

23

STANDING COMMITTEE ON
URBAN AND RURAL DEVELOPMENT
(2001)

THIRTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT AND POVERTY ALLEVIATION

(DEPARTMENT OF URBAN DEVELOPMENT)

DEMANDS FOR GRANTS
(2001-2002)

TWENTY THIRD REPORT



Presented to Lok Sabha on 20.4.2001

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LOK SABHA SECRETARIAT
NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON
URBAN AND RURAL DEVELOPMENT (2001)

Shri Anant Gangaram Geete - *Chairman*

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3. Shri Padmanava Behera
4. Shri Jaswant Singh Bishnoi
5. Shri Ambati Brahmaniah
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SECRETARIAT

1. Shri S.C. Rastogi - Joint Secretary
2. Shri K. Chakraborty - Deputy Secretary
3. Shrimati Sudesh Luthra - Under Secretary

ABBREVIATIONS

AUWSP	-	Accelerated Urban Water Supply Programme
BE	-	Budget Estimate
CPHEEO	-	Central Public Health and Environmental Engineering Organisation
CC	-	Commercial Complex
CMA	-	Central Magnet Area
CPWD	-	Central Public Works Department
DC	-	District Centre
DDA	-	Delhi Development Authority
DIZ Area		Delhi Imperial Zone Area
DMRC	-	Delhi Metro Rail Corporation Ltd.
EWS	-	Economically Weaker Section
GIP	-	Government of India Press
GPRA	-	General Pool Residential Accommodation
GPNRA	-	General Pool Non-Residential (Office) Accommodation
GPO	-	General Post Office
HUDCO	-	Housing and Urban Development Corporation
IDSMT	-	Integrated Development of Small and Medium Towns
I&B	-	Information and Broadcasting
LBZ	-	Lutyen's Bungalow Zone
LCS	-	Low Cost Sanitation for Liberation of Scavengers Scheme
LIG	-	Lower Income Group
L&DO	-	Land and Development Office
LPU	-	Letter Press Unit
LRT	-	Light Rail Transit
LSC	-	Local Shopping Centre

MCD	-	Municipal Corporation of Delhi
MH	-	Major Head
MIG	-	Middle Income Group
MOUD	-	Ministry of Urban Development and Poverty Alleviation
MP	-	Member of Parliament
MRT	-	Metro Rail Transit
MRTS	-	Mass Rapid Transit System
NA	-	Not Available
NCR	-	National Capital Region
NDMC	-	New Delhi Municipal Council
NIUD	-	National Institute of Urban Development
NRSA	-	National Remote Sensing Agency
NSDP	-	National Slum Development Programme
OE	-	Office Expenses
OECF	-	Overseas Economic Corporation Fund (Japan)
PB	-	Planning Board
PLU	-	Photo Litho Unit
RE	-	Revised Estimate
SLSCs	-	State Level Sanctioning Committees
SMT	-	Small and Medium Towns
SFS	-	Self Finance Scheme
TA	-	Travelling Allowance
TAC	-	Technical Advisory Committee
TCPO	-	Town and Country Planning Organisation
UD	-	Urban Development
UTs	-	Union territories

INTRODUCTION

I, the Chairman of Standing Committee on Urban and Rural Development (2001) having been authorised by the Committee to submit the Report on their behalf, present the Twenty-third Report on Demands for Grants (2001-2002) of the Department of Urban Development.

2. Demands for Grants have been examined by the Committee under Rule 331E(1)(a) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Department of Urban Development (Ministry of Urban Development and Poverty Alleviation) on the 3rd April 2001.

4. The Report was considered and adopted by the Committee at their sitting held on the 16th April 2001.

5. The Committee wish to express their thanks to the Ministry of Urban Development for placing before them the requisite material in connection with the examination of the subject.

6. The Committee wish to express their thanks to the officers of the Ministry of Urban Development who appeared before the Committee and placed their considered views.

7. They would also like to place on record their sense of deep appreciation for the invaluable assistance rendered to them by the officials of the Lok Sabha Secretariat attached to the Committee.

New Delhi;
GEETE
19 April, 2001
29 Chaitra, 1923 (Saka)

ANANT GANGARAM

Chairman,
Standing Committee on
Urban and Rural Development

REPORT

CHAPTER I

INTRODUCTORY

The erstwhile Ministry of Urban Development and Ministry of Urban Employment and Poverty Alleviation were merged and renamed as Ministry of Urban Development and Poverty Alleviation w.e.f. 27.5.2000. The Ministry was bifurcated into two Departments namely, (i) Department of Urban Development and (ii) Department of Urban Employment and Poverty Alleviation.

1.2 The Department of Urban Development deals with promotion of Urban Development, including Urban Water Supply and Sanitation, Planning and coordination of Urban Transport System, Local Self Government, Planning and Development of National Capital Region, designing and construction of Central Government Residential Accommodation and Non-residential (office) buildings and connected works through Central Public Works Department, Directorate of Estates, Directorate of Printing, Controller of Stationery, Controller of Publications etc.

1.3 The overall Demands for Grants of the Ministry for 2001-2002 are Rs. 2216.95 crore both for Plan and Non-Plan.

1.4 The detailed Demands for Grants 2001-2002 of the Ministry were laid in Parliament on 20th March, 2001.

1.5 In the present Report, the Committee have restricted their examination to only major issues concerning programmes relating to (i) Urban Development - IDSMT, Mega City Scheme, Contribution to NCR Planning Board, Urban Mapping Scheme; (ii) Water Supply and Sanitation - AUWSP and Low Cost Sanitation; (iii) Public Works - General Pool Residential and non-residential (office) Accommodation; (iv) Directorate of Printing; (v) Subordinate/attached offices like Directorate of Estates, Land and Development Office (L&DO); and (vi) Statutory and autonomous bodies like National Capital Region Planning Board (NCRPB), Delhi Development Authority (DDA) in the context of overall budgetary allocation in Demands for Grants for the year 2001-2002.

CHAPTER II

OVERALL ASSESSMENT OF THE DEMANDS FOR GRANTS OF THE DEPARTMENT OF URBAN DEVELOPMENT

Demand numbers 80, 81 and 82.

(a) Total expenditure during 2000-2001

The data regarding BE and RE during 1999-2000 and 2000-2001 under plan and non-plan heads may be seen at *Appendix-I*. The 9th plan allocation and actual expenditure made during the first four years of 9th Plan is at *Appendix-II*.

2.2 As per the written replies furnished by the Government, BE 2000-2001 was Rs.2189.93 crore and RE 2000-2001 was Rs.1973.62 crore, resulting in a net reduction of Rs.216.31 crore (i.e. a reduction of 9.88%).

2.3 When asked about the reasons for cut of Rs.216.31 crore at RE stage during 2000-2001, the Ministry in their reply have stated that on the plan side, the provision of Rs.80.05 crore made at the BE stage towards 10% of the plan allocation required to be earmarked for the benefit of North Eastern Region has not been allowed in the RE. There are other major areas of reduction at RE also. On the non-plan side, instructions were issued by the Ministry of Finance that there should be across the board 10% reduction in expenditure in non-plan non-salary expenditure during 2000-2001.

2.4 When asked about the expenditure at the end of the first six months of 2000-2001, the Department has submitted as follows:

Demand-wise expenditure upto September, 2000 (on Gross basis)

Demand No.	(Rs. in crore)		
	Expenditure upto 9/2000		
	Plan	Non-Plan	Total
Demand No. 84/80-Urban Development	201.41	166.79	368.20
Demand No. 85/81-Public Works	34.48	334.40	368.88
Demand No.86/82-Stationery & Printing	---	83.48	83.48
TOTAL	235.89	584.67	820.56

2.5 Thus, the actual expenditure in the first six months of 2000-2001 is only 37.47 percent of BE. The BE 2001-2002 of the Department is Rs.2216.95 crore which has been increased by Rs.243.33 crore (i.e. 12.33 percent) over RE 2000-2001. When asked as to how the Department plan to utilise the additional Rs.243.33 crore (over RE 2000-2001) during 2001-2002, the Department has replied that every effort will be made to utilise the entire allocation during 2001-2002.

2.6 The Committee note from the trend of expenditure during the first six months of the financial year 2000-2001, that the Department itself is responsible for the huge cut being imposed by the Ministry of Finance in the allocation made for the Department of Urban Development. The Committee, therefore, strongly recommend that the Government should gear up the implementing agencies under the respective schemes/programmes of the Department to ensure cent percent utilisation of resources and to get higher allocation from the ministry of Finance.

(b) Urbanisation Scenario in the Country

2.7 During the course of oral evidence, the Secretary of the Department stated as below:

“In 1971 the urban population was 20 percent, 1982, 23 percent; 1992, 26 percent and today it is estimated at 33 percent. So, that means, every third Indian is an urban citizen....The studies have indicated that the contribution of urban population to the national income is now of the order of 60 percent.”

2.8 As per the written reply furnished by the Government, the 9th Plan Working Group Report has mentioned that a total of Rs.51284.2 crore were needed for the urban development sector. The outlay provided by the Planning Commission was only Rs.18624 crore (i.e. Central Plan outlay of Rs.864 crore and State Plan outlay of Rs.17760 crore). Thus the total shortfall is of Rs.32660.20 crore.

2.9 the Committee note that the Planning Commission has provided nearly 1/3rd of the required outlay in the urban sector as recommended by the 9th Plan Working Group Report, as against 60 percent contribution to the national income by the urban population. In view of the increase in the urban population in the country the Committee feel that more emphasis is required to be given to the urban development. The Committee, therefore, strongly recommend that the outlay of the Department for the development of urban sector in the coming 10th Five Year Plan, should be enhanced adequately.

(c) Unspent/opening balance

2.10 The unspent balances of the Department during 1999-2000 were as follows:

	Revenue voted	(Rs. in crore)
1.	Urban Development	26.00
2.	Public Works	81.96
3.	Stationery and Printing work	33.02
	Capital voted	
4.	Urban Development	51.88
5.	Public works	60.09
	Total	252.95

[C&AG's Report No. 1 of 2000 (civil para 12.3, pp-184-8)]

2.11 The major amount not surrendered under the grants pertained to (i) Revenue voted: Urban Development (Rs.23.92 crore), Public Works (Rs.43.62 crore), Stationery and Printing (Rs.15.12 crore) (ii) Capital voted: Public Works (Rs.22.68 crore). As per the written information furnished by the Government, BE 1999-2000 was Rs.2017.52 crore and RE 1999-2000 was Rs.1851.78 crore. Thus cut imposed at RE stage was Rs.165.74 crore only. The expenditure not incurred during 1999-2000 (i.e. RE minus actual expenditure of Rs.1831.71 crore) was Rs.20.07 crore.

When asked about the reasons for huge unspent balance mentioned above, the Department in its reply has stated that the said saving is primarily due to the reduction in

BE allocation at RE stage or expenditure not incurred against the budget provision for various reasons.

2.12 The Committee are not satisfied with the reasons advanced by the Government for the unspent balance. They also note that as per the reply furnished by the Government, the underspending amounted to Rs.20 crore whereas as per the C&AG Report, this unspent amount was Rs.252.95 crore.

The Committee are unhappy to note the difference between the figure of unspent amount submitted by the Government and as mentioned by C&AG report. In view of this, the Committee would like to be informed of the reasons for:

- (i) The difference between the figures of unspent balances as reported by C&AG and that as reported by the Ministry;**
- (ii) The steps taken by the Government to contain and utilise the huge unspent balances.**

(d) Allocation and expenditure of funds for North Eastern States and Sikkim

2.13 The total plan allocation (Gross Budget Support or GBS) for the Department of Urban Development during 2000-01 and 2001-02 was Rs.800.5 crore and Rs.825 crore respectively. 10 percent of the Plan allocation (GBS) is required to be earmarked as the special outlay for North Eastern region and Sikkim. Accordingly, in the BE 2000-2001 an amount of Rs.80.05 crore as non-lapsable fund has been earmarked for North Eastern States and Sikkim. As per the written replies, no expenditure has been made out of this fund during 2000-2001 (upto February, 2001). Again, during BE 2001-2002, Rs.82.50 crore has been earmarked for the North Eastern States and Sikkim.

2.14 When asked about the reasons for nil expenditure, the Department has replied that many of the schemes, namely, NCR Planning Board, Mega City, Equity Contribution of PSUs are area specific and do not cover the North Eastern region and Sikkim. In the case of other schemes, releases for the North Eastern region are made out of the scheme wise allocation of different schemes made after setting apart 10 percent of the allocation earmarked for North Eastern region. Therefore, no expenditure was incurred against the provision earmarked exclusively for North Eastern Region. This amount of Rs.80.05 crore is to be surrendered to the Ministry of Finance for transfer to the non-lapsable pool.

2.15 When asked as to whether any action plan has been made by the Government to ensure cent percent utilisation of outlay exclusively earmarked for these States, the Government replied that no such proposal has been received from the concerned States for approval under any the these schemes.

2.16 When asked as to how the Department propose to utilise the outlay of Rs.82.50 crore during 2001-2002 given the nil expenditure in the previous year, the Government have replied that the unspent balance is to be transferred to the non-lapsable Central pool of resources for the North-Eastern Region.

2.17 On the matter of transfer of funds to the non-lapsable central pool from the Budget estimate stage, the Secretary of the Department during the course of oral evidence stated as below:

“We process it through the Planning Commission. The Planning Commission approves it and then recommends it to the Finance Ministry and the Finance Ministry releases the amount from the non-lapsable fund.”

Clarifying further, the representative of the Ministry stated as under:

“Earlier, the funds from the non-lapsable pool were spent after the schemes were approved by the Committee headed by the Home Ministry. From the last year, this fund is surrendered to the non-lapsable pool fund which is maintained by the Ministry of Finance. Whenever any scheme comes up, both the Ministries approve and ask us to release the money for that particular scheme. For the current year, there is only one scheme for Mizoram, for water supply; the money will be released probably in the first week of April. Only last week we got the information and an amount of Rs.4.59 crore has to be released for this particular scheme. This fund will not lapse and it will get accumulated; it will be continued to be spent for the scheme.”

2.18 The Committee note with concern that out of special outlay of Rs.80.05 crore, earmarked for North Eastern States during 2000-2001, not even a single rupee has been spent. The other fact furnished by the Government and as stated by the Secretary during the course of oral evidence is that instead of taking the specific steps to ensure 100 percent utilisation of resources for the development of North Eastern States and Sikkim, the Government have tried to justify the nil utilisation of outlay by stating that the unspent outlay would go to non lapsable pool of resources and would be used only by North Eastern States and Sikkim. The Committee are not convinced by the arguments put forth by the Government in this regard and urge that serious attention should be paid to ensure that the outlay earmarked for the purpose is meaningfully utilised. The Government should also ensure cent percent utilisation of outlay meant for North Eastern region and the State Governments should be requested to furnish the Annual Action Plan in this regard, well in advance of the financial year.

It is disheartening to note that the amount earmarked for North Eastern States was not utilised. The Ministry has not been able to furnish any convincing reasons for that. The Committee are of the view that when an amount is earmarked, the same should be spent; if the same is not spent the Government should make in depth analysis about the reasons for not spending the amount and to motivate the States to carry out the development programmes for which amount has been sanctioned. The Government has not yet gone into any action plan for cent percent utilisation of the funds on the plea that no such proposal has been received from the North Eastern States. The Committee are of the view that the Government should not wait for receipt of proposals from the States concerned when it is observed year after year that the amount earmarked remains unutilised and instead hold regular parleys with North Eastern States and Sikkim to convince them about the advantages of the schemes for which the amount has been sanctioned. The Committee are also of the view that amount should not be earmarked to North Eastern States in bulk, but it should be State-wise, so that each State knows the quantum of money set aside for them.

(e) Implementation of Central Sector Programmes/Schemes in the areas affected by natural calamities

2.19 As per the written information submitted to the Committee, Central funds are being released based on the receipt of the utilisation certificates for funds already released to the State Government as per the directions given by the Ministry of Finance in pursuance to the Hon'ble High Court of Delhi's order in Writ Petition CWP No.6413/2000. Similarly, the Ministry of Urban Development and Poverty Alleviation monitors the physical and financial progress of implementation of each scheme on quarterly basis.

In the recent past two of the cities namely Gujarat and Orissa were affected by the severe earthquake and super-cyclone respectively.

2.20 When asked as to how the Ministry obtain the quarterly physical and financial progress reports from the areas affected by severe natural calamities, the Government replied that, this Ministry is in regular contact with the Ministry of Agriculture, which is the nodal Ministry for dealing with natural calamities and obtain reports from the areas affected by severe natural calamities.

Under Integrated Development of Small and Medium Towns (IDSMT) scheme, Nodal Agencies furnish physical and financial progress reports to the Central Government.

2.21 Asked further as to whether any special allocation under different Central Sector Schemes like IDSMT, Accelerated Urban Water Supply Programme (AUWSP), etc. is being made for the earthquake affected districts in Gujarat during 2001-02, the Government replied that no provision has been made in this regard. No special allocation under AUWSP is being made for earthquake affected districts in Gujarat during 2001-02. The allocation to Gujarat under IDSMT scheme was Rs.3.15 crore (revised during the year 2000-2001). As against this, an amount of Rs.5.91 crore has been released upto 23.3.2001. Earthquake affected towns namely, Anjar, Gandhidham, Dhrangdhra towns have been released central assistance amounting to Rs.126.00 lakh during current year.

2.22 While going through the information furnished by the Government the Committee find that the Government have not considered special outlay for the earthquake affected towns in Gujarat and cyclone affected towns of Orissa under different Centrally Sponsored Programmes like IDSMT and AUWSP etc. Since the infrastructure in some of the towns in Orissa and in Gujarat like Anjar, Gandhidham etc. has been totally shattered, it is strongly recommended that the Government should provide sufficient outlay under IDSMT and AUWSP etc. to these States so as to restore the infrastructure as well as to provide drinking water. The Committee urge that in view of the peculiar situation being faced by these areas, the Government should consider to release the outlay without waiting for the Utilisation Certificates. The guidelines of the respective Schemes be modified accordingly if necessary.

(f) Building Bye-Laws for earthquake resistant home

2.23 As per the written reply, the guidelines for construction of safer houses to effectively deal with the earthquake management were communicated to all the State Governments/UTs in May 1998 which *inter-alia* cover recommendations for modification to be carried out in physical planning process, development control norms, town and country planning acts, building bye-laws and regulations of local bodies.

2.24 The amendments or addition in building bye-laws being a State subject it is within the jurisdiction of States/UTs to take appropriate action. However, safety aspects of buildings in Delhi is governed by the building bye-laws which take care of the structural safety of the buildings constructed/proposed to be constructed. These building bye-laws are regulated and implemented through various agencies like the DDA, MCD and NDMC. The Central Public Works Department have informed that all buildings designed and constructed by it in Delhi have been designed and constructed as per relevant Indian Standards codal provisions applicable to Delhi to make them earthquake resistant. The DDA has stated that no visual disturbance has been noticed in multistoreyed buildings constructed by DDA. To give a greater thrust for making buildings earthquake resistant and structurally more sound, the Ministry has published a notification on 21.03.2001 amending certain provisions of building bye-laws which would enable structural safety of the buildings. This modification as is evident makes it

mandatory that the structural design of foundation, masonry, timber, plain concrete, reinforced concrete, pre-stressed concrete and structural steel would be carried out taking into consideration the Indian Standards for earthquake protection of building and that the certificate of doing so would be signed by the owner, the architect and the structural engineer.

2.25 It was further informed that quake prone areas in the country have been identified and areas are covered in the National Building Code.

2.26 The Committee were also informed that increasing frequency of different natural hazards adversely affects nearly 1 percent of the total housing stock every year. Almost 54 percent of the country is vulnerable to damage due to earthquakes (both moderate and severe). 8.4 percent of the area is liable to damage due to cyclonic winds and storm surges and nearly 5 percent is prone to floods. Thus 67.4 percent of the total geographical area of the country is vulnerable to earthquake, cyclone and flood.

2.27 The Committee note that 67.4% of the total geographical area of the country is vulnerable to various natural calamities like earthquake, cyclone etc. It is also a matter of concern that nearly one percent of the housing stock is affected by such natural hazards every year. The Committee feel that serious consideration needs to be given to ensure construction of seismic proof houses in the earthquake prone areas in the country. While noting that certain provisions of building bye-laws governing the safety aspects of buildings in Delhi have been amended by the Government, the Committee find that besides making legal changes, the enforcement of the law is another area for concern. The Committee, therefore, urge that the Government should find out ways to ensure that the existing laws are scrupulously observed. The Committee also recommend that the Government should consider of making an independent survey to find out the safety of the existing Government as well as private buildings in the country particularly in those areas which are earthquake prone and find out ways to retrofit those buildings which are not safe.

2.28 The Committee while noting that the safety aspects of building is the State subject, feel that certain model guidelines be issued by the Central Government with instructions to the State Governments to make the requisite changes in their building bye-laws and also to look after the enforcement of the relevant laws.

(g) Urban Land Use Policy

2.29 When asked whether the Government have ever thought of having any land use policy for the urban area, the Government in their reply have stated that, a Committee was set up by the Ministry of Health, in the year 1965 for deliberating upon Urban Land Policy with the following objectives;

- Achieve an optimum social use of urban land;
- Make land available in adequate quantity at the right time and for reasonable prices to both the public authorities and individuals;
- Encourage cooperative community effort and bonafide individual builders in the field of land development, housing and construction; and
- Prevent concentration of land ownership in a few private hands and safe guard specially the interest of the poor and under-privileged section of urban society.

The said Committee has submitted its Report to the Government .

As per the written information, the Master Plan of Delhi 2001 is being redrafted for 2021.

2.30 The Committee are concerned to note that more than three and a half decades have passed since a serious effort was made by the Ministry of Health for formulating the Urban Land Policy for which a Committee was setup and the report of which was also submitted to the Government. After that, no thought has been given by the Government in this regard. The Committee find that the existing master plans in the respective cities do not reflect the factual position as it exists today for economically weaker sections specially slums as could be seen in the big cities like Delhi and Mumbai. The Committee feel that to solve this problem, there is an urgent need to formulate an Urban Land Use Policy.

The Committee feel that unless the master plans reflect the needs and reality of the cities as it exists today, the majority of the slums in the city will automatically become illegal. Therefore, Land-use maps and Development plans of every city must include the following :-

- (a) Plans must be redrawn incorporating all existing realities. Land occupied under slums must be clearly recorded.**
- (b) The land-use plan must reserve land of EWS housing in proportion to the population of the poor. Mere reservation of land for housing as is generally the trend is unacceptable. The land is then grabbed for housing of upper classes to a greater proportion.**
- (c) Land for transit housing – Land use plan must earmark adequate land for transit housing. Transit housing is required for several purposes and is a continuous need for any city. Even slum redevelopment projects often required this facility.**
- (d) Land bank – Every city must create a land bank in order to make land available for the city's priority projects, including slum rehabilitation. Sites of important reservations that are occupied by slums have to be cleared for larger interest of the city.**

(h) Evaluation of Programmes/Schemes

2.31 The financial year 2001-2002 is the last year of the 9th Five Year Plan. When asked about the post-project evaluation of the works completed, the Government have stated in the written note that so far as the Mega City Scheme is concerned, no post project evaluation has been undertaken at the level of the Ministry. Such post project evaluation is the responsibility of the State Governments. The information regarding cost and time over run of the projects under the scheme is not available with the Ministry.

2.32 A Central team comprising of officials of MOUD, Planning Commission and TCPO visited a few States to evaluate the IDSMT Scheme. While during 1997-98, the Ministry has sanctioned 3 research studies to non-Governmental organisations to undertake evaluation of the IDSMT Scheme in Sikkim, Meghalaya, Madhya Pradesh, Karnataka and U.P..

2.33 When asked about the position of concurrent evaluation, the Government have stated that the review of the urban mapping scheme was done by the then Special Secretary of Ministry of Urban Development after the close of 8th Five Year Plan i.e. on 30.7.1998. As the line maps of 13 towns of 2nd Phase (9th Five Year Plan) are yet to be received from the National Remote Sensing Agency (NRSA), the review will be held after the receipt of line maps from NRSA by the close of 9th Five Year Plan.

2.34 As per the Performance Budget 2001-2002 and the Annual Report 2000-2001 of the Ministry, the year of commencement of the following Central Sector Schemes are as below:

Name of the Scheme	Operating since the year
IDSMT	1979-80
Mega City Scheme	1993-94
Urban Mapping Scheme	1992-93
AUWSP	1993-94
Low Cost Sanitation for Liberation of Scavengers Scheme	1980-81

2.35 While noting that there are schemes like IDSMT and low cost sanitation for liberation of scavengers which are in operation since 1979-80 and 1980-81 respectively, and the urban mapping scheme and AUWSP are also being implemented since 1992-93 and 1993-94, the Government have not yet thought of properly evaluating the performance of these schemes. No concurrent evaluation has been conducted so far by the Government even for a single scheme. The Committee would, therefore, like that the Government should seriously consider of evaluating the schemes properly. The Government should also consider of having an in built mechanism under respective schemes of the Department for evaluation of their implementation by some independent evaluators after a specified period of time.

(i) Corruption in different Units/Organisations

2.36 When asked about the cases of corruption in some of the divisions/units of the Department, the following information was provided:

Cases of corruption detected in C.P.W.D.

Year	No. of cases detected	Charge Sheet issued		Penalties imposed	
		Major penalty	Minor penalty	Major penalty	Minor penalty
(1)	(2)	(3)	(4)	(5)	(6)
1998-99	109	29	11	11	7
1999-2000	81	44	16	23	6
2000-2001	80	48	25	33	14

Cases of corruption detected in Land and Development Office (L&DO)

(1)	(2)	(3)	(4)	(5)	(6)
1998-99	2	2	-	2	-
1999-2000	6	6	-	6	-
2000-2001	2	2	-	2	-

2.37 In addition to the above, for a number of cases minor penalty proceedings have been initiated and penalty imposed on staff for tampering of records, delay in disposal of applications, harassment to the public, lack of devotion to duty etc. during this period.

Cases of corruption in Delhi Development Authority (DDA)

2.38 As per the Annual Administrative Report 1999-2000 of Delhi Development Authority, during the year, departmental proceedings were initiated against 107 officials. Further, disciplinary proceedings were conducted in 135 cases, stoppage of increment in 70 cases, recovery of pay in 3 cases, cut in pension in 9 cases and censure in 12 cases were imposed. In addition, CBI/Delhi Police (Crime Branch/Anti Corruption Branch) have registered cases against 33 officials during this period as per the following details:

Year	No. of officials against whom cases registered
-------------	-------------------------------------------------------

1998-99	04
1999-2000	11
2000-2001	18

2.39 The Committee note with concern the large number of cases of corruption which have been detected in CPWD, Land and Development Office and DDA during the last three years. The data appears to be a tip of the iceberg. The Committee, therefore, urge the Government to take immediate necessary steps to bring transparency in the working of these organisations. To achieve this objective the entire activities of these organisations should be computerised expeditiously. Various preventive, detective and punitive strategies should also be adopted to mitigate corruption in these offices.

CHAPTER III

Demand-wise analysis of Demands for Grants 2001-2002

The Demands for Grants 2001-2002 of the Department have been presented to Parliament under the following Demand numbers:

Demand No.80	-	Urban Development
Demand No.81	-	Public Works
Demand No.82	-	Stationery and Printing

(a) Demand No.80 (Urban Development)

3.2 As per the written information furnished to the Committee, the following observations about the Demand No. 80 are being made:

- (i) In the revenue section, for the major Head 2052 (Secretariat: General Services), the BE 2001-2002 is Rs.15.83 crore where as the BE 2000-2001 was Rs.14.7 crore (rate of growth 7.69 percent). The actual expenditure during 2000-2001 (upto 28.2.2001) was Rs.12.48 crore;
- (ii) In revenue section for the major head 2215 (water supply and sanitation) the BE 2001-2002 has been increased by 11.92 percent (BE 2000-2001 was Rs.126.70 crore and BE 2001-2002 is Rs.141.8 crore); and
- (iii) The overall allocation (both revenue and capital as well as plan and non-plan) of BE 2001-2002 has been increased by 0.21 percent over BE 2000-2001 (the BE 2000-2001 was Rs.1153.07 crore and the BE 2001-2002 is Rs.115.07 crore). However, the actual expenditure (upto 28.2.2001) was Rs.824.59 crore i.e. only 71.38 percent of BE 2000-2001. The actual expenditure during 1999-2000 was only Rs.945.34 crore.

3.3 While noting that the outlay under Demand no. 80 relating to one of the most priority sector i.e. water supply and sanitation has been increased during 2001-2002 by nearly 12 per cent as compared to the outlay during the previous year, the Committee keeping in view the gravity of the problem which needs to be addressed on priority basis feel that Rs.141.8 crore as allocated during 2001-2002 is still inadequate. The Committee, therefore, recommend that the Government should therefore, provide adequate outlay for water supply and sanitation for the urban area.

(b) Demand Number 81 (Public Works)

3.4 As per the detailed Demands for Grants for 2001-2002 of the Ministry, the following observations about Public Works (Revenue + Capital) are being made:

Plan + Non-Plan Heads	(Rs. in crore)
Actuals 1998-99	704.22
BE 2000-2001	859.85
RE 2000-2001	817.45
Expenditure 2000-2001 (up to February, 2001)	518.97 (Revenue Section)
Expenditure as % of BE 2000-2001	60.36%
BE 2001-2002	871.35

3.5 As per the written information furnished to the Committee the following observations about the Revenue section are made:

- (i) For the CPWD Establishment, Maintenance and Repairs (i.e. the Revenue Section) the BE 2001-2002 has been increased to Rs.645.60 crore (i.e. an increase of 7.3 percent) from Rs.601.65 crore during BE 2000-2001.
- (ii) During BE 2000-2001, the CPWD Establishment, maintenance and repairs was increased by 6.78% over BE 1999-2000.

The BE and actuals for CPWD establishment, maintenance and repairs is as below:

	1998-99		1999-2000		2000-2001		(Rs. in crore)
	BE	Actuals	BE	Actuals	BE	Actuals	2001-2002 BE
Maintenance and Repairs	NA	325.26	NA	278.96	416.00	297.74	NA
Establishment	NA	213.01	NA	216.00	230.00	221.23	NA
Total:	619.00	538.27	563.45	494.96	646.00	518.97	645.60

3.6 When asked whether the Ministry think that the existing system of inviting tenders is working well and ensures the quality of works to be undertaken, the Government have replied that the existing system is generally working satisfactorily. However, the Ministry had appointed a Task Force to examine the system and suggest modifications. The report of the Task Force is being examined and appropriate action will be taken in due course.

3.7 The Committee note the non-satisfactory utilisation of funds under Demand No.81 which is reported to be 60.36 percent of the budget allocation during 2000-2001. While noting the increase in the actual expenditure of CPWD Establishment, maintenance and repairs in the last three years they desire that CPWD should try to minimise the increase of expenditure on its establishment.

3.8 The Committee further note that the Government has appointed a task force to examine the system of inviting tenders. They hope that the recommendations of the said task force will be given due weightage and be implemented soon. The Committee would like to be apprised accordingly.

(e) Directorate of Estates

3.9 As per Performance Budget 2001-2002, the Directorate of Estates has 89263 dwelling units of different type of accommodation as on 31.12.2000. However, the number of dwelling units have fluctuated since 1997-98 which is as under:

Year	No. of Dwelling Units
1997-98	88503
1998-99	88084
1999-2000	88457

3.10 When asked about the reasons for reduction of dwelling units under Directorate of Estates between 1997-98 and 1998-99, the Government have replied that a detailed exercise has now been initiated to reconcile these figures. As per the written replies, in addition to the General Pool residential accommodation there are other General Pool residential accommodation like Lok Sabha Pool, P&T, Home Affairs, Communication, etc. from which Directorate of Estates receives the license fee.

3.11 As per the Performance Budget 2001-2002 there is considerable shortage of residential accommodation.

3.12 When the Committee desired to know the waiting list position of applicants who are wait listed as on 1st January, 2001, the Government have replied that, the applications

for allotment of General Pool Residential Accommodation being administered by Directorate of Estates are invited from the eligible Government employees on restricted basis. The number of persons in the waiting list type-wise as on 1.1.2001 are as follows:

Type	No. of Persons in the waiting list
Type-A	4950
Type-B	15182
Type-C	10420
Type-D	3509
Type-IV Spl.	560
Type-E	1254
Type-S	1338
Hostel	1503
Total	38316

3.13 When asked further whether the Government have ever tried to obtain the wait list position of eligible Government employees of other pool accommodation, the Government have replied that the Directorate of Estates has not obtained the wait list position of eligible Government employees in respect of other departmental pool accommodation maintained by various Ministries/Departments.

3.14 The Committee note with concern that Directorate of Estates have not maintained the data regarding demand and availability of dwelling units of pools other than the general pool. In view of this, they desire that the Department should collect the information regarding demand, availability and occupancy level from the general pool as well as the other pools and furnish the same to the Committee expeditiously. Besides, the Government should seriously think of providing accommodation to all the eligible employees including other pools within a fixed time frame which should not exceed ten years. To achieve this objective, an action plan should be framed and the Government should request the Planning Commission to provide the adequate outlay. Besides, the existing mechanism of working in the CPWD should be further geared up to ensure full utilisation of scarce resources.

3.15 When asked whether the Department ever conducted a survey to judge the satisfaction of residents of General Pool and other pool accommodations from which the Directorate of Estates gets the licence fee, the Government in their reply have stated that, efforts are always made to improve the satisfaction of the residents in occupation of General Pool residential accommodation. The Directorate of Estates alongwith CPWD regularly acts on the feedback to improve the conditions of maintenance and upkeep of the Government quarters. An Information and Facilitation Centre (IFC) is functioning in the Directorate of Estates, Nirman Bhavan, with effect from 14.7.1997 and provides information pertaining to waiting list position of applicants in the initial list, change list, licence fee payable in respect of residences allotted and other related issues. On an average 200 persons visit the IFC for obtaining various information. The allottees by and large are appreciative of the services being provided at the Centre. In addition, the Directorate of Estates follows a Grievance Redressal Procedure as laid down by the Government of India. Endeavors are made to examine their grievances and settle the same. The officers of the Directorate of Estates are available to the visitors for attending to their grievances. C.P.W.D. also has a network of Service Centres in all residential colonies where all day to day complaints regarding maintenance are attended to regularly.

3.16 The Committee note with concern that the Government have never thought of conducting a survey to judge the level of satisfaction of allottees of general pool as well as other pool accommodations from which the Directorate of Estates gets the licence fee. They feel that such a survey would definitely give an insight to the needs of the residents and can provide feedback to the Government to reorient their policy in this regard. The Committee, therefore, recommend that the Government should conduct a survey in this regard without any further delay and apprise the Committee accordingly.

(e) Demand No 82 (Stationery and Printing)

Directorate of Printing

3.17 The status of modernisation of all Government of India Presses (GIPs) in the country is as under:

Modernised Presses (Offset Technology)	Partially Modernised (Letter Press/Offset Technology)	Old Technology (Letter Press)
1. Govt. of India Press, Minto Road Photolitho Unit), New Delhi	1. Govt. of India Press (Letter Press Unit), Faridabad	1. Govt. of India Press (Pub. Unit), Santragachi
2. Govt. of India Text Book Press, Chandigarh	2. Govt. of India Press, Nilokheri	2. Govt. of India Press (From Unit), Santragachi
3. Govt. of India Text Book Press, Mysore	3. Govt. of India Press, Nashik	3. Govt. of India Press , Gangtok
4. Govt. of India Text Book Press, Bhubaneshwar	4. Govt. of India Press, Coimbatore	4. Govt. of India Press (Letter Pres Unit), Minto Road
5. Govt. of India Press (Photolitho Unit), Faridabad	5. Govt. of India Press, Rashtrapati Bhawan, New Delhi.	5. Govt. of India Press, Shimla
6. Govt. of India Patent Printing Press, Mumbai	6. Govt. of India Press, Aligarh	
7. Govt. of India Press, Wellington	7. Govt. of India Press, Temple Street, Calcutta	
8. Govt. of India Press, Koratty		
9. Govt. of India Press, Ring Road, Mayapuri		

3.18 Thus, out of 21 Government of India Presses, 9 Presses have so far been modernised , 7 presses have been partially modernised and the remaining 5 presses have been working with the old technology. The Cabinet note regarding restructuring/clubbing of GIPs is under preparation and the final decision is yet to be taken. For Demand No. 82, during 2000-2001, the RE (Revenue Section) was Rs.167.54 crore against which the expenditure (upto 2/2001) was Rs.123.78 crore. During the same year, the RE (in capital section for non-plan only) was Rs.1.2 crore against which the expenditure (upto 2/2001) was Rs.0.0065 crore only.

3.19 As per the written information furnished to the Committee, for the Demand No.82, the BE 2000-2001 was Rs.175.01 crore, RE was Rs.168.74 crore and the BE

2001-2002 has now been increased to Rs.188.10 crore (i.e. an increase of 7.48 percent over the BE 2000-2001).

3.20 The Directorate of Printing has utilised Rs.20.77 crore (upto February, 2001) against the BE 2000-2001 of Rs.33.17 crore. The total staff strength (on roll) of all GIPs as on 1.1.2001 is 8655 against the sanctioned strength of 12470.

3.21 The statement regarding capacity utilisation of all GIPs since 1998-99 is at *Appendix-III*. It can be seen therefrom that the capacity utilisation in 14 presses doing 2000-2001 (upto January, 2001) was less than 50 percent. The lowest capacity utilisation of 24.49 percent was recorded at Santragachi (PU) press.

3.22 When asked about the total value of the jobs entrusted for private printers by the Ministry of Urban Development and Poverty Alleviation, the Government have replied that the total value of the jobs entrusted to private printers are as under:

Year	No. of Jobs	Total value
1999-2000	24	Rs.510946
2000-2001	20	Rs.758622
Total	44	Rs.1269568

3.23 The Committee are deeply distressed to note that the issue of modernisation of Government of India Presses has been pending since long and the Government are yet to take any final decision in this regard. Besides, another noticeable fact is the under utilisation of capacity of fourteen Government of India Presses which is reported to be less than 50%. Further, inspite of having nine Government of India Presses fully modernised, the Government is depending upon to a large extent on private printers. There is under staffing to a large extent in all the Government of India Presses. In view of this scenario, performance of Government of India Presses is very dismal. The Committee have been recommending repeatedly to take a final decision in regard to modernisation of Government of India Presses. In spite of that, it seems that the Government have not taken any step to resolve the issue. In view of this, the Committee strongly recommend that the Government should take the decision to modernise the remaining Government of India Presses without further delay and provide the desired staff to ensure the working of these presses to their full capacity. The Committee also desire that decision in this regard should be taken within three months of the presentation of the Report. The Committee are also of the view that dependence on private printers should be minimised specially when unutilized capacity in Government of India Press is available.

CHAPTER IV

Scheme-wise analysis of Demands for Grants 2001-2002

The following are the Central Sector Programmes/Schemes of the Department:

(i) Integrated Development of Small and Medium Town (IDSMT) (ii) Mega City Scheme (iii) Urban Mapping Scheme (iv) Accelerated Urban Water Supply Programme (AUWSP) and (v) Low Cost Sanitation for Liberation of Scavengers (LCS). The analysis of demands for Grants for each of the programmes is as follows:

(a) Integrated Development of Small and Medium Towns (IDSMT) Scheme

4.2 The Integrated Development of Small and Medium Towns Scheme is in operation in the urban areas of all States and Union territories (for towns having a population upto 5 lakh) since 1979-80. The revised financing pattern of the IDSMT scheme since August, 1995 is as below:

(Rs. in lakh)

Category of Town and Population	Project Cost	Central Assistance (Grant)	State/UT Share	HUDCO/ Financial Institution Loan/ Other Sources
A.(Less than 20,000)	100	48	32	20 (20%)
B.(2000 to 5000)	200	90	60	50 (25%)
C.(5000 to 100000)	350	150	100	100 (29%)
D.(1 to 3 lakh)	550	210	140	200 (36%)
E.(3 to 5 lakh)	750	270	180	300 (40%)

4.3 The Ministry of Urban Development and Poverty Alleviation have the responsibility of broad policy formulation and monitoring of the Scheme. The monitoring is done at the Central level by the Town and Country Planning Organisation (TCPO), at the State level by the Town and Country Planning/Municipal Administration Department and by the District Collector at the District level.

4.4 During 2000-2001, the Budget allocation (BE) for IDSMT was Rs.60 crore and RE was Rs.52.00 crore out of which till 15.03.2001, Rs.31.30 crore were released to the States/UTs. However, upto 31.12.2000, the release was only Rs.10.93 crore (i.e. 21.02 % out of RE 2000-2001) for ongoing projects in 60 new towns. The BE 2001-2002 for IDSMT is Rs.70 crore (i.e. an increase of Rs10 crore over BE 2000-2001). As per the written information forwarded to the Committee, the total number of small and medium towns with population upto 5 lakh was 4565 out of which, till October, 2000, the IDSMT Scheme is in operation in 1005 towns only and 400 additional towns have been targetted to be covered under IDSMT.

4.5 It has also been mentioned that so far 158 new towns have been covered during the first four years of 9th Five Year Plan. As per the written reply, the Ministry of Urban Development and Poverty Alleviation in principle have taken a decision to assist ongoing towns on priority basis to complete the sanctioned schemes of 8th Plan. Only the left over funds after meeting requirements are released for covering new towns. This has resulted in coverage of only 158 (against the target of 400) new towns during the first three years of the 9th Plan.

4.6 As per the written reply, the State Governments were required to provide Rs.130.66 crore and the financial institutions were required to provide Rs.87 crore under IDSMT upto 15.3.2001 against which they have so far provided only Rs.94 crore and Rs.61.98 crore, respectively.

The data regarding Central share, State share and assistance from financial institutions and expenditure incurred under IDSMT during 2000-2001 is as below:

Year	Total CA Released	State share Released	Releases of Financial Institutions	Rs. in crore Expenditure reported
2000-2001	57.17	94.00*	61.98*	24.98

* Cumulative releases during 8th and 9th Plan. No separate figures for 2000-2001.

4.7 During the course of oral evidence, the Secretary of the Department stated as below:

“Infact, we have requested the Finance Department and they are kind enough to allocate additional Rs.5 crore. So it is not Rs.52 crore but Rs.57 crore. During the last week of March, during the last day of March we received the money and we have released that money also. All the money has been released as of today and we have obtained the utilisation certificate for the previous amounts released.”

4.8 The Committee note that as against the RE of Rs.52 crore, a sum of Rs.57 crore was actually allocated under IDSMT. The actual allocation was lesser than the amount sanctioned at BE stage i.e. Rs.60 crore. The Committee further observe that States are not releasing the requisite outlay as could be seen from the cumulative releases during 8th and 9th Plan. Out of the required outlay for Rs.130 crore, the State Governments have provided Rs.94 crore only. Similar is the situation with financial institutions. They have provided Rs.61.98 crore against the outlay required of Rs.94 crore. The Committee, therefore, urge that State Governments should be persuaded to release their share timely. Efforts should also be made to get the institutional finance from the agencies like HUDCO to make the programme really successful. The money under the programme should be released timely by Centre as well as the State Governments to ensure the proper implementation of the programme.

4.9 The Committee find that the Government have not maintained the year-wise data in respect of the State’s share and releases. They, therefore, urge the Government to evolve a mechanism whereby the data relating to the State’s share and releases by financial institutions is maintained on annual basis so as to monitor the progress in this regard.

4.10 The Committee find that physical progress of IDSMT is not satisfactory. The projects sanctioned during the 8th Plan have spilled over to 9th Plan and the future of the projects sanctioned during the 9th Plan is uncertain. The Committee come to the conclusion that the overall position of implementation of the programme needs a review and as recommended in their earlier report {please refer, para 4.12 of 10th Report, (13th Lok Sabha)} IDSMT should be reviewed expeditiously.

(b) Infrastructure Development in Mega Cities (Mega City Scheme)

4.11 The Mega City Scheme is in operation in 5 Mega Cities (Kolkata, Mumbai, Chennai, Hyderabad and Bangalore) since 1993-94. It is applicable to cities with population above 40 lakhs as per 1991 census. The financing pattern of the Scheme is as below:

Central Share (Grant)	25%
State Share (Grant)	25%
Institutional Finance/Capital Market (Loan)	50%

4.12 The projects to be included under the Scheme are of three categories : e.g. (a) Remunerative Projects; (b) User charge based Projects; (c) Basic Service Projects.

The Department of Urban Development has the responsibility of broad policy formulation and monitoring of the Scheme. At the State/Mega City level, State Level Project sanctioning Committees and representatives of HUDCO monitor the Mega City Scheme.

4.13 The BE 2000-2001 (i.e. Central share) of Rs.90.5 crore was reduced to Rs.85.50 crore at the RE stage. The BE 2001-2002 has now been increased to Rs.95.5 crore (i.e. Rs.10 crore over RE 2000-2001). Till 31.12.2000 out of 394 approved projects, 128 projects were completed (i.e. 32.49 percent) and 211 projects were under progress and 55 projects are yet to be started (i.e. 13.96 %). Till 31.12.2000, approved total project cost was Rs.3377.7 crore against which Rs.598.09 crore was released (Central share) and Rs.652.75 crore of State share was released. Institutional finance mobilised was to the tune of Rs.922.33 crore.

4.14 As per the written replies, State level nodal agencies would have to be enabled to have a revolving fund for infrastructure development by March, 2002.

When asked about the number of nodal agencies of the five Mega Cities which have so far started work for the establishment of such a fund, the Government replied that as per the Guidelines of the Mega City Scheme by the end of 9th Plan a minimum of 75 percent of the Central and State share is to go into a corpus of the Nodal Agency after accounting for interest on borrowed capital appraisal/processing/servicing and related cost. No nodal agency has been able to achieve this.

4.15 The Committee note that the outlay earmarked during 2000-2001 i.e. Rs.90.5 crore was reduced at RE stage to Rs.85.5 crore. It is, further, noted that the physical performance of Mega City Scheme is not satisfactory as only 32.49% of the approved projects have so far been completed. Besides as could be observed from the written note, none of the nodal agency could achieve the target for making a corpus of a minimum of 75% of Central and State share. The Committee, therefore, observe that the Department itself is responsible for the cut imposed by the Ministry of Finance at RE stage. They, therefore, urge the Government to gear up the implementing machinery and also strengthen the existing monitoring mechanism to ensure cent percent utilisation so as to get higher outlay from the Planning Commission in future.

Centrally sponsored scheme for cities between five lakh and 40 lakh population

4.16 As per the information given in Annual Report 2000-2001 of the Ministry, the Mega City Scheme is applicable to towns having a population of above 40 lakh and IDSMT is applicable to the towns having a population of upto 5 lakh. As such, there is no central sector scheme for towns having populations between 5 lakh and 40 lakh.

4.17 When asked as to whether the Government is considering any new central sector scheme for the towns having population between 5 lakh and 40 lakh, the Government have replied that there is no new central sector scheme under consideration of the Government at present.

As per the written information forwarded to the Committee, there were 9 cities having a population between 20 lakh to 40 lakh, as per the census of 1991.

4.18 The Committee note that there is no Centrally Sponsored Scheme for cities having population between 5 lakh and 40 lakh and as such, such cities are not being given any assistance to provide the infrastructure. The Committee, therefore, strongly recommend that while formulating the 10th Five Year Plan, the Government should seriously think over the status of infrastructure in such cities and launch a Centrally Sponsored Scheme to assist the State's efforts in this regard.

(c) Urban Mapping Scheme

4.19 The Urban Mapping Scheme is in operation since 1992-93. This is a 100 per cent funded Central Sector Scheme under which the funds are released to the Town and Country Planning Organisation (TCPO). National Remote Sensing Agency (NRSA) is the executing agency of the Project.

4.20 The BE 1999-2000 for the Scheme was Rs.3 crore out of which Rs.2.50 crore has been shown as expenditure so far by the Ministry. During 2000-2001, the BE was Rs.4 crore out of which only Rs.0.3 crore had been released so far by the Ministry. As per the Performance Budget 2000-2001, till now Rs.11.18 crore has been released for the Scheme out of which an expenditure of Rs.9.95 crore has been incurred. During the first phase (i.e. during the 8th Five Year Plan) mapping of 25 towns had been taken up and completed. During the 9th Five Year Plan, 28 more towns were approved to be covered by 2001-2002, out of which only mapping of 13 towns has been assigned to the National Remote Sensing Agency (NRSA). So far NRSA has completed aerial survey work for 10 towns only (i.e. physical achievement of 35.71% only).

4.21 The Committee note with concern that an unspent amount of Rs.1.23 crore is reported to be lying with the NRSA. They further note that the work of mapping of 35.71 percent of the targeted towns has so far been started. They would therefore like the Government to impress upon the executing agency i.e. NRSA to take up mapping of the remaining 15 towns in 2000-2001. They also recommend that mapping of all the towns in India should be taken up on a priority basis and the Government should demand suitable allocation scheme in the 10th Plan.

4.22 The Committee not that the head of account of the Urban Mapping Scheme is presented together with the research and training in Urban and regional planning, at present. The Committee desire that the Government should request the Ministry of Finance to separate the head of account of the scheme and that of the research and training in urban and regional planning.

4.23 When asked, whether it is a fact that so far, 3 additional towns have only been completed under the Urban Mapping Scheme during 2000-2001, the Government have replied that three additional towns namely, Guwahati, Asansol and Siliguri have been

recently cleared by the Ministry of Defence for aerial photography. For Asansol, aerial photography has been completed and for remaining two towns work is in progress.

4.24 As per the written reply, the Technical Advisory Committee (TAC) under the Chairmanship of Town and Country Planning Organisation (TCPO) periodically monitors/reviews the implementation of the Urban Mapping Scheme.

When asked about the meetings of the Technical Advisory Committee (TAC) the Government have replied that the last meeting of TAC was held on 7.6.1999.

Asked further as to the reasons for not holding any meeting of the TAC after 7.6.1999, the Government have replied that Line Maps of 13 towns covered under the 2nd Phase are yet to be received from NRSA and a review will be held after the receipt of Line Maps from NRSA by the close of the 9th Five Year Plan. A meeting of the Technical Advisory Committee will be held after the Line Maps for the 13 towns are received from the NRSA.

4.25 The Committee are deeply concerned to note the poor physical performance of the Urban Mapping Schemes during 2000-2001, in which the aerial photography of only 1 town i.e. Asansol has been completed. As no meeting of the TAC responsible for monitoring the scheme has been held after 7th August, 1999 it reflects that the Government have not given due importance to the scheme. The Committee would, therefore, like to recommend that the monitoring of the scheme should further be strengthened for better physical performance.

(iv) Accelerated Urban Water Supply Programme (AUWSP)

4.26 The Accelerated Urban Water Supply Programme was launched in 1993-94 for the towns/cities having a population of less than 20000 (as per 1991 census) in 25 States. The Scheme is funded on a 50:50 share basis between the Centre and the States. The Government aims to provide safe drinking water supply @70 lpcd where sewerage does not exist and 135 lpcd where sewerage exists through the programme. The projects under the AUWSP are scrutinised by the Central Public Health and Environmental Engineering Organisation (CPHEEO) and the funds are released to the State Governments. The Department of Urban Development monitors the financial and physical progress of AUWSP on quarterly basis.

4.27 The RE 2000-2001 of the AUWSP was Rs.64 crore which has been released to the States by 15.3.2001. The allocation for the programme for 2001-2002 has been increased to Rs.95 crore (i.e. an increase of 48.44 per cent over RE 2000-2001).

4.28 As per 1991 census, there were 2151 towns (of less than 20,000 population) and 23.4 million people were residing in these towns. As per 1996-97 cost estimates, Rs.3394 crore were needed to provide water supply in these towns where as till 15.3.2001, Central Government have released Rs.220.96 crore and State Governments have released Rs.172.82 crore (i.e. a total of Rs.393.78 crore). No specific physical target has been fixed for the programme but, so far, 575 schemes at an estimated cost of Rs. 636.18 crore have been approved. Till date, schemes in 145 towns (i.e. a coverage of 25.22 percent towns) are reported to have been completed/commissioned.

4.29 The Government have informed that, as per the information received from the State/UT Departments/Agencies in-charge of urban water supply and sanitation, it has been assessed that out of 262 million people living in urban areas about 233 million have got access to drinking water supply facilities. It constitutes about 89% of the estimated urban population as on 31.3.2000. However, this figure is tentative as a few more States namely Bihar, Gujarat, Himachal Pradesh, Maharashtra, Sikkim and West Bengal are yet to furnish the desired information. The coverage figures indicate only the accessibility and not the adequacy and equitable distribution of water as per the prescribed norms.

4.30 During the course of oral evidence the Secretary of the Department stated as under:

“Though the coverage is supposed to be 90 percent the availability of water is only four hours per day on an average whereas Pakistan is able to supply water as per their statistics, for 17 hours per day, Srilanka-22 hours per day, Indonesia –18 hours per day, Malaysia and China – 24 hours per day.”

4.31 As per Performance Budget 2001-2002, Arunachal Pradesh, Assam, Jammu & Kashmir, Kerala and Punjab have utilised less than 50% funds available for AUWSP.

When asked about the State Governments/UTs which provided the less allocation of funds under AUWSP during the last three years, the Government have replied that, as per information available, States of Assam, Bihar, Haryana, Jammu & Kashmir, Manipur, Punjab, Meghalaya, Tripura and West Bengal have released less than 50% of the State share in comparison to the Central share released to these States.

4.32 As per the written reply, Ministry of Urban Development at the Central level, Officers of Central Public Health & Environmental Engineering Organisation (CPHEEO) are responsible for monitoring of the scheme.

When asked further as to why the existing monitoring system has failed to expedite the process of implementation of AUWSP the Government have stated that although there is no separate monitoring cell in this Ministry for the purpose of monitoring various programmes including AUWSP, officers of the CPHEEO in this Ministry have been visiting States to monitor the implementation of AUWSP.

4.33 The Committee note that the Government claims to have provided 90% of the urban population with safe drinking water. They however have their own doubts regarding the authenticity of the said data keeping in view the ground reality in this regard. In view of this, the Committee would like that the Government should make a survey by some independent agency to find out the availability of water in urban areas because such data is important for future planning.

4.34 The Committee are concerned to note that data regarding availability of water per day in India as compared to other countries, as stated by the Secretary during the course of oral evidence whereby India is getting only 4 hours of water in a day and Malaysia and China provide water throughout the day and even Pakistan and Indonesia are providing supply 17 and 18 hours per day respectively. In view of this, the Committee feel that urgent steps need to be taken in this regard.

4.35 Further, the Committee find that stock of the water is limited and the water table is going low day by day. In view of the facts as quoted above, the Committee recommend that:

(i) **The Government should formulate a dual policy for supply of water according to which set norms should be fixed to provide treated water for cooking and drinking purposes only and for other daily necessities like bathing and washing etc. untreated water should be made available. The Government should formulate a policy in this regard and circulate to the State Governments for their guidance and implementation.**

(ii) **In view of the limited stock of water, the Government should give more stress to rain water harvesting to achieve the desired results. Certain amendments should be made in the building bye-laws according to which it should be compulsory for construction of a rain harvest structure on the top of the houses. Besides rain harvesting structure should also be constructed on all the Government buildings. The policy in this regard should be formulated expeditiously.**

- (iii) People should be made aware of the importance of preventing wastage of water. Necessary publicity by media and other programmes should be done in this regard.
- (iv) India has a vast coastline and profuse sea water. The scarcity of water can be resolved by purification of sea water for drinking purposes and other uses. The plea for not purifying the sea water is its exorbitant cost. The Committee, therefore, feel that Government should give serious thought to desalinisation projects and conduct in depth research to make the technology cheaper in consultation with Council for Scientific and Industrial Research (CSIR) particularly when the water level is going very low and the Government have to work out alternate ways of making available drinking water. Stress should also be given to launch projects where the waste-heat is available as it is cost effective as acknowledged by the Secretary during his evidence. The Committee also urge the Government to think of utilising wind energy for desalinisation project in coastal areas.

4.36 The Committee are concerned to find out that there is no monitoring cell in the Ministry for monitoring various Central Sector Programmes. They find that in the Ministry of Rural Development, there is an areas officers scheme, under which an officer of the Ministry is given a set area for monitoring. They visit the implementing sites and ensure proper implementation of the programme. The Committee urge that the Department of Urban Development should think of having a separate monitoring and evaluation cell as well as a mechanism in line with the area officers scheme.

(e) Low Cost Sanitation Scheme for liberation of Scavengers(LCS)

4.37 Initially started during 1980-81, the Low Cost Sanitation Scheme was administered in the beginning under Ministry of Home Affairs and later on by the Ministry of Social Justice and Empowerment. From 1989-90 the Scheme is being implemented by the Ministry of Urban Development, through Housing and Urban Development Corporation (HUDCO). The HUDCO extends loan (recoverable over a period of 7 years) at an interest rate of 10% per annum, and receives a mix of subsidy from the Central Government as per the following financing pattern:-

Category	Subsidy	Loan	Beneficiary Contribution
EWS	45%	50%	5%
LIG	25%	60%	15%
MIG/LIG	Nil	75%	25%

The Scheme is being implemented with the following objectives:-

- Conversion of dry latrines into water borne low cost sanitary units;
- Construction of new units/on whole town approach where no facilities exist;
- Liberation and Rehabilitation of Scavengers;
- Focus on towns below 5 lakh population as per 1991 census there were 3643 such towns in the country.

The Financial performance of the Scheme is as below:

(Rs. in crore)

Year	Budget Estimate	Revised Estimate	Actual Expenditure (released to HUDCO)
1997-98	27.80	26.80	26.80

1998-99	27.80	23.80	23.80
1999-2000	34.65	27.35	27.35
2000-2001	29.80	29.80	Nil (as on 5.2.01)
2001-2002	60.00	--	--

4.38 The Committee note that outlay for LCS during 2001-2002 has almost been doubled as compared to the previous year. However, they are concerned to note that during 2000-2001 not a single rupee has been released to HUDCO under the programme. They take this seriously and would like to know the reasons for the same.

It is really shameful that even after five decades of independence, the system of dry latrines and manual scavenging is still prevalent in India. Almost 20 years have passed since a serious effort was made to liberate the scavengers by a Centrally Sponsored Scheme i.e. Low Cost Sanitation Scheme but the objectives of liberating manual scavenging have not been achieved fully. The Committee would like that the Government should pay serious attention to implement the programme properly.

4.39 The Committee note that the Ministry of Urban Development and Poverty Alleviation is responsible for the implementation of the Employment of Manual Scavengers and Construction of Dry Latrines (prohibition) Act, 1993. In this regard, the Committee would like to be apprised of the details regarding the violation of the said Act and the action thereon, State-wise in the last three years.

(f) Sanitation in urban areas

4.40 The Government have informed that, as per information provided by the State Governments, out of a total urban population of 262 million, only 60% of this population have access to sewerage and sanitation facilities as on 31.3.2000.

4.41 When asked about the plan of the Department to help the State/UT Governments in providing basic sanitation facilities to the total population living in urban areas and has the Government ever considered to introduce a new centrally sponsored scheme for the above mentioned purpose, the Government in the written reply have stated that the Ministry of Urban Development and Poverty Alleviation are implementing Centrally Sponsored Scheme of Urban Low Cost Sanitation Scheme for Liberation of Scavengers (ULCS) since 1989-90. The scheme envisages conversion of dry latrines into low cost twin pit sanitary latrines and liberation of scavengers through total elimination of manual scavenging.

There is at present no such centrally sponsored scheme for sanitation and sewerage.

4.42 As regards the position of overall sanitation of the country although the Government claims that 60 per cent of the urban population have access to sewerage and sanitation facility, the Committee have their own doubts about the authenticity of data in view of the position at field level. The Government should seriously think over this issue and consider to launch a centrally sponsored scheme to assist the State Governments to provide sewerage and sanitation in urban areas.

(g) Autonomous/ statutory Bodies

(i) National Capital Region Planning Board (NCRPB)

4.43 The National Capital Region Planning Board was constituted under the National Capital Region Planning Board Act, 1985 (Act No. 2 of 1985) enacted by the Parliament with the concurrence of the Legislatures of the States of Haryana, Uttar Pradesh for:-

- (i) preparing a plan for the development of the National Capital Region;
- (ii) coordinating and monitoring the implementation of such plan; and
- (iii) evolving harmonised policies for the control of land-uses and development of infrastructure in the National Capital Region so as to avoid any haphazard development thereof.

4.44 During the course of evidence tendered before the Committee the Secretary, NCRPB stated as under:

“The Delhi Development Authority came up in 1962 and it was supposed to invest in DMA towns. This did not happen. So the National Capital Planning Board (NCRPB) came up in 1985.”

The total area (existing and proposed) under NCR is as below:

Sub-region	Existing Area	Proposed Additional Area	(Sq. Kms.) Proposed Total Area
NCT-Delhi	1,483	-	1,483
Haryana Sub-region	13,413	12,312	25,725
Rajasthan Sub-region	4,493	15,007	19,500
Uttar Pradesh Sub-Region	10,853	11,082	21,935
NCR	30,242	38,401	68,643

4.45 The 11 priority towns under NCR are Panipat, Rohtak, Palwal, Rewari, Dharuhera (in Haryana) Bhiwadi, Alwar (in Rajasthan), Meerut, Hapur, Bulandshahr and Khurja (in Uttar Pradesh). In addition, 5 Counter Magnet Areas (CMAs) are Gwalior (Madhya Pradesh), Patiala (Punjab), Hissar (Haryana), Kota (Rajasthan) and Bareilly (Uttar Pradesh).

4.46 For the 9th Five Year Plan Rs.400.00 crore was proposed for the NCR PB against which Rs.200.00 crore had been allocated. The following statements show the BE, RE, Actual expenditure of NCRPB during 1997-98 to 2000-2001 and BE 2001-2002:

Plan

Year	BE	RE	(Rs. in crore) Actual Expenditure*
1997-1998	45	42	155.60
1998-1999	45	45	277.36
1999-2000	45	42	431.06
2000-2001	50	50**	143.06

(upto 15.3.2001)
2001-2002 60 (Allocation not received)

Non-Plan

Year	BE	RE	(Rs. in crore)
			Actual Expenditure*
1997-1998	82	82	96.82
1998-1999	89	89	107.00
1999-2000	100	100	129.00
2000-2001	50	50**	143.06
(upto 15.3.2001) 2001-2002	60		(Allocation not received)

* The expenditure incurred in excess of budgetary support was met out of internal accruals (interest and repayment of loan instalments). Contribution by Government of NCT of Delhi and market borrowings.

** Rs.45 crore released by the Ministry.

4.47 The NCRPB has approved Functional Plans in the Transportation, Telecommunication, Power and Industry areas.

4.48 As on 15.3.2001, the Board has extended financial assistance to the participating States for implementing 138 projects for land acquisition and development, for residential and industrial facilities and infrastructure including water supply, sewerage, drainage, transport etc. These projects altogether have an estimated cost of Rs.3815 crore (excluding CMA's) against which, the Board and Government of India (GOI) have provided loan assistance of Rs.940.44 (by Government of India Rs.13.68 crore upto 3/85 and NCRPB Rs.928.76 crore from 4/85 to 12/2000 period).

(Rs. in crore)

States	No. of Schemes	Estimated Cost	Loan Sanctioned	Loan Released	Expenditure upto 9/2000
Uttar Pradesh	55	1269.57	663.61	348.77	422.93
Rajasthan	45	375.54	196.69	134.25	175.75
Haryana	34	1735.62	612.38	408.99	672.39
Sub-total	134	3380.73	1472.67	892.01	1271.07
CMAs	4	433.80	54.00	34.74	50.92
Total	138	5814.54	1526.67	926.75	1321.99

4.49 As per the written reply the efforts by the NCRPB have helped the creation of the following infrastructure in the region by 2000-2001:

States	Residential Plots	Commercial Plots/Offices	Industrial Plots/Shops
Uttar Pradesh	64000	9700	6600
Rajasthan	26000	3000	2500
Haryana	24000	4700	1000
Total	114000	17400	10100

4.50 As per the Annual Report 2000-2001 of the NCRPB, Rs.42.5 crore has been proposed to be received from NCT Delhi. When asked as to whether the NCRPB

could receive the said amount from NCT Delhi, the Government have replied that as per the 9th Plan Investment Programme, Government of NCT Delhi was supposed to contribute Rs.150 crore in five equal annual installments. Upto 1999-2000, GNCT Delhi has released Rs.65 crore contribution to the Board. The balance of Rs.85 crore (Rs.150-65 crore) has been divided into two remaining years of the 9th Plan and as such Rs.42.50 crore were proposed to be allocated from GNCT Delhi. However, GNCT Delhi has sanctioned the release of Rs.30.00 crore during 2000-2001. Sanctioned amount is generally received around 15th April.

4.51 When asked about whether the participating State Governments or their Implementing Agencies and the Central Ministries are providing the required share as per the new financing pattern since 1999-2000 the Department have replied that the participating State Governments have drawn up NCR Component Plans for the 9th Plan as follows:-

NCT Delhi	-	Rs.150 crore
Haryana	-	Rs.55 crore
Rajasthan	-	Rs.15 crore
Uttar Pradesh	-	Rs.90 crore

4.52 Among the Central Ministries which are required to implement various development programmes, the Ministry of Communications has drawn up an NCR Component Plan of Rs.1300 crore in their 9th Plan. The Ministry of Surface Transport, though has not drawn up an NCR Component Plan as such but has been implementing the programme of upgradation of National Highways in the NCR as part of their overall development programmes at the national level.

4.53 The participating States and the Central Ministries have been impressed upon the need for creating NCR Component Plan within their respective Annual Plans and allocate the requisite funds and bring up the matter in the Annual Plans discussion with the Planning Commission for securing the final allocations.

4.54 The Committee are unhappy to note that the Government are not serious to implement NCRPB. As admitted by member Secretary NCRPB, no significant progress has been made in this regard even after elapse of more that 15 years since the Board was constituted. Besides, the inadequate Central allocation, NCT, Delhi, other participating States and Central Ministries have not contributed the requisite outlay for the purpose. Keeping in view the fact that Delhi is bursting at the seams, the Committee feel that the city cannot afford any delay in the implementation of the scheme. In view of this they strongly recommend that adequate outlay should be provided by the Central Government, besides, there is a need for a coordinated approach towards the implementation of NCRPB as the success of the scheme depend upon the efforts made by the Central Government, NCT, Delhi and participating States and Central Ministries. Besides, recommending for higher outlay, the Committee urge that the other participating States/Ministries should be persuaded to come forward and provide adequate outlay to make NCRPB successful.

4.55 Explaining the role of NCRPB, in reducing pressure of population on Delhi by deflecting 2 million population into the region, to achieve harmonised and balanced growth for development of the region. The member secretary, NCRPB, stated as under:

“The fiscal plan which was done under the aegis of the Planning Commission has sorted out the requirement of funds for the National Capital Region. The total was Rs.57,000 crore and the contribution was supposed to be

from the private sector, public sector, the National Capital Region, the State Governments and the Central Ministries...In the Ninth Plan this was the projection. Unfortunately, the private sector never came for any of the investments due to various constraints. Besides that, we have a detailed policy for development of the road networks throughout the NCR so that people can commute in and out of Delhi faster, bring in a system of road/rail network by which faster movement takes place and development of the towns around Delhi so that inward migration into Delhi gets deflected. Unfortunately, the NCR Act does not have teeth in the sense that we cannot, as on today, force the State Governments. It is only by cooperation, by mutual request and by giving them funds that we are able to somehow control it. If you see the policy for development of Expressways, you will come to know that this has been worked out as per the functional plan for the transport sector in a very big way.

Faridabad-Noida-Ghaziabad Expressway was the first one which was done by the Ministry of Surface Transport and handed over to us for implementation. Unfortunately, when we put it up for international bidding, because the policy on foreign direct investment (FDI) in the housing sector has not been finalised as on date, the foreign firms that came in were not interested in the terms and conditions that were given.

The next we did was Ghaziabad-Meerut Expressway, Panipat-Kundli-Ghaziabad Expressway, Loni and other Expressways.

What we are wanting to do in a very brief manner is this. Some part of these 'rings' are ready. If we do a third 'ring' around Delhi, we will be able to deflect what is now worsening. There is a proposal for these four highways for the quadrilateral that comes in. All the quadrilaterals come on to the Delhi Ring Roads. We have been talking about 24-lane Ring Road to take care of the problems of the traffic as of now. Once quadrilateral touches the Ring Roads, there will be a total chaos.... This is where the quadrilateral comes on to the Ring Road.

...The distance between our proposals and the Delhi quadrilateral is only 37 kilometres. This is a policy decision that has to be taken at the highest level. If we have to succeed in the NCR, this has to be done. Otherwise, Delhi will totally collapse *vis-a-vis* the transportation bottlenecks that start coming in."

4.56 The Committee note the role of NCRPB in deflecting 2 million population in to the region. They also note that the NCRPB has submitted a proposal to construct a quadrilateral of 37 kilo meters, so as to avoid coming of proposed four highways to the Ring Road of Delhi. However, the same is awaiting approval/ clearance at the Government level. To avoid further congestion that may be caused due to coming of four highways to Ring Road of Delhi, the Committee strongly recommend that the proposal should not only be given a serious consideration at the earliest but on approval, necessary funds should also be released simultaneously.

(ii) Delhi Development Authority (DDA)

4.57 The Delhi Development Authority was established in 1962 and has the statutory jurisdiction for overall development and land use in the National Capital Territory of Delhi.

4.58 As per the Annual Report 1999-2000 of the Ministry, the Physical achievement for construction of Residential Building is as below:

Physical Achievement for construction of Residential Houses by the DDA

	SFS	MIG	LIG	Janata	Total
1. Houses completed upto 31.3.2000	50309	61526	75070	81337	268242
2. Houses in progress as on 1.4.2000	4319	1710	1212	12728	19969
3. Houses targetted to be taken up during 2000-2001	8021	3212	1262	1207	13702
4. New houses taken up/ started upto December 2000	132	1008	448	496	2084
5. New houses to be taken up during January to March, 2001	7889	2204	814	711	11618
6. Houses targetted to be completed during 2000-2001	566	368	5600	8060	5974
7. Houses completed upto December 2000	304	176	Nil	396	876
8. Houses likely to be completed between Jan. to March, 2001	592	1006	522	3824	5944

4.59 When asked about the number of houses whose construction has been completed but allotment could not be made and reasons for not allotting the premises, the Ministry have replied that the number of flats which have been completed but allotment could not be made up to 15.3.2001 are as under:-

Category	Location	No. of flats allotted	Remarks
MIG	Mayur Vihar	176	Allotted as per draw held on 28.3.2001
MIG	Jahangirpuri	176	-do-
Janta	Nasirpur	208	These would be allotted in the draw, which is to be held in April, 2001.

4.60 In addition, 7,510 flats are lying unallotted upto 15.3.2001 due to non-availability of electricity, the details of which are enclosed (*Appendix - IV*). These flats have either been completed or are nearing completion.

4.61 During the course of oral evidence tendered before the Committee, the Vice Chairman, DDA stated as under:

“The DDA since its establishment in 1962 has assisted in the construction of 2 lakh 80 thousand housing units.”

4.62 The Committee are concerned to note that DDA, which is the premier institution for housing in Delhi, during its 39 years of existence should assist in constructing 2,80,000 housing units. But unfortunately the growth of population since 1962 in Delhi is manifold resulting in severe shortage of housing stock which gave rise to unauthorised colonies and slums. The Committee, therefore, conclude that the ineptness of DDA to provide adequate housing in Delhi is the main reason for the growth of unauthorised colonies and slums. Besides, another area of concern as pointed out by the Committee in their 10th Report (13th Lok Sabha) {para 4.38} is that the 7510 flats could not be allotted due to absence of electricity. In spite of pointing to this issue in their earlier Report, DDA still is not able to provide electricity to such houses. The Committee are unhappy about the state of affairs in DDA and strongly recommend that the houses should be constructed with proper planning after reassuring about the provision of electricity and water. As recommended in their earlier Report they would like the Government to identify those responsible for the terrible loss and initiative punitive action which may be deterrent for the others.

New Delhi;
GEETE
19 April, 2001
29 Chaitra, 1923 (Saka)

ANANT GANGARAM

Chairman,
Standing Committee on
Urban and Rural Development