

**14**

**STANDING COMMITTEE ON  
URBAN DEVELOPMENT  
(2016-2017)  
SIXTEENTH LOK SABHA**

**MINISTRY OF URBAN DEVELOPMENT**

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

{Action Taken by the Government on the Observations/ Recommendations contained in the Eleventh Report (Sixteenth Lok Sabha) of the Standing Committee on Urban Development on Demands for Grants (2016-2017) of the Ministry of Urban Development}

**FOURTEENTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

23 December, 2016, 02 Pausa 1938 (Saka)

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**Presented to Lok Sabha on .....**

**Laid in Rajya Sabha on .....**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

23 December, 2016, 02 Pausa 1938 (Saka)

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### ANNEXURES

- I. Minutes of the 5<sup>th</sup> Sitting of the Standing Committee on Urban Development(2016-17) held on 23.12.2016.
- II. Analysis of the Action Taken by the Government on the recommendations is contained in the Eleventh Report(16<sup>th</sup> Lok Sabha).

**COMPOSITION OF THE STANDING COMMITTEE ON  
URBAN DEVELOPMENT (2016-2017)**

*Shri Pinaki Misra - Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Ramesh Bidhuri
3. Shri Ram Charan Bohra
4. Shri Dushyant Chautala
5. Shri Ashok Shankarrao Chavan
6. Dr. Dharam Vira Gandhi
7. Shri Dilip Mansukhlal Gandhi
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20. Shri Parvesh Sahib Singh Verma
21. Shri Pradhan Baruah

**RAJYA SABHA**

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28. Shri Mahesh Poddar
29. Shri K.C. Ramamurthy
30. Shri Ajay Sancheti
31. Shri Dharamapuri Srinivas

**SECRETARIAT**

1. Smt. Abha Singh Yaduvanshi - Joint Secretary
2. Shri D.S Malha - Director
3. Ms. Amita Walia - Additional Director
4. Dr.(Maj.) Jagmohan Khatri - Committee Officer

(iv)

## INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2016-2017) having been authorized by the Committee to submit the Report on their behalf, present the 14<sup>th</sup> Report (16<sup>th</sup> Lok Sabha) on the action taken by the Government on the Observations/Recommendations contained in the Eleventh Report (16<sup>th</sup> Lok Sabha) of the Standing Committee on Urban Development on "Demands for Grants (2016-2017) " of the Ministry of Urban Development.

2. The Eleventh Report was presented to Lok Sabha on 02 May, 2016 and laid on the table of Rajya Sabha on 2 May, 2016. Replies of the Government to all the recommendations contained in the Report were received in August 2016

3. The Standing Committee on Urban Development considered and adopted this Report at their sitting held on 23 December, 2016.

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

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

**NEW DELHI;**

**23 December, 2016**  
**02 Pausa, 1938 (Saka)**

**PINAKI MISRA**  
**Chairperson,**  
**Standing Committee on Urban Development**

(v)

## CHAPTER I

### REPORT

This Report of the Standing Committee on Urban Development (2016-2017) deals with the action taken by the Government on the Observations/Recommendations contained in their Eleventh Report (Sixteenth Lok Sabha) on Demands for Grants (2016-2017) of the Ministry of Urban Development which was presented to Parliament on 02.05.2016.

1.2 Action Taken Replies have been received from the Government in respect of all the 22 recommendations contained in the Report. These have been categorized as follows:

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

Recommendation Nos. 1, 3,4,5, 7,8,9,11, 14,15,16,17, 19, 21 and 22

(Total -15)

(Chapter-II)

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

Recommendation No. 18

(Total -01)

(Chapter-III)

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

Recommendation Nos. 6,12 and 13

(Total - 03)

(Chapter-IV)

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

Recommendation No. 2, 10 and 20

(Total -03)

(Chapter-V)

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

1.4 The Committee will now like to comment on the action taken by the Government on some of their recommendations in the succeeding paragraphs.

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

#### **CAPACITY BUILDING OF URBAN LOCAL BODIES (ULBs) UNDER -AMRUT MISSION**

1.5 The Committee had recommended as under:

"The Committee note that the Ministry of Urban Development has selected 493 cities under AMRUT mission and its implementation lies with State Governments and further down with Urban Local Bodies (ULBs). They find that there is a lack of implementation of the programmes and policies of the central Ministry by the respective State Governments and Urban Local bodies and the main hurdle is lack of capacity building of these authorities. They further note that recently the Ministry have taken up the latest initiatives like 'Ease of Doing Business and the development of model building byelaws' which are extremely desirable by the urban local bodies. The Committee are apprised that a complete eco-system of capacity building was thought of while designing the AMRUT Mission. There is lot of buoyancy with a lot of stress on the individual capacity building of workers on the job and capacity building of the engineers in the class rooms under this mission. There is also a provision of 3 to 5 Project Design and Management Consultants (PDMCs) to help the cities and the States in project monitoring and also other activities that the cities would like to do as a part of capacity building and helping in project monitoring.

The Committee are of the opinion that Ministry will have to take proactive role in implementing and taking lead in strengthening the local body mechanism to ensure that the aims and objectives of the AMRUT are achieved in a time bound manner. They feel that ULBs are not performing at the optimal level, may be because of lack of funds, lack of capacity building, lack of technical expertise etc. The Committee strongly feel that central Ministry should act as a facilitator & guide to strengthen the ULBs. Main issues are that there is a limited understanding of reforms in cities/states. There are no regulations requiring provision of certain minimum level of services to be provided by ULBs. Therefore, all out efforts should be made to strengthen the ULBs.

The Committee further feel that Management of water supply and sewerage system under AMRUT should be the primary function of ULBs. They should be given responsibility for water supply and distribution in their territorial jurisdictions whether based on their own source or on collaborative arrangements with para-statal and other service providers. Municipal Corporations may be given responsibility for the entire water supply programme from development to distribution. For smaller and medium sized ULBs, a phased transfer of



responsibilities for management of the distribution networks should be developed. Further, Para-statal agencies should be accountable to ULBs. The Committee desire that for strengthening ULBs, the Government should consider the adoption of a common categorization of urban bodies across the country with a provision of adequate staffing to improve clarity in their definition so as to assist a systematic planning process."

1.6 In their action taken reply, the Ministry have stated as follows:

"Under the Mission 497 cities/ towns have been selected until now under AMRUT. The Capacity Building of Urban Local Bodies is supported under the AMRUT so as to achieve urban reforms and implementation of projects in Mission mode. The States have to prepare annual plan for capacity building for Individual as well as Institutional capacity building. Capacity Building is also supported through Capacity Building for Urban Development (CBUD) programme.

Constitution of professionalization of municipal cadre is one of the reforms under AMRUT which have components like i. Establishment of municipal cadre, ii. Cadre linked training etc. and to be achieved by the States within 36 months. The Mission has provision to support reforms."

**1.7 The Committee have been apprised that the States have to prepare annual plan for capacity building for individual and as well as institutional capacity building. There is also a Capacity building programme for development under AMRUT Mission. The Committee note that AMRUT has provisions for supporting reforms such as constitution of professionalization of municipal cadre. There is also a provision of cadre linked training which is to be achieved by State within 36 months as stated by the Secretary, Ministry of Urban Development during the Demands for Grants(2016-17) evidence for working together in improving urban governance. The Ministry is silent about the suggestion of the Committee about specifically strengthening of ULBs, their staffing etc. Therefore, the Committee reiterate that management of water supply and sewerage under AMRUT should be the prime function of ULB's and they should be empowered to implement these schemes with their own resources and resources provided by Centre and States. The other agencies of States should co-operate with ULB's in implementation of water supply distribution and sewerage system. Further, para-statal agencies should be made accountable to ULB's. The Committee also desire that the ULBs should be strengthened and there should be a common categorization of urban bodies across the country. There should be adequate staff in ULBs with phased transfer of responsibility for management of distribution network to improve clarity.**



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

### **EXPEDITIOUS COMPLETION OF GURGAON-DWARKA EXPRESSWAY**

1.8 The Committee had recommended as under:

"The Committee are aware that the Northern Peripheral Road (NPR) stretch has been planned as an alternate link road between Delhi and Gurgaon, and is expected to greatly ease the traffic situation on the Delhi-Gurgaon Expressway. The Committee note the delayed progress/completion of Dwarka Expressway connecting Dwarka and Gurgaon regions of NCR of Delhi and they were apprised by the Ministry that the requisition for acquisition of land for Dwarka Expressway has been sent to Land & Building Department, Government of National Capital Territory of Delhi (GNCTD). The matter has also been taken up with Chief Secretary, GNCTD for acquisition of land in village Bamnoli and Bijwasan. However, since the process under new Land Acquisition Act is cumbersome and time consuming, the land has not been acquired yet. Similarly, a proposal relating to Faridabad and Gurgaon (Gwal Parbat) road via Jaunpur and Mandi was to be converted into National Highway. A proposal is already pending with GNCTD for a long time. The Committee expect that Ministry of Urban Development should take up the matter at the highest level with PWD Department of GNCTD to expedite the approval of the project as this will connect two cities of Haryana with NCT and facilitate the travel time and allow seamless flow of traffic. They also desire that the same may be notified and implemented at the earliest.

The Committee are of the considered view that these stretches are very important because these will connect Dwarka with National Highway 8 at Kherki Dhoola and will pass Pataudi Road and also the Faridabad and Gurgaon road via Jaunpur and Mandi will be converted into National Highway that will facilitate direct access therein. Hence, the Committee strongly recommend the Ministry to proactively pursue this matter with GNCTD, and DDA so as to resolve any conflict, if any, at the highest level and complete this much needed Gurgaon- Dwarka Expressway link and Faridabad and Gurgaon National Highway expeditiously for the benefit of the large number of people in the region."

### **Reply of the Government**

1.9 In their action taken reply, the Ministry have stated as follows:

" Recommendation of the Committee has been noted for pursuing the matter with the concerned."

**1.10 The Committee feel that the Northern Peripheral Road (NPR), alternate link road between Delhi and Gurugram is of paramount importance because it will greatly ease the traffic situation. The Committee note that Ministry of Urban Development has acceded for pursuing the matter with concerned authorities for speedy implementation of this project. But at the same time, Ministry has not given any time plan and action plan. Infact, the reply of the**

**Government is evasive i.e., without clearly stating with whom and at which level the matter has been taken up by the Ministry.**

**The Committee are of the firm view that these stretches are very important because these will connect Dwarka with National Highway No.8 which will smoothen the traffic in the long run. Hence, the Committee strongly recommend the Ministry to proactively pursue with GNCTD and DDA so as to resolve any conflict and at the same time Ministry should come up with proper action plan and efforts taken/outcomes regarding this project in a time-bound manner under intimation to the Committee periodically.**

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

#### **RECRUITMENT OF STAFF IN NATIONAL CAPITAL REGION PLANNING BOARD (NCRPB)**

1.11 The Committee had recommended as under:

"The Committee note that National Capital Region Planning Board (NCRPB) was constituted in 1985 with the objective of preparation of a plan for the development of NCR and coordinating and monitoring the implementation of the said plan. They are apprised that as of now, NCRPB has an acute shortage of staff with only a staff strength of 51. NCRPB has been provided Rs. 4.4 Crore under non-plan head and Rs. 50 Crore under plan head. The Committee feel that over a period of time, the NCRPB activities have increased manifold in respect of financing and monitoring of project implementation.

The Committee are apprised that in year 2011, Ministry of Urban Development has approved the creation of five temporary posts to function as Project Management Unit (PMU) of NCRPB and also they considered to revive the 2 posts after the due approval of Ministry of Finance. In year 2012, again a proposal for creation of 39 additional posts had already been forwarded to MoUD. However, in 2015, the matter was reconsidered and it was decided to pursue the creation of 13 posts only. Further, 2 posts of Joint Directors, which had lapsed, as they had been lying vacant since 2012, have been revived in 2015. Revival of one post of Deputy Director is under process.

The Committee acknowledge that although, the responsibility of implementation of the projects financed by the NCRPB lies with the concerned State agencies but still closer monitoring and follow up of such projects by NCRPB is very essential for timely utilization of funds and scheduled completion of projects.

Keeping in view the working profile of the NCRPB and exigencies of work they are doing, the Committee recommend that appropriate staff strength and adequate funds should be sanctioned and approved to the NCRPB by the Ministry of Urban Development in consultation with Ministry of Finance in a time bound manner under intimation to the Committee. "

1.12 In their action taken reply, the Ministry have stated as follows:

"National Capital Region Planning Board (NCRPB) forwarded a proposal for creation of 39 additional posts to this Ministry in 2012. Subsequently, the proposal was forwarded to Ministry of Finance, which raised certain queries. NCRPB forwarded detailed clarifications/ justifications on the queries raised by the Ministry of Finance, and the same were forwarded to the Ministry of Finance for seeking their approval in the matter.

However, in 2015, the matter was reconsidered and it was decided to pursue the creation of 13 posts only. Further, 2 posts of Joint Directors, which had lapsed, as they had been lying vacant since 2012, have been revived in 2015 and one post of Deputy Director has been revived in February, 2016."

**1.13 The Committee note that Ministry of Urban Development has pursued the matter with Ministry of Finance for providing appropriate staff strength and adequate funds to NCRPB as requested by the board in 2012. But the Committee are perturbed to note that only 12 out of 39 post were considered and 2 post of Joint Directors and 1 post of Deputy Director have been revived in 2015 & 2016 respectively. They are concerned that at this rate the NCRPB would never be able to complete the projects in time mainly due to inadequate staff strength. Further the Committee wish to reiterate its recommendation that adequate staff and adequate funds is the need of hour for strengthening and empowering the NCRPB. Hence, the Committee strongly recommend the Ministry to vigoursly pursue with Ministry of Finance for revival of rest of posts in NCRPB immediately under intimation to the Committee.**

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

### **INCLUSION OF DELHI UNDER NATIONAL HERITAGE CITY DEVELOPMENT AND AUGMENTATION YOJANA (HRIDAY) SCHEME**

1.14 The Committee had recommended as under:

"The Committee note that the Ministry of Urban Development has launched the National Heritage City Development and Augmentation Yojana (HRIDAY) scheme on 21<sup>st</sup> January, 2015, with a focus on holistic development of heritage cities with the aim to preserve and revitalize soul of the heritage city to reflect the city's unique character by encouraging aesthetically appealing, accessible, informative and secured environment. Over a duration of 27 months and a total outlay of Rs. 500 Crores, the Scheme is being implemented in 12 identified Cities namely, Ajmer, Amaravati, Amritsar, Badami, Dwarka, Gaya, Kanchipuram, Mathura, Puri, Varanasi, Velankanni and Warangal. The scheme is implemented in a mission mode. The Committee appreciate that this Scheme

supports development of core heritage infrastructure projects which shall include revitalization of urban infrastructure for areas around heritage identified sites. The Committee are surprised to note that Delhi, the Capital of India, which has impressive cultural and heritage value besides being marked of glorious historic significance has not been included under HRIDAY Scheme. The Committee recommend to the Ministry of Urban Development for including Chandni Chowk and some other areas in Delhi as the HRIDAY city in the next phase.

1.15 In their action taken reply, the Ministry have stated as follows:

"The proposal for inclusion of 'Chandni Chowk', Delhi is noted and the same would be considered at the time of expansion of the Scheme."

**1.16 The Committee note that Ministry of Urban Development is willing to consider the proposal for inclusion of 'Chandini Chowk', Delhi under HRIDAY scheme at the time of expansion of the scheme. The Committee are of the view that there should be a holistic development of heritage cities under this scheme. Delhi, being the capital city of India, has a glorious culture and heritage value and hence, its impressive heritage infrastructure projects should be preserved by revitalising urban infrastructure around these sites. Therefore, the Committee desire that status regarding inclusion of Chandini Chowk and other areas in Delhi as the HRIDAY city in next phase should be conveyed to the Committee in a time-bound manner.**

#### **Recommendation (Serial No.16)**

#### **DELHI DEVELOPMENT AUTHORITY (DDA)**

1.17 The Committee had recommended as under:

"The Committee observe that DDA is facing some problems in construction of affordable houses. Their problems include shortage of land in Delhi, high cost of land, development charges and infrastructure cost, difficulties in availability of finance by the needy i.e. without regular employment, fixed monthly income and low-density of housing as per Master Plans norms etc. To overcome these problems the Committee have learnt that recently the Central Government has introduced Land Pooling Policy vide Notification No. 2687 (E) dated 5 September, 2013.

The Committee note that Delhi has a population of above 1.50 crores. Every year about 5 lakh people migrate to this city. DDA is one of the biggest Urban Development Authority in India. Yet till date, it has constructed only about 3.5 lakh flats. It has not been able to fulfill the demands of growing population. The primary reasons are lack of availability of land. In this connection, the Master Plan for Delhi 2021 notified on 07.02.2007, envisaged planned development in Delhi through assembly of land by private participation. Under this Land Pooling policy, DDA shall act as Land Pooling Agency (LPA) and Developer Entity (DE) (a landowner or a group of landowners or a developer) shall be permitted to pool land and undertake

construction as per prescribed norms and guidelines. Each dweller entity will get an equitable return irrespective of land uses assigned to their land and DDA should also ensure minimum displacement. The Committee also note that the Ministry of Urban Development has approved the regulations for implementation of Land Pooling Policy on 26.05.2015 but the same is yet to be notified by the DDA.

The Committee are informed that there are certain issues pending with Government of National Capital Territory of Delhi (GNCTD) which needs resolution before notification of the regulations. Land Pooling Policy will be applicable in 95 villages which are required to be declared as development area of DDA under Section 12 of Delhi Development Act, 1957. This matter has already been taken up by DDA with Land & Building Department of GNCTD in Aug, 2014. Out of these 95 villages, 89 villages have to be declared as urban villages under Delhi Municipal Corporation Act, 1957 to initiate the development work and implementation of the policy.

The Committee note that the concerned MCDs i.e. MCD (South) and MCD (North) have already taken up the matter with Urban Development Department of GNCTD for issue of final notification. GNCTD has exempted stamp duty for first transfer/ surrender of land i.e. by the Developers Entities to DDA. The exemption of second transfer i.e. return of land by DDA to the DEs is also required and DDA has taken up the same with GNCTD.

The Committee are happy to note that the Ministry of Urban Development has been following up the matter with DDA to expedite the notification of the regulations for operationalization of the Land Pooling Policy through reminders at regular intervals. At the same time, the Committee strongly feel that there is an urgent need to have a totally transparent mechanism in the DDA in this regard. Therefore, they desire that all information such as (i) availability of land with DDA (ii) allotment of land to Cooperative Group Housing Societies (CGHS) (iii) date of submission of application to RCS (iv) status of application and reasons for rejection, if any, should be made available online. The Committee are aghast to note that the process of allotment of land to CGHS is stalled because of inaction of Registrar Cooperative Societies, Delhi and non-operationalization of Land Pooling Policy by GNCTD. The Committee desire that Government of NCT of Delhi should be sensitized towards this issue in larger public interest so that difficulties faced by large number of people intending to have dwelling unit, which have been stalled due to red-tapism, could be solved. Besides this, the Committee also desire that specific timeline should be fixed for implementation of guidelines of Land Pooling Policy and issue necessary notification for all the Master Plan Zones notified under notification dated 5<sup>th</sup> September, 2013 of the Ministry of Urban Development. Further, verification of membership by Registrar Cooperative Societies (RCS) and allotment of land to all eligible Cooperative Group Housing Societies (CGHS) by DDA should be expedited. The Committee wish to emphasize that all the pending cases with RCS & DDA should be resolved at the earliest and at the same time all the pending issues related to Land Pooling Policy (Appendix-III) between Ministry of Urban Development and GNCTD should be resolved and regulations of this policy should be notified at the earliest.

The Committee have observed that in many cases land is required for community welfare like, green belt, community hall, parks, recreation centres and parking spaces etc., from the overall land available in the area in proximity for the use of people living therein. However, the concerned Municipal Corporations take undue time to clear such sanction/allotments. For example, a Bhatti-Bans village in Delhi (NCT) required only 20 acres of land for community welfare since long time.

However, GNCTD, DDA and MCD the concerned agencies for allotting the land for the purpose have been passing the buck and applying delay tactics. In the process, the people are suffering for want of services/ facilities. The Committee urge the Ministry to take up the matter at highest level with these authorities to expedite the matter and allot the land within a time frame under intimation to the Committee failing which the official responsible for the same be penalised."

1.18 In their action taken reply, the Ministry have stated as follows:

*"The Land Pooling Policy has been notified by Government of India vide notification S.O. 2687 (E) dated 5.9.2013 as part of Chapter – 19 on Land Policy in MPD-2021. The regulations to operationalize the land pooling policy have been approved by Ministry of Urban Development (MoUD) on 26.5.2015 with few additions/modifications.*

- 1. The Modifications to Chapter 19.0 of MPD-2021 on Land Pooling Policy and the modifications in approved regulations for operationalization of land pooling policy were discussed in various Authority meetings as well as in its meeting held on 27.4.2016.*
- 2. There are some other pre-requisites for operationalization of this land pooling policy, such as, declaration of development area under Section 12 of DD Act 1957 and villages as Urban Villages under Section 507 of DMC Act 1957, which have to be notified by the GNCTD.*
- 3. Matter has been taken up with Delhi Government/ MCD for declaration of development area and declaring the villages as urban villages and said issues are still under consideration of Land and Building Department, Urban Development Department and Directorate of Local Bodies of GNCTD. Once the notifications are issued by the concerned department of GNCTD, the Land Pooling Policy will be operationalized/ announced for participation of land holders/Developer Entity (DE) within due course of time.*
- 4. DDA has been allotting land as per the requirement of the area and requests received from various agencies for Community services. DDA has also taken initiatives to reduce the time taken for allotment of land for ongoing projects and for Govt./ Semi Govt. agencies and framed a time bound SOP for disposal of requests for allotment of land.*
- 5. The allotment of land to all eligible Group Housing Cooperative Societies for which recommendations were received from Registrar, Co-operative Societies has already been made.*
- 6. DDA has informed that it has not received any request for allotment of 20 acres of lands for community welfare from Bhatti Bans village in DDA."*



**1.19 The Committee had observed that in many cases land is required for community welfare from the overall land available in the area for use of the people living there. They had also urged the Ministry to take up the matter at the highest level to expedite the sanctions/allotments of land. They, however, find that still the matter has not been resolved so far as the Ministry, GNCTD, DDA and MCDs are passing on the buck and delaying the matter regarding finalization of regulations to operationalize the land pooling policy notified in 2013. The Committee, therefore, strongly reiterate their earlier recommendation to take up the matter at the highest level for resolving the same expeditiously failing which the officers/officials responsible for the same be penalized and the Committee be kept apprised.**

**Recommendation (Serial No.17)**

**COMPREHENSIVE LEGISLATION FOR MASS RAPID TRANSIT AND ISSUES OF TRANSPORT PLANNING**

1.20 The Committee had recommended as under:

"Rapid urbanization of Indian Cities and other Centers, increasing economic activities require robust multi model, cost effective, reliable and efficient transport network. However, the Committee note that there is no legislation at present which covers the requirements of urban transport comprehensively. The Motor Vehicles Act deals with the licensing of vehicles, Railway Act covers inter-city traffic, Metro Construction Act deals with the specific issues related to construction of the metro rail, and Tramways Act deals with tramways within the road surface. Other modes of mass rapid transit such as the bus rapid transit, the light rail transit, the mono rail and several other guided modes of transport and issues of transport planning, multi-modal integration, safety, tariff and financing are not covered under any Act.

The Committee are apprised that the Urban Transport plans and activities are being undertaken by the Ministry as per National Urban Transport Policy (NUTP) 2006. They are also apprised that a comprehensive legislation is required to provide legislation for other modes of mass rapid transit and issues of transport planning, multi-modal integration, safety, tariff and financing. The Committee feel that Urban Transport Plan have to be implemented over a period of time and hence require continuity. To take care of these and several other aspects, an agency needs to be made responsible for providing integrated Urban Transport inter alia encompassing other modes of mass rapid transit and issues of transport planning, multi model integration, safety, tariff and financing through comprehensive legislative support. A comprehensive Urban Transport Act to cover all aspects of urban transport is the need of the hour. Hence the Committee recommend the ministry to formulate a comprehensive Urban transport Act to cater the requirements of urban transport comprehensively and bring about integrated transport planning with in a time bound manner."

1.21 In their action taken reply, the Ministry have stated as follows:

"Urban transport is intertwined with urban development, which is a State subject. Government of India (GoI) has formulated National Urban Transport Policy (NUTP), 2006, under which issues relating to urban transport including Bus Rapid Transit, Metro, Monorail etc and multi model integration have been covered. Further, this Ministry is also helping State Governments/cities in setting up of Unified Metropolitan Transport Authority (UMTA). UMTA has been formed in many States/cities and other States/cities are in the process of its formation. Urban transport constitutes various elements like road transport, metro, monorail, suburban train, waterways, NMT, space for pedestrians and physically challenged persons etc. Majority of urban mobility depends upon road transport and issues related to this is dealt by Ministry of Road Transport and Highways (MoRTH) Highways wherein a new Road Transport & Safety Bill which covers various aspects of road transport, is under consideration. Similarly matters regarding waterways are dealt by Ministry of Shipping. There is Railway Act, 1989 which also governs suburban trains. Construction, operation and maintenance of Metro Rail Projects are governed by the Metro Railway (Construction of Works) Act, 1978 and Metro Railway (Operation & Maintenance) Act, 2002. In addition, various States have different acts/rules which govern different modes of urban transport..

GoI acts as a facilitator for urban transport projects by providing guidance, arranging loans and central assistance. However, all proposal of central assistance for urban transport are initiated by State Govt/UT and approved by GoI after intensive consultations with various stakeholders. While approving the project, provisions of the existing policy, Acts/Rules/Regulations are taken into consideration. GoI has also made provision of upto 20% Viable Gap Funding (VGF) in case of Public Private Partnership (PPP) projects. State Governments have also implemented Mass Transit Projects either through PPP and/or through its own funding without any financial assistance of GoI.

Deliberations have been made regarding the formulation of a comprehensive Urban Transport Act at national level and after taking into consideration various aspects as entailed above, it is felt that in the present context, the NUTP, 2006, addresses urban transport requirements adequately."

**1.22 The Committee note that Urban Transport issues including Bus Rapid Transit, Metro, Monorail and multimodal integration has been covered under National Urban Transport Policy (NUTP) 2006. Unified Metropolitan Transport Authority (UMTA) has been formed in many States and other States/cities are in the process of formation.**

**The Committee have been apprised that Government of India has made provision of upto 26% Viability Gap Funding (VGF) in case of Public Private Partnership (PPP) projects. The Committee feel that urban transport plan have to be implemented in a shortest time frame but still deliberations are going on with many stakeholders for formulations of a Comprehensive Urban Transport Act at the national level. The Committee note that although in present context,**

**the NUTP 2016 addresses urban transport requirements adequately but still there is a long way to go for resolving many issues in urban transport sector. The Committee are of the firm view that a comprehensive legislation is the need of the hour for resolving issues ranging from transport planning, multimodal integration, safety, tariff and financing. There should be a agency who will be responsible and accountable for implementing integrated urban transport *inter-alia* encompassing other modes of mass rapid transit and as well as issues of transport planning.**

**Hence, the Committee strongly reiterate its recommendation to formulate a comprehensive urban transport authority to cater the requirements of urban transport comprehensively and bring integrated transport planning within time bound manner.**

## CHAPTER II

### RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

#### Recommendation (Serial No.1)

#### SUITABLE ENHANCEMENT OF PLAN-OUTLAY FOR URBAN DEVELOPMENT :

2.1 The Committee note that from this Financial Year i.e., 2016-17, all the earlier three Demands namely, Demand no. 104-UD, 105-public work, 106-Stationery & Printing have been merged into one Demand, i.e., Demand No. 95- Ministry of Urban Development. The net Budget Estimate (BE) for 2016-2017 is Rs. 24523 crore against the proposed outlay of Rs. 63959.53 crore by the Ministry which is just 38.34%. The allocations for the Plan schemes and non-plan schemes for 2016-17 are Rs. 21100.00 crore & Rs. 3423.00 crore as against RE 2015-16 of Rs. 15128 crore & Rs. 3180.11 crore, respectively. This amounts to enhancement of 39% and 7.64% for plan and non-plan allocation for the year 2016-17, respectively. The Committee also note that the total budgetary allocation for the Ministry for 2015-16 was Rs. 18340.10 crore (RE) and it has been increased to Rs. 24523 crore in (BE) 2016-17. However, out of total Central Government outlay of Rs. 1978060.45 crore, only 1.239 % have been given to such an important Ministry with such ambitious and important Government schemes in the pipeline. The Committee note that the areas where higher allocations were proposed include Metro Rail Projects (BE 2016-17 Rs. 9958.68 crore), Swachh Bharat Mission (BE 2016-17 Rs. 2300 crore), AMRUT ( BE 2016-17 Rs. 4090.50 crore) and Development of 100 Smart Cities (BE 2016-17 Rs. 3205 crore). While the Committee note the allocation to the Ministry as well as for various schemes/programmes/activities during 2016-17, they desire that these resources should be effectively and entirely utilized for the purpose/objective for which they have been granted. In spite of the allocation over the years, the Committee find that the process of urbanization has not been accompanied by a corresponding increase in the supply of basic urban services. Similarly, the supply of land and housing has not kept pace with the increase in urban population. The Committee are of the opinion that at this laggardly pace, long term futuristic plans for urban development is still a distant dream. The Committee are of the view that for making this dream realized the need of the hour

is to strengthen the ULBs and that can be done by (i) enhancing the budgetary allocation of the Ministry of Urban Development at RE stage; (ii) providing upto 100% grants to the financially weaker ULBs for their capacity development; (iii) imparting training to the personnel working in the ULBs ;(iv) sharing the success stories of strong ULBs like Mumbai and Hyderabad with other ULBs which are lagging behind; (v) monetizing land assets; and (vi) proper implementation of Urban Reforms. The Committee strongly feel that for implementation of the above stated measures the Government will definitely require more funding for execution of various urban development programmes of the Ministry, and, therefore, the Ministry of Urban Development should pursue with the Ministry of Finance to provide additional funds for proper implementation of their scheme, at Revised Estimates stage. They also desire that the Ministry should explore alternative ways to mobilise the required wherewithal, such as, funding through public private partnership, multi-lateral funding agencies, external commercial borrowings, by issuance of urban infrastructure bonds enhance avenues for higher internal generation of revenues etc. to generate more funds for urban development programmes.

### **Reply of the Government**

2.2 The Ministry had taken up the issue of adequate provisioning for implementation of various schemes with the Ministry of Finance at the level of Hon'ble Urban Development Minister and Secretary (UD, vide D.O. Nos. 269(D)/UDM/VIP/16 dated 17.02.2016 and G-20017/11/2015-Bt.(UD)(Pt.)dated 10.02.2016 respectively . As a result the Plan Allocation for 2016-2017 got enhanced from Rs. 17400 Cr. to Rs. 21100 Cr. Keeping in view the pace of expenditure, Ministry has projected additional requirements in the first batch of Supplementary Demands for Grants.

For augmenting resources and for improving the efficiency of urban services, the Ministry of Urban Development is expecting to use Public-Private-Partnerships extensively in the Smart City Mission, Atal Mission for Rejuvenation and Urban Transformation (AMRUT) and Swachh Bharat Mission.

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

#### **SMART PARKING MANAGEMENT FOR SMART GROWTH IN NEW DELHI MUNICIPAL COUNCIL (NDMC) AREAS:**

2.3 The Committee are of the view that for making the city smart, there should be minimal vehicular movement on the roads and surface parking. The Committee are apprised that 9 roads out of 24 roads evaluated by Central Road Research Institute (CRRI) were to be completed during the year 2015-16 in continuation of the Riding Quality Improvement Programme. The remaining 15 roads shall be taken up during the year 2016-17. A provision of Rs.132.42 crore has been kept for Roads and Pavements in BE 2016-17, out of this, Rs.42.94 crore is for capital expenditure. They further note that 116 existing parking spaces would be converted into sensor-based parking spaces linked with a centralized mobile-based Smart Parking Management System on PPP model. The Committee feel that Centralized parking database will help in disseminating real-time parking availability to public while at the same time provide inputs on effective parking planning in NDMC area. This would go a long way in making people friendly parking . The Committee are of the considered opinion that parking is a central issue in community development and plays a major role and has become a time-consuming and problematic factor in the daily lives of city administrators, residents, employers, employees, traders and retailers. In the absence of proper parking management, on road and off road parking creates pressure on the pedestrian space. They feel that since city can never have enough land for parking the adoption of smart parking, management system will be of greater importance and has become the need of the present time as it can be useful for paid parking purposes. Therefore, the Committee strongly recommend that smart parking management system including electronic and personnel free system should be implemented by the NDMC with full vigour and spirit in a time bound manner under intimation to the Committee.

The Committee are aware that at times the NDMC has been adopting a whimsical approach and simply increases parking charges to exploit the situation, rather than to come out with some out of the box solutions to address parking problems in NDMC areas. The Urban Development Ministry should look into these issues more emphatically rather than adopting an easy way by simply releasing huge funds to NDMC without assessing its utilization on people centric issues, such as

parking, congestion of roads, dust pollution control, cleanliness, etc., on measurable parameters.

### **Reply of the Government**

2.4 Recommendation of the Committee is noted for compliance in a time bound manner by New Delhi Municipal Council (NDMC).

2. NDMC has informed that it has presently been managing parking in association with Delhi Integrated Multi-Modal Transit System Limited (DIMTS), a Joint Venture of the Government of National Capital Territory of Delhi (GNCTD) and IDFC Foundation.

3. Keeping future needs in mind, Smart Parking has been envisaged as one of the project of the Smart City Proposal of NDMC along with projects of parking for intermediate transport, multi-level automated parking, smart bus-stops.

4. With the proposed sensor based parking management system, citizens can get online information about the availability of the parking space. Its usage charges and the route map on their smart mobile phone.

5. Following are NDMC's key objectives from the proposed parking management and parking guidance initiative:

- a. To uniquely identify all parking slots through sensor and/or video based and other smart parking technology solutions.
- b. To enable accurate information on availability of parking slots in real time through monitoring entry and exit of each vehicle in each parking lot.
- c. To enable parking guidance system to direct drivers to available parking spot.
- d. To enable users to pay on the spot / reserve parking spots via citizen mobile app or online portal.
- e. To reduce circling, leading to savings of time and fuel.
- f. To help in reducing overall congestion and general improvement in quality of life.
- g. To view a live video feed of parking and no-parking zones on mobile platform.
- h. To detect and report parking violations in no-parking and loading zones via video.
- i. To get central report management of parking occupancy, revenue, and enforcement.

6. To achieve the above mentioned goals, NDMC proposes to appoint a Concessionaire for a period of five to seven years on private public partnership (PPP) basis, who will be responsible for following:

a. To upgrade all parking lots in NDMC area with parking sensors, parking guidance and management system, installation of cameras and other equipment required for this purpose. Proposed system should have the capability to uniquely identify each motorist entering any of the parking lots. Concessionaire may propose barcoded tickets, magnetic strip cards, Radio Frequency Identification (RFID), Smart Cards, QR Coded entry or any other technology as deemed fit.

b. To depute manpower to manage these parking lots and collect parking charges as per NDMC parking policy. Comprehensive operation and maintenance of all parking sensors and other equipment required for parking guidance and management system throughout the concession period.

c. To provide a smart handicap friendly parking system.

d. The solution provided by Concessionaire shall include end devices for parking management and revenue collection and alternate fallback mechanism for ensuring smooth working of Smart Parking initiative.

e. All revenues generated from Parking should be accounted for and tracked. It should be collected online to the maximum extent. Any leakages in the same will not be acceptable.

7. To finalize the request for proposal, a pretender meeting has been held on 26.05.2016 with prospective bidders and it is expected that a Concessionaire may be selected through open competition bidding within 4 months. Thereafter, successful bidder may take another six months' time to put such system in place.

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

### **SMART SOLUTIONS : SINGLE WINDOW APPROVAL PROCESS SYSTEM IN NDMC**

2.5 The Committee note that in Delhi under Smart City Mission, New Delhi Municipal Council (NDMC) area has been chosen and their different Departments are engaged in streamlining procurement and contractual processes. Each important Project is piloted by a Head of Department (HoD) who coordinates all activities pertaining to it within NDMC or with the Ministry concerned. Concurrence with regard to availability of budgetary provisions is routed through Finance Department; which is again piloted by the respective HoD. They further note that NDMC have an in-house Project Management System to monitor all projects. They



have also proposed to develop an IT-enabled contract and vendor management system consisting of supplier/contractor management and the full cycle of tender administration. The Committee are of the considered opinion that most project are delayed on account of delay in project approvals. There is an immediate requirement of greater transparency in administrative approvals, easy availability of information to all stakeholders on procedural and documentation requirements, time frame and authority responsible for various approvals, status of pending applications along with reasons for delay beyond prescribed time etc. Hence, there is a strong need for a single window approval process system. The Committee feel that for making the Smart Cities Mission successful, the process of project approvals needs to be simplified. The Committee desire that a net-enabled system could be developed for this purpose so as to have simplification of prescribed procedures under extant laws. Re-engineering of the regulatory processes is also necessary to reduce ground level hassles to make administration and compliance easy. The Committee, therefore, strongly recommend that NDMC should implement the simplified process of project approvals and single window approval process system in a time-bound manner so that they could achieve the target of making their area as a smart city under the mission and may become a model ULB for other ULBs in all States/UTs to follow their footsteps.

### **Reply of the Government**

2.6 Committee's recommendation is noted for compliance by NDMC.

2. NDMC has informed that it is in the process of developing standard operating procedures in order to rationalize internal processes for delivering services to its citizens. This is being done in order to introduce greater transparency and speed in decision-making.

3. As per directives of Government of India under Ease of Doing Business, NDMC has started 'On-line Approval of Building Plans' for construction permits giving good and hassle free services to the citizens. A single window online common application form has been introduced for all the external agencies and on line payment system and calculator for calculating the fees etc. has been incorporated.

4. In this system, External Agencies such as Delhi Metro Railway Corporation (DMRC), Delhi Urban Art Commission (DUAC), Archaeological Survey of India (ASI), etc. have been given 15 days' time frame to issue NOC's/ clearances.

NDMC has to decide the proposal within 30 days. This system will ensure transparent, simple, fair, hassle free approvals from NDMC. In this regard, NDMC Portal has been integrated to vis-a-vis DUAC, Chief Fire Officer (CFO), Airports Authority of India (AAI), ASI, National Monuments Authority (NMA), DMRC, etc.

5. The system is basically to make this public utility for the convenience of the public in general and interface with the public is discontinued. All the information (s) related to the On Line Building Plans sanction will be given to the applicant/ Architect through SMS/e-mail.

#### **Recommendation (Serial No.5)**

#### **INCLUSION OF MORE NUMBER OF CITIES UNDER ATAL MISSION FOR REJUVENATION AND URBAN TRANSFORMATION (AMRUT)**

2.7 The Committee note that criteria for inclusion of Cities under the Atal Mission for Rejuvenation and Urban Transformation (AMRUT) mission are population of 1 Lakh or more. Mission mandates a set of 11 reforms which have to be implemented by all States and 500 mission cities within a period of 4 years. Thrust Areas of Mission are water Supply, sewerage facilities and septage management, storm drains to reduce flooding, pedestrian, non-motorized and public transport facilities, parking spaces, reduce pollution levels; enhance amenity value of cities by creating and upgrading green spaces, parks and recreation centers especially for children. The Committee are apprised that Government of Rajasthan has been requesting the Ministry of Urban Development time and again to include the cities like Makrana, Barmer, Karoli, Banswara, Jhalawar and Sardar Shahar in AMRUT Mission and the same have not been included so far, in spite of having population of more than 1 lakh. Similar requests have been made by other States too. Hence, the Committee recommend the Ministry to examine and consider to include these States requests for inclusion of their cities in the Mission and provide the required assistance to the State Government in a time bound manner under intimation to the Committee.

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

2.8 Atal Mission for Rejuvenation and Urban Transformation (AMRUT) provides for certain criteria for coverage under the Mission. The request from the Govt. of Rajasthan had been considered and Jhalawar has been included as Mission city.

Other cities do not fulfill the criteria of one lakh ULBs population as per census 2011 and have not been included in the Mission.

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

#### **URBAN WATER SUPPLY SPECIAL FUNDS FOR WATER STARVED CITIES**

2.9 The Committee are apprised that the Ministry has launched Atal Mission for Rejuvenation and Urban Transformation (AMRUT) to strengthen basic urban infrastructure in Mission cities including Metropolitan cities in which universal coverage of water supply is promised. The Committee observe that a stage has come where practically no city in India gets sufficient water to meet the needs of city dwellers. In many cities people get water from the municipal sources for less than half an hour every alternate day. In dry summer season, taps remain dry for days together and people are denied water supply at a time when they need it the most. The Committee observe that there is a very bad situation, including law and order problem, in Latur city (Maharashtra) because of severe scarcity of water. This city has been reported to have water supply only once in a month and Manjara Dam near Latur has only 1% of water it can hold. They are perturbed to note that Central Government has neither any separate plan to address the water problem nor this city has been included under AMRUT mission despite having population of more than 3 lakhs,. The Committee find this kind of step-motherly treatment to water scarce city highly unacceptable. They are of the view that this type of situation is not only limited to Latur city only. The Committee strongly recommend that Ministry of Urban development along with the State Govt. should step in and provide immediate relief measures such as creating special package/funds for such water starved cities across the Country or expedite commissioning of water plant to provide water at least to meet the basic requirements of water. The Committee also desire the Government to achieve the solutions to conserve and preserve water by way of minimizing the losses in transmission & distribution system, recycling water through treatment plants, rainwater harvesting and rejuvenating the city's lakes, sustainable use of water and extensive planting of trees etc. The Committee recommend the Government to include Latur City and other such water scarce cities under AMRUT with the provision of special funding for them.

## **Reply of the Government**

2.10 The first priority of The AMRUT is to achieve Universal Coverage of Water Supply and Sewerage services in the Mission Cities. To mitigate the problem in drinking water sector the Water supply component inter-alia, provides for rehabilitation of old water supply systems including treatment plants and rejuvenation of water bodies specifically for drinking water supply and recharging of ground water.

Latur is one of the Mission city under AMRUT and the State Govt. of Maharashtra in its State Annual Action Plan (SAAP) of 2015-16 has proposed one water supply project worth Rs.60.00 crore in Latur. Earlier, it was inadvertently mentioned that Latur is not a Mission city which is regretted.

The Mission also provides that the State/ULBs while preparing projects should examine alternatives, such as water recycling and reuse. Some of the major reforms under the Mission, such as to Reducing unaccounted water (non-revenue water) to less than 20%, to formulate a policy and action plan for having Rain water harvesting etc. which are to be implemented by the States /ULBs may help in making adequate drinking water availability.

### **Recommendation (Serial No.8) STRENGTHENING AND PROVIDING MODERN EQUIPMENT TO SANITARY WORKERS IN MUNICIPAL CORPORATIONS**

2.11 The Committee observe that there is no allocation for the year 2015-16 and 2016-17 regarding the "Scheme of Assistance for Mechanical Cleaning of Sewers and Septic Tanks" (SAMCSS). The Committee are apprised that this scheme was formulated at an estimated cost of Rs. 9356 crore and draft EFC note was circulated to different Ministries for comments in December 2013. As of now this scheme has been subsumed into AMRUT and SMART cities Missions for providing integrated sewerage infrastructure which also includes provision of mechanical cleaning of sewers and septic tanks. The Committee are of the considered view that it is very important to provide modern equipments to Sanitary Workers in Municipal Corporations because many a times Sanitary Workers have lost their lives while going unprotected into sewers to clean them.

The Committee also observe that the task of inspecting, repairing, unblocking and maintaining sewers exposes workers to the sordid, sewage gunk that is generated in our homes, factories, hotels, hospitals and workplaces each day — an odorous mix of human excreta, food waste, plastic, used sanitary materials, and industrial effluents. This rotting refuse ferments to produce noxious gases, commonly methane, hydrogen sulphide and nitrogen oxide, which routinely threaten the workers' lives besides causing respiratory, gastric, spinal and skin diseases. For cleaning sewers, Municipal corporations require simple equipments like suction machines, safety gear, oxygen masks, goggles, gumboots, helmets, etc. The Committee are very disappointed with the fact that sewage workers, by being forced to enter drains without safety equipment, have been deprived of their safety and fundamental rights. Although there are guidelines available but there is lack of implementation of the same by the concerned authorities/agencies. Moreover, these sanitary workers are generally outsourced from private contractors and nobody is considerate about their plight. Being irregular workers, they do not get any compensation either, in case of any mishap.

The Committee feel that the Ministry of Urban development should proactively and vigorously pursue strict compliance with guidelines implemented by Urban Local Bodies, Municipal Corporations for Mechanical Cleaning of Sewers and Septic Tanks so as to strengthen the sanitary workers' condition by providing them modern equipments in Municipal Corporations throughout the Country. The Committee further recommend that there should be a sufficient budgetary allocation under a separate head in AMRUT and Smart City Mission for providing modern equipments and adequate compensation for the sewage workers in an unforeseen contingency.

### **Reply of the Government**

2.12 The Mission has mechanical and biological cleaning of sewers and septic tanks as one of the eligible components. Thus the cities may include procurement of suitable machinery for the purpose in the State Annual Action Plan under the Mission.

The operation and maintenance of the systems is primarily a responsibility of State Govt./ Cities and they are expected to follow the safe practices.

NDMC has informed that the work for Inspections, Cleaning, Repairing and/or unblocking of sewer lines is being done only through machines in NDMC area.

2. Since last 3 years none of the sewer line/ manhole had been got cleared through human being. NDMC is having a fleet of 02 Sewer Suction Machines, 03 Pressure Jetting Machines and 02 Super Sucker etc. for day-to-day maintenance and repairing of sewer lines. Proper safety equipment is available in NDMC to be used by workers, if required, while entering at manholes. In this regard, NDMC has informed that no casualty has occurred during the last 5 years in NDMC area.

3. There is 100% mechanization of collection and transportation of municipal solid wastes to disposal site by introducing PPP mode. NDMC has been able to adequately handle its solid wastes management by 100% door to door collection in its area by deploying adequate infrastructure in terms of vehicles, receptacles for garbage, manpower and correct technology of disposal of complete garbage generated in NDMC area.

NDMC has deployed 2900 Safai Sewaks, which are carrying out sweeping in all lanes and by-lanes as per the specified beat in NDMC area. Adequate instruments such as brooms, shovel, tricycle rickshaws, personal protective equipment (mask, gloves, rubber boots, etc.) and traditional instruments for collection of garbage are being provided to the staff in order to minimize the contact of Safai Sewaks with the garbage.

Door to door garbage collection is being done in whole NDMC area through tri- cycle rickshaws (144 in number), auto tippers (26 in number of 3 cubic meter capacity) as well as manual collection with the cooperation of community and Non-Governmental Organizations (NGOs).

All auto tippers are equipped with Public Address (PA) system, which announces its arrival in the area through siren and social messages of throwing garbage in dustbins etc.

Mechanical compactors of requisite capacities have been deployed keeping in view of the feasibility of the movements of the vehicles as well as the quantity of garbage generated in the area. The compactors of the capacity of 21 cubic

meter (five in number) and 9 cubic meter (ten in number) have been deployed in the NDMC area.

In addition to these compactors, additional vehicles such as open tipper trucks (10 in number of 9 cubic meter capacity) and small auto tippers (26 in number of 3 cubic meter capacity) are being utilized for collection and transportation of garbage in the narrow lanes as well as for dry and voluminous garbage (dry horticulture waste). NDMC is complying with the required criteria of deployment of vehicles in the area depending on the quantum of generation of waste.

In addition, NDMC has deployed 02 Mechanical Road Sweepers for main lanes in NDMC area. Civil Department of NDMC is in the process of procuring 6 more Mechanical Road Sweepers for deployment in NDMC area.

All the vehicle involved in garbage collection and transportation have Global Positioning System (GPS) system installed for effective monitoring.

4. Transportation of garbage is being done in a scientific manner in covered/ closed containers mounted on vehicles, which are as under:

Compactors	15
Auto Tippers	26
Tri-Cycle Rickshaws	144 + 280
* Open Tipper Trucks*	15

Open tippers are used for collection of horticulture waste.

5. NDMC has constructed state-of-art-garbage transfer station for compaction of garbage to make NDMC area a zero garbage area. Two static compactors have been installed over there along with front end loaders to transport the compacted garbage to treatment facility. This garbage transfer station is going to be operationalized shortly.

#### DISPOSAL SYSTEM

1. Waste is segregated at source of generation.
2. There are 39 Compost Pits in gardens of NDMC for converting Horticulture Waste to Compost.
3. There are four decentralized waste management units converting horticulture waste to Refuse Derived Fuel (RDF) i.e. at Nehru Park, Lodhi Garden Gate No.1, Purana Quila Nursery, Talkatora Garden utilizing 01 MT of horticulture

- waste.
4. Waste to energy plant at Kidwai Nagar based on Gasification technology is ready and going to be operational shortly, which shall utilize 70 MT of mixed garbage /day.
  5. Remaining Municipal Solid Waste collected after segregation is disposed of a Waste to energy plant (250-300 MT) and compost plant (25-35MT) at Okhla. Details of Municipal Solid Waste Disposed Of at Waste to Energy Plant, Okhla is as under:

NDMC has informed that in the field of Municipal Solid Waste Management it has already:

- (i) Eradicated manual scavenging.
- (ii) Introduced modern and scientific municipal solid waste management practices.
- (iii) Enabled private sector participation in the sanitation sector.
- (iv) Focusing with great intensity on welfare measures to be adopted for Safai Sewaks in Health Department as under:
  - (a) Personal protective equipment has been provided to all the Safai Sewaks in form of gloves, rubber boots, masks, apron, caps, Tri Cycle Rickshaws, etc.
  - (b) Group of 8 grassroots level workers i.e. Safai Sewaks, Beldars and Malis have been sent to various countries like Japan, Singapore, China etc. so that they can themselves observe and learn the best methodology to be adopted in the system and bring in the desired change in NDMC. It is for the first time in country that any municipality has taken initiative to send grassroots level workers abroad, which will keep them highly motivated and committed.
  - (c) Cancer detection camp was organized w.e.f. 03.08.2015 to 27.08.2015 for Safai Sewaks in collaboration with Indian Cancer Society so as to detect pre-cancerous lesions in Safai Sewaks. Total of 1600 Safai Sewaks underwent medical check-up where ENT Specialist, Gynecologist Specialist, Surgeon examined the workers. In addition, Screenings for Anemia, Hypertension, Tuberculosis Cervical Cancer were also done through Mammography, X-Ray Chest, Laryngoscope, Pap's smear, Hemoglobin, BP Check-up, etc. In this regard, NDMC has informed that, during the cancer detection camp, out of 818 (male) and 456 (female), a total number of 66 (male) and 14 (female) were found/ detected pre-cancerous lesions.
  - (d) NDMC is no longer doing secondary collection of garbage in masonry dustbins. These masonry dustbins either getting converted to Public Toilets Utilities or Roll Call Shelters. NDMC has constructed 32 Roll Call Shelters out of planed 60 Roll Call Shelters in entire NDMC area for Safai Sewaks, which are providing gender specific toilets facilities & free of cost Tea/Coffee to Safai Sewaks.



- (e) Annual Medical Check-up of Safai Sewaks above 40 years' age has been initiated from the year 2016.

East Delhi Municipal Corporation (EDMC), South Delhi Municipal Corporation (SDMC) and North Delhi Municipal Corporation (NrDMC) have also informed that they take care of storm water drains, their maintenance and de-silting. EDMC, SDMC and NrDMC have informed that they have 227, 268 and 186 numbers drains (more than 4 feet in depth/width) and 586, 18,226 and 755 numbers drains (less than 4 feet in depth/width) respectively. These drains are being cleaned and de-silted throughout the year by their departmental labour and machines as per requirements of sites.

EDMC, SDMC and NrDMC have informed that they undertake regular de-silting of storm water drains and their staff are provided with protective equipment like gloves, gum boots, mask, etc. and where manual cleaning is not feasible, mechanical means are also being used by deploying suction machines/ jetting machines. The following equipment is presently held by these local bodies:

EDMC	01 super sucker machine and 02 suction-cum-jetting machines
SDMC	03 suction machines and 02 suction-cum-jetting machines
NrDMC	01 super sucker machine, 05 suction machines and 02 poclaims.

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

#### **REMOVAL OF OPEN DEFECATION AND MANUAL SCAVENGING**

2.13 The Committee note that as per 2011 Census, the percentage of urban population having toilets within their premise is 81.4%. The percentage of urban population using public toilets is 6%. The remaining 12.6% resort to open defecation. Out of the aforesaid figure of 81.4%, 32.7% population are connected with piped sewerage system, 38.2% are having septic tanks, 8.8% households are having pit latrines (single & double, etc.) and 1.7% of households are having insanitary latrines (connected to open drains, night soil removed by human etc.) They are apprised that insanitary toilets (1.7%) and single pit latrines are to be converted to sanitary toilets in addition to providing household/ community toilets for families defecating in open under the provision of Swachh Bharat Mission (U). The target of the Mission is to provide either a toilet within the premises or a community toilet in vicinity to cover

100% affected population. They note that out of BE 2016-17 of Rs. 2300 crore for SBM (U), approximately Rs. 655 crore is estimated to be available for construction of individual household toilet and Rs. 103 crore for construction of community toilets. The Committee are anguished with the fact that practice of night soil removal by human beings is still largely continuing. Schemes like Integrated Low Cost Sanitation Scheme (ILCS) were aimed to achieve the goal of doing away with such practices. The Committee are apprised that there were 2, 08,323 dry latrines located in urban areas and being serviced by humans as per the provisional figures released by Census of India, 2011. The Ministry informed that under the Integrated Low Cost Sanitation Scheme (ILCS), which was continued by M/O HUPA till 31.3.2014, no demand for conversion of dry latrines was received from the States. They were surprised to note the submission of the Ministry that there were no reports of States available with the Ministry regarding old dry latrines being cleaned by humans. In the considered opinion of the Committee, Ministry do not even have a basic assessment of the problem. Regarding the goal of elimination of open defecation by 2019 the Ministry deposed that under the Swachh Bharat scheme, 58 cities have declared that they cannot find anybody opting for open defecation in their city limits and penal action will be taken against those forcing Safai Karamcharis to carry excreta. The Ministry surprisingly ruled out any instances of taking night soil by Safai Karamcharis coming to light across country. The Committee note that in Swachh Bharat Mission, the endeavour is not only to eliminate manual scavenging but there should also not be any instance and visible sign of anybody going for open defecation. So, the mandate of Swachh Bharat is different from what the mandate of the earlier HUPA scheme was.

The Committee are of the considered view that self declaration, regarding non-existence of open defecation, by the States is not an adequate and reliable factor. The Committee recommend the Ministry regarding conducting an independent study to assess the magnitude of old dry latrines cleaned by human so that the problem could be addressed accordingly. It is also pertinent to do external verification of city by the outside neutral agencies without any pressure and biasness as eliminating open defecation is the main aim of improving access to sanitation worldwide and is a proposed indicator for the Sustainable Development Goals. Further the Committee also strongly recommend that the Ministry should closely monitor the implementation of National Urban Sanitation Policy by States. Building or providing public toilets in

their respective areas should become the pre-requisite for financing any Central Sponsored Scheme.

In addition to that Behavior Change Communication (BCC) strategy and propagation should be adopted under the Swachh Bharat Mission (SBM) by the Ministry because if toilets are available, people still need to be convinced to refrain from open defecation and use these toilets. Therefore, the need for behavior change is critical in addition to the provision of toilets.

### **Reply of the Government**

2.14 The Ministry has taken services of Quality Council of India for conducting third party audit for verification of open defecation status claimed by the City Corporations to provide an independent assessment of the magnitude of open defecation in various cities. This audit will be conducted at regular intervals to ensure that the city, once declared ODF, is able to maintain its status thereafter.

The Ministry is giving lot of emphasis on Behaviour Change communication through organizing various events, creating awareness through various sources of media and providing fund support to the States in this regard.

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

#### **SOLID WASTE MANAGEMENT**

2.15 The Committee observe that people living close to some of Delhi's landfills sites are routinely exposed to extremely polluted air and the ground water from these areas are actually unfit for consumption. As per the Delhi's Pollution Control Committee status report of air and water quality around Ghazipur, Okhla and Bhalswa landfills sites, the suspended particulate matters levels are up to 30 times the standards. The Committee also take cognizance of the environmental crisis such as fire in huge garbage Solid Waste dumping ground in Deonar, Mumbai.

The Ministry apprised the Committee about the policy measures which are under consideration of the Ministry viz., Policy for remediation of existing landfills (b) Capping of existing landfills and bio mining. The Committee also observe that in many Solid Waste Processing Plants including Chandigarh (DADU MAZRA), the workers were not provided any safety kits, like gloves or masks etc. while handling

the waste for collecting or processing at land-filled site. They desire that the issues and suggestions made by them during the visit to Chandigarh should be expeditiously addressed by the Central Government in coordination with the Chandigarh administration. The Committee recommend the Government to expeditiously frame the policy for remediation of existing landfills and Capping of existing landfills and bio mining to avoid fire and pollution. They also desire that the safety kits like gloves or masks etc. should be compulsorily provided to workers handling the waste for collecting or processing at land-filled sites.

During the study visit to Pune in 2014, the Committee were suggested by various NGOs that instead of corporate sector, the works relating to collection and procession of waste should be given to the Rag Pickers Associations who have been dealing with this for ages and have gained expertise in this field. The Ministry also acceded to the fact that for efficient utilization of untapped resources and source segregation of solid waste, the informal institution of kabadiwalas and rag pickers may be appropriately integrated into the system through recognition and strengthening of this sector. The Committee, therefore, recommend the Government to direct the municipal authorities to set up waste sorting facilities at suitable locations like Municipal gardens, amenities and spaces and permit the unorganised sector to use the facility for segregation, of recyclables. They desire that Ministry should strive to strengthen the network of informal sector workers and scrap dealers for the purpose. The Ministry should also focus on zero Garbage ward Model to ensure at source segregation in-situ processing, increase in door step waste collection and maximizing dry waste recycling. The Committee also impress upon the Ministry to pursue the State Government for compliance with waste laws, especially Government of India Municipal Solid Waste (Management and Handling) Rules 2000.

It is a common sight that sometimes Cow-Dung (Gobar) flows into the drains and chokes them besides affecting the cleanliness of the cities. The Committee strongly desire the Ministry to explore the options of getting fuel from Cow-Dung and other waste products be included in Solid Waste Management Program under Swachh Bharat Mission (U).

### **Reply of the Government**

2.16 The Ministry is providing VGF/grant support to the State Governments for setting up of projects related to remediation of existing landfills and Capping of existing landfill and Biomining. Moreover the Ministry is also providing transaction

advisory services to the State Government for providing technical assistance in setting up of these plants. The Ministry has also send advisories to State Governments to integrate rag pickers and kabadiwalas in the sector of waste segregation and collection. The Ministry is also organizing exposure visits for officials of the Municipal Corporations to various cities which have done exemplary work in the field of solid waste management. In this regard visits to Pune were organized where the participants were exposed to the practices of zero garbage ward model to ensure at source segregation in-situ processing, increase in door step waste collection and maximizing dry waste recycling. Under the Solid Waste Management financial support is provided for setting up of biogas plants from cowdung as source material.

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

#### **INCLUSION OF DELHI UNDER NATIONAL HERITAGE CITY DEVELOPMENT AND AUGMENTATION YOJANA (HRIDAY) SCHEME**

2.17 The Committee note that the Ministry of Urban Development has launched the National Heritage City Development and Augmentation Yojana (HRIDAY) scheme on 21<sup>st</sup> January, 2015, with a focus on holistic development of heritage cities with the aim to preserve and revitalize soul of the heritage city to reflect the city's unique character by encouraging aesthetically appealing, accessible, informative and secured environment. Over a duration of 27 months and a total outlay of Rs. 500 Crores, the Scheme is being implemented in 12 identified Cities namely, Ajmer, Amaravati, Amritsar, Badami, Dwarka, Gaya, Kanchipuram, Mathura, Puri, Varanasi, Velankanni and Warangal. The scheme is implemented in a mission mode. The Committee appreciate that this Scheme supports development of core heritage infrastructure projects which shall include revitalization of urban infrastructure for areas around heritage identified sites. The Committee are surprised to note that Delhi, the Capital of India, which has impressive cultural and heritage value besides being marked of glorious historic significance has not been included under HRIDAY Scheme. The Committee recommend to the Ministry of Urban Development for including Chandni Chowk and some other areas in Delhi as the HRIDAY city in the next phase.

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

2.18 The proposal for inclusion of 'Chandni Chowk', Delhi is noted and the same would be considered at the time of expansion of the Scheme.

2.19 For comments of the Committee please see para 1.19 of the Chapter-I of the Report.

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

#### **CENTRAL SYSTEM OF DOCUMENTATION ON HARVESTING OF RAIN WATER**

2.20 The Committee are concerned about eight States being declared drought affected during the current year. Many of the States are parched for want of water leading to mass deaths of people, birds and animals affecting the entire flora and fauna of these areas. India is being severely affected by environmental change and marked by falling water tables and dead rivers. One of effective solution to this growing problem is to conserve water and install water harvesting system forthwith. The Committee are of view that rain water harvesting provides an independent water supply system and in developed countries it is often used to supplement the main supply. It provides water when there is a drought, can help mitigate flooding of low-lying areas, and reduce demand on wells which may enable groundwater levels to be sustained.

The Committee are apprised by the Ministry that responsibility of monitoring of harvesting of rain water in Delhi and other metropolitan cities across India lies with the Urban Local Bodies/Urban Development Authorities of the cities concerned. They are apprised that most of the States barring North-Eastern States like Manipur, Mizoram, etc., have already incorporated the provision of rainwater harvesting in their respective building byelaws.

The Committee note that the Model Building Byelaws, 2016 brought out by Ministry of Urban Development has a separate chapter on Rainwater Harvesting which has recommended the establishment of rain water harvesting Cell in the Urban Local Body. But at the same time the Committee are surprised to note that Ministry of Urban Development has not engaged in appointing any agency for assessing the availability and extraction of ground water. Moreover, they have not institutionalized any central system of documentation on harvesting of rain water in Delhi and other metropolitan cities across India but only issued advisory in the form of MBBL 2016 and that it is the responsibility of State Governments /UTs to implement this through ULBs.

Therefore, the Committee are of considered opinion that Central Government should endeavor to institutionalize central system of documentation on harvesting of

rain water in Delhi and other metropolitan cities across India and provide capacity building, technical expertise and sufficient allocation of funds to ULBs in this regard. They should also engage an agency for assessing the availability and extraction of ground water in urban areas across the country on priority basis.

The Committee strongly recommend that in all future projects to be financed by Central Ministry/State Government attached offices, PSUs, the installation of Rain Water Harvesting System should be made mandatory. In fact, this system should be incorporated in the existing Central and State Government Offices/Residential areas in a time bound manner wherever feasible. In this regard Central Data Base should be created and scrupulously maintained by the Ministry for future planning.

### **Reply of the Government**

2.21 There is already a specialized agency viz., Central Ground Water Board which is largely responsible for assessing the availability and extraction of ground water through out the country. It is reiterated that the responsibility of monitoring of harvesting of rain water in Delhi and other metropolitan cities across India lies with the Urban Local Bodies / Urban Development Authorities of the cities concerned.

Regarding Rain Water Harvesting, Ministry of Urban Development vide d.o. No. K-14011/83/2009-UD.II dated 13.05.2016 has issued an advisory to all the States/UTs. All the States/UTs have been requested to adopt the following measures:

- As per the provisions of Model Building Bye-Laws, 2016, create a monitoring cell at ULB level, empanel various agencies for facilitating residents interested in having RWH systems installed, etc.
- A suitable incentive mechanism may also be designed, like rebate in property tax for existing building to install RWH systems.
- Focus may be given on leakages and misuse & overall improvement in water distribution system of the city.
- Take up special drives for creating rain water harvesting systems not only new buildings and public spaces but also in existing buildings of the city.

It is stated that under AMRUT Mission, one of the reforms is that all the States to formulate a policy and action plan for having Rain Water Harvesting structures in all commercial, public buildings and new buildings on plots of 300 Sq.mts and above. Under the Mission, provision of Capacity Building has been made and the officials of

Municipal Corporations / Urban Development Authorities shall be sensitized for implementing Rainwater Harvesting from time to time.

The Unified Building Byelaws of Delhi, 2016 has incorporated the provision of Water harvesting through storing of water runoff including rainwater in all new buildings and reconstructed buildings on plots of 100 sq m. and above shall be mandatory. However, the plan sanctioning authorities in NCT Delhi like MCDs, DDA, NDMC and Cantonment Board need to monitor the implementation and maintaining the data base on rainwater harvesting.

Use of rain water harvesting system is mandatory in CPWD. Instructions have been issued to all the field units to provide the rain water harvesting system in all the projects to be taken up for construction by CPWD and also to provide rain water harvesting system in all the existing buildings.

CPWD is maintaining data base of the government buildings under its jurisdiction where rain water harvesting system has been implemented.

### **Recommendation (Serial No.16)**

#### **DELHI DEVELOPMENT AUTHORITY (DDA)**

2.22 The Committee observe that DDA is facing some problems in construction of affordable houses. Their problems include shortage of land in Delhi, high cost of land, development charges and infrastructure cost, difficulties in availability of finance by the needy i.e. without regular employment, fixed monthly income and low-density of housing as per Master Plans norms etc. To overcome these problems the Committee have learnt that recently the Central Government has introduced Land Pooling Policy vide Notification No. 2687 (E) dated 5 September, 2013.

The Committee note that Delhi has a population of above 1.50 crores. Every year about 5 lakh people migrate to this city. DDA is one of the biggest Urban Development Authority in India. Yet till date, it has constructed only about 3.5 lakh flats. It has not been able to fulfill the demands of growing population. The primary reasons are lack of availability of land. In this connection, the Master Plan for Delhi 2021 notified on 07.02.2007, envisaged planned development in Delhi through assembly of land by private participation. Under this Land Pooling policy, DDA shall act as Land Pooling Agency (LPA) and Developer Entity (DE) (a landowner or a



group of landowners or a developer) shall be permitted to pool land and undertake construction as per prescribed norms and guidelines. Each dweller entity will get an equitable return irrespective of land uses assigned to their land and DDA should also ensure minimum displacement. The Committee also note that the Ministry of Urban Development has approved the regulations for implementation of Land Pooling Policy on 26.05.2015 but the same is yet to be notified by the DDA.

The Committee are informed that there are certain issues pending with Government of National Capital Territory of Delhi (GNCTD) which needs resolution before notification of the regulations. Land Pooling Policy will be applicable in 95 villages which are required to be declared as development area of DDA under Section 12 of Delhi Development Act, 1957. This matter has already been taken up by DDA with Land & Building Department of GNCTD in Aug, 2014. Out of these 95 villages, 89 villages have to be declared as urban villages under Delhi Municipal Corporation Act, 1957 to initiate the development work and implementation of the policy.

The Committee note that the concerned MCDs i.e. MCD (South) and MCD (North) have already taken up the matter with Urban Development Department of GNCTD for issue of final notification. GNCTD has exempted stamp duty for first transfer/ surrender of land i.e. by the Developers Entities to DDA. The exemption of second transfer i.e. return of land by DDA to the DEs is also required and DDA has taken up the same with GNCTD.

The Committee are happy to note that the Ministry of Urban Development has been following up the matter with DDA to expedite the notification of the regulations for operationalization of the Land Pooling Policy through reminders at regular intervals. At the same time, the Committee strongly feel that there is an urgent need to have a totally transparent mechanism in the DDA in this regard. Therefore, they desire that all information such as (i) availability of land with DDA (ii) allotment of land to Cooperative Group Housing Societies (CGHS) (iii) date of submission of application to RCS (iv) status of application and reasons for rejection, if any, should be made available online. The Committee are aghast to note that the process of allotment of land to CGHS is stalled because of inaction of Registrar Cooperative Societies, Delhi and non-operationalization of Land Pooling Policy by GNCTD. The Committee desire that Government of NCT of Delhi should be sensitized towards this issue in larger public interest so that difficulties faced by large

number of people intending to have dwelling unit, which have been stalled due to red-tapism, could be solved. Besides this, the Committee also desire that specific timeline should be fixed for implementation of guidelines of Land Pooling Policy and issue necessary notification for all the Master Plan Zones notified under notification dated 5<sup>th</sup> September, 2013 of the Ministry of Urban Development. Further, verification of membership by Registrar Cooperative Societies (RCS) and allotment of land to all eligible Cooperative Group Housing Societies (CGHS) by DDA should be expedited. The Committee wish to emphasize that all the pending cases with RCS & DDA should be resolved at the earliest and at the same time all the pending issues related to Land Pooling Policy (Appendix-III) between Ministry of Urban Development and GNCTD should be resolved and regulations of this policy should be notified at the earliest.

The Committee have observed that in many cases land is required for community welfare like, green belt, community hall, parks, recreation centres and parking spaces etc., from the overall land available in the area in proximity for the use of people living therein. However, the concerned Municipal Corporations take undue time to clear such sanction/allotments. For example, a Bhatti-Bans village in Delhi (NCT) required only 20 acres of land for community welfare since long time. However, GNCTD, DDA and MCD the concerned agencies for allotting the land for the purpose have been passing the buck and applying delay tactics. In the process, the people are suffering for want of services/ facilities. The Committee urge the Ministry to take up the matter at highest level with these authorities to expedite the matter and allot the land within a time frame under intimation to the Committee failing which the official responsible for the same be penalised.

### **Reply of the Government**

2.23 The Land Pooling Policy has been notified by Government of India vide notification S.O. 2687 (E) dated 5.9.2013 as part of Chapter – 19 on Land Policy in MPD-2021. The regulations to operationalize the land pooling policy have been approved by Ministry of Urban Development (MoUD) on 26.5.2015 with few additions/modifications.

1. The Modifications to Chapter 19.0 of MPD-2021 on Land Pooling Policy and the modifications in approved regulations for operationalization of land pooling

policy were discussed in various Authority meetings as well as in its meeting held on 27.4.2016.

2. There are some other pre-requisites for operationalization of this land pooling policy, such as, declaration of development area under Section 12 of DD Act 1957 and villages as Urban Villages under Section 507 of DMC Act 1957, which have to be notified by the GNCTD.
3. Matter has been taken up with Delhi Government/ MCD for declaration of development area and declaring the villages as urban villages and said issues are still under consideration of Land and Building Department, Urban Development Department and Directorate of Local Bodies of GNCTD. Once the notifications are issued by the concerned department of GNCTD, the Land Pooling Policy will be operationalized/ announced for participation of land holders/Developer Entity (DE) within due course of time.
4. DDA has been allotting land as per the requirement of the area and requests received from various agencies for Community services. DDA has also taken initiatives to reduce the time taken for allotment of land for ongoing projects and for Govt./ Semi Govt. agencies and framed a time bound SOP for disposal of requests for allotment of land.
5. The allotment of land to all eligible Group Housing Cooperative Societies for which recommendations were received from Registrar, Co-operative Societies has already been made.
6. DDA has informed that it has not received any request for allotment of 20 acres of lands for community welfare from Bhatti Bans village in DDA.

#### **Recommendation (Serial No.17)**

### **COMPREHENSIVE LEGISLATION FOR MASS RAPID TRANSIT AND ISSUES OF TRANSPORT PLANNING**

2.24 Rapid urbanization of Indian Cities and other Centers, increasing economic activities require robust multi model, cost effective, reliable and efficient transport network. However, the Committee note that there is no legislation at present which covers the requirements of urban transport comprehensively. The Motor Vehicles Act

deals with the licensing of vehicles, Railway Act covers inter-city traffic, Metro Construction Act deals with the specific issues related to construction of the metro rail, and Tramways Act deals with tramways within the road surface. Other modes of mass rapid transit such as the bus rapid transit, the light rail transit, the mono rail and several other guided modes of transport and issues of transport planning, multi-modal integration, safety, tariff and financing are not covered under any Act.

The Committee are apprised that the Urban Transport plans and activities are being undertaken by the Ministry as per National Urban Transport Policy (NUTP) 2006. They are also apprised that a comprehensive legislation is required to provide legislation for other modes of mass rapid transit and issues of transport planning, multi-modal integration, safety, tariff and financing. The Committee feel that Urban Transport Plan have to be implemented over a period of time and hence require continuity. To take care of these and several other aspects, an agency needs to be made responsible for providing integrated Urban Transport inter alia encompassing other modes of mass rapid transit and issues of transport planning, multi model integration, safety, tariff and financing through comprehensive legislative support. A comprehensive Urban Transport Act to cover all aspects of urban transport is the need of the hour. Hence the Committee recommend the ministry to formulate a comprehensive Urban transport Act to cater the requirements of urban transport comprehensively and bring about integrated transport planning with in a time bound manner.

### **Reply of the Government**

2.25 Urban transport is intertwined with urban development, which is a State subject. Government of India (GoI) has formulated National Urban Transport Policy (NUTP), 2006, under which issues relating to urban transport including Bus Rapid Transit, Metro, Monorail etc and multi model integration have been covered. Further, this Ministry is also helping State Governments/cities in setting up of Unified Metropolitan Transport Authority (UMTA). UMTA has been formed in many States/cities and other States/cities are in the process of its formation. Urban transport constitutes various elements like road transport, metro, monorail, suburban train, waterways, NMT, space for pedestrians and physically challenged persons etc. Majority of urban mobility depends upon road transport and issues related to this is dealt by Ministry of Road Transport and Highways (MoRTH) Highways wherein a new Road Transport & Safety Bill which covers various aspects of road transport, is

under consideration. Similarly matters regarding waterways are dealt by Ministry of Shipping. There is Railway Act, 1989 which also governs suburban trains. Construction, operation and maintenance of Metro Rail Projects are governed by the Metro Railway (Construction of Works) Act, 1978 and Metro Railway (Operation & Maintenance) Act, 2002. In addition, various States have different acts/rules which govern different modes of urban transport..

Gol acts as a facilitator for urban transport projects by providing guidance, arranging loans and central assistance. However, all proposal of central assistance for urban transport are initiated by State Govt/UT and approved by Gol after intensive consultations with various stakeholders. While approving the project, provisions of the existing policy, Acts/Rules/Regulations are taken into consideration. Gol has also made provision of upto 20% Viable Gap Funding (VGF) in case of Public Private Partnership (PPP) projects. State Governments have also implemented Mass Transit Projects either through PPP and/or through its own funding without any financial assistance of Gol.

Deliberations have been made regarding the formulation of a comprehensive Urban Transport Act at national level and after taking into consideration various aspects as entailed above, it is felt that in the present context, the NUTP, 2006, addresses urban transport requirements adequately.

2.26 For comments of the Committee please see para 1.22 of the Chapter-I of the Report.

#### **Recommendation (Serial No.19)**

##### **CPWD TO MAINTAIN COMPUTERIZED DATA BASE OF THE TAINTED CONTRACTORS:**

2.27 The Committee note with dismay that Central Public Works Department (CPWD) is not maintaining any centralized database regarding the contractors who are found indulging in non-execution or execution of sub-standard works or leaving the work half way leading to undue delay in completion of Government projects. The Committee have been apprised that the cases of penalizing the contractors are handled on individual contract basis. If they are found guilty, then penalties are imposed which includes rejection of substandard work, rectification of defects at the cost of contractor, and reduced rate for substandard work if acceptable. The

Committee feel that the question is not only about penalizing the guilty contractors but also it is about loss of valuable time, escalation of cost and many a time loss of human lives and property. Construction has now become a serious problem area. The Committee are of the considered view that it is very important and pertinent to maintain this computerized database because it will help in identifying the blacklisted contractors well in time and also it will reduce corruption by contractors in construction activities. Computerized data base will help in automatically debarring the tainted contractors from getting the tender besides making it deterrent for the defaulting contractors to carry on unchecked. The Computer will cancel their proposal immediately and, hence, it will help in curbing the corruption levels drastically in construction and maintenance. Therefore, the Committee strongly recommend the Government for maintaining centralized and computerized database of tainted contractors in a time-bound manner under intimation to the Committee. Once this data base is prepared, the information should be shared with all stakeholders.

### **Reply of the Government**

2.28 CPWD has made provision in the rules for enlistment of contractors for disciplinary action against the contractors who do not execute the works according to the terms of contract on time and with good quality, or do not complete it within the stipulated time. The enlistment authority has been given power to demote a contractor to a lower class, suspend business with him for any period, debar him, or remove his name from the approved list of contractors indefinitely or for a specified period after issue of show cause notice to the contractor. A centralized list of enlisted contractors is available on CPWD website under the link, [www.cpwd.gov.in](http://www.cpwd.gov.in) contractors list of enlisted contractors. CPWD also maintains a centralized list of debarred contractors where disciplinary action is taken by the enlisting authorities. This list is also available on CPWD website under the link, [www.cpwd.gov.in](http://www.cpwd.gov.in) contractors debarred contractors. Such debarred contractors are ineligible to take up any work in CPWD during the period of debarment. In view of the above, provisions are available to take disciplinary action against the contractor and to make them ineligible for tendering, and a computerized data base of tainted contractors is available on CPWD website.

## **Recommendation (Serial No.21)**

### **EXPEDIOUS COMPLETION OF PARLIAMENT HOUSE ANNEXE EXTENSION BUILDING AND TO IMPROVE THE PARLIAMENT HOUSE SURROUNDINGS ASTHETICALLY**

2.29 The Committee note that the funds allocated for completion of extension of Parliament House Annexe building is a meager amount of Rs. 23 crore with which it appears to be impossible to complete the construction work within the deadline of 30<sup>th</sup> June, 2016. The Committee are aware that the deadline for construction of this building has already been breached in 2012, 2014 and 2015. The Committee further note that only Rs. 0.85 crore have been provided against the demand of Rs. 15 crore for furniture of this building.

The Committee are anguished with the shabby and messy conditions of Parliament House surroundings as concrete debris, iron rods, wire mesh etc. can be seen lying all over in the vicinity of Parliament House. The Committee are appalled by the filthy conditions around the periphery of this sacred Building. The Committee are of the considered opinion that Parliament House is the heart of India and it is one of the most magnificent buildings in New Delhi which has one of the brightest clusters of architectural gems possessed by any country, besides be the seat of power where about 800 Members of the Parliament are seated representing entire population of India. Visitors from India and abroad to the capital invariably pay a visit to this building. When Swachhta Abhiyan is the prime focus of Prime Minister, at least the Parliament House should be kept neat and clean. They are very disappointed with the lackadaisical manner of functioning of CPWD and NDMC. The Committee, therefore, strongly feel that refurbishing of Parliament House surroundings should be done on urgent and priority basis to complete the work and improve the aesthetics and beauty of Parliament House surroundings. The Committee, therefore, strongly recommend the Ministry to expedite the completion of Parliament House Annexe building extension project and also desire the allocation of more funds under this project for its completion at the earliest. They desire that at least now the deadline for its completion should be adhered to under direct supervision at the highest level.

### **Reply of the Government**

2.30 Besides, the present allocation of Rs. 64 Crore at Budget Estimates 2016-2017, additional funds to the extent of Rs. 46 Crore have been demanded at the

first batch of Supplementary Demands for Grant to meet the requirements for timely completion of Parliament House Annexe Building

It is also submitted that CPWD looks after the Parliament House Complex inside the compound wall of the complex and surroundings outside the compound wall are within the jurisdiction of NDMC. CPWD is making constant efforts to maintain the complex neat and clean. The debris and building rubbish received from various construction/maintenance activities are removed periodically. The construction waste is properly disposed at C&D plant of MCD. The construction of boundary wall around Parliament House Annexe is nearing completion and debris etc. lying near the wall along GRG Road will be cleaned shortly. Rest of the area, except MEG 4 where installation of gate is in progress, has already been cleaned and handed over back to NDMC for improving the surroundings. Restoration charges have already been paid to NDMC.

### **Recommendation (Serial No.22)**

#### **EXPEDITIOUS FORMULATION OF STATUTORY MASTER PLANS FOR INDIAN CITIES:**

2.31 The Committee find that the preparation of statutory Master Plans is done under the provisions of respective Town and Country Planning Acts which are administered by the State Governments. The Committee are, however, dismayed to note that out of total number of 7933 cities and towns across India only 2631 towns have statutory Master Plan. Remaining 5302 towns have yet to prepare a statutory master plan. The Central Government have issued Urban & Regional Development Plan Formulation & Implementation Guidelines (URDPFI) as advisory for State Governments to prepare their Master Plans within one year for all class-I cities (one lakh and above population) on GIS platform. The reasons for non-formulation of statutory Master plan of remaining 5302 towns as cited by the Government are lack of available qualified town planners in the State Town and Country Planning Departments, cumbersome procedure for preparing the plans and lack of availability of both spatial and attribute data, and limited exposure to the latest IT tools and techniques. Ministry has also kept aside Rs.500 crore for preparation of GIS based master plan which will shift towards transport based land use planning which should be for next 10 to 20 years.



The Committee are of the opinion that the purpose of a Master Plan is to promote growth, guide and regulate present and future development of towns and cities in a planned way keeping in a view the growth of population and underlying requirements relating to services and infrastructure. It is an instrument to work out land and infrastructure requirements for various urban and rural uses, and allocate land for various uses such as for residential, commercial, parking, community halls, green belt, recreation centers etc. to result in harmonious and sustainable distribution of activities so that towns/cities are provided with a form and structure within which they can perform all their economic and social functions efficiently and effectively. The Committee observe that the implementation of Master Plans are unduly delayed in certain case as long as 20 years. Enumerating the reason, the Ministry informed that collection and compilation of information required on various parameters from various stake holders is a time consuming process and also compulsory acquisition of land for public purposes which is at times opposed severely by owners of land, leading to practices of changing land use proposals ultimately cause delays in implementation of the Master Plan. The Committee also note that Urban Local Bodies (ULBs) without exception suffer from very weak resource base, lack Town and Country planners, high levels of complacency, poor managerial capacity, lack of technical expertise etc. The Committee find that master plan 2021 of Delhi is yet to be implemented. They exhort this lackadaisical and laid back attitude in implementation of the Master Plans of the cities thereby the very propose and parameters of Master Plan become redundant. The Committee, therefore, strongly recommend the Government to allocate sufficient funds and technical expertise to the State Governments for the capacity building of town country planners, and Urban Local Bodies (ULBs) at State level. The Ministry should address the preparation and implementation of Master Plan by State Government in a time bound manner and ensure that it does not linger on for decades undoing the very objective of the plan. The Ministry should act as a facilitator, mentor and guide for the States in formulation of master plans in hand holding manner. The Committee recommend that the Government should also monitor the progress of preparation of master plans in the States and get expedited the preparation of statutory master plans in remaining 5302 cities because master plan is an important instrument for guiding and regulating development of towns and cities over a period of time, and

contributes to planned development both conceptually and operationally. The Committee may be kept apprised of the same.

The Committee further note that Model Building Bye Laws 2004, to regulate coverage, height, building bulk, and architectural design and construction aspects of buildings so as to achieve orderly development of an area have been revised now in 2016. The Committee desire the Government to issue instruction to the State Governments/Urban Local Bodies (ULBs) that Model Building Bye Laws, 2016 should be adhered to while preparing their master plans.

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

2.32 It is reiterated that the preparation of Master Plans is essentially the responsibility of State Governments. Under AMRUT Mission, preparation of GIS Based Master Plan is a sub-component and also one of the reforms agenda with an allocation of Rs. 515 crore. In order to expedite the preparation of Master Plans, the State Governments need to use extensively the GIS and Remote Sensing Technique for all the cities with more than one lakh population (500 cities). Under the Mission, capacity building has also been ensured. Ministry of Urban Development has already been conducting training programme under NUIS Scheme for the Town Planners and supporting staff of State Town and Country Planning Departments, Urban Local Bodies and Urban Development Authorities.

It is also stated that Ministry has been writing to the State Governments to complete the preparation of Master Plans in a time bound manner.

As far as the role of Ministry of Urban Development is concerned, it will continuously monitor the progress of the preparation of Master Plans and it will also request all the State Governments to ensure expeditious completion of Master Plans and apprise the progress on same Standing Committee from time to time.

## CHAPTER III

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

#### Recommendation (Serial No.18)

#### METRO RAIL PROJECTS

3.1 The Committee is aware that Metro rail is a safe, reliable, economical, quick, comfortable and effective mass public transit system. The high-speed Metro rail services would allow people living in metropolitan suburbs within a radius of 100 km to commute to work, thereby easing pressure on the infrastructure services within the city. The Committee find that Metro Rail is running on a route of 310 kilometres in India. 533 km of Metro Rail Projects are under construction throughout India. The Budget Estimate (BE) and Revised Estimate(RE) for Metro Rail Projects in 2015-16 was Rs. 8450.13 Crore and Rs. 9306 Crore respectively. The BE for 2016-17 is Rs 10000 Crore. The expenditure for these projects up-to 30<sup>th</sup> march 2016 was Rs. 9176 Crore. The Committee note that the proposal for Phase IV of DMRC (104 Km) is under consideration of the Ministry. The Committee are apprised that urban transport is completely intertwined with urban development, the project proposals of Metro Rail are not originated by the Central Government as a matter of policy and have to be proposed by the State Government concerned. Ministry of Urban Development has formulated National Urban Transport Policy (NUTP) in April 2006. The NUTP gives the broad guidelines on the vision, objectives, integrating land use and transport planning, priority to the use of public transport, technologies of public transport, financing, etc. for an overall development of safe, affordable, quick, comfortable, reliable and sustainable urban transport including Metro rail projects in the country. The Committee are of the considered view that the demand for metro rail is definitely going to increase throughout India. New cities from every State will demand for metro rail projects such as demand for elevated metro rail project connecting Delhi to Jaipur. Hence, the Committee recommend that the development plans of the cities should have adequate provisions for laying the metro rail in the near future. Therefore, keeping in view all the advantages of Metrorail, the Committee strongly recommend Ministry of Urban Development to act as facilitator, provide sufficient budgetary allocation from the Union Budget for Metrorail Projects within the bigger

metros and as well as independent means of transport in Tier II cities. The Committee also desire that in larger public interest and wider coverage, Jaitpur area which is only 4 km from Badarpur, should be included in Phase-IV of DMRC (Aerocity to Badarpur). Further, the Committee also desire that Metro Rail Projects under construction should be completed and commissioned as per their schedule so that there are no time and cost escalation failing which responsibility be fixed and guilty be penalized for delay.

### **Reply of the Government**

3.2 The proposal of metro rail projects received from the state governments are generally considered on the basis of the Comprehensive Mobility Plans of the city along with other parameters. Metro rail projects are highly capital intensive but have high capacity and hence are recommended only in cases where traffic projections show high ridership. Hence, metro rail projects may not be feasible for all cities.

Ministry of Urban Development is acting as facilitator for metro rail projects being assisted by GoI, by way of sanctioning the project, contributing towards equity and subordinate debt and other support. For these projects, loan from external agencies is arranged by Ministry of Finance which also provides sovereign guarantee. Ministry of Urban Development proposes to Ministry of Finance (MoF) for sufficient budgetary allocation for metro projects. However, final allocation of budget is done by MoF.

Delhi Metro Rail Corporation Ltd. (DMRC) has informed that the Detailed Project Report (DPR) for Phase-IV of Delhi MRTS Project has been submitted to the Government of NCT of Delhi (GNCTD) for approval. One of the corridors proposed is from Tughlakabad Railway Station to Delhi Aero City. The Jaitpur area is about 4 km from Badarpur which is adjacent to Tughlakabad Railway Station. Similarly, Delhi Metro Rail from ITO/ Mandi House to YMCA Chowk/ Faridabad via Badarpur is already running, which can also serve Jaitpur area. Another corridor from Janakpuri (West) to Botanical Garden via Kalindi Kunj Metro Station is under construction in Phase III of Delhi Metro, which may also serve Jaitpur area.

## CHAPTER IV

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

#### Recommendation (Serial No.6)

##### **CAPACITY BUILDING OF URBAN LOCAL BODIES (ULBs) UNDER AMRUT MISSION**

4.1 The Committee note that the Ministry of Urban Development has selected 493 cities under AMRUT mission and its implementation lies with State Governments and further down with Urban Local Bodies (ULBs). They find that there is a lack of implementation of the programmes and policies of the central Ministry by the respective State Governments and Urban Local bodies and the main hurdle is lack of capacity building of these authorities. They further note that recently the Ministry have taken up the latest initiatives like 'Ease of Doing Business and the development of model building byelaws' which are extremely desirable by the urban local bodies. The Committee are apprised that a complete eco-system of capacity building was thought of while designing the AMRUT Mission. There is lot of buoyancy with a lot of stress on the individual capacity building of workers on the job and capacity building of the engineers in the class rooms under this mission. There is also a provision of 3 to 5 Project Design and Management Consultants (PDMCs) to help the cities and the States in project monitoring and also other activities that the cities would like to do as a part of capacity building and helping in project monitoring.

The Committee are of the opinion that Ministry will have to take proactive role in implementing and taking lead in strengthening the local body mechanism to ensure that the aims and objectives of the AMRUT are achieved in a time bound manner. They feel that ULBs are not performing at the optimal level, may be because of lack of funds, lack of capacity building, lack of technical expertise etc. The Committee strongly feel that central Ministry should act as a facilitator & guide to strengthen the ULBs. Main issues are that there is a limited understanding of reforms in cities/states. There are no regulations requiring provision of certain

minimum level of services to be provided by ULBs. Therefore, all out efforts should be made to strengthen the ULBs.

The Committee further feel that Management of water supply and sewerage system under AMRUT should be the primary function of ULBs. They should be given responsibility for water supply and distribution in their territorial jurisdictions whether based on their own source or on collaborative arrangements with parastatal and other service providers. Municipal Corporations may be given responsibility for the entire water supply programme from development to distribution. For smaller and medium sized ULBs, a phased transfer of responsibilities for management of the distribution networks should be developed. Further, Parastatal agencies should be accountable to ULBs. The Committee desire that for strengthening ULBs, the Government should consider the adoption of a common categorization of urban bodies across the country with a provision of adequate staffing to improve clarity in their definition so as to assist a systematic planning process.

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

4.2 Under the Mission 497 cities/ towns have been selected until now under AMRUT. The Capacity Building of Urban Local Bodies is supported under the AMRUT so as to achieve urban reforms and implementation of projects in Mission mode. The States have to prepare annual plan for capacity building for Individual as well as Institutional capacity building. Capacity Building is also supported through Capacity Building for Urban Development (CBUD) programme.

Constitution of professionalization of municipal cadre is one of the reform under AMRUT which have components like i. Establishment of municipal cadre, ii. Cadre linked training etc. and to be achieved by the States within 36 months. The Mission has provision to support reforms.

4.3 For comments of the Committee please see para 1.10 of Chapter-I of the Report.

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

##### **EXPEDITIOUS COMPLETION OF GURGAON-DWARKA EXPRESSWAY**

4.4 The Committee are aware that the Northern Peripheral Road (NPR) stretch has been planned as an alternate link road between Delhi and Gurgaon, and is expected to greatly ease the traffic situation on the Delhi-Gurgaon Expressway. The

Committee note the delayed progress/completion of Dwarka Expressway connecting Dwarka and Gurgaon regions of NCR of Delhi and they were apprised by the Ministry that the requisition for acquisition of land for Dwarka Expressway has been sent to Land & Building Department, Government of National Capital Territory of Delhi (GNCTD). The matter has also been taken up with Chief Secretary, GNCTD for acquisition of land in village Bamnoli and Bijwasan. However, since the process under new Land Acquisition Act is cumbersome and time consuming, the land has not been acquired yet. Similarly, a proposal relating to Faridabad and Gurgaon (Gwal Parbat) road via Jaunpur and Mandi was to be converted into National Highway. A proposal is already pending with GNCTD for a long time. The Committee expect that Ministry of Urban Development should take up the matter at the highest level with PWD Department of GNCTD to expedite the approval of the project as this will connect two cities of Haryana with NCT and facilitate the travel time and allow seamless flow of traffic. They also desire that the same may be notified and implemented at the earliest.

The Committee are of the considered view that these stretches are very important because these will connect Dwarka with National Highway 8 at Kherki Dhoola and will pass Pataudi Road and also the Faridabad and Gurgaon road via Jaunpur and Mandi will be converted into National Highway that will facilitate direct access therein. Hence, the Committee strongly recommend the Ministry to proactively pursue this matter with GNCTD, and DDA so as to resolve any conflict, if any, at the highest level and complete this much needed Gurgaon- Dwarka Expressway link and Faridabad and Gurgaon National Highway expeditiously for the benefit of the large number of people in the region.

### **Reply of the Government**

4.5 Recommendation of the Committee has been noted for pursuing the matter with the concerned.

4.6 For comments of the committee please see para 1.13 of the Chapter-I of the Report.

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

#### **RECRUITMENT OF STAFF IN NATIONAL CAPITAL REGION PLANNING BOARD (NCRPB)**

4.7 The Committee note that National Capital Region Planning Board (NCRPB) was constituted in 1985 with the objective of preparation of a plan for the development of NCR and coordinating and monitoring the implementation of the said plan. They are apprised that as of now, NCRPB has an acute shortage of staff with only a staff strength of 51. NCRPB has been provided Rs. 4.4 Crore under non-plan head and Rs. 50 Crore under plan head. The Committee feel that over a period of time, the NCRPB activities have increased manifold in respect of financing and monitoring of project implementation.

The Committee are apprised that in year 2011, Ministry of Urban Development has approved the creation of five temporary posts to function as Project Management Unit (PMU) of NCRPB and also they considered to revive the 2 posts after the due approval of Ministry of Finance. In year 2012, again a proposal for creation of 39 additional posts had already been forwarded to MoUD. However, in 2015, the matter was reconsidered and it was decided to pursue the creation of 13 posts only. Further, 2 posts of Joint Directors, which had lapsed, as they had been lying vacant since 2012, have been revived in 2015. Revival of one post of Deputy Director is under process.

The Committee acknowledge that although, the responsibility of implementation of the projects financed by the NCRPB lies with the concerned State agencies but still closer monitoring and follow up of such projects by NCRPB is very essential for timely utilization of funds and scheduled completion of projects.

Keeping in view the working profile of the NCRPB and exigencies of work they are doing, the Committee recommend that appropriate staff strength and adequate funds should be sanctioned and approved to the NCRPB by the Ministry of Urban Development in consultation with Ministry of Finance in a time bound manner under intimation to the Committee.

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

4.8 National Capital Region Planning Board (NCRPB) forwarded a proposal for creation of 39 additional posts to this Ministry in 2012. Subsequently, the proposal was forwarded to Ministry of Finance, which raised certain queries. NCRPB forwarded detailed clarifications/ justifications on the queries raised by the Ministry of



Finance, and the same were forwarded to the Ministry of Finance for seeking their approval in the matter.

However, in 2015, the matter was reconsidered and it was decided to pursue the creation of 13 posts only. Further, 2 posts of Joint Directors, which had lapsed, as they had been lying vacant since 2012, have been revived in 2015 and one post of Deputy Director has been revived in February, 2016.

4.9 For comments of the Committee please see para 1.16 of Chapter-I.

## CHAPTER V

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

#### Recommendation (Serial No.2)

##### MISSION FOR 100 SMART CITIES:

5.1 The Committee find that the focus of Smart Cities Mission is on sustainable and inclusive development and the idea is to look at the compact areas which include retrofitting, redevelopment and pan-city initiatives. The Committee note that Rs. 3205 crore have been earmarked for 2016-17 under the Mission for 100 Smart Cities, but only Rs. 194 crore have been expended out of allocated Rs. 820 crore during 2015-16. The Committee note that the Ministry have utilised only 23.659 crore of the funds allocated to them under Smart City Mission during the year 2015-16. The Committee observe that the selection process of Smart Cities is based on the idea of competitive and cooperative federalism and follows a Challenge process to select cities in two stages. The Committee was apprised that in stage-I, based on intra-state competition conducted by State/UTs, a list of 98 potential Smart Cities have been announced to participate in the stage-II i.e. city challenge. In stage-II, each potential Smart Cities have to prepare their Smart City proposals. 97 short listed cities submitted their Smart City proposals which were evaluated by a Committee involving a panel of experts. 20 cities had been finally selected for development as Smart Cities in the year 2015-16.

The Committee observe that other areas of Delhi except NDMC have not been selected under this mission and the cities like Gurgaon and Panchkula, which are heavily populated and have a population over 5 lakh, are not included despite being very important economic industrial and employment generating centers with true cosmopolitan character and global outlook. However, as per Ministry's deposition, when 100 smart cities were selected, State Governments themselves selected their areas competitively for being considered for development under Smart City Mission. The Committee were further informed that in order to spread the message of urban transformation in all parts of the Country and to provide an opportunity to all the State/UTs, a special fast track has been provided to top scoring cities located in 23 States/UTs to upgrade their proposals in which none of the potential cities were able to come in top 20 cities. These cities may submit their

upgraded proposals before 15<sup>th</sup> April, 2016 which will be evaluated by panel of experts. These proposals which achieve the benchmark set by winning cities will become eligible for funding on accelerated basis in 2016-17. They are also informed that Round 2 of the challenge (2016-17) have opened on 1<sup>st</sup> April, 2016 and the remaining 54 cities will complete and submit their revised proposals to the Ministry by 30<sup>th</sup> June, 2016. The 23 cities which are required to upgrade their proposals and which do not need the benchmark by the winning cities will also join in the challenge of main Round 2. The Ministry expects that upto 40 cities in Round 2 will be announced in August 2016.

The Committee in their well considered opinion feel that the States should be informed and pursued to avail of this opportunity to develop their cities that provide core infrastructure and provide decent quality of life to its citizens and a clean and sustainable environment and application of smart solutions. The Committee therefore, urge the Ministry to impress upon the State Government of these 23 cities to upgrade their proposals to match the bench mark so as to be converted into project with adequate funding on accelerated basis in 2016-17. They also desire the Ministry to emphatically take up the strategic components of Smart City Mission viz. city improvement (retrofitting), city renewal (redevelopment) and city extension (Green field development) and a pan-city initiative in which smart solutions are applied covering larger parts of the city. This would allow the State Government to come forward with their respective cities with proposals meeting the benchmark so that in Round 2, once developed these cities can be light houses catalysing the creation of Smart Cities. The Committee recommend that the Ministry should fully utilise the funds which have been allocated for the Smart City Mission. In fact, once the cities have been identified, they should be funded on accelerated basis through Special Purpose Vehicles to attain the objectives.

The Committee are of the view that 75 per cent of Delhi area comprises of unauthorized colony or those unauthorized colonies which have been subsequently regularised. The Committee desire the Government for considering Gurgaon, Panchkula and other areas of Delhi outside NDMC areas for inclusion in the list of Smart Cities and to provide adequate funds and technical assistance to the State/UT Governments for making these cities smart as envisaged under the Smart City Mission.

## **Reply of the Government**

5.2 The Government of India has launched the Smart Cities Mission on 25 June 2015. The Mission Statement & Guidelines were also released at this event.

The selection process of Smart Cities is based on the idea of Competitive and Co-operative Federalism and follows a Challenge process to select cities in two stages.

Total number of 100 smart cities have been distributed amongst the States and UTs on the basis of an equitable criteria. In Stage 1, the State/UT shortlisted the potential smart cities on the basis of preconditions and scoring criteria. On the basis of recommendation of States/UTs, 98 potential Smart Cities were announced by MoUD on 28<sup>th</sup> August, 2015 to participate in stage 2 of the competition.

In the second stage of the competition, 97 potential Smart Cities except Greater Hyderabad Municipal Corporation (GHMC) submitted their Smart City Proposal (SCP) containing the model chosen (retrofitting or redevelopment or greenfield development or a mix thereof) and additionally including a Pan-city dimension with smart solutions. Those proposals were evaluated by a Panel of Experts and based on the assessment, 20 cities located in 12 States were announced in FY 2015-16.

Out of 20 winning Smart Cities in Round 1, Special Purpose Vehicles (SPVs) have been created and incorporated by the 17 cities namely Bhubaneswar, Jaipur, Vishakhapatnam, Kakinada, Jabalpur, Bhopal, Indore, Udaipur, Kochi, Pune, Solapur, Ahmedabad, Surat, Ludhiana, Belagavi, Davanagere and Guwahati.

During Financial Year 2015-16, Rs. 1496.20 crore was allocated under the Smart Cities Mission. Out of which, Rs. 1,475.38 cr. was released.

During FY 2016-17, Rs. 3,205 cr. has been allocated under Smart Cities Mission. Of which, Rs. 2,013.80 cr. has been released to these winning smart cities. The fund to the remaining 3 Smart Cities will be released after incorporation of SPVs by them.

In fast track Round, on the basis of evaluation made by a Panel of Experts, top 13 cities on accelerated basis have been selected for development as Smart Cities. Ministry has already requested these cities to incorporate SPVs. After

incorporation of SPVs by them, the 1<sup>st</sup> instalment of Rs. 200 cr. to each city will be released.

The remaining 54 cities and those failing to qualify in the Fast Track Competition will be participating in the Main Round 2 of City Challenge Competition which has started from 01.04.2016. It is expected that up to 40 smart cities will be selected during 2016-17.

As per para 8.2 of Mission Guidelines, based on an assessment of the performance of States/ULBs in the Challenge, some re-allocation of the remaining potential smart cities among States may be undertaken by the Ministry. The cities like Gurgaon, Panchkula and other areas of Delhi outside NDMC area may be considered for inclusion in the list of Smart Cities in due course of time.

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

### **USE OF LOW COST TECHNOLOGY FOR SEWAGE WATER TREATMENT**

5.3 The Committee note that the reasons for decreased efficiency and non-functioning of the Sewerage Treatment Plants (STPs) are primarily attributed to deposition/non-removal of silt and sludge in the bottom of the oxidation ponds/waste stabilization ponds affecting the treatment system. This conventional technology even though widely used is not only expensive but also leads to heaps of deposition of silt and sludge. This necessitates looking for newer technology which will address these issues. The Committee was made aware that Indian Agriculture Research Institute (IARI), Pusa, has developed an innovative and eco-friendly waste water treatment technology using 'Typha Latifolia ' (a wet land Plant), local media and native micro organisms present in waste water for treating sewage water to the capacity of 2.2 million litres per day. The technology used in this waste water treatment system is associated with just 1% energy requirement of the conventional systems, zero chemical application, zero-sludge generation, 50-60% reduced cost and no skill requirement. The Committee are happy to note that Delhi Development Authority is planning to use this technology to treat 50 MLD of Palam drain waters for augmenting potable water supply in Dwarka sub-city.

The Committee are of the considered view that when such an eco-friendly low cost water treatment technology exists, the Government should use it to the utmost

for augmenting the efficiency of Sewerage Treatment Plants. They, therefore, recommend the Ministry of Urban Development to interact with IARI for adopting this technology, and impart training in coordination with IARI to concerned Departments/Agencies/States and ULBs for its proper and efficient use. The Committee further urge the Government to issue instruction to the State Government/Municipalities to adopt this system expeditiously for their all round benefits.

### **Reply of the Government**

5.4 Sewage treatment including Selection of Technology for Sewage treatment Plants is the subject matter of ULB / State Govt. However, Ministry will invite Indian Agricultural Research Institute (IARI) for presentation in the upcoming workshops on sanitation to have more interaction with States / ULBs. Ministry may also publish about the IARI technology in the Advisories related to sewage treatment.

### **Recommendation (Serial No.20)**

#### **DUST FREE TECHNOLOGY TO BE ADOPTED BY VARIOUS AGENCIES**

5.5 The Committee note that it is widely reported that the major source of pollution in the capital is dust particles and not vehicular emissions. Dust particles continue to contribute to rising pollution levels in metropolitan cities across India. CPWD is using ready-mixed concrete and pre-cast materials to reduce dust at construction sites as well as in maintenance of buildings. During the recent Study Tour to Trivandrum in January 2016, the Committee had observed that Hindustan Prefab Ltd. (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 HPL themselves were not using any prefab technology for construction of those housing projects which were conceived and developed by them and is expected from them to promote it. The use of precast 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. CPWD deposed that it is not always feasible to use dust free methods due to nature of works in maintenance and also they are facing difficulties in implementation of this technology in remote locations where skilled men, required materials and machinery are not available.

The Committee are of the opinion that dust contributes 52% of particulate matter in the air whereas pollutions from vehicles, including trucks and light commercial vehicles, accounted for just 6.6%. The recent report by IIT-Kanpur titled 'Source Apportionment Study of PM2.5 and PM10' carried out in Delhi reveals that re-suspension of the dust is also the major source of particulates in the ambient air. They further note that, despite National Green Tribunal's directives to follow the construction guidelines of the Ministry of Environment and Forest, nothing much has been done to ensure that infrastructure projects such as dividers, drains or even certain building projects don't cause dust pollution. Hence, the Committee feel that the authorities should crack down on projects violating Ministry of Environment Forest & Climate Change 2010 norms on preventing air pollution. Therefore, the Committee are of the opinion that there is a strong need to focus on initiation of steps to reduce re-suspension of dust and management/regulation of construction activities. Moreover, in this regard, the instructions issued by Supreme Court and National Green Tribunal for reduction of air pollution caused by dust during construction and maintenance activities should be strictly followed. Therefore, keeping in view all the facts, the Committee strongly recommend that all agencies of the Ministry of Urban Development responsible for construction and maintenance should adopt Dust free technology and other innovative methods and scrupulously follow norms of Ministry of Environment and Forest forthwith. The Committee further desire that there should a provision of penalizing construction sites and agencies concerned (Private as well as Govt. agencies namely CPWD, DDA, NDMC, NBCC & all ULBs) if found flouting the norms and generating high levels of dust in Delhi and other cities of the Country.

The Committee are also 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 in no time, while being dust free and completely safe. They appreciate such dust free, eco-friendly technology which leads to such expeditious construction. The Committee are of the firm view that at least Government of India should 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 minimize 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.

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

5.6 While sharing the concern raised by the Committee on dust pollution caused by construction activities, CPWD assures the Committee that the instructions issued by the Hon'ble Supreme Court of India and the National Green Tribunal for reduction of air pollution caused by dust during construction and maintenance activities are being strictly followed. CPWD has also initiated steps to adopt eco-friendly technologies for speedier and dust free construction. A detailed study of the technologies being used internationally and in India has been carried out, and CPWD has decided to adopt monolithic concrete construction, and pre-fabricated technology. The specifications, and schedule of rates are being finalized, and a detailed note has been submitted to the Ministry of Urban Development for consideration.

**NEW DELHI;**

**23December, 2016**

**02 Pausa, 1936 (Saka)**

**Pinaki Misra**

**Chairperson,  
Standing Committee on Urban Development**



**STANDING COMMITTEE ON URBAN DEVELOPMENT (2016-2017)**

MINUTES OF THE 5<sup>th</sup> SITTING OF THE COMMITTEE HELD ON MONDAY,  
23<sup>rd</sup> DECEMBER, 2016.

The Committee sat from 1430 hrs. to 1600 hrs. in Committee Room 'D'  
Parliament House Annexe, New Delhi.

**PRESENT**

**Shri Pinaki Misra** - **Chairperson**

***MEMBERS***

**LOK SABHA**

2. Sh. Ram Charan Bohra
3. Sh. Ramesh Bidhuri
4. Sh. Dilip Mansukhlal Gandhi
5. Sh. Maheish Girri
6. Sh. R. Gopalakrishnan
7. Sh. Choudhury Mohan Jatua
8. Sh. Charanjeet Singh Rori
9. Smt. Meenakshi Lekhi
10. Sh. Alok Sanjar
11. Sh. Brijbhushan Sharan Singh
12. Sh. Parvesh Sahib Singh Verma

**RAJYA SABHA**

13. Sh. R. S. Bharthi
14. Sh. Anil Desai
15. Sh. Ajay Sancheti
16. Sh. Mahesh Poddar

**SECRETARIAT**

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

2. \*\*\*\*                \*\*\*\*                \*\*\*\*                \*\*\*\*                \*\*\*\*        \*\*\*\*
3.        \*\*\*\*                \*\*\*\*                \*\*\*\*                \*\*\*\*                \*\*\*\*        \*\*\*\*
4.        \*\*\*\*                \*\*\*\*                \*\*\*\*                \*\*\*\*                \*\*\*\*        \*\*\*\*

5.        Thereafter, Hon'ble Chairperson and the Members of the Committee considered and adopted Action Taken Reports on Demands for Grants (2016-17) of Ministries of Urban Development and Housing & Urban Poverty Alleviation unanimously without any changes.

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

**The Committee then adjourned.**

\*\*\*\* These portions of the Minutes do not relate to the Report of the Committee.

[Vide para 4 of the Introduction]

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

I.	Total number of recommendations	22
II.	Recommendations/Observations which have been accepted by the Government:	
	Recommendation Nos.	15
	Percentage to total recommendations	(68.18%)
III.	Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:	
	Recommendation Nos.	01
	Percentage to total recommendations	(4.54%)
IV.	Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee:	
	Recommendation No.	03
	Percentage to total recommendations	(13.63%)
V.	Recommendations/Observations in respect of which final replies of the Government are still awaited:	03
	Percentage to total recommendations	(13.63%)