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**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2014-2015)**

SIXTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

***DEMANDS FOR GRANTS
(2015-2016)***



**LOK SABHA SECRETARIAT
NEW DELHI**

10 April 2015, 20 Chaitra 1937 (Saka)

FIFTH REPORT



**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2014-2015)**

(SIXTEENTH LOK SABHA)

MINISTRY OF URBAN DEVELOPMENT

***DEMANDS FOR GRANTS
(2015-2016)***

Presented to Lok Sabha on 27.04.2015

Laid in Rajya Sabha on27.04.2015



**LOK SABHA SECRETARIAT
NEW DELHI**

10 April, 2015, 20 Chaitra 1937 (Saka)

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**COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2014-2015)**

Shri Pinaki Misra - *Chairperson*

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LOK SABHA

2. **Shri Rajendra Agrawal**
3. **Shri Ramesh Bidhuri**
4. **Shri Ram Charan Bohra**
5. **Shri Dushyant Chautala**
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RAJYA SABHA

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30. **Shri S.Thangavelu**
31. **Shri Khekiho Zhimomi**

SECRETARIAT

- | | | | |
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| 2. | Shri D.S Malha | - | Director |
| 3. | Smt. J.M. Sinha | - | Additional Director |
| 4. | Dr.(Maj.) Jagmohan Khatry | - | Executive Officer |

INTRODUCTION

I, the Chairperson of the Standing Committee on Urban Development (2014-15) (Sixteenth Lok Sabha) having been authorized by the Committee to submit the Report on their behalf, present the Fifth Report on Demands for Grants (2015-16) of the Ministry of Urban Development.

2. The Demands for Grants of the Ministry of Urban Development were laid on the table of the House on 18th March, 2015. Under Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha. The Standing Committee on Urban Development are required to consider the Demands for Grants of the Ministries under their jurisdiction and make Report on the same to both the Houses of Parliament. Thereafter, the Demands are considered by the House in the light of the Report of the Committee.

3. The Committee took evidence of the representatives of the Ministry of Urban Development on 30th March, 2015. The Committee wish to express their thanks to the officials of the Ministry of Urban Development for placing before them the requisite material and their considered views in connection with the examination of the Demands for Grants (2015-16).

4. The Committee considered and adopted the Report at their sitting held on 10th April, 2015.

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

**New Delhi;
10 April, 2015
20 Chaitra, 1937 (Saka)**

**Pinaki Misra,
Chairperson
Standing Committee
on Urban Development**

REPORT

PART-I

CHAPTER – I

INTRODUCTORY

Urbanization in India was mainly caused after independence, due to adoption of mixed system of economy by the country which gave rise to the development of private sector. Urbanization is taking place at a faster rate in India. Population residing in urban areas in India, according to 1901 census, was 11.4%. This count increased to 28.53% according to 2001 census, and crossing 30% as per 2011 census, standing at 31.16%. According to a survey by UN State of the World Population report in 2007, by 2030, 40.76% of country's population is expected to reside in urban areas. As per World Bank, India, along with China, Indonesia, Nigeria and the United States will lead the world's urban population surge by 2050. As per 2011 census the total no. of towns are 7935, no. of statutory towns are 4041 and no. of census towns are 3894. Rapid rise in urban population, in India, is leading to many problems like increasing slums, decrease in standard of living in urban areas and also causing environmental damage.

1.2 The pace of urbanization is now set to accelerate as the country sets to a more rapid growth. Economic reform has already unleashed investment and growth offering its citizens rich opportunities. Surging growth and employment in cities will prove a powerful magnet. 300 million Indians currently live in towns and cities. Within 20-25 years, another 300 million people will get added to Indian towns and cities. This urban expansion will happen at a speed quite unlike anything that India has seen before. It took nearly forty years for India's urban population to rise by 230 million. It could take only half the time to add the next 250 million. If not well managed, this inevitable increase in India's urban population will place enormous stress on the system.

1.3 The speed of urbanization poses an unprecedented managerial and policy challenge—yet India has not engaged in a national discussion about how to handle the seismic shift in the makeup of the nation. Urban India today is “distributed” in shape—with a diverse range of large and small cities spread widely around the nation. India will probably continue on a path of distributed model of urbanization because this suits its federal structure and helps to ensure that migration flows aren't unbalanced toward any particular city or cities. As the urban population

and incomes increase, demand for every key service such as water, transportation, sewage treatment, low income housing will increase five- to sevenfold in cities of every size and type. And if India continues on its current path, urban infrastructure will fall woefully short of what is necessary to sustain prosperous cities.

1.4 Very few Indian cities have 2030 master plans that take into account peak transportation loads, requirements for low-income affordable housing and climate change. In general, the capacity to execute the urban reforms and projects at the municipal and state level has been historically inadequate. India needs to work on several areas to manage its urbanization: The process of urbanization in India is characterized by a most dramatic increase in the number of large cities, although India may be said to be in the midst of transition from a predominantly rural to a quasi urban society. It has been acknowledged that this transition to a quasi- urban society, however, has not been accompanied by a commensurate increase in the supply of basic urban services like water supply, sewerage and drainage network, garbage disposal facilities, citywide roads, public transport and public safety systems like street lighting and pedestrian pathways. The supply of land and housing has not kept pace with the increase in urban population. Rapid rise in urban population, in India, is leading to many problems like increasing slums, decrease in standard of living in urban areas, environmental damage, over crowded cities and forcing people to live in unsafe conditions which also includes illegal buildings. Water lines, roads and electricity are lacking which is causing fall of living standards. It is also adding to the problem of all types of pollution.

The Indian economy is expected to accelerate along with the trend of urbanisation. Urbanisation increases avenues for entrepreneurship and employment compared to what is possible in rural areas. Urban areas are now acknowledged as engines of growth with more than 60 per cent of the GDP emanating from urban areas. The top 100 largest cities produce about 43 per cent of the GDP with 16 per cent of the population and just 0.24 per cent of the land area. There is growing recognition that while urbanisation is necessary to realise India's growth potential, the rural-urban linkages must be strengthened to achieve comprehensive and inclusive development.

II. **Role and Responsibilities of Ministry of Urban Development**

1.5 The Ministry of Urban Development in India has the responsibility of broad policy formulation and monitoring of programmes in the areas of urban development and urban water supply and sanitation. These are primarily State subjects but the Government of India plays a co-coordinating and monitoring role and also supports these programmes through Central and Centrally Sponsored Schemes. The Ministry addresses various issues of urban sector through policy guidelines, legislative guidance and sectoral programmes.

1.6 The main functions of the Ministry of Urban Development are as under:-

- Formulation of broad policy guidelines in the area of Urban Development, including Urban Transport;
- Legislative support by way of Constitutional amendments, central legislations and model legislations;
- Urban transport schemes, including mass rapid transit system for metros and large cities;
- Institutional finance for urban infrastructure in NCR states through National Capital Region Planning Board;
- Co-ordination of multilateral/ bilateral assistance for projects in urban development;
- Technical assistance through Town and Country Planning Organization (TCPO), Central Public Health & Environmental Engineering Organization (CPHEEO) and National Institute of Urban Affairs (NIUA)
- Construction and maintenance of Central Government buildings through Central Public Works Department (CPWD)
- Management of land and built-up properties of Government of India through Land and Development Office (L&DO) and Directorate of Estates (DoE)
- Printing of Government documents and publications through Government Presses, Directorate of Printing
- Supply of Stationery to indenting Government Offices through Government of India Stationery Office (GISO)
- Administrative Ministry for activities of its Central Public Sector Undertaking (CPSU) viz., National Building Construction Corporation Limited and joint venture companies like Delhi Metro Rail Corporation (DMRC), Bangalore Metro Rail

Corporation (BMRC), Chennai Metro Rail Limited (CMRL), Kolkata Metro Rail Corporation (KMRC), Delhi Development Authority (DDA), National Capital Region Planning Board (NCRPB), Delhi Urban Arts Commission (DUAC), National Institute of Urban Affairs (NIUA), etc.

- Implementation of the Flagship programme, Jawaharlal Nehru National Urban Renewal Mission (**JNNURM**). The Sub-mission: Urban Infrastructure & Governance (UIG) component is meant for integrated development of infrastructure in 65 select mission cities. Similarly, Sub-mission Urban Infrastructure Development Scheme for Small & Medium Towns (UIDSSMT) is directed at non-mission cities to improve infrastructure facilities, help create durable public assets and quality oriented services through enhanced public-private partnership, investments and integrated development of towns & cities in a planned manner by providing reforms linked central assistance.

1.7 The Ministry has proposed to address these objectives through suitably reorienting its policies and programs which include Swachh Bharat Mission, National Urban Rejuvenation Mission, Mission for 100 Smart Cities, Heritage City Development and Augmentation Yojana(HRIDAY), Urban Infrastructure Development Scheme for Satellite Town around 7 Mega Cities, Urban Mobility, North-East Region Urban Development Programme (NERUDP), investments in metro rail projects, scheme for development of official and residential complexes by the CPWD, and the programmes of NCR Planning Board.

1.8 The Ministry is also giving greater attention to its attached and subordinate offices which include CPWD, Town and Country Planning Organization (TCPO), Directorates of Printing, Publication and Stationery and the Central Public Health and Environmental Engineering Organization. This Ministry is also the administrative Ministry for many metro rail companies where the Government is investing in the equity. Even otherwise this Ministry is the administrative Ministry for Metro Rail Projects.

1.9 The Ministry addresses various issues of urban sector by formulating broad policy guidelines, legislative guidance and monitoring Centrally Sponsored Schemes and programmes. The other set of responsibilities of Ministry of Urban Development pertains to construction and maintenance of Central Government Buildings, including residential

accommodation, with the exception of those under the Ministry of Defence, Atomic Energy, Railways and Communications.

1.10 It is also responsible for management of Central Government land/property, most of which is confined to Delhi and some of the metropolitan cities. These functions are discharged through the Central Public Works Department (CPWD) and Land and Development Office (L & DO). Printing and stationery requirements of all the Central Government Ministries/Departments and stocking and selling of Government publications are also looked after by this Ministry.

CHAPTER-II

OVERALL AND DEMAND-WISE ANALYSIS OF THE DEMANDS FOR GRANTS OF THE MINISTRY OF URBAN DEVELOPMENT FOR THE YEAR 2015-16

The detailed Demands for Grants **2015-16** of the Ministry of Urban Development were laid in the Parliament on 18th March 2015. There are three Demands for Grants pertaining to the Ministry of Urban Development. These are as follows:-

- (i) Demand No. 104- Urban Development
- (ii) Demand No.105- Public Works
- (iii) Demand No.106- Stationery and Printing

2.2 Demand No.104- UD pertains to various Schemes of Urban Development Viz.:-

- (i) Equity to all Metro Rail Projects
- (ii) Sub debt to all metro Rail Corporation
- (iii) PTA to all Metros
- (iv) Grants to DMRC
- (v) General Pool Residential Accommodation(GPRA)
- (vi) GPOA
- (vii) Lump-sum provision for NER and Sikkim
- (viii) UID of Satellite Cities/Counter Magnetic Cities
- (ix) NCRPB
- (x) North Eastern Region
- (xi) HRIDAY
- (xii) Swachh Bharat Mission
- (xiii) Urban Rejuvenation Mission(500 Habitation)
- (xiv) Mission for 100 Smart Cities

2.3 Demand No.105 pertains to Public Works with special reference to CPWD, which is a major construction and maintenance agency of Government of India in respect of both residential and non-residential accommodation.

2.4 Demand No. 106 relates to Directorate of Stationery and Printing.

2.5 The overall BE 2015-16 is Rs. 19,432.77 Crore (Gross), Plan and Non-Plan, including allocation of other Ministries (₹ 72.00 crore). After anticipated recoveries of Rs. 215.90 Crore, the net BE 2015-2016 is Rs. 19,216.87 Crore of which Rs. 9,363.95 Crore is in Revenue Section and Rs. 10,068.82 Crore in Capital Section. The relevant break-up of Plan and Non-Plan provision is Rs. 16,054.18 Crore and Rs. 3,378.59 Crore respectively.

2.6 The Net Budgetary Allocation under the (i) Demand No.104 – Deptt. of Urban Development (Plan and Non-Plan) is Rs. 16,832.20 Crore, (ii) Demand No. 105 – Public Works Rs. 2,326.98 Crore (Plan and Non-Plan) and (iii) Demand No. 106 – Stationery and Printing Rs. 57.69 Crore.

2.7 The Plan figures include provision for Capital works of other ministries and Departments, which is Rs. 72.00 Crore for the Non-residential works (Demand No. 105 – Public Works). Net Plan allocation of the Ministry is Rs. 16,054.18 Crore.

2.8 Year wise allocation against the total Govt. Outlay for the five year is as under:-

(₹ in crore)

Year	Total Central Govt. Outlay	Ministry's Budget Allocation	% of Central Govt. Budget	Against GDP at current prices*
2010-11	1108749.24	7489.37	0.675	-
2011-12	1257729.00	8541.46	0.679	0.096%
2012-13	1490925.00	7012.12	0.470	0.070%
2013-14	1665297.00	7566.90	0.454	0.067%
2014-15	1794891.96	20009.46	1.11	0.158%

* Source: Information provided by Economic Advisor in r/o GDP.

2.9 **2014-2015 Financial Year**

(□ in Crore)

D. No. 103 - UD	Projection		B. E.		R. E.		Actual Exp. (Upto 28.2.2015)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	28128.98 #	1682.28	7877.73	817.67	3330.72	742.24	1529.31	761.02
Capital			8630.36	302.84	6669.28	270.76	6384.60	250.38
Total			16508.09	1120.51	10000.00	1013.00	7913.91	1011.40

□28128.98crore proposed for both demand i.e. (UD + PW)

(□ in Crore)

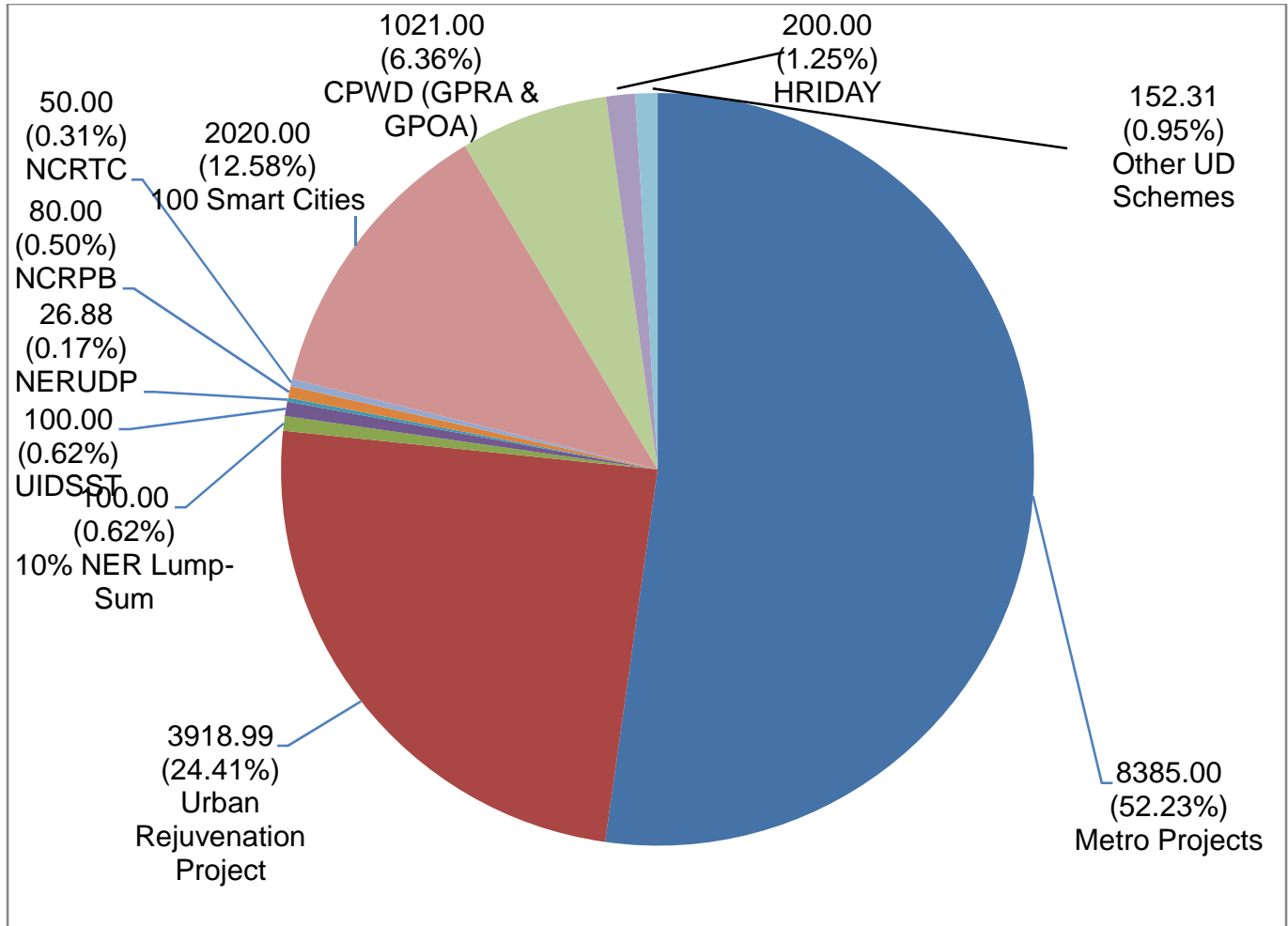
D. No. 104 - PW	Projection		B. E.		R. E.		Actual Exp. (Upto 28.2.2015)	
	Non-Plan		Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	2966.74		18.10	1496.60	18.10	1493.69	16.03	1435.94
Capital			458.21	375.11	271.90	335.11	185.05	278.21
Total			476.31	1871.71	290.00	1828.80	201.08	1714.15

(□ in Crore)

D. No. 105 – St. & Pt.	Projection		B. E.		R. E.		Actual Exp. (Upto 28.2.2015)	
	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan	Plan	Non-Plan
Revenue	-	225.54	-	77.98	-	48.28	-	96.26
Capital			1.15		0.15		0.02	
Total			79.13		48.43		96.28	

BUDGET ESTIMATES 2015-16			(Rs. in crores)
DEMAND	Plan 2015-16	Non- Plan 2015- 16	Total
Demand No. 104 – (Urban Development)	15,676.20	1,156.00	16,832.20
Demand No. 105 – (Public Works)	377.98	1,949.00	2,326.98
Demand No. 106 – (Stationery & Printing)	0.00	57.69	57.69
Total	16,054.18	3,162.69	19,216.87

2.10 Budget Estimates (2015-16) : Rs. 16054.18cr (PLAN)



Plan Schemes: 2015-16	
Heads	Amount (Rs. in Cr.)
Central Sector Schemes	5,371.57
Centrally sponsored schemes	6,090.91
Externally Aided Projects	4,519.70
Total (UD)	15982.18
Other Ministries	72.00
Total (UD+ Other Min.)	16,054.18

BUDGET – 2015-16 – MoUD					
Major Scheme (s) – Plan					
(Rs. in Crore)					
Scheme	Actual 2013-14	B E 2014-15	R E 2014-15	Exp. Upto 24.03.2015 (provisional)	BE 2015-16
Equity to all Metro Rail Corp.	824.00	2420.00	1668.83	1640.79	2400.00
Sub. Debt to all Metro Rail Corp.	799.45	1360.00	888.05	888.02	1360.00
PTA to All Metros	3833.21	4100.00	3463.39	3463.37	4500.00
Grants to DMRC	91.60	145.81	125.00	119.78	125.00
GPRA	384.33	610.00	501.00	461.72	721.00
GPOA	106.06	331.16	127.90	155.24	300.00

The Committee in their earlier report on Demands for Grants have been recommending to persuade the Ministry of Finance and Planning Commission for higher allocation during the next budget.

From the above analysis it is inferred that the during the year 2014-15 allocation of Rs. 16984.40 crore has been reduced to Rs.10,290.00 crore at RE stage. Against this the actual expenditure is only Rs.8015. 31 crore. In comparison to BE 2014-15(16984.40 crore) the allocation at BE 2015-16, Rs. 16054 crore. There is a reduction of Rs.930.40 crore.

The Ministry allocates the funds to programme implementing divisions out of the outlay provided by the Ministry of Finance keeping in view the progress and trend of expenditure during the last financial year of the ongoing projects/ schemes and the requirement of the new schemes. The areas where higher allocations were proposed include Metro Rail Projects, Swachh Bharat Mission and 500 cities including Smart cities.

The allocation for RE 2014-15 has been made by the M/o Finance keeping in view the Expenditure Management – Economy Measures. The lowering of the RE provision attribute to slow progress of the work pertaining to other Ministries whose allocations has been included in the Demands for Grants in the Ministry. The concern of adverse effects on various metro projects as well as other ongoing schemes due to reduction has been taken up with the Ministry of Finance at appropriate levels.

2.11 As per the Mckinsey Global Institute report dated April 2010, India's Urban awakening building, inclusive cities, sustaining economic growth, sufficient resources for investment to build services for citizens, preferably anticipating demand rather than playing constant catch-up as we see in India, are the bedrock of successful cities. In countries around the world, governments have devised mechanisms to ensure cities to have reliable access to funds, internally generated and externally supported. In developed countries, governments have created transparent, formula-based mechanisms (rather than ad-hoc mechanisms as in India) to fund their cities. In the United kingdom, 70 to 80 percent to city revenues come from Central Government grants based on a formula (equivalent to \$ 15 billion per year for London excluding spending on social services), but these funds are contingent on achieving certain service outcomes infrastructure investments in large cities and 60 to 70 percent in smaller cities through grants and loans. Developing countries have used land monetization and debt quite extensively to fund its urban infrastructure. China, for example monetizing land assets and also retaining a 25 percent share of value-added taxes (equivalent to \$ 4.5 billion per year for Shanghai). China has also converted many of its big projects into special-purpose vehicles (SPV) to access the debt market. With some exceptions, India has barely utilized these sources of funding.

2.12 When asked to give opinion regarding mechanisms to ensure cities to have reliable access to funds, internally generated and externally supported and whether they have ensured transparent, formula-based mechanisms (rather than ad-hoc mechanisms) to fund their cities, the Ministry in it's written reply has stated as under:

"In addition to Government Grants, the Smart Cities Mission and National Urban Rejuvenation Mission will incentivize States and ULBs to expand internally generated revenues, access external sources, such as bonds, private sector funds (e.g. PPPs) and rely on other innovative financial tools. Importantly, larger devolution of funds due to acceptance of the recommendations of the 14th Finance Commission are likely to increase the availability of funds with the ULBs and make the allocations more transparent and formula based. Finally, the Mission design is also considering establishment of SPVs, financial intermediaries and to make State Finance Commissions more effective."

2.13 As per the Mckinsey Global Institute report dated April 2010, " Indi's Urban awakening : building inclusive cities, sustaining economic growth", 1.2 trillion dollars is required as a capital investment for meeting the projected demand in India's cities. On being asked, against this how much the Ministry expects from year 2010 to 2014, the Ministry in it's written reply has stated as under:

"As per the Mckinsey Global Institute report dated April 2010, "India's Urban Awakening: building inclusive cities, sustaining economic growth", 1.2 Trillion Dollars is required as capital investment for meeting the projected demand in Indian cities. It may be mentioned that the Ministry of Urban Development provided a significant financial assistance to the states / UTs / ULBs towards urban infrastructure development in 65 Mission cities and other small and medium towns in India under UIG & UIDSSMT components of JnNURM during the period 2010-2015. The year wise break-up is given below:

(in ₹Crore)

Year	Allocation / RE	Expenditure
2010-11	5,086.63	3,160.64
2011-12	5,575.08	5,454.52
2012-13	5,280.00	3,754.99
2013-14	7,191.14	5,438.74
2014-15	842.41	842.41

This funding is only for permissible sectors and for selected cities. Urban Development is a state subject and state governments and ULB's also generate resources through other means like state budgetary support, loans and external funding etc. The gap between demand and services can be fulfilled through state resources, private sector funding, external borrowings / assistance etc.

2.14 The BE & RE of 2014-15 & BE 2015-16 of the stationery and printing is as under:

2014-15		2015-16
BE	RE	BE
279.13	248.30	257.69

On being asked to state the reasons for reduction from BE to RE during the year 2014-15. What are the reasons for allocating only Rs. 257.69 crore during BE 2015-16 in comparison to Rs 279.13 crore during BE 2014-15 the Ministry has stated as under:

"There was a reduction in the revised estimate for 2014-15 on the BE, mainly due to reduction in salary and material supply expenditure. However there is an increase of ₹9.4 crores in the budget estimate for 2015-16 as against the revised estimate for the previous year. This allocation may be revised at the RE stage depending on the actual expenditure incurred by the printing presses in the coming financial year. The ministry is considering the modernization of printing presses by mobilizing financial resources through other possible options such as leveraging of land, Public Private Partnership and additional budgetary support."

CHAPTER III

I. SCHEME WISE/PROJECT WISE/ISSUE WISE ANALYSIS OF DEMANDS FOR GRANTS (2015-2016)

The Ministry of Urban Development is implementing a number of Central and centrally sponsored schemes for assisting the States in meeting the challenges of rapid urbanization. The details of Centrally Sponsored Schemes and Central Sector Schemes are as follows:

Centrally Sponsored Schemes

- i) National Urban Information System (NUIS)
- ii) Pooled Finance Development Fund (PFDF)

Central Sector Schemes

- i. Research and Capacity Building in Urban and Regional Planning
- ii. National Capital Region Planning Board
- iii. Urban Transport including Equity, Pass Through Assistance(PTA) of JBIC loan for all Metro Rail Corporation under Ministry of Urban Development
- iv. Urban Transport Planning and Capacity Building in Urban Transport
- v. General Pool Office Accommodation
- vi. General Pool Residential Accommodation
- vii. CPWD Training Institute
- viii. Modernization / Computerization of CPWD
- ix. Lump -sum Provision for projects/ schemes for the benefit of the N.E. Region & Sikkim
- x. Global Environment Facility
- xi. U.I. Development of Satellite Cities/ Counter Magnet Cities
- xii. North Eastern Region Urban Development Project-Externally aided project
- xiii. Equity for National Capital Region Transport Corporation (NCRTC)
- xiv. Capacity Building for Urban Transport –Assistance from World Bank
- xv. Capacity Building for Urban Development –Assistance from World Bank

- xvi. Administrative Expenses for JNNURM
- xvii. National Mission on Sustainable Habitat
- xviii. Scheme for promoting innovative research & development of indigenous technology and Pilot Project including Immediate Public Transport (IPT) & Non- Motorized Transport (NMT).
- xix. Scheme for support to mainstreaming service level benchmarking

The new schemes of Ministry of Urban Development are as under:

- **Centrally Sponsored Schemes**
 - Swachh Bharat Mission
 - National Urban Rejuvenation Mission
 - Mission for 100 Smart Cities
- **Central Sector Scheme**
 - HRIDAY (Heritage City Development & Augmentation Yojana)

II. **National Capital Regional Planning Board (NCRPB)**

3.2 The proactive initiatives taken by the NCRPB/states have resulted in the increased demand for the financial support to undertake various physical & social infrastructure development projects. States are in the process of preparing more DPRs for seeking assistance from NCRPB. The Board provides loan assistance to the State Governments/ Implementing Agencies up to 75% of the project cost and the balance 25% cost is met by the State Governments/ its Implementing Agencies.

During the FY 2012-13, an amount of Rs.55.00 crore had been approved and released by Gol, against which Rs. 637.05 crore has been incurred which includes loan of Rs. 418.51 crore disbursed to the State Govt./ their implementing agencies. During the FY 2013-14, an amount of Rs.60.00 crore had been approved and released by Gol, against which Rs. 643.76 crore has been incurred which includes loan of Rs. 355.44 crore disbursed to the State Govt./ their implementing agencies. During the FY 2014-15, an amount of Rs.80.00 crore had been approved as BE against which Rs.62.00 crore have been released by Gol, against which Rs. 383.73 crore has been incurred which includes loan of Rs. 206.22 crore disbursed to the State Govt./ their implementing agencies upto December, 2014.

The expenditure incurred in excess of the budgetary support was met out of the Internal and Extra Budgetary (I&EBR) sources of the Board. As on 31.12.2014, total debt outstanding on account of domestic market borrowing is Rs.1100 crore and Rs. 494.72 crore loan from multilateral and bi-lateral agencies.

3.3 The Standing Committee on Urban Development in their 24th Report on DFG(UD) 15th Lok Sabha had recommended for waving of guarantee fee so as to enable NCRPB to raise the requisite loan from Multilateral Aid Agencies. The Ministry in its Action Taken Replies has informed the Committee that the matter has been taken up with the Department of Economic Affairs and with the Budget Division of Ministry of Finance. According to Budget Division of Ministry of Finance, "Guarantee fee levied is partially utilized for funding Guarantee redemption fund. In the past Budget Division has been agreeing for reduction/ waiver off guarantee fee, provided the PSU is sick, cabinet approval is obtained/ the reduction of guarantee fee is passed on to end consumer. A proposal keeping the above two points in view may be sent to Budget Division by MoUD. The matter is being taken up with Ministry of Finance." On being asked to provide the latest position in this regard, the Ministry in its written replies has stated as under:-

"As regards to waiver of Guarantee fee for loans raised from Multilateral/bi-lateral Aid agencies, the NCR Planning Board in its reply dated 14.10.2014 and 3.12.2014 stated that the loan from ADB and KfW is direct loan to NCRPB and not a pass through assistance. All risks i.e interest rate and currency rate fluctuation attached to these loans are being borne by NCRPB. If Government is not in a position to waive the entire Guarantee fee, they may fix the guarantee fee to the minimum extent to fund the Guarantee redemption fund. Further, NCRPB is an autonomous body created under an act of Parliament i.e NCRPB Act, 1985 with a mandate to provide financial assistance to the participating State Government departments, Urban Local Bodies, Development Authorities and other para-statal for physical and social infrastructure development projects. The Board is charging low interest on these long tenure (10-15 years) loans so as to provide assistance for large number of physical & social infrastructure development projects in the NCR which have long gestation period with low returns. The present interest rate being charged by the Board on the loans for infrastructure development project is 7.50% for water, sanitation, transport and power sector which is the lowest in the prevailing market and even lower than the state development loan being provided by RBI. In addition, Board has made a provision of grant to the tune of 15% of project cost towards water and sanitation sector projects. As such the benefit of reduction of guarantee fee is passed on to end consumer by way of providing soft loans to the Participating State Governments and their implementing agencies for enlargement of basic civic amenities. In view of the above, this Ministry has given the clarifications sought by the Ministry of Finance and requested that Ministry for waiver of the guarantee fee on bilateral/ multilateral loans being provided to NCRPB."

III. Monitoring the preparation of Sub-Regional plans by NCRPB

3.4 When asked the Ministry Whether NCRPB monitors and keep vigilance over the developments at site in the National Capital Region (NCR) and also in preparation of the sub-regional plans and master plans of the towns falling in the NCR and whether it takes rapid action, upon finding any violation thereof, the Ministry of Urban Development has stated as under:

"It is submitted that monitoring the preparation of Sub-Regional Plans by the respective NCR participating States is being pursued and monitored by the NCR Planning Board regularly. NCR Planning Board, on the request of the participating State Govts., also extends financial assistance for preparation of the Sub-Regional Plans. With respect to monitoring the preparation of Master Plans of towns in NCR by the participating States, it is submitted that the Master/Development Plans are being prepared and finalized by respective State Govts. under the prevailing Acts/Statutes in the State. It may be noted that there is no provision in the NCRPB Act, 1985 with respect to Master Plans of the towns falling in the NCR. However, Board has been pursuing with the participating State Govts. for preparation of Master/Development Plans for all the towns in the NCR in conformity with the Regional Plan. It is submitted that there is no provision in the NCRPB Act, 1985 for monitoring and keeping vigilance over the developments at site in the National Capital Region (NCR). Developments at site is a micro level matter, which is governed/regulated by respective Master/Development Plans and Zonal/Sectoral/Local Area Plan etc., prepared by the participating State Govts./Development Authorities/Local Bodies/Agencies. In view of this, it is submitted that NCRPB does not have any role in monitoring and keeping vigilance over the developments at site in the NCR. With respect to violations of the Regional Plan by the States, it is submitted that as per NCRPB Act, 1985, each participating State is responsible for the implementation of the Sub-Regional Plan. Coordinating and monitoring the enforcement and implementation of the Regional Plan is done through participating State Governments. Further, Board has created NCR Planning & Monitoring Cell in each participating States. It is submitted that no case of violation has been reported to the NCRPB by the NCR Planning & Monitoring Cells. However, it is submitted that Board in conjunction with National Remote Sensing Centre (NRSC), Hyderabad carried out land use change analysis of the Natural Conservation Zone (NCZ) and found variations in NCZ. The comparative analysis indicates shrinkage of NCZ as 15.43% in NCT-Delhi, 25.97% in Haryana sub-region, 43.88% in UP sub-region and 11.18% in Rajasthan sub-region. Subsequently, a Notice dated 23.06.2014 under Section 29(2) of NCR Planning Board Act, 1985 has been sent to the participating State Governments, requesting reasons for variations."

IV. CAPACITY FOR PROJECT APPRAISAL BY NCRPB

3.5 National Capital Region Planning Board (NCRPB) has Modest Project Development and Appraisal Capacities. As per the Report of the Asian Development Bank on Capacity Development of National Capital Region Planning Board (NCRPB). Though NCRPB prepares the regional plan and finances projects for its implementation, it suffers from lack of in-house capacity for project appraisal, monitoring and evaluation. The existing one-man window for promoting project formulation and development, project evaluation, monitoring of project implementation and feedback is insufficient. This has led the Board to outsource some of the project appraisal functions to the national level institutions. The process of project appraisal by these institutions is time-consuming. Perusal of a few reports has revealed gaps in project appraisal. Further, the Board does not have an effective computer based system for monitoring of projects". When asked to clarify and provide latest details regarding its capacity for project appraisal, monitoring and evaluation. and actions taken by NCRPB to upgrade itself in respect of project evaluation, monitoring of project implementation and feedback, the Ministry of Urban Development in its written submission has stated as under:

"The Asian Development Bank (ADB) had approved an advisory Technical Assistance (TA) for Capacity Development for the NCRPB in the area of planning and financing of urban infrastructure and to impart necessary skills to conceive, design, develop, appraise and implement good quality infrastructure projects for planned development of the NCR. As a part of capacity building programme, the ADB Technical Assistance Consultants have prepared Master Plans for a few selected towns of NCR in areas of water supply, waste water, drainage and solid waste management which have been uploaded on NCRPB website for use by the stakeholders. Manuals and Toolkits for enhancing capacity of NCRPB and various implementing agencies in the area of project planning, DPR preparation, project appraisal, risk management, PPP, financial and treasury management have been prepared under ADB Technical Assistance Programme and made available through NCRPB website for wider usage. The project appraisals of multiple sectors such as water supply, sewerage & sanitation, solid waste management, transport, power, social infrastructure require subject matter expertise and an inter disciplinary approach. In addition to the existing staff of NCRPB i.e. Finance and Project Wings, the services of Project Management Consultancy under ADB and KfW Technical Assistance Programmes are being availed to appraise, monitor and evaluate the various projects under the financial assistance of NCRPB. The services of National Institutions are also being availed on need basis."

3.6 During the Oral Evidence of Ministry of Urban Development when asked to clarify on the issue of monitoring and vigilance over the development in NCR regions by National Capital Region Planning Board, the representatives of the Ministry of Urban Development stated that there is no provision in NCRPB Act for monitoring and keeping vigilance over development by NCRPB. In view of this when asked if there is no such provision then what mechanism they are going to put in place for monitoring and keeping vigilance, the representatives of the Ministry has further stated that:

" Sir, these are projects of states we provide funding through loans there is a loan component which is 75% and there component is 25% . It makes a lot of sense. I want to mention only on Friday last, three days ago I took a meeting of Haryana, Punjab and UT of Chandigarh in pursuance of court directive for preparation of sub-regional plan for Chandigarh. It was 26 meeting. Both Haryana and Punjab raised the plea that there is no statutory backing. Then why are you convening a meeting? The view point of the State is that they have their own statutes to back the development planning. NCR planning board becomes advisory nature."

V. MANPOWER OF NCRPB

3.7 National Capital Region Planning Board (NCRPB) has huge workload on existing staff; as per the report of the Asian Development Bank. "Capacity Development of National Capital Region Planning Board (NCRPB), clarifying the above observation, the Ministry of Urban Development in its written submission has stated as under:

"At present NCRPB has meager staff strength of only 51 Posts. Over a period of time, the Board's activities have increased manifold in respect of financing and monitoring of project implementation. Although, the responsibility of implementation of the projects financed by the NCRPB lies with the concerned agencies of the State Governments, closer monitoring and follow up of such projects by NCRPB is very essential for timely utilization of funds and completion of projects. In 2011, MoUD has approved the creation of five temporary posts to function as Project Management Unit (PMU) of NCRPB after the due approval of Ministry of Finance. Two Posts were revived by MoUD in 2013 after the due approval of Ministry of Finance. A proposal for creation of additional posts has already been forwarded to MoUD in 2012. In addition, various activities requiring the services of subject matter experts like preparation of Pre-feasibility Reports, Detailed Project Reports, Project Appraisal etc. are being carried out by the Project Management Consultancies of ADB and KfW."

3.8 National Capital Region Planning Board (NCRPB) has Low level of support from NCR cells; as per the report of the Asian Development Bank. "Capacity Development of National Capital Region Planning Board (NCRPB). When asked to clarify and provide latest details in this regard, Ministry of Urban Development in its written submission has stated as under:

"The NCR Planning & Monitoring Cells were created in all four sub regions of NCR under the administrative control of the respective State Govt. And their pay and allowances are being reimbursed by the NCRPB. The present sanctioned strength of these NCR Cells are as under:-

NCR Planning & Monitoring Cell for	Sanctioned Posts
i) Haryana Sub Region	30
ii) Rajasthan Sub Region	21
iii) UP Sub Region	30
iv) NCT Delhi Sub region	5
Total	86

- Following brief tasks were assigned to these NCR Cells:
 - a) Preparation of Sub-regional Plan for respective sub-region
 - b) Preparation of Master Plan for Urban Centers falling in the NCR,
 - c) Assistance to the implementing agencies in preparation of projects and schemes and forwarding them to the NCRPB for financing and monitoring of the projects,
 - d) Feed back to the NCR Planning Board in matters relating to Planning, development and projects. However, it is observed that there is no significant contribution from NCR Cells towards project formulation and development, project evaluation, monitoring & implementation of social and physical infrastructure projects, as implementation of various plans and policies of NCR Planning Board. The NCR Cells are working under administrative control of the respective State Governments. They have been performing functions as per priorities of the respective State Governments."

VI. SMOOTH TRAVEL IN NATIONAL CAPITAL REGION

3.9 During examination of Demands for Grants(2014-15), it was observed that NCRPB pursued with its constituent States for signing of “Reciprocal Common Transport Agreement” for ‘Contract Carriage’ and ‘Stage & Goods Carriage’ for unrestricted/ seamless travel in NCR to facilitate general public. Pertaining to the delay in implementation of this agreement it was found out that its implementation is to be done by the NCR participating States as per the agreements as well as under the provisions of Motor Vehicles Act, 1988. NCR Planning Board had requested Ministry of Road Transport and Highways vide letters dated 05.09.2013, 27.12.2013 and 23.07.2014 that all the “Contract Carriage” vehicles registered in any district of NCR be allowed to ply in whole of NCR and all be issued permits for NCR without paying any additional passenger tax. The Committee had felt that smooth and seamless movement of interstate traffic in the National Capital Region was the dire need and efforts should be made to make it unrestricted and commuter friendly. The Committee had also observed that the NCR Planning Board has been making efforts to convince the State Governments for reciprocal agreement to achieve this objective. Implementation of this policy is important to facilitate general public to commute between Delhi and the rest of NCR especially those commuters who board/deboard at the airport, railway stations and inter-state bus *terminals* in Delhi and have to take either taxi/auto rickshaw or bus to reach their *desired destination* in NCR. The National Urban Transport Policy approved by the Government of India also envisages seamless travel for the passengers. The Committee appreciated that NCRPB has requested for necessary amendments, if any, in the Motor Vehicles Act, 1988. The Committee came to know that there was a cap on the issue of permits for auto-rickshaws in NCT-Delhi by the Supreme Court of India. After lifting of restriction of number of auto-rickshaws by the Supreme Court of India, Government of NCT-Delhi has initiated action in this regard. The Ministry of Urban Development had also conveyed to the Committee that Government of NCT-Delhi have issued a public notice to invite applications for 5500 NCR Auto-permits (U.P.-2750, Haryana-2750) and were taking further action in the matter to issue the NCR Permits in respect of U.P. and Haryana Sub-regions of NCR. However, the Committee are dismayed with the hollowness in the official claims of working out a transport plan for smooth connectivity between Delhi and its neighbours – Gautam Budh Nagar (Noida), Ghaziabad and Gurgaon. Buses may have been plying between these cities but auto-rickshaws, the preferred mode for many commuters and taxis (except for radio taxis) stay away because of jurisdictional issues and harsh penalties. Therefore, the Committee had strongly recommended to the NCRPB and Govt. of Delhi and

other adjoining States to take quick decisions relating to critical activities and resolve inter-state issues/matters for early implementation of this agreement i.e., Reciprocal Common Transport Agreement” for ‘Contract Carriage’ and ‘Stage & Goods Carriage’ for unrestricted travel in NCR to facilitate general public.

3.10 When asked to elaborate about the steps being taken in this regard, Ministry of Urban Development in its written submission has stated as under:

"The “Reciprocal Common Transport Agreement” for “Contract Carriage” among the NCR States was signed on 14.10.08. Under this Agreement, all the participating States of NCR agreed to abolish passenger tax from Autos and Taxis. Only Govt. of NCT-Delhi is yet to abolish the MCD Entry Tax of NCR Registered Contract Carriage Vehicles. National Capital Region Planning Board(NCRPB) requested the NCR participating States to provide the status of implementation of the Reciprocal Common Transport Agreement among Governments of NCT-Delhi, Haryana, Rajasthan and Uttar Pradesh for unrestricted movement of vehicles in NCR for “Contract Carriage” and “Stage Carriage” vide letters dated 22.09.2014, 23.09.2014, 05.01.2015, 19.01.2015. GNCT-Delhi has informed vide their letter dated 29.01.2015 that they are regularly issuing NCT permits as well as counter signing the permits to taxis/radio taxis who intend to ply their vehicle in NCR. GNCT-Delhi has also informed that they are in the process to issue the NCR Auto Rickshaw Permits for Haryana and UP."

VII. EXPEDITIOUS IMPLEMENTATION OF THE REGIONAL RAPID TRANSIT SYSTEM PROJECTS

3.11 The Committee have been apprised that the three Regional Rapid Transit System (RRTS) corridors have been prioritized by the Ministry of Urban Development for implementation in Phase-I, i.e Delhi – Sonipat –Panipat, Delhi-Gurgaon -Rewari –Alwar, Delhi-Ghaziabad-Meerut for which estimated cost till Sept 2011 was Rs 72,170 crore. The RRTS projects have not been sanctioned till now. The Ministry of Railway has not released its due amount i.e Rs 22.5 Crore. In view of the above, the Committee in their first report had strongly recommended to implement this RRTS project expeditiously in a time bound manner so as to make travel in the National Capital Region faster and easier. The Committee had felt that the high-speed corridors are the need of the hour as this will facilitate better commuting in the National Capital Region. The Committee called upon the Ministry of Urban development to impress upon Ministry of Railway to release its share of amount immediately. When asked to

elaborate about the steps being taken in this regard, Ministry of Urban Development in its written submission has stated as under:

"Ministry of Railways vide letter number 2013/Proj./NCR/14/2 Pt. dated 10.12.2014 and letter number 2013/Proj./NCR/14/2 dated 10.3.2015 has informed that they have released Rs. 1,25,000/- and Rs. 22,48,75,000/- respectively (totalling Rs. 22.50 crore) to the National Capital Region Region Transport Corporation (NCRTC) as share of Ministry of Railways towards Equity in NCRTC."

3.12 During the Oral Evidence of Ministry of Urban Development on the issue of connectivity of Meerut to Delhi i.e. Meerut Delhi Express highway and and as well as Regional Rapid Transit System (RRTS), the representatives of the Ministry has submitted as under:

" Sir, NCRTC has been constituted. As earlier told to the Standing Committee, it has been written to DoPT to expedite to search-cum-selection of MD(NCRTC) it is general instruction of Government of India that whosoever the MD of corporation if he is serving Officer then he has to get resign from his parent Organization then only he can be taken on absorption basis. For getting the exemption it has been written to the department of the Public enterprises. After this procedure MD will be selected. NCRTC has taken up three corridors i.e. Panipat, Meerut and Alwar. These three corridor are to be implemented by NCRTC. In the beginning of this year 2015-16 Rs.50 crore has been ear marked for this project so that work can be started. All partners of this project i.e. Government of India(M/o UD) 22.5%, Ministry of Railways 22.5%, 5% of NCRPB, 12.5% Delhi Government,12.5% Rajasthan government, 12.5% Haryana and 12.5% UP Government has released their shares. Rs. 100 crore has been collected. Initially Ministry of Railway has not provided their share but now they also have contributed to the corpus. For constitution of NCRTC the work selection Committee regarding selection of the MD is almost completed. Once the appointment of MD NCRTC has been completed then work of three corridors of Panipat, Meerut and Alwar will expedited. Feasibility study of this three corridors has been almost completed . Detailed project report is constituted."

VIII. NATIONAL CAPITAL REGION TRANSPORT CORPORATION (NCRTC)

3.13 The status of implementation of following three Regional Rapid Transit System (RRTS) corridor in Phase I is as under:

(Rs. in crore)

S. No.	RRTS Corridor	Length (km)	Estimated cost(Sept. 2011)
1	Delhi – Sonipat -Panipat	111.2	18755
2	Delhi-Gurgaon -Rewari -Alwar	180.0	32141
3	Delhi-Ghaziabad-Meerut	90.2	21274
	Total	381.4	72170

In this regard, Ministry of Urban Development in its written submission has stated as under:

"National Capital Region Transport Corporation Ltd. (NCRTC) has been constituted as a company under the Companies Act, 1956 on 21.8.2013. As the full time Managing Director (MD) of NCRTC could not be appointed due to non-availability of guidelines on the procedure for appointment of MD in such a company where 50% Equity is with the Government of India (GoI) and the MD has to be a nominee of the GoI. After detailed interaction, Department of Personnel & Training (DoPT) has now advised the procedure to be adopted for selection of MD, NCRTC. The process for appointment of MD, NCRTC as per advice of the DoPT has now been initiated and accordingly, MD, NCRTC will be appointed shortly. The work of RRTS is expected to speed up with the appointment of regular MD, NCRTC."

IX. URBAN MOBILITY

3.14 As per the Mckinsey Global Institute Report on India's urban awakening, building inclusive cities, sustaining economic growth during April, 2010, while private car ownership would increase, shortcomings in the transportation infrastructure have the potential to create urban gridlock - similar to the acute congestion that cripple some Latin American cities.

When asked about the efforts being made to improve transportation in Indian cities, the Ministry in its written reply has stated as under:

"Urban Transport is intertwined with urban development which is a state subject. However, Ministry of Urban Development has pioneered the role of incentivising the investment in urban transport so as to address the challenges of increasing congestion in the cities.

In order to deal with the emerging problems, the Government of India formulated a National Urban Transport Policy in April, 2006. The objective of the policy is to ensure accessible, safe, affordable, quick, comfortable, reliable and sustainable mobility for all. The policy seeks to promote integrated land use and transport planning, greater use of public transport and non-motorized modes of travel, use of cleaner technologies. It offers Central Government's financial support for investments in public transport, infrastructure for greater use of non-motorized modes, as well as in the construction of parking facilities, including demonstrative pilot projects. It encourages capacity building at institutional and individual levels, innovative financing mechanisms, institutional coordination, association of the private sector and need for public awareness and cooperation.

To encourage public transport, the Central Government has taken up various projects such as financing of buses and Bus Rapid Transit Systems (BRTS), preparation of Urban Bus Specifications (UBS) to promote use of comfortable buses equipped with latest Intelligent Transport System (ITS) and technology, encouraging reforms in urban transport administration and management at both city and state level by requiring setting up of Urban Metropolitan Transport Authority (UMTA), Urban Transport Fund etc., organizing annual conference and exhibition on urban transport for knowledge sharing amongst experts and stakeholders, recognizing the exemplary achievements in the field of urban transport through awards, spearheading the Sustainable Urban Transport Project (SUTP) to encourage sustainable transport systems and capacity building, financing of various traffic/transportation studies and surveys under the Scheme for Urban Transport Planning to encourage cities to better plan and manage their urban transport systems etc.

Besides these measures, the Ministry has been playing an active role in financing Metro Rail projects which transform the urban transport radically by providing a very comfortable, accessible and environment-friendly means of public transport. Metro Rail projects provide the network which carries the maximum number of riders in any city in minimum time and on schedule. For example, Delhi Metro carries more than 2 million passengers every day to different destinations."

On the main issues on urban transport in Delhi, the Ministry has submitted the following points:

Urban Transport is intertwined with Urban Development which is a State subject. However some of the issues which have come to the notice of Ministry of Urban Development during discussion in the meetings of the Inter-ministerial Committee chaired by Secretary UD are as follows:

- i Parking Pricing & Management: One of the major challenge being faced today is that of 'Parking' which is largely attributed to phenomenal increase in personalized vehicles and their use and the related aspect of unregulated and under-priced parking. In absence of

organized parking space and facilities, valuable road space is being used for parking of vehicles.

- ii. Multimodal Integration : While the Delhi Metro has provided a world class service to the people of Delhi, a need has been felt for greater integration with other complementary modes of transport beyond the immediate station buildings in the earlier phases.
- iii. Bicycle Sharing & Infrastructure: With a mix of slow and fast moving traffic on the roads, travel by bicycle and rickshaws becomes unsafe. Data has shown that although approximately 35% of population of Delhi owns cycles, only a fraction of them use cycles for commuting due to lack of safe cycling facilities or cycle-parking facilities..
- iv. Road Retrofitting as per Street Designing Guidelines (SDG): Walking is the most important and sustainable mode of transport. In Delhi, about 35% of the commuters of the city 'walk, only' as means of transport. These commuters are different from the ones who walk to catch the public transport. Therefore, in spite of the enormous motorization, the highest share of people still 'walk'. This is, in spite of the poor walking environment and danger to life by walking on roads. Data shows that more than 60% fatalities on roads are of the pedestrians. Safe walking environment is desirable and necessary for any society that's developing or in the developed world, as it provides for the basic right to commute. With increasing road widths that crossings at junctions are riskier and the space for walking is narrower than before, with the result that most activities happen on road even if the roads were not designed for them.
- v. Bus Service Improvements: The total passenger trips per day catered by buses are more 60% of the total public transport trips in Delhi, which is a significantly. Hence a greater stress on efficient bus service will be of help.
- vi. BRTS Corridor Development: BRTS is a high capacity bus system and therefore should have this integration with the regular bus system in terms of fare collection, interchange and also should be provided with depot and parking spaces.
- vii. Integrated Road Network: In the current scenario, only arterial roads are forming the network system of the city. There is dearth of a secondary road network system resulting in restricted distribution of the traffic over a network and concentration of even local traffic on arterial roads, resulting in congestion on these roads.
- viii. Intelligent Transport System: More use of ITS will help in greater integration and efficient transport system.
- ix. Capacity Building Programme: Capacity building in urban transport will go a long way in ushering in better planning, implementation and management.

3.15 As per the report of Planning Commission's Working Group on Urban Transport for 12th Five Year Plan, there is no legislation at present that covers the requirements of urban transport comprehensively. The Committee were apprised that 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, Tramways Act deals with tramways within the road surface with free access across it. 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. UT plans 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 UT needs legislative support. A comprehensive UT Act to cover all aspects of urban transport is essential. When asked to elaborate about the steps being taken in this regard, Ministry of Urban Development in its written submission has stated as under:

"The Ministry of Urban Development is promoting setting up of a city-level Unified Metropolitan Transport Authority (UMTA) for all one million plus cities, duly backed by a legislation, to facilitate coordinated planning and implementation of projects relating to urban transport and their integrated management. Further, under the World Bank-Global Environment Facility (GEF)-UNDP assisted, Sustainable Urban Transport Project (SUTP), Ministry has awarded consultancy to the Joint Venture of Deloitte Touche Tohmatsu India Private Limited and Voyants Solutions Private Limited for Developing Operations Documents for Urban Metropolitan Transport Authority (UMTA) with the following objectives:

- (i) Recommend design and structure an appropriate UMTA relevant to the Indian context and existing governance system. The UMTA shall be set up by way of model legislation and would replace existing multiple authorities that are involved in administering the public transport.
- (ii) Help develop comprehensive operations manual for the UMTA in English & later in the official language of the States/UTs, if required.

The consultant will develop Generic Operation Documents & Draft Legislation for establishing UMTA and City specific UMTA document for 8 selected cities namely Bhopal, Kochi, Ahmedabad-Gandhi Nagar, Hyderabad, Vijaywada, Tiruchirapalli, Jaipur and Lucknow.

**X. ROAD TRAFFIC MANAGEMENT IN METROPOLITAN AND BIG CITIES:
ELECTRONIC ROAD PRICING AND CONGESTION TAX**

3.16 The most visible transport problem plaguing our cities on a daily basis is traffic congestion. The main reason behind this is the increase in number of private motor vehicles, which is bound to continue its northward trend in near future. This leads to decrease in available road space for other modes of transport. Keeping this in view the Committee in their 37th Report (14th Lok Sabha) and 24th Report (15th Lok Sabha) had recommended the possibility of issuing suitable guidelines for levy of 'congestion tax' on personal vehicles in the congested areas. Accordingly the time of the day should be explored by the Ministry of urban Development.

The Ministry in their Action Taken Reply had submitted that the suggestion has been noted for future guidance. Also the Ministry were aware of such steps being taken by Singapore and London at that time also. Those efforts of Singapore and London have become a success story now. But India is still hovering near the starting line. Till date, the Central Ministry has not even conducted a single pilot study in this regard. The submission of Ministry that study on such issues falls under the purview of States. As the Ministry has financed many pilot projects in other areas like solid waste management, development of satellite towns etc. Also in the achievements of UTTIPEC, the Ministry has clearly mentioned that UTTIPEC has been involved in planning and design of pilot projects to test and ensure effective mechanisms to reduce private vehicle congestion on road. Thus, the Committee in their 24th Report had strongly recommended that the Ministry should without fail conduct a pilot project in the congested areas of metropolitan cities and come out with policy and guidelines for implementation of 'congestion tax' by all the States.

3.17 The Ministry in it's Action Taken Reply has submitted that

"Regarding congestion pricing the Ministry has noted the concern of the Committee and has already issued an advisory on introduction of congestion charges in core areas/ central business districts (CBDs) vide letter dated 15th January, 2013, a copy of which is available on the website moud.gov.in. The advisory is based on the success stories of London and Singapore.

In the above referred advisory, the States/ UTs have been advised to identify the most congested areas in their cities, getting a proper study done on various aspects of congestion charges as per city requirement and consider adopting 'congestion charges' as a measure to decongest a particular area/ CBD, increasing mode share of cycling as well as public transport and increase the mobility of the people besides controlling pollution.

Before taking up a pilot project, proper study on congestion charging is required to be conducted for which the Ministry is ready to pay upto 80% of the cost of the study under the UT Planning Scheme. Accordingly, a DO letter No. K- 14011/7/2007-UT-II (Vol. II) dated 11.07.2013 has been issued to the Chief Secretaries of all the States/ UTs to forward the proposals for study on congestion charging."

XI. MONORAIL IN METROPOLITAN SUBURBS AND TIER-II CITIES:

3.18 It has been apprised that Monorail is a safe, reliable, economical, quick, comfortable and effective mass public transit system. The high-speed rail-based Regional Rapid Transit Systems (RRTS) 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. There has been no budgetary allocation and expenditure from the Union Budget for Monorail Projects till now. Therefore, keeping in view all the advantages of Monorail, the Committee in their earlier Report on Demands for Grants had strongly recommended Ministry of Urban Development to act as facilitator, provide budgetary allocation from the Union Budget for Monorail Projects and facilitate foreign collaboration, if need be, into Monorail sector so as to set up monorail both as a means of feeder system within the bigger metros and as an independent mode of transport in Tier II cities. When asked the Ministry of Urban Development to provide the latest position in this regard, in its written submission Ministry of Urban Development has stated as under:

"In line with National Urban Transport Policy (NUTP), 2006, Ministry supports all modes of public transport including Mono Rail systems. However, the proposals have to be initiated by the State Governments as Urban Transport is a state subject. Ministry of Urban Development will consider proposal of monorail projects after following due appraisal process, depending upon the feasibility of the project and availability of funds. Government of India has accorded in-principle approval for one monorail project in Chennai on PPP mode with no financial commitment from GoI. Further, one more proposal for Chennai Monorail Project (Phase-2) has been received in this Ministry which is under appraisal."

XII. FEEDER BUS SYSTEM

3.19 The Committee asked the Ministry of Urban Development about the details of allocation/ expenditure of funds in last 5 years and the steps being taken to strengthen the feeder bus system, pedestrian pathways and cycling tracks with metro rail system in the States. When asked to provide the latest position in this regard, in its written submission Ministry of Urban Development has stated as under:

"Feeder Service and NMT have been made as a part of Condition of Sanction and the provisions of feeder services, Last Mile Connectivity and Non-Motorized Transport (NMT) are covered in DPRs, which is funded by this Ministry. For Delhi Metro Rail Corporation, Ministry has sanctioned 228 buses under the JnNURM Scheme for feeder services at an estimated cost of Rs. 45 crores, in which GoI share is Rs.15.96 crore and till date Rs.6.23 crores have been released."

3.20 When asked to elaborate upon the status and issues associated with feeder buses and other Bus transport system in Delhi. When asked to provide information about the average commuters travel by Metro per hour in all cities and feeder buses available please furnish city wise information, in its written submission Ministry of Urban Development has stated as under:

"The Urban Transport matter comes under the purview of State/UTs. The initiatives therefore has to be taken by the Government of NCT of Delhi. Ministry of Urban Development through funding can assist to the State Government. To improve the bus transport system in NCT of Delhi, Ministry sanctioned 1728 modern intelligent enabled buses (1500 to Delhi and 228 to DMRC as feeder services) with the estimated project cost of ₹810.00 crore during 2008-09 and 2009-10 under the bus funding scheme which was introduced under JnNURM as a stimulus package. Further, Ministry got mandate of sanctioning another 10000 buses to cities/cluster of cities in India during the transition phase of JnNURM i.e. 2013-14. Delhi could not get any share in 10000 as they submitted their proposal after 31.03.2014 while the scheme was meant only for 2013-14."

3.21 During the Oral Evidence of Ministry of Urban Development on the issue of procurement of buses in Delhi,' when asked about the status of transport system in Delhi, the Ministry stated as under:

"Sir, we have cluster buses and we have the DTC buses. DTC currently have 4705 buses. The proposal of 1380 buses, that is semi-low floor, is under process. But the problem here is that the matter is still under negotiation because we had received a single bid. In terms of cluster, we have 1402 buses currently and we can induct 1038 buses immediately provided we get land for the cluster bus depots. For that, we have been requesting DDA for the land. Once are given land, it will take us 15 months to induct 1038 buses from the cluster scheme."

3.22 On being asked about the bidding process of procurement of buses and the reasons why they are getting a single bid and why they tailoring the bid in such a way that only one company can bid, then Ministry stated as under:

"Sir, the Ministry of Urban Development will have experience with reference to the JNNURM buses. The problem in India in general has been that urban bus specifications were not evolved in the past. It is only very recently in the last few years that the urban bus modern specifications have been evolved. So the whole JNNURM funding which was there - I am just making general remarks but they are important - there are not actually too many bus makers in the country which can provide quality low floor or semi-low floor buses that are specified in the Government of India specification. At the same time, if we do not have this type of specification buses in the cities, there is no hope that carwalas will at all move from the cars into the buses. So this excellent initiative taken under the JNNURM programme to fund cities and provide these buses has been going on for the last few years. Cities across India have been facing this difficulty with bus. Only Tatas

and Ashok Leyland are the bus makers. Volvos is another big bus maker but a Volvo bus costs about Rs. 90 lakh to Rs. 1 crore. For any procurement agency, it becomes difficult. How do you compare the bids? If Volvo is going to bid Rs. 95 lakh and Tata is going to bid Rs. 50 or Rs. 60 lakh, surely Tata is less. Then, how do you compare two uncomparables? It is a complex process. But, maybe some light can be thrown with experience that the Ministry of Urban Development has in this regard. Therefore, in Delhi the situation, as the Commissioner has explained is this. We have the total number of buses; part of them are with the Transport Department and then the cluster bus system was started a few years back which the broad finding is that it is working quite successfully. Today as we are talking, we can have two policy initiatives. One, procure more through the DTC, and secondly, also encourage more clusters. The single bid is getting evaluated by one institute I think in Pune. From the pricing point of view, the Commissioner can describe more on this."

They have further stated that:

"You have been very rightly pointing that we have to add buses in the city. I have been in Delhi only for last three weeks. We have to expand buses in the Transport Department because if we can add a few thousand buses in Delhi in the next one or two years and for that we should not lose time at all. We will take it up on priority, conclude this decision and go both for expansion of the fleet within the Transport Department through the DTC as also explore expansion of the bus fleet in Delhi through the cluster buses. We assure you that we will work in this regard."

XIV. STANDARDIZATION, INDIGENIZATION AND COMPETITION OF METRO RAIL SYSTEM.

3.23 For Standardization, indigenization and competition of Metro rail system, Bombardier near Vadodara and Alstom in Sri City have set up manufacturing base in India. Manufacturing is taking place in India. Bombardier is a Canadian and Alstom is a French company. These companies are providing job to our youths. During oral evidence, concern was expressed that the Ministry should take up with the Ministry of Finance not to impose any taxation regime so that these companies will face the same fate of Nokia India set up in Chennai. As a result 15000 people have lost their jobs.

XV. SWACHH BHARAT MISSION

3.24 Government of India has launched "Swachh Bharat Mission" (SBM) on 2nd October, 2014 with the target to make the country clean by 2nd October, 2019. The Mission covers all 4041 statutory towns/cities as per 2011 census and the components eligible under SBM are (i) Household toilet, (ii) Community toilets, (iii) Public toilets, and (iv) Solid Waste Management.

The estimated cost of implementation of Mission is Rs. 62,009 Crore and the Government of India share as per approved funding pattern amount to Rs. 14,623 Crore beyond the 12th Five year Plan upto the year 2019.

During the year 2014-15, Rs.1690.50 crore has been allocated at RE stage. The expenditure upto 24 March, 2015 is Rs. 860 crore. During the year 2015-16 Rs. 1000 crore has been included in the the budgetary provision of the Ministry of Drinking Water and Sanitation.

Physical targets laid down in the said plan for each scheme is as under:

3.25 "Under the Mission, all 4041 statutory towns/cities as per 2011 census will be covered upto the year 2019. The physical targets fixed under the SBM components are as under:-

Sl. No.	Components	Target
1.	Individual household toilets	104.1 lakh HHS
2.	Community Toilets	2.52 lakh seats
3.	Public Toilets	2.56 lakh seats
4.	Solid Waste Management	30.6 crore persons

Physical targets

Sl. No.	Components	Targets
1.	Individual Household Toilets	25 Lakh toilets for the year 2015-16
2.	Community Toilets	20,000 toilet block for the year 2015-16
3.	Solid Waste Management Projects	Release of 20% of the project cost i.e. Rs. 280 crore in the year 2015-16

Funds released

3.26 During 2014-15, as on 11/3/2015, the following funds have been released under SBM:

(Rs. in Crore)

State/UT	Individual Household Toilets	Community toilets & Lavatories etc.	Solid Waste Management	Public Awareness and IEC to State Govt.	Capacity Building and A&OE	Total
Maharashtra	84.05	33.34	0.00	14.09	3.52	135.00
Gujarat	35.61	0.00	0.00	4.27	1.07	40.95
Madhya Pradesh	13.00	3.36	0.00	1.96	0.49	18.81
Chhattisgarh	17.03	9.75	0.00	3.21	0.80	30.79

Bihar	6.00	2.14	24.66	3.94	0.98	37.72
West Bengal	18.05	3.07	34.54	6.68	1.67	64.01
Odisha	0.58	0.65	0.00	0.16	0.04	1.43
Manipur	0.14	0.00	9.61	1.17	0.29	11.21
Andhra Pradesh	11.89	1.87	21.02	4.17	1.05	40.00
Karnataka	54.03	15.54	0.00	8.35	2.09	80.01
Punjab	13.00	0.00	23.00	4.32	1.08	41.40
Nagaland	1.86	0.61	6.68	1.10	0.27	10.52
Kerala	16.68	0.00	0.00	2.00	0.50	19.18
Rajasthan	19.03	0.13	33.65	6.34	1.58	60.73
Telangana	8.61	1.34	15.22	3.02	0.76	28.95
Total	299.56	71.80	168.38	64.78	16.19	620.71

As per the information received from the State Governments, the physical achievement till 23 March 2015 are as under:-

Individual Household Toilets – 2.7 lakhs
Community and Public Toilets combined - 1222 seats
Cities which have achieved 100% collection & Transportation- 329 Nos.

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.).

XVI. SOLID WASTE MANAGEMENT

3.27 As per the report of the task force on Waste to Energy (volume I) published by the erstwhile Planning Commission in May 2014 the average generation of solid waste is 2.2 kg per household per day (450 gms per capita per day), out of which about 90% i.e., about 2 kg per household is collected per day and the remaining 10% is recycled by households. However

no specific study has been conducted regarding quantity of waste recycled at household level.

3.28 During the Oral Evidence of Ministry of Urban Development the Committee raised issues of Solid Waste Management in Urban cities. Members raised issue of Meerut city where 600 tones of waste has been generated daily. In response to query raise by Members Ministry stated that:

" We have talked about the target of 4041 statutory towns in which there are ambitious plans of Solid Waste Management. There are two components of Solid Waste Management first is collection and transportation and second scientific disposal. As of now most of Solid waste are going into land fields without any treatment. We are working on a policy i.e. waste to health which will be become part of Swach Bharat Mission. We have deliberated with Stakeholders which produces compost and generation of power from Solid Waste. During the deliberation which power generators 2 points were raised first is we have to prepare a generic tariff for waste to power by [Central Electricity Regulatory Commission](#). As of now there is no tariff fixed by CERC. But in MP and UP there is a tariff fixed for Bio Gas. We have already taken up CERC for determining the generic tariff for Waste of Power."

3.29. During the Oral Evidence of Ministry of Urban Development, the Committee raised the issue of Air Pollution caused by burning of Waste without any segregation particularly in Sukhdev Nagar and New Friend Colony. The Committee termed it as a disaster. In response to the issue Ministry stated as under:

"Chief Secretary has taken note of it, I mean, even the Central Pollution Control Board should have taken note of it."

3.30 During the study visit of the Committee to Pune, during the month of November, 2014, it is observed that Pune Municipal Corporation is the first Municipal Corporation in the country who has not privatized door step waste collection system but integrated informal sector workers into this. Since 2007, a SWaCH Cooperative of Waste picker is formed jointly by Pune Municipal Corporation and Waste pickers Trade Union. About 2300 waste pickers has been integrated and allocated work of about 4 lac properties. In addition to this, PMC has set up plastic recycling units at intermediate transfer stations. Pune Municipal Corporation has also formulated a draft on 'Public –Health Sanitation Bye Laws' 2014, and also has fixed the price of carry bag to prevent use of plastic bag and promote paper and cloth bags. PMC also took initiatives to eliminate landfill site use and reduce transportation cost by adapting decentralized options for different streams of waste by using its own funding like:

1. Decentralized processing of waste within the city at various locations (like Municipal gardens, amenity spaces etc.)

2. Strengthening the network of informal sector workers and scrap dealers
3. Refused Derived Fuel plant of capacity 400 TPD
4. Waste to energy project of capacity 250-300 TPD
5. PMC SWaCH Model of Integrating Informal Sectors Workers into Waste Collection
6. Zero Garbage Ward Model to ensure at source segregation, in-situ processing, increased in door step waste collection and maximizing dry waste recycling

XVII. SWACH MODEL

3.31 The Committee interacted with the representatives of SWaCH, Pune and were briefed as under:

"In 2008, the PMC signed a five-year Memorandum of Understanding (MoU) with SWaCH to decentralize door-to-door collection services for households, shops, offices and small commercial establishments. The members of the cooperative often work in pairs and are in charge of door-to-door waste collection for 250-350 households. Waste pickers receive segregated waste (separated wet or organic waste and dry waste such as plastics, glass, paper, etc.) from house-holds /commercial establishments. They further segregate the recyclables to be sold in the re-cycling market; non-recyclable waste is dropped off at feeder points. Equipment is provided by the PMC and the waste pickers collect user fees from residents of Pune for the service provided. SWaCH also provides other allied waste management services such as composting of wet waste in spaces provided by the societies themselves. It is cost-effective model as it saves money otherwise spent on handling and transportation of waste. The waste pickers save Pune city Rs. 15 crores per annum in waste handling costs alone. The model is energy efficient and environmentally beneficial, as SWaCH waste pickers re-cycle the waste and reduce the quantity of waste sent to landfills. This reduces carbon and other green house gas emissions, responsible for global warming. SWaCH collects more than 600 tones of MSW per day and about 130 tons of waste are sent for composting everyday and 150 tones are recycled. The SWaCH model is based on a symbiotic relationship between the PMC and informal sector workers. It helps PMC to use the available informal sector work force and also authorizes/legitimizes the role of informal sector, enhancing earnings and quality of life and work of members of SWaCH."

Advantage

- Safer environment for waste workers and reduction of poverty through steady, livable incomes.
- Reduced health risks
- Enhancing recycling and climate change mitigation.

- Compliance with waste laws, especially Government of India Municipal Solid Waste(Management and Handling) Rules 200.
- In its first two years of operation, SwaCH helped divert 42 per cent wet waste from the landfill, into the lands used for farming as fertilizer.

Results achieved

- SwaCH is presently working in 74 prabhags across all the 15 administrative wards of the city. The Zero Waste Prmodel in the country(Over 4,00,000 households).
- Pune has the lowest per household per month outgoings for door to door collection
- Pune has the most 'upgraded" waste pickers who have learnt to drive tempos, run compost pits, biogas plants and scrap shops
- Pune has the highest number of decentralized organic waste management plants in the city-both biogas and compost.

The contract with SwaCH has saved the municipal corporation more than Rs.15 crores per annum in waste handling costs. The waste pickers, with the help of additional recyclable waste buyers, reduce the amount of non-biodegradable waste sent to landfills by more than 20 per cent. Through these diversions waste pickers helped reduce carbon dioxide emissions from transport as well as methane gas emissions released by decomposing organic waste in landfills.

The number of waste pickers involved with SwaCH increase from 1,403 in June 2008 to 2,300 at the beginning of 2013. The total number of households and commercial properties covered by door-to-door collection also increased dramatically during this time, rising from 140,255 to 4,00,000- and increase of the user fee system provides them with a more reliable monthly income, plus they continue to earn money from the traditional means of selling scrap and plastics.

There are approx. 100 staff members of the cooperative whose salaries are covered by the installments given by the PMC to the cooperative. In addition to this, several engineering colleges, schools, local corporate have been engaged with the initiative to assist in better design of equipment, training of staff and waste pickers, and with small donations. SwaCH is also part of the national and global alliances of waste pickers that have been supported by WIEGO(Women in informal economy globalizing and organizing) to disseminate the learning's of the model as well as learn from experiences around the world.

XIX. RAIN WATER HARVESTING

3.32 The Committee asked the Ministry of Urban Development about the actions taken by the MCD, NDMC and CPWD for preserving the Rain water and recharging the ground water. The Committee found out that it has not been implemented till now despite Ministry of Urban Development's instruction on mandatory provision of rain water harvesting system in all the Govt. buildings and colonies. When the Committee asked the Ministry of Urban Development to brief the committee about the details of the Govt. buildings and colonies where rain water harvesting system is being implemented, in its written submission Ministry of Urban Development has stated as under:

"CPWD has provided rain water harvesting system for recharging the ground water in 116 non-residential complexes and 144 residential colonies till September 2014.

(a)CPWD has implemented rain water harvesting system in majority of complexes. Reasons for non-implementation in all the buildings are given below.

- (i) Rain water harvesting system is not technically feasible due to high level of ground water table.
- (ii) Inadequate catchment area to make the system feasible.
- (iii) Non-availability of budget.

(b) Not applicable.

(c)The rain water harvesting system is being implemented in Parliament House Annexe building and residential complex at DDU Marg, New Delhi. These works will be completed by May, 2015."

3.33 The Committee asked the Ministry of Urban Development about the monitoring mechanism to oversee harvesting of rain water in Delhi and other metropolitan cities across India, details of number of cities in which such monitoring mechanism has been installed and currently working. Whether there is any system for documentation on harvesting of rain water in Delhi and other metropolitan cities across India.

"The subject matter pertains to the Local Municipal Government of Delhi, which is implementing the Municipal building By-Laws for rain water harvesting structures mandated since the notification of 2001. The same local Government is also responsible to monitor the efficiency of rain water structure.

XX. MONITORING OF RWH:

3.34 Some States have given rebate/discount in property tax for properties having rain water harvesting structures. Whenever notices for property tax are issued, the issuing authority has to monitor the status of RWH structure. Some other states have the system of collecting charges for constructing and maintaining RWH structures while according approval of building plans."

XXI. JNNURM

3.35 JNNURM has come to an end on 31st March, 2014. No new projects can be sanctioned under it. the Ministry of Urban Development had asked the States to expedite the implementation of the projects and complete all the ongoing projects sanctioned under it till 31 March, 2012 and which were not completed till the extended period upto 31 March, 2014 from their own resources and to furnish completion certificates to the Ministry. the Ministry has no role to play in implementation of the projects. In their 1st Report on Demands for Grants(2014-15) the Committee had desired that:

"The Ministry should act as a facilitator in expeditious implementation of projects by promoting capacity building and smooth coordination between Agencies and Departments at field level. The Committee strongly recommend the implementation of at least all remaining projects of JNNURM within a time bound manner and to be funded by the Central Government and the intimation thereof may be furnished to the Committee. In the absence of this, the feed back coming from all the Members of Parliament from all the States, as also the feed back from the study tour of the Committee to Maharashtra and Orissa is that all these projects will remain incomplete after thousands of crores having been spent on these projects. It would be a monumental waste of public money to have expended thousands of crores on incomplete projects only due to the lack of coordination and flexibility between Central and State governments. This would be a most undesirable state of affairs. Therefore, the Committee strongly recommend that the incomplete projects should be completed so that these incomplete projects see the light of day and the public money should not go to waste completely and unnecessarily."

3.36 In their Action Taken reply, the Ministry has stated that it is not funding JNNURM projects sanctioned up to 31. 03.2012 anymore. It is, however, pursuing States to ensure that they complete the ongoing projects at the earliest. Wherever, the States fail to make progress, the ACA extended could even be recovered. The recommendation of the Parliamentary Standing Committee have been noted and action is being taken to comply with the same. The new scheme which will replace JNNURM is Urban Rejuvenation Mission-500 habitations. The budget allocation during the year 2015-16 is Rs. 3918.99 crores. The Ministry is making efforts to obtain approval of the Cabinet for the New Mission and to issue detailed guidelines by April, 2015.

During oral evidence of the Ministry of Urban Development, an issue was raised regarding requirement of temporary acquisition of land for redevelopment of cities . When asked whether the Ministry is planning to incorporate redevelopment of cities under urban rejuvenation mission and whether the Ministry of Urban Development has consulted Ministry of Rural Development and given their suggestion while finalizing Land Acquisition Bill, the Secretary, Ministry of Urban Development has stated that redevelopment is not part of the Urban Rejuvenation Mission.

XXII. SETTING UP OF VIGILANCE COMMITTEE UNDER THE CHAIRMANSHIP OF LOCAL MEMBERS OF PARLIAMENT TO MONITOR THE PROGRESS OF VARIOUS ONGOING SCHEMES OF THE MINISTRY

3.37 The Committee in their earlier reports on Demands for Grant and Action Taken Report thereof have been recommending for involving elected representatives in social auditing and monitoring of schemes and setting up of Vigilance Committee under the Chairmanship of local Members of Parliament to monitor the progress of various ongoing schemes supported by the Ministry. It is regrettable that despite a passage of 7 years, the State Governments had chosen not to act in this matter. This seriously impedes the role and functions of the MPs in their constituency

XXIII. CPWD.

3.38 The BE for 2015-16 for C.P.W.D. is Rs. 1021 crore(Plan).

The percentage of achievement of plan targets (both in the physical and financial terms) during 12^h Plan and the reasons for slow progress, in the achievement of the targets are as under:

RESIDENTIAL (4216-UD)

Year	FINANCIAL			PHYSICAL		% age
	Allocation (Rs.in crores)	Expdr. (Rs.in crores)	%age	Target for Completion of unit	Achievements in Units.	
2012-2013	350.00	274.39	78.40	444	289	65.09
2013-2014	401.72	377.76	94.04	306	285	93.14

2014-2015	610.00	453.41	74.33 (upto Feb'2015)	831	665	80 (upto Dec'2014)
2015-2016	721.00	-	-	693	-	-
Total	2082.72	1105.56	53.08 %	2274	1239	54.49 %

NON –RESIDENTIAL (4059 PLAN –UD)

Year	FINANCIAL			PHYSICAL		
	Allocation (Rs.in crores)	Expenditure (Rs.in crores)	%age	Target for Completion (in sqm)	Achievements (in Sqm.)	%age
1	2	3	4	5	6	7
2012-2013	116.00	112.44	96.93	42012	16900	40.23
2013-2014	125.00	106.32	85.06	30413	21897	72
2014-2015	309.71	153.84 (upto Feb'2015)	49.67 (upto Feb'2015)	6712	5839	87 upto Dec'2014
2015-2016	300	-	-	24908	-	-
Total	850.71	372.6	43.80 %	104045	44636	42.90 %

3.39 Co-relation between physical and financial targets fixed during 2009-2010, 2010-2011, 2011-2012, 2012-2013, 2013-14 and 2014-15 together with reasons for variations, if any, during the said years in maintaining the co-relation:

The reasons for variation are as follows.

The annual allocation of funds is utilized for works in various stages of construction. Normally major construction works take 2 to 3 years for completion. Since various works are in different stages of construction, it is difficult to achieve a linear correlation between the physical and financial progress.

- (i) Bills of contractors are finalized about 4-6 months after the completion of the work. As such, sometimes the final expenditure figures are known only after the finalization of the account of the work.
- (ii) As the completion of project usually takes 2-3 years, the expenditure figures during the initial years would not show corresponding physical achievement.

3.40 Steps taken / proposed to be taken and suggestion, if any, for improvement in the implementation of each scheme:

STEPS TAKEN

- i) Periodical review of the expenditure is conducted by the Ministry of Urban Development with a view to fully utilizing the budget.
- ii) Periodical meetings are conducted by DG, CPWD to review the progress of works and expenditure.
- iii) Improvement in the contract management system by way of modification to the existing clauses of the contract form. Modifications like introduction of incentive clause and mile stone for physical and financial progress of the project have brought about significant reduction in time over-run in project completion.
- iv) A scheme of e-governance for seamless integration of all its operations is under process which will enable close monitoring of progress by all levels of management.

Suggestions:

The layout plan along with detail drawings are prepared by the Senior Architects duly scrutinized by the Chief Architect and ADG (Arch). The officials are fully conversant with the Municipal / Local Bodies / Development Authorities bye-laws and guidelines. Thus it is proposed, that the local authorities should be advised that the plans prepared by the Central Government architects should be considered as approved, and only formal letter can be issued. This would cut down delays considerably. Recently Hon'ble UDM has taken up the matter with the State Governments to examine this matter and to amend the local bye laws to this effect.

3.41 As per the 14th report on DFG by Standing Committee Urban Development, the Committee has been informed that in all governmental residential colonies across Delhi there is a large sprawl of jhuggi clusters and residents of these colonies have voter identity cards and ration cards issued on their names. It has been observed by the Committee that sprawl of jhuggi clusters are still persisting and no action appears to have been taken by local authorities till

now. When asked about the steps being taken to remove such illegal encroachments from all such colonies, the Ministry in their written replies submitted as under:—

"CPWD has consistently taken steps to prevent the sprawl of jhuggis and to clear the slums. Payment of Rs. 376.17 lakhs is being made to DUSIB for relocation of JJ clusters at DDU Marg, Press Road, Aram Bagh, and Havlock Square in New Delhi."

3.42 It was apprised that the recycled water is proposed to be used for horticulture operations and cleaning of Roads by the CPWD. When asked the Ministry of Urban Development to clarify why this proposal has not been implemented till now, in its written submission Ministry of Urban Development has stated as under:

"The recycled water is being used for horticulture operations in Indira Paryavaran Bhawan, and MS flats for Lok Sabha MPs at BD Marg, New Delhi. The construction of sewage treatment plants for President Estate and Parliament House Annexe building are in progress. The recycled water will be used for horticulture operations and cleaning of roads after the completion of works."

3.43 The estimated cost of work of Parliament Civil Work Zone(PCWZ) is Rs. 163.06 crore and actual expenditure during the year 2013-14 and 2014-15 is Rs. 99.75 crore. During the current financial year 2015-16, BE for PCWZ is Rs. 17.68 crore. The estimated cost of Parliamentary Electric Work Zone (PEWZ) is Rs. 80.13 crore. The expenditure during financial year 2013-14 and 2014-15 is Rs. 30.53 crore. The Budget estimate for current financial year for PEWZ is Rs. 20.13 crore. The work is expected to be completed by July 2015.

XXIV. INSPECTION NOTES NOT ISSUED BY SENIOR OFFICERS OF C.P.W.D

3.44 The Committee knew that inspection of site by senior officers improves the quality of work. However, it was noticed that senior officers are not issuing any inspection notes as a record of their inspection. This is mainly due to the fact that senior officers are not keen in taking any responsibility for quality of work. The inspection of senior officer is not to be confined only to issues concerning progress, coordination etc. Senior officers are required to inspect the site to check quality of work etc. Works manual of the organization should specify such matters. Inspection note is to be issued invariably for each inspection carried out by senior officers. An inspection register is to be maintained at site and inspection notes are to be entered in these registers. Senior officers must review the inspection notes on subsequent visit to ensure its compliance. In the absence of the above procedure, there is a tendency for the subordinate

officials to allow bad quality work for giving undue benefit to the contractor. (CVC report on Problem Areas of Corruption in Construction, Preventive Vigilance Publication).

When asked to give their opinion on these aspects and whether there exist any institutional mechanism for strengthening inspection mechanism to supervise the work being undertaken by contractors, the Ministry in their written replies submitted as under:—

" Inspection of site by senior officers is being done regularly by all senior officers in CPWD. An inspection register is also maintained at site of work where the inspecting officer records their observations. Section 53.17 of CPWD Works Manual, 2014, clearly prescribes the responsibility of each officer towards quality. Hence adequate institutional mechanism is available."

XXV. DIRECTORATE OF PRINTING, GOVERNMENT OF INDIA'S STATIONERY AND DEPARTMENT OF PUBLICATION OFFICE

3.45 The Committee observed that recently the Government has proposed winding up of Directorate of Printing, Stationery and Publication office. It was the considered opinion of the Committee that the press is rendering valuable service to the nation, with its limited resource and manpower by executing orders of Postal, Defence, RGI (Census) and others. Moreover, the Press is a reliable source for printing documents of sensitive and confidential nature. In view of the above, the Committee desired the Ministry to examine the matter in minute details and consider the concerns of all stakeholders before taking a final decision in the matter. Till then, the Ministry should endeavor to take into account, the difficulties being faced by the Government of India Press and ameliorate them for smooth functioning of the press. When the Committee asked the Ministry of Urban Development to give their opinion, in their written replies the Ministry submitted as under:—

" There is no proposal to wind up the Directorate of Printing Office or Govt. of India Presses. At present Government is exploring the modernisation of the presses by deliberating three pronged approach which includes the following:

- a. Leveraging of land resources to generate revenue for financing modernization.
- b. To undertake modernization on pilot basis on PPP model and replicate it, if found successful.
- c. Financing the modernization through budgetary support.

A proposal in this regard was placed before the Committee of Secretaries (CoS) in its meeting dated 01.04.2014. The Committee recommended that MoUD may either

redesign the project in PPP mode as per laid down procedures in consultation with M/o Finance/DEA and Planning Commission or submit a proposal to M/o Finance for Budget allocation as per extant practices. The recommendation of CoS is under consideration in MoUD and a final view in this regard is yet to be taken."

3.46 The Committee came to know from the preliminary material received from the Ministry of Urban Development that the BE for the year 2015-16 for Demand (No. 106) regarding Stationery and Printing is only ₹57.69 Crore. It is again and again reiterated by the Standing Committee on Urban Development to modernize Dept. of Stationery/publication and Govt. of India Printing press. When asked to explain whether this meager amount of ₹57.69 Crore would be sufficient for carrying out the modernization of Deptt. of these offices across India, in their written replies the Ministry submitted as under:

"Budget estimate of ₹57.69 crores indicates the allocation for non-plan expenditure. This amount is exclusively used for meeting the operational expenditure including salaries etc. of the printing presses. Modernization of printing presses is under consideration of the ministry. This allocation does not reflect resources available for modernization. Some of the options explored by the ministry for mobilizing the financial resources for modernization include land leveraging, Public Private Partnership, additional budgetary support. However, a final decision in this regard is yet to be taken. "

XXVI. CAP ON HEIGHT INCREASE FOR BUILDING IN DELHI

3.47 During examination of Demands for Grants(2014-15),the Committee were informed that almost a year after Delhi Development Authority increased the cap on height of residential buildings from 15 metres to 17.5 metres, no one in Delhi has been benefited from this new policy. The Municipal Corporations in the city are unable to sanction building plans with 17.5 metre height as it would require clearance from Delhi Fire Service (DFS) which insists on leaving a six-metre setback around the building. It appears that under the DFS rules, any structure which is more than 15 metres in height is considered a high-rise and for such high-rises, it is mandatory to leave a setback of six metres so that there is adequate space for fire tenders to move around in case of an emergency. Therefore, any structure above 15 metres in height, an NOC from the fire department is required. The Committee have been further informed that with a majority of plots in Delhi being less than 250 square metres in size, it is impossible for residents to leave a setback of six metres around the building since there will be no space left on the plot to build. The height of residential buildings was revised with a view to accommodate stilt parking which has become a mandatory pre-requisite for new constructions. The result of not getting DFS clearance means that new constructions with stilt parking have to

confine themselves to 15 m height which entails vast reduction in the height of each floor (since the third floor is permissible and all new construction seek to avail of the same). The decision to increase the height from 15 metre to 17.5 metre was taken so that owners would not have to compromise on the height of each floor. The Committee felt that this anomaly must be corrected at the earliest and new constructions with 17.5 metres height must be exempted from fire clearance from DFS. When asked to give their opinion, in their written replies the Ministry submitted as under:—

"The matter is being examined in consultation with DDA keeping in view the safety requirements of buildings."

XXVII. SEWAGE TREATMENT PLANT

3.48 It is observed that almost one-fifth of the centrally-funded sewage treatment plants in the country are "non-operational", leading to millions of liters of untreated water either seeping into the ground as potential pollutant of ground water or being discharged into natural drainage systems and rivers every day. Besides, performance of another nearly one-fifth of the 152 sewage treatment plants (STPs) was found to be unsatisfactory. The findings are part of a report of the Central Pollution Control Board (CPCB) which conducted performance evaluation of sewage treatments plants. The report said, "Out of the 152 STPs, nine plants are under construction, 30 are nonoperational and performance of 28 plants are not satisfactory. When the Committee asked the Ministry of Urban Development to give their opinion on this matter, in their written replies the Ministry submitted as under:—

The referred report of the CPCB is the outcome of the study (2013) on Performance Evaluation of STPs funded under National River Conservation Plan of Ministry of Environment and Forests, Government of India. The report envisages performance evaluation of 152 STPs spread over 15 states in the country and having a total treatment capacity of 4716 MLD. The study revealed that the actual treatment capacity utilisation is only 3126 MLD (66 %). It was reported that out of 152 STPs, 30 STPs are not functional. It was observed by the CPCB that these STPs are under repair due to poor operation and maintenance. It is due to lack of financial resources with the ULB, inadequate trained personnel, absence of collection system and lack of last mile connectivity with the existing sewerage system. The specific reasons for non-functioning of these plants are primarily due to non-removal of silt and sludge in the bottom of the oxidation ponds / waste stabilization ponds over a period of time leading to loss of treatment capacity, non-repairing of screens leading to carryover of solid waste, thus affecting the treatment system. Some of the STP's were not functional due to inadequate flow in the absence of collection system and also mixing of industrial wastewater with

sewage affecting the treatment process. The Ministry has issued an Advisory on “Recent Trends and Technologies in Sewerage systems” in March 2012 and published a revised and updated Manual on Sewerage and Sewage Treatment Systems (2013) in three parts, (Part A: Engineering, Part B : Operation and Maintenance, Part C : Management). In these documents it is mentioned that STP projects could be developed on a long term commitment from the private sector partner either on PPP / Build - Own - Operate - Transfer (BOOT) basis or Engineering Procurement Contract with O&M period of 15 years to ensure proper O & M of assets and delivery of services. The Manual on Management includes a Chapter on Public Private Partnership in which various models have been described. The Manual on Operation and Maintenance includes various O & M guidelines for efficient O & M of STPs. In order to ensure effective capacity utilization of the STPs, Swachh Bharat Mission envisages the last mile connectivity of households with the sewer system wherever feasible. Keeping in view the lack of financial resources with the ULBs, the proposed New Urban Development Mission and the Mission for Smart Cities envisage to provide funding for O & M of the assets to be created under the Missions.

3.49 When the Committee asked the Ministry of Urban Development to provide the information about the percentage of Urban Population using toilets and percentage of Urban Population defecating in the open, in their written replies the Ministry submitted as under:—

"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.)"

XXVIII. KOLKATA EAST WEST METRO CORRIDOR

3.50 The Committee came to know from the preliminary material from the Ministry of Urban Development that this project was sanctioned by the Government of India on 30.7.2008 of length 13.77 km at an estimated cost of Rs.4676 crore from Salt Lake Sector-V to Howrah. When asked about the percentage of achievement of plan targets (both in the physical and financial terms) during the 12th Plan, it was stated by the Ministry that:

Physical Progress	-	36.80%
Financial Progress	-	36.50%

3.51 When the Committee asked the Ministry of Urban Development to explain such low level of progress both physically and financially, in their written replies the Ministry submitted as under:—

"In Phase-I of the Project from Salt Lake Sector-V to Sealdah, a small stretch of elevated viaduct of 365m in Duttabad where work is stopped due to settlements in the form of shanties on Govt. land. The matter has been referred to State Govt. in Sept., 2014 but the problem persists even today. Government of West Bengal has initiated a realignment proposal in Phase-II in between Howrah & Sealdah in 2012 for which tunnelling in this section could not proceed. As per this proposal Central station is proposed to be eliminated and two new stations introduced at Subodh Mullick Square & Esplanade. Mahakaran Station is to be shifted by 477 m towards South. Also Intersection/convergence with existing North South Metro as well as upcoming Joka-BBD Bag Metro is proposed at Esplanade Station. This led to increase in length of the alignment by 1878 m and one additional station. Government of WB has been requested by Ministry of Railways to prepare a DPR for realignment route considering detailed technical feasibility, financial implication, land issues on realigned route and detailed utility and building condition study. Govt. of WB has awarded the work of DPR to RITES Ltd. on 30-7-2014, the reports have been submitted by RITES recently. Ministry of Railways, having the administrative control over the project being the major stake-holder (74%), is taking action on the DPR.

3.52 During the oral evidence of the Ministry of Urban Development it was stated by the Secretary that Urban local bodies and State Governments should take such steps so as to enhance their capacities. It was also emphasized upon mobilization of the resources. There should such incentives for municipal bodies so that they can collect their own taxes. It is also necessary to put focus on advertising revenues. Some States have done an excellent work on innovative financing. Keeping in view of their work other States and Municipal bodies should also take steps for innovative financing.

3.53 During the oral evidence of the Ministry of Urban Development, it was stated by the Secretary that regarding successor scheme of JNNURM, it is scheme of 500 cities which have more than 1 lakh population. We are likely to finalize this scheme soon in April. Simultaneously there is scheme of 100 smart cities in which we have progressed in conceptualization but final approval is still lacking.

XXIX. DELHI METRO RAIL CORPORATION PHASE IV

3.54 During the oral evidence of the Ministry of Urban Development, the Committee asked about the implementation of fourth phase of DMRC. During the proceeding it was stated by the Ministry that:

" DPR for Phase-IV is under the consideration of the Ministry of Urban Development for sanctioning the project. The project can be taken up only when the project is sanctioned and funds are tied up. This is the status."

XXX. SMART CITY

3.55 As the global population continues to grow at a steady pace, more and more people are moving to cities every single day. Experts predict the world's urban population will double by 2050 – which means we're adding the equivalent of seven New Delhi Cities to the planet every single year. Urban areas also contribute a higher share of GDP. In India, the urban population is currently 31% of the total population and it contributes over 60% of India's GDP. It is projected that urban India will contribute nearly 75% of the national GDP in the next 15 years. Cities are accordingly referred to as the engines of economic growth. There is accordingly a crying need for the cities to get smarter to handle this large-scale urbanization and finding new ways to manage complexity, increase efficiency, reduce expenses, and improve quality of life.

The key features of a Smart City is in the intersect between competitiveness, Capital and Sustainability. The smart cities should be able to provide good infrastructure such as water, sanitation, reliable utility services, health care; attract investments; transparent processes that make it easy to run a commercial activities; simple and on line processes for obtaining approvals, and various citizen centric services to make citizens feel safe and happy.

As per the Mckinsey Global Institute report dated April 2010," India's Urban awakening: building inclusive cities, sustaining economic growth", in the global context the scale of India's urbanization will be immense. India will have 68 cities with population more than 1 million, 13 cities with more than 4 million and 6 mega cities with population 10 million or more, at least two of which Mumbai and Delhi will be among the 5 largest cities in the World by 2030. Whe asked to enlighten the Committee about their effort till now in building inclusive cities, sustaining economic growth and their plan for next 30 years for each mega city and metropolitan cities across India the Ministry has stated as under:

"The Smart Cities Mission and Nation Urban Rejuvenation Mission will be designed in a way to promote inclusive cities, sustain economic growth and plan for mega and metropolitan cities across India".

In their First Report on Demands for Grants(2014-15), the Committee were happy to note about the citizen engagement in terms of taking decision for the vision of the city as well as for its implementation. Smart cities would be developed on four pillars, that is, social infrastructure, physical infrastructure, institutional infrastructure and economic infrastructure upon which the quality of life would depend collectively. The smart cities would also enhance the interface between the service providers and citizen and enable them to participate actively in terms of providing feedback on the quality of service delivery, condition of infrastructure and social activities. The Ministry is developing the framework for selection and development of smart

cities. The Committee were strongly in favour of citizen participation in terms of taking decision for the vision of the city as well as for the implementation. Hence, the had recommended for implementation of this mission in a time bound manner under intimation to them.

In their Action Taken Reply, the Ministry has stated that the mission components are yet to be finalised. However, while preferring the City Development Plans a strong citizen consultation will be ensured.

XXXI. HRIDAY

3.56 The National Heritage City Development and Augmentation Yojana(HRIDAY), scheme aim at preserving and revitalising the soul and unique character of the heritage cities in India has been approved by the Ministry of Urban Development. The scheme was officially launched on 21st January, 2015. Initially, following twelve cities have been identified for development under the scheme:

1. Varanasi 2. Amritsar 3. Ajmer, 4. Mathrura 5. Gaya 6. Kancipuram 7 Vellankani 8 Badami 9. Amravati 10 Warangal 11. Puri and 12. Dwaraka.

An outlay of Rs.200 crore has been earmarked under HRIDAY for the year 2014-15, out of which Rs.87 lakhs has been released till 28.2.2015. For the current financial year Rs. 200 crore has been allocated.

The scheme aims at restoring, reviving and strengthening the soul and heritage of the city. for this purpose, the Scheme shall support development of core heritage infrastructure projects which shall include revitalisation of tangible assets such as monuments, ghats temples etc. along with reviving intangible assets such as local art and craft, dance forms, literature etc.

In addition, the scheme shall also develop linked city infrastructure which shall link heritage facilities with trunk infrastructure of the city. These shall include development of sanitation facilities, roads public transportation and parking, citizen services, information kiosks etc.

During the oral deposition before the Committee, it was observed that it is a very small beginning. Actually there should be 200 cities which merit at par with these 12 cities. The Secretary, Ministry of Urban Development has stated that it is a modest beginning and can be seen as a pilot scheme. If it succeeds in phase -II more cities can be taken up.

XXXII. NEED TO ENSURE BALANCED URBANIZATION OF THE CITY OF CHANDIGARH

3.57 It has been published in the local newspaper on 11.11.2010 that State Government of Punjab had sanctioned 50 acres of land right behind the Capital Complex i.e. zero kilometer from the periphery of Chandigarh. Initially this area was given to the MLAs of the Punjab legislature for construction of "Punjab MLAs Society" wherein these MLAs were allotted the said land for construction of their residential houses/dwelling units. Under dubious circumstances the land of the Society spreading over 52 acres has been transferred/sold to the Tata Housing Camelot Company on an understanding between them that each member of the legislative assembly who was a member of the Punjab MLAs Society would be given an amount of Rs. 85/95 lakh in cash and one flat each to the tune of Rs. 1.5 crore to Rs. 2.5 crores. This Company will build buildings as high as 35 stories which are to come up in the entire area of 52 acres thereby completely obstructing the view of the Shivalik Hills with a unnatural and concrete barrier between the Capital Complex and the hills, and in complete defiance of the original planning as conceived by Le Corbusier. This area falls in the eco-fragile northern part of Chandigarh. The Project allegedly falls in the catchment areas of Sukhna Lake in union territory of Chandigarh and in close proximaty of wild life sanctuary declared as a reserve forest area. If the land and its surrounding areas are allowed to be urbanized, it will result in the degradation of the habitat and disturb thousands of migratory birds which come every year to the Sukhna Lake.

3.58. In the year 1972 a Committee was set up by the Government of India, Ministry of Works and Housing to guide and coordinate the growth of Chandigarh and the urban centron coming of in the neighborhood of the Chandigarh for the balanced development of the region falling within the influence zone of Chandigarh. The Secretary of the then Ministry of works and Housing, Government of India was the Chairman of that Committee. In this connection on being asked to state whether the Ministry of Urban Development have been consulted by the Punjab Government/Haryana Government or the Administrator/Advisor of Union Territory of Chandigarh, the type of monitoring mechanism available with the Ministry of Urban Development with regard to balanced urbanization of the city of Chandigarh, to study its developmental plan, to access the impact of the development programmes already implemented and those being implemented in the township and preparing an outline of the regional plan for Chandigarh and the urban areas falling within its zone of influence, the Ministry

has submitted that the matter of allotment of land is a State subject this Ministry was not required to be consulted in this matter and therefore, no such consultation was done. They further stated that allotment of land do not fall under the for view of the coordination of the Committee.

The role of the Co-Ordination of the Committee is to attempt amicably resolve the issues of Co-Ordination in urban planning between the two States of Haryana, Punjab and Union Territory of Chandigarh. The Constitution of the Committee was through an executive order and the role of the Committee are advisory in nature. Because of this despite 26 meetings of the Committee held so far there has not been any tangible outcome. In the last meeting held on 27th March, 2015, the State Government of Haryana had raised the issue that Co-Ordination Committee has no statutory mandate for the preparation of Inter State regional plan for Chandigarh.

PART II

OBSERVATIONS/RECOMMENDATIONS

1. UNDER UTILISATION OF PLAN OUTLAY FOR THE DEPARTMENT OF URBAN DEVELOPMENT UNDER DEMAND NO.101:

The Committee observe that Demand No. 104 pertains to the Department of Urban Development. During the year 2014-15, the allocation at BE for the plan side is Rs. 16508.09 crore. This has been reduced to Rs. 10,000 crore at RE stage. The difference between BE and RE is Rs. 6508.09 crore. The Actual expenditure is Rs. 7913. 91 crore. The Committee note that Rs. 2086.09 core has remained unutilized. The allocation at BE during the year 2015-16 is Rs. 16832.20 crore. There is an increase of only Rs 324.11 crore. The Committee are concerned to note that lowering of the RE provision attributes to slow progress of the work pertaining to other Ministries whose allocations has been included in the Demands for Grants of the Ministry of Urban Development. The concern of adverse effects on various metro project as well as other ongoing schemes due to reduction has been taken up with the Ministry of Finance at appropriate level.

As per the Mckinsey Global Institute report (2010) on India's Urban Awakening, building inclusive cities, sustaining economic growth, 1.2 trillion dollars is required as capital investment for meeting the projected demand in Indian Cities. The Committee learned that Ministry of Urban Development provided financial assistance to the States /UTs, ULBs towards urban infrastructure development in selected 65 mission cities during the period 2010-15. The funding was only for permissible sectors and for selected cities. Urban development is a State subject and State Governments and ULBs will also generate resources through other means like State budgetary support, loan and external funding etc. Therefore, the gap between demand and service can be fulfilled through State resources, private sector funding and external borrowing/assistance etc. However, the Committee observe that all the State

All State Governments are not equally progressive. The State Governments could avail the benefits of the schemes where there were robust urban local bodies and where there was better implementation of urban reforms. The Committee are distressed to note that in many States the important schemes of the Ministry like JNNURM, Urban mobility and Urban Development in North Eastern States are not successful because of lack of capacity building of the ULBs. Many projects remained incomplete even after spending of thousands of crores. It was a monumental wastage of public money.

The Mckinsey Global Institute report (2010) was also of the view that a country should have futuristic planning, anticipate demand and invest sufficient resources to build service for citizens. However, in India investment in urban development is based on constant catch-up rather than a futuristic planning. There is adhocism in the planning process and funding pattern. In countries around the world Governments have devised mechanism to ensure cities to have reliable access to funds, internally generated and externally supported. Developing countries have used land monetization and debt quite extensively to fund their urban infrastructure. China has monetized its land assets and converted many of its big projects into Special-Purpose-Vehicle(SPV). The Committee are informed by the Ministry that in addition to Government Grants, the Smart Cities Mission and National Urban Rejuvenation Mission will incentivize States and ULBs to expand internally generated revenues, access external sources, such as bonds, private sector funds (e.g., PPPs) and rely on other innovative financial tools. Importantly, larger devolution of funds due to acceptance of the recommendations of the 14th Finance Commission are likely to increase the availability of funds with the ULBs and make the allocations more transparent and formula based. Finally, the Mission design is also considering establishment of SPVs, financial intermediaries and to make State Finance Commissions more effective.

The Committee are constrained to note that the JNNURM has finally come to an end w.e.f., 15 March, 2015. The mission components of Smart City and National Urban Rejuvenation Mission are yet to be finalized by the Central Government. At this pace the Committee are of the opinion that long term futuristic plans for urban development is still a distant dream. Therefore, they wish to recommend the Government to finalize the mission component in a time bound manner to stop adhocism. The Committee are of the view that the need of the hour is to strengthen the ULBs by (i) enhancing the budgetary allocation of the Ministry of Urban Development at RE stage (ii) providing 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 (v) monetizing land assets and (vi) proper implementation of Urban Reforms. The Committee strongly feel that these measures will definitely go a long way to generate more funds for urban development programmes. These measures will also help the Ministry, State Governments and UTs to implement the schemes in a true spirit and thereby stop reduction of allocations at RE stage.

2. **NATIONAL CAPITAL REGIONAL PLANNING BOARD (NCRPB): WAVING OF GUARANTEE FEE**

During the FY 2012-13, an amount of Rs.55.00 crore had been approved and released by Government of India against which Rs. 637.05 crore has been incurred which includes loan of Rs. 418.51 crore disbursed to the State Govt./ their implementing agencies. During the FY 2013-14, an amount of Rs.60.00 crore had been approved and released by Government of India against which Rs. 643.76 crore has been incurred which includes loan of Rs. 355.44 crore disbursed to the State Govt./ their implementing agencies. During the FY 2014-15, an amount of Rs.80.00 crore had been approved as BE against which Rs.62.00 crore have been released by Government of India against which Rs. 383.73 crore has been incurred which includes loan of Rs. 206.22 crore disbursed to the State Govt./ their implementing agencies up to December,2014. The expenditure incurred in excess of the budgetary support was met out of the Internal and Extra Budgetary (I&EBR) sources of the Board. As on 31.12.2014, total debt outstanding on account of domestic market borrowing is Rs.1100 crore and Rs. 494.72 crore loan from multilateral and bi-lateral agencies. Keeping in view huge dependency of NCRPB on the Internal and extra Budgetary sources of the Board and huge outstanding debt on account of domestic borrowing of Rs. 1100 crore and Rs. 494.7 crore loan from multilateral and bilateral agencies, the Committee in their earlier reports have been recommending to waive of the guarantee fee to enable NCRPB to raise the requisite loan from the multilateral aid agencies. The Committee are informed that this matter was taken up with D/o Economic affairs and Budget Division of the M/o Finance. The Committee are informed by the Ministry that in the past, Budget Division had agreed for reduction/ waiver of guarantee fee provided the PSU is sick, Cabinet approval has been obtained that the reduction of Guarantee fee is passed onto the end consumer. In view of the above, the Ministry of Urban Development again took up the matter with the Ministry of Finance. NCRPB has submitted that the loan from ADB and KFW is a

direct loan to NCRPB and not pass through assistance. All risks i.e. interest rate and currency rate fluctuation attached to these loans are being borne by NCRPB. It further submitted that if the Government is not in a position to waive the entire guarantee fee, they may fix the guarantee fee to minimum extent to fund the guarantee redemption fund. Further NCRPB is an autonomous body created under an act of Parliament i.e. NCRPB Act 1985 with a mandate to provide financial assistance to the participating State Government departments, Urban Local Bodies, Development Authorities and other parastatals for physical and social infrastructure development projects. Board is charging low interest on these long tenure loans so as to provide assistance for large number of physical & social infrastructure development projects. As such the benefits of reduction of guarantee fee is passed on to end consumers by providing soft loans to the participating State Governments and their implementing agencies for basic civic amenities. In view of the above clarifications, the Ministry of Urban Development has requested the Ministry of Finance to waive the guarantee fee on loan availed by NCRPB from bilateral/Multilateral agencies. Keeping in view all these facts provided by the Ministry of Urban Development, the Committee strongly recommend for waving of guarantee fee so as to enable NCRPB to raise the requisite loan from Multilateral Aid Agencies.

3. MONITORING AND VIGILANCE BY NCRPB: AMENDMENT IN THE NCRPB ACT, 1985

The Committee came to know that monitoring the preparation of sub-regional plans by the respective NCR participating States is being monitored by NCR planning board regularly. It also extends financial assistance for preparation of the sub-regional plan on the request of the participating State Governments. Ministry of Urban Development submitted that the preparation of Master/development plans are being prepared and finalized by the respective State Government under the prevailing Act/statutes in the States. There is no provision in the NCRPB Act with respect to Master plan of the towns falling in the NCR. However NCRPB has been pursuing for preparation of master/Development plans for all the towns in the NCR in conformity of the regional plans. The Committee become anguished to know that there is no provision in NCRPB Act, 1985 for monitoring and keeping vigilance over the development at site in the National Capital Region due to which NCRPB does not have any role in monitoring and keeping vigilance over the developments at site in the NCR. The Committee are apprised that regarding violations of the Regional Plan by the States, each participating State is responsible for the implementation of the Sub-Regional Plan as per the NCRPB Act,1985. Coordinating and monitoring the enforcement and implementation of the Regional Plan is done through participating State Governments. Further, NCR Board has created NCR Planning & Monitoring Cell in each participating States. The Ministry has submitted that no cases of violations has been reported to NCRPB by the NCR planning and monitoring cells. However, NCR board has carried out land use change analysis of the Natural Conservation Zone with the help of National Remote Sensing Centre (NRSC) Hyderabad and found variations in the NCZ. The Committee are apprised about the comparative analysis which indicated that there is shrinkage of NCZ as 15.43% in NCT-Delhi, 25.97% in Haryana sub-region, 43.88% in UP sub-

region and 11.18% in Rajasthan sub-region. Keeping in view of all these facts the Committee strongly recommend carrying out necessary amendments in the NCRPB Act so as to insert a key provision in the Act which will empower NCRPB for direct monitoring and keeping a vigilance eye over the development at sites in the NCR so that there is no violation of the regional plans. It will also help in coordinating and monitoring the enforcement and implementation of the regional plans in conformity with the sub-regional plans.

4. CAPACITY DEVELOPMENT OF NATIONAL CAPITAL REGION PLANNING BOARD

The Committee note that the National Capital Region Planning Board (NCRPB) has modest project development and appraisal capacities. Though NCRPB prepares the regional plan and financial projects but it suffers from lack of in-house capacity for project appraisal, monitoring and evaluation. The Committee are surprised that there is only one man window system for promoting project formulation and development, project evaluation, monitoring of project implementation due to which feedback become insufficient. This led to outsourcing of some of the project appraisal to the National level Institutions. The process of the project appraisal is time consuming. Moreover perusal of few reports revealed gaps in projects appraisal. The Committee has taken note of the submission by the Ministry that the Asian Development Bank (ADB) had approved an advisory Technical Assistance (TA) for Capacity Development for the NCRPB in the area of planning and financing of urban infrastructure and to impart necessary skills to conceive, design, develop, appraise and implement good quality infrastructure projects for planned development of the NCR. As a part of capacity building programmes, the ADB Technical Assistance Consultants have prepared Master Plans for a few selected towns of NCR in areas of water supply, waste water, drainage and solid waste management which have been uploaded on NCRPB website for use by the stakeholders. In addition to the existing staff of NCRPB i.e. Finance and Project Wings, the services of Project Management Consultancy under ADB and KfW Technical Assistance Programmes are being availed to appraise, monitor and evaluate the various projects under the financial assistance of NCRPB. The services of National Institutions are also being availed on need basis. The Committee are of the considered view that NCRPB should train and enhance the capacities of staff so as to impart them necessary skills to conceive, develop, praise and implement good quality infrastructure projects for planned development of the NCR.

5. CREATE ADDITIONAL POSTS IN NCRPB

The Committee are also apprised that NCRPB has huge work load on its existing staff. Ministry of Urban Development has also accepted that NCRPB has a meagre staff strength of only 51 posts. Over a period of time, the Board's activities have increased manifold in respect of financing and monitoring of project implementation. Although, the responsibility of implementation of the projects financed by the NCRPB lies with the concerned agencies of the State Governments, closer monitoring and follow up of such projects by NCRPB is very essential for timely utilization of funds and completion of projects. In 2011, Ministry of Urban Development has approved the creation of five temporary posts to function as Project Management Unit (PMU) of NCRPB after the due approval of Ministry of Finance. Two Posts were revived by Ministry of Urban Development in 2013 after the due approval of Ministry of Finance. A proposal for creation of additional posts has already been forwarded to Ministry of Urban Development in 2012. Therefore, the Committee strongly recommend that Ministry of Urban Development should provide strategic methods for addressing present and anticipated workforce issues and at the same time should create additional posts in NCRPB with immediate effect.

6. SOLID WASTE MANAGEMENT

The Committee become anguished with the status of Solid Waste Management in most of Urban Cities and Metropolitan cities. The Committee came to know that Ministry of Urban Development has a target of 4041 statutory towns in which there are ambitious plans of Solid Waste Management. There are two components of Solid Waste Management first are collection and transportation and second is scientific disposal. As of now most of the Solid Waste are going into land fill sites without any treatment. The Committee are happy to note that Ministry of Urban Development is working on a policy, "Waste to Health" which will be part of Swach Bharat Mission. Deliberations with the stakeholders which produces compost and generate power from Solid Waste has been completed. The Committee came to know that there is no tariff fixed for the power generated from waste by Central Electricity Regulatory Mission. In Madhya Pradesh and Uttar Pradesh there is a tariff fixed on Bio-Gas. Ministry of Urban Development has already taken up matter of determining the generic tariff for the Waste to power. The Committee are of the considered opinion that Ministry of Urban Development should take special interest in case of Solid Waste Management and expediting determination of generic tariff in the case of generation of power from Waste.

7. SMOOTH TRAVEL IN NATIONAL CAPITAL REGION

The Committee feel that smooth and seamless movement of Inter-state traffic in the National Capital Region is dire need of the hour and efforts is required to make it unrestricted and commuters friendly. The Committee note that NCRPB pursued with its constituent States for signing of “Reciprocal Common Transport Agreement” for ‘Contract Carriage’ and ‘Stage & Goods Carriage’ for unrestricted/seamless travel in NCR to facilitate general public. The “Reciprocal Common Transport Agreement” for “Contract Carriage” among the NCR States was signed on 14.10.08. Under this Agreement, all the participating States of NCR agreed to abolish passenger tax from Autos and Taxis. Only Govt. of NCT-Delhi is yet to abolish the MCD Entry Tax of NCR Registered Contract Carriage Vehicles. The Committee became appraised that National Capital Region Planning Board(NCRPB) requested the NCR participating States to provide the status of implementation of the Reciprocal Common Transport Agreement among Governments of NCT-Delhi, Haryana, Rajasthan and Uttar Pradesh for unrestricted movement of vehicles in NCR for “Contract Carriage” and “Stage Carriage” vide letters dated 22.09.2014, 23.09.2014, 05.01.2015, 19.01.2015. GNCT-Delhi has informed vide their letter dated 29.01.2015 that they are regularly issuing NCT permits as well as counter signing the permits to taxis/radio taxis who intend to ply their vehicle in NCR. GNCT-Delhi has also informed that they are in the process to issue the NCR Auto Rickshaw Permits for Haryana and UP. However, the Committee are dismayed with the hollowness in the official claims of working out a transport plan for smooth connectivity between Delhi and its neighbours – Gautam Budh Nagar (Noida), Ghaziabad and Gurgaon. Buses may have been plying between these cities but auto-rickshaws, the preferred mode for many commuters and taxis (except for radio taxis) stay away because of jurisdictional issues and harsh penalties. Therefore, the Committee strongly reiterate their earlier recommendation that the NCRPB and Govt. of Delhi and other adjoining States should take quick decisions relating to critical activities

and resolve inter-state issues/matters for early implementation of this agreement i.e., Reciprocal Common Transport Agreement” for ‘Contract Carriage’ and ‘Stage & Goods Carriage’ for unrestricted travel in NCR to facilitate general public. The Ministry of Urban Development may also pursue the matter vigorously.

8. EXPEDITIOUS IMPLEMENTATION OF THE REGIONAL RAPID TRANSIT SYSTEM PROJECTS

The Committee feel that high speed corridors are need of the hour as this will facilitate better commuting in the National Capital Region. The Committee has been apprised that the three Rapid Regional Transit System corridors have been prioritized by the Ministry of Urban Development for implementation in phase I i. e., Delhi - Sonipat -Panipat, Delhi - Gurgaon - Rewari - Alwar, Delhi-Ghaziabad-Meerut for which estimated cost till Sept 2011 was Rs. 72,170 crore. These routes have been identified for the RRTS because these towns and cities have a large number of people travelling daily for economic reasons. The Committee note that Ministry of Railways has informed Ministry of Urban Development vide letter dated 10.12.2014 that Ministry of Railways is committed towards the participation in NCRTC, but as contribution to equity participation needs approval of Parliament, funds shall be made available in February, 2015 only after seeking approval of Parliament in the Supplementary Demands for grants. However, Ministry of Railways has sanctioned the release of Rs. 1.25 lakhs to National Capital Region Transport Corporation (NCRTC) towards subscription amount for participation of Ministry of Railways in NCRTC. Ministry of Urban Development is pursuing with the Ministry of Railways for further release of funds. The Committee are happy with the release share of funds by the Ministry of Railways. Now NCRTC has got shares from each stakeholders, hence, they should work toward expeditious implementation of RRTC corridors. In view of the above, the Committee strongly recommend to implement this RRTS project expeditiously in a time bound manner so as to make travel in the National Capital Region faster and easier.

9. EXPEDITIOUS APPOINTMENT OF MANAGING DIRECTOR (NATIONAL CAPITAL REGION TRANSPORT CORPORATION).

The Committee learnt that there is delay in implementation of Meerut-Delhi Express highway and as well as Regional Rapid Transit system because of delaying in search-cum-selection of Managing Director of NCRTC. In its submission, Ministry of Urban Development stated that they are corresponding with Department of personal and training to expedite search-cum-selection of managing Director of NCRTC. In its submission Ministry of Urban Development stated that National Capital Region Transport Corporation Ltd. (NCRTC) has been constituted as a company under the Companies Act, 1956 on 21.8.2013. As the full time Managing Director (MD) of NCRTC could not be appointed due to non-availability of guidelines on the procedure for appointment of MD in such a company where 50% Equity is with the Government of India (GoI) and the MD has to be a nominee of the Govt. of India. After detailed interaction, Department of Personnel & Training (DoPT) has now advised the procedure to be adopted for selection of MD, NCRTC. The process for appointment of MD, NCRTC as per advice of the DoPT has now been initiated and accordingly, MD, NCRTC will be appointed shortly. The work of RRTS is expected to speed up with the appointment of regular MD, NCRTC. The Committee became aware that it is general instruction of Government of India that whosoever the MD of corporation if he is serving Officer then he has to resign from his parent Organization then only he can be taken on absorption basis. For getting the exemption, Communication has to go to the department of the Public enterprises. After this procedure MD will be selected. The Committee was told that once the appointment of MD of NCRTC has been completed then work of three corridors of Panipat, Meerut and Alwar will be expedited. Feasibility study of this three corridors and Detailed Project Report have been completed. The Committee while expressing their displeasure over the delay in implementation of Regional Rapid Transit System because of delay in search-cum selection of Managing Director of NCRTC, strongly recommend that instead of focusing on only the serving officer,

the Ministry should select professionals from all walks of life for this important post. This will facilitate to use his professional expertise.

10. CITY- LEVEL UNIFIED METROPOLITAN TRANSPORT AUTHORITY FOR ALL ONE MILLION PLUS CITIES

The Committee are apprised that as per the report of Planning Commission's Working Group on Urban Transport for 12th Five Year Plan, there is no legislation at present that covers the requirements of urban transport comprehensively. The Committee became aware that 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, Tramways Act deals with tramways within the road surface with free access across it. 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. UT plans have to be implemented over a period of time and hence require continuity. The Committee are of the considered opinion that an agency needs to be made responsible for providing legislative support to take care of these and several other aspects,. A comprehensive UT Act to cover all aspects of urban transport is essential. The Committee were enlightened by the Ministry of Urban Development that they are promoting setting up of a city-level Unified Metropolitan Transport Authority (UMTA) for all one million plus cities, duly backed by a legislation, to facilitate coordinated planning and implementation of projects relating to urban transport and their integrated management. Further, under the World Bank-Global Environment Facility (GEF)-UNDP assisted, Sustainable Urban Transport Project (SUTP), Ministry has awarded consultancy to the Joint Venture of Deloitte Touche Tohmatsu India Private Limited and Voyants Solutions Private Limited for developing operations documents for Urban Metropolitan Transport Authority (UMTA) with the following objectives:

- Recommend design and structure an appropriate UMTA relevant to the Indian context and existing governance system. The UMTA shall be set up by way of model

legislation and would replace existing multiple authorities that are involved in administering the public transport.

- Help develop comprehensive operations manual for the UMTA in English & later in the official language of the States/UTs, if required.

The consultant will develop Generic Operation Documents & Draft Legislation for establishing UMTA and City specific UMTA document for 8 selected cities namely Bhopal, Kochi, Ahmedabad-Gandhi Nagar, Hyderabad, Vijaywada, Tiruchirapalli, Jaipur and Lucknow.

The Committee are happy to note that Ministry of Urban Development has started working to set up city-level Unified Metropolitan Transport Authority (UMTA) for all one million plus cities. Hence the Committee strongly recommend that Ministry of Urban Development should expedite constitution of all city level unified metropolitan transport authority(UMTA) so as to facilitate co-ordinate planning and implementation of projects relating to urban transport and their integrated management within a time bound manner under intimation to the Committee.

11. MONORAIL IN METROPOLITAN SUBURBS AND TIER-II CITIES:

The Committee have been apprised that Monorail is a safe, reliable, economical, quick, comfortable and effective mass public transit system. The high-speed rail-based Regional Rapid Transit Systems (RRTS) 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 came to know that there has been no budgetary allocation and expenditure from the Union Budget for Monorail Projects till now. Therefore, keeping in view all the advantages of Monorail, the Committee in their earlier reports had strongly recommend for Ministry of Urban Development to act as facilitator, provide budgetary allocation from the Union Budget for Monorail Projects and facilitate foreign collaboration, if need be, into Monorail sector so as to set up monorail both as a means of feeder system within the bigger metros and as an independent mode of transport in Tier II cities. The Committee were apprised about the National Urban Transport Policy (NUTP), 2006, in which Ministry supports all modes of public transport including Mono Rail systems. Ministry submitted that proposals for monorail projects have to be initiated by the State Governments as Urban Transport is a state subject. Ministry of Urban Development will consider proposal of monorail projects after following due appraisal process, depending upon the feasibility of the project and availability of funds. Government of India has accorded in-principle approval for one monorail project in Chennai on PPP mode with no financial commitment from Govt. of India. Further, one more proposal for Chennai Monorail Project (Phase-2) has been received in this Ministry which is under appraisal. The Committee agree that Monorail projects are to be initiated by the State Governments according to the needs of their cities and not by the Central Government. The cities have to prepare the Comprehensive Mobility Plan (CMP) with alternative analysis for promoting sustainable transport. But still the Committee strongly recommend the Nodal Ministry to help the States in formulating their Comprehensive Mobility

Plan (CMP) and help them in formulating sustainable urban transport. The Committee also came to know that as of now, there is no foreign collaboration in the Monorail sector. There is no proposal with Central Government for attracting funding of Monorail Projects from foreign countries. The Committee are aware that monorail is easier and cheaper to lay in comparison to metro lines. The monorail can also take sharp curves in contrast to the Metro and thus run in densely populated localities as it takes lesser area to manoeuvre. Monorail seems a perfect mode for mass transit in congested areas where metro cannot be constructed and roads are too crowded for frequent movement of buses. Therefore, keeping in view all the advantages of Monorail, the Committee strongly recommend Ministry of the Urban Development to act as facilitator, provide budgetary allocation from the Union Budget for Monorail Projects and facilitate foreign collaboration, if need be, into the Monorail sector so as to set up monorail both as a means of feeder system within the bigger metros and as well as independent means of transport in Tier II cities.

12. STRENGTHENING AND PROVIDING EXTRA BUDGETARY SUPPORT FOR FEEDER BUS SYSTEM

The Committee knew that Delhi Metro may have provided a quick, reliable and comfortable public transport to travel around the city and NCR but reaching the Metro station from offices and homes and back continues to be a challenge. With a poor para-transit and feeder bus system in place, the last mile connectivity is one of the biggest issues that metro commuters face. On being enquired about the details of allocation/ expenditure of funds in last 5 years and the steps being taken to strengthen the feeder bus system, pedestrian pathways and cycling tracks with metro rail system in the States, Ministry of Urban Development stated that feeder Service and Non motorized transport have been made as a part of Condition of Sanction and the provisions of feeder services, Last Mile Connectivity and Non-Motorized Transport (NMT) are covered in DPRs, which is funded by this Ministry. For Delhi Metro Rail Corporation, Ministry has sanctioned 228 buses under the JnNURM Scheme for feeder services at an estimated cost of Rs. 45 crores, in which Government of India share is Rs.15.96 crore and till date Rs.6.23 crores have been released." The Committee are anguished to note that Ministry has sanctioned only 228 buses under JNNURM for feeder services. Since the year 2013-14, the no. of feeder buses has remained the same. The Committee are not happy with the state of affairs of feeder bus service in Delhi because of which commuters are left at the mercy of over-charging auto and cycle rickshaws to reach their final destinations. The Committee are of the considered opinion that time has come for the agencies concerned to join hands and come up with an effective feeder system connecting Metro stations with residential and commercial places. Keeping all these factors in view, the Committee recommend for allocating separate funds for feeder bus services to increase the no. of feeder buses adequately to the make public transport more comfortable.

13. STANDARDIZATION AND INDIGENIZATION OF METRO RAIL SYSTEM.

The Committee observe with satisfaction that for manufacturing of metro rail system, Bombardier a Canadian Company, Alstom, a French Company have set up their firms in Vadodara and Sri City respectively. These Companies are providing jobs to Indian citizens. The Committee welcome the setting up of such companies. However, they understand that due to adversarial tax methods adopted on the Nokia India in Chennai, the Company was compelled to close its manufacturing hub, and as a result 15000 people lost their jobs. Keeping in view the above instance, the Committee desire the Ministry to take up the matter with the Ministry of Finance to ensure these companies work in India in a harmonious tax regime which is not adversarial and conducive to attracting more such players.

14. STRENGTHENING OF BUS TRANSPORT SYSTEM

Regarding the Bus transport system in Delhi the Committee are apprised that the Urban Transport matter comes under the purview of State/UTs. The initiatives therefore has to be taken by the Government of NCT of Delhi. Ministry of Urban Development through funding can assist to the State Government. The Committee note that for improving the bus transport system in NCT of Delhi, Ministry sanctioned 1728 modern intelligent enabled buses (1500 to Delhi and 228 to DMRC as feeder services) with the estimated project cost of Rs. 810.00 crore during 2008-09 and 2009-10 under the bus funding scheme which was introduced under JnNURM as a stimulus package. Further, Ministry got mandate of sanctioning another 10000 buses to cities/cluster of cities in India during the transition phase of JnNURM i.e. 2013-14. Delhi could not get any share in 10000 as they submitted their proposal after 31.03.2014 while the scheme was meant only for 2013-14. Regarding the procurement of buses in Delhi the Committee came to know that there is a complete break down on the procurement process of new buses. Regarding the status of Bus Transport system in Delhi the Committee were apprised that there are cluster buses and DTC buses. DTC currently have 4705 buses. The proposal of 1380 buses, that is semi-low floor, is under process. But the problem here is that the matter is still under negotiation because they had received a single bid. In terms of cluster, they have 1402 buses currently and can induct 1038 buses immediately provided they get land for the cluster bus depots. For that, they have been requesting DDA for the land. Once land are given, it will take 15 months to induct 1038 buses from the cluster scheme. Regarding the bidding process of procurement of buses and the reasons why they are getting a single bid and whether they are tailoring the bid in such a way that only one company can bid, then Ministry of Urban Development stated that the problem in India in general has been that urban bus specifications were not evolved in the past. It is only very recently in the last few years that the urban bus modern specifications have been evolved. The Committee are very unhappy to note that

there are not actually too many bus makers in the country which can provide quality low floor or semi-low floor buses that are specified in the Government of India specifications. Most of the cities across India have been facing this kind of problem with buses. The Committee are very distressed to note that Tatas and Ashok Leyland are the only bus makers. Lack of response from vehicle manufacturers has thus played spoilsport.

The Committee are of the considered opinion that expansion of buses in the Transport Department of Delhi are required immediately and at the same time strongly recommend that the Ministry of Urban Development should facilitate for multiple biddings and comparative rates from the different Buses Manufacturing Companies. The Committee also strongly recommend that DDA should release land immediately for cluster bus depots.

The Committee have been informed that there is lamentable under utilization of Low floor buses. In Faridabad more than 50% of Low floor buses are currently standing idle and not being used. It appears that State Government is unable to divert them to a suitable city because of lack of flexibility in norms. The Committee feel that there should be ample space in the joints for the norm/rules to allow them to utilize those buses which are excess in numbers in other cities under the same project.

15. RAIN WATER HARVESTING SYSTEM

The Committee are perturbed to note that India is moving towards being environmental basket-case marked by dead rivers and falling water tables. This situation has arisen due to continuous extraction of ground water in ever growing urban areas of the country. The simple and effective solution to this problem is rain water harvesting. However, it is very disheartening to note that though the Central Ministry is providing huge funds to States through its Centrally Sponsored Schemes but has not made it mandatory to all State Governments to comply with the provisions of the model building bye- laws especially with regard to rain water harvesting systems. The advisory issued by the Ministry has not found favour with the States and ULBs.

The Committee found that Rain Water Harvesting system has not been implemented till now despite Ministry of Urban Development's instruction on mandatory rain Water Harvesting in all Govt. buildings and Colonies. The Committee were apprised that CPWD has provided Rain Water Harvesting for recharging the Ground water in 116 non residential complexes and 144 residential colonies till Sep, 2014.

The Committee are constrained to note that CPWD has implemented Rain Water Harvesting system in majority of complexes but could not implement this system in all the buildings because RWH system is not technological feasible due to high level of ground water table and in adequate catchment area to make the system feasible. As per the various study reports the ground water is depleting. However, the Committee were perturbed to note that in response to a question from the Committee as to why rain water harvesting was not being improved, the reply was rendered by the Ministry, which reads as under:

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16. REMOVAL OF JHUGGI CLUSTERS NEAR ALL GOVT. RESIDENTIAL COLONIES

The Committee are aware that in all governmental residential colonies across Delhi there is a large sprawl of jhuggi clusters and residents of these colonies have voter identity cards and ration cards issued on their names. Mushrooming growth of Jhuggie clusters in Delhi is a well known phenomenon. The growth of slums has resulted in environmental degradation as well as creating social tension and other related law and order problems. The Committee observe that sprawl of jhuggi clusters are still persisting and no action appears to have been taken by local authorities till now. It has been informed by the Ministry that CPWD has consistently taken steps to prevent the sprawl of jhuggis and to clear the slums. Payment of ₹ 376.17 lakhs is being made to DUSIB for relocation of JJ clusters at DDU Marg, Press Road, Aram Bagh, and Havlock Square in New Delhi. The Committee are of the considered opinion that the time has come when it is essential to have an integrated approach for taking care of the existing slum dwellers and also work out ways and means to curb the growth of slums as neither the city has got physical capacity nor financial resources. Therefore, there is a need to have a detailed study for preparing a perspective plan for an integrated approach for development of Slums by taking recourse to various approaches followed in other cities as well as other countries. Hence the Committee strongly recommend that CPWD and other agencies of Ministry of Urban Development should take consistent and coordinated steps for removal and as well as prevention of setting of Jhuggi Clusters in and around Govt. Colonies.

17. STRENGTHENING OF MONITORING MECHANISM BY CPWD

The Committee knew that inspection of site by senior officers improves the quality of work. However, it was noticed that senior officers are not issuing any inspection notes as a record of their inspection. This is mainly due to the fact that senior officers are not keen on taking any responsibility for quality of work. The inspection of senior officers is not to be confined only to issues concerning progress, coordination etc. Senior officers are required to inspect the site to check quality of work etc. Works manual of the organization should specify such matters. Inspection note is to be issued invariably for each inspection carried out by senior officers. An inspection register is to be maintained at site and inspection notes are to be entered in these registers.

Regarding the monitoring of construction sites by the CPWD, the Committee are apprised that inspection of site by senior officers is being done regularly by all senior officers in CPWD. An inspection register is also maintained at site of work where the inspecting officer records their observations. Section 53.17 of CPWD Works Manual, 2014, clearly prescribes the responsibility of each officer towards quality. Hence adequate institutional mechanism is available. The Committee are of the considered opinion that senior officers must review the inspection notes on subsequent visit to ensure its compliance. In the absence of the above procedure, there is a tendency for the subordinate officials to allow bad quality work for giving undue benefit to the contractor. The Committee also recommend that senior officers should take their responsibilities for the quality of the work. Only junior level officers like JE/AE should not be held responsible for the poor quality of work or corruption. If any malafide practices has been found, responsibility of senior officers at the level of Chief Engineer should be fixed. The inspection of senior officers should not be confined only to issue progress and coordination etc. Hence the Committee strongly recommend that a strong institutional mechanism be created in CPWD to monitor the construction sites so as to prevent corruption and curb malafied practices at grass root level.

18. ADEQUATE ALLOCATION OF FUNDS FOR EXPANSION OF PARLIAMENT HOUSE ANNEXE BUILDING

During the scrutiny of Detailed Demand for Grants (UD) 2015-16, the Committee observed that the estimated cost of work of Parliament Civil Work Zone(PCWZ) is Rs. 163.06 crore and actual expenditure during the year 2013-14 and 2014-15 is Rs. 99.75 crore. During the current financial year 2015-16, BE for PCWZ is Rs. 17.68 crore. The Committee found that the estimated cost of Parliamentary Electric Work Zone (PEWZ) is Rs. 80.13 crore. The expenditure during financial year 2013-14 and 2014-15 is Rs. 30.53 crore. The Budget estimate for current financial year for PEWZ is Rs. 20.13 crore. The Committee came to know that the building is expected to be completed in 2015. The Committee feel that with the huge pendency of work and the short span of time left for completion of work, the amount allocated for civil and electric work of extension of Parliament House Annexe Building is meagre. With this allocation, the entire building work cannot be completed. Therefore, the Committee strongly recommend that adequate budgetary allocation should be provided for completion of the Parliament House Annexe Building at the earliest, so as to adhere to the expected timelines of delivery.

19. MODERNIZATION OF DIRECTORATE OF PRINTING, STATIONARY AND PUBLICATION OFFICE

The Committee are given to understand that capacity utilization of the Government of India Press have rapidly fallen because of :

- a) Regular supply of paper was lesser for the number of years for which indenters have withdrawn their orders.
- b) The old and defunct machineries are neither updated/repared nor replaced.
- c) Permission to fill up essential posts has not been given. Shortage of skilled workers hampered the work seriously
- d) NOCs are given to Government Departments to get the printing from outside.

It is the considered opinion of the Committee that the press is rendering valuable service to the nation, with its available limited resource and manpower by executing orders of Postal, Defence, RGI(Census) and others. Moreover, the Press is a reliable source for printing documents of sensitive and confidential nature. The printing industry is very sensitive to economic trends. Data reveals that the pace of growth has accelerated and the printing industry will grow accordingly. With the advancement of technology the need of forms will diminish, but the need of Text books will remain for ever. So, there is a lot of scope of its utilization and this industry need to be developed. The Committee are happy to note that there is no proposal by the Ministry of Urban Development to wind up the Directorate of Printing Office or Govt. of India Presses. At present Government is exploring the modernization of the presses by deliberating three pronged approach which includes the following:

- (i) Leveraging of land resources to generate revenue for financing modernization.

- (ii) To undertake modernization on pilot basis on PPP model and replicate it, if found successful.**
- (iii) Financing the modernization through budgetary support.**

The Committee came to know that a proposal in this regard was placed before the Committee of Secretaries (CoS) in its meeting dated 01.04.2014. The Committee recommended that MoUD may either redesign the project in PPP mode as per laid down procedures in consultation with M/o Finance/DEA and Planning Commission or submit a proposal to M/o Finance for Budget allocation as per extant practices. The recommendation of CoS is under consideration in MoUD and a final view in this regard is yet to be taken.

The Committee are distressed to know that BE for year 2015-16 regarding demand no. 106 of Stationary and Printing is only Rs. 57.69 crore. It is again and again reiterated by the Standing Committee of Urban Development to modernize department of stationary and publication and Govt. of India Printing press. The Committee were surprised with allocation of meager amount of Rs. 57.69 crore for the modernization. In its submission the Ministry stated that Budget estimate of Rs.57.69 crores indicates the allocation for non-plan expenditure. This amount is exclusively used for meeting the operational expenditure including salaries etc. of the printing presses. Modernization of printing presses is under consideration of the ministry. This allocation does not reflect resources available for modernization. Some of the options explored by the ministry for mobilizing the financial resources for modernization include land leveraging, Public Private Partnership, additional budgetary support. However, a final decision in this regard is yet to be taken. In view of the above, the Committee desire the Ministry to urgently examine the matter in minute details and consider the concerns of all stakeholders before taking a final decision in the matter. Till then, the Ministry should endeavor to take into account, the difficulties being faced by the Government of India Press and ameliorate them for the smooth functioning of

the press. The Committee are of the view that it is very easy to shut down any institution which has grown over the decades by the dint of the hard work and labor and perseverance of thousands of workers who are working there. The Government should not take recourse to the easy path of closure but instead endeavor to make all out efforts to modernize the equipments and machines and also to ensure that Government Departments are instructed to use this directorate rather than using an outside agency, at much higher costs, which entails grave losses to this Government department and massive out flow of the Government money which is entirely unnecessary.

20. URBAN REJUVENATION MISSION

The Committee observe that JNNURM has come to an end on 31st March, 2014. No new projects can be sanctioned under it. the Ministry of Urban Development had asked the States to expedite the implementation of the projects and complete all the ongoing projects sanctioned under it till 31 March, 2012 and which were not completed till the extended period up to 31 March, 2014 from their own resources and to furnish completion certificates to the Ministry. The Ministry has no role to play in implementation of the projects. The committee further observe that during the year 2015-16, JNNURM will be replaced by Urban Rejuvenation Mission covering 500 cities. The Budget allocation during the current year is Rs.398 crore. The Cabinet has approved the new Mission, however, detailed guidelines are being finalized. This is expected to launch in the month April, 2015. The Committee note that through this mission the Government of India will incentivize the States and ULBS to expand internally generated revenues, access external sources such as bonds, private sector funding and rely on other innovative financial tools. This will help the ULBs to strengthen their infrastructure. Keeping in view the lessons learnt during the implementation of JNNURM and the goal envisaged in the new mission, the Committee desire the Ministry to finalize the guidelines at the earliest and launch the scheme from the month of April, 2015 as assured to the Committee. The Committee desire the Ministry to subsume the incomplete projects of the JNNURM in the new mission so that the allocations already spent and other resources already put into the projects do not go waste.

The Committee understand that under the new mission, the Ministry, State Governments, ULBs and other agencies may require temporary acquisition of land for redevelopment of cities. The Committee are concerned to note that redevelopment is not a part of the Urban Rejuvenation Mission. Therefore, they desire the Ministry of Urban Development to consider redevelopment of cities under the new Mission and send their suggestions to the Ministry of Rural Development for suitable incorporation in the Land Acquisition Bill.

21. SETTING UP OF VIGILANCE COMMITTEE UNDER THE CHAIRMANSHIP OF LOCAL MEMBERS OF PARLIAMENT TO MONITOR THE PROGRESS OF VARIOUS ONGOING SCHEMES OF THE MINISTRY

The Committee in their earlier reports on Demands for Grant and Action Taken Report thereof have been recommending for involving elected representatives in social auditing and monitoring of schemes and setting up of Vigilance Committee under the Chairmanship of local Members of Parliament to monitor the progress of various ongoing schemes supported by the Ministry as is done in the Rural Development Ministry Programmes. It is regrettable that despite a passage of 7 years, the State Governments have chosen not to act in this matter. This seriously impedes the role and functions of the MPs in their constituency. The Committee recommend that the Urban Development Ministry must be firm in dealing with those States which continue to be recalcitrant in following the Ministry's policy decisions. The Committee recommend that the States must be issued firm directives that non-implementation may result in harsh penalties in some form of penal action by the Urban Development Ministry since this is fracturing the basic tenets of our Parliamentary and constitutional system of Government. In this regard, the Committee also desire the Ministry to explore suitable means for discontinuance of release of funds to the centrally sponsored schemes in such cases where State Governments choose not to pay heed to the lawful and reasonable directives of the Central Ministries.

22. STRENGTHENING AND CAPACITY BUILDING OF URBAN LOCAL BODIES REGARDING SEWAGE TREATMENT PLANTS

The Committee came to know that almost one-fifth of the centrally-funded sewage treatment plants in the country are “non-operational”, leading to millions of liters of untreated water either seeping into the ground as potential pollutant of ground water or being discharged into natural drainage systems and rivers every day. Besides, performance of another nearly one-fifth of the 152 sewage treatment plants (STPs) was found to be unsatisfactory. The findings are part of a report of the Central Pollution Control Board (CPCB) which conducted performance evaluation of sewage treatments plants. The report said, “Out of the 152 STPs, nine plants are under construction, 30 are nonoperational and performance of 28 plants are not satisfactory. According to the Ministry of Urban Development, the referred report of the CPCB is the outcome of the study (2013) on Performance Evaluation of STPs funded under National River Conservation Plan of Ministry of Environment and Forests, Government of India. The report envisages performance evaluation of 152 STPs spread over 15 states in the country and having a total treatment capacity of 4716 MLD. The study revealed that the actual treatment capacity utilization is only 3126 MLD (66 %). It was reported that out of 152 STPs, 30 STPs are not functional. It was observed by the CPCB that these STPs are under repair due to poor operation and maintenance. The Committee observe that poor operation and maintenance of sewage treatment plant is because of lack of financial resources with the ULB, inadequate trained personnel, absence of collection system and lack of last mile connectivity with the existing sewerage system. The specific reasons for non-functioning of these plants are primarily due to non-removal of silt and sludge in the bottom of the oxidation ponds / waste stabilization ponds over a period of time leading to loss of treatment capacity, non-repairing of screens leading to carryover of solid waste, thus affecting the treatment system. Some of the STP’s were not functional due to inadequate flow in the absence of collection system and also mixing of industrial wastewater with

sewage affecting the treatment process. The Committee were apprised that the Ministry of Urban Development has issued an Advisory on “Recent Trends and Technologies in Sewerage systems” in March 2012 and published a revised and updated Manual on Sewerage and Sewage Treatment Systems (2013) in three parts, (Part A: Engineering, Part B: Operation and Maintenance, Part C: Management). In order to ensure effective capacity utilization of the STPs, Swachh Bharat Mission envisages the last mile connectivity of households with the sewer system wherever feasible. Keeping in view the lack of financial resources with the ULBs, the proposed New Urban Development Mission and the Mission for Smart Cities envisage to provide funding for O & M of the assets to be created under the Missions.

Hence, the Committee strongly recommend the Ministry of Urban Development for allocating adequate funds to the State Govt. /Urban Local Bodies so as to enhance their capacity building for operation and maintenance of centrally funded sewage treatment plant and monitoring mechanism should be established.

23. PUBLIC TOILET IN CITIES

According to National Urban Sanitation Policy, the State Governments have to formulate State Sanitation Strategies and Urban Local Bodies (ULBs) Have to prepare City Sanitation Plans, focusing on 100% sanitation across the cities including construction of public toilets with emphasis on preventing open defecation. But the Committee are distressed to note that the Indian cities have not shown any urgency to improve the situation. For example, Chennai, which needs about 6000 public toilets has only 714 and Nagpur which needs more than 3000 toilets has 318 only. Even the existing ones are poorly maintained, badly located and hardly used. This persisting neglect has let to woeful sanitary conditions. The situation in other cities is no more encouraging. Regarding the percentage of Urban Population using toilets and percentage of Urban Population defecating in the open, the Committee are apprised 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. The Committee became very distressed after knowing that only 6% of urban population uses public toilets. The Committee are well aware of the fact that the Ministry of Urban Development is the nodal Ministry for formulation of broad policy programmes and guidelines for water supply and sanitation including the norms for public toilets. But the Committee fail to understand the callous attitude of the Ministry in monitoring the proper implementation of National Urban Sanitation Policy (NUSP), or for that matter any other policy that has been formulated by Central Ministry, by passing on the buck to the State Governments under the pretext of it being a state subject. The Committee would

like to recommend in unequivocal terms that the Central Ministry should closely monitor the implementation of NUSP by States and should also make it a prerequisite for ULBs to provide or promise to provide public toilets in whole of their area before financing any Centrally-sponsored scheme like JnNURM-II and NMSH in future.

24. KOLKATA EAST-WEST METRO CORRIDORS

The Committee become aware that this project was sanctioned by Govt. of India on 30th July, 2008 at an estimated cost of Rs. 4676 crore. The Committee are distressed to note that physical and financial progress of this project is only 36.5%. The Committee are apprised about the reasons of slow progress that in Phase-I of the Project from Salt Lake Sector-V to Sealdah, a small stretch of elevated viaduct of 365m in Duttabad where work is stopped due to settlements in the form of shanties on Govt. land. The matter has been referred to State Govt. in Sept., 2014 but the problem persists even today. Government of West Bengal has initiated a realignment proposal in Phase-II in between Howrah & Sealdah in 2012 for which tunneling in this section could not proceed. The Committee are informed that Government of WB has been requested by Ministry of Railways to prepare a DPR for realignment route considering detailed technical feasibility, financial implication, land issues on realigned route and detailed utility and building condition study. Govt. of WB has awarded the work of DPR to RITES Ltd. on 30-7-2014, the reports have been submitted by RITES recently. Ministry of Railways, having the administrative control over the project being the major stake-holder (74%), is taking action on the DPR. Keeping in view of all these facts the Committee strongly recommend the Ministry of Urban Development and State Government of West Bengal sit together to resolve all the issues connected with this project and expeditiously implement Kolkata East-West Metro Corridors with in a time bound manner under intimation to the Committee.

25. SWACHCH BHARAT MISSION

The Committee have been apprised about the components of Swachch Bharat Mission in which Govt. of India is committed to make India open defecation free by 2019. This Mission addresses the issues of sanitation in all 4041 statutory towns in the country to achieve Swach Bharat by 2019 to mark 150th Birthday of Mahatma Gandhiji. The sanitation component proposed in this Mission includes individual household toilets, community toilets, public toilets, solid waste management, public awareness and capacity building. This Mission has got basically two parts. One part is creation of physical infrastructure, namely toilets, solid waste management etc. On the other hand, need for change in the mindset; unless we bring in a change in behaviour and conduct, this is not going to be sustainable. The total tentative cost of the mission is about Rs. 62,000 crore out of which the Central assistance is Rs. 14,623 crore. The Committee are happy to note that the Ministry has taken a concerted effort in this regard. The Committee are apprised that Rs. 1000 crore has been allocated for the scheme under the Ministry of Water Supply and Sanitation. The Ministry of Urban Development is the administrative Ministry to implement the scheme. The Committee wish to mention here that before the year 2014-15 the fund for JNNURM scheme was from the Ministry of Urban Development, Ministry of Finance and Ministry of Home Affairs. Later on the Government could realise that funding pattern for a single scheme from different sources posed a hindrance in successful implementation and resulted into delays. Therefore, during the year 2014-15 the allocations were made under the administrative Ministry i.e. Ministry of Urban Development. The Committee feel that under the Swach Bharat Mission, as a result of the funding pattern from the Ministry of Water Supply and Sanitation, this mission may also face the same fate of JNNURM. Therefore, they desire the Ministry to take up this matter with the Ministry of Finance to transfer the entire allocation under the Ministry of Urban Development. The Committee also desire to fix responsibility on the officers responsible for non-

implementation of projects under JNNURM and as well as for delay in the operationalisation of projects. This should not happen in the new Mission.

The Committee were apprised that regarding successor scheme of JNNURM there is a scheme of 500 cities which have more than 1 lakh population. Ministry of Urban Development are likely to finalize the scheme soon in April. Simultaneously, there is a scheme of 100 smart cities in which conceptualization have been completed but final approval still lacking. Therefore, the Committee re-emphasize the operationalization and implementation of this mission with full vigour in a time-bound manner under intimation to the Committee. The Committee during their study tour to Pune were given a presentation by SWACH Organisation with regard to the large-scale initiative undertaken by them for door to door collection and disposal of domestic garbage in the city. The Committee were vastly impressed with this initiative and seriously feel that it has merit and strongly recommend that this system should be adopted by other small and large cities all over India. The Citizen-Government partnership model as seen in Pune is a very good scheme for furthering the laudable idea of the Swachh Bharat Mission and has good chance of success as has happened in Pune municipality.

26. CAP ON HEIGHT INCREASE FOR BUILDING IN DELHI

During examination of Demands for Grants(2014-15), the Committee were informed that almost a year after Delhi Development Authority increased the cap on height of residential buildings from 15 metres to 17.5 metres, no one in Delhi has been benefited from this new policy. The Municipal Corporations in the city are unable to sanction building plans with 17.5 metre height as it would require clearance from Delhi Fire Service (DFS) which insists on leaving a six-metre setback around the building. It appears that under the DFS rules, any structure which is more than 15 metres in height is considered a high-rise and for such high-rises, it is mandatory to leave a setback of six metres so that there is adequate space for fire tenders to move around in case of an emergency. Therefore, any structure above 15 metres in height, an NOC from the fire department is required. The Committee have been further informed that with a majority of plots in Delhi being less than 250 square metres in size, it is impossible for residents to leave a setback of six metres around the building since there will be no space left on the plot to build. The height of residential buildings was revised with a view to accommodate stilt parking which has become a mandatory pre-requisite for new constructions. The result of not getting DFS clearance means that new constructions with stilt parking have to confine themselves to 15 m height which entails vast reduction in the height of each floor (since the third floor is permissible and all new construction seek to avail of the same). The decision to increase the height from 15 metre to 17.5 metre was taken so that owners would not have to compromise on the height of each floor. The Committee felt that this anomaly must be corrected at the earliest and new constructions with 17.5 metres height must be exempted from fire clearance from DFS. The Committee learnt the matter is being examined in consultation with DDA keeping in view the safety requirements of the building. The Committee desire the Ministry for expediting the examination process.

27. UNDER UTILIZATION OF FUNDS AND UNDER ACHIEVEMENT OF PHYSICAL TARGETS BY CPWD:

The head 4216 is pertaining to residential units constructed by CPWD. The Committee observe that during the 12th Plan period from 2012-13 to 2015-16, the allocation is Rs. 2082.72 crores. The expenditure upto February, 2015 is only Rs. 1105.56 crore. Against the target for completion of 2274 units, the actual completion is only 1239 units. There is a shortage of 1035 units. The head 4059 is related to non-residential units constructed by CPWD. The Committee observe that from the year 2012-13 to 2015-16, against the allocation of Rs. 850.71 crore, the expenditure is only Rs.372.6 crore. Against the target completion of 104045 no. of units the achievement is only 44636 units. There is a gap of 59409 units. The reasons for delay in completion of works and consequential under utilization of allocation are as under:

- (i) Major construction works takes two-three years for completion
- (ii) Bills of contractors are finalized about 4-6 months after the completion of the projects.

To overcome the problems the CPWD has taken the following measures:

- i) Periodical review of the expenditure is conducted by the Ministry of Urban Development with a view to fully utilizing the budget.
- ii) Periodical meetings are conducted by DG, CPWD to review the progress of works and expenditure.
- iii) Improvement in the contract management system by way of modification to the existing clauses of the contract form. Modifications like introduction of incentive clause and mile stone for physical and financial progress of the project have brought about significant reduction in time over-run in project completion.
- iv) A scheme of e-governance for seamless integration of all its operations is under process which will enable close monitoring of progress by all levels of management.

The Committee have been apprised the following suggestions for expeditious completion of the projects:

The layout plan along with detail drawings are prepared by the Senior Architects duly scrutinized by the Chief Architect and ADG (Arch). The officials are fully conversant with the Municipal / Local Bodies / Development Authorities bye-laws and guidelines. Thus it is proposed, that the local authorities should be advised that the plans prepared by the Central Government architects should be considered as approved, and only formal letter can be issued. This would cut down delays considerably. Recently Hon'ble Urban Development Minister has taken up the matter with the State Governments to examine this matter and to amend the local bye laws to this effect.

The Committee are in agreement with the CPWD and welcome the steps taken by the Urban Development Minister. They hope that positive outcome will flow from this noble initiative. The Committee desire the Ministry to apprise them the outcome thereof.

28. SMART CITY MISSION

The Committee note that to handle the large scale urbanization in India and finding new ways to manage complexity, increase efficiency reduce expenses and improve quality of life, Government of India during the year 2014-15 had initiated a new schemes to promote 100 smart cities. The Committee in their first Report on the Demands for Grants(2014-15) had recommended for implementation of this mission in a time bound manner. However, the Committee are distressed to note that even after passing of seven months of announcement of this mission i.e. August, 2014, the mission components and the list of smart cities are yet to be finalized. The Committee are of the view that this is a futuristic programme of the Ministry so far as urban development planning is concerned. Therefore, delay in finalizing this mission will give way to adhocism in the urban planning process. Therefore, they urge upon the Ministry to finalize the components and list of 100 smart cities within three months of the presentation of this report.

29. NEED TO ENSURE BALANCED URBANIZATION OF THE CITY OF CHANDIGARH

It has been observed by the Committee that State Government of Punjab had sanctioned 50 acres of land right behind the Capital Complex i.e. zero kilometer from the periphery of Chandigarh. Initially this area was given to the MLAs of the Punjab legislature for construction of "Punjab MLAs Society" wherein these MLAs were allotted the said land for construction of their residential houses/dwelling units. Under dubious circumstances the land of the Society spreading over 52 acres has been transferred/sold to the Tata Housing Camelot Company on an understanding between them that each member of the legislative assembly who was a member of the Punjab MLAs Society would be given some incentives. This Company will build buildings as high as 35 stories which are to come up in the entire area of 52 acres thereby completely obstructing the view of the Shivalik Hills with a unnatural and concrete barrier between the Capital Complex and the hills, and in complete defiance of the original planning as conceived by Le Corbusier. This area falls in the eco-fragile northern part of Chandigarh. The Project allegedly falls in the catchment areas of Sukhna Lake in union territory of Chandigarh and is in close proximity of wild life sanctuary declared as a reserve forest area. If the land and its surrounding areas are allowed to be urbanized, it will result in the degradation of the habitat and disturb thousands of migratory birds which come every year to the Sukhna Lake.

2. The Committee came to know that in the year 1972 a Committee was set up by the Government of India, Ministry of Works and Housing to guide and co-ordinate the growth of Chandigarh and the urban centers coming up in the neighborhood of Chandigarh for the balanced development of the region falling within the influence zone of Chandigarh. The Secretary of the then Ministry of works and Housing, Government of India was the Chairman of that Committee. In this connection on being asked to state whether the

Ministry of Urban Development have been consulted by the Punjab Government/Haryana Government or the Advisor of Union Territory of Chandigarh, the type of monitoring mechanism available with the Ministry of Urban Development with regard to balanced urbanization of the city of Chandigarh, to study its developmental plan, to assess the impact of the development programmes already implemented and those being implemented in the township and preparing an outline of the regional plan for Chandigarh and the urban areas falling within its zone of influence, the Ministry has submitted that the matter of allotment of land is a State subject. This Ministry was not required to be consulted in this matter and therefore, no such consultation was done. They further stated that allotment of land do not fall under the purview of the co-ordination Committee.

3. The Committee are apprised that the role of the Co-Ordination of the Committee is to attempt amicably resolve the issues of Co-Ordination in urban planning between the two States of Haryana, Punjab and Union Territory of Chandigarh. The Constitution of the Committee was through an executive order and the role of the Committee are advisory in nature. Because of this despite 26 meetings of the Committee held so far there has not been any tangible outcome. In the last meeting held on 27th March, 2015, the State Government of Haryana had raised the issue that Co-Ordination Committee has no statutory mandate for the preparation of Inter State regional plan for Chandigarh. In view of the above the Committee are pained to note that the Ministry of Urban Development has not taken up this issue at the Cabinet level to examine such issues. The Committee are of the view that because of absence of statutory power of the Co-Ordination Committee the State Government/UTs are ducking the issues and violating the master plan and Inter-State regional plan, thereby such type of instances have occurred. Therefore, the Committee strongly desire the Ministry of Urban Development to take up

such matters with the Cabinet to explore the ways and means to strengthen the power and functions of the Co-Ordination Committee. The Committee further desire that such Co-Ordination Committee should have the power to monitor and oversee the balanced urbanization of the City of the Chandigarh and its nearby areas and to assess the impact of development programmes already implemented and those being implemented in the township on the surrounding eco-system.

30. THE HERITAGE CITY DEVELOPMENT AND AUGUMENTATION YOJANA(HRIDAY):

The Committee note that the Ministry of Urban Development has launched the Heritage City Development and Augmentation Yojana(Hriday) on 21 January, 2014. Initially 12 cities namely:

1. Varanasi 2. Amritsar 3. Ajmer, 4. Mathrura 5. Gaya 6. Kancipuram 7 Vellankani 8 Badami 9. Amravati 10. Warangal 11. Puri and 12. Dwaraka have been identified for development under the scheme. The scheme aims at restoring, reviving and strengthening the soul and heritage of the city. for this purpose, the Scheme shall support development of core heritage infrastructure projects which shall include revitalisation of tangible assets such as monuments, ghats, temples etc. along with reviving intangible assets such as local art and craft, dance forms, literature etc.

In addition, the scheme shall also develop linked city infrastructure which shall link heritage facilities with trunk infrastructure of the city. These shall include development of sanitation facilities, roads public transportation and parking, citizen services, information kiosks etc.

An outlay of Rs.200 crore has been earmarked under HRIDAY for the year 2014-15, out of which Rs.87 lakhs has been released till 28.2.2015. For the current financial year Rs. 200 crore has been allocated. The Committee welcome the steps initiated in this direction. However, they felt that it is a very small beginning and there should be at least 200 cities which merit at par with the 12 cities. Therefore, they wish to recommend the Ministry to extend to another 200 cities in the next financial year.

NEW DELHI;

10April, 2015

20 Chaitra(Saka)1937

Pinaki Misra

Chairperson,

Standing Committee on Urban Development

STANDING COMMITTEE ON URBAN DEVELOPMENT (2014-2015)

**MINUTES OF THE NINTH SITTING OF THE COMMITTEE HELD ON MONDAY, 30TH
MARCH, 2015**

The Committee sat on Monday, the 30th March, 2015 from 1100 hrs. to 1430 hrs. in Main
Committee Room , Parliament House Annexe, New Delhi.

PRESENT

Shri Pinaki Misra - Chairperson

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Ram Charan Bohra
5. Shri Ashok Chavan
6. Shri Maheish Girri
7. Smt. Meenakshi Lekhi
8. Shri K. Parasuraman
10. Shri Kapil Moreshwar Patil
11. Shri Rahul Ramesh Shewale
12. Prof K.V. Thomas
13. Shri Parvesh Sahib Singh Verma

RAJYA SABHA

14. Shri Anil Desai
15. Shri Mukul Roy
16. Shri Rangasayee Ramakrishna
17. Shri C.P. Thakur
18. Shri S. Thangavelu

SECRETARIAT

- | | | | |
|----|----------------------|---|---------------------|
| 1. | Shri D.S. Malha | - | Director |
| 2. | Smt. J.M. Sinha | - | Additional Director |
| 3. | Smt. K. Rangamani N. | - | Under Secretary |

LIST OF WITNESSES

1.	Shri Madhusudan Prasad	Secretary (Urban Development)
2.	Shri Durga Shankar Mishra	Additional Secretary (UD)
3.	Ms. Jhanja Tripathi	Joint Secretary & Financial Adviser
4.	Shri Dharmendra	Joint Secretary (L&E)
5.	Shri Neeraj Mandloi	Joint Secretary (UD&MD)
6.	Shri Sameer Sharma	Joint Secretary (Smart Cities)
7.	Shri Praveen Prakash	Joint Secretary (W&SBM)
8.	Shri Mukund Kr. Sinha	Officer on Special Duty (UT)
9.	Shri A.S. Bhal	Economic Adviser
10.	Shri S.K. Ram	Dy. Financial Adviser
11.	Shri Pradeep K. Berwah	Chief Controller of Accounts
12.	Shri Diwakar Garg	DG, CPWD
13.	Shri K.K. Sharma	Chief Secretary, GNCTD
14.	Shri Balvinder Kumar	Vice-Chairman, DDA
15.	Shri R.K. Jain	Commissioner, DDA
16.	Shri A.K. Mittal	CMD, NBCC
17.	Shri Mangu Singh	MD, DMRC
18.	Shri Jalaj Srivastava	Chairman, NDMC
19.	Shri B.K. Tripathy	Member Secretary, NCRPB
20.	Shri Rajiv Malhotra	Chief Regional Planner
21.	Ms. Geetanjali Gupta	Secy-cum-Comm.(Tpt), GNCTD
22.	Shri P.K. Gupta	Commissioner MCD (North)
23.	Shri Puneet Kr. Goel	Commissioner MCD (South)
24.	Shri Amit Yadav	Commissioner MCD (East)
25.	Ms. Dilraj Kaur	Addl. Commissioner, North DMC
26.	Shri Pawan Kr. Sharma	Addl. Commissioner, East DMC
27.	Shri Vijay Kumar	CEO, Delhi Jal Board
28.	Shri Anand Mohan	Land & Development Officer
29.	Shri Anand Singh	Director of Estates
30.	Shri R.S. Meena	JS&HOD, D/o Printing
31.	Shri Abhai Sinha	Engineer Member, DDA
32.	Shri R.M. Malhotra	Member Secretary/Chief Regional Planner, NCRPB
33.	Shri K.K. Joadder	Chief Planner, TCPO
34.	Shri M. Dhinadhayan	Jt. Adviser (CPHEEO)
35.	Shri Subir Kr. Mandal	Controller of Stationery
36.	Shri Pramod Kumar	Director (UD)
37.	Shri T.K. Majumdar	Director (NURM-I)
38.	Shri D.K. Saini	Director (Projects), DMRC
39.	Shri Jitender Tyagi	Director (Works), DMRC
40.	Shri V.K. Chaurasia	Joint Adviser (CPHEEO)
41.	Shri P.K. Seth	Executive Director, NBCC
42.	Shri Vijay Prakash	Engineer in Chief, East DMC
43.	Shri G.S. Meena	Addl. Commissioner I, South DMC
44.	Shri Ravi Dass	Engineer in Chief, South DMC

45.	Shri Devender Kumar	Chief Engg.-DEMS, North DMC
46.	Shri Kumar Hrishikesh	FA, NDMC
47.	Shri V.K. Jayaswal	DDG(W), CPWD
48.	Shri Arun Baroka	Secretary (PWD), GNCTD
49.	Shri M.K. Tyagi	Member (Engg.), DUSIB
50.	Shri Pankaj Asthana	Member (A), DUSIB
51.	Shri R.S. Tyagi	Member (Water), Delhi Jal Board
52.	Shri Sarvagya K. Srivastava	Chief Engg. Flyover zone, GNCTD
53.	Shri Debashree Mukerjee	CMD, DTC
54.	Shri Abhai Sinha	Engineer Member, DDA
55.	Shri Ramesh Chand	Chief Engineer, South DMC
56.	Shri Tufel Ahmad	Exec. Engg. South DMC
57.	Shri A.K. Goel,	CGM, DTC
58.	Shri Kuldeep Singh	Spl. Commissioner

2. At the outset, the Hon'ble Chairperson welcomed all the Members to the ninth sitting of the Committee. Then, Hon'ble Chairperson welcomed the representatives of the Ministry of Urban Development and drew their attention towards Direction 59(1) of the Directions by the Speaker.

3. The Secretary of the Ministry thereafter briefly explained the Committee on overall budgetary position, future planning of the Ministry to generate resources for Urban Development through State Government, ULBs and Private Sectors etc. Through a power point presentation, the Secretary briefed the Committee on overall demands of the Ministry, various on-going projects and explained in detail on the status of the projects and the budgetary allocation made towards implementation of various schemes and projects, viz. projected requirement of funds for renewal of 500 cities, 100 smart cities, Swachh Bharat Mission, Urban Mobility projects, NCR Planning Board, Regional Rapid Transit system for NCR, CPWD, NBCC, DDA, etc. The main concerns raised by the Members were absence of futuristic urban development planning, late finalization of detailed guidelines for National Urban Rejuvenation Mission, Smart Cities, Solid Waste Management, Rain Water Harvesting, functioning of NCRPB, RRTS, Feeder Buses, CPWD, Meerut Express Way and HRIDAY schemes etc.

4. The Secretary of the Ministry of Urban Development responded to the issues raised by the Members one by one. The Committee directed the representatives of the Ministry to furnish written replies to the queries of the Members to the Lok Sabha Secretariat on which they could not respond during the meeting.

The witnesses then withdrew.

A verbatim record of the proceedings of the Sitting has been kept.

The Committee then adjourned.

STANDING COMMITTEE ON URBAN DEVELOPMENT (2014-2015)

**MINUTES OF THE TENTH SITTING OF THE COMMITTEE HELD ON FRIDAY, 10TH APRIL,
2015**

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

PRESENT

Shri Pinaki Misra - *Chairperson*

MEMBERS

LOK SABHA

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Ram Charan Bohra
5. Shri Dushyant Chautala
6. Shri Maheish Girri

7. Shri R. Gopalakrishnan

8. Shri Chaudhary Mohan Jatua
9. Smt. Meenakashi Lekhi

10. Smt. Poonam Mahajan

11. Shri Kesineni Nani

12. Shri C.R. Patil

13. Shri Kapil Moreshwar Patil
14. Shri Rahul Ramesh Shewale
15. Dr. Dharam Vira

RAJYA SABHA

16. Shri Parvez Hashmi
17. Shri Mukul Roy
18. Shri Rangasayee Ramakrishna
19. Shri S. Thangavelu

SECRETARIAT

1. Shri D.S. Malha - Director
2. Smt. J. M. Sinha - Additional Director
3. Smt. K. Rangamani N. - Under Secretary

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the following draft Reports:-

(i) Draft Report on Action Taken by the Government on the observations/ recommendations contained in the 2nd Report on Demands for Grants (2014-15) of Ministry of Housing and Urban Poverty Alleviation;(ii) Draft Report on Demands for Grants (2015-16) of the Ministry of Urban Development; and (iii) Draft Report on Demands for Grants(2015-16) of the Ministry of Housing and Urban Poverty Alleviation.

3. After deliberations, the Committee adopted the Draft Report on Action Taken by the Government on the observations/ recommendations contained in the 2nd Report on Demands for Grants (2014-15) of Ministry of Housing and Urban Poverty Alleviation without any change. The Draft Report on Demands for Grants (2015-16) of the Ministry of Urban Development; and Draft Report on Demands for Grants(2015-16) of the Ministry of Housing and Urban Poverty Alleviation were adopted by the Committee with slight modifications.

4. The Committee then authorized the Chairperson to finalize the reports taking into consideration the consequential changes arising out of factual verification, if any, by the concerned Ministries and also to present the same to both the Houses of Parliament.

The Committee then adjourned.
