 2011-12. The Ministry of Housing & Urban Poverty Alleviation subsequently had demanded for increasing the allocation to Rs.30,000 crore. The Planning Commission has revised the allocation for JNNURM as a whole (for UIG, UIDSSMT components implemented by Ministry of Urban Development and BSUP, IHSDP components implemented by Ministry of Housing & Urban Poverty Alleviation) in the year 2009-10. Accordingly, the revised Mission-period allocation for BSUP and IHSDP is Rs.23,184.66 crore.

3.95 As for the target for allocation of ACA and the achievement during the current 12th plan, the status is as under :

12th Plan

(Rs. in crore)

Scheme	Target (Allocation of ACA)*	Achievement (ACA released) (As on 6.2.2013)
BSUP	2447.00	529.51
IHSDP	900.50	584.57
Total	3347.50	1114.08
Percentage	33.28 %	

* Allocation of ACA is as per Budget Estimate (BE)

The Statement showing budget estimates, revised estimates and actual expenditure for the year 2009-2010, 2010-2011 and 2011-2012 and budget estimates for 2012-2013 showing separately Plan and non-Plan expenditure :-

(Rs. in crore)

Year	BSUP			IHSDP		
	BE	RE	Actual expenditure	BE	RE	Actual expenditure
2008-09	1880.35	1813.38	1582.92	613.84	1113.84 *	1296.20
2009-10	2524.65	1344.36	1338.37	1117.58	786.74	780.72
2010-11	2357.60	1629.75	1925.40	1015.43	587.43	880.25
2011-12	2928.60	1721.00	1592.23	1000.20	700.00	699.66
2012-13	2447.00	NA	529.51 (As on 6.2.2013)	900.50	NA	584.57 (As on 6.2.2013)

*Allocation for IHSDP includes additional allocation of Rs.500 crore (Economic Stimulus Package) in the Budget of Department of Expenditure.

3.96 The physical target and achievements and the reasons for shortfall, if any, the Ministry submitted as under :-

“The Mission period physical target has been set at construction of 1.5 million housing units under BSUP and IHSDP. Under JNNURM a holistic approach is envisaged for the provision of housing and related basic infrastructure facilities for urban poor. Housing is one of the components under BSUP and IHSDP projects. While majority of the projects approved are for housing and infrastructure components together, some projects sanctioned are only for basic infrastructure facilities to the urban poor. The CSMC/ CSC has so far approved construction of 15,69,724 dwelling units out of 6,60,879 dwelling units have already been completed.”

The implementation period for BSUP/IHSDP projects ranges from 18 to 24 months on an average. Many projects are at different stages of implementation. In few cases, delay is due to availability of litigation free land. Hence, there is difference in number between the approved projects and completed projects.

It is stated that 15,69,328 Dwelling Units (DUs) were sanctioned under BSUP and IHSDP components of JNNURM spread over a period of seven years. Apart from completion of 6,73,229 DUs, 3,66,823 DUs are at different stages of construction, totaling 10,40,152 DUs as reported by the States. It accounts for 66 % of the total DUs sanctioned. Remaining DUs are yet to be started. The Mission Period has been extended up to March, 2014 for completion of the projects sanctioned till 31st March, 2012. As implementation of projects rest with the States/UT, the State Governments/UT Administrations have been, time and again advised to complete the projects within the extended period.

Out of 6,73,229 completed DUs, 4,46,574 DUs have been occupied. The remaining DUs are in different stages of allocation/occupancy. The Ministry has also issued advisory to all States for drawing an action plan and set clear milestones for ensuring occupancy of the houses completed under BSUP and IHSDP as early as possible.

It is clarified that there was a provision of Rs.2447 crores under BSUP in BE 2012-13 (Rs.2100 crores for States and Rs.347 crores for UTs). The allocation in BE 2013-14 under BSUP is Rs.1688 crores (Rs.1500 crores for States and Rs.188 crores for UTs), which is reduced by 31% over the allocation of 2012-13. Since JNNURM has been extended for 2 years, upto Mar 2014, for completion of already sanctioned projects only, RAY shall be scheme under which new projects can be sanctioned in the FY 2013-14.

Accordingly, ACA budget in RAY has been enhanced. The overall allocation under the BSUP, IHSDP and RAY components in 2013-14 remains at the BE 2012-13 level of Rs.4522 crores. The break-up of allocation of ACA under these three components in the budget of Ministry of Finance in BE 2012-13 and BE 2013-14 is as under:-

Sl. No.	Scheme	Allocation in BE 2012-13 (Rs. in Crores)	Allocation in BE 2013-14 (Rs. in Crores)
1	BSUP	2100	1500
2	IHSDP	900	1000
3	RAY	1522	2022
TOTAL		4522	4522

Hence there is no reduction in the overall ACA allocation.

3.97 The ACA has been reduced from Rs. 3000.00 crore during 2012-13 to Rs. 1006.10 crore during the current year. When asked to furnish the reasons for this reduction in ACA, the Ministry in its written replies submitted as under :-

“It is clarified that there was a provision of Rs.900.50 crores under IHSDP in BE 2012-13 (Rs.900 crores for States and Rs.0.50 crores for UTs). The allocation in BE 2013-14 under IHSDP is Rs.1006.10 crores (Rs.1000 crores for States and Rs.6.10 crores for UTs), which is **increased** by 12% over the allocation of 2012-13.”

3.98 It is stated that to achieve the outcome under JNNURM, states are making endeavours to complete the projects are sanctioned under BSUP and IHSDP in the shortest possible time-span after they are approved. However, assessment of the implementation of the scheme shows that with the rise in prices of street, cement, raw material shortfalls in the beneficiaries contribution and various other factors like availability of litigation free land, beneficiary's reluctance to shift to relocated projects, availability of matching grants, weak financial position of ULBs. On the top of that the Ministry of Housing and Urban Poverty Alleviation has requested the States to provide additional State share towards meeting the cost escalation. When asked why the

Ministry cannot bear the cost escalation instead of asking the State Governments to bear it, the Ministry in its Written replies stated as under :-

“The scheme guidelines on BSUP and IHSDP do not envisage bearing of cost escalation by the Centre. The ceiling cost of dwelling units under IHSDP was Rs.80,000 since the implementation of the IHSDP on 3rd December, 2005. The DU ceiling cost under IHSDP was also enhanced from Rs. 80,000 to Rs. 1,00,000 w.e.f. 1.4.2008. Centre bears 80% of the DU cost subject to the above ceiling. Taking into account the analysis of cost index, the Ministry had proposed (i) to enhance the ceiling of unit cost of non-starter DUs under IHSDP from Rs.1,00,000 to Rs.1,75,000(**to be applicable for Non-Starter DUs already sanctioned**) for determining Central share; (ii) an additional allocation of Rs.1584.18 crore towards the enhancement in the ceiling of unit cost of DUs under IHSDP spread over 2 years i.e. 2012-13 and 2013-14. However, this was not agreed to by the Ministry of Finance and the Planning Commission.”

3.99 As per the current status, 124 Project Implementation Units (PIUs) have been approved for supervising and monitoring of BSUP and IHSDP projects, out of which 106 PIUs are operative throughout India. The remaining PIUs are under process of getting established. However, the review undertaken by the Ministry has revealed that most of the ULBs are finding hard to get suitable manpower to handle the specified jobs. On being asked whether the projects are being implemented and whether the Ministry is satisfied with the performance of these units vis-avis their monitoring of progress of these scheme and also about their finding and suggestions, the Ministry in its written replies stated as under :-

“As per the current status, 110 PIUs are operative throughout India for supervising & monitoring of BSUP & IHSDP projects. The PMU/PIU cells are directly appointed by the State Governments. These cells constantly monitor the progress of projects, carry out the field visits and report the progress directly to the State Level Nodal Agencies. The role of this Ministry is in funding the establishment of these cells to facilitate the States in smooth implementation and monitoring of JNNURM projects. The performance of these units can hence be best judged by the respective States only. The PMU/ PIU cells are, however, providing information to the Ministry on the JNNURM progress as required from time to time.”

3.100 When asked about the new activities/programmes brought under or proposed to be brought under the jurisdiction of the Ministry during 2010-11, 2011-12, and 2012-13 and the financial allocation made for that the Ministry submitted as under :-

“It is considered that the provision of affordable housing and basic amenities to the urban poor through projects undertaken under BSUP and IHSDP is itself an important outcome stipulated under JNNURM to be achieved by the end of the Mission period. To reach this outcome, it is important that the projects sanctioned under BSUP and IHSDP are completed in the shortest possible time-span after they are approved. However, assessment of the implementation of the scheme shows that with the rise in prices of steel, cement, raw materials and shortfalls in the beneficiaries’ contributions, the projects are struggling against cost and time overruns. So the Mission period has been extended for two more years upto 2013-14 for completion of projects sanctioned up to March 2012 and implementation of 3 Pro Poor Reforms under BSUP and IHSDP of JNNURM.

A provision of Rs. 6276 crore is proposed in 2013-14 in this regard for fulfilling the committed liability.

Further, the Cabinet during its meeting held on 18.10.2012 approved the proposal of Ministry of Health and Family Welfare for implementation of Intervention/Activities for Prevention and control of Japanese Encephalitis (JE)/Acute Encephalitis Syndrome (AES) as recommended by GoM. Different Ministries are involved in the interventions including to be taken up for prevention and control of JE/AES. This Ministry is in process of obtaining approval of the Cabinet for provision of water supply in 66 municipalities in 43 Districts of Assam, Bihar, Tamil Nadu, Uttar Pradesh and West Bengal endemic with Japanese Encephalitis (JE) / Acute Encephalitis Syndrome (AES) at an estimated cost of Rs.418 crore.

The Central share of Rs. 336.33 crore would be met from the overall 7 year ACA allocation of BSUP & IHSDP components of JNNURM.”

XVI Affordable Housing Scheme

3.101 The Affordable Housing in Partnership Scheme, which is intended to encourage public private partnerships for creation of affordable housing stock is dovetailed with RAY. Under this scheme Central Assistance support will be limited to least of following :-

- Rs 50,000 per rental unit or Dwelling Unit for all dwelling units taking EWS, LIG and MIG units together which are proposed in the project, and
- 25% of the cost of all civic services (external and internal) proposed in the project.

The scheme extends to all cities covered under RAY and rental housing units as well as dormitories for new migrants are also permissible under the scheme.

In this connection the Committee in their 19th Report on Demands for Grants had made the following observations and recommendations :-

“Affordable Housing Scheme is an important programme of the Ministry. The Committee observe that though this programme was supposed to bring in investment in the sector, it has not taken off well. Under this scheme, the private sector developer is given a financial support of Rs. 50,000 per house or 25 per cent of the infrastructure cost whichever is less. The Committee are of the view that incentives under this programme are too meagre to attract private builders.

With regard to implementation of this scheme by States, the Committee have come to know about the success achieved by Rajasthan Government. The success of Rajasthan Government is attributed to providing a lot of other facilities like some Floor Area Ratio(FAR) facilities, Floor Space Index(FSI) facilities, Transferable Development Right (TDR) facilities, rebate in the local taxes, etc., to private builders, so that it is attractive for them.

The Committee recommend that affordable housing programme should be modified on the pattern of Rajasthan to a certain extent. However, The Committee further feel that the concept of affordable housing which requires support of the Government both for private developer and the beneficiaries who are generally very poor, is required to be redefined including financial parameters so as to make it successful.”

In this connection the Ministry in their Action Taken Reply stated as under :-

“Housing is a State subject. As regards Affordable Housing in Partnership Scheme, the action to be taken at the State Level in the form of incentives etc. has been advocated in the scheme guidelines. The financial parameters of the scheme are being redefined in consultation with all the stakeholders to make it more attractive for the private sector, where in the recommendation of the Standing Committee will also be factored in.”

During evidence before the Committee, the Secretary submitted as under :-

that no longer the government's intention has been to build houses with the help of Government and it is difficult to leverage the government money. Hence, for enforcing the scheme the role of the three agencies viz., Central Government, State Government and private sector have to be involved. This enforces more funding also. If extra effort is made to convince a promoter or builder apart from giving relief in local taxation, including service tax as on the lines of Rajasthan, then the pricing can be reduced to a great extent i.e upto 16 to 17 %. If additional TDR is emphasized then there can be a decline of 10 to 15 % depending on the location pricing. He further stated that the pattern is being followed in the States of Odisha, West Bengal and Andhra Pradesh also.

The Committee while agree with the view of the Ministry desire that while giving all the aforesaid rebate for implementing the affordable housing scheme, the Ministry should keep checks and balances and ensure that the benefit is percolated to the actual beneficiaries.”

PART II

OBSERVATIONS/RECOMMENDATIONS

1. UNDERUTILIZATION OF FUNDS

The Ministry of Housing and Urban Poverty Alleviation has been, inter-alia, entrusted with implementation of the specific programmes of urban employment and poverty alleviation including housing sector programmes in urban areas. Its functions include coordinating and monitoring rules besides supporting these programmes through Centrally Sponsored Schemes. During the 12th Five Year Plan, the Ministry is in the process of revamping some of its old schemes and also introducing new programmes for the benefit of urban poor. For carrying out these programmes and schemes, the Ministry is stated to have been allocated Rs.7850 crore for the 12th Plan period as against the proposed outlay of Rs.27,028 crore .

The Committee's examination has however, revealed that while the projections made by the Ministry to Planning Commission stood drastically reduced at BE and subsequently at RE stages in each of the last five years 2008-09 to 2012-13, the expenditure in each of these years lagged far behind even these decreased allocations. In the opinion of the Committee, this is clear indication of the failure of the Ministry to optimally utilize the funds allocated for various plan schemes. While expressing their concern over the poor performance of the Ministry in expending fully the funds allotted and consequently its adverse impact on the schemes, the Committee desire the Ministry to tone up its machinery for meaningful utilization of the resources made available for implementation of the specific schemes aimed at poverty alleviation and provision of shelter and basic amenities to the urban populace. The Committee would like to be apprised of the precise and concrete steps taken by the Ministry in this regard.

2. REAL ESTATE(REGULATION AND DEVELOPMENT) BILL

The Committee observe that presently the real estate and housing sector is largely unregulated with the result that consumers are unable to procure complete information or enforce accountability against builders and developers in the absence of effective mechanism in place. Against this backdrop, the Ministry of Housing and Poverty Alleviation is proposing to bring forward the Real Estate (Regulation and Development) Bill for establishing an oversight mechanism to enforce accountability of the Real Estate sector and also to provide adjudication machinery for speedy dispute redressal. The Committee understand that the proposed action is being resisted by certain vested interests because they do not want to be regulated. The Committee feel if the mechanism is put in place, instances of building collapse could be reduced drastically and consequent saving of precious lives. The Committee are of the view that there is no reason why this sector should not be regulated. They take note of assurances given by the Secretary, Ministry of Housing and Urban Poverty Alleviation that the Bill will be introduced in the Parliament during the ongoing Budget Session, 2013 and want the Ministry to stick to its promise and enact the Bill without any delay.

3. NATIONAL URBAN LIVELIHOOD MISSION (NULM)

The Swarna Jayanti Shahari Rozgar Yojana (SJSRY) was launched with effect from 01.12.1997 after subsuming the earlier Urban Poverty Alleviation Programmes. The scheme was subsequently revamped comprehensively w.e.f. 01.04.2009. Now, this scheme is being replaced with National Urban Livelihood Mission(NULM) during 12th Plan for a focused approach towards urban poverty alleviation including support to urban street vendors & shelters for urban homeless by enabling them to access gainful self-employment, skilled wage employment etc.

According to the Ministry, it is proposed to develop a comprehensive and robust MIS under NULM for tracking of physical and financial targets and achievements. At this stage the Committee wish to emphasize that before embarking upon NULM, an agency should be identified and assigned the job of maintaining statistical data by formulating a foolproof system through a periodical progress report so that the efficacy of the new scheme could be assessed concurrently and well in time. The Committee are happy to note that their earlier recommendation for assigning the job of maintaining statistics of generation of employment, number of gainful employment trainees and fund utilization for such employment generation has been implemented by the Ministry by formulating a system for capturing the desired information through a monthly progress report. The Ministry has assured the Committee that NULM will be operational during the financial year 2013-14. The existing scheme of SJSRY will be in force till the time NULM becomes operational. Taking note of the enhanced allocation of Rs. 950 crores for NULM, the Committee are apparently convinced that it will become operational in 2013-14.

In the above background the Committee desire the Ministry to ensure that necessary approvals for introduction of NULM in place of SJSRY are obtained without any loss of time so as to implement the same in the year 2013-14 positively.

4. SHELTERS FOR URBAN HOMELESS

The Committee informed that a concept paper on National Programme for Urban Homeless (NPHUH) has been prepared on the recommendations of National Advisory Council to build permanent Shelters for the Urban Homeless people. These shelters are proposed to be all weather and 24 hour shelters with basic amenities for a life with dignity. The Committee, however, note that the Ministry of Housing and Urban Poverty Alleviation is still in the process of getting the necessary approvals from Competent Authority for launching of Shelters for Urban Homeless (SUH) with National Urban Livelihood Mission (NULM). The Committee are dismayed to observe that the Ministry does not maintain any data on available night shelters. It is strange to note as to how in the absence of any data to this effect the necessary approvals would be obtained.

The Committee therefore desire that Ministry should take necessary steps to implement the scheme of shelters for homeless as part of NULM during the current financial year (i.e. 2013-14) and make adequate funds available for the scheme.

5. URBAN STATISTICS FOR HR AND ASSESSMENT SCHEME (USHA)

The Committee note that National Building Organization (NBO) is under taking various surveys, data collections/assessment training requirement etc. under the Urban Statistics for HR and Assessment Scheme. The Committee have also been informed that USHA will continue to play a pivotal role in data based needs of ministry as it is decided by the Ministry that the coordination of all survey and statistics matters should be through a single source rather than duplicating through individual schemes like JNNURM, RAY, SJSRY, etc. The Committee are of the view that such activities by a single agency will go a long way for maintaining better statistics and monitoring.

The Committee, however, find that as against the total allocation of Rs. 15.00 crore for the year 2012-13, the utilization for the scheme was only Rs. 4.49 crore. According to the Ministry, the reason attributed to this less expenditure is mainly due to the activities of preparation of slum free city plan of action being undertaken under RAY w.e.f 2012-13 which was being incurred by NBO till 2011-12. In the absence of any plausible explanation for change in funding pattern for activities of preparation of slum free city plan of action, the Committee would like to be apprised of the precise reasons which necessitated change in funding pattern on this account under RAY w.e.f. 2012-13 instead under USHA.

6. Central Government Employees Welfare Housing Organizations(CGEMHO)

The Committee observe that CGEMHO is a welfare organisation which constructs dwelling units exclusively for Central Government employees serving or retired and spouses of deceased employees on no profit no loss basis. However, as per State-wise and year-wise information provided by the Ministry on the projects taken up and completed by the organization during last twenty years revealed that no scheme has been announced after 1992 in West Bengal; after 1996 in Chandigarh, after 1997 in Karnataka and Kerala; after 2002 in Tamil Nadu and Haryana; after 2005 in UP; after 2006 in Andhra Pradesh and after 2008 in Rajasthan and in Gujarat. The Committee fail to understand the reasons behind such a long gap in announcing new schemes at some places/States where it has already launched its projects. The Committee are aware that CGEMHO is known for its integrity and is reputed for fulfilling the housing needs of Central Government Employees. Hence, they want that new projects be launched at regular intervals in almost all important cities to accommodate more and more central Government Employees.

7. Interest Subsidy Scheme of Housing for the Urban Poor(ISHUP)/ Rajiv Rinn Yojana (RRY)

Interest Subsidy Scheme of Housing for the Urban Poor(ISHUP) was implemented on pilot basis in the 11th Five Year Plan and 3.10 lakhs borrowers were supposed to be supported under this scheme. However, only 12182 beneficiaries could be covered and there have been huge gaps between BE and RE and the actual expenditure during 2008-09 to 2012-13. According to the Ministry, the reasons for such low physical and financial achievements were because of insufficiency of ceiling of Rs.1 lakh for Economically Weaker Section and Rs. 1.6 lakhs for Low Income Group, the eligibility criteria for new construction only and not for expansion/alteration, lack of mortgageable title to the land, non-availability of land, authenticated income certificates or documents, difficulty in dealing with scattered distributed applicants , non-availability of approved plans, high cost of processing fees charged by the banks and inadequate credit-worthiness of the borrowers and high risk perception. The Committee have now been informed that the Ministry is in the process to rechristen the scheme in the name of Rajiv Rinn Yojana(RRY) in the 12th five Year Plan in its revised form by addressing all the above mentioned constraints.

Considering the fact that a technical group constituted by the Ministry has estimated the housing shortages in urban areas in the beginning of 12th Five Year Plan as 18.78 million, the Committee urge upon the Ministry to get the necessary clearances from the Cabinet Committee on Economic Affairs and the Ministry of Finance expeditiously and implement the scheme for providing affordable housing to the EWS and Lower Income Group without any further delay. The Committee further desire that the Ministry should give wide publicity to the scheme through print and electronic media about its nature and scope for successful implementation of the scheme.

8. CAPACITY BUILDING FOR URBAN DEVELOPMENT PROJECT(CBUD)

Capacity Building for Urban Development Project(CBUD) is a Technical Assistance credit in the amount of USD 60 million funded by the World Bank and implemented jointly by the Ministry of Housing and Urban Poverty Alleviation and the Ministry Urban Development. The project's objective is to assist selected Urban Local Bodies to improve their system and skills with respect to urban management and urban poverty reduction. The Project was signed in December 2011 and will be implemented in five years i.e. till 30th June 2016. The Committee observe that there has been an allocation of Rs. 0.50 crore during the year 2011-12 and Rs. 20.00 crore during 2012-13. An allocation of Rs. 15.00 crore has been made during the current financial year 2013-14. The Committee are dismayed to note that almost no expenditure under this project could be incurred in the initial two years due to delay in approval of financial management and procurement manuals. While taking due note of the Ministry's assertions that the major procurements under the project are expected only in 2013-14, the Committee desire the Ministry to streamline its procedures and effectively utilize the available funds in a time bound manner.

9. INTEGRATED LOW COST SANITATION (ILCS)

Manual Scavenging is an obnoxious and inhuman practice which should be done away with immediately. It is unfortunate that in spite of monitoring by the Supreme Court and continuous emphasis of this Committee the issue of converting dry latrines into twin-pit/pour flush toilets, has not still been implemented fully. In this regard the Committee were informed that in view of the provisional figures released by census of India 2011 that there are 7,94,390 latrines serviced by humans out of which 2,08,323 are located in urban areas, the ILCS scheme has now been extended upto March 2014 with revised features to cover all existing dry latrines.

In this connection, the Committee find that the budget allocation for the year 2011-12 was Rs.71 Crores which was subsequently reduced to Rs.55 crores at RE Stage. The budget allocation for the year 2012-13 was Rs.25 Crores which was subsequently enhanced to Rs.100 crores at RE Stage. The actual expenditure during 2011-12 and 2012-13 was Rs.30.70 crores and Rs.19.20 crores respectively. The Committee observed that the actual expenditure has been less than the BE during the last two years. The budget allocation for the current financial year 2013-14 is Rs.125 crores.

The Committee desire that the issue should be taken up at the highest level and the scheme should be implemented sincerely. New innovations such as adoption of eco-friendly and maintenance free toilets like bio-digesters and ecosan toilets should be encouraged at a faster pace. The Ministry should ensure that the allocation of Rs.125 crore is utilized fully during the year 2013-14.

The Committee further desire that as ensured in their action taken replies to the 19th Report of the Committee, the Ministry should complete the construction of new toilets in addition to conversion of all the dry latrines.

The Committee strongly recommend that the Central Ministry should clearly issue a time- frame to be followed by the States and UTs to accomplish both the tasks of conducting surveys as well as conversion/ construction of sanctioned latrine units.

10. RAJIV AWAS YOJANA(RAY)

Rajiv Awas Yojana is aimed at making India slum free based on Slum free State and Slum free City Plans. RAY envisages creating a slum free India by encouraging States to assign property rights to slum dwellers. In pursuance to that the Government has launched Rajiv Awas Yojana on 2.06.2011. The phase –I of Rajiv Awas Yojana is for a period of two years from the date of approval of the scheme i.e. till June 2013. In this period preparatory activities like slum survey, GIS mapping, preparation of slum free city plans and preparation of pilot projects are supposed to be carried out. 195 cities were selected for carrying out the above preparatory activities. The Committee are distressed to note that the entire two years period have been lapsed with a very slow progress of work. Slum survey are being conducted in 28 States. Data being entered into slum MIS by 17 States. GIS mapping are being carried out in 28 States . Slum free City Plan of Action is being carried out in 28 cities. Draft Slum free City Plan of Action is submitted by only 19 cities. The Committee strongly disapprove such inordinate delays in preparing these plans. Full two years were available with the Ministry and it could have completed the work in time bound manner. Therefore, the Committee strongly desire that the Ministry should ensure that all the preparatory activities should be completed at the earliest without any further delay. The Committee further desire that the scheme should not be limited to 195 cities only rather it should be spread to all the cities in the country as stated by the Secretary, Ministry of Housing and Urban Poverty Alleviation so that they can carry out the survey and make realistic assessment to make India a slum free country.

The Central assistance under RAY is conditional to reforms by the States. The reforms required here is directly linked to the objectives of the scheme and necessary for the scheme to be successful. The key reform under the scheme for availing financial assistance is enactment of law for assigning of property rights by concerned States/UTs. The other mandatory reforms include reservation of 20-25% of develop land for EWS/LIG housing in every new public/private residential

development and for a non-lapsable earning 25% of the budget of all municipalities and other bodies provide municipal basic services. The Committee are distressed to note that only 4 States viz. Madhya Pradesh, Chhattisgarh, Maharashtra and J&K are having a law for the purpose. Only 5 States such as Odisha, Uttarakhand, Uttar Pradesh, Meghalaya and Bihar are having policies. Only 4 States such as Andhra Pradesh, Karnataka, Tamil Nadu and Rajasthan are having executive instructions. In view of the poor experience under JNNURM-I the Ministry of Housing and Urban Poverty Alleviation has launched Comprehensive Capacity Building for Improved Urban Governance and Poverty Alleviation in March, 2007 for supporting capacity building programmes under various schemes like JNNURM, SJSRY and RAY etc., to fill in the institutional void. The Committee are distressed to note that despite so much efforts put forth by the Ministry the results are very low. Another problem with regard to the implementation of the scheme of RAY is that State Government like Maharashtra had committed to provide property rights to the slum dwellers upto the year 1995. But as per the RAY guidelines the State Government is supposed to provide property rights upto the year 2005. Another problem is that Maharashtra Government is providing house under other scheme. On the other hand under RAY 50% of the amount is to be borne by the municipality and slum dwellers as a result the scheme under RAY is not well taken up. Still another problem is that under JNNURM the Ministry is extending 80% support while in RRY the Ministry is extending 50 % support. To mitigate the above problems the Ministry is now going to move a proposal to the Cabinet for not to insist upon 50% criteria under RAY. It is proposing flexible criteria like for big cities the criteria should be 60% while in small cities it may be enhanced to 80% and for the North-Eastern States it may be kept 90%. The Committee hope that the Ministry will move proposals at the earliest and get it cleared by the Cabinet for the speedy implementation of the scheme.

11. JAWAHARLAL NEHRU NATIONAL URBAN RENEWAL MISSION(JNNURM)

The Committee observe that the BSUP and IHSDP components of JNNURM were launched on 3rd December, 2005 for a period of 7 years in order to give focused attention for the improvement of infrastructure and basic services in the cities and towns of India. The mission period has been extended by two years upto end of financial year 2013-14 for completion of project sanctioned upto March 2012 and to implement the three propoor reforms. Against the total allocation of ACA i.e., Rs.3347.50 crore the achievement as on 6.2.2013 is Rs. 1114.08 crore. The percentage is only 33.28 %. It is stated that 15, 69,328 dwelling units were sanctioned under BSUP and IHSDP components. Against that only 6, 73, 229 DUs have been completed and the remaining 366823 DUs are in different stages of construction. It accounts for 66% of the total DUs sanctioned. It is astonished to note that the remaining DUs are yet to be started. Out of 673229 completed DUs only 446657 have been occupied. The Committee further observe that to achieve the outcome under JNNURM States are making endeavour to complete the projects in the shortest possible time span. However, with the rise in prices of steel , cement , raw material, non-availability of litigation free land, reluctance of the beneficiaries to shift to relocated projects, weak financial position of ULBs are the major constraints in achieving the target. On the top of that the Ministry is asking the State government to bear the cost escalation of the projects as per the guidelines on BSUP and IHSDP. The Ministry had proposed to enhance the ceiling of unit cost for nonstarter units under IHSDP from Rs. 1 lakh to Rs. 1, 75,000 for determining central share. An additional allocation of Rs. 1584.18 crore was proposed towards the enhancement in the ceiling of unit cost of DUs under IHSDP spread over two years i.e 2012-13 and 2013-14. However, this was not agreed to by the Ministry of Finance and the Planning Commission. The Committee disapprove the attitude of Ministry of Finance and the Planning Commission. In the above backdrop the Committee strongly feel that even in the extended period of JNNURM it will be difficult to realize the targets. The Committee strongly desire that the Ministry of Housing and Urban Poverty

Alleviation should take up this matter at the highest level and get the approval at the earliest. The Committee want that the Government should not burden the States for cost escalation and explore the other ways for this purpose. The Committee further desire that the Ministry should issue advisory to all the States to ensure that the occupancy of completed houses should be taken as early as possible.

12. PROJECT IMPLEMENTATION UNITS FOR MONITORING BSUP AND IHSDP PROJECTS

The Committee observe that against the approved 124 Project Implementation Units only 110 PIUs are operative throughout India for supervising and monitoring of BSUP and IHSDP projects. The remaining PIUs are under process of getting established. The Ministry has submitted the fact that in one of its review it has been revealed that most of the ULBs are finding hard to get suitable manpower to handle the specified job. The role of this Ministry is in funding the establishment of the Cells to facilitate the States in smooth implementation and monitoring of JNNURM projects. The PMU cells are providing the information to the ministry on the JNNURM progress as required from time to time. The Committee are not happy with the reply of the Ministry that the performance of the PIUs could be judged by the respective States only. The Committee condemn this attitude of the Ministry. Monitoring mechanism is an important aspect in ensuring completion of the projects in a time-bound manner. Therefore, the Ministry should not leave it entirely to the State Governments rather they should actively assist the State Governments in establishing the PIUs and judge their performance by putting sound mechanism in place from time to time.

13. AFFORDABLE HOUSING SCHEME

The Committee in their 19th Report on Demands for Grants of the Ministry of Housing and Urban Poverty Alleviation had recommended that for successful implementation of the scheme, it is desirable that the scheme be modified on the pattern of Rajasthan to a certain extent wherein the Government had attracted the private builders by providing relaxation in floor area ratio and floor space index. In addition Transferable Development Rights (TDR) and rebate in local tax have also been given to them.

The Committee are given to understand by the Secretary that the Government no longer intends to build houses with the help of Government and it is difficult to leverage the government money. Hence, for enforcing the scheme the Central Government, the State Government and the private sector have to be involved. If extra effort is made to convince a promoter or builder apart from giving relief in local taxation, including service tax as on the lines of Rajasthan, then the pricing can be reduced to a great extent i.e upto 16 to 17 %. In addition, if TDR is emphasized then there can be a decline of 10 to 15 % depending on the location pricing. They have been further informed that the same pattern is being followed in the States of Odisha, West Bengal and Andhra Pradesh also.

The Committee while agreeing with the view of the Ministry desire that when giving all the aforesaid rebates for implementing the affordable housing scheme, the Ministry needs to devise a mechanism of effective checks and balances to strictly ensure that the benefit is percolated to the actual beneficiaries. The Committee also feel that the financial institutions and public sector banks may also be actively involved in the process of enforcing the scheme as part of their social obligations.

14. BUILDING MATERIALS AND TECHNOLOGY PROMOTION COUNCIL (BMTPC)

The Committee observe that the BMTPC mainly endeavors to promote the use of innovative and environment- friendly building materials and construction technologies and have initiated services of multifaceted activities for the accomplishment of its objectives enshrined in the mandate of the council.

The council is also working towards bringing emerging technologies from all over the world such as disaster mitigation and management, seismic strengthening Capacity building and skill development by working as a training Resource Centre, project management and consulting etc. Further the council proposes to focus on selection and evaluation of newer methods and process, upscaling and modernization of homegrown production technologies, use of bamboo in housing and building construction in bamboo growing regions etc.

The Committee find that grants-in-aid for the year 2009-10, 2010-11, 2011-12 and 2012-13 were Rs. 7.00, Rs. 5.50 crore. Rs. 5.50 crores and Rs. 7.20 crores and the actual expenditure incurred was Rs. 7.89 crores, Rs. 7.04 crores, Rs. 8.22 crores and Rs. 6.33 crores respectively. The Committee observe that the actual expenditure has been more than the Budget allocation during all the years. The budget allocation for the current year is also only 5.00 crore which is less than the last year's actual expenditure. The Committee are not happy with the casual approach of the Ministry with regard to allocations. They should have asked for the higher allocations on the basis of previous years' expenditure. The Committee therefore, recommend that for undertaking important and huge task of this nature, the Ministry must approach the Planning Commission and the Ministry of Finance for increasing the grants in aid for BMPTC.

15. NATIONAL SCHEME FOR SUPPORT TO STREET VENDORS

The National scheme for support to street vendors proposes to include support to State Governments and Urban Local Bodies to create data base and issue identity cards including providing of vending zones/vending outlets kiosks and vending equipments etc. The scheme also stresses on interest subsidy support for working capital to street vendors as well as coverage under Swasthya Bima Yojana. The scheme has been merged with SJSRY/NULM. The Committee are given to understand that upto 5 % of the total NULM budget will be spent on this component. The Committee strongly feel that enactment of the Street Vendors (Protection of Livelihood and Regulation of Street Vending) Bill, 2012 will have a far reaching impact on the implementation of the scheme and the meager amount of 5% of NULM budget will not be sufficient.

The Committee, therefore, desire that the allocation for NULM should be suitably enhanced in anticipation of the enactment of the Street Vendors (Protection of Livelihood and Regulation of Street Vending) Bill, 2012 to provide necessary assistance to the street vendors.

New Delhi;
17 April, 2013
27 Chaitra 1935(Saka)

SHARAD YADAV,
Chairman
Standing Committee on
Urban Development

