

10

**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2015-2016)**

SIXTEENTH LOK SABHA

MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

**DEMANDS FOR GRANTS
(2016-2017)**



**LOK SABHA SECRETARIAT
NEW DELHI**

19 April, 2016/30 Chaitra, 1938(Saka)

TENTH REPORT



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URBAN DEVELOPMENT
(2015-2016)**

(SIXTEENTH LOK SABHA)

MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

**DEMANDS FOR GRANTS
(2016-2017)**

Presented to Lok Sabha on 25.04.2016

Laid in Rajya Sabha on 25.04.2016



**LOK SABHA SECRETARIAT
NEW DELHI**

19 April, 2016/30 Chaitra, 1938(Saka)

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CONTENTS

	PAGE
COMPOSITION OF THE COMMITTEE.....	(iii)
INTRODUCTION.....	(v)

REPORT

PART-I

CHAPTER I	Introductory.....	1
CHAPTER II	Overall Analysis of Demands for Grants (2016-2017) of the Ministry of Housing and Urban Poverty Alleviation ..	11
CHAPTER III	Scheme-Wise analysis of Demands for Grants (2016-17) of the Ministry of Housing & Urban Poverty Alleviation.....	20

PART-II

Observations/Recommendations	55
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APPENDICES

I	Note of Dissent submitted by Sh. Rangasayee Ramakrishna, M.P.
II	Minutes of the Ninth Sitting of the Committee held on 31st March, 2016
III	Minutes of the Tenth Sitting of the Committee held on 19th April, 2016

**COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2015-2016)**

Shri Pinaki Misra* - *Chairperson

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Ram Charan Bohra
5. Shri Dushyant Chautala
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7. Dr. Dharam Vira Gandhi
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RAJYA SABHA

22. Smt. Vandana Chavan
23. Shri Husain Dalwai
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25. Shri Parvez Hashmi
26. Shri Rangasayee Ramakrishna
27. Shri Mukul Roy
28. Shri Satish Sharma
29. Shri C.P. Thakur
30. Shri S.Thangavelu
31. Vacant

(ii)

SECRETARIAT

- | | | | |
|----|----------------------------|---|---------------------|
| 1. | Smt. Abha Singh Yaduvanshi | - | Joint Secretary |
| 2. | Shri D.S. Malha | - | Director |
| 3. | Ms. Amita Walia | - | Additional Director |
| 4. | Shri Anil Kumar | - | Under Secretary |
| 5. | Shri Mukesh Kumar | - | Executive Assistant |

(iii)

INTRODUCTION

I, the Chairperson of the Standing Committee on Urban Development (2015-16) (Sixteenth Lok Sabha) having been authorized by the Committee to submit the Report on their behalf, present the Tenth Report on Demands for Grants (2016-17) 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 16th March, 2016. 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 Reports 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 31st March, 2016. 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 (2016-17).

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

5. The Committee considered and adopted the Report at their sitting held on 19th April, 2016.

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

NEW DELHI;
19 April, 2016
30 Chaitra, 1938(Saka)

PINAKI MISRA,
Chairperson,
Standing Committee on Urban
Development.

(iv)

REPORT
PART I
CHAPTER I
INTRODUCTORY

1.1 The Ministry of Urban Development and Poverty Alleviation was bifurcated into two Ministries viz., the Ministry of Urban Development and the Ministry of Urban Employment and Poverty Alleviation vide Presidential Notification No. CD-160/2004 dated 27.5.2004. The Ministry was renamed as Housing and Urban Poverty Alleviation vide Cabinet Secretariat Notification No. 1/22/1/2006-Cab. vol-II (I), dated 2.6.2006. However, work relating to Administration, Parliament, Official Language and Finance is common to both the Ministries.

1.2 The Ministry of Housing & Urban Poverty Alleviation (M/o-HUPA) is the apex authority of Government of India at the national level for formulation of housing policy and programme, administering of Plan schemes, collection and dissemination of data on housing, building materials/techniques and for incentivizing adoption of general measures for reduction of building costs. In addition, it is entrusted with implementation of the specific programmes of poverty alleviation and slum improvement.

1.3 The Ministry of Housing and Urban Poverty Alleviation deals with two major subjects, namely, (1) Urban Employment and Poverty Alleviation; and (2) Housing and Human Settlements. The Business Allocated to the Ministry is reported as under:-

- (i) Formulation of housing policy and programme, except rural housing which is assigned to the Ministry of Rural Development, review of the implementation of the Plan schemes, collection and dissemination of data on housing, building materials and techniques, general measures for reduction of building costs and nodal responsibility for National Housing Policy.
- (ii) Urban Development including Slum Clearance Schemes and the Jhuggi Jhoopri Removal Schemes except for NCT of Delhi.

- (iii) Implementation of the specific programmes of Urban Employment and Urban Poverty Alleviation including other programmes evolved from time to time.
- (iv) Human Settlements including the United Nations Commission for Human Settlements (UNCHS) and International Cooperation and Technical Assistance in the field of Housing and Human Settlements.
- (v) All matters relating to the Housing and Urban Development Corporation (HUDCO), Hindustan Prefab Limited (HPL) and Central Government Employees Welfare Housing Organization (CGEWHO).

1.4 The Ministry implements the above mandated work through formulation of appropriate policies, implementation of specific Plan programmes of housing, generation of employment in urban areas, and supporting autonomous bodies for undertaking relevant programmes and schemes. The Ministry also supervises/monitors the work of two Public Sector Undertakings, namely, Housing and Urban Development Corporation (HUDCO) and Hindustan Prefab Limited (HPL). The Ministry also has one attached office, namely, National Building Organization (NBO), three autonomous bodies namely, Building Materials and Technology Promotion Council (BMTPC), Central Government Employees Welfare Housing Organization (CGEWHO) and National Cooperative Housing Federation of India (NCHF).

1.5 In the federal structure of the Indian polity, matters pertaining to the housing and urban development have been assigned by the Constitution of India to the State Governments. The Constitution (Seventy-Fourth) Amendment Act, 1992 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.

1.6 The Ministry of Housing and Urban Poverty Alleviation provide support to the following Centrally Sponsored and Central Sector Schemes:

PLAN SCHEMES

A. CENTRALLY SPONSORED SCHEMES

- i. Pradhan Mantri Awas Yojana [PMAY(Urban)]
- ii. Deendayal Antyodaya Yojana (DAY)- National Urban Livelihoods Mission (NULM)
- iii. Drinking Water Supply Scheme for Prevention and Control of Japanese Encephalitis (JE) and Acute Encephalitis Syndrome (AES)

B. CENTRAL SECTOR SCHEMES

- i. Credit Linked Subsidy Scheme (CLSS) under Pradhan Mantri Awas Yojana (Urban)
- ii. Building Materials and Technology Promotion Council (BMTPC)
- iii. Credit Risk Guarantee Fund Trust for Low Income Housing (CRGFTLIH)

1.7 At the beginning of the 12th Five Year Plan, the housing shortage was estimated to be 18.78 million units. An estimated 96% of this housing shortage pertains to households falling in the Economically Weaker Sections (EWS) and Lower Income Group (LIG) segments. Further, urban areas in our country especially those inhabited by the poor are characterized by severe constraints of basic services like potable water, drainage system, sewerage network, sanitary facilities, electricity, roads and effective solid waste disposal. .

1.8 In order to mitigate the housing shortage along with deficiencies in basic services and in consonance with the changing policy environment, the Ministry had announced the National Urban Housing and Habitat Policy (NUHHP), 2007. This Policy focuses on affordable housing for all with special emphasis on economically weaker sections of the society such as SC, STs, OBCs, Minorities, women-headed households and the differently abled. The Policy seeks public sector partnering with private sector and also cooperative sector, the employees welfare housing sector, the industrial-cum-labour housing sector playing an important role in increasing the affordable housing stock in the country. The role of Central Government is envisaged as an 'enabler' and 'facilitator' under the aegis of NUHHP. The NUHHP, 2007 is being revised to reflect the emerging priorities and NUHHP, 2017 is being formulated.

POPULATION AND URBAN POPULATION GROWTH

1.9 As per Census, 2011, the percentage decadal growth rate of total population and urban population during 1991-2001 and 2001-2011 is as given below:

Census Year	Total Population	Total Population Growth in (%)	Urban Population	Urban Population Growth in Urban (%)
2001	1028.6	21.54	286.1	31.5
2011	1210.6	17.68	377.1	31.8

1.10 State/UT-wise Total Population and its Growth over last census: 1981 - 2011 is as under:

(in million)

States / UTs	Total Population 1981	Total Population 1991	Growth % in 1991 over 1981	Total Population 2001	Growth % in 2001 over 1991	Total Population 2011	Growth % in 2011 over 2001
Andhra Pradesh	53.55	66.51	24.20	76.21	14.58	84.58	10.98
Arunachal Pradesh	0.63	0.86	36.51	1.10	27.91	1.38	25.45
Assam	18.04	22.41	24.22	26.66	18.96	31.21	17.07
Bihar	52.30	64.53	23.38	83.00	28.62	104.09	25.41
Chhattisgarh	14.01	17.61	25.70	20.83	18.29	25.55	22.66
Goa	1.01	1.17	15.84	1.35	15.38	1.46	8.15
Gujarat	34.09	41.31	21.18	50.67	22.66	60.44	19.28
Haryana	12.92	16.46	27.40	21.14	28.43	25.35	19.91
Himachal Pradesh	4.28	5.17	20.79	6.08	17.60	6.86	12.83
Jammu & Kashmir	5.99	7.84	30.88	10.14	29.34	12.54	23.67
Jharkhand	17.61	21.84	24.02	26.95	23.40	32.99	22.41
Karnataka	37.14	44.98	21.11	52.85	17.50	61.09	15.59
Kerala	25.45	29.10	14.34	31.84	9.42	33.41	4.93
Madhya Pradesh	38.17	48.57	27.25	60.35	24.25	72.63	20.35
Maharashtra	62.78	78.94	25.74	96.88	22.73	112.37	15.99
Manipur	1.42	1.84	29.58	2.29	24.46	2.60	13.54
Meghalaya	1.34	1.77	32.09	2.32	31.07	2.97	28.02
Mizoram	0.49	0.69	40.82	0.89	28.99	1.09	22.47
Nagaland	0.77	1.21	57.14	1.99	64.46	1.98	-0.50
Orissa	26.37	31.66	20.06	36.80	16.23	41.97	14.05
Punjab	16.79	20.28	20.79	24.36	20.12	27.74	13.88
Rajasthan	34.26	44.01	28.46	56.51	28.40	68.55	21.31
Sikkim	0.32	0.41	28.13	0.54	31.71	0.61	12.96
Tamil Nadu	48.41	55.86	15.39	62.41	11.73	72.15	15.61
Tripura	2.05	2.76	34.63	3.20	15.94	3.67	14.69
Uttar Pradesh	105.14	132.06	25.60	166.20	25.85	199.81	20.22

Uttaranchal	5.73	7.05	23.04	8.49	20.43	10.09	18.85
West Bengal	54.58	68.08	24.73	80.18	17.77	91.28	13.84
A & N Islands	0.19	0.28	47.37	0.36	28.57	0.38	5.56
Chandigarh	0.45	0.64	42.22	0.90	40.63	1.06	17.78
D & N Haveli	0.10	0.14	40.00	0.22	57.14	0.34	54.55
Daman & Diu	0.08	0.10	25.00	0.16	60.00	0.24	50.00
Delhi	6.22	9.42	51.45	13.85	47.03	16.79	21.23
Lakshadweep	0.04	0.05	25.00	0.06	20.00	0.06	0.00
Puducherry	0.60	0.81	35.00	0.97	19.75	1.25	28.87
INDIA	683.33	846.42	23.87	1028.74	21.54	1210.58	17.68

Source: Primary Census Abstract, Census of India-2011

1.11 Urban Population and growth % age over last Census of States & UTs: 1981 – 2011 is as under:

(in million)

States / UTs	Urban Population 1981	Urban Population 1991	Growth % in 1991 over 1981	Urban Population 2001	Growth % in 2001 over 1991	Urban Population 2011	Growth % in 2011 over 2001
Andhra Pradesh	12.49	17.89	43.23	20.81	16.32	28.22	35.61
Arunachal Pradesh	0.04	0.11	175.00	0.23	109.09	0.32	39.13
Assam	1.78	2.49	39.89	3.44	38.15	4.40	27.91
Bihar	5.14	6.71	30.54	8.68	29.36	11.76	35.48
Chhattisgarh	2.06	3.06	48.54	4.19	36.93	5.94	41.77
Goa	0.32	0.48	50.00	0.67	39.58	0.91	35.82
Gujarat	10.6	14.25	34.43	18.93	32.84	25.75	36.03
Haryana	2.83	4.05	43.11	6.12	51.11	8.84	44.44
Himachal Pradesh	0.33	0.45	36.36	0.60	33.33	0.69	15.00
Jammu & Kashmir	1.26	1.79	42.06	2.52	40.78	3.43	36.11
Jharkhand	3.57	4.64	29.97	5.99	29.09	7.93	32.39
Karnataka	10.73	13.91	29.64	17.96	29.12	23.63	31.57
Kerala	4.77	7.68	61.01	8.27	7.68	15.93	92.62
Madhya Pradesh	8.53	12.27	43.85	15.97	30.15	20.07	25.67
Maharashtra	21.99	30.54	38.88	41.10	34.58	50.82	23.65
Manipur	0.38	0.51	34.21	0.58	13.73	0.83	43.10
Meghalaya	0.24	0.33	37.50	0.45	36.36	0.60	33.33
Mizoram	0.12	0.32	166.67	0.44	37.50	0.57	29.55
Nagaland	0.12	0.21	75.00	0.34	61.90	0.57	67.65
Orissa	3.11	4.23	36.01	5.52	30.50	7.00	26.81
Punjab	4.65	5.99	28.82	8.26	37.90	10.40	25.91
Rajasthan	7.21	10.07	39.67	13.21	31.18	17.05	29.07
Sikkim	0.05	0.04	-20.00	0.06	50.00	0.15	150.00
Tamil Nadu	15.95	19.08	19.62	27.48	44.03	34.92	27.07
Tripura	0.23	0.42	82.61	0.55	30.95	0.96	74.55
Uttar Pradesh	18.75	25.97	38.51	34.54	33.00	44.50	28.84
Uttaranchal	1.15	1.63	41.74	2.18	33.74	3.05	39.91
West Bengal	14.45	18.71	29.48	22.43	19.88	29.09	29.69

A & N Islands	0.05	0.07	40.00	0.12	71.43	0.14	16.67
Chandigarh	0.42	0.58	38.10	0.81	39.66	1.03	27.16
D & N Haveli	0.01	0.01	0.00	0.05	400.00	0.16	220.00
Daman & Diu	0.03	0.05	66.67	0.06	20.00	0.18	200.00
Delhi	5.77	8.47	46.79	12.91	52.42	16.37	26.80
Lakshadweep	0.02	0.03	50.00	0.03	0.00	0.05	66.67
Puducherry	0.32	0.52	62.50	0.65	25.00	0.85	30.77
INDIA	159.46	217.57	36.44	286.12	31.51	377.11	31.80

Source: Primary Census Abstract, Census of India-2011

1.12 When enquired from the Ministry of HUPA about the availability of housing against the total urban population State/UT-wise, the Ministry in its written reply stated as under:

"As per Census-2011, total number of urban houses is 110.14 million and urban population is 377.10 million. State-wise total number of urban houses and total number of urban population is in Annexure-III. The Ministry of Housing and Urban Poverty Alleviation constituted a Technical Group (TG-12) on estimation of Urban Housing shortage of the country for the Twelfth Five Year Plan (2012-17). As per the Report of the said Committee the total housing shortage estimated at the beginning of the 12th Plan period, i.e. in 2012, was 18.78 million. State-wise Urban Housing Shortage estimated by Technical Group on estimation of Urban Housing is provided as under."

State-wise total Number of Houses available vis-a-vis housing shortage and total urban population-as per Census 2011

(in Numbers)

States/UTs	Total Urban Census Houses	Total Urban Population	Housing Shortage
Andhra Pradesh	8,421,000	28219075	1270000
Arunachal Pradesh	105000	317369	30000
Assam	1485000	4398542	280000
Bihar	2,701,000	11758016	1190000
Chhattisgarh	1636000	5937237	350000
Goa	372000	906814	60000
Gujarat	8,231,000	25745083	990000
Haryana	2,644,000	8842103	420000
Himachal Pradesh	321000	688552	40000
Jammu & Kashmir	940000	3433242	130000
Jharkhand	2,049,000	7933061	630000

Karnataka	7,378,000	23625962	1020000
Kerala	5,360,000	15934926	540000
Madhya Pradesh	5,045,000	20069405	1100000
Maharashtra	16,051,000	50818259	1940000
Manipur	212000	834154	80000
Meghalaya	168000	595450	30000
Mizoram	146000	571771	20000
Nagaland	174000	570966	210000
Orissa	2,204,000	7003656	410000
Punjab	3,179,000	10399146	390000
Rajasthan	4,774,000	17048085	1150000
Sikkim	54000	153578	10000
Tamil Nadu	11,229,000	34917440	1250000
Tripura	318000	961453	30000
Uttar Pradesh	10,446,000	44495063	160000
Uttarakhand	871000	3049338	3070000
West Bengal	8,390,000	29093002	1330000
A & N Islands	52000	143488	0
Chandigarh	289000	1026459	20000
D & N Haveli	61000	160595	50000
Daman & Diu	70000	182851	10000
Delhi	4,481,000	16368899	490000
Lakshadweep	16000	50332	10000
Puducherry	265000	852753	70000
INDIA	110,140,000	377106125	18780000

Source: Primary Census Abstract, Census of India-2011

(NB: The number of total urban census houses has been rounded off to the nearest thousand)

* Estimated by Technical Group (TG-12) on estimation of Urban Housing Shortage at the beginning of the 12th Plan Period (i.e. as on 2012).

PERCENTAGE OF POVERTY IN URBAN INDIA DURING ELEVENTH AND TWELFTH PLAN PERIOD

1.13 The estimates of percentage and number of people living below poverty line has been done by the erstwhile Planning Commission 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. Last two surveys have been conducted during 2004-05 and 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%. Further, as per estimates released by erstwhile Planning Commission in the year 2011-12, the number of urban poor has reduced to 53.1 million i.e. 13.7% of urban population.

As per erstwhile Planning Commission, which is the nodal agency responsible for estimation of rural and urban poverty both at national and State level, the relevant information as released officially, is as follows:

Percentage and Number of Poor Estimated from Expert Group (Tendulkar) Methodology

Year	Poverty Ratio (%)			Number of Poor (in millions)		
	Rural	Urban	Total	Rural	Urban	Total
2009-10	33.8	20.9	29.8	278.2	76.5	354.7
2011-12	25.7	13.7	21.9	216.7	53.1	269.8

Source: Report of the Expert Group to review the Methodology for measurement of Poverty, Government of India, Planning Commission-June, 2014.

SLUM POPULATION IN INDIA

1.14 As per Census of India 2001 and 2011, the slum population has been enumerated at 52.37 million and 65.49 million, respectively. State-wise Slum population in Census-2011 and Census-2001 is as follows:

State wise Slum Population in India in Census-2011 and Census 2001

(in number)

States/UTs	Census 2011		Census 2001	
	@ Slum Population	Slum Reported Town	#Slum Population	Slum Reported Town
Andhra Pradesh *	10186934	125	6268945	118
Arunachal Pradesh	15562	5	NS	NS
Assam	197266	31	89962	12
Bihar	1237682	88	818332	92
Chhattisgarh	1898931	94	1097211	34
Goa	26247	3	18372	3
Gujarat	1680095	103	1975853	79
Haryana	1662305	75	1681117	49
Himachal Pradesh	61312	22	NS	NS
Jammu & Kashmir	662062	40	373898	12
Jharkhand	372999	31	340915	23
Karnataka	3291434	206	2330592	154
Kerala	202048	19	74865	21
Madhya Pradesh	5688993	303	3776731	142
Maharashtra	11848423	189	11975943	176
Manipur	NS	0	NS	NS
Meghalaya	57418	6	109271	4
Mizoram	78561	1	NS	NS
Nagaland	82324	11	NS	NS
Odisha	1560303	76	1089302	57
Punjab	1460518	73	1483574	59
Rajasthan	2068000	107	1563063	93
Sikkim	31378	7	NS	NS
Tamil Nadu	5798459	507	4240931	242
Tripura	139780	15	47645	4
Uttar Pradesh	6239965	293	5756004	238
Uttarakhand	487741	31	350038	19
West Bengal	6418594	122	4663806	89
A & N Islands	14172	1	16244	1
Chandigarh	95135	1	107125	1
D & N Haveli	NS	0	NS	NS
Daman & Diu	NS	0	NS	NS
Delhi	1785390	22	2029755	16
Lakshadweep	NS	0	NS	NS
Puducherry	144573	6	92095	5
INDIA	65494604	2613	52371589	1743

Note: 'NS' indicates slum not reported.

Note: * : Andhra Pradesh means the erstwhile State of Andhra Pradesh i.e., the area now comprising the present-day State of Andhra Pradesh and Telangana.

@ Slum Population estimated for 2613 slum reported cities/towns (includes 20 Census towns) out of 4041 statutory towns in Census 2011.

Slum population estimated for 1743 cities/towns having above 20,000 population and reported slums in 2001 census

Source: Census of India 2011, Primary Census Abstract for Slum.

CHAPTER II

OVERALL ANALYSIS OF DEMANDS FOR GRANTS (2016-2017)

2.1 Budget of the Ministry of Housing and Poverty Alleviation comprises one Demands for Grants i.e., Demand No. 50. The overall BE for the year 2016-2017 is Rs.5411.00 crore (Gross), including both Plan and Non-Plan. The entire plan outlay of Rs. 5400.00 crore provision is for Revenue Section only. The break-up of Plan and Non-Plan provision is Rs.5400.00 crore and Rs.11.00 crore, respectively.

The Budget Allocation for 2016-17 (Plan and Non-Plan) is as under:

(Rs. in crore)

Demand No. 50	Gross			Net			Net		
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Revenue	Capital	Total
	5400.00	11.00	5411.00	5400.00	11.00	5411.00	5411.00	0.00	5411.00
Total	5400.00	11.00	5411.00	5400.00	11.00	5411.00	5411.00	0.00	5411.00

2.2 Out of the Plan provision of Rs. 5400.00 crore, following specific allocations have been made:

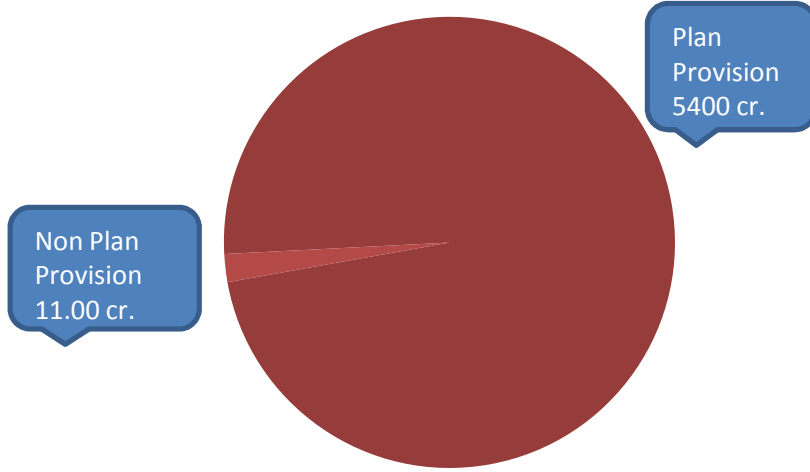
(i) Provision for North Eastern Region - Rs. 102.50 crore, viz., 1.89 % of total Plan provision

(ii) Scheduled Caste Sub-Plan - Rs.1047.20 crore, viz., 19.39 % of total Plan provision

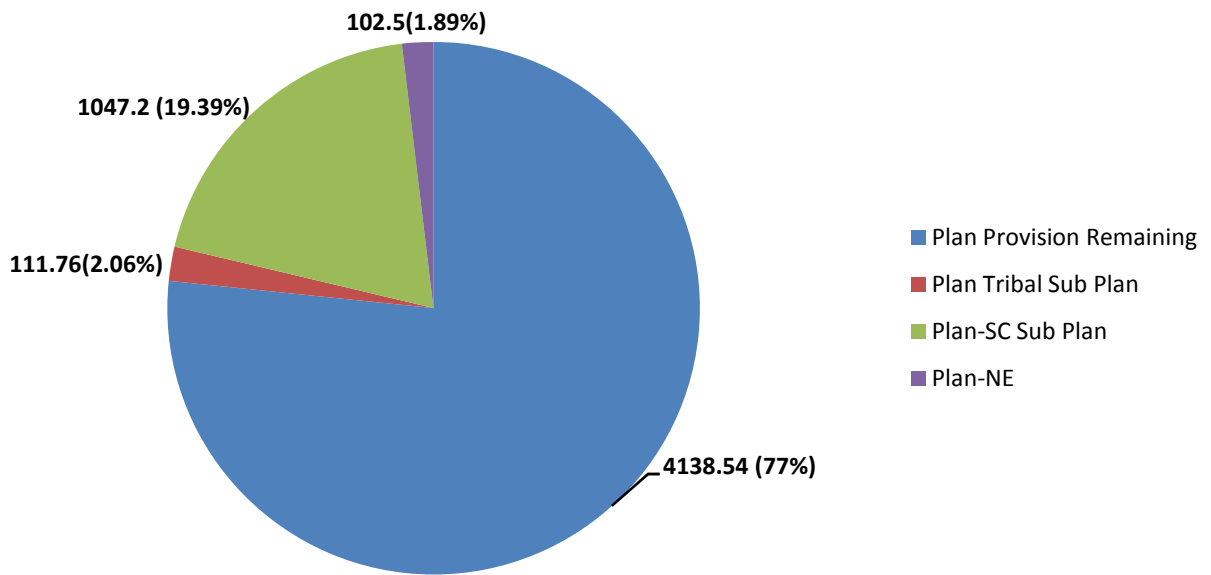
(iii) Tribal Sub-Plan - Rs. 111.76 crore, viz., 2.06 % of total Plan provision

Revenue Rs. 5,411.00 crs.

Budget Allocation 2016-17 (In Rs. Crs)



Budget Allocation (2016-17)



2.3 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
2010-11	3914.60	1000.00	880.00	821.42
2011-12	1134.89	1100.00	1000.00	953.82
2012-13	2835.48	1155.00	950.00	930.10
2013-14	1721.10	1400.00	1200.00	1078.79
2014-15	6862.56	6000.00	3400.00	2715.42
2015-16	7134.18	5625.30	1952.00	1755.88
2016-17	4487.28	5400.00	-	-

2.4 The year wise budgetary allocation against the total Central Government outlay both in absolute and percentage term during the last six years and the percentage share of budgetary allocation of the Ministry against the GDP is as under:-

(Rs. in crore)

Year	Total central Govt. outlay	Ministry's Budget Allocation	% of Central Govt. Budget	Against GDP at current Prices
2010-11	1108749.24	1007.03	0.090 %	0.013 %
2011-12	1257728.83	1107.60	0.088 %	0.012 %
2012-13	1490925.00	1163.00	0.078%	0.012%
2013-14	1665297.00	1468.02	0.088%	0.013%
2014-15	1794891.96	6008.62	0.33%	0.051%
2015-16	1777477.04	5634.47	0.31%	-
2016-17	1978060.45	5400.00	0.27%	-

2.5 The BE, RE during the year 2015-16 and BE for the year 2016-17 indicating percentage variation in respect of Ministry of Housing and Urban Poverty Alleviation is as under:-

Demand No.50	BE 2015-16		RE 2015-16		BE 2016-17		% Variation over BE 2015-16 & BE 2016-17 Excess(+) Saving (-)		% Variation over RE 2015-16 & BE 2016-17 Excess(+) Saving (-)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	5625.30	9.17	1952.00	9.17	5400.00	11.00	-4.01%	19.96%	176.64%	19.96%
Capital	0.00	0.00	0.00	0.00	0.00	0.00	0.00%	0.00%	0.00%	0.00%
TOTAL	5625.30	9.17	1952.00	9.17	5400.00	11.00	-4.01%	19.96%	176.64%	19.96%

2.6 The BE of 2015-16 has been reduced from Rs. 5634.47 crore to 1961.17 crore. at RE stage. The reduction at RE is of Rs. 3673.30 crore. In comparison to BE 2015-16, the BE of 2016-17, there is reduction of Rs. 223.47 crore.

The Scheme-wise BE, RE and Expenditure(2015-16) and BE(2016-17) are stated as under:

	Name of Schemes/ Scheme	B. E. 2015-16	RE 2015-16	Exp. up to 31.03.16	% Exp. With respect to RE 2015-16	BE 2016-17
1.	Pradhan Mantri Awas Yojana - Urban	4000.00	1231.23	1218.81	98.99%	4400.00
2.	Establishment and Capacity Building Expenses for PMAY (U)	150.00	39.86	25.08	62.92%	68.90
3.	Past Liabilities #	465.00	132.99	4.81	3.62%	100.00
4.	Establishment Expenses for Past Liabilities	3.30	11.30	3.79	33.54%	0.00
5.	Rajiv Rinn Yojana (RRY)*	450.00	0.12	0.12	100%	0.00
6.	Credit Linked Subsidy Scheme (CLSS) under PMAY (U) – Central Sector	0.00	200.00	200.00	100%	475.00
7.	Secretariat General Services	1.98	0.50	0.21	42.00%	1.00
8.	Building Centre Scheme*	0.01	0.00	0.00	0.00%	0.00
9.	Building Material Technology & Promotion Council (BMTPC)	5.00	13.00	13.00	100%	5.00
10.	Credit Risk Guarantee Fund Trust (CRGFT)	15.00	15.00	15.00	100%	15.00

11.	Institutional Development for Inclusive Urban Governance	0.01	4.80	4.60	95.83%	5.00
12.	Scheme for Drinking Water Supply for Slums affected with Japanese Encephalitis (JE) and Acute Encephalitis Syndrome (AES)	0.00	15.00	0.00	0.00%	5.00
13.	National Building Organisation (NBO)					0.10
14.	Technical Assistance from Department for International Development (DFID) - EAP	0.00	0.95	0.90	94.7%	0.00
15.	Capacity Building for Urban Development– World Bank - EAP	0.00	0.95	0.78	82.11%	0.00
16.	Deendayal Antodaya Yojana (DAY)/ National Urban Livelihood Mission (NULM)	500.00	250.00	239.72	95.89%	293.00
17.	Administrative Expenses for DAY/NULM	10.00	11.30	4.45	39.38%	7.00
18.	Lumpsum Provision for Project/Schemes for the benefit of the NER & Sikkim	25.00	25.00	24.61	98.44%	25.00
	Total	5625.30	1952.00	1755.88	89.95%	5400.00

Total Exp % - 31.21% of BE and 89.95% of RE

Past Liabilities under PMAY (Urban) to clear liabilities of on-going projects approved earlier under RAY and JNNURM (BSUP & IHS DP)

* Schemes cease to exist in 2016-17

2.7 When enquired as to why this year, under the Demand No. 50, Ministry of HUPA, the entire BE (2016-17) is reflected only under three main/major schemes programmes namely, 1. Secretariat-General Services; 2. Pradhan Mantri Awas Yojna (Urban); and 3. National Urban Livelihood Mission, whereas, RE 2015-16 section/portion, under the same Demand No. 58, reflected actual (2014-15), BE/RE (2015-16), from Sl. No., or if we say, scheme/programme-wise sequence numbers, from 4 to 22, i.e., the entire allocation/expenditure, spreaded into 19 scheme numbers, the Ministry in their written reply stated as under:

"As per the instructions of MoF, all the schemes being run by HFA Directorate have been rationalized and are kept under one umbrella scheme Pradhan Mantri Awas Yojana. Details of actual 2014-15, BE/RE 2015-16 and BE 2016-17 are as under.

Actual Expenditure 2014-15, BE & RE 2015-16 and BE 2016-17

(Rs. In Crore)

Sl. No	Name of Scheme	2014-15	2015-16		2016-17
		Expenditure	Budget Allocation	Revised Estimates	Budget Allocation
1	BSUP	647.70	465.00	75.99	100.00

		IHSDP	141.62	0.00	57.00	
		Administrative & Other Expenses	9.92	3.30	11.30	2.90
Total (JnNURM)			799.24	468.30	144.29	102.90
2	RAY	ACA	1092.96	-		-
		Capacity Building	32.15			
Total (RAY)			1125.11			
3	PMAY-HFA (U) Mission	ACA (RAY & HFA)	-	4000.00	1231.23	4400.00
		Capacity Building	-	137.50	35.00	56.00
		Administrative & Other Expenses	-	12.50	4.86	10.00
Total (HFA)			-	4150.00	1271.09	4466.00

2.8 In reply to a query as to why the plan BE 2015-16 of Rs. 5625.30 crore was provided which is less than the BE 2014-15 of Rs. 6000.00 crore whereas the Govt. of India seems to give more thrust to the agenda activities of Ministry of HUPA, the Ministry in their written reply stated as under:

"Earlier, the mission period of JNNURM (BSUP & IHSDP components) was till 31.03.2015 and accordingly, all the committed liabilities under the mission were projected in the FY 2014-15. Whereas, in the FY 2015-16, owing to launch of new mission PMAY (U), provision for RAY was not made in BE 2015-16. Further, due to excess releases to States/UTs against cancelled/curtailed projects, provisions under JNNURM were reduced."

2.9 On a query about the reasons as to why the Plan BE (2016-17) is continuously showing lowering trends, as it is Rs. 5400.00 crore which is Rs. 225.30 crore less than the plan BE (2015-16) of Rs. 5625.30 crore, and Rs. 600.00 crore, lower than the plan BE (2014-15) of Rs. 6000.00 crore, the Ministry in their written reply stated as under:

"BE provisions were gradually reduced for subsequent FYs. Further, in view of excess funds lying with States/UTs against cancelled/curtailed JNNURM projects, actual release was in few cases only and since RAY has been subsumed in PMAY (U) mission, BE 2016-17 is projected keeping in the view of PMAY (U) mission mainly."

2.10 The Committee have been informed about the outlay, BE,RE, Actual expenditure, shortfall/excess, percentage of actual expenditure against RE, percentage of shortfall/Excess (as the case may be) against BE/RE, during each of the last five years and the current year, as under:

MINISTRY OF HOUSING & URBAN POVERTY ALLEVIATION									
Year	Proposed outlay	BE	RE	Actual Expenditure	Shortfall to BE	Shortfall/ to RE	% of Actual Exp. against BE	% of Actual Exp. against RE	% of shortfalls to RE
2011-12	1074.89	1100.00	1000.00	953.82	146.18	46.28	86.71	95.38	-4.62
2012-13	2736.88	1155.00	950.00	930.11	224.89	19.89	80.52	97.90	-2.10
2013-14	1721.10	1460.00	1200.00	1078.79	381.21	121.21	73.88	89.89	-10.11
2014-15	6862.56	6000.00	3400.00	2715.42	3284.58	684.58	45.25	79.86	-20.14
2015-16	7134.18	5625.30	1952.00	1755.88	3869.42	196.12	31.21	89.95	-10.05
2016-17	4487.28	5400.00							
Total	24016.89	20740.3	44757.19	7434.02					

2.11 On a point as to what are the reasons for drastic reduction in plan RE (2015-16) at Rs. 1952.00 crore from plan BE (2015-16) of Rs. 5625.30 crore, the Ministry in their written reply stated as under:

"The flagship scheme Pradhan Mantri Awas Yojana (Urban) for which Rs. 4150.00 cr. was provided in BE 2015-16, was approved on 17.06.2015 and launched on 25.06.2015. In order to implement the Mission, this Ministry requested the State/UT Governments to complete the various formalities required under the Mission, viz. identification of SLNA (by 15th August 2015), signing of MoAs and city selection (by 31st August 2015), completion of demand survey (by 30th September 2015), preparing Housing for All Plan of Action (by 31st October 2015), forwarding details of projects approved by State level Sanctioning cum Monitoring Committee for release of admissible central assistance (31st December 2015) etc. Therefore, at the time of finalization of RE 2015-16, no demand from States/UTs were received under PMAY (U) as they were at the preparatory stages for implementing the Mission."

2.12 When enquired as to why the plan actual 2014-15 is Rs. 2715.42 Cr. against the BE 2014-15 of Rs. 6000.00 crore and the reasons for more than 50% shortfall against BE, the Ministry stated as under:

"Reasons for shortfalls are as under:

- a) Non-receipt of UCs from States/UTs

- b) Cancellation of projects/curtailment of DUs under JNNURM resulted in excess funds with States/UTs and thus, actual releases were not made.
- c) Non-settlement of claims of appraisal agencies towards TPIMA/DPR/Monitoring charges.
- d) Non-sanction of new projects under RAY as the scheme was to be discontinued in view of proposed new mission PMAY (U)."

2.13 On a supplementary query about the reasons for proposed outlay of Rs.4487.28 crore in 2016-17 which happens to be very low in comparison to Rs.7134.18 crore proposed in 2015-16, the Ministry stated in their reply as under:

" The reasons for proposed outlay of Rs. 4487.28 crore in 2016-17 which happens to be very low in comparison to Rs. 7134.18 Crore proposed in 2015-16 is due to subsuming of schemes of Rajiv Awas Yojana under PMAY (U), JNNURM under Past Liabilities and less allocation under Credit Linked Subsidy Scheme. Further, the schemes implemented by Ministry of HUPA are demand driven and requirement of funds depends upon projections made on that basis. However, the outlay for 2016-17 stands at Rs. 5400.00 Crore which is only 4% less than the outlay of Rs. 5625.30 Crore for 2015-16."

2.14 During Evidence, the witness explained the Committee about their strategies to utilise their Budget 2016-17 as under:

"That was a challenge before us. Firstly, we have 2.5 lakh houses which are ongoing under JNNURM. This has to be completed; we are doing regular review meetings. In 2015-16, 97,000 houses were built. Some 25,000 houses were unoccupied. There are reasons for it. We have to ensure the occupancy."

For Pradhan Mantri Awas Yojana, Rs.4,400 crore for three verticals. Sir, Rs.475 crore was given for credit linked subsidy which is basically the subsidy on bank loan."

We had estimated a shortage of around 2 crore houses but given the kind of demands, the realistic projection would be around 1.22 to 1.5 crore Dwelling Units. Most of the demands are coming in two categories – either beneficiary led housing or houses in partnership."

We have already sanctioned/accepted projects for which the funding is Rs.35,620 crore. The first instalment of 40 per cent is to be issued by the Government immediately on acceptance. Our liability comes to Rs.3,587 crore. I could release only Rs.1,099 crore. Basically this means I have as on today a committed liability of Rs.2,400 crore. But I have only been given Rs.4,400. So, I have only Rs.2,000 crore which I can spend on Pradhan Manti Awas Yojana."

I am looking for a potential demand of 50 lakh houses next year. I am also looking at 20,000 accessing bank loans. I need a budget of Rs.8,815 crore for 2016-17. I received Rs.4,400 crore and I request the hon. Committee to recommend that at the Revised Budget stage we are accorded an enhanced budget."

2.15 When enquired as to how would the Ministry justify their stand taken during Evidence sitting of the Parliamentary Committee on Urban Development held on 31.3.2016, wherein, the Secretary, Ministry of HUPA categorically and emphatically stated that the Ministry would require Rs. 8815.00 crore Allocation in 2016-17 for better execution of their Planned Schemes/Programmes, whereas, they themselves have proposed an Outlay of Rs.4487.00 crore only, the Ministry clarified as under:

"Since the launching of the PMAY (Urban) Mission, there are certain steps which the States/UTs have to take before forwarding their proposals to the Government of India. These are follows:

- i) Initiation of demand survey
- ii) Identification of the State Level Nodal agency
- iii) Notification of State Level Appraisal Committee and State Level Sanctioning and Monitoring Committee
- (iv) Identification of statutory towns to be selected for inclusion in the mission and with concurrence of Government of India.
- (v) Preparing DPRs after selection of verticals
- (vi) Appraising DPRs by the State Level Appraisal Committee
- (vii) Sanction of the projects by the State Level Sanctioning and Monitoring Committee.
- (viii) Forwarding proposals to Government of India for funding.

After completing such steps, States will be in a position to send their approved projects for consideration of funding to the Government of India. The first set of approved proposals were received in November, 2015 and gradually through the months of January, February and March, 2016, more proposals were received by Government of India.

As demand survey progresses and as the pace of receipt of proposals is intensified, the Ministry of HUPA is able to arrive at a broad estimation of the incidence and volume of funding that would be required in 2016-17. Hence, subsequent demand was projected for Rs.8815 crore as compared to the outlay proposed by Rs.4487 crore only which was proposed much earlier (at the stage of RE 2015-16) and which was prior to the receipt of proposals from the States."

CHAPTER-III

SCHEME-WISE ANALYSIS OF DEMANDS FOR GRANTS (2016-17) OF THE MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

3.1 On a query about the various schemes/programmes under jurisdiction of the Ministry of HUPA which directly caters to the Housing segment and the schemes/ programmes which directly takes care of Urban Poverty Alleviation, justifying the very nomenclature of the Ministry, the Ministry stated as under:

"(A) Government implemented the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) for assisting State Governments in providing housing and basic services to urban poor/ slum dwellers in 65 select cities under the Sub Mission Basic Services to the Urban Poor (BSUP) and in other cities and towns, under the Integrated Housing and Slum Development Programme (IHSDP). Mission duration was 7 years from 2005-06 which has been extended up to March, 2017 for completion of projects sanctioned up to March, 2012.

(B) Government also implemented Rajiv Awas Yojana (RAY) for providing houses along with basic civic and social infrastructure for slum dwellers and urban poor. Rajiv Awas Yojana has been discontinued and liabilities against 183 ongoing RAY projects have been subsumed in Pradhan Mantri Awas Yojana-Housing for All (Urban) Mission.

(C) In pursuance of the Government's vision of facilitating housing to all by 2022, the Government has launched "Pradhan Mantri Awas Yojana-Housing for All (Urban)" Mission on 25.6.2015. The PMAY(U) Mission aims to provide assistance to States/UTs in addressing the housing requirement of the slum dwellers and urban poor with the following verticals:

- (i) "In situ" Slum Redevelopment through private participation using land as resource;*
- (ii) Credit Linked Subsidy Scheme (CLSS);*
- (iii) Affordable Housing in Partnership; and*
- (iv) Subsidy for beneficiary-led individual house construction or enhancement.*

(D) The Ministry of Housing and Urban Poverty Alleviation has launched National Urban Livelihoods Mission (NULM) in 12th Plan w.e.f 24th September, 2013 replacing the erstwhile Swarna Jayanti Shahari Rozgar Yojana (SJSRY). 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 aim at providing shelter equipped with essential services to the urban homeless in a phased manner. In addition, the Mission would also address livelihood concerns of the urban street vendors by facilitating access to suitable spaces, institutional credit, social security and skills to the urban street vendors for accessing emerging market opportunities."

3.2 The Ministry had earlier been implementing BSUP /IHSDP components of JNNURM and Rajiv Awas Yojana (RAY). The Government has now launched Pradhan Mantri Awas Yojana (Urban) Mission.

JAWAHARLAL NEHRU NATIONAL URBAN RENEWAL MISSION (JNNURM)

3.3 The Committee has been informed that JNNURM was launched on 3rd December, 2005 for assisting State Governments in providing housing and basic services to urban poor/slum dwellers in 65 select cities under the Sub Mission Basic Services to the Urban Poor (BSUP) and in other cities and towns, under the Integrated Housing and Slum Development Programme (IHSDP). Mission duration was 7 years from 2005-06. The extended period of JNNURM ended on 31.03.2015. Government has further extended the Mission period by two years i.e. upto 31.03.2017 for BSUP and IHSDP components of JNNURM only to complete ongoing projects that were sanctioned upto 31.3.2012.

3.4 The Ministry informed that Total outlay in the 12th Five Year Plan and proposals made by the Ministry for 12th Five Year Plan year-wise/project-wise are as under:

(Rs. in crore)

Allocation during 12 th Plan	BE	RE	Release
Year 2012-13*	3347.5	2003.24	1923.63
Year 2013-14*	2694.1	1662.41	1712.91
Year 2014-15	1620.01	818.47	645.22
Year 2015-16	465	132.99	2.61 (As on 23.2.2016)
Year 2016-17	102.90	-	NA
TOTAL	8229.51	4617.11	4284.37

*Release during 2012-13 and 2013-14 included release made by Ministry of Finance under ACA.

3.5 The Ministry also informed the Committee that the Budget Estimates, Revised Estimates and Actual Expenditure for the year 2011-2012, 2012-13, 2013-2014, 2014-15, 2015-16 and budget estimates for 2016-2017 showing separately Plan and non-Plan expenditure are as under :

(Rs. in crore)

Year	JNNURM		
	BE	RE	Actual expenditure
2012-13	3347.50	2003.24	1923.63
2013-14	2694.10	1662.41	1712.91
2014-15	1620.01	818.47	645.22
2015-16	465.00	132.99	2.61 (As on 23.2.2016)
2016-17	100.00	---	---

3.6 When asked whether any evaluation of JNNURM has been done, the Ministry informed this Committee that details of Independent Evaluation of JNNURM are as under:

"(a) In the 12th Plan document, Planning Commission has reviewed JNNURM scheme implemented during the 11th Plan period. In the chapter on Urban Development it has been observed that JNNURM renewed the focus on urban renewal. Besides augmenting the overall investment in the urban sector especially for basic services, it led to the creation of a facilitative environment for critical reforms in many States. However, while the programme has laid some foundations for a bolder urban programme, several of its objectives have not been fulfilled so far.

(b) JNNURM has also been evaluated by M/s Grant Thornton, an independent agency engaged by the Ministry of Urban Development. The study revealed that the JNNURM, being the first national flagship programme of this nature and size for the urban sector, has been instrumental in rejuvenating the urban space in the country. It is for the first time that the Central Government provided assistance of this kind for what is classified as a State subject as per the Constitution.

(c) The Ministry of Urban Development had set up a High Powered Expert Committee (HPEC) on Urban Infrastructure Services. The HPEC submitted its report in March, 2011 and has made the following key observations in the context of JNNURM:

(i) The Government of India has signaled the importance of the urban sector for the Indian economy by launching the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) in December, 2005. A major achievement of the JNNURM has been to highlight the urban agenda of reforms and create dynamism in a sector which has long suffered from neglect.

(ii) A substantially larger JNNURM with universal coverage of all, including the poor is needed. The Mission should extend over the 20-year period with funding from the Government of India equivalent to 0.25 per cent of GDP every year, as compared with the present level of 0.10 per cent.

The HPEC has recommended Rs. 4.1 lakh crores for the purpose of renewal and redevelopment of certain urban areas - covering slums.

(d) In September, 2011, on the request of the Ministry of Urban Development, the Planning Commission had constituted a Committee under the Chairpersonship of Shri Arun Maira, Member, Planning Commission to recommend new and improved JNNURM-

II. The Maira Committee has underscored the need for continuation of JNNURM with simplification of processes for implementation.

These recommendations highlight the importance of JNNURM for rejuvenation of urban infrastructure, particularly in context of constantly increasing urban population in India."

3.7 When asked about the number of Dwelling Units (DUs) sanctioned, constructed, occupied and cost incurred, the ministry replied that number of DUs unoccupied is a dynamic figure which gets updated /revised based on the DUs occupied on completion. This figure is updated every fortnight in the Ministry based on the inputs received from the States/UTs. The figure of unoccupied DUs given in the referred **Annexure-I** is the updated figure as on 30.03.2016. Details of cost incurred on unoccupied DUs, State/UT-wise, under JNNURM as on 30.03.2016 is also mentioned here.

Allotment of houses under JNNURM is the responsibility of State/UT Governments. Ministry reviews the status of ongoing projects under the schemes through Quarterly and Monthly Progress Reports, in the meetings of CSMC and review meetings at the level of Secretary (HUPA). Through these reviews, State/UT governments have been advised to allot unoccupied DUs under JNNURM expeditiously.

3.8 Under the Sub Mission Basic Services to the Urban Poor (BSUP) component of JNNURM, only select cities were taken up, as per the following norms / criteria:

	Category	Number
A	Cities with 4 million plus population as per 2001 census population	07
B	Cities with 1 million plus but less than 4 million population	28
C	Selected cities (of religious/historic and tourist importance)	28

65 Mission Cities/Urban Agglomerations (UAs) were identified in consultation with the States /UTs.

(b) The Integrated Housing and Slum Development Programme (IHSDP) component of JNNURM was launched for the other medium / small towns. The towns under this component were selected by the States/UTs in consultation with this Ministry.

RAJIV AWAS YOJANA (RAY)

The RAY scheme was applicable to all cities/UTs of the country. The scheme was applicable to all slums within a city, whether notified or non-notified (including identified and recognised), whether on lands belonging to Central Government or its Undertakings, Autonomous bodies created under the Act of Parliament, State Government or its Undertakings, Urban Local Bodies or any other public agency and private sector. It was also applicable to “urbanized villages” inside the planning area of the city, urban homeless and pavement dwellers. States/UTs were required to assess their own resource mobilization capacity and availability of allocated funds under the scheme while selecting cities. The selection for cities/UA for seeking Central assistance under this scheme was made by the States in consultation with this Ministry. The relevant RAY Guidelines prescribed the following criteria for selection of cities and UAs:

- (a) Cities/UAs with large proportion of slum dwellers be given priority.
- (b) District headquarters, cities of religious, historic, cultural, heritage and tourist importance be given preference.
- (c) Cities/UAs with predominance of SC/ST/minority population/other vulnerable section of the society be accorded priority.

PRADHAN MANTRI AWAS YOJANA (URBAN) - 'HOUSING FOR ALL'

3.9 Pradhan Mantri Awas Yojana (Urban) for ensuring housing for all in urban areas was launched on 25th June 2015 to be implemented during 2015-2022. The Mission provides central assistance to all eligible families/beneficiaries across all statutory towns for houses included under the mission. All statutory towns as per Census 2011 and towns notified subsequently are eligible to participate in the PMAY(U) Mission. Cities are however, to be proposed by the States/UTs for inclusion under the Mission as per their resources. States/UTs are having flexibility to include the Planning area as notified with respect to the Statutory towns and which surrounds the concerned municipal area.

The PMAY(U) Mission aims to provide assistance to States/UTs in addressing the housing requirement of the slum dwellers and urban poor through following four verticals:

- (i) “In situ” Slum Redevelopment through private participation using land as resource;
- (ii) Credit Linked Subsidy Scheme (CLSS);
- (iii) Affordable Housing in Partnership; and

(iv) Subsidy for beneficiary-led individual house construction or enhancement.

Under Credit Linked Subsidy Scheme (CLSS), one of the components of the Pradhan Mantri Awas Yojana (PMAY) - Housing for All (Urban) mission of the Ministry of Housing and Urban Poverty Alleviation, launched on 25.06.2015, the beneficiaries of Economically Weaker Sections (EWS) having household annual income upto Rs. 3.00 lakh and Low Income Group (LIG) having household annual income between Rs. 3.00 lakh and up to Rs. 6.00 lakh subject to their being otherwise eligible under the scheme, can avail of interest subsidy at the rate of 6.5% on the housing loans up to Rs.6.00 lakh from Banks, Housing Finance Companies and other such institutions for a tenure of 15 years or actual tenure of loan whichever is earlier for acquisition, construction and extension of house. The Net Present Value (NPV) of the interest subsidy will be calculated at a discount rate of 9%.

This Mission has subsumed earlier housing scheme, Rajeev Awas Yojana (RAY). It has also subsumed Rajiv Rinn Yojana (RRY) under its CLSS component.

The PMAY(U) Mission aims to provide assistance to States/UTs in addressing the housing requirement of the slum dwellers and urban poor with the housing shortage estimated at 2 crore; exact scope will, however, emerge after demand assessment by all States/Cities.

As on 21.03.2016, a total of 903 projects of 658 cities in 15 States have been accepted for construction of 6, 10,519 EWS Houses with Central share of Rs. 8969.88 crore out of which Rs. 1,099.48 crore has been released.

3.10 When asked about the mechanism available with Ministry of HUPA, for evaluation of the performance of this scheme, internally and externally, the Ministry replied as under:

"An Inter-Ministerial Committee viz. Central Sanctioning and Monitoring Committee (CSMC) constituted under the Chairpersonship of Secretary, Housing & Urban Poverty Alleviation (HUPA) is as an important decision making body responsible for overall review and monitoring of the Mission and releases of central assistance to the States / UTs under PMAY(U).

A Committee of Secretary (HUPA) and Secretary, Department of Financial Services (DFS), Ministry of Finance has also been constituted for monitoring the credit linked subsidy component of the Mission.

An inter-departmental State Level Sanctioning & Monitoring Committee (SLSMC) headed by the Chief Secretary of the concerned State is in-charge of overall implementation and monitoring of the Mission at State level.

A city level Mission envisaged under the chairpersonship of the Mayor or Chairman of the Urban Local Body (ULB) will monitor the implementation of the Scheme in the selected cities.

As regards earlier schemes, Ministry reviews the status of ongoing projects under these schemes through Quarterly and Monthly Progress Reports, in the meetings of Central Sanctioning and Monitoring Committee (CSMC) and review meetings at the level of Secretary (HUPA). Through these reviews, State/UT governments have been advised to complete the ongoing projects as early as possible within the extended period of JNNURM i.e. by 31.03.2017, submit plan of action for completion of ongoing projects, plan for 100% occupancy and submit the project completion certificates.”

3.11 Financial Outlays of some of the schemes as informed by the Ministry are given below -

Details of Actual Expenditure 2014-15, BE & RE 2015-16 and BE 2016-17

(Rs. In Crore)

Sl. No	Name of Scheme		2014-15	2015-16		2016-17
			Expenditure	Budget Allocation	Revised Estimates	Budget Allocation
1	JnNURM	BSUP	647.70	465.00	75.99	100.00
		IHSDP	141.62	0.00	57.00	
		Administrative & Other Expenses	9.92	3.30	11.30	2.90
Total (JnNURM)			799.24	468.30	144.29	102.90
2	RAY	ACA	1092.96	-		-
		Capacity Building	32.15			
Total (RAY)			1125.11			
3	PMAY-HFA (U) Mission	ACA (RAY & HFA)	-	4000.00	1231.23	4400.00
		Capacity Building	-	137.50	35.00	56.00
		Administrative & Other Expenses	-	12.50	4.86	10.00
Total (HFA)			-	4150.00	1271.09	4466.00

All statutory towns as per Census 2011 and towns notified subsequently are eligible to participate in the PMAY(U) Mission. Cities are however, to be proposed by the States/UTs for inclusion under the Mission as per their resources. States/UTs are having flexibility to include the Planning area as notified with respect to the Statutory towns and which surrounds the concerned municipal area."

3.12 On a point about the differences between (a) Central Sector Schemes; and (b) Centrally Sponsored Schemes of the GOI/M/o HUPA; in terms of their, terms of reference, financial physical, administrative management, power and control, the Ministry stated as under:

"Central Sector Schemes: It is 100% funded by Union Government and implemented by Central Government machinery. Centrally Sponsored Schemes: The schemes involves ratio of expenditure to be met by way of Grants to States/UTs and getting the matching share as per the ratio determined by Central Government."

3.13 On a further query about the funding pattern of each of the Centrally Sponsored Schemes of M/o HUPA at present, the Ministry stated as under:

" The funding pattern for various verticals of PMAY(U) is as under:

Verticals	Central assistance admissible
"In situ" Slum Redevelopment with participation of private developer using land as resource.	Slum rehabilitation grant of Rs. 1.00 lakh per house on an average to all eligible slum dwellers in all such project.
Promotion of Affordable Housing for weaker section through Credit Linked Subsidy. (Central sector Scheme)	The interest rate subvention at 6.5% for both EWS/LIG categories so that interest payable, at present is settled at 4%. If interest rate varies, even then interest subvention would remain at 6.5% and interest payable after subvention would vary. The subsidies payout on NPV basis would be about Rs. 2.3 lakh per house for both EWS and LIG.
Affordable Housing in partnership with public or private sector	Central assistance at Rs. 1.5 lakh per EWS house in projects where 35% of the houses are mandatorily for EWS category.
Subsidy for beneficiary-led individual house construction or enhancement.	Rs. 1.5 lakh per house for EWS category in slums or otherwise if States / cities make a project

3.14 The funding pattern of old schemes:

S.No.	Scheme	Funding pattern as per scheme guideline (Central: State)	New Funding pattern as per MoF instructions (Central: State)	
1.	RAY (subsumed under Housing for All (Urban))	Cities/UAs with population 5 lakh and above	50:50	50:50
		Cities/UAs with population less than 5 lakh	75:25	60:40
		Cities/UAs in NE and Spl category states	80:20	80:20
2.	BSUP (JnNURM)	Cities with 4 million plus population	50:50	50:50
		Cities with million plus population but less than 4 million population	50:50	50:50
		Cities/towns in NE states	90:10	80:20
		Other cities	80:20	50:50
3.	IHSDP (JnNURM)	States/UTs	80:20	50:50
		NE and Special category states	90:10	80:20

CLSS is a Central Sector Scheme and 100% funding is made by Govt. of India. Ministry of HUPA releases the advance of interest subsidy to Housing and Urban Development Corporation Ltd. (HUDCO) and National Housing Bank (NHB) being the Central Nodal Agencies (CNAs) to channelize the subsidy to the Primary Lending Institutions (PLIs) as per the scheme guideline."

3.15 It has been reported that under Pradhan Mantri Awas Yojna - Housing for All (Urban)-PMAY(Urban), the estimated housing shortage is in the order of 2 crore and exact number would however be assessed after demand assessment by cities and States under the Mission.

3.16 When enquired as to whether the M/o HUPA has prepared any schedule/targets dates to complete the assessment of shortage of houses by cities and States in a time bound manner, the Ministry in their reply stated as under:

"PMAY(U) Mission has been launched to achieve the Government's objective of facilitating housing to all by 2022. The housing requirement of the slum dwellers and urban poor with the housing shortage has been estimated at 2 crore; exact scope will, however, emerge after demand assessment by all States/Cities. For assessing the actual demand of housing, the PMAY(U) Guidelines, therefore, makes it incumbent upon the States/UTs to undertake a demand survey through suitable means. On the basis of demand survey and other available data, cities will prepare Housing for All Plan of Action (HFAPoA). On the basis of HFAPoA, States/Cities will subsequently prepare the Annual Implementation Plans (AIPs) dividing the task upto 2022 in view of the availability of resources and priority. The Mission Guidelines provides that the Annual Implementation Plan (AIP) will be pre-requisite for accessing the Central assistance from FY 2016-17 onwards."

3.17 On a point as to why there are two Major Heads, namely, (major head Pradhan Mantri Awas Yojana (Urban) - State Plan 2552 having Rs. 50.00 crore as BE (2016-17) and major Head 3601 having Rs. 4340.00 Crore as BE (2016-17) ; the ministry in their reply stated as under:

" Under Major Head 2552, the allocation of Rs. 50.00 Cr. has been made for PMAY (U) projects exclusively in NE States whereas the allocation of Rs. 4340.00 cr. in MH 3601 is for rest of the country."

3.18 When asked to apprise the Committee about the actual/measurable/visible impact of implementation of each of their schemes/programmes on the targeted beneficiaries and to state whether the impact is in commensurate with the public money spent on each of the Schemes, the Ministry replied as under:

"During the mission period of JNNURM, a total of 12,50,741 houses were sanctioned for construction of houses for urban poor including slum dwellers, out of which 10,00,383 houses have so far been completed. During the last three years and in current year, total number of houses completed under JNNURM is 3,90,445.

Under RAY, 17,040 houses have so far been completed (during the last three years and in current year) out of 1,41,848 houses sanctioned.

Under PMAY (U), 6,10,519 houses of EWS category have so far been considered for central assistance in 903 projects of 15 States, after its launch on 25.06.2015.

Detail of financial and physical progress of these schemes during last four years and the current year are as reported to be as under:"

3.19 Scheme wise, year wise Financial progress during each of last four years and current year are as under:

(Rs. In crores)

Particulars / Years		BSUP	IHSDP	JnNURM	RAY	PMAY
Central share Sanctioned	Up to 2010-11	10,349.92	5,201.52	15,551.44	-	-
	2011-12	960.28	1,001.20	1,961.48	210.00	-
	2012-13	-	-	-	711.25	-
	2013-14	-	-	-	1,980.94	-
	2014-15	-	-	-	703.77	-
	Current year	-	-	-	-	8,969.88
	Cumulative since inception	11,310.20	6,202.72	17,512.92	3,605.96	8,969.88
Central share Released	Up to 2010-11	7,017.38	4,205.50	11,222.88	-	-
	2011-12	1,580.61	699.66	2,280.27	67.94	-
	2012-13	1,111.53	799.89	1,911.42	97.18	-
	2013-14	1,109.73	593.70	1,703.43	705.73	-
	2014-15	641.67	133.05	774.73	1,092.96	-
	Current year	0.85	0.46	1.31	14.45	1,099.48
	Cumulative since inception	11,461.79	6,432.26	17,894.04	1,978.27	1,099.48

3.20 Scheme wise, year wise actual / measureable / visible impact of implementation (construction of houses for urban poor) during each of last four years and current year

(in nos)

Particulars / Years		BSUP	IHSDP	JnNURM	RAY	PMAY
Dwelling Units Sanctioned	Up to 2010-11	7,55,808	3,94,248	11,50,056	-	-
	2011-12	38,283	62,402	1,00,685	14,019	-
	2012-13	-	-	-	23,770	-
	2013-14	-	-	-	67,224	-
	2014-15	-	-	-	36,835	-

	Current year	-	-	-	-	6,10,519
	Cumulative since inception	7,94,091	4,56,650	12,50,741	1,41,848	6,10,519
Dwelling Units Completed	Up to 2010-11	2,95,674	1,20,689	4,16,363	-	-
	2011-12	1,38,882	54,693	1,93,575	-	-
	2012-13	46,872	41,479	88,351	-	-
	2013-14	53,214	48,148	1,01,362	4,424	-
	2014-15	68,680	48,001	1,16,681	3,306	-
	Current year	50,210	36,217	86,427	10,281	710
	Cumulative since	6,53,532	3,49,227	10,02,759	18,011	710
Dwelling Units Occupied	Up to 2010-11	1,14,951	70,174	1,85,125	-	-
	2011-12	1,11,358	53,216	1,64,574	-	-
	2012-13	65,234	25,789	91,023	-	-
	2013-14	78,141	45,935	1,24,076	405	-
	2014-15	80,702	74,480	1,55,182	2,127	-
	Current year	42,963	34,797	77,760	3,307	-
	Cumulative since	4,93,349	3,04,391	7,97,740	5,839	-

AFFORDABLE HOUSING

3.21 While informing their efforts to boost construction sector, the Ministry in a written reply stated as under:

"In order to boost the sluggishness in the construction sector, Ministry of HUPA has been trying to bring reliefs/measures through fiscal/budgetary supports.

As a result of the efforts, the following changes have been introduced in the Finance Bill 2016, which are expected to go a long way in boosting the construction sector:

- (a) *Exemption from the levy of service tax on the Service Tax on services in respect of:*
- (i) *Construction services under Housing for All (HFA) (Urban) Mission/ Pradhan Mantri Awas Yojana (PMAY);*
 - (ii) *Construction projects under "Affordable housing in partnership" component of PMAY, subject to carpet area of dwelling units of such projects not exceeding 60 square meters;*

- (iii) *Low cost houses up to a carpet area of 60 square meters per house in a housing project under any housing scheme of the State Government being exempted, with effect from 01.03.2016.*
- (iv) *100% deduction for profits to an undertaking from a housing project for flats up to 30 sq. meters in four metro cities and 60 sq. meters in other cities, approved during June 2016 to March 2019, and is completed within three years of the approval. Minimum Alternate Tax will, however, apply to these undertakings.*

In addition, there is 100% FDI through "automatic route" in the construction-development projects. Further, relaxation and liberalization of various parameters under FDI would help boost the sector."

3.22 When asked if the tax exemption benefits will reach the intended beneficiary, the Ministry replies as under:

"The object of the exemption is to increase affordability of the house by reducing cost of construction. Since the developers would be tax exempt (except paying MAT), they may, in all possibility, pass on a certain portion of tax saved to the ultimate buyer in the form of reduced cost of dwelling units."

(ii) About the final cost of the flat, the Ministry further informed that:

"The final cost of the flat has not been capped. The cap is only on the area of the dwelling unit, which is 30 sq. mtrs and 60 sq. mtrs. in the metro and non-metro centers respectively. "

3.23 When asked will this provision of 100% deduction of profits for flats upto 30 sq. meters in 4 metro cities, not be misused by builders, the Ministry stated as under:

"The above budget announcement also proposes that while 100% deduction for profits would be allowed, the same would be subject to Minimum Alternate Tax (MAT), which means that the undertaking would be subject to levy of minimum alternate tax, which is computed based on the book profits earned by the undertaking and may be able to check the misuse."

3.24 When asked whether a 30 Sq. meter flat in cities like Mumbai would cost about 40 lakhs, which would be beyond the financial capacity of any poor person (Low cost house beneficiary) and in such scenario, will this provision benefit the intended beneficiaries, the Ministry stated as under:

"The cost of construction of a house of 30 sq. mtr. would depend on the locality, where the house or flat is intended to be constructed. If the construction is taken up

in the costly areas, the cost of house would be very high. However, the distant areas falling under the Municipal limits of Mumbai would definitely entail lower cost.

While this could be difficult to afford for EWS, the persons falling under LIG category may afford some of these houses with the financial assistance from banks or other financial institutions.

Further, the object of the exemption is to increase affordability of the house by reducing cost of construction. Since the developers would be tax exempt (except paying MAT), they may, in all possibility, pass on a certain portion of tax saved to the ultimate buyer in the form of reduced cost of dwelling units."

Credit Linked Subsidy Scheme(CLSS)

3.25 On a query as to how many applications under CLSS have been received, rejected and pending along with reasons for rejections, State/UT-wise; and category-wise; with a special mention of preferred categories and the number of applicants who have been granted loans out of the total No. of applications received, the Ministry replied as under :

" NHB and HUDCO have reported that, till date, claims released/under process are about Rs. 138 crore, benefitting about 7,000 households. The data related to the total number of applications received, rejected and pending and the reasons for their rejections by Banks/PLI are not available with NHB and HUDCO as this information is spread over all the PLIs across the country and this information is not maintained centrally by the CNAs."

3.26 When asked as to why being the Apex Authority of Government of India at the national level for formulations of housing policy and programme, administering of plan schemes, collection and dissemination of data on housing etc., Central Government, has still failed to get the systematic data collection from CNAs of their Scheme, viz., CLSS on housing, the Ministry replied as under :

" It is submitted that CLSS is not being operated as a separate scheme by the PLIs but rather it is a subset of the whole set of housing loan applications received by the PLIs. There is, thus, no electronic database maintained separately for CLSS related housing loan applications. Eligible beneficiaries under CLSS are filtered from the overall loan applications received by the banks. Any change contemplated in respect of CLSS especially in so far as data regarding total applications received, rejected, etc would have to be first addressed by the banks from the point of view of the approach to be determined for the entire housing loan system. This would involve decisions to be taken by the nodal Ministry which is not the Ministry of HUPA.

Use of internet or other electronic tools to log in applications by the applicant, while being efficient, could lead to situations where illiterate and vulnerable sections of society belonging to EWS from feeling/being excluded or even giving rise to the possibility of middlemen taking advantage. Hence, movement towards a fully electronic mode needs to be gradual while building required capacities and awareness at ground level.

In so far as use of PFMS is concerned, it is stated that the primary objective of PFMS is to establish an efficient fund flow system and expenditure. In respect of CLSS, PFMS is used for transferring the interest subsidy to the CNAs. PFMS does not give information relating to the number of applications received/rejected. It is stated that the process of implementation of the CLSS component of PMAY (Urban) mission involves two stages. The first stage is where the beneficiary submits an application for a housing loan to avail the interest subvention under CLSS. In this stage, the PLI is required to undertake due diligence as per the banking norms applicable to ascertain the eligibility of the beneficiary as well as the scheme guidelines. In the second stage, the PLI approaches the CNA concerned, for release of interest subsidy for the home loan sanctioned by the PLI under CLSS. The data, therefore, is at present limited to the number of successful sanctions forwarded by the PLIs as per their due diligence.

The exact extent and nature of the information that can be captured by the CNAs has to be worked out in consultation with the PLIs keeping in view the factors like the due diligence of the banks, the stage at which the application is considered as complete, etc. In view of the facts stated above and, in particular, the responsibility of the PLIs to ensure due diligence, the Ministry has not laid down any specific time limit clause for disposal of an application by the PLI under the CLSS."

DEENDAYAL ANTYODAYA YOJANA (DAY) - NATIONAL URBAN LIVELIHOODS MISSION (NULM)

3.27 The Committee has been informed that the Ministry of Housing and Urban Poverty Alleviation had launched "National Urban Livelihoods Mission (NULM)" in the 12th Five Year Plan w.e.f 24th September, 2013 which replaced the then Swarna Jayanti Shahari Rozgar Yojana (SJSRY). The NULM focuses on organizing the urban poor into self help groups, creating opportunities for skill development leading to market-based employment and helping them to set up self-employment ventures by ensuring easy access to credit. The Mission aims providing shelters equipped with essential services to the urban homeless in a phased manner. In addition, the Mission also addresses livelihood concerns of the urban street vendors. NULM has been renamed as "Deendayal Antyodaya Yojana (DAY) – National Urban Livelihoods Mission".

DAY- NULM has seven components:

- 1) Social Mobilization and Institution Development (SM&ID)
- 2) Capacity Building and Training (CB&T)
- 3) Employment through Skills Training and Placement (EST&P)
- 4) Self Employment Programme (SEP)
- 5) Support to Urban Street Vendors (SUSV)
- 6) Shelter for Urban Homeless (SUH)
- 7) Innovative & Special Projects (I&SP)

3.28 Total outlay in the 12th Five Year Plan and proposals made by the Ministry for 12th Five Year Plan year-wise/project-wise;

Total outlay proposed by the Ministry and actual allocated during 12th Plan under SJSRY/ DAY-NULM are as follows:

12th Five Year plan (2012-2017) year wise under SJSRY/ DAY- NULM

(Rs in Crore)

Sl. No.	12 th Five Year plan (2012-2017)	Allocation Proposed by the Ministry*	Budget Estimate
1	2012-2013 (SJSRY)	1500.00	838.00
2	2013-2014 (SJSRY)	1500.00	950.00
3	2014-2015 (NULM)	1003.00	1003.00
4	2015-2016 (DAY-NULM)	1005.00	510.00
5	2016-2017 (DAY-NULM) #	400.00	300.00

* As proposed by the UPA Division.

#NULM has been renamed as “Deendayal Antyodaya Yojana (DAY) – National Urban Livelihoods Mission”.

Total outlay proposed and actually allocated for respective schemes/programmes during 12th Plan so far and also proposed for respective schemes/programmes for remaining period of 12th Plan.

3.29 Physical targets during the 12th Five Year Plan under SJSRY/ DAY-NULM:

Year	Self Employment Programme (SEP)	Employment through Skills Training and Placement (EST&P)	Number of Self – Help Groups to be formed (SM&ID)
2012-2013 (SJSRY)*	1,45,000	5,00,000	-
2013-2014 (SJSRY)*	1,60,000	4,00,000	-
2014-2015 (NULM)	60,000	5,00,000	40,000
2015-2016 (DAY-NULM)	30,000	3,00,000	30,000

*During 2012-13 and 2013-14 under SJSRY, target was not fixed for the Self-Help Group (SHGs).

3.30 Statement showing budget estimates, revised estimates and actual expenditure for the year 2011-2012,2012-13, 2013-2014,2014-15, 2015-16 and budget estimates for 2016-2017 showing separately Plan and non-Plan expenditure:

The SJSRY/ DAY-NULM is a centrally sponsored Plan Scheme:-

(Rs. in Crore)

Years	Budget Estimates	Revised Estimates	Actual Expenditure
2011-2012	813.00	800.50	790.37
2012-2013	838.00	704.46	778.18
2013-2014	950.00	777.53	720.43
2014-2015	1003.00	733.00	675.07
2015-2016	510.00	261.30	184.60*
2016-2017	300.00	-	-

* As on 15.02.2016.

3.31 When asked about Physical target, if any, set for each year in 2013-2014, 2014-15, 2015-16 and BE 2016-2017 achievement thereof with reasons for shortfall, if any, in achievement of targets are as under:

"The physical achievement under various Components of SJSRY/ DAY-NULM against the annual targets is given below:-

Years	Beneficiaries Assisted for setting up Individual/ Group of micro-enterprises		Persons provided skill training	
	Target	Achievement	Target	Achievement
2012-13	1,45,000	1,42,991	5,00,000	5,35,779
2013-14	1,60,000	1,34,160	4,00,000	7,05,507
2014-15 [#]	60,000	35,449	5,00,000	1,82,037
2015-16	30,000	35,640	3,00,000	1,45,124*

[#] 2014-15 was the first year of implementation of NULM, which was a revamped version of SJSRY. Constitution of Governing Council, Executive Committee, Mission Management Units, Task Force, hiring of experts staff and other capacity building activities by States took time.

As on 15.02.2016, the Monthly Progress Report (MPR) of some States/ UTs for the month of January, 2016 was awaited. Efforts are being made to spend balance funds and achieve the 100% targets.

* About 2.16 lakhs candidates are under-going training.

3.32 When asked about the details of seven components of DAY-NULM the ministry replied as under :

- i) "Social Mobilization and Institution Development (SM&ID):- Aims at mobilisation of urban poor households, into Self-Help Group and their federations. These groups will serve as a support system for the poor, to meet their financial & social needs.
- ii) Capacity Building and Training (CB&T):- Focuses on providing support for hiring of technical experts at the State/ ULB level & their capacity building & training for implementation of NULM.
- iii) Employment through Skills Training And Placement (EST&P):- Aims at providing assistance for skill development/ up-grading of the urban poor to enhance their capacity for self-employment or better salaried employment.
- iv) Self-Employment Programme (SEP) :- Aims at providing financial assistance to individuals and groups of urban poor for setting up gainful self-employment / micro-enterprises ventures.
- v) Support to Urban Street Vendors (SUSV):- Aims at providing support to urban Street Vendors for carrying their vocational activities. Its cover a socio- economic survey of street vendors, development of pro-vending urban planning and vendors' markets, credit-enablement of vendors, skill development and micro-enterprise development and convergence under various schemes of the Government.

vi) Shelter for Urban Homeless (SUH):- Aims at providing shelter for urban homeless equipped with essential services.

vii) Innovative & Special Projects (I & SP):- Focus on the promotion of novel initiatives in the form of innovative projects. These initiatives may be in the nature of pioneering efforts, aimed at catalysing sustainable approaches to urban livelihoods through Public, Private, Community Partnership (P-P-C-P), demonstrating a promising methodology or making a distinct impact on the urban poverty situation through scalable initiatives."

3.33 When asked about the physical achievement under various Components of DAY-NULM against the annual targets, the ministry replied as under :

Components	2014-2015		2015-16	
	Targets	Achievements*	Targets	Achievements
Employment through Skills Training and Placement (EST&P)				
Number of persons to be imparted skill training	5,00,000	1,82,037	3,00,000	Trained – 1,65,962 Undergoing – 2,67,963
Self-Employment Programme (SEP)				
Number of beneficiaries to be assisted for setting up individual & group micro-enterprises	60,000	35,449	30,000	43,979
Number of Self-Help Groups (SHGs) given SHGs Bank Linkages loans	30,000	35,435	20,000	44,924
Social Mobilisation & Institution Development (SM&ID)				
Number of Self-Help Groups (SHGs) to be formed	40,000	47,772	30,000	44,587
Number of SHGs to be given Revolving funds (RF)	30,000	18,677	22,500	29,478
Shelter for Urban Homeless (SUH)				
Number of Shelters to be completed (New Construction + Refurbishment+ O&M)	Sanctioned – 770 Operationalized - 270			
Support for Urban Street Vendors (SUSV)				
Number of Cities to complete vendor survey	Started – 453 Completed – 253 Street Vendors have been identified – 5,85,485 Street Vendors issued ID cards – 1,50,921			

2014-15 was the first year of implementation of NULM, which was a revamped version of SJSRY. Constitution of Governing Council, Executive Committee, Mission Management Units, Task Force, hiring of experts staff and other capacity building activities by States took time.

3.34 As on 21.03.2016, the Monthly Progress Report (MPR) of some States/ UTs for the month of February, 2016 is still awaited. Efforts are being made to spend balance funds and achieve the 100% targets.

Note: - The physical targets for 2016-17 are yet to be fixed.

DAY-NULM- Expenditure upto 20.3.2016

Year	Proposed outlay	BE	RE	Actual Expenditure	Shortfall/ Excess to BE	Shortfall/ Excess to RE	% of Actual Exp. against BE	% of Actual Exp. against RE	% of shortfall Excess to RE
2011-12	810.50	813.00	800.50	790.37	22.63	10.13	97	98.73	-1.27
2012-13	1500.00	838.00	704.46	778.18	59.82	-73.72	93	110.46	+10.46
2013-14	1500.00	950.00	777.53	720.43	229.57	57.10	76	92.66	-7.34
2014-15	1003.00	1003.00	733.00	675.07	327.93	57.93	67	92.10	-7.9
2015-16	1005.00	510.00	261.30	240.84*	269.16	20.46	47	92.17	-7.83
2016-17	400.00	300.00	-	-	-	-	-	-	-
Total	6218.50	4414.00	3276.79	3204.89					

3.35 State-wise number of shelters sanctioned under Deendayal Antyodaya Yojana- National Urban Livelihoods Mission since its inception

(As on. 31.03.2016)

Sr. No.	State/UTs*	Number of shelter sanctioned under NULM (New Construction, Refurbished and assistance for operation and maintenance)	Number of Shelter Operational
1	Andhra Pradesh	31	23
2	Bihar	48	-
3	Chhattisgarh	11	-
4	Gujarat	10	-
5	Himachal Pradesh	7	-
6	Jharkhand	35	-

7	Jammu & Kashmir	2	-
8	Karnataka	26	3
9	Kerala	8	-
10	Maharashtra	29	14
11	Madhya Pradesh	133	100
12	Mizoram	35	33
13	Odisha	26	-
14	Punjab	16	-
15	Rajasthan	87	3
16	Tamil Nadu	95	33
17	Telangana	41	24
18	Uttarakhand	8	-
19	Uttar Pradesh	72	-
20	West Bengal	50	37
Total		770	270

* Rest of the States/UTs have not sanctioned any project proposals for shelters till now.

3.36 When asked about the reasons for huge shortfall of 500 SUH, State/UT-wise and the efforts of Ministry of Housing and Urban Poverty Alleviation has made to get those 500 SUH fully operationalised, the ministry replied as under -

"Construction of new shelters involves tendering process, construction phase, engaging staff for management of shelters etc. The 500 sanctioned shelters are at different stage of constructions. The Ministry is constantly pursuing with the States for sanction of shelters and timely completion of the Projects. In this regard, Hon'ble Minister has taken 4 Zonal review meetings. Secretary (HUPA) has taken eight review meeting with the States/UTs. In addition, since launch of the Mission, the Ministry has also organized 29 State level workshops and 20 video conferences with States/UTs for effective implementation of NULM. Apart from that, Hon'ble Minister (HUPA) has written to Chief Minister of all States/UTs. Secretary (HUPA) has also written 10 letters to Chief Secretaries of all States/ UTs and 36 letters has been written by the NULM Mission Directorate to senior officers of States/ UTs from time to time. "

3.37 On a point as to the Ministry of Housing and Urban Poverty Alleviation has given any time- limit to the States/UTs whose sanctioned SUH are yet to be made operationalised, the Ministry in their reply stated as under -

"The ULBs are required to prepare a detailed project report for Construction of Shelter indicating the timelines for completion of the project. The States/UTs are authorised for consideration and approval of the proposals under SUH scheme submitted by ULBs through Project Sanction Committee (PSC) (Chaired by Secretary, Urban Development of the States). The Ministry is constantly pursuing the States/UTs for timely completion of the sanctioned projects".

3.38 When asked about the targets for SUH for 2016-17, the ministry informed that -

"The annual targets for 2016-17 are yet to be finalised by the Ministry which will be done on the basis of annual action plan submitted by States/ULBs for 2016-17".

3.39 The Committee was informed that the status of progress of SUSV in various cities is as under -

Number of cities to complete vendor survey	Started-453 Completed-253 Street Vendors have been identified 5,85,485 Street Vendors issued ID cards-1,50,921
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3.40 When enquired about the reasons for a shortfall of 200 for the Number of Cities which started the vendor survey and which completed the said survey, the ministry stated as under -

"As per the latest progress report from the States/UTs, out of 475 cities had started the survey and 277 cities have already completed the survey. The survey is in progress in rest of the 198 cities and the State/UT-wise details of SUSV are as under -

SUSV Component-Cumulative physical Achievement under NULM

Sl. No.	Name of the States/UTs	No. of Cities vendor survey started	No. of cities completed vendor survey
1.	Andhra Pradesh	32	0
2.	Arunchal Pradesh	7	7
3.	Assam	0	0
4.	Bihar	42	19
5.	Chattisgarh	28	23
6.	Goa	0	0
7.	Gujraat	0	0
8.	Haryana	0	0
9.	Himachal pradesh	16	2
10.	Jammu & Kashmir	10	22
11.	Jharkhand	22	0

12.	Karnataka	11	34
13.	Kerala	34	9
14.	Madhya Pradesh	13	55
15.	Maharashtra	55	25
16.	Manipur	42	1
17.	Meghalaya	1	0
18.	Mizoram	1	8
19.	Nagaland	8	2
20.	Odisha	2	7
21.	Punjab	13	1
22.	Rajasthan	16	21
23.	Sikkim	40	0
24.	Tamil Nadu	0	38
25.	Telangana	40	0
26.	Tripura	15	0
27.	Uttar Pradesh	0	3
28.	Uttarakhand	12	0
29.	West Bengal	13	0
30.	A&N Islands	1	0
31.	Chanddigarh	0	0
32.	D&N Haveli	1	0
33.	Daman and Diu	0	0
34.	Delhi	0	0
35.	Puduchery	0	0
	Total	475	277

3.41 On a point as to whether any time-limit is prescribed by the Ministry for States/UTs, in this regard, the Ministry replied as under :

" The States/UTs/ULBs are required to undertake the survey of street vendors as per the provisions of the Street Vendors (Protection of Livelihood and Regulation of Street Vending) Act, 2014. The Ministry has been regularly pursuing with the States/UTs for implementation of the provisions of the said Act. In this regard,

Hon'ble Minister has taken 4 Zonal review meetings. Secretary (HUPA) has taken eight review meeting with the States/UTs. In addition, since launch of the Mission, the Ministry has also organized 29 State level workshops and 20 video conferences with States/UTs for effective implementation of NULM. Hon'ble Minister (HUPA) has written 3 letter to all States/UTs. Apart from that, Secretary (HUPA), JS (UPA) and the NULM Mission Directorate has been regularly writing letter to States/ UTs in the matter."

3.42 On a query about the reasons for a huge shortfall of more than 4 lakhs ID Cards to street vendors who have been identified but not issued the IDs and by when all the identified Street Vendors will be issued their ID Cards, the Ministry informed as under :

"The States/ULBs are in process of survey of street vendors and issue of ID cards to them. The timelines for issue of ID cards will be fixed by the respective States/ULBs as per the rules and scheme framed under the provision of the Street Vendors (Protection of Livelihood and Regulation of Street Vending) Act, 2014".

ATTACHED OFFICE, PUBLIC SECTOR UNDERTAKINGS AND AUTONOMOUS BODIES UNDER MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

Attached Office

NATIONAL BUILDINGS ORGANISATION (NBO)

3.43 The National Buildings Organization (NBO) is involved with collection, tabulation and dissemination of statistical information on housing and building construction activities in the country. Housing and slum statistics do not form part of the extant system of administrative statistics. The decennial population Census enumerates stock of houses but does not provide information regarding current housing and building construction activity. Sample surveys by NSSO yield estimates regarding housing condition of households. With a view to ensuring that the schemes of the Ministry of Housing & Urban Poverty Alleviation are supported with relevant database, MIS and knowledge inputs, the activities of NBO have been appropriately restructured from time to time.

Public Sector Undertakings :

HOUSING AND URBAN DEVELOPMENT CORPORATION LIMITED (HUDCO)

3.44 HUDCO, the premier techno-financial institution engaged in the financing and promotion of housing and urban infrastructure projects throughout India, was established on April 25, 1970 as a wholly owned government company with the objective of providing long term financing and undertaking housing and urban infrastructure development programmes. HUDCO is a public financial institution under section 4A of the Companies

Act and has been conferred the status of Mini-Ratna. It has a pan-India presence through its wide network of regional and development office. HUDCO occupies a key position in the nation' growth plans and implementation of its policies in the housing and urban infrastructure sector. It aims to achieve sustainable growth in these sectors by catering to the needs of every section of the society, with a basket of delivery options in urban and rural housing and infrastructure development. HUDCO's operational business can be classified into the following two broad areas:

- Housing finance, wherein the borrowers include State government agencies, private sector and individual borrowers belonging to all sections of the society in urban and rural areas.
- Urban infrastructure finance, which covers social infrastructure and commercial infrastructure, including area development, water supply, sewerage, sanitation and drainage, road and transport, power, commercial infrastructure and other emerging sectors.

HUDCO, over four decades of its existence, has extended financial assistance for over 16.25 million dwelling units both in urban and rural areas and 2076 urban infrastructure projects. In sharp contrast to the policy adopted by the contemporary housing finance companies in the country, of targeting the affluent, middle and high income groups, HUDCO's assistance covers the housing needs of every class of the society, with special emphasis on economically weaker sections and the deprived. With a significant social orientation in its operation, 94.36% of the housing units sanctioned so far have been for the economically weaker sections (EWS) and Low Income Group (LIG) categories. Further, upto December 31, 2015, HUDCO has sanctioned a total loan of Rs. 52,497 crore for housing and Rs. 93,551 crore for urban infrastructure. Of this, Rs. 38,544 crore and Rs. 64,484 crore have been disbursed for housing and infrastructure projects respectively. HUDCO has established a track record of consistent financial performance and growth.

HINDUSTAN PREFAB LIMITED (HPL)

3.45 HINDUSTAN PREFAB LIMITED (HPL) 3.69 Hindustan Prefab Limited an ISO 9001:2008 is a scheduled 'C' Central Public Sector Enterprise under administrative control of Ministry of Housing & Urban Poverty Alleviation. It is engaged in the execution of projects on Turnkey basis i.e. from concept to completion on Project Management Consultancy. It is a brainchild of the first Prime Minister and established with the prime objective of providing Prefab houses to the people, displaced from Pakistan. HPL is currently providing Project Management Consultancy (PMC) for construction of projects in

15 states awarded to it through various State Governments and its agencies. By using building components and other prefab technologies, the time required for construction of projects reduces significantly thereby reducing the overall project cost considerably. Also, the prefab products rate higher on durability and eco-friendly in comparison with conventional methods. The prefab components provide ready answer for replacement of burnt bricks. They use considerable amount of fly ash and other agricultural waste in production of such components, which are environment friendly measures. During examination of Demands for Grants 2015-16, the Committee were observed that despite having the above-mentioned advantages and potential to grow, the prefab technologies costs are comparable to the conventional technologies still the demand for prefab technologies is limited. The fact that the mindset of the people at large and architects, engineers and policy makers in specific, to take prefab construction on a large scale is limited. Further lack of standardization in 56 building dimension and components coupled with absence of the technologies in the schedule rates of Government agencies at the Centre and States inhibit the use of prefab technologies in a large scale. HPL has signed an MoU with Construction industry Development Council (CIDC) to promote the adoption of prefabricated and pre-engineered technologies for achieving fast tract construction especially for the attainment of the goal of providing 'Housing for all by 2022'. The Committee therefore had earlier recommended that Ministry of HUPA should take concerted efforts and strive vigorously to change the mind set of all concerned engaged with construction agencies and complete all the projects without cost and time overrun by adopting Prefab technologies.

"HPL is currently engaged as a Project Management Consultant (PMC) for undertaking projects using both conventional and prefab technologies. The decision to use the technologies rests with the clients. HPL on its part has been advocating adoption of prefab technologies in the respective projects. In the current year, HPL has taken up works of construction of schools toilets under "Swachh Bharat Abhiyaan", where the construction is being undertaken using prefab technologies. Under the scheme, HPL is executing the works on behalf of major PSUs like Power Grid Corporation of India Limited (PGCIL), Power Finance Corporation (PFC), Northern Coalfields Limited (NCL), MSTC Limited, etc wherein nearly 15,000 toilets are being taken up. Further, HPL has also been advocating rapid construction technologies using prefab options. In the current year, HPL is executing various construction projects for NIT Jote, in Arunachal Pradesh, using pre-engineered building (PEB) concept costing about Rs.65 crore. HPL has been taking up with its

clients and stakeholders for extensive use of prefab technologies and is hopeful of getting major prefab works in the coming year."

3.46 When asked to state how much cost effective are the technologies HPL in comparison to the presently used construction technologies across the country, the Ministry in its written replies has stated as under:

"The Prefab technologies provide ready to use building components directly from factory while ensuring proper quality and cost effectiveness. By using these components and other prefab technologies, the time required for construction of projects reduces significantly, thereby reducing the overall project period considerably. Currently, the prefab technologies costs are comparable to the conventional technologies since the demand for prefab technologies is still limited. The cost of prefab components is directly related to the volume of production and with the increase in demand the cost will come down considerably making it cheaper than the conventional technology. However to achieve that, the prefab sector has to grow significantly. The current constraints for the lower growth of prefab sector is primarily due to the mindset of the people at large and architects, engineers and policy makers in specific, to take up prefab construction on a large scale. Further, lack of standardization in building dimension and components coupled with absence of the technologies in the Schedule of Rates of Government agencies of the Centre and States inhibit the use of prefab technologies in a large way."

3.47 Pertaining to durability and eco-friendliness of HPL products in comparison with the presently used technologies, it has also stated that:

"The prefab products rate higher on durability and eco-friendliness in comparison with conventional methods. The prefab components provide ready answer for replacement of burnt bricks, etc and also use considerable amount of fly ash and other agricultural waste in production of such components, impacting the environment positively."

3.48 In their second Report on Demands for Grants (2014-15) the Committee were of the strong opinion that Prefab technologies are the only answer to build smart cities and construction of Houses by 2022. In this regard, the Committee had desired the Ministry to bring necessary changes in schedule rates of the Government agencies. The Committee had recommended that the Government should make an all-out effort through seminars, exhibitions and advertisements, to make this prefab technology popular amongst all the concerned, for the benefit of not only HPL but also, the common man and the nation as a whole. In this regard on being asked about steps taken towards promoting prefab technology, the Ministry replied as under :

"HPL on its part has been actively taking up Government agencies manufacturers and other stakeholders in the sector regularly towards promotion of prefab sector. Recently, HPL has signed an MOU with CIDC to promote the adoption of pre-fabricated and pre-engineered technologies for achieving fast track construction especially for the attainment of the goal of providing "Housing for all by 2022". At the initiative of the Ministry of HUPA, HPL in coordination with the BMTPC is planning to set up an Integrated Prefab Technology Park at HPL Campus, New Delhi for displaying technologies and materials and also disseminating information on emerging construction technology, disaster resistance and sustainable building materials for cost effective and faster construction primarily focusing on prefab. This could act as a technology hub and incubation centre for prefab technologies. Building Materials & Technology Promotion Council (BMTPC), a sister organization of HPL under the Ministry of HUPA, has been assigned the role of developing the prefab technologies. BMTPC has played a major role in development of new innovative technologies and has also coordinated International bidding process for identification and certification of prominent prefab technologies for construction of houses for attainment of goal of 'Housing for All by 2022'."

3.49 When asked whether recommendation of the Committee for making this technology mandatory has been well taken by the Ministry, they have stated as under:

"HPL towards promoting the prefab technologies would be taking up of the activities such as organizing seminars and exhibitions which is also one of the parameters in the MOU to be signed with the Ministry of HUPA for the year 2015-16."

Autonomous Bodies

BUILDING MATERIALS & TECHNOLOGY PROMOTION COUNCIL (BMTPC):

3.50 Building Materials & Technology Promotion Council (BMTPC), since its inception in 1990, has been promoting innovative and alternate building materials and construction technologies into the field. As a technology promotion Council, BMTPC has been involved in multifarious activities such as demonstration construction, capacity building, skill development, organization of courses, hands-on training, exhibitions, development of guidelines, manuals & publications etc.

BMTPC is playing active role in disaster mitigation and management through publication of various technical documents and user manuals for common man. Capacity building programmes and technical workshops are organized by BMTPC on regular basis.

In view of the expertise and experience of BMTPC, Ministry of HUPA has designated BMTPC as Secretariat of Technology Sub-Mission under PMAY. Executive Director, BMTPC is the member secretary of the Technology Sub-Mission.

The Council, with the aim of assessing its impact and evolving an appropriate strategy for its growth and improving efficiency in its delivery of expected services, has subjected itself to four Reviews.

3.51 The major recommendation of the Parliamentary Committee on Urban Development includes that BMTPC has made an impact in the construction and building materials industry and the same need to be continued to improve overall productivity and cost efficiency in this sector. The Assessment of work and performance clearly suggest that the BMTPC fully qualifies for the type of assistance as envisaged in the Expenditure Reforms Commission (ERC) recommendations on Autonomous Bodies. It was also been advised that BMTPC should also work in the rural sector.

3.52 Following is the Statement showing budget estimates, revised estimates and actual expenditure for the year 2011-2012,2012-13, 2013-2014,2014-15, 2015-16 and budget estimates for 2016-2017 showing separately Plan and non-Plan expenditure:

(Rs. in crore)

Year	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Budget Estimates	5.50	5.00	5.00	5.00	5.00	5.00
Revised Estimates	5.50	5.00	5.00	5.00	13.00	-
Actual Expenditure	5.50	5.00	5.00	4.99	13.00	-

3.53 On the query of the Committee, the Ministry replied in a written statement that the BMTPC had proposed a proposal of Rs. 15 crore for 2016-17.

CENTRAL GOVERNMENT EMPLOYEES WELFARE HOUSING ORGANISATION
(CGEWHO)

3.54 Central Government Employees Welfare Housing Organisation 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 and registered as a Society, in Delhi, under the Societies Registration Act of 1860, on 17th July, 1990.

The Society, under its charter, has the mandate to undertake social welfare schemes on "No Profit-No Loss' basis, for the Central Government Employees serving and retired both, spouses of the deceased Central Government employees and employees in service of this Society, and spouses in case of deceased employees, by inter-alia promoting the construction of houses, and providing all possible help and required inputs, to achieve this object. Do all such things as are incidental, or conducive, to the attainment of any, or all the above objects.

The Organisation is managed by a General Body and governed by a Governing Council with the Secretary, Ministry of Housing & Urban Poverty Alleviation as its President, and Senior Officials drawn from the Ministry of Housing & Urban Poverty Alleviation; Ministry of Personnel, PG & Pension, Ministry of Law, Ministry of Finance, Housing & Urban Development Corporation & JCM, as ex-officio members. There is an Executive Committee with Joint Secretary (H), as its Chairman, to oversee and approve the proposals and plans for procurement of lands, appointment of Architects, Contractors and formulation of housing schemes.

3.55 When asked what is the mode of allocation of homes created under CGEWHO housing schemes, the Ministry replied as under :

"The mode of allocation of flats built by CGEWHO is by conducting a computerized draw of lots for allocating specific flats to the allottees."

3.56 On a query about the details of beneficiaries under CGEWHO housing schemes and whether autonomous bodies such as Lok Sabha Secretariat Employees, Rajya Sabha Secretariat Employees etc. are covered under this scheme, the ministry replied as under :

"Beneficiaries under the CGEWHO Housing Schemes are categorized as under :

Priority-I

- i) Central Government Employees Serving or retired Govt. Employees who are covered by the definition as given at Para2 (vii) of Part B of this Brochure, will be eligible.
- ii) Spouses of the deceased employees: Spouses of the deceased Central Government employees or deceased retired Central Government Employees would be eligible, if the deceased employees would have qualified by criteria 5(i) above.
- iii) Employees of the CGEWHO, with a minimum of one year of service, will be eligible.

Priority-II

Serving Employees of Central PSUs, State Govts., Union Territory Administration, Autonomous Bodies, Corporation, Nationalized Banks etc. Serving uniformed employees of the Ministry of Defence and serving employees of Ministry of Railways.

Priority-III

General Public, including retired/ spouses of deceased employees of Priority-II. Employees of Lok Sabha and Rajya Sabha Secretariat are applicable under Priority-II. This decision was given by the DOPT vide letter no. 24/2/2011-Welfare dated. 13th April'2011 and approved in the 47th Governing Council meeting dated. 11th August'2011 of CGEWHO."

3.57 When asked whether CGEWHO have taken up any new projects during each of the last 5 years and the current year and their details, the Ministry replied as under:

"CGEWHO has commenced the construction of following projects in the last 5 years and in current year:

Year	Construction Commenced at	DUs constructed/To be Constructed
2011	Kolkata (Ph II)	582
2012	Mohali (Ph II)	615
2013	Nil	-
2014	Bhubaneswar (Ph II)	240
2015	Nil	-
2016 (Current Year)	Greater NOIDA	2130

3.58 The details of the projects completed are as under :

Year	Project	DUs Constructed	Final Average Cost /Sq ft (Rs)	Total Cost of Project (Rs. in Crores)
2012	Chennai (Ph II)	572	1,352/-	71.00
	Jaipur (Ph II)	572	1,964/-	154.00
	Hyderabad (Ph III)	380	1,560/-	82.00
2013	Mohali (Ph I)	603	2,266/-	174.00
	Bhubaneswar (Ph I)	256	1,641/-	55.00
	Meerut (Ph I)	90	1,724/-	22.00
2014	Kolkata (Ph II)	582	2,673/-	222.00

The following project is delayed to be completed :

Mohali (Ph II) – The project is delayed due to under-subscription, resulting in negative cash flow and expected to be completed in September 2016 against the stipulated date of completion of August 2014.

3.59 When asked about the total outlay in the 12th Five Year Plan and proposals made by the Ministry for 12th Five Year Plan year-wise/project-wise, it replied as under :

"The grant to CGEWHO is given under Non-Plan."

3.60 When asked about physical targets, if any, laid down in the said plan for each scheme and the percentage of achievement of plan targets (both in the physical and financial terms) during the 12th Plan and the reasons for slow progress, if any, in the achievement of the targets, the ministry replied as under :

" The Grants-in-aid (Non-Plan) in respect of CGEWHO is meant to partially offset the administrative expenses, no targets are therefore involved."

3.61 When asked about statement showing budget estimates, revised estimates and actual expenditure for the year 2011-2012, 2012-13, 2013-2014, 2014-15, 2015-16 and budget estimates for 2016-2017 showing separately Plan and non-Plan expenditure, the ministry provided the following table :

Year	(Rs. In crore)					
	2011-12	2012-13	2013-14	2014-15	2015-16	2016-17
Budget Estimates	0.10	0.10	0.10	0.10	0.10	0.10
Revised Estimates	0.10	0.10	0.10	0.10	0.10	
Actual Expenditure	0.10	0.065	0.10	0.10	*0.083	

* Out of BE/RE of Rs.10.00 lakhs, Rs.8.30 lakhs has been sanctioned to CGEWHO but not released as new ID for opening a scheme in the name of CGEWHO under Non-plan is yet to be created.

REAL ESTATE (REGULATION AND DEVELOPMENT) ACT, 2016

3.62 In order to bring accountability and transparency in the sector for improving governance, for protecting consumer interest and speedy mechanism for adjudication of disputes, Ministry of Housing & Urban Poverty Alleviation has piloted the Real Estate (Regulation and Development) Bill, 2015. The key features of the Bill are:

- Mandatory registration of projects with the Authority
- Mandatory Public Disclosure of all project details with Authority
- Mandatory registration of Real Estate Agents
- Establishment of Regulatory Authority/ Tribunals at State Level
- Provision of penalty and compensation for better consumer protection

3.63 As the Bill has been passed by Rajya Sabha on 10. 3.2016 and Lok Sabha on 15.3.2016, the Ministry was asked as to whether it has been assented to by the president of India and it has become an Act, on this point the Ministry has stated as under :

"The Real Estate (Regulation and Development) Bill, 2016, received the assent of the Hon'ble President on 25th March, 2016 and has become an Act. The Real Estate (Regulation and Development) Act, 2016 was published in the Gazette of India on 26th March, 2016, for general information."

3.64 *When asked whether the registration of real estate project is made compulsory in case where the area of Land proposed to be developed exceeds one thousand square meters or number of apartments proposed to be developed exceeds twelve, as were stated in the original Bill or it has changed, the Ministry has stated as under :*

"The threshold requirement for registration of real estate projects had been reduced from 1000 sqm or 12 apartments to 500 sqm or 8 apartments by the Select Committee of Rajya Sabha vide the Real Estate (Regulation and Development) Bill, 2015 annexed to its report on the Real Estate Bill tabled in the Rajya Sabha on 30th July 2015. The threshold requirements for registration under section 3(2)(a) of the Real Estate (Regulation and Development) Act, 2016 is provided as 500 sqm or 8 apartments, which is as reported by the Select Committee."

NATIONAL HOUSING BANK

3.65 National Housing Bank (NHB) was set up on July 9, 1988 under the National Housing Bank Act, 1987. NHB is wholly owned by Reserve Bank of India, which contributed the entire paid-up capital. The general superintendence, direction and management of the affairs and business of NHB vest, under the Act, in a Board of Directors. The Head Office of NHB is at New Delhi. The Vision of NHB is to promote inclusive expansion with stability in housing finance market. The mission of NHB is to harness and promote the market potentials to serve the housing needs of all segments of the population with the focus on low and moderate income housing.

The objectives of NHB are as under:

- a. To promote a sound, healthy, viable and cost effective housing finance system to cater to all segments of the population and to integrate the housing finance system with the overall financial system.
- b. To promote a network of dedicated housing finance institutions to adequately serve various regions and different income groups.
- c. To augment resources for the sector and channelize them for housing.
- d. To make housing credit more affordable.
- e. To regulate the activities of housing finance companies based on regulatory and supervisory authority derived under the Act.
- f. To encourage augmentation of supply of buildable land and also building materials for housing and to upgrade the housing stock in the country.
- g. To encourage public agencies to emerge as facilitators and suppliers of serviced land, for housing.

3.66 There has been a reduction in outstanding Housing Loans to the low income segments/Weaker Sections every year. As per the National Housing Bank, banks are not very active in providing small scale loans. Reduction in outstanding housing loans to the low income segments reflects that the housing loans to weaker sections is decreasing every year.

3.67 When asked what role/positive intervention Ministry of Housing and Urban Poverty Alleviation propose to plan to reverse the decreasing trends of loans to EWS, which will not only to safeguard the interest of the weaker sections but also to save their own scheme, viz., PMAY(Urban) -HFA, the Ministry stated as under:

"The following measures have been taken by the Ministry in the context:

(a) Ministry of Housing and Urban Poverty Alleviation has been taking up the issue of giving special attention to loans to lower segment. It had requested for earmarking of at least 3% of Priority Sector Lending for loans of dwelling units costing not more than Rs. 16 lakh.

(b) Furthermore, the Steering Committee for monitoring the progress of the Credit Linked Subsidy Scheme, at its meeting held on 8th October, 2015 noted that the home loan portfolio allocation by PLIs to the below Rs. 10 lakh category is less than 2%. The need for banks to cater to this segment was noted by the Committee.

In order to increase banks' lending towards low ticket loans, it was decided by the Committee that the Department of Financial Services (DFS) would examine the issue of inclusion (with due weightage) of lending of home loans less than Rs. 15 lakh or loans under CLSS component, as a part of Key Performance Indicators (KPIs) of the banks."

PART-II

OBSERVATIONS/RECOMMENDATIONS

Recommendation No. 1

NEED TO PROVIDE ENHANCED BUDGET TO THE MINISTRY OF HUPA AT RE STAGE

The Ministry of HUPA is entrusted with responsibility of formulation of housing policy and programmes, implementation of urban employment and urban poverty alleviation and policy, planning and monitoring matter related to human settlements and urban development including slum clearance schemes. To support these endeavours of the Ministry Rs. 5411 crore have been allocated for 2016-17 out of which Rs. 5400 crore are under Plan head and Rs. 11 crore are for non-plan.

The Committee observe that there is a marked reduction in the Plan allocations made to Ministry of HUPA at Budget Estimates stage from the year 2014-15 when their allocation was Rs.6000 crore which got reduced in the year 2015-16 to Rs. 5625.00 crore, i.e., Rs. 375.00 crore less than the previous year allocation which further got reduced in the year 2016-17 to Rs.5400.00 crore, viz., Rs. 225.00 crore less than the previous year (2015-16).

The Committee feel that this kind of reduced allocation is not in harmony with the thrust Government seems to want to provide to its ambitious project 'Housing for All by 2022' and other programmes of the Ministry which are meant for urban poverty reduction/alleviation. They also observe that Housing sector is fourth largest employment generating sector and for every lakh invested in the housing 2.69 to 4.06 new jobs are created in the economy with its induced effect. The Committee strongly feel Government should use all their powers to practically eradicate the curse of poverty and homelessness to provide real freedom to the million of its people from the clutches of poverty and state of homelessness.

The Committee were also given to understand during evidence by the representatives of the Ministry of HUPA that there is a potential demand of 50 lakh

houses next year for which about 20000 housing loans are expected to be provided. There is a committed liability of Rs.2400 crore for the already sanctioned/accepted projects, so practically only Rs. 2000 crore can be utilized for Pradhan Mantri Awas Yojana during 2016-17. Therefore, Rs. 4400.00 crore provided for Pradhan Mantri Awas Yojna (PMAY) Urban - Housing for All-(HFA)- Urban may not be adequate at all and the Ministry in their evidence before the Committee has in fact stressed that they actually require Rs.8815.00 crore as an enhanced budget.

The Committee, therefore, strongly recommend and urge the Ministry of Finance to provide an enhanced budget at the Revised Budget stage, in addition to the earlier allocated BE of Rs.5400.00 crore, so that, the vital schemes/programmes of Ministry of HUPA which are also the thrust areas of the Govt., may not suffer for want of required wherewithal. This will ensure that the Ministry of HUPA successfully implements their Schemes/Programmes and achieve the desired objectives.

Recommendation No. 2

NEED TO CHECK HUGE REDUCTIONS IN ALLOCATIONS OF MINISTRY OF HUPA AT RE STAGE

The Committee observe that there are huge reductions in the Revised Estimates vis-a-vis corresponding Budget Estimates (BE) of Ministry of HUPA continuously from the first year of 12th Five Year Plan (2012-17), viz., 2012-13 to the fourth year of the Plan, i.e., 2015-16. The BE (2012-13) of Rs.1155.00 crore had been reduced to Rs.950.00 crore at RE stage, (17% decline) BE (2013-14) of Rs. 1460.00 crore has been reduced as RE of Rs. 1200.00 crore (17.8 % decline); BE (2014-15) of Rs. 6000.00 crore was reduced to Rs. 3400.00 crore at RE (43% decline), and BE (2015-16) of Rs. 5625.30 crore has been reduced to Rs. 1952.00 crore at RE stage (65% decline).

The Committee are dismayed to note this kind of perennially inconsistent budgeting done by Ministry of HUPA and/or Ministry of Finance year after year. They are also pained to see that all their earlier recommendations to get enhanced funding to the Ministry of HUPA not only fall on deaf ears, but also go into the dustbin without yielding any positive outcome. The Committee also feel that the Ministry of HUPA and at times Ministry of Finance in exercise of their financial, executive powers are solely responsible for such higher, unrealistic and misformed projections/allocations made at the time of presenting General Budget before the Parliament year after year for the urban poor and homeless by providing Rs. 6000.00 crore or even more as Budget Estimates of Ministry of HUPA. The Committee further observe that the attractive and rosy higher allocations made in favour of the Ministry of HUPA ironically fades away just after six months of presentation of the General Budget to the Parliament at Revised Estimates stage. As a matter of fact, the allocation of Rs.6000.00 crore or Rs.5625.30 crore which were committed by the Government and duly passed by Parliament, only remains as a token piece of paper as it gets drastically reduced to Rs.3400.00 crore or Rs. 1952.00 crore, i.e., reduced by 43% and 65%, respectively, at the RE stage which comes at the middle of every financial year. The Projections for allocations actually reflect the underlying policy and the plan of the Ministry emphasizing the focal areas. These deviations in allocation at RE stage compels the Ministry to redraw the contours. Since half the

year is already gone and much of their valuable time is lost, the Ministry has to replan, leading to slowdown in implementation of the policies/schemes. This in turn leads to non-achievement of targets.

The Committee, in view of the paradoxical and ironical, budgeting practices practiced by the Ministry of HUPA/Ministry of Finance, which depicts a complete volteface from the financial commitments of Ministry of HUPA and Ministry of Finance towards homeless and poor human resources of the country before the Parliament, strongly urge the Government to depart from such unhealthy Budgeting practice year after year.

The Committee also recommend that the Ministry of HUPA should focus to enhance their budgeting skills to avoid making of such unforeseen Budget Estimates in their favour which force them to back out from their own projections after every six months at RE stage, year after year, and also urge the Ministry of Finance not to slash the BEs, upto 40 to 65% arbitrarily at RE stage every year, against the pressing needs of the Ministry of HUPA. In the instant case, the Ministry of HUPA should actively pursue the Ministry of Finance for enhanced allocation at RE stage to meet their projected targets during the year.

Recommendation No. 3

NEED TO CHECK UNDER-UTILIZATION OF FUNDS BY ENHANCING THE CAPACITY TO HAVE 100% UTILIZATION

The Committee observe that the Actual Expenditure of the Ministry of HUPA is showing under-utilization trend as there is never 100% financial targets achieved by them during each of the last three years. The percentage of Actual Expenditure against BE is reported to be 73.88% (2013-14), 45.25 % (2014-15) and 31.21% (2015-16), whereas, it is 89.89% (2013-14), 79.86% (2014-15) and 89.95% (2015-16) against RE of each of the three years, respectively. Thus, the percentage of shortfall is 10.11% (2013-14), 20.14% (2014-15) and 10.05% (2015-16) against the respective Revised Estimates.

The Committee are not satisfied with the Actual Expenditure capacity of the Ministry which has been running vital mega projects/programmes, namely PMAY (U)-Housing For All by 2022, In-Situ slum development, pending project of JNNURM and RAY, CLSS for housing and DAY-National Urban Livelihood Mission (NULM), etc., meant for upliftment of Economically Weaker Section/Below Poverty Line, Urban Population.

The Committee also observe that the Revised Estimates of the Ministry are already reduced by 40 % to 60 % from the Budget Estimates initially allocated in favour of the Ministry and yet they are not able to spend 100% of the 40% to 60% reduced RE. This trend indicates the scope for enhancing financial management skills of all these concerned and engaged in implementation of the Projects at Centre, State/UT and ULBs level under the guidance of the representatives of the Ministry. The Committee are aware that there is a considerable time lag involved in the implementation of schemes right from the stage of conceptualisation to identifying the various components/beneficiaries and obtaining approval. The Committee, however, do not approve of the 60 per cent of the time of the Plan period being consumed for formulating the major schemes, leaving just two years for implementation. They are, therefore, of the considered view that the vast time lag between the identification and approval of the schemes conceptualized be curtailed

substantially so that adequate time is left for their implementation within the stipulated timelines so as to achieve the intended goals.

The Committee in view of the above observation, urge the Ministry to improve upon the utilization of their allocated funds for achievement of 100% financial targets of the very meager RE. The Committee feel that it is high time the Ministry streamlined their Plan of expenditure on major schemes and made endeavour to maximize the utilization of the earmarked funds every year so that they have a strong ground to get the desired enhanced allocation from Ministry of Finance to give much needed thrust on housing and urban poverty alleviation.

The Committee feel that it is high time that the Ministry of Finance sets up a task force to study the advisability of continuance of the time honoured procedure of BE/RE projections. A historic analysis of the financial as well as performance targets and achievements can be mounted to study whether some changes could be introduced in the periodicity of estimates (BE and RE) as well as provisioning of the required flexibility to the administrative ministries for pooling the budgeted grants and strategising the pace of performance across sectors such that a totality of large unutilised funds and under performance do not continue to plague the whole exercise of budgeting.

Recommendation No. 4

NEW FUNDING PATTERN AND ITS ADVERSE IMPACT ON THE ACHIEVEMENT OF FINANCIAL/PHYSICAL TARGETS OF THE SCHEMES OF THE MINISTRY OF HUPA

The Committee note that JNNURM as well as RAY Schemes of HUPA have been subsumed into Pradhan Mantri Awas Yojana, all these schemes intend to provide housing for poor. They also find that the period of JNNURM was from December, 2005 to March, 2012. The Mission period was extended till 31st March, 2015 for completion of on-going projects. The concern of the representatives of people about the completion of on-going projects was addressed with approval for further extension of Mission upto 31st March, 2017 to complete on-going projects approved till 31.03.2012. This approval was received in May 2015 itself. However, the concern of the Committee in completion of the on-going projects under these Schemes, subsumed under PMAY(U) is the funding pattern.

The Committee note that there is a marked change in the funding pattern from the financial year 2015-16 as per the instructions issued by Ministry of Finance with regard to Central:State share for implementation of Centrally Sponsored Schemes of the Ministry. The Committee further observe that the old funding pattern, as per Scheme guidelines for Central:State under RAY [Subsumed under Housing for All (Urban)] were stated to be 75:25 for Cities/UAs with population of less than 5 lakh which has been changed to 60:40 as per New Funding Pattern. Similarly, the funding pattern with regard to BSUP component of JNNURM which was 90:10 for Cities/Towns in NE States and 80:20 for other Cities with less than one million population has been replaced as 80:20 and 50:50, respectively. So far IHSDP (JNNURM) is concerned, it has been changed to 50:50 from the old one as 80:20 for all States/UTs and has become 80:20 for NE and Special Category States from the earlier pattern of 90:10.

The Committee during examination of the DFG (2016-17) of the Ministry of HUPA were informed that one of the major reasons for having continuous shortfall in achievement of financial targets during last three years, i.e., from 2013-14 to 2015-16 is that "at time States are unable to raise anticipated fund requirement due to implementation bottlenecks." Further, the Ministry also highlighted among other

reasons of having financial shortfall, that actual releases against projects were further reduced due to change in funding pattern (50:50) for States and 80:20 for NE States against 80:20 and 90:10, respectively in Financial Year 2015-16.

The Committee strongly feel that both the above stated reasons for financial shortfall as per the statement of the Ministry of HUPA may act as an eye-opener for the Central Government/Ministry of Finance as to how the States, which were, already unable to raise their anticipated fund requirement towards their share as per old funding pattern are further burdened with imposition of new funding pattern which demands 30% more funds by the concerned implementing States.

The Committee consisting of Representatives of various States, UTs as Member of Parliament are very well aware of the financial conditions of their respective States/UTs and the adverse impact this new imposed funding pattern that has been created on the implementation of the on-going Schemes in their States/UTs as they are finding it extremely difficult to cope up with this new funding pattern for it is adding on the financial burden on them and has become an example of further burdening the already over burdened. The Committee, therefore, urge the Ministry of Finance to reconsider their decision on changing the old funding pattern with the new one and should issue fresh instructions at the earliest regarding restoration and continuation of the old funding pattern with retrospective effect, viz., from the date of change of the old funding pattern, for smooth and hurdle-free implementation of on-going projects of JNNURM and RAY under present PMAY (U)-HFA (U) now, by the concerned States/UTs, as this will certainly be in favour of the Centrally Sponsored Schemes and implementing States/UTs as well. This will support the State Governments to expeditiously complete such projects. The Committee desire the Ministry of HUPA should enthusiastically pursue the matter of getting the old funding pattern restored with the Ministry of Finance till positive outcome achieved in this regard under intimation of the progress made in this regard, to the Committee. The Committee also strongly recommend that the Ministry should try not to make frequent change of schemes relating to same objectives/beneficiaries since it leads to confusion and lack of focus and direction.

Recommendation No. 5

COMPLETION OF ALL PENDING JNNURM PROJECTS IRRESPECTIVE OF THEIR COMPLETION STAGE

Jawaharlal Nehru Urban Renewal Mission (JNNURM) was launched on 3rd December, 2005 for assisting State Governments in providing housing and basic services to urban poor/slum dwellers in 65 select cities under the sub mission- Basic Services to Urban Poor (BSUP) and Integrated Housing and Slum Development Programme (IHSDP) in other cities. This mission was launched for a period of 7 years from 2005-06, however, it was extended upto 31st March, 2017 for completion of ongoing work only in projects sanctioned upto 31st March, 2012.

Time and again, the Committee have emphasized on the fact that hundreds of projects approved under this mission, have not been able to be completed because Centre has stopped the funds. The Committee does not concur with the explanations of the Ministry, in its depositions, that the funds have been stopped owing to the inability on the part of the States to carry out municipal reforms and several projects were less than 50% completed. The Committee are of the considered view that any amount invested in projects under this mission, by the States, is out of public money. If we allow those partly completed projects to die for want of funds, then it amounts to sheer national wastage of scarce resources.

The Committee further opine that Urbanization is an inevitable process. Cities act as magnets, attracting capital, resources, talent and labour from all around. As urban population increase, the size of cities in India will swell even more. The need of revitalization of urban infrastructure today, is therefore, felt all the more. JNNURM was an important scheme for ensuring creation of urban infrastructure. In this context, the Committee recommend that all viable projects, approved under JNNURM, at whichever stage of completion, must be allowed to be completed under the same funding pattern as it was earlier approved.

The Committee also note that JNNURM had both housing and infrastructure components. While the housing component has been taken care of by PMAY(Urban) scheme, infrastructure component has not been taken care of. Urban population is increasing by leaps and bounds. The need of urban infrastructure creation is more

than ever before. Keeping this in view the Committee recommend that a new scheme for urban infrastructure creation should be initiated and all viable pending JNNURM projects, other than housing, be allowed to be completed.

Recommendation No.6

HOUSING LOANS UNDER CLSS COMPONENT OF PMAY(U) NEED TO BE AS A PART OF KEY PERFORMANCE INDICATORS (KPIs) OF THE BANKS, HFCs/PLIs

The Committee note that Credit Linked Subsidy Scheme (CLSS) under the Pradhan Mantri Awas Yojana (Urban) is an important component of the Mission, which is being implemented as a Central Sector Scheme right from the start of the Mission across the country in all statutory towns. Under CLSS, the beneficiaries of Economically Weaker Section (EWS) having household annual income upto Rs. 3.00 lakh and Low Income Group (LIG) having household annual income between Rs. 3.00 lakh and Rs. 6.00 lakh, subject to their being otherwise eligible under the scheme, can avail of interest subsidy at the rate of 6.5% on the housing loans upto Rs. 6.00 lakh from Banks, Housing Finance Companies and other such institutions for a tenure of 15 years or actual tenure of loan whichever is earlier. The Net Present Value (NPV) of the interest subsidy will be calculated at a discounted rate of 9%.

The Committee further note that in terms of PMAY(Urban) Scheme guidelines, Housing and Urban Development Corporation Ltd., (HUDCO) and National Housing Bank(NHB) have been the Central Nodal Agencies (CNAs) for implementation of CLSS and these CNAs have signed Memorandum of Understanding (MoU) with 177 Primary Lending Institutions (PLIs).

The Committee are unhappy to observe that as per NHB, banks are not very active in providing small scale loans. Reduction in outstanding housing loans to the low income segments reflects that the housing loans to weaker sections is decreasing every year upto Rs. 2 Lakh-from 2% to 1% upto Rs. 5 Lakh-from 14% to 9% upto Rs. 10 Lakh from 34% to 26% during 2012-13 to 2013-14, and should be a matter of concern for all the implementing Ministries/CNAs. Consequently, Ministry of HUPA has been taking up the issue of giving special attention to loans to lower segment. It had requested for earmarking of at least 3% of Priority Sector Lending for loans of dwelling units costing not more than Rs. 16 lakh.

Furthermore, the Steering Committee for monitoring the progress of the Credit Linked Subsidy Scheme, at its meeting held on 8th October, 2015 noted that the home loan portfolio allocation by PLIs to the below Rs. 10 lakh category is less than 2%. The need for banks to cater to this segment was noted by the Committee. In order to increase banks' lending towards low ticket loans, the Committee desire that the Department of Financial Services (DFS) would examine the issue of inclusion (with due weightage) of lending of home loans less than Rs. 15 lakh or loans under CLSS component, as a part of Key Performance Indicators (KPIs) of the banks.

The Committee are of the opinion that unless implementation and execution of the scheme by PLIs/HFCs is included in the mandatory list of Key Performer Indicators (KPIs) of the banks, there may be very little hope to reverse the decreasing trends of loans to EWS/LIG segments. The Committee, therefore, recommend that the Ministry of HUPA, HUDCO and NHB should vigorously pursue all the issues, i.e, (i) at least 3% of Priority Sector Lending for loans of dwelling units costing not more than Rs. 16 lakh; (ii) inclusion, with due weightage, of lending of home loans less than Rs. 15 lakhs under CLSS component, as a part of Key Performance Indicators(KPIs) of the banks; and (iii) Monitoring of the progress of the scheme through State Level Bankers Committee (SLBC), with the DFS and obtain positive outcome in this regard for better performance of CLSS which will not only safeguard the interest of the weaker sections but also prove a landmark in promoting PMAY (U)-HFA (U). The Committee desire to be apprised of the outcome in this regard within three months time from the date of presentation of this Report.

Recommendation No. 7

FAILURE OF THE MINISTRY OF HUPA IN PROVIDING BASIC DATA RELATING TO THEIR OWN SCHEME-CLSS, TO THE PARLIAMENTARY COMMITTEE

The Committee observe that Credit Linked Subsidy Scheme (CLSS) is a component under Pradhan Mantri Awas Yojna (Urban)- Housing for All (Urban)-PMAY (U)-HFA (U) Mission of the Ministry of HUPA launched on 26.06.2015. National Housing Bank (NHB) and Housing Urban Development Corporation (HUDCO) are the Central Nodal Agencies (CNAs) for CLSS under which an eligible EWS/LIG applicant can avail of interest subsidy @ of 6.5% on housing loans upto Rs. 6.00 lakh from Banks, Housing Finance Companies (HFCs) and other such institutions.

The Committee during examination of DFG (2016-17) of M/o- HUPA desired to know some basic data with regard to the No. of applications received, rejected, granted loans, pending and since when and the reasons for rejection/pendency for a longer time, if any, etc., under CLSS since the day of its implementation. Contrary to the desire of the Committee, the Ministry submitted that the data related to the total No. of applications received, rejected, pending and the reasons for rejections and pendency, etc. by Banks/PLIs is not available with NHB and HUDCO as this information is spread over all the PLIs across the Country and this information is not maintained by the CNAs. The Committee are also informed by the Ministry that CLSS is not being operated as a separate scheme by the PLIs but rather it is a subset of the whole set of housing loan applications received by the PLIs. There is, thus, no electronic database maintained separately for CLSS related housing loan application. Eligible beneficiaries under CLSS are filtered from the overall loan applications received by the banks. However, on the request of the Ministry, Indian Bank Association (IBA) has simplified and circulated to all the Public Sector Banks (PSBs) the application form and documentation required for availing the housing loan under CLSS so that the EWS/LIG categories do not face hardships while applying for housing loans with the PLIs.

The Committee are not satisfied with the explanation of the Ministry in this regard and are pained to acknowledge that in spite of the Ministry being an apex authority of GOI at the national level for formulation of housing policy and

programme, administering of Plan Scheme, collection and dissemination of data on housing etc., not only, has the Ministry failed to administer their own Central Sector Plan Scheme, namely, CLSS, but also, do not have mechanism to collect basic data on one of the component (CLSS) of their Primary Housing Scheme, PMAY (U) - HFA(U).

The Committee are of the view that although PLIs are considering CLSS applications as a subset of the whole set of housing loan applications received by them, it is wrong to say that PLIs are not operating CLSS as a separate scheme. As a matter of fact, the moment eligible beneficiaries under CLSS are filtered from the overall loan applications received by the Banks, the filtered ones automatically have come under a separate housing loan scheme having different eligibility criteria and entirely different set of norms regarding interest subsidy, capping of loan amount, tenure, area of the house, etc. Moreover, as per the submission of the Ministry, a simplified application form and documentation required for availing the housing loan under CLSS have also said to be circulated to all the PSBs by the IBA which also proves beyond doubt that PLIs are supposed to obtain a separate application form and documentation from an eligible beneficiary who wishes to have housing loans under CLSS.

The Committee, in view of the above, not only disagree with the justification of the Ministry for not maintaining and providing the desired information on CLSS, but also, feel unhappy at the lackadaisical and careless approach and tendency of the Ministry in administering their Plan Schemes and recommend that they should exercise their power in the direction of passing immediate instructions/guidelines to CNAs/IBA/DFS/PLIs and all concerned for implementation of CLSS that now onwards, all the desired data, such as, (i) No. of CLSS applications received (with date), No. of loan sanctioned with amount out of total applications received, No. of applications rejected, No. of applications pending on a given date and since when, reasons for rejecting applications after confirming the eligibility of the beneficiaries under CLSS and reasons for longer pendency of applications for more than 2 months, etc., should be maintained and forwarded by PLIs/HFCs concerned to CNAs in a form of a quarterly progress report on CLSS. The delinquency, if any, in this

regard, be made accountable and penalized. The Committee advice the Ministry to get a uniformly suitable software developed and circulated in this regard to all concerned for better administering and monitoring of CLSS, so that the present failure of the Ministry in this regard is converted into success. The progress in the matter may be brought before the Committee within a period of 3 months.

Recommendation No. 8

BUDGET ALLOCATION FOR DAY-NULM

A scheme, 'Deendayal Antodaya Yojana(DAY)- National Urban Livelihoods Mission(NULM)' was launched by Ministry of HUPA in the 12th Five Year Plan replacing the then, 'Swarn Jayanti Shahari Rozgar Yojana (SJSRY)'. Budget Estimate under this scheme for 2016-17 is Rs. 300.00 crore as against RE(2015-16) of Rs. 261.30 crore. The Committee note that during 2013-14, Rs. 720.45 crore and in 2014-15, Rs. 697.34 crore were utilized and during last year i.e., 2015-16, the Ministry could spent Rs. 239.72 crore as against RE of Rs. 250 crore which amount to 95.89% expenditure. The Committee fail to understand as why this flagship scheme which has seven components to address, is receiving such a meager amount and why the allocation under DAY-NULM has been reduced by more than 65% for the year 2016-17 in comparison to 2013-14 and 2014-15. In fact the allocations to a particular sector/scheme is indicative of the underlying policy and thrust areas of Government. On one hand providing employment is one of the focal areas of the Government and on the other hand the allocation to the concerned area is being drastically slashed from 1003.00 crore in 2014-15 to a mere Rs. 510.00 crore in 2015-16 and further allocation stands at a mere Rs.300 crore for 2016-17. This only reflects the vague and confused strategy of Government in dealing with such a vital parameter of the economy. The Committee exhort the Ministry to get the support for this scheme in terms of greater resource allocation so that multifarious activities to be undertaken in this premier scheme are facilitated and encouraged in the interest of millions of urban unemployed people.

Recommendation No. 9

SUPPORT TO URBAN STREET VENDORS

The Committee note that one of the component of DAY-NULM scheme is to provide support to Urban Street Vendors for carrying their vocational activities. After the promulgation of the 'Street Vendors (Protection of Livelihood and Regulation of Street Vending) Act, 2014', the States/UTs have started vendor identification survey in their respective States/UTs. As informed by the Ministry, out of 475 cities that started the survey, 277 cities have already completed the survey and out of 5,85,485 street vendors identified, only 1,50,521 ID cards have been issued. The Committee further observe that the States/UTs of Assam, Goa, Gujarat, Sikkim, Tripura, Andaman and Nicobar Islands, Dadra and Nagar Haveli, Daman and Diu, Puducherry and Delhi have not started the survey even in a single city. The Committee feel that this is a most regrettable state of affairs.

The Committee appreciate that Ministry have been regularly pursuing with the States/UTs for implementation of the provisions of the said Act, however, they are concerned to find that the some States/UTs have not taken up the issue at all and the work of conducting survey and the process of issuing the ID cards is not going on the required pace. With a view to meeting the requirement of target, it is imperative that all the ground work relating to survey for identification of street vendors and issuance of ID cards to them are completed within a definite time-frame so as to avoid time and cost overrun. The Committee desire that the Ministry pursue the non-participating and non-responsive States to clearly spell out their difficulty/apprehension/priorities in non-implementation of the scheme/survey in identification of vendors/issuance of ID cards. The Committee impress upon the Ministry to initiate urgent requisite measures and pursue States/UTs so as to ensure the timely completion of survey and issuance of ID cards to the Street Vendors, thereafter moving further for credit enablement, skill development and micro-enterprise development for them.

Recommendation No. 10

SLUGGISH/NO PROGRESS FOR SOME STATES UNDER DAY-NULM-COMPONENT-SHELTER FOR URBAN HOMELESS (SUH)

The Committee observe that one among the seven components of "Deendayal Antyodaya Yojana (DAY)-NULM" is 'Scheme of Shelter for Urban Homeless (SUH)'. The very objective and purpose of SUH is to ensure availability and access of the Urban homeless population to permanent shelters equipped with the basic infrastructure facilities like water supply, sanitation, safety and security. The No. of shelters sanctioned under NULM, since inception of the Mission, is 770 in 20 States against which only 270 shelters are operational in as few as 9 States. In remaining 11 states, namely, Bihar, Chhattisgarh, Gujarat, Himachal Pradesh, Jharkhand, Jammu & Kashmir, Kerala, Odisha, Punjab, Uttarakhand and Uttar Pradesh none of the SUH is reported to be operational and thus there is a shortfall of 500 SUH at the time of examination of DFG (20 16-17) of the Ministry.

The Committee are not satisfied with the explanation of the Ministry that construction of new shelters involves tendering process, construction phase, engaging staff for management the project is to be decided by the States/UTs and the Ministry have no say in this regard except for pursuing the States/UTs by writing letters to CMs and CSs of all States/UTs for timely completion of the sanctioned projects.

The Committee feel that the progress of the SUH scheme is extremely sluggish in the remaining 11 States in which SUH have been sanctioned. On the other hand rest of the 16 States/UTs have also not sanctioned any project proposals for SUH till 31st March, 2016. In spite of 29 State level workshops, 20, video conferences with States/UTs for effective implementation of NULM including SUH and writing a number of letters, 16 States/UTs have not responded at all, 20 States responded and 11 States out of those 20 States are not showing even a single shelter operational even after more than two and a half years time has passed from the day of implementation of the SUH.

The Committee have come across many such instances during examination of the DFGs of Ministry of HUPA where various schemes/programmes, namely,

PMAY(U)-HFA(U) with all its four verticals/components or whether it is conducting survey for identification of street vendors, issuing them ID cards, constitution of Vendor Committee, etc., or even implementation of National Policy and its various aspects by States/UTs, there is no legal provision(s) or a full proof mechanism/safeguard available with the Central Ministry, in the instant case, Ministry of HUPA with respect to getting their Central Sector/Centrally Sponsored Schemes implemented in a time bound manner by all the States/UTs who have actually got the projects sanctioned by the Centre/Ministry of HUPA. The Committee has been apprised that so much so the rules of some Schemes/Acts/Policies are yet to be framed by many States/UTs, without which the survey of street vendors, is held up. Thus, in the absence of any such legal provisions/full proof mechanism in the MoUs/MoAs with regard to timelines and commitment to adhere to the decided timeline for implementation/completion of any Project/Scheme of the Ministry, many States/UTs either sleep over various aspects of implementation or proceed too sluggishly and half-heartedly in implementation of the sanctioned scheme in their States/UTs. The Ministry has no say with regard to getting time-bound implementation of their own sponsored schemes in which they own 50% or even more financial powers/share to contribute. The Committee find that release of funds depend on Utilization Certificate but do not fulfil the purpose of implementation of schemes at ground level. In fact in few cases unspent balances of previous releases are with States/UTs but no progress is reported in implementation.

The Committee, in view of the above, and considering the professed helplessness of the Ministry in this regard, strongly recommend that the Ministry should constitute a High Power Action Committee of Experts (HPACE) and the prime task of the HPACE should be to explore and suggest the remedial ways and means and safeguards including legal, financial and administrative powers and its proper execution by the Ministry concerned for getting their Central Sector Schemes as well as Centrally Sponsored Schemes, implemented by the States/UTs in a time-bound manner. The timelines must be decided fairly by the Central Ministry concerned as the propounder and controller of the Schemes, in consultation with respective participating States/UTs, so that the Ministry is not feeling 'Helpless' with regard to the timely completion of their sanctioned projects as well as achievement of the set

financial and physical targets for a financial years, by all States/UTs. The HPACE may also analyze the reasons for non-implementation of the schemes, State-wise, explore remedies by addressing those issues for those States/UTs which simply sleep over the implementation/unable to implement various provisions of the Central Acts/Policy in a time-bound manner which in turn becomes detrimental for the timely implementation of various schemes/programmes of the Ministry, as is in the case of Street Vendors Act, 2014 and setting up of SUHs. The Committee desire that the Ministry should pursue the matter with the concerned States/UTs at the highest level and impress upon them the utility of the Schemes to their States/UTs. The Committee would like to be apprised about the action taken by the Ministry in this regard at the earliest.

Recommendation No. 11

BUILDING MATERIALS AND TECHNOLOGY PROMOTION COUNCIL(BMTPC)

The Committee note that the Building Material and Technology Promotion Council (BMTPC), an autonomous organization under the aegis of Ministry of HUPA, has expertise in identification, promotion and dissemination of new building materials and construction technologies for housing. This Council has been allocated a sum of Rs. 5.00 crore. In the Budget Estimate of 2016-17 as against the Revised Estimates of Rs. 13.00 crore and BE of Rs. 5.00 crore during 2015-16. The Committee also observe that the entire amount of Rs. 13 crore has been spent by BMTPC during 2015-16 and they had proposed an outlay of Rs. 15 crore for 2016-17.

The Committee fail to understand that in the era of eco-friendly and energy efficient technologies to achieve dust free construction why the allocation for the Council has been reduced to only 38%, i.e., Rs. 5 crore for 2016-17 from Rs. 13 crore (2015-16) even with 100% utilization.

Since BMTPC has also been designated as Secretariat of Technology submission under Pradhan Mantri Awas Yojana (PMAY)(U) to provide support in identification, evaluation and adoption of new technologies by States, it definitely requires more funds to perform its duties. Moreover, the last self assessment review by the Council conducted in 2003 and a Board review in February, 2016 reflects the positive impact in the construction and building materials industry and assessment suggest that the BMTPC fully qualifies for Expenditure Reforms Commission(ERC) type of assistance. The Committee, therefore, desire that the allocation to BMTPC should be increased to at least Rs. 15 crore at RE stage 2016-17 as proposed by them initially so as to achieve the 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 technology.

Recommendation No.12

TAX EXEMPTION AND THE COST OF AFFORDABLE HOUSES

The Committee note that in order to boost the sluggishness in the construction sector in addition to exemption from levy of service tax, one of the measures taken is 100% deduction for profits to an undertaking from a housing project for flats up to 30 square meters in four metro cities and 60 square meters in other cities, subject to Minimum Alternate Tax (MAT). On the apprehension of the Committee, if this provision could be misused by the builders, the Ministry reasoned that since the developers would be tax exempted (except paying MAT), they may, in all possibility pass on a certain portion of tax saved to ultimate buyers in the form of reduced cost of dwelling units. The Committee further note that the final cost of flats built under Pradhan Mantri Awas Yojana (PMAY) has not been capped and the cap is only on the area of dwelling unit.

The Committee are not convinced with assumption of the Ministry, and are of the firm opinion that unless there is a strict conditions imposed by law, builders are not likely to pass on the tax exemption profit to the buyers. The Committee desire, it should be made mandatory for the builders to pass on some pre-decided part of the tax exemption benefit to the buyers. The Committee further recommend that some provision should be made to cap the final cost of the flat as per area or else, the builders may charge the buyers whimsically and the scheme of affordable housing will be no longer affordable for the poorer sections of the society, thus, defeating the very purpose and intention of the scheme.

Recommendation No. 13

URBAN MIGRATION

The Committee note that one of the mandate given to Ministry of HUPA is the planning and monitoring of matters related to slum clearance schemes and the Jhuggi and Jhopri Removal Schemes, except for NCT of Delhi. As per Census of India 2001 and 2011, the slum population has been enumerated at 52.37 million and 65.49 million, respectively. The growth percentage of urban population which was 31.51 in 2001 over 1991, has slightly increased to 31.80 in 2011 over 200, whereas, Total Population and its growth during the same period has come down considerably, i.e., from 21.54 growth percentage in 2001 over 1991 which came down to 17.68 growth percentage in 2011 over 2001. One of the very significant reasons for increasing urban population and thereby increase in slums may be attributed to urban migration.

The Committee have been informed during the evidence that a working group on migration with 13 Members has been set up in July, 2015. The Committee are of the considered view that without seriously looking into urban migration from rural areas its actual causes and remedial measures found to check the same, we are only engaging in ad hoc patch work. Therefore, this issue should be taken on top priority basis. The Committee further recommend that appropriate measures need to be taken to address the existing data gaps in the surveys conducted by NSSO, since the Committee feel that much of the data offered during evidence, for instance with regard to Delhi, appears to be prime facie incorrect. The Ministry of HUPA should take up the matter with Ministry of Statistics and Programme Implementation to collect relevant data about education and skills of the labour and out migrants to deploy them appropriately on skilled works. The Committee feel that only after understanding the reasons for migration and analyzing its fallout and assessing the impacts of migration on housing, slums and infrastructure, the Ministry can work in a better way to ameliorate otherwise deplorable conditions of millions of urban poor.

Recommendation No. 14

UNOCCUPIED DWELLING UNITS UNDER JNNURM SCHEME

The Committee have been informed that under BSUP and IHSDP missions of JNNURM, Rs.6243.09 crore including Central share of Rs.3212.19 crore has been spent on constructing Dwelling Units under this Mission. Further, altogether 12,48,501 Dwelling Units (DUs) have been sanctioned thus far, of which 10,05,949 have been constructed out of which 8,07,656 have been occupied by the beneficiaries, which means that 2,28,925 DUs, i.e., 23% of total constructed DUs are unoccupied despite the fact that there are lakhs of homeless people in urban areas who are struggling to get a roof over their head. The Committee are not satisfied by the explanation of the Ministry that this is a dynamic/fluctuating figure which keeps changing, allotment of DUs is the prerogative of States, etc. The issues of livelihood near the residence, infrastructure, transportation, beneficiary share have also been other impediments. The Committee are of the view that infrastructure development and distant location of the dwelling units are the main reasons for non-occupancy. Therefore, they recommend that locality issues may be taken into consideration before selecting/approving the site for construction. And also infrastructure should be developed before offering the occupancy.

The Committee desire that all constructed DUs, after overcoming these impediments, are disbursed to the needy beneficiaries, at the earliest possible, else it might degenerate owing to disuse, for example, what has happened to the dwellings at Faridabad, Haryana which is highly regrettable. The unoccupied DUs may also fall in the hands of criminal elements/miscreants who might misuse it, thereby leading to sheer wastage of public money/shelter to antisocial activities. The Committee further recommend that the lessons learnt from JNNURM scheme in context of unoccupancy may be applied to while constructing houses under PMAY(U) as well.

Recommendation No. 15

PMAY- (URBAN)- HOUSING FOR ALL BY 2022

The Committee note that PMAY-(Urban) launched on 25th June, 2015, is a novel scheme for ensuring housing for all in urban areas by 2022. States/UTs will have flexibility to include in the Mission the cities and areas of their choice. This mission supports construction of EWS houses upto 30 sq. meters carpet area with basic civil infrastructure. It defines EWS as a family with annual income upto Rs. 3 lakh and LIG as a family with annual income between Rs. 3 to 6 lakh.

The Committee further note that this mission has also subsumed 183 project of Rajiv Awas Yojna and Rajiv Rinn Yojana under one of its components named Credit Linked Subsidy Scheme (CLSS). The objective of the PMAY (Urban) Mission is to assist the State/UT Governments through their implementing agencies in providing pucca houses to all eligible families/beneficiaries by 2022. As per deposition of the Ministry, the housing shortage is estimated at 2 crore by the year 2022.

The Committee are perplexed to note that the revised PMAY guidelines, defines a beneficiary family as "A beneficiary family will comprise husband, wife, unmarried sons or unmarried daughters. The beneficiary family should not own a pucca house either in his/her name or in the name of any members of his/her family in any part of India to be eligible to receive Central assistance under the Mission". They are of firm view that this stipulation might rule out a majority of needy people in urban areas from benefits of this scheme, because most of the persons have a house in some form in their village or remote areas from where they have migrated. Further the bulk of immigrating population (to the cities), constitute labourers, non skilled and semi-skilled workers whose income is much less than the house rent in any decent colony of a city. In this scenario, such immigrating population is forced to live in slums and squatter settlements, thereby aggravating the problem of slums. Thus, the entire objective of this Mission might be defeated owing to this rule. Therefore, the Committee recommend that the Ministry should explore the feasibility

of doing away/dilute this condition of "Pucca House". In the opinion of the Committee non-allotment of house to a person owning any pucca house or land within the limits of that city or any city, might be a better proposition provided that a beneficiary is not allotted more than one house anywhere in India, under this mission.

The Committee also recommend that the Ministry may put adequate emphasis in popularizing this scheme, through visual media, print media, hoarding, etc., so that the intended beneficiaries are made aware about this scheme and it becomes a success, in all States/UTs, on the line of 'Swachh Bharat Abhiyan'. Keeping in view the objective of Housing for All by 2022 in Urban areas, the Committee agreeing with the view of the Ministry, recommend that the BE of Rs. 4875 crore allocated for PMAY(U) and its four components may be enhanced suitably at the RE stage so that this mission fructifies. The Committee also express its apprehension that this ambitious Mission of "Housing for All by 2022" in urban areas does not meet the same fate as that of an earlier popular Mission, namely, "Health for All by 2014" for want of necessary funds, proper execution of the Scheme at the States/UTs level and generation of its awareness among intended beneficiaries as well as other stakeholders. The Committee also caution the Ministry to monitor regularly and curb the practice that the beneficiary should not sublet their pucca house and start living in squatter and slum settlements.

The Committee further note that National Urban Rental Housing Policy, 2015, is in offing. They desire that finalization and implementation of this policy should be expedited so that urban poor could afford to stay in good environment and the problem of slums also could be addressed to some extent. The Committee are aware that for example, Punjab has 14.02% of slums in the urban areas. Out of the total statutory towns, 71 have reported slums in various districts of the state and the Punjab government has forwarded the Detailed Project Reports (DPRs) regarding construction of Dwelling Units for Slum Dwellers in Bhatinda and other cities of Punjab which have not been taken cognizance of by the Ministry. Similarly, in case of Haryana as per 2001 Census, 49 of the Statutory Towns have reported to have slums which have increased to 75 as per 2011 Census, i.e., an increase of 26

Statutory towns reported to have slums mushroomed over a decade indicating about 33 % increase of slum population in urban Haryana. The Committee strongly recommend that the Ministry should consider all the DPRs received from the state of Punjab, Haryana as well as the other states expeditiously in interest of Urban Poor/Slum Dwellers.

Recommendation No. 16

CENTRAL GOVERNMENT EMPLOYEES WELFARE HOUSING ORGANISATION (CGEWHO)

The objective of CGEWHO is to undertake social welfare schemes on 'No Profit-No Loss' basis, for the Central Government Employees serving and retired both, spouses of the deceased Central Government employees and employees in service of this Society, and spouses in case of deceased employees, by inter-alia promoting the construction of houses, and providing all possible help and required inputs, to achieve this object.

The Committee further note that organisation derives its funds from non-plan expenditure of the Ministry and the proposed budget for the year 2013-14 onwards was Rs. 10 lakh per year. The Committee was informed that the beneficiaries under the CGEWHO housing schemes are categorized under three Priority lists, i.e., Priority- I, II & III and are accorded priority in allotment accordingly, thereby autonomous bodies of the Government, are kept in 2nd Priority. Lok Sabha Secretariat and Rajya Sabha Secretariat being the Autonomous Bodies are also kept under the 2nd Priority.

The Committee are of the opinion that the Central Govt. Employees, after retirement, have to vacate their Govt. allotted flats and have to look for an alternate home thereafter. CGEWHO housing schemes can certainly provide an opportunity to own a first home and support retiring Govt. employees/ autonomous bodies/PSUs employees in their old age which is a good welfare measure.

The Committee are aware that a number of complaints/representations have been addressed to the Chief of CGEWHO by the employees of Lok Sabha Secretariat/Rajya Sabha Secretariat whenever they were deprived of a chance to apply under the announced scheme of the CGEWHO in the NCR of Delhi and other places during last decade and half, as the Scheme was opened for Priority-I category only, and all their representations were rejected by the office of CGEWHO on the ground of ineligibility under Priority-I.

The Committee are of the considered view that the Constitution of India brings the Indian Parliament on equal basis as the Executive, viz., the Central Government under the Parliamentary Democratic System which also confers all financial powers to Lok Sabha/Parliament who authorise the Executive/Central Government to incur expenses from the Consolidated Fund of India. The Committee, therefore, unanimously recommend that the Ministry should ensure that all the three Secretariats of the Parliament, namely, all the employees of President Estate Secretariat, Rajya Sabha Secretariat and Lok Sabha Secretariat, should be given equal treatment as that of the Central Government employees and should be included under Priority-I category at the earliest, under appraisal of the progress in the implementation of the recommendation, to the Committee.

Recommendation No. 17

REAL ESTATE (REGULATION & DEVELOPMENT) ACT, 2016

The Committee are happy to note that Real Estate (Regulation and Development) Act, 2016 has come into force, which is expected to help consumers move towards an accountable, transparent and fair deals in a sector well known for delays, frauds, overpricing and even worse with innocent consumers/buyers. This legislation aims at protecting the interest of buyers by creating State level "Real Estate Regulatory Authorities" to whom buyers can complain. The authorities have been empowered to punish or prosecute developers.

The Committee are concerned about the fate of all the Affordable Housing Schemes which have been sanctioned during the past years and are yet to be completed and they apprehend that those builders/promoters who have already started/initiated some work on the above said sanctioned projects, might try to get away by stating that this Act has come into force after the commencement of their projects. The Committee, therefore, recommend that the Ministry should ensure that this Act is implemented retrospectively with respect to all affordable housing projects initiated at any time in the past but not completed. Bringing these affordable housing projects within the ambit of this Act will ensure protection of interest of Economically Weaker Section and Low Income Group home buyers. The Committee also desire the Ministry to ensure that this Act is brought into force as soon as possible and the States/UTs Governments may be incentivised suitably for enacting their own State Acts on the basis of the Model Central Act and for timely constitution of Real Estate Regulatory Authority, as required under this Act. The Committee would like to be apprised of the Action Taken in this regard at the earliest.

Recommendation No. 18

HINDUSTAN PREFAB LIMITED

The Committee note that Hindustan Prefab Limited was incorporated in 1953. In the 61 years of its existence, it has built a wide spectrum of civil engineering structures using both conventional in-situ as well as prefab techniques. HPL thus became a fully integrated company with modern prefabrication facilities. HPL is currently providing Project Management Consultancy (PMC) for construction of projects in 15 States awarded to it through various State Governments and its agencies. One of the mandates of HPL is dust free construction through prefab technologies.

The Committee strongly feel that dust particles continue to largely contribute to rising pollution levels, create health problems, particularly for those with respiratory problems, cause environmental degradation, including air and water pollution, create host of problems including visibility, create unsafe working conditions and increase costs associated with the loss of materials or additional work involved. The Committee came to know that dust and fine particle generation from construction and demolition activities can be substantially reduced through carefully selected mitigation techniques and effective management. The most effective technique is to control dust at source and prevent it from becoming airborne. The Committee are apprised that HPL uses (a) large panel fully prefab system, composite roofing system using precast beams, partial prefab system using cast-in-site walls and precast roofs and totally cast-in-situ system using small precast elements. Although HPL has used the large panel fully prefab system, it believes in economizing costs further by using partial prefab system to suit the economy of the country. The Committee note that HPL is currently engaged as a Project Management Consultant (PMC) for undertaking projects using both conventional and prefab technologies and they have built a wide spectrum of civil engineering structures and has also supplied components for the building industry and the national railways.

During the recent study tour to Trivandrum in Jan 2016, the Committee had observed that HPL are executing the Housing projects under Rajiv Awas Yojna with traditional construction methods like brick and mortar. The Committee were surprised to note that they were not using any prefab technology for construction of those housing projects which was desired from them. In-fact the Committee are of the considered opinion that large paneled buildings can be built very fast and this could be one of the methods for solving the housing problem in the country. These buildings do not require elaborate up-keep expenditure. The use of precast concrete elements for roofing and flooring can greatly accelerate the pace of construction and make site supervision relatively easier, resulting in saving of essential raw materials, thus economizing on the overall construction costs.

The Committee strongly recommend that Ministry of HUPA should make concerted efforts and strive proactively to complete all the construction projects without cost and time overrun by adopting Prefab technologies and minimizing environmental consequences including dust pollution. They, therefore, desire the Ministry to create awareness and popularize these technologies through seminars, video conferencing and advertisements. The Committee expects the Hindustan Prefab Ltd. to act as a technology hub and incubation centre for prefab technologies.

The Committee are well aware that there is a large scale construction in cities like Dubai, Shanghai, New York, London, Singapore and Beijing, etc., and the sky scrapers come up within no time while being dust free and completely safe. The Committee appreciate such dust free, eco-friendly technology which leads to such expeditious construction. The Committee are of the firm view that India should also adopt such dust free technology in all their Government constructions. They strongly recommend that henceforth, all Government buildings, where the Government is a vendor, should adopt prefab technology, use of precast elements for roofing and flooring as a role model. This will greatly accelerate the pace of construction and minimise adverse environmental consequences including heavy reduction in dust pollution. They also desire that the Government should be proactive in introducing this technology and replace traditional construction method

like brick and mortar. The Ministry should also take care about the use of eco-friendly technologies at the time of demolition activities by controlling dust at source preventing it from becoming air borne.

NEW DELHI;
19 April, 2016
30 Chaitra, 1938(Saka)

PINAKI MISRA,
Chairperson,
Standing Committee on Urban
Development.

Note of dissent to Recommendation Nos. 4 & 5 by Sh. Rangasayee Ramakrishna, M.P. on the Report of the Standing Committee on Urban Development on 'Demands for Grants (2016-17)' of the Ministry of Housing and Urban Poverty Alleviation.

Dated: 21st April, 2016

I fear I cannot endorse the views and recommendation in 4 & 5 due to the following reasons.

Housing component into Pradhan Mantri Awas Yojana of the current NDA Government. The change is not merely optical but is a well thought out and considered strategy for achieving the ambitious target of Housing for all by 2022. The targets cannot be realizable within the targeted time frame unless the technology (eg. from brick and mortars to prefab) the trained manpower, the necessary FAR modifications, use of local and ethnic materials, aesthetics etc. are not fused. The recommendations in 4 & 5 contrarily will amount to the new strategy being overburdened with huge baggage of the past, disoriented from the overall components of the new strategy and in a manner of speaking this will have the effect of sabotaging the new Govt.'s PMAY. Continuation of JNNURM till March 2017 by itself is a big concession halting the momentum of the Govt.'s new strategy. When a cat vanishes, the grin should not be allowed to linger on for a long time. The recommendation for continuing projects regardless of the quantum of completion together with the continuance of the old funding pattern virtually amounts to indefinite continuance of JNNURM, which amounts to appear as a diversionary tactic not allowing the Government to embark on its new strategy. The recommendation to retain the existing JNNURM funding pattern is tantamount to ignoring the game changer recommendations of the XIV Finance Commission, which substantially hiked the devolution to states and the specific earmarked untied financial grants to rural and urban local bodies almost amounting to Rs. 2.9 lakh crores for 2015-20. By retaining the erstwhile funding pattern, the Government will be left with huge paucity of resources for PMAY. Instead of attempting a veiled continuance of the baggage of the past, we could suggest that a case by case evaluation of the unfinished JNNURM projects should be done by a suitably composed appraisal team based on which

specific projects that fulfil the parameters of PMAY could be suitably subsumed in the PMAY and financed out of the devolutions to states and PLBs by the Finance Commission.

The NDA Government with a huge mandate from the people of India has set in motion a strategy for transforming the Economy, and not merely continuing the previous government's business as usual. Recommendations 4 and 5 appear to be subtle and veiled attempts to derail this process and hence this note of dissent.

(Rangasayee Ramakrishna)

STANDING COMMITTEE ON URBAN DEVELOPMENT (2015-2016)

MINUTES OF THE 9TH SITTING OF THE COMMITTEE HELD ON THURSDAY, 31ST
MARCH, 2016

The Committee sat from 1300 hrs. to 1400 hrs. in Main Committee Room,
Parliament House Annexe, New Delhi.

PRESENT

Shri Pinaki Misra - *Chairperson*

MEMBERS
LOK SABHA

2. Sh. Rajendra Agarwal
3. Sh. Ramesh Bidhuri
4. Sh. Ram Charan Bohra
5. Sh. Dushyant Chautala
6. Sh. Ashok Shankrarao Chavan
7. Dr. Dharam Vira Gandhi
8. Sh. Dilip Mansukhlal Gandhi
9. Sh. R. Gopalakrishnan
10. Sh. Choudhury Mohan Jatua
11. Smt. Meenakshi Lekhi
12. Sh. P.C. Mohan
13. Sh. Alok Sanjar
14. Sh. Rahul Ramesh Shewale
15. Sh. K.V. Thomas
16. Sh. Parvesh Sahib Singh Verma

RAJYA SABHA

17. Sh. Anil Desai
18. Sh. Parvez Hashmi
19. Sh. Rangasayee Ramakrishna
20. Sh. Mukul Roy
21. Sh. C.P. Thakur
22. Sh. S. Thangavelu

SECRETARIAT

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Shri D.S. Malha - Director
3. Ms. Amita Walia - Additional Director

LIST OF WITNESSES

MINISTRY OF HOUSING AND URBAN POVERTY ALLEVIATION

1. Dr. Nandita Chatterjee, Secretary
2. Ms. Jhanja Tripathi, JS & FA
3. Sh. Brij Kumar Aggarwal, JS (UPA)
4. Sh. Amrit Abhijat, Joint Secretary (HFA)
5. Sh. Rajiv Ranjan Mishra, Joint Secretary (H)
6. Sh. S.K. Tiwari, Economic Adviser
7. Dr. M, Ravi Kanth, CMD, HUDCO
8. Sh. S.B. Sinha, Director
9. Sh. Sriram Kalyanaraman, CEO & MD, NHB

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee and the representatives of the Ministry of Housing and Urban Poverty Alleviation to the sitting of the Committee. The Chairperson then requested the Secretary, Ministry of Housing and Urban Poverty Alleviation to give a presentation on the Demands for Grants of the Ministry for the year 2016-2017. He also drew the attention of the representatives of the Ministry to the Rule 275 and Direction 55 (1) of the Directions by the Speaker.

3. The Secretary, Ministry of Housing and Urban Poverty Alleviation, thereafter briefly explained the overall Budgetary position with regard to various schemes and programmes of the Ministry for the year (2016-2017) and highlighted their targets and achievements as

well as reasons for shortfall, wherever applicable. She also explained briefly about Pradhan Mantri Awas Yojana (PMAY)-Housing For All (Urban), Deendayal Antyodaya Yojana-National Urban Livelihoods Mission (DAY-NULM) and JNNURM. The Members present, then, raised some queries on various issues related to the examination of the 'Demands for Grants of the Ministry. The representatives of the Ministry clarified the queries raised by the members.

4. The Witnesses then withdrew.

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

The Committee then adjourned.

STANDING COMMITTEE ON URBAN DEVELOPMENT (2015-2016)

MINUTES OF THE 10TH SITTING OF THE COMMITTEE HELD ON TUESDAY,
19TH APRIL, 2016

The Committee sat from 1530 hrs. 1600 hrs. in Main Committee Room Parliament House Annexe, New Delhi.

PRESENT

Shri Pinaki Misra - *Chairperson*

MEMBERS

LOK SABHA

2. Shri Ramesh Bidhuri
3. Shri Ram Charan Bohra
4. Shri Dushyant Chautala
5. Shri Ashok Shankrarao Chavan
6. Dr. Dharam Vira Gandhi
7. Shri Maheish Girri
8. Smt. Meenakshi Lekhi
9. Shri Rahul Ramesh Shewale
10. Prof. K. V. Thomas

RAJYA SABHA

11. Smt. Vandana Chavan
12. Shri Husain Dalwai
13. Shri Rangasayee Ramkrishna
14. Shri S. Thangavelu

SECRETARIAT

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Ms. Amita Walia - Additional Director

2. At the outset, the Hon'ble Chairperson welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the draft Report on Demands for Grants (2016-2017) of the Ministry of Housing and Urban Poverty Alleviation. The issue of new funding pattern of old schemes, w.r.t., Central:State share as contained in Recommendation nos. 4 and 5 was raised and agreed to by all the Members present except two Members. The Committee adopted the draft Report with slight modifications.

3. The Committee also authorized the Chairperson to finalize the above-mentioned Report taking into consideration consequential changes arising out of factual verification, if any, by the concerned Ministry and also to present the same to both Houses of Parliament.

The Committee then adjourned.