

**28**

**STANDING COMMITTEE ON  
URBAN DEVELOPMENT  
(2013-2014)**

***FIFTEENTH LOK SABHA***

**MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION**

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

(Action Taken by the Government on the Recommendations contained in the Twenty Fifth Report (Fifteenth Lok Sabha) of the Standing Committee on Urban Development on Demands for Grants (2013-2014) ) of the Ministry of Housing and Urban Poverty Alleviation)

**TWENTY EIGHTH REPORT**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

February, 2014/Magha, 1935 (Saka)

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(2013-2014)**

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[Action Taken by the Government on the Recommendations contained in the Twenty Fifth Report (Fifteenth Lok Sabha) of the Standing Committee on Urban Development on Demands for Grants (2013-2014) of the Ministry of Housing and Urban Poverty Alleviation]

**Presented to Lok Sabha on 17.02.2014**

**Laid in Rajya Sabha on 13.02.2014**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

February, 2014/Magha, 1935 (Saka)

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(i)

**COMPOSITION OF THE STANDING COMMITTEE ON  
URBAN DEVELOPMENT (2013-2014)**

*Shri Sharad Yadav* - *Chairman*

**MEMBERS**

**LOK SABHA**

2. Shri Praveen Singh Aron
3. Shri Jayawant Gangaram Awale
4. Shri T.K.S. Elangovan
5. Shri Biren Singh Engti
6. Shri Anant Gangaram Geete
7. Smt. Kaisar Jahan
8. Shri Kailash Joshi
9. Shri Bapi Raju Kanumuru
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15. Dr. Ramshankar
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17. Shri Anjan Kumar M. Yadav
18. Shri Prasun Banerjee
19. Vacant
20. Vacant
21. Vacant

**RAJYA SABHA**

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23. Dr. M.S. Gil
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26. Dr. Chandan Mitra
27. Shri Pyarimohan Mohapatra
28. Shri Avinash Pande
29. Shri Ajay Sancheti
30. Shri Amar Singh
31. Shri Khekiho Zhimomi

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 N. | - | Under Secretary  |

(iii)

## INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2013-2014) having been authorized by the Committee to submit the Report on their behalf, present the Twenty Eighth Report (15<sup>th</sup> Lok Sabha) on the action taken by the Government on the recommendations contained in the Twenty Fifth Report (15<sup>th</sup> Lok Sabha) of the Standing Committee on Urban Development on "Demands for Grants (2013-2014) " of the Ministry of Housing and Urban Poverty Alleviation.

2. The Twenty Fifth Report was presented to Lok Sabha on 23<sup>rd</sup> April, 2013. Replies of the Government to all the recommendations contained in the Report were received in July, 2013.

3. The Standing Committee on Urban Development considered and adopted this Report at their sitting held on 12 February, 2014.

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

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

NEW DELHI;

12<sup>th</sup> February, 2014  
23 Magha, 1935 (Saka)

SHARAD YADAV  
Chairman,  
Standing Committee on Urban Development

(v)

## CHAPTER I

### REPORT

This Report of the Standing Committee on Urban Development (2013-14) deals with the action taken by the Government on the recommendations contained in their Twenty Fifth Report (Fifteenth Lok Sabha) on Demands for Grants (2013-14) of the Ministry of Housing and Urban Poverty Alleviation which was presented to Lok Sabha on 23 April, 2013.

1.2 Action Taken Notes have been received from the Government in respect of all 15 recommendations contained in the Report. These have been categorized as follows:

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

Recommendation serial Nos. 2,6,7,8,9, 11,12,13 and 14 (Total -09)  
(Chapter-II)

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

Recommendation serial No. 5 (Total -01)  
(Chapter-III)

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

Recommendation serial Nos. 1, 3, 4, 10 and 15 (Total -05)  
(Chapter-IV)

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

(Total -Nil)  
(Chapter-V)



**1.3 The Committee desire that specific replies to the comments contained in Chapter-I of this Report may be furnished to them at the earliest and in any case, not later than three months of the presentation of this Report.**

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

#### **Recommendation (Serial No. 1)**

##### **Underutilization of funds**

1.5 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 12<sup>th</sup> 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 12<sup>th</sup> 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.

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

1.6 The Plan allocation of the Ministry for the XII<sup>th</sup> Plan (2012-17) is Rs. 7850.00 crore which is approx 113% higher as compared to allocation of Rs.3687.00 crore for the XI<sup>th</sup> Plan(2007-12). Further, details of BE allocations, reductions at RE stage for the last 5 years and expenditure trends with regard to RE for the same period are as under:-

(Rs. in crore)

YEAR	BE	RE	Actual Expenditure	% age w.r.t RE
2008-09	850.00	670.00	666.03	99.41%
2009-10	850.00	575.00	574.71	99.95%
2010-11	1000.00	880.00	821.47	93.34%
2011-12	1100.00	1000.00	953.82	95.38%
2012-13	1155.00	950.00	930.10	97.91%
<b>Total</b>	<b>4955.00</b>	<b>4075.00</b>	<b>3946.13</b>	<b>96.82%</b>

As may be seen the reduction at RE stage was 18.4% from BE. However, the actual expenditure during the last five year period was 96.83% with regard to RE, which is quite satisfactory. Moreover, in respect of the flagship Scheme of the Ministry viz. Swarna Jayanti Shahari Rojgar Yojana(SJSRY), Ministry was able to spend more than the fund allocated under the Scheme at the RE stage during the last five years. The total allocation at RE stage for the Scheme during the last five years was Rs. 3039.03 crore and the expenditure was Rs. 3129.19 crore which is 3% higher than the allocation.

Reduction at RE stage was mainly due to slow off take of the certain schemes like ISSHUP on account of factors which included demand driven nature of the scheme, limited bank response due to issues associated with lending to the informal sectors 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. In order to overcome the problem, Ministry has worked out Revised ISHUP to be relaunched as Rajiv Rinn Yojana (RRY). The proposed RRY is supposed to overcome the problems experienced during the implementation of the ISHUP. There was also shortage of staff in the Ministry to look after the Schemes relating to Urban Poverty Alleviation.

Ministry has prepared Monthly Expenditure Projection (MEP) and Quarterly Expenditure Projection under Cash Flow Management System with a view to ensure that funds allocated are utilized. Expenditure is reviewed regularly at higher level. Ministry would take further necessary

measures including continued and regular interaction with the States/UTs and better expenditure management plan to ensure fuller utilization of the allocated funds.

### **Comments of the Committee**

**1.7 Keeping in view the large gap between the projection and allocation, and between the BE and RE during the last five years and its consequential impact on the schemes, the Committee had desired the Ministry to tone up its machinery for meaningful utilisation of the resources made available for implementation of schemes, by taking concrete steps. The Committee are distressed to note that still there is reduction at RE stage mainly due to slow off take of certain schemes like ISSHUP and shortage of staff in the Ministry to look after the schemes of the Ministry. The Committee are not satisfied with the replies of the Ministry that it has spent 96.82% of the allocated amount at RE stage during the last five years. The main concern of the Committee was to ensure even utilisation of the allocation provided at BE stage and to arrest reduction at RE stage for meaningful implementation of the schemes.**

Therefore, the Committee would like to reiterate their recommendation that the Ministry should make concerted efforts for utilisation of allocation at BE stage and implement the schemes related to poverty alleviation in letter and spirit.

### **Recommendation (Serial No. 3)**

#### **National Urban Livelihood Mission (NULM)**

1.8 The Committee had recommended as under:-

"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 12<sup>th</sup> 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 crore 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."

1.9 In their Action Taken Reply, the Ministry have stated as follows:-

"Ministry has proposed to launch National Urban Livelihood Mission (NULM) in the 12<sup>th</sup> Five Year Plan which will replace the existing Swarna Jayanti Shahari Rojgar Yojana (SJSRY). The Expenditure Finance Committee (EFC) at its meeting held on 26.02.2013 has approved the memorandum of NULM. The minutes of the EFC meeting have been issued on 01.04.2013 to concerned Ministries/ Departments. Ministry is in process of taking the proposal to Cabinet Committee on Economic Affairs (CCEA) for approval. For effective tracking of physical and financial targets and achievements of NULM, it is proposed to develop a comprehensive and robust Management Information System (MIS). The National Informatics Centre (NIC) has already been given the responsibility of development of NULM MIS."

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

**1.10 For replacing SJSRY by NULM, the Committee observe that though the EFC has given its approval to the memorandum on 26 February, 2013, the Minutes of the meeting have been issued to concerned Ministries/Departments on 1<sup>st</sup> April, 2013 i.e. after a gap of more than one month. Furthermore, the Ministry are still in the process of taking the proposal to the Cabinet Committee on Economic Affairs for approval. At this pace, the Committee are doubtful about the replacement of SJSRY by NULM during the current financial year. The Committee, therefore, desire that the Ministry should cut short their procedural delays and ensure launching of NULM in the current financial year itself. The Committee are happy to note that their recommendation regarding identifying and assigning the job of maintaining stastical data has been suitably taken care of by assigning the same to NIC. However, the Committee desire that MIS development for NULM should be completed within this financial year only.**

## **Recommendation (Serial No. 4)**

### **Shelters for Urban Homeless**

1.11 The Committee had recommended as under:-

"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."

1.12 In their Action Taken Reply, the Ministry have stated as follows:-

"Housing and Colonisation are State subjects and it is the primary responsibility of the State to provide shelters to all urban homeless. The earlier scheme of 'Night Shelter Scheme for Urban Shelterless' was transferred to the State sector as advised by the Planning Commission mainly because of lack of response from the State Government. This Ministry has once again initiated to launch a scheme for Urban Homeless' as part of National Urban Livelihood Mission (NULM). Expenditure Finance Committee (EFC) approval has been obtained and proposal for Cabinet Committee on Economic Affairs has been sent to competent authority for approval."

### **Comments of the Committee**

**1.13 The Committee are happy to note that the Ministry have once again initiated the process of launching scheme for Urban Homeless as part of NULM and the proposal to this effect has been approved by EFC. However, the Committee note with disgust that the Ministry is conspicuously silent on the issue of maintaining any data on availability of night shelters. The stoic silence of the Ministry on this vital issue has demonstrated that perhaps the need for such a data was not felt. The Committee therefore, wish to stress that this issue be urgently sorted out. Further, the Committee are of the opinion that this time the scheme may be framed in such a manner that all the State Governments respond to it in a positive manner. The Committee desire that the possibility of making the scheme for urban homeless as a mandatory component of NULM should be explored and incorporated in NULM guidelines.**

## **Recommendation (Serial No. 10)**

### **Rajiv Awas Yojana (RAY)**

1.14 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.

### **Reply of the Government**

1.15 Rajiv Awas Yojana (RAY) was launched in June 2011 with a vision of a Slum free India. Under the scheme, 196 cities have been approved for preparing the slum free city plan of action. Twenty One draft Slum Free City Plan of Action (SFCPoA) have been prepared and submitted by the Urban Local Bodies/State Governments till date.

ii. Ministry is supporting the States/UTs to draw up Slum Free City Plan of Action (SFCPoA) through various Regional and State level capacity building workshops. A number of Guidelines have also been prepared and issued to facilitate the preparation of SFCPoA. Ministry has been reviewing the progress of RAY with the States/UTs intensively and regularly in areas identified to expedite the process.

iii. Rajiv Awas Yojana is a demand- and reform-driven scheme. Progress would depend on the commitment of States to mobilize technical and financial resources to conduct slum survey, develop slum-free city plan, prepare Pilot Detailed Project Reports, provide for State share and seek Central Assistance support, while agreeing to assign property rights to slum dwellers. As

per the approved scheme, there is no upfront allocation of funds to States. Central assistance is provided as per projects submitted by states and approved by Government of India.

iv. The key reform under RAY is the assignment of property rights to slum dwellers and States/UTs are being pursued to legislate the property rights Act. All other reforms are continuation of the pro-poor reforms under JNNURM I. It may also be noted that the preparatory phase is presently being implemented and sanction of projects under this phase was not based on any reform conditionalities. The States/UTs are in various stages of undertaking the various reforms.

v. Guidelines for all the reforms stipulated under RAY have been circulated to all the States/UTs after approval of the Scheme by Cabinet Committee on Economic Affairs (CCEA) on 2nd June 2011. In respect of property rights this Ministry has prepared a draft Model Property Rights to Slum Dwellers Act, 2011 and comments received from few States/UTs are currently being reviewed by this Ministry. 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.

vi. Based on the feedback received and discussions with various stakeholders including State Governments and Urban Local Bodies (ULBs), ministry has moved the Expenditure Finance Committee (EFC) Memo on RAY which is presently under inter-ministerial consultation.

vii. In line with the suggestion of Standing Committee, the EFC Memo prepared for RAY under JNNURM II, proposes to extend the scheme to all Cities/towns. Cities having population more than 5 lakhs are proposed to be included automatically; for smaller cities & towns, the choice would be made by the States, according to their aspirations, financial and resource arrangements and manpower capacity installed in consultation with the Centre that will oversight as to adherence to the spirit and guidelines of the scheme. The suggestions of the Standing Committee on the funding pattern of RAY have been incorporated in the EFC Memo, which is presently under inter-ministerial consultation prior to seeking Cabinet approval.



viii. 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 or 35% of dwelling units for EWS/LIG categories, whichever is higher in all future housing projects, taking into account reservation at (i) land development approval stage and (ii) housing development approval stage together, is envisaged under revision of RAY Guidelines. 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."

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

**1.16 The Committee note that RAY was launched on 2.6.2011 with an aim to make India slum free based on Slum Free State and Slum Free City Plans. The phase –I of RAY was for a period of two years from the date of approval of the scheme i.e. till June 2013 for carrying out preparatory activities. Initially 195 cities were selected for the preparatory activities. The Committee are distressed to note that even after lapse of precious two years, only 21 draft Slum Free City Plan of Action have been prepared and submitted by the Urban Local Bodies/State Governments till date. The Ministry in its Action Taken Replies has furnished that it has proposed to extend the scheme to all cities/towns in the EFC memo prepared for RAY under JNNURM. The funding pattern of RAY has been incorporated in the EFC memo as suggested by the Committee and that is presently under Inter-Ministrial consultations. The Committee are perturbed to note that in this way it will take considerable amount of time to complete the preparatory activities of phase-I of RAY and the motto of RAY to make India slum free will remain a distant dream only. The Committee have serious doubts, over the Government's intention to expedite the scheme. Therefore, the Committee wish to reiterate its earlier recommendation to complete the preparatory activities i.e., survey at the earliest without wasting of precious time any more. The Committee would like to be apprised of the progress made in this regard every month.**

## Recommendation (Serial No. 15)

### National Scheme for support to Street Vendors

1.17 The Committee had recommended as under:-

"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."

1.18 In their Action Taken Reply, the Ministry have stated as follows:-

"It is estimated that up to 2% of the urban population resort to some form of Street Vending. Therefore, 5% of total National Urban Livelihoods Mission (NULM) funds are sufficient for the Street Vendors. However, the allocation for implementation of this component may change depending on availability of funds and expenditure pattern during the course of implementation."

### Comments of the Committee

**1.19 The Committee are not convinced with the reply of the Ministry that the allocation for implementation of this component may change depending on availability of funds and expenditure pattern during the course of implementation. The Committee would recall that they had recommended for suitable enhancement in allocation in anticipation of enactment of "The Street Vendors (Protection of Livelihood and Regulation of Street Vending) Bill, 2012," in order to safeguard the interests of the street vendors. Since "The Street Vendors (Protection of Livelihood and Regulation of Street Vending) Bill, 2012," has been passed by both the Houses of Parliament, the Committee reiterate their earlier recommendation in this regard so that question of availability of funds does not arise.**

## **CHAPTER II**

### **RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GORERNMENT**

#### **Recommendation (Serial No. 2)**

##### **Real Estate (Regulation and Development) Bill**

2.1 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.

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

2.2 As assured to the Standing Committee, Ministry of Housing and Urban Poverty Alleviation has taken the task of introduction of Real Estate (Regulation and Development) Bill in right earnestness. The Cabinet has given its approval to the above Bill on 04<sup>th</sup> June, 2013 and this Ministry intends to introduce this Bill in the Parliament during the ensuing Monsoon Session, 2013.

#### **Recommendation (Serial No.6)**

##### **Central Government Employees Welfare Housing Organizations (CGEWHO)**

2.3 The Committee observe that CGEWHO 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 CGEWHO 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.

### **Reply of the Government**

2.4 The details on the housing projects in States mentioned in observations/recommendations are given below:

- a) West Bengal – It is confirmed that after announcement of Kolkata (Ph- I) project in West Bengal in 1992 another scheme consisting of 582 Dwelling Units (DUs) was announced named Kolkata (Ph-II) in Jun 2010 and the project is progressing well and expected to be completed by March2014. Simultaneous to completion of the project of Kolkata (Ph II), CGEWHO shall plan to take up another project in Kolkata, West Bangal or nearby Municipal towns and the scheme shall be announced as and when contract is finalized.
- b) Chandigarh – After announcement of Chandigarh project in 1996 since no land was available in Chandigarh. Projects named Mohali (Ph I) & (Ph II) consisting of 1148 DUs were announced in the State of Punjab in Nov '2006 and Oct '2010 respectively. Mohali is in close proximity to Chandigarh and is almost a satellite town of Chandigarh. Another project at SAS Nagar, Mohali is under planning where CGEWHO has got 05 acres of land.
- c) Karnataka – After completion of Bangalore project in Karnataka which was announced in 1997, CGEWHO made lot of efforts to get the turnkey project, as no Govt land was available, which is yet to be materialized.

- d) Kerala – CGEWHO has requested Govt of Kerala to allot 15 acres of land at Thiruvananthapuram to take up a housing project. We are yet to hear from Kerala Govt.
- e) Tamil Nadu – CGEWHO is holding approx. 12 acres of land at Chennai and a project shall be taken up on an appropriate time after completing the activities of Chennai (Ph II) project which was announced in the year 2005.
- f) Haryana – CGEWHO shall take up action towards taking up a housing project in State of Haryana through a turnkey project, as no Government land is available to CGEWHO by Government authorities.
- g) Uttar Pradesh – A project consisting of 90 DUs was announced in Meerut in Oct '2007 and another project comprising of approx. 600 DUs is planned in Meerut which is expected to be announced during the financial year 2013-14. Another project consisting of 2130 DUs has been announced for registration in the month of Jan, 2011 in Greater NODIA, UP wherein the construction is expected to be announced in the later part of 2014.
- h) Andhra Pradesh – CGEWHO has announced a scheme at Vishakhapatnam which could not be subscribed and the scheme is being replanned on a different configuration. Further, since Hyderabad (Ph III) announced in Jan 2006 has been completed, CGEWHO shall take up necessary action for another project at Hyderabad where there is a much requirement from Central Govt. employees.

In accordance to the recommendations of the Standing Committee, new projects shall be planned at important cities by conducting demand survey towards taking up housing project in major cities of the States mentioned above alongwith Rajasthan and Gujarat and other States.

#### **Recommendation (Serial No.7)**

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

2.5 Interest Subsidy Scheme of Housing for the Urban Poor (ISHUP) was implemented on pilot basis in the 11<sup>th</sup> 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 12<sup>th</sup> 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 12<sup>th</sup> 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.

### **Reply of the Government**

2.6 The Ministry is in the process of getting necessary clearances from Expenditure Finance Committee (EFC) and the Cabinet Committee on Economic Affairs expeditiously and implement the scheme for providing affordable housing to the Economically Weaker Sections (EWS) and Lower Income Group. The Ministry has noted the advice of the Standing Committee and will publicise the scheme widely through print and electronic media as and when the scheme of Rajiv Rinn Yojana (RRY) is launched.

### **Recommendation (Serial No. 8)**

#### **Capacity Building for Urban Development Project (CBUD)**

2.7 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 30<sup>th</sup> 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.

### **Reply of the Government**

2.8 The Ministry appreciates the concern expressed by the Committee on the slow progress in implementation of the CBUD project. Ministry would however like to submit the project got deferred beyond the envisaged time due to the process involved in putting framework in place like finalizing and approval of Financial Management Manual and Procurement Manual etc. as per World Bank guidelines. Also based on the already ongoing activities in the different projects of Ministry, some of the sub-components as per the project appraisal document were also revisited. Based on this, the work plan and the procurement plan were developed and the procurement process was initiated.

Ministry has taken note of the observations of the standing committee and is internally discussing and holding discussion with the World Bank officials and expects for streamlining the implementation process to meet and effectively utilize the targeted budgeted expenditure for the year 2013-14. Ministry has detailed out quarterly expenditure of the sanctioned Rs. 15 crore budget for 2013-14 and expect to meet the envisaged targets both for this year and during the project period.

### **Recommendation (Serial No. 9)**

#### **Integrated Low Cost Sanitation (ILCS)**

2.9 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.

### **Reply of the Government**

2.10 Being deeply concerned with the existence of dry latrines as reported to the Standing Committee, this Ministry has obtained extension of ILCS with a budgetary allocation of Rs. 367.16 crore. However, expenditure under the scheme would largely depend upon identification of dry latrines and the States' initiatives to reconstruct sanitary latrines in its place. This Ministry has been vigorously pursuing with the State governments authorities through various correspondences and review meetings including Video Conferences. In order to encourage usage of environment friendly ecosan and bio digester toilets, additional central subsidy of 25 % over and above the normal cost have been offered. The Ministry has been closely monitoring the survey of dry latrines and its conversion to be completed by March, 2014.



## **Recommendation (Serial No. 11)**

### **Jawaharlal Nehru National Urban Renewal Mission (JNNURM)**

2.11 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 pro-poor 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 astonishing 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.

## Reply of the Government

2.12 The Additional Central Assistance(ACA) allocations under the Basic Service to the Urban Poor (BSUP) and Integrated Housing Scheme Development Programme (IHSDP) components of JNNURM was Rs.3347.50 crore during the financial year 2012-13. It was revised to Rs.2003.24 crore at RE stage. Against this, ACA of Rs.1923.63 crore was released under BSUP and IHSDP components of JNNURM to the State /UT Governments which constitutes 96.03 % of RE.

2. Out of 15, 65,646 dwelling units (DUs) sanctioned till 03.05. 2013 under BSUP & IHSDP components of JNNURM, 10,59,282 DUs are in different stages of completion. Important reasons for delay in completion of dwelling units are as under:-

- (i) Cost escalations, due to rising prices of steel and cement amongst other factors and the reluctance of States, Urban Local Bodies to meet such cost escalation. Government of India's contribution under the schemes remains frozen to the original sanction and the cost escalation is to be borne by the States / ULBs / Beneficiaries.
- (ii) In the IHSDP component, which is meant for small and medium towns, cost ceiling was artificially imposed at Rs 80,000 per Dwelling Unit which was revised in 2009 to Rs.1 lakh per DU with effect from 1.4.2008 of which Government of India contribution was 80%. This ceiling resulted into a heavier burden on the States / ULBs resulting in stalling of projects.
- (iii) Lack of project management capacity at State/Implementing Agency/ Urban Local Body (ULB) levels
- (iv) Difficulties in making slum residents temporarily relocate in the case of in situ projects; and Lack of availability of encumbrance-free land.

3. To complete these projects, States/UTs have been advised:

- (i) To provide additional State share to implementing agencies to meet cost escalation;
- (ii) To resort to beneficiary led execution of projects to avoid cost and time overruns.  
The States may fund the cost of escalations in the projects from their own resources or through loan from financial institutions like HUDCO to complete it within the stipulated time.

(iii) To draw up Plan of Action and set clear milestones.

4. Duration of the Mission was for a period of seven years beginning from December, 2005. However, the Government has extended the Mission Period upto March 2014 to facilitate completion of on-going projects sanctioned till March, 2012 and implementation of 3 pro-poor reforms.

5. The States/UTs have been asked to allot the completed DUs to the beneficiaries in the review meetings. Secretary (HUPA) has requested the Chief Secretaries /Administrators of the States/UTs on 23.4.2013 to allot the already completed dwelling units to the beneficiaries immediately and to complete all the sanctioned projects in accordance with the set milestones for physical and financial progress.

6. Further, the Ministry is again taking up the matter with the Planning Commission and the Ministry of Finance for enhancing the ceiling of unit cost for nonstarter dwelling units under IHSDP from Rs. 1 lakh to Rs.1.75 lakh for determining Central share, as desired by the Committee.

#### **Recommendation(Serial No. 12)**

##### **Project Implementation Units for monitoring BSUP and IHSDP Projects**

2.13 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.

## **Reply of the Government**

2.14 The Project Implementation units are constituted with an array of experts having rich qualifications and experience in their respective fields. The entire selection process of these professionals is carried out by the respective States only. Most of the ongoing projects under JNNURM have a good progress in terms of Dwelling Units being completed or under progress. A total of 6.9 lakh houses are complete throughout India whereas about 3.6 lakh houses are under progress/nearing completion. The completed houses are part of the projects which are directly handled and implemented by the PIUs. The experts are working on the field level with many of them posted on the project site most of the times. This, in a way signifies the active role of Project Implementation Unit (PIUs) in defining the progress of JNNURM (BSUP & IHSDP) projects. Since the overall progress is good, Ministry is satisfied with the working of the existing PIUs and hence their performance may be rated as 'satisfactory'. Further, it has been decided that a team of officers from Building Materials & Technology Promotion Council and Housing & Urban Development Corporation Ltd. will visit 2 -3 States to study the functioning of Programme Management Unit (PMU)/PIU. However, the observations of the Standing Committee regarding establishment and monitoring of the PMU/PIU cells are noted for future compliance.

### **Recommendation (Serial No. 13)**

#### **Affordable Housing Scheme**

2.15 The Committee in their 19<sup>th</sup> 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 patten 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 additional,

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.

### **Reply of the Government**

2.16 The Scheme of Affordable Housing in Partnership was launched in February 2009. The Ministry has issued guidelines on Affordable Housing in Partnership Scheme to ensure that benefits are accruing to the actual beneficiaries.

ii. A Task Force (TF) was set up by Ministry to define various aspects related to affordable housing, thereby formulating recommendations for creating enabling environment for increased private sector participation and PPP projects in affordable housing. The Task Force has also reviewed the existing scheme to analyse the key reasons for slow off-take. The report of the Task Force has been finalized and shall provide policy inputs for the revised scheme.

iii. The affordable housing policy of Rajasthan Govt. has been circulated by Ministry for information of the other State Governments/UTs who are free to adopt the same considering its replicability suited to their local conditions. As the parameters of the said scheme include TDR etc. which lie in State domain, Govt. of India has no role to adopt the same.

iv. A Credit Risk Guarantee Fund Trust (CRGFT) for Low Income Housing with an initial corpus of Rs.1,000 crore from the Central Government has been established under RAY to facilitate credit enablement of the urban poor as it is intended to act as a strong risk-mitigant and enhance the confidence of the lending institutions in the lending to this segment. The Trust will guarantee the housing loans not exceeding Rs. 5 lakh per loan to new or existing individual EWS/LIG borrowers and eligible borrowers without any collateral security and/or third party guarantees. The Credit Risk Guarantee Fund will facilitate the flow of credit to the low income housing sector and create the enabling environment for creation of affordable housing stock.

v. The RAY EFC Memo which is under inter-ministerial consultation has also suggestions to improve the present scheme to make it more implementable.

## **Recommendation (Serial No. 14)**

### **Building Materials and Technology Promotion Council (BMTPC)**

2.17 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.

### **Reply of the Government**

2.18 The actual expenditure has been slightly higher in the previous financial years when compared to the budgetary support extended by the Ministry. This was due to internal revenue generated by BMTPC through consultancy, sale of books and other literature etc. As reflected in the 2012-13 annual accounts, there is a surplus off nearly Rs. 12 crore which has been utilised in carrying out the mandated activities of BMTPC. Therefore the Ministry does not intend to increase budgetary support while at same time the Ministry will encourage BMTPC to become self-sustained.

## CHAPTER III

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

#### Recommendation (Serial No. 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 along 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.

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

3.2 The Scheme of Urban Statistics for HR and Assessment Scheme (USHA) mainly aims at development and maintenance of data base relating to Slums, Housing and Urban Poverty. As a part of its mandate, the conduct of slum survey was undertaken as one of the major activities under USHA Scheme, major parts of the funds were released for this activity for 2007-08 to 2011-12. The funding was released in installment to states for conducting slum survey in 988 cities/towns having above forty thousand populations as per census 2001. Reasons which necessitated change in funding pattern for slum survey under RAY w.e.f. 2012-13 instead under USHA.

While the slum survey operation in 988 cities were under progress with partial fund released in USHA scheme, in the year 2012-13, the Ministry came up with the scheme of "Slum Free City Plane of Action" (SFCPA) under which slum survey was one of the admissible components. SFCPA is preparatory part of Rajiv Awas Yojana (RAY) scheme. The slum data is essential component of SFCPA. The slum data collected under USHA and the slum data requirement of SFCPA is same. The state nodal agencies for USHA and SFCPA are same.

Since slum data requirement of SFCPA is already initiated and in progress through USHA scheme it was decided to transfer the slum survey work for those cities which are under the coverage of SFCPA and balance of fund requirement for slum survey would be meet out from SFCPA.

Slum free City plan has the coverage of 185 cities in the country which includes 132 major cities covered under USHA Scheme for slum survey. While the slum survey was in progress with part of finance released under USHA for these 132 cities, it was decided to discontinue the further funding requirement of 132 cities under USHA scheme and continued the funding for completion of slum survey under RAY/SFCPA with due adjustment as per the financial rule.

Hence, there was no expenditure on account of slum survey for USHA Scheme during 2012-13.



## **CHAPTER IV**

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

#### **Recommendation (Serial No. 1)**

##### **Underutilization of Funds**

4.1 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 12<sup>th</sup> 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 12<sup>th</sup> 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.

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

4.2 The Plan allocation of the Ministry for the XII<sup>th</sup> Plan (2012-17) is Rs. 7850.00 crore which is approx 113% higher as compared to allocation of Rs.3687.00 crore for the XI<sup>th</sup> Plan(2007-12). Further, details of BE allocations, reductions at RE stage for the last 5 years and expenditure trends with regard to RE for the same period are as under:-

(Rs. in crore)

YEAR	BE	RE	Actual Expenditure	% age w.r.t RE
2008-09	850.00	670.00	666.03	99.41%
2009-10	850.00	575.00	574.71	99.95%
2010-11	1000.00	880.00	821.47	93.34%
2011-12	1100.00	1000.00	953.82	95.38%
2012-13	1155.00	950.00	930.10	97.91%
<b>Total</b>	<b>4955.00</b>	<b>4075.00</b>	<b>3946.13</b>	<b>96.82%</b>

As may be seen the reduction at RE stage was 18.4% from BE. However, the actual expenditure during the last five year period was 96.83% with regard to RE, which is quite satisfactory. Moreover, in respect of the flagship Scheme of the Ministry viz. Swarna Jayanti Shahari Rojgar Yojana(SJSRY), Ministry was able to spend more than the fund allocated under the Scheme at the RE stage during the last five years. The total allocation at RE stage for the Scheme during the last five years was Rs. 3039.03 crore and the expenditure was Rs. 3129.19 crore which is 3% higher than the allocation.

Reduction at RE stage was mainly due to slow off take of the certain schemes like ISSHUP on account of factors which included demand driven nature of the scheme, limited bank response due to issues associated with lending to the informal sectors 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. In order to overcome the problem, Ministry has worked out Revised ISHUP to be relaunched as Rajiv Rinn Yojana (RRY). The proposed RRY is supposed to overcome the problems experienced during the implementation of the ISHUP. There was also shortage of staff in the Ministry to look after the Schemes relating to Urban Poverty Alleviation.

Ministry has prepared Monthly Expenditure Projection (MEP) and Quarterly Expenditure Projection under Cash Flow Management System with a view to ensure that funds allocated are utilized. Expenditure is reviewed regularly at higher level. Ministry would take further necessary measures including continued and regular interaction with the States/UTs and better expenditure management plan to ensure fuller utilization of the allocated funds.

### **Comments of the Committee**

4.3 For comments of the Committee please see paragraph no. 1.7 of Chapter 1 of the Report.

### **Recommendation (Serial No. 3)**

#### **National Urban Livelihood Mission (NULM)**

4.4 The Committee had recommended as under:-

"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 12<sup>th</sup> 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 crore 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."

### **Reply of the Government**

4.5 Ministry has proposed to launch National Urban Livelihood Mission (NULM) in the 12<sup>th</sup> Five Year Plan which will replace the existing Swarna Jayanti Shahari Rojgar Yojana (SJSRY). The Expenditure Finance Committee (EFC) at its meeting held on 26.02.2013 has approved the memorandum of NULM. The minutes of the EFC meeting have been issued on 01.04.2013 to concerned Ministries/ Departments. Ministry is in process of taking the proposal to Cabinet Committee on Economic Affairs (CCEA) for approval. For effective tracking of physical and financial targets and achievements of NULM, it is proposed to develop a comprehensive and robust Management Information System (MIS). The National Informatics Centre (NIC) has already been given the responsibility of development of NULM MIS.

### **Comments of the Committee**

4.6 For comments of the Committee please see paragraph 1.10 of Chapter 1 of the Report.

### **Recommendation (Serial No. 4)**

#### **Shelters for Urban Homeless**

4.7 The Committee had recommended as under:-

"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."

### **Reply of the Government**

4.8 Housing and Colonisation are State subjects and it is the primary responsibility of the State to provide shelters to all urban homeless. The earlier scheme of 'Night Shelter Scheme for

Urban Shelterless' was transferred to the State sector as advised by the Planning Commission mainly because of lack of response from the State Government. This Ministry has once again initiated to launch a scheme for Urban Homeless' as part of National Urban Livelihood Mission (NULM). Expenditure Finance Committee (EFC) approval has been obtained and proposal for Cabinet Committee on Economic Affairs has been sent to competent authority for approval.

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

4.9 For comments of the Committee please see paragraph 1.13 of Chapter 1 of the Report.

#### **Recommendation (Serial No. 10)**

##### **Rajiv Awas Yojana (RAY)**

4.10 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.

### **Reply of the Government**

4.11 Rajiv Awas Yojana (RAY) was launched in June 2011 with a vision of a Slum free India. Under the scheme, 196 cities have been approved for preparing the slum free city plan of action. Twenty One draft Slum Free City Plan of Action (SFPCoA) have been prepared and submitted by the Urban Local Bodies/State Governments till date.

ii. Ministry is supporting the States/UTs to draw up Slum Free City Plan of Action (SFPCoA) through various Regional and State level capacity building workshops. A number of

Guidelines have also been prepared and issued to facilitate the preparation of SFPCoA. Ministry has been reviewing the progress of RAY with the States/UTs intensively and regularly in areas identified to expedite the process.

iii. Rajiv Awas Yojana is a demand- and reform-driven scheme. Progress would depend on the commitment of States to mobilize technical and financial resources to conduct slum survey, develop slum-free city plan, prepare Pilot Detailed Project Reports, provide for State share and seek Central Assistance support, while agreeing to assign property rights to slum dwellers. As per the approved scheme, there is no upfront allocation of funds to States. Central assistance is provided as per projects submitted by states and approved by Government of India.

iv. The key reform under RAY is the assignment of property rights to slum dwellers and States/UTs are being pursued to legislate the property rights Act. All other reforms are continuation of the pro-poor reforms under JNNURM I. It may also be noted that the preparatory phase is presently being implemented and sanction of projects under this phase was not based on any reform conditionalities. The States/UTs are in various stages of undertaking the various reforms.

v. Guidelines for all the reforms stipulated under RAY have been circulated to all the States/UTs after approval of the Scheme by Cabinet Committee on Economic Affairs (CCEA) on 2nd June 2011. In respect of property rights this Ministry has prepared a draft Model Property Rights to Slum Dwellers Act, 2011 and comments received from few States/UTs are currently being reviewed by this Ministry. 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.

vi. Based on the feedback received and discussions with various stakeholders including State Governments and Urban Local Bodies (ULBs), ministry has moved the Expenditure Finance Committee (EFC) Memo on RAY which is presently under inter-ministerial consultation.

vii. In line with the suggestion of Standing Committee, the EFC Memo prepared for RAY under JNNURM II, proposes to extend the scheme to all Cities/towns. Cities having population more than 5 lakhs are proposed to be included automatically; for smaller cities & towns, the choice would be made by the States, according to their aspirations, financial and resource arrangements and manpower capacity installed in consultation with the Centre that will

oversight as to adherence to the spirit and guidelines of the scheme. The suggestions of the Standing Committee on the funding pattern of RAY have been incorporated in the EFC Memo, which is presently under inter-ministerial consultation prior to seeking Cabinet approval.

viii. 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 or 35% of dwelling units for EWS/LIG categories, whichever is higher in all future housing projects, taking into account reservation at (i) land development approval stage and (ii) housing development approval stage together, is envisaged under revision of RAY Guidelines. 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."

4.12 For comments of the Committee please see paragraph 1.16 of Chapter 1 of the Report.

#### **Recommendation (Serial No.15)**

##### **National Scheme for Support to Street Vendors**

4.13 The Committee had recommended as under:-

"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."



### **Reply of the Government**

4.14 It is estimated that up to 2% of the urban population resort to some form of Street Vending. Therefore, 5% of total National Urban Livelihoods Mission (NULM) funds are sufficient for the Street Vendors. However, the allocation for implementation of this component may change depending on availability of funds and expenditure pattern during the course of implementation.

### **Comments of the Committee**

4.15 For comments of the Committee please see paragraph 1.10 of Chapter 1 of the Report.

## **CHAPTER V**

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

**Nil**

**NEW DELHI;**

**February, 2014**  
**Magha, 1935 (Saka)**

**SHARAD YADAV**  
**Chairman,**  
**Standing Committee on Urban Development**

**MINUTES OF THE SEVENTH SITTING OF THE COMMITTEE HELD ON WEDNESDAY,  
12 FEBRUARY, 2014**

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

PRESENT

Shri Sharad Yadav - *Chairman*

MEMBERS

LOK SABHA

2. Shri Anant Gangaram Geete
3. Shri Kailash Joshi
4. Shri Bapi Raju Kanumuru
5. Shri Mohinder Singh Kaypee
6. Shri Ramesh Kumar
7. Shri Ratan Singh
8. Shri Prasun Banerjee

RAJYA SABHA

9. Shri Anil Desai
10. Md. Nadimul Haque
11. Dr. Chandan Mitra
12. Shri Pyarimohan Mohapatra
13. Shri Khekiho Zhimomi



[Vide para 4 of the Introduction]

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

<b>I.</b>	<b>Total number of recommendations</b>	<b>15</b>
<b>II.</b>	<b>Recommendations/Observations which have been accepted by the Government:</b>	<b>09</b>
	<b>Recommendation Nos.2,6,7,8,9,11,12,13,14</b>	
	<b>Percentage to total recommendations</b>	<b>(60%)</b>
<b>III.</b>	<b>Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:</b>	<b>01</b>
	<b>Recommendation Nos.5</b>	
	<b>Percentage to total recommendations</b>	<b>(6.66%)</b>
<b>IV.</b>	<b>Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee:</b>	<b>05</b>
	<b>Recommendation No. 1, 3,4,10 and 15</b>	
	<b>Percentage to total recommendations</b>	<b>(33.33%)</b>
<b>V.</b>	<b>Recommendations/Observations in respect of which final replies of the Government are still awaited:</b>	<b>-Nil-</b>
	<b>Percentage to total recommendations</b>	<b>(%)</b>