

21

**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2012-2013)**

FIFTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

**DEMANDS FOR GRANTS
(2012-2013)**

[Action Taken by the Government on the Recommendations contained in the Eighteenth Report (Fifteenth Lok Sabha) of the Standing Committee on Urban Development on Demands for Grants (2012-2013) of the Ministry of Urban Development]

TWENTY FIRST REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

December, 2012/Agrahayana, 1934 (Saka)

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STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2012-2013)

(FIFTEENTH LOK SABHA)

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(2012-2013)

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Eighteenth Report (Fifteenth Lok Sabha) of the Standing Committee on
Urban Development on Demands for Grants (2012-2013)
of the Ministry of Urban Development]*

*Presented to Lok Sabha on 5.12.2012
Laid in Rajya Sabha on 5.12.2012*



LOK SABHA SECRETARIAT
NEW DELHI
December, 2012/Agrahayana, 1934 (Saka)

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COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2012-2013)

Shri Sharad Yadav — *Chairman*

MEMBERS

Lok Sabha

2. Shri Praveen Singh Aron
3. Shri Jayawant Gangaram Awale
4. Shri Ambica Banerjee
5. Shri Biren Singh Engti
6. Shri Anant Gangaram Geete
7. Smt. Kaisar Jahan
8. Shri Kailash Joshi
9. Shri Bapi Raju Kanumuru
10. Shri Mohinder Singh Kaypee
11. Shri Ramesh Kumar
12. Shri M. Anjan Kumar Yadav
13. Shri P.C. Mohan
14. Dr. Sanjeev Ganesh Naik
15. Shri Sonawane Pratap Narayanrao
16. Dr. (Prof.) Prasanna Kumar Patasani
17. Dr. Ramshankar
18. Shri Ratansingh
19. Vacant
20. Vacant
21. Vacant

Rajya Sabha

22. Shri Shashi Bhusan Behera
23. Shri Anil Desai
24. Md. Nadimul Haque
25. Shri Parvez Hashmi
26. Shri Faggan Singh Kulaste
27. Shri Avinash Pande
28. Shri Ajay Sancheti
29. Shri Amar Singh
30. Shri Khekiho Zhimomi
31. Vacant

SECRETARIAT

1. Shri R.K. Jain — *Joint Secretary*
2. Shri D.S. Malha — *Director*
3. Smt. J.M. Sinha — *Deputy Secretary*
4. Smt. K. Rangamani N. — *Under Secretary*

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2012-2013) having been authorized by the Committee to submit the Report on their behalf, present the Twenty First Report (15th Lok Sabha) on the action taken by the Government on the recommendations contained in the Eighteenth Report (15th Lok Sabha) of the Standing Committee on Urban Development on the Demands for Grants (2012-2013) of the Ministry of Urban Development.

2. The Eighteenth Report was presented to Lok Sabha on 25th April, 2012. Replies of the Government to all the recommendations contained in the Report were received in July, 2012.

3. The Standing Committee on Urban Development considered and adopted this Report at their sitting held on 6th November, 2012.

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

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

NEW DELHI;
30 November, 2012

9 Agraphayana, 1934 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on
Urban Development.

CHAPTER I

REPORT

1.1 This Report of the Standing Committee on Urban Development (2012-2013) deals with the action taken by the Government on the recommendations contained in their Eighteenth Report (Fifteenth Lok Sabha) on Demands for Grants (2012-13) of the Ministry of Urban Development which was presented to Parliament on 25 April, 2012.

1.2 Action Taken Notes have been received from the Government in respect of all the 11 recommendations contained in the Report. These have been categorized as follows:—

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

Recommendation Sl. Nos. 1, 4, 6, 9 and 10

(Total-5)
(Chapter-II)

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

Recommendation No. -Nil-

(Total-Nil)
(Chapter-III)

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

Recommendation Sl. Nos. 2, 7, 8 and 11

(Total-04)
(Chapter-IV)

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

Recommendation Sl. Nos. 3 and 5.

(Total-02)
(Chapter-V)

1.3 The Committee desire that specific replies to the comments contained in Chapter-I of this Report and final replies in respect of the Recommendations for which only interim replies have been furnished by the Government (included in Chapter-V) may be furnished to them at the earliest and in any case, not later than three months of the presentation of this Report.

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

Recommendation (Serial No. 2)

Inclusion of more cities under the Urban Infrastructure Governance (UIG) component of JNNURM

1.5 The Committee had recommended as under:—

“At present 65 cities are covered under the UIG component of the JNNURM. The Committee in their earlier Reports have been repeatedly emphasizing upon for inclusion of 28 more cities having a population of 5 lakh and above in Jawaharlal Nehru National Urban Renewal Mission (JNNURM) so as to improve their civic infrastructure including roads, water supply, sewage, solid waste management, transport etc. The Ministry have informed the Committee that inclusion of more cities can be considered in the next phase of the JNNURM to be launched in 12th Plan, the strategy of which is yet to be finalized. The Committee, therefore, desire the Ministry to finalize the strategy at the earliest and pursue this matter with Planning Commission for inclusion of cities having a population of 5 lakh and above.

The Committee note that many of the projects are likely to spill over beyond the present Mission Period *i.e.* 31.03.2012, the Ministry is proposing for further extension of Mission Period for 2 years for completion of projects and reforms by the States/ULBs. However, the Committee feel that since more and more cities are evincing interest to be covered under the scheme, the Government may consider to extend the scheme till the end of 12th Five Year Plan.”

1.6 In their Action Taken Reply, the Ministry have stated as follows:—

“The Mission has completed its normal tenure of seven years on 31.03.2012 and the Government has extended the period for 2 years *i.e.* up to 31.03.2014 for completion of reforms and ongoing projects

under JNNURM. It has no mandate now for consideration/sanction of new projects. Hence, any addition at this stage in the present Mission may not be fruitful. Further, it has been separately proposed for launching of JNNURM phase-II in the 12th Five Year Plan for which policy and strategy is under formulation. For the Transition phase, a proposal has been mooted for fresh allocation under UIG and UIDSSMT for sanctioning of fresh projects. The Note for the Cabinet has been circulated soliciting comments/views of the concerned Department/Ministries before sending the proposal to the Cabinet Committee on Infrastructure (CCI) for consideration and approval. This is proposed to be subsumed in the JNNURM phase-II which would cover the period of the 12th Five Year Plan.

The directions of the Committee for inclusion of more cities having a population of 5 lakh and above has been noted for taking up with Planning Commission while finalizing JNNURM phase-II. However, it is clarified that all cities, not covered under UIG Sub-Mission are eligible for consideration of financing under Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT). However, keeping in view less allocation for the UIDSSMT it has not been possible to cover many towns as out of nearly 5000 towns, as per 2011 census, only 764 towns could be covered.”

1.7 The Committee are happy to note that the Ministry has proposed for launching of JNNURM phase-II in the 12th Five Year Plan for which policy and strategy is under formulation. For the transition phase a proposal has been mooted for fresh allocation under UIG and UIDSSMT for sanctioning of fresh projects. In this regard a note for the Cabinet has been circulated soliciting comments/views of the concerned Department/Ministries before sending the proposal to the Cabinet Committee on Infrastructure for consideration and approval. This is proposed to be subsumed in the JNNURM Phase II. However, the reasons adduced by the Ministry for not accepting the recommendations of the Committee with regard to inclusion of more cities under UIG component are not acceptable to the Committee as they fail to understand the logic of making fresh allocations for fresh projects under UIG and UIDSSMT during the transition phase *i.e.* period falling after the 31st March 2012 and upto start of 12th Plan on one hand and not agreeing to the recommendation of the Committee for inclusion of more cities on the other hand. The Committee are of the strong view that there should have been no problem in accepting the recommendation of the Committee when these proposals are to be subsumed in JNNURM Phase-II.

Therefore, while reiterating earlier recommendation, the Committee desire that more cities should be covered under the Urban Infrastructure Governance (UIG) component of JNNURM and adequate allocation should be provided for the same. The Committee further desire that the note for the approval of Cabinet Committee on Infrastructure for extension of JNNURM during the 12th Plan and providing fresh allocation under UIG and UIDSSMT for sanctioning of fresh projects may be expedited.

Recommendation (Serial No. 7)

Delhi Mass Rapid Transit System (DMRTS)

1.8 The Committee had recommended as under:—

“The Committee note that Phase-I and Phase-II of Delhi Mass Rapid Transit System (DMRTS) have been successfully completed and commissioned. The Committee have been informed that metro Rail Projects are among the priority projects which are allocated the major portion of the current budget provision. The Government of India has approved the Delhi MRTS Phase-III for 103.05 km. at a cost of Rs. 35,242 crore. The work of phase-III projects have been initiated and DMRC is in the process of acquiring more buses to provide connectivity to new metro stations at Phase-III. However, in regard to feeder bus service the Secretary, Ministry of Urban Development during the evidence deposed before the Committee that the entire feeder service load is to be loaded on the Delhi Metro Corporation and Delhi Transport Corporation. Further on the issue of cleanliness in metros and frequent glitches occurred in metros resulting heavy rush and inconvenience being faced by daily commuters, Secretary, Ministry of Urban Development have stated that they will see this issue in a specific way. As far as glitches are concerned, there are daily 2800 trips of metro and the system fails occasionally. Where there is signal problem, manual methods are followed and due to this metro speed should be restricted. However, they are trying their best and these situations can be tackled in future. The Committee while appreciating the action taken by DMRC in this direction, desire the Government to achieve proper coordination with Delhi Government and Delhi Transport Corporation to run the feeder bus service efficiently and made 300 feeder buses functional within the next six months as per commitment made by the Government.

On the issue of increasing the metro coaches from six to eight, the Committee were informed by Managing Director, DMRC during

the evidence that the average journey in metro is 15 to 16 kilometre and daily 20 lakh passengers are travelling by metro. Due to this reason the issue of increasing metro coaches from six to eight will now be considered before the year 2013. The next lot of coaches is expected to come from June, 2012. Then metro will be having eight coaches. While the Committee take note of the initiatives of the Delhi Metro to ease the metro rush, recommend that apart from increasing the number of coaches in metro, the Ministry should also explore the options of other Mass Rapid Transit System like local trains, monorail, high speed trams etc., to supplement the metro Transport System to meet the growing requirement of NCR and integrate them with Delhi Metro to make it a comprehensive transport system within NCR.”

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

“Delhi Metro Rail Corporation Ltd.(DMRC) has informed that the process of selection of clusters of 100 buses each, has been completed in consultation with Government of National Capital Territory of Delhi(GNCTD). Letter of acceptance has been issued on 15.05.2012. Contract period is 10 years. The buses shall be procured by the operator conforming to urban buses specification in the name of DMRC. These buses shall have provision of use of common mobility card and are expected to become available from December, 2012 onwards.

Public Transportation being a State subject, it is the responsibility of GNCTD to plan and implement appropriate options of Mass Rapid Transit Systems(MRTS) like mono rails, high speed trams, local trains, etc. to supplement the Delhi metro. Delhi Transport Corporation (DTC) has informed that they are presently operating around 548 routes with 5800 buses which are providing bus connectivity to almost all metro stations, thus facilitating integration. Details of further MRTS proposals are awaited from the GNCTD.”

1.10 The Committee are happy to note that DMRC has taken initiatives to provide more feeder buses to facilitate the commuters of Delhi Metro. 300 non-AC buses having common mobility card are expected to be available from December 2012 onward. However, the Committee are not satisfied with the reply of the Government in regard to action taken on Mass Rapid Transit system like mono rails, high speed trams, local trains etc. to supplement Delhi Metro as they have completely thrown this responsibility to State Government. While accepting the fact that public Transportation is a State subject, the

Committee desire that DMRC should co-ordinate with the Government of National Capital Territory of Delhi and ensure full operations of the MRTPS at the earliest. Further the Ministry's reply is silent in regard to increasing of existing Metro coaches from 6 to 8 in order to cater to 20 lakh passengers who are travelling daily by metro. The Committee desire the Ministry to apprise them on this matter at the earliest.

Recommendation (Serial No. 8)

Central Public Works Department (CPWD)

1.11 The Committee had recommended as under:—

“The Committee note that there are encroachment by Jhuggi/Jhopdi dwellers in the Government residential colonies all over the country which causes unhygienic condition, creates law and order problem by encouraging anti-social element and hence creates inconvenience to the residents. The Committee have been informed that efforts are being made by the Ministry for removal of encroachment from Government land. The encroachment on CPWD land are surveyed by the local civic authorities and money is deposited by CPWD with the local authority for the removal/rehabilitation of Jhuggi/Jhopdi dwellers. Detailed surveys have been undertaken by the local civil body to know these dwellers eligibility regarding resettlement/rehabilitation. After receipt of the Bill from local body, money is deposited by the CPWD for onward action. Apart from this, ineligible Jhuggis dwellers are removed by CPWD with the help of police force. The Committee are of the opinion that although continuous efforts are being made by the Ministry, yet encroachments in Government residential colonies are still in progress. The Committee, therefore, reiterate their recommendation given in their earlier report. The Committee also desire that responsibility of the Officers of various agencies be fixed under whose nose the encroachment takes place. The Committee may be apprised of the outcome in this regard from time to time.”

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

“As far as Delhi is concerned, for three locations namely Nicholson Square, Rajiv Gandhi Camp at Aram Bagh and Shankar Camp at Sector-13, R. K. Puram, amount of Rs. 21.48 lakh, Rs. 13.29 lakh and Rs. 18.99 lakh respectively was deposited with MCD in Sep.' 2001, Jul' 2001 and May' 2003 as per demand raised by them after

site survey. Encroachment at Nicholson Square has since been removed. At that time MCD was the nodal agency for assessment of eligible settlers and their relocation. MCD, however, could not complete the job till 2006.

The Delhi Laws (Special Provisions) Act, 2006 was enacted by the Parliament to address the issues arising out of the several orders and directions passed by the Supreme Court and the High Court of Delhi in cases pending before them regarding contentious issues which were confronting the National Capital, namely, unauthorized constructions, commercial use of residential premises, encroachment on public land by slum dwellers and Jhuggi-jhopri clusters, problems relating to urban street vendors, which were affecting the lives of millions of people. This Act remained effective for a period of one year and lapsed on the 18th May 2007, and required Central Government with a time period of one year to take all possible steps to finalize norms, policy guidelines and feasible strategies to deal with the problem of unauthorized development with regard to mixed land use not conforming to the Master Plan, construction beyond sanctioned plans, and encroachment by slum and Jhuggi-Jhopri dwellers, hawkers and urban street vendors; and also provided for *status quo* as on 1st January 2006 to be maintained in respect of these categories of unauthorized development, subject to certain conditions notwithstanding any judgement, decree or order of any court, and that all notices issued by the local bodies for initiating action against these categories of unauthorized developments shall be deemed to have been suspended and that no punitive action shall be taken during the said period of one year.

Consequent to this, for three years removal and relocation of Jhuggi dwellers could not be possible. In 2010 an Act was passed by NCTD and DUSIB came into existence with effect from July, 2010, which is now the nodal agency in the matter.

Detailed guidelines were issued in 2005 laying down procedures and fixing responsibilities for detection, reporting and removal of encroachment by CPWD officials from its properties which have been again reiterated in the year 2010. No fresh encroachment on CPWD land in Delhi has been prepared and submitted to DUSIB for appropriate action. The matter is being pursued vigorously with DUSIB.

Officers in CPWD are being directed to co-operate with other agencies like MCD, NDMC and Police and also seek co-operation

from the dedicated taskforce already constituted by GNCTD, involving Revenue Department, Urban Development Department, land and Building Department, Home Department DUSIB, MCD, NDMC, CPWD and DDA etc.

Reports from the Chief Engineers who have works located at Kolkata, Bangalore, Hyderabad, Chennai, Mumbai and Ahmedabad indicate that there has been no new encroachment during last two years in these cities. In some old cases matter is under litigations. However CPWD has been directed to prepare details of existing encroachment if any on CPWD land in these cities also. This process is expected to be completed by September end this Year. In this aspect, a circular has also been issued from this Directorate to curb encroachment and removal thereof (Copy enclosed)."

1.13 The Committee note that the task of handling the unauthorised development and encroachment could not complete after enactment of "The Delhi Laws (Special Provisions) Act, 2006. The Committee are also distressed to note that this Act remained effective only for a period of one year and lapsed on 18th May, 2007. To the utter surprise of the Committee, the Central Government was asked to take all possible steps to finalise norms, policy guidelines and feasible strategies to deal with the problem of unauthorised development and encroachment by slum and jhuggi-jhopri dwellers, hawkers and urban street vendors and in the meantime suspended any action against the unauthorised encroachment despite announcement of any decree or order of any court and notices issued by the local bodies. In 2010, an Act passed by NCTD and DSUI came into existence with effect from July, 2010 which is now the nodal agency in the matter. The Committee note with disgust that precious three years period from 2007 to 2010, have lapsed without taking any concrete action to remove the encroachment of public places. The Ministry did not find it fit to frame detailed guidelines and fixing responsibility on CPWD officials under the new law but chose to reiterate the earlier guidelines issued in 2005. The Committee deprecate this casual approach of the Government and expect it to take essential steps urgently. The Committee are happy to note that during last three years no fresh case of encroachment on public land was detected in Delhi and other places like Kolkata, Bangalore, Hyderabad, Chennai, Mumbai and Ahmedabad. However, the Committee are pained to find the Ministry's silence on their recommendations about fixing the responsibility on the officials under whose nose such encroachments had taken place. The Committee reiterate their earlier recommendation and desire that they

may be apprised of the action taken in respect of removing encroachment from Government lands and against officials as well on quarterly basis.

Recommendation (Serial No. 11)

Need for adequate sewerage and sanitation

1.14 The Committee had recommended as under:—

“From the information provided by the Ministry, the Committee observed that 4861 cities out of 5161 cities/towns in India do not have even a partial sewerage network. Almost 50% of households in cities like Bangalore and Hyderabad do not have sewerage connection. Only 21% of the waste water generated is treated. About 18% of urban households do not have access to any form of latrines. Of the 79 sewerage treatment plants under State ownership 46 were operating under very poor condition and less than 20% of the road network is covered by storm water drains. In view of this, sewerage system in India is suffering from poor maintenance. The existing set up simply cannot handle the problems of cities including the mega cities like Delhi, Kolkata, Chennai and Mumbai.

The Committee note that sewerage, sanitation and drainage are significant focus sectors under the purview of JNNURM whose period is from 2005-06 to 2011-12. So far 108 sewerage and 71 drainage(including storm water drainage) projects were sanctioned under JNNURM. The Committee are distressed to note that even after completion of the entire mission period *i.e.* 2011-12 against the above sanctioned projects only 15 sewerage projects and 8 drainage projects have been completed till date.

Against this backdrop the Committee strongly recommend that the Ministry should take proactive steps in completing the remaining projects at the earliest and generate more demands from all the States about these projects by creating awareness during the 12th Plan period.

The Committee are given to understand that despite Supreme Court's Order, sewerage disposal systems in major cities like Delhi are still releasing untreated water directly or indirectly into water bodies without removing the harmful compounds, this causes severe environmental hazards. In view of this, the Committee further recommend that time-bound steps should be taken in this direction to stop releasing of polluted water into the river by strictly adhering

to the Supreme Court's orders and by establishing adequate number of sewerage treatment plants."

1.15 In their Action Taken Reply, the Ministry have stated as follows:—

"As per 2011 Census, the urban households having latrine facility within premise is 81.4% and the remaining 18.6% households are both sharing public latrines (6%) and defecating in open (12.6%). Out of 81.4% households having latrine facility, 38.2% households are connected with pipe sewerage system. According to the Report on Status of water supply, wastewater generation and treatment in Class - I Cities and Class - II Towns of India (Series: CUPS/70/2009-10) published by Central Pollution Control Board (CPCB) in the year 2009, the country together generates 38,254 million litres per day (MLD) of sewage, out of which treatment facilities have been provided for 11,787 MLD which constitute 31% of total sewage generation and the remaining 26,467 MLD is disposed into the water bodies without any treatment. Ministry is aware that 75% of fresh water resources including major rivers in the country are contaminated due to discharge of untreated domestic waste water.

Since sanitation is a State subject, it is the responsibility of Urban Local Bodies (ULBs) in planning, design, implementation, operation and maintenance of sanitation services in the cities and towns. At the Central level, the Ministry of Urban Development is the nodal Ministry for formulation of policies, strategies and guidelines and assists the States by providing financial assistance for development of urban water supply and sanitation sector in the cities and towns.

With a view to prioritizing the issue of sanitation, the Ministry of Urban Development formulated the National Urban Sanitation Policy in 2008. The vision of the policy is that all Indian cities and towns become totally sanitized, healthy and liveable and ensure and sustain good public health and environmental outcomes for all their citizens with a special focus on hygienic and affordable sanitation facilities for the urban poor and women. Under National Urban Sanitation Policy States have to prepare State Level Sanitation Strategies and cities have to prepare model City Sanitation Plans. So far, 21 States are engaged in the preparation of State Sanitation Strategies. The Ministry of Urban Development is supporting 124 cities in the development of City Sanitation Plans.

The Government of India, wherever possible, explores possibilities of providing assistance for funding projects proposed through its

schemes like JNNURM, UIDSSMT, 10% lump sum for NE States, Satellite Township Scheme. The Ministry of Environment and Forests is implementing various National programmes to prevent contamination of river water bodies.

So far 112 Sewerage projects and 73 Drainage projects have been sanctioned under JNNURM, out of which 17 Sewerage projects and 13 Drainage projects have respectively been reported physically completed. The remaining projects are at various stages of implementation.

An advisory has been issued to all States to take necessary steps for expeditious completion of the ongoing Sewerage and Drainage projects under Urban Infrastructure Governance (UIG) Sub-Mission of JNNURM and to issue strict instructions to the concerned implementing agencies so that all the projects, which are at various stages of implementation, may be completed expeditiously and within the stipulated extended period of JNNURM *i.e.* 31.03.2014.”

1.16 Keeping in view the grim conditions of sewerage and sanitation systems in India, the Committee in their earlier recommendation had desired the Ministry would take proactive steps in completing all the related projects under JNNURM at the earliest and generate more demands from all States about these projects by creating awareness during the 12th Plan period. However, the Committee are disheartened to note that so far only 112 sewerage projects and 73 drainage projects have been sanctioned under JNNURM, out of which 17 sewerage projects and 13 drainage projects have been physically completed. The remaining projects are at various stages of implementation and as per Ministry’s expectation these projects have to be completed within the stipulated extended period of JNNURM *i.e.* 31.03.2014. The Committee are not convinced that with this ongoing pace, the Ministry’s expectation could be fulfilled. For this to happen, all concerned will have to pool all resources. Hence, the Committee while reiterating their early recommendation desire the Ministry to take concrete action to complete all the projects in time and take up more projects during 12th Plan.

The Committee are surprised at the Government’s silence in respect of their specific recommendation about releasing of untreated water directly or indirectly into water bodies without removing the harmful compounds. The Committee would recall that Hon’ble Supreme

Court of India had directed the Government on this issue. Deprecating the casual approach of the Government, the Committee reiterate their earlier recommendation for establishing adequate number of sewerage treatment plants. They would like to be informed of action taken in this regard periodically.

CHAPTER II

OBSERVATIONS/RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation (Serial No. 1)

Suitable enhancement of plan outlay for Urban Development of the country

2.1 The Committee note that during the year 2011-12, the projections made by the Ministry for its three demands were Rs. 14685.67 crore, the BE was Rs. 8541.46 crore, the RE was Rs. 8646.73 crore and the actual utilization upto December, 2012 is Rs. 6251.11 crore only. The remaining amount *i.e.* Rs. 2395.62 crore (*i.e.* the difference between the RE and actual expenditure) has to be spent by the Ministry during the last three months of the Financial Year of 2011-2012. The overall budget allocation for the year 2012-2013 is Rs. 9906.26 crore. After anticipated recoveries of Rs. 222.27 crore, the net BE 2012-13 is Rs. 9685.99 crore. The Plan expenditure is Rs. 7012.12 crore *i.e.* 72.39 per cent and non-plan expenditure is Rs. 2673.87 crore *i.e.* 27.60 per cent. Over the percentage variation of BE 2011-12 and BE 2012-13 is only 11.77 per cent and the percentage variation over of RE 2011-12 and BE of 2012-13 is only 11.80 per cent. The Committee find that the urban population has increased from 286119689, according to 2001 census to 377105760, according to 2011 census. The number of Urban Areas/Towns in India has been increasing over decades. The number of towns has increased from 5161 during the census 2001 to 7935 during the census 2011. The Ministry even after undertaking number of schemes and projects has been submitting the fact that the transition to quasi-urban society 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, city-wide roads, public transport, street lighting and pedestrian pathways. The supply of land and housing has not kept pace with the increase in urban population. At current rate of growth, urban population in India will reach a staggering total of 575 million by 2030 AD. The Committee are distressed to note that keeping in view the plight of urban condition in India and regular increase in rate of inflation, the increase of allocation is not more than 5 per cent which is very minuscule for successful implementation of various schemes undertaken by the

Ministry. Even Secretary, Ministry of Urban Development also admitted the fact that budgetary allocation during the year 2012-13 is inadequate and assured that the matter of higher allocation will be taken up by the Ministry at different fora at the RE stage. The Committee also find that various important projects/schemes of the Ministry are either physically completed or are under various stages of completion and their period can be extended during the 12th Five Year Plan for their completion. Keeping in view all these facts, the Committee recommend that Ministry should continue its efforts to persuade the Ministry of Finance and Planning Commission for higher and additional allocation of funds. The Committee would also like the Government to review the project planning and monitoring system of various schemes/projects implemented by States/ULBs with a view to improve the same so as to ensure that funds are utilized evenly during the 12th Plan period. This would ensure proper utilization of funds as also achieving the physical targets set for various schemes/programmes in the urban sector.

Reply of the Government

2.2 The observations of the Committee to impress upon the Ministry of Finance and the Planning Commission to allocate adequate funds to various schemes so as to achieve the targets set out for the 12th Five Year Plan have been noted. As regards budgetary allocation, the Ministry had proposed a substantial requirement of Rs. 18,553.55 crore, including IEBR of Rs. 2637.20 crore, to the Planning Commission for the Annual Plan 2012-13 against which the Planning Commission has allocated Rs. 9545.20 crore including IEBR Rs. 2637.20 crore for the Ministry. The Ministry had taken up the issue of enhancement of the budgetary allocation *vide* DO letter dated 10.02.2012 from Secretary (UD) to the M.S., Planning Commission followed by a DO letter dated 13.2.2012 from UDM to Deputy Chairman, Planning Commission. Planning Commission *vide* DO letter dated 09.02.2012 informed that the entire GBS made available by the Ministry of Finance for the year 2012-13 has been allocated. However, any additional demand over and above the Plan allocation might be considered at the RE stage.

Further based on the report of the Steering Committee on urbanization set up by the Planning Commission which had recommended for a significant increase in investment in the urban sector for the 12th Five Year Plan (2012-17), Hon'ble Minister (UD) has written a DO letter on 09.05.2012 to Dy. Chairman, Planning Commission with the request to allocate adequate funds for the M/o Urban Development for the 12th Five Year Plan (2012-17) so that the schemes and programmes are effectively implemented (Copy enclosed).

As regards allocation for JNNURM, it is submitted that Secretary (UD) has already stated to the Committee that the budgetary allocation during the year 2012-13 is inadequate and assured that the matter of high allocation will be taken up by the Ministry at different fora at the RE stage. The Ministry of Urban Development in its Working Group of the Planning Commission had projected a demand of Rs. 1.97 lakh crore for the 12th Five Year Plan for provision of urban infrastructure and services under JNNURM. This is based on estimate arrived by the High Powered Expert Committee (HPEC) which has projected requirement of Rs. 39.2 lakh crore for a period of 20 years for core urban services excluding Urban Metro Railways. This also excludes Rs. 19.2 lakh crore expected as requirement by the urban sectors for the operation and maintenance of the existing and created assets. The Ministry of Finance and Planning commission may be approached for higher allocation at the RE stage as assured above by Secretary (UD). The projects under JNNURM are implemented by the States/ULBs. The progress of projects is also monitored at Government of India level through QPR submitted by the State/cities and also through various review/regional meetings. For an effective monitoring of the projects and reforms, the States have also been directed to constitute District Level Review and Monitoring Committee headed by the concerned Members of Parliament to ensure timely completion of projects.

Recommendation (Serial No. 4)

Adequate funding under Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT)

2.3 UIDSSMT is meant for improving the overall Urban Infrastructure in all cities/Towns excluding 65 mission cities covered under JNNURM. The scheme proposes to cover areas like water supply, sewerage, storm water drains, solid waste management, construction/up-gradation of roads, parking on PPP mode etc. The Committee were informed that during the 7 years period the Budget Estimate for this component was Rs. 14171.00 crore, Revised Estimate was Rs. 9784.66 crore and actual release was Rs. 8229.86 crore which is not satisfactory. Out of 1072 projects approved by the State Level Sanctioning Committee (SLSC) only 142 projects have been completed and 645 projects are at various stages of implementation. In regard to status of Utilization Certificates, 374 UCs were due for release of 2nd instalment as on 01.04.2011 and out of which 133 UCs have been received and remaining 241 UCs are yet to be received from the States. Further, the Committee are informed that due to resource constraints, towns of uncovered districts may be taken up in the 12th Five Year Plan and the modalities of next phase of the scheme are under consideration of Planning

Commission. Regarding implementation of Reforms, the Committee note that scarcity of funds is the main hurdle for implementing several reforms by ULBs. The Committee are happy to note that steps have been taken by the Ministry to expedite for early submission of UCs by the States. However, the Committee desire the Ministry that for completion of remaining 645 projects, the scheme should be extended during the 12th Five Year Plan. The Committee feel that continuous monitoring of ongoing projects and Quarterly Progress Reports (QPRs) must be required for reforms implementation and timely submission of UCs by the States.

Reply of the Government

2.4 Under UIDSSMT as on 30th March, 2012, Rs. 11,358.26 crore has been committed for 807 projects in 672 towns across the country and an amount of Rs. 8746.22 crore has been released to 28 States and 04 UTs.

Till 01.04.2012, utilization certificates in 753 projects had become due against which 589 UCs (78.22%) have been received. 2nd instalment of ACA amount to Rs. 3051.24 crore have been released for 467 projects and 122 UCs are under process and remaining 164 UCs are yet to be received from the States/UTs.

Till date, 175 projects have been reported to be completed. 123 projects have been reported with physical progress with 80% and above, 180 projects having physical progress between 50% to 80%, 95 projects having physical progress between 30% to 50% and remaining 234 projects having physical progress less than 30%. The Ministry is seriously pursuing with the States for early completion of all the projects and implementation of all the committed Urban Sector Reforms.

Recommendation (Serial No. 6)

Urban Transport Planning Scheme

2.5 The Ministry of Urban Development has launched a scheme namely Urban Transport Planning Scheme for providing central assistance up to 80% for taking up studies to develop comprehensive traffic and transportation plans, undertaking feasibility studies/DPRs for individual Urban Transport projects. The Committee note that out of Rs. 72.90 crore allocated during the 11th Five Year Plan under this scheme, an amount of Rs. 63.70 crore have been actually spent till March, 2012. The Ministry have also informed that the Planning Commission has agreed for continuation of the existing scheme of Urban Transport Planning and Capacity Building in Urban Transport in the 12th Five Year Plan. The Committee feel that whatever may be the claims made by the Ministry

over Urban Transport Planning, the facts remains that all over the country irrespective of middle level cities, big cities or metro cities, the condition of transport system both public or private is very pathetic. Because of the failure of public transport system, the pressure on private/personal transport is increasing day by day. It seems that no serious efforts are being made by the Government to improve the traffic and transport situation. As a result of increasing number of private vehicles, the problem of parking is also becoming more and more acute with every passing day. Keeping in view all these facts, the Committee strongly feel that there is a need to tackle the transport and traffic problem at war footing to save the situation from becoming explosive. The Committee, therefore, recommend the Government to come up with a comprehensive transport policy without any delay and increase the outlay during the 12th plan period. The Committee would like to be apprised of the outcome of the initiatives being made by the Ministry in this regard.

Reply of the Government

2.6 Urban Transport is inter-twined with urban development which is a State subject. As such, the responsibility for improving local transport service in various cities, primarily, rests with the State Government. However, realizing the seriousness of rapidly growing problem of urban transportation, the Central Government has taken active steps like formulation of National Urban Transport Policy (NUTP), financing of buses for Urban Transport, Bus Rapid Transport System Projects, traffic transit management centres under Urban Transport under JNNURM and sanction of metro railway projects for various cities.

As far as, outlay during the 12th Plan period is concerned, an enhanced budget of Rs. 1100 crore has been proposed to meet the expenditure under the scheme of Urban Transport Planning.

Recommendation (Serial No. 9)

Urban Water Supply and Sanitation

2.7 The Committee note that water supply and sanitation are important basic needs affecting the quality of life and productive efficiency of the people. The State Government/Union Territories and urban local bodies are responsible for providing these services through planning, design, implementation, and operation and maintenance. In regard to physical and financial targets and achievements on centralized water supply system of urban areas, the Committee were informed that out of 157 approved projects for the various mission cities with the approved cost of Rs. 2047863.92 lakh, only 37 projects on water supply sector have

been completed. Further, the Committee have been informed that there is nil allocation under the head water supply and sanitation during the years 2011-12 and 2012-13 because now the funds for this head are allocated under other schemes of the Ministry *i.e.* JNNURM and UIDSSMT. The implementation of projects and reforms and their monitoring under JNNURM is done by the State Government. Therefore, the Committee strongly recommend that the funds under JNNURM and UIDSSMT should be increased so as to encourage more such projects from the States. The Committee also desire the Ministry that concerted efforts should be made so as to complete the remaining projects in a stipulated time schedule.

Reply of the Government

2.8 Under UIDSSMT out of total 807 projects sanctioned, 599 projects are for Water Supply and Sanitation. The approved cost of these projects is Rs. 12,114.31 crore and Rs. 7574.98 crore has been released and ACA to the States so far. Till date, 107 projects (103 water supply, 02 sewerage and 02 solid waste management) have been completed and remaining projects are at various stages of implementation.

Keeping in view the slow implementation of the projects and reforms by the States, the Govt. has extended the mission period upto 31st March, 2014 for completion of reforms and projects sanctioned upto 31st March, 2012. As regards observations of the Committee on increase in allocation under UIDSSMT, it has been noted and being taken up with the Planning Commission for appropriate decision while formation of scheme guideline for next phase of the mission.

Recommendation (Serial No. 10)

Projects/Schemes for the benefits of North- Eastern Region and Sikkim

2.9 The Committee note that under this scheme 10% of the budget allocation is to be made for the projects and schemes for the infrastructure development of North-Eastern Region and Sikkim. From the year 2001 to March 2011, the Ministry has sanctioned 240 projects for the development of North Eastern Region at an estimated cost of Rs. 2079.59 crore. For the year 2012-13 an amount of Rs. 160 crore is allocated against Rs. 164 crore sanctioned during the financial year 2011-12. The Committee were informed by the Ministry that various difficulties are being faced for implementation of Schemes in North-Eastern Region and Sikkim *viz.* difficult geographical conditions, unwillingness to pay for services and institutional reforms. The Ministry is taking steps to overcome these problems in North Eastern Region like activities and property tax surveys have been initiated in Aizawl,

Agartala, Shillong, Gangtok and Kohima. The Committee are concerned to observe as to how the Ministry would ensure the desired results in North Eastern Region and to overcome difficulties being faced by Government for implementing the schemes/projects with such a meagre amount. The Committee feel that there is an urgent need for additional allocation under this scheme for giving encouraging results in North Eastern Region and Sikkim. The Committee, therefore, urge the Ministry to approach the disbursing Ministry as well as Planning Commission for additional allocation of funds and apprise them of the outcome thereon.

Reply of the Government

2.10 There are three schemes namely JNNURM (UIG, UIDSSMT), 10% Lump-sum Scheme and North Eastern Region Urban Development Programme (NERUDP) being implemented by the Ministry for infrastructure development in North Eastern Region including Sikkim. Rs. 160.00 crore is only the allocation for the year 2012-13 for 10% lump-sum scheme. However, the overall commitment for North East projects under the scheme is much higher and stands at Rs. 2144.53 crore. The annual allocation is adequate for meeting the absorption capacity of the States which has ranged between on an average 15% to 25% of the undrawn commitment for ongoing projects {18% (2009-10); 15% (2010-11); 25% (2011-12)}. There is no disbursing Ministry for 10% lump-sum scheme.

In addition to the above, a commitment of Rs. 1371 crore has been made under North Eastern Region Urban Development Programme (NERUDP) for Meghalaya, Mizoram, Nagaland, Sikkim and Tripura. The annual drawal has been as under:—

Year	BE	RE	Actual
2009-10	1.0	0.50	21.9
2010-11	113.8	23.0	19.8
2011-12	8.0	58.2	43.34

The budget has been kept at Rs. 50 crore for the year 2012-13 keeping in view the rate of absorption of funds by the States in last three years.

Under NERUDP, the Ministry is taking steps to overcome these problems in North Eastern Region. Consultants have been appointed for providing support for construction activities as well as institutional development. 03 of five cities *viz.* Gangtok, Agartala and Aizawl have constituted local bodies and have initiated transfer of functions such as approval of building by-laws to them. Under NERUDP, assistance is being

provided for starting double entry accounting and property tax survey has been initiated in Aizawl, Agartala, Shillong, Gangtok and Kohima. To encourage participation by contractors the State authorities have held/ participated in business opportunities seminars.

CHAPTER III

OBSERVATIONS/RECOMMENDATIONS WHICH THE COMMITTEE
DO NOT DESIRE TO PURSUE IN VIEW OF THE
REPLIES OF THE GOVERNMENT'S REPLIES

- NIL -

CHAPTER IV

OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND REQUIRE REITERATION

Recommendation (Serial No. 2)

Inclusion of more cities under the Urban Infrastructure Governance (UIG) component of JNNURM

4.1 At present 65 cities are covered under the UIG component of the JNNURM. The Committee in their earlier Reports have been repeatedly emphasizing upon for inclusion of 28 more cities having a population of 5 lakh and above in Jawaharlal Nehru National Urban Renewal Mission (JNNURM) so as to improve their civic infrastructure including roads, water supply sewage, solid waste management, transport etc. The Ministry have informed the Committee that inclusion of more cities can be considered in the next phase of the JNNURM to be launched in 12th Plan, the strategy of which is yet to be finalized. The Committee, therefore, desire the Ministry to finalize the strategy at the earliest and pursue this matter with Planning Commission for inclusion of cities having a population of 5 lakh and above.

The Committee note that many of the projects are likely to spill over beyond the present Mission Period *i.e.* 31.03.2012, the Ministry is proposing for further extension of Mission Period for 2 years for completion of projects and reforms by the States/ULBs. However, the Committee feel that since more and more cities are evincing interest to be covered under the scheme, the Government may consider to extend the scheme till the end of 12th Five Year Plan.

Reply of the Government

4.2 The Mission has completed its normal tenure of seven years on 31.03.2012 and the Government has extended the period for 2 years *i.e.* up to 31.03.2014 for completion of reforms and ongoing projects under JNNURM. It has no mandate now for consideration/sanction of new projects. Hence, any addition at this stage in the present Mission may not be fruitful. Further, it has been separately proposed for launching of

JNNURM phase-II in the 12th Five Year Plan for which policy and strategy is under formulation. For the Transition phase, a proposal has been mooted for fresh allocation under UIG and UIDSSMT for sanctioning of fresh projects. The Note for the Cabinet has been circulated soliciting comments/views of the concerned Departments/Ministries before sending the proposal to the Cabinet Committee on Infrastructure (CCI) for consideration and approval. This is proposed to be subsumed in the JNNURM phase-II which would cover the period of the 12th Five Year Plan.

The directions of the Committee for inclusion of more cities having a population of 5 lakh and above has been noted for taking up with Planning Commission while finalizing JNNURM phase-II. However, it is clarified that all cities, not covered under UIG Sub-Mission are eligible for consideration of financing under Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT). However, keeping in view less allocation for the UIDSSMT it has not been possible to cover many towns as out of nearly 5000 towns, as per 2011 census, only 764 towns could be covered.

Comments of the Committee

4.3 For comments of the Committee please *see* Paragraph No. 1.7 of Chapter I of the Report.

Recommendation (Serial No. 7)

Delhi Mass Rapid Transit System (DMRTS)

4.4 The Committee note that Phase-I and Phase-II of Delhi Mass Rapid Transit System (DMRTS) have been successfully completed and commissioned. The Committee have been informed that Metro Rail Projects are among the priority projects which are allocated the major portion of the current budget provision. The Government of India has approved the Delhi MRTS Phase-III for 103.05 km at a cost of Rs. 35,242 crore. The work of phase-III projects have been initiated and DMRC is in the process of acquiring more buses to provide connectivity to new metro stations at Phase-III. However, in regard to feeder bus service the Secretary, Ministry of Urban Development during the evidence deposed before the Committee that the entire feeder service load is to be loaded on the Delhi Metro Corporation and Delhi Transport Corporation. Further on the issue of cleanliness in metros and frequent glitches occurred in metros resulting heavy rush and inconvenience being faced by daily commuters, Secretary, Ministry of Urban Development have stated that they will see this issue in a specific way. As far as glitches are concerned,

there are daily 2800 trips of metro and the system fails occasionally. Where there is signal problem, manual methods are followed and due to this metro speed should be restricted. However, they are trying their best and these situations can be tackled in future. The Committee while appreciating the action taken by DMRC in this direction, desire the Government to achieve proper coordination with Delhi Government and Delhi Transport Corporation to run the feeder bus service efficiently and made 300 feeder buses functional within the next six months as per commitment made by the Government.

On the issue of increasing the metro coaches from six to eight, the Committee were informed by Managing Director, DMRC during the evidence that the average journey in metro is 15 to 16 kilometre and daily 20 lakh passengers are travelling by metro. Due to this reason the issue of increasing metro coaches from six to eight will now be considered before the year 2013. The next lot of coaches is expected to come from June, 2012. Then metro will be having eight coaches. While the Committee take note of the initiatives of the Delhi Metro to ease the metro rush, recommend that apart from increasing the number of coaches in metro, the Ministry should also explore the options of other Mass Rapid Transit System like local trains, monorail, high speed trams etc., to supplement the Metro Transport System to meet the growing requirement of NCR and integrate them with Delhi Metro to make it a comprehensive transport system within NCR.

Reply of the Government

4.5 Delhi Metro Rail Corporation Ltd. (DMRC) has informed that the process of selection of clusters of 100 buses each, has been completed in consultation with Government of National Capital Territory of Delhi (GNCTD). Letter of acceptance has been issued on 15.05.2012. Contract period is 10 years. The buses shall be procured by the operator conforming to urban buses specification in the name of DMRC. These buses shall have provision of use of common mobility card and are expected to become available from December, 2012 onwards.

Public Transportation being a State subject, it is the responsibility of GNCTD to plan and implement appropriate options of Mass Rapid Transit System (MRTS) like mono rails, high speed trams, local trains, etc. to supplement the Delhi metro. Delhi Transport Corporation (DTC) has informed that they are presently operating around 548 routes with 5800 buses which are providing bus connectivity to almost all metro stations, thus facilitating integration. Details of further MRTS proposals are awaited from the GNCTD.

Comments of the Committee

4.6 For comments of the Committee please *see* Paragraph No.1.10 of Chapter-I of the Report.

Recommendation (Serial No. 8)

Central Public Works Department (CPWD)

4.7 The Committee note that there are encroachment by Jhuggi/Jhopdi dwellers in the Government residential colonies all over the country which causes unhygienic condition, creates law and order problem by encouraging anti-social element and hence creates inconvenience to the residents. The Committee have been informed that efforts are being made by the Ministry for removal of encroachment from Government land. The encroachment on CPWD land are surveyed by the local civic authorities and money is deposited by CPWD with the local authority for the removal/rehabilitation of Jhuggi/Jhopdi dwellers. Detailed surveys have been undertaken by the local civil body to know these dwellers eligibility regarding resettlement/rehabilitation. After receipt of the Bill from local body, money is deposited by the CPWD for onward action. Apart from this, ineligible Jhuggis dwellers are removed by CPWD with the help of police force. The Committee are of the opinion that although continuous efforts are being made by the Ministry, yet encroachments in Government residential colonies are still in progress. The Committee, therefore, reiterate their recommendation given in their earlier report. The Committee also desire that responsibility of the Officers of various agencies be fixed under whose nose the encroachment takes place. The Committee may be apprised of the outcome in this regard from time to time.

Reply of the Government

4.8 As far as Delhi is concerned, for three locations namely Nicholson Square, Rajiv Gandhi Camp at Aram Bagh and Shankar Camp at Sector 13, R. K. Puram, amount of Rs. 21.48 lakh, Rs. 13.29 lakh and Rs. 18.99 lakh respectively was deposited with MCD in Sep'2001, Jul'2001 and May'2003 as per demand raised by them after site survey. Encroachment at Nicholson Square has since been removed. At that time MCD was the nodal agency for assessment of eligible settlers and their relocation. MCD, however, could not complete the job till 2006.

The Delhi Laws (Special Provisions) Act, 2006 was enacted by the Parliament to address the issues arising out of the several orders and directions passed by the Supreme Court and the High Court of Delhi in cases pending before them regarding contentious issues which were

confronting the National Capital, namely, unauthorized constructions, commercial use of residential premises, encroachment on public land by slum dwellers and Jhuggi-jhopri clusters, problems relating to urban street vendors, which were affecting the lives of millions of people . This Act remained effective for a period of one year and lapsed on the 18th May 2007, and required Central Government with a time period of one year to take all possible steps to finalize norms, policy guidelines and feasible strategies to deal with the problem of unauthorized development with regard to mixed land use not conforming to the Master Plan, construction beyond sanctioned plans, and encroachment by slum and Jhuggi- jhopri dwellers, hawkers and urban street vendors; and also provided for *status quo* as on 1st January 2006 to be maintained in respect of these categories of unauthorized development, subject to certain conditions not withstanding any judgement, decree or order of any court, and that all notices issued by the local bodies for initiating action against these categories of unauthorized developments shall be deemed to have been suspended and that no punitive action shall be taken during the said period of one year.

Consequent to this, for three years removal and relocation of Jhuggi dwellers could not be possible. In 2010 an Act was passed by NCTD and DUSIB came into existence with effect from July, 2010, which is now the nodal agency in the matter.

Detailed guidelines were issued in 2005 laying down procedures and fixing responsibilities for detection, reporting and removal of encroachment by CPWD officials from its properties which have been again reiterated in the year 2010. No fresh encroachment on CPWD land in Delhi has been prepared and submitted to DUSIB for appropriate action. The matter is being pursued vigorously with DUSIB.

Officers in CPWD are being directed to co-operate with other agencies like MCD, NDMC and Police and also seek co-operation from the dedicated taskforce already constituted by GNCTD, involving Revenue Department, Urban Development Department, and Building Department, Home Department, DUSIB, MCD, NDMC, CPWD and DDA etc.

Reports from the Chief Engineers who have works located at Kolkata, Bangalore, Hyderabad, Chennai, Mumbai and Ahmadabad indicate that there has been no new encroachment during last two years in these cities. In some old cases matter is under litigations. However CPWD has been directed to prepare details of existing encroachment if any on CPWD land in these cities also. This process is expected to be completed by September end this Year.

In this aspect, a circular has also been issued from this Directorate to curb encroachment and removal thereof (Copy enclosed).

Comments of the Committee

4.9 For comments of the Committee please *see* Paragraph No. 1.13 of Chapter-I of the Report.

Recommendation (Serial No. 11)

Need for adequate sewerage and sanitation system

4.10 From the information provided by the Ministry, the Committee observed that 4861 cities out of 5161 cities/towns in India do not have even a partial sewerage network. Almost 50% of households in cities like Bangalore and Hyderabad do not have sewerage connection. Only 21% of the waste water generated is treated. About 18% of urban households do not have access to any form of latrines. Of the 79 sewerage treatment plants under State ownership 46 were operating under very poor condition and less than 20% of the road network is covered by storm water drains. In view of this, sewerage system in India is suffering from poor maintenance. The existing set up simply cannot handle the problems of cities including the mega cities like Delhi, Calcutta, Chennai and Mumbai.

The Committee note that sewerage, sanitation and drainage are significant focus sectors under the purview of JNNURM whose period is from 2005-06 to 2011-12. So far 108 sewerage and 71 drainage(including storm water drainage) projects were sanctioned under JNNURM. The Committee are distressed to note that even after completion of the entire mission period *i.e* 2011-12 against the above sanctioned projects only 15 sewerage projects and 8 drainage projects have been completed till date.

Against this backdrop the Committee strongly recommend that the Ministry should take proactive steps in completing the remaining projects at the earliest and generate more demands from all the States about these projects by creating awareness during the 12th Plan period.

The Committee are given to understand that despite Supreme Court's Order, sewerage disposal systems in major cities like Delhi are still releasing untreated water directly or indirectly into water bodies without removing the harmful compounds, this causes severe environmental hazards. In view of this, the Committee further recommend that time-bound steps should be taken in this direction to stop releasing of polluted water into the river by strictly adhering to the Supreme court's orders and by establishing adequate number of sewerage treatment plants.

Reply of the Government

4.11 As per 2011 Census, the urban households having latrine facility within premise is 81.4% and the remaining 18.6% households are both sharing public latrines (6%) and defecating in open (12.6%). Out of 81.4% households having latrine facility, 38.2% households are connected with pipe sewerage system. According to the Report on Status of water supply, wastewater generation and treatment in Class - I Cities and Class-II Towns of India (Series: CUPS/70/2009-10) published by Central Pollution Control Board (CPCB) in the year 2009, the country together generates 38,254 million litres per day (MLD) of sewage, out of which treatment facilities have been provided for 11,787 MLD which constitute 31% of total sewage generation and the remaining 26,467 MLD is disposed into the water bodies without any treatment. Ministry is aware that 75% of fresh water resources including major rivers in the country are contaminated due to discharge of untreated domestic waste water.

Since sanitation is a State subject, it is the responsibility of Urban Local Bodies (ULBs) in planning, design, implementation, operation and maintenance of sanitation services in the cities and towns. At the Central level, the Ministry of Urban Development is the nodal Ministry for formulation of policies, strategies and guidelines and assists the States by providing financial assistance for development of urban water supply and sanitation sector in the cities and towns.

With a view to prioritizing the issue of sanitation, the Ministry of Urban Development formulated the National Urban Sanitation Policy in 2008. The vision of the policy is that all Indian cities and towns become totally sanitized, healthy and livable and ensure and sustain good public health and environmental outcomes for all their citizens with a special focus on hygienic and affordable sanitation facilities for the urban poor and women. Under National Urban Sanitation Policy States have to prepare State Level Sanitation Strategies and cities have to prepare model City Sanitation Plans. So far, 21 States are engaged in the preparation of State Sanitation Strategies. The Ministry of Urban Development is supporting 124 cities in the development of City Sanitation Plans.

The Government of India, wherever possible, explores possibilities of providing assistance for funding projects proposed through its schemes like JNNURM, UIDSSMT, 10% Lump Sum for N-E States, Satellite Township Scheme. The Ministry of Environment and Forests is implementing various National programmes to prevent contamination of river water bodies.

So far 11 Sewerage projects and 73 Drainage projects have been sanctioned under JNNURM, out of which 17 Sewerage projects and 13 Drainage projects have respectively been reported physically completed. The remaining projects are at various stages of implementation.

An advisory has been issued to all States to take necessary steps for expeditious completion of the ongoing Sewerage and Drainage projects under Urban Infrastructure Governance (UIG) Sub-Mission of JNNURM and to issue strict instructions to the concerned implementing agencies so that all the projects, which are at various stages of implementation, may be completed expeditiously and within the stipulated extended period of JNNURM *i.e.* 31.03.2014.

Comments of the Committee

4.12 For comments of the Committee please *see* Paragraph No. 1.16 of Chapter-I of the Report.

CHAPTER V

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

Recommendation (Serial No. 3)

Slow physical progress under UIG component of JNNURM

5.1 The Committee note that the total allocation under UIG Sub-mission of JNNURM is Rs. 31,500 crore for its seven years duration *i.e.* 2005-2012. Out of this, Rs. 30786.26 crore has been committed for 555 projects and for buses sanctioned under 2nd Economic stimulus package for various States. The Committee find that out of 555 sanctioned UIG projects only 127 projects have been physically completed which is only 40.37%. 423 projects are at various stages of implementation. However, Ministry is silent about status of remaining 5 projects. Ministry of Urban Development have furnished various reasons for slow progress of these projects *viz.* delay in receipt of permission/clearances from various authorities, lack of capacity of ULBs, land acquisition issues, high tender premium, cost escalation, lack of response to tender and re-tender etc. As JNNURM is a reform linked scheme of Central Assistance, the progress of the projects is also affected due to non-submission of Utilizations Certificates by the States on account of non-achievement of reforms as per committed timelines. The Committee have been informed that the Ministry is proposing for further extension of mission period for 2 years for completion of projects and reforms by the States/ULBs. The Committee are pained to note that after taking effective steps and appointing Programme Management Unit (PMU) at State level, Project Implementing Unit (PIU) at ULB level, Independent Review and Monitoring Agency (IRMA) and State Level Steering Committee (SLSC) for assessing progress of these projects, the mission Directorate has failed to achieve the targets. Regarding bearing the cost escalation of these projects, the Committee were informed that States have to bear any cost escalation of the projects over and above. The Committee want that the Government should not burden States for cost escalation and find other way for this. The Committee also observe that the Grant Thornton India, a mid-term appraisal agency for JNNURM has brought out certain key findings and submitted recommendations to the Ministry. The Committee desire that all the key points of Grant Thornton India should be given due credence

and implement the projects in a more meaningful manner. Moreover, the Committee desire that the Ministry should ensure completion of all projects of UIG in the extended 2 years period so as to achieve the desired results by 2014.

Reply of the Government

5.2 As on 31-03-2012, a total of 559 projects have been approved under UIG Sub-Mission of JNNURM with approved cost of Rs. 67274.90 crore (inclusive of buses sanctioned under JNNURM) and ACA commitment of Rs. 30971.34 crore (inclusive of buses sanctioned under JNNURM). 128 projects have so far been completed. Sanction for 5 projects of GNCTD has been withdrawn on the request of State Government by the Government of India and the remaining 426 projects are at various stages of implementation. The Government has extended the period for 2 years beyond the normal tenure which ended on 31.03.2012 *i.e.* up to 31.03.2014 for completion of reforms and ongoing projects under JNNURM. The Ministry has been reviewing the progress of ongoing works. It has been stressing upon the States for completion of works within the stipulated time. It is expected that some works will be completed in this Financial Year. Further review of progress of works would be taken up by the Ministry. States have been impressed upon to expedite completion and commissioning of projects.

The State Govt./ULB has to bear cost escalation if any, in implementation of the projects in the present phase of JNNURM. However, a decision on the issue of cost escalation would be taken in the JNNURM phase-II which will also take into consideration the findings and recommendations of the mid-term appraisal report of Grant Thornton and the learning of the present phase of JNNURM.

Recommendation (Serial No. 5)

Tardy Implementation of Urban Infrastructure Development Scheme for Satellite Towns around Seven Mega cities

5.3 The Committee note that a pilot scheme for Urban Infrastructure Development in Satellite Towns around seven mega cities is being implemented by Ministry of Urban Development. The main objectives of this scheme are to develop Urban Infrastructure facilities like drinking water, sewerage and solid waste management etc. at satellite towns around the seven mega cities and to regulate their future growth so as to reduce pressure on the mega cities. They further note that total 15 projects worth Rs. 47203.58 lakh have been sanctioned for Vasai-virar, Sonapat, Vikarabad, Sanand Pilkhuwa and Sriperumbudur and the amount

released till February, 2012 is only 13427.06 lakh which is around 30%. 70% funds are still unutilized resulting in tardy implementation of projects sanctioned under the scheme. The Committee were informed by the Ministry that the Planning Commission has sought merger of this scheme in JNNURM but no final decision has been taken. The Committee, therefore, recommend the Government to take a decision expeditiously in this regard so that the scheme could avoid cost escalation and be implemented in the right earnest.

Reply of the Government

5.4 The decision for the merger of this scheme in JNNURM is under consideration.

NEW DELHI;
30 November, 2012

9 Agrahayana, 1934 (Saka)

SHARAD YADAV,
Chairman,
Standing Committee on
Urban Development.



Appendix-I

Government of India

**DIRECTORATE GENERAL
CENTRAL PUBLIC WORKS DEPARTMENT
Nirman Bhawan, New Delhi-110011
Ph. No.: 23062220 Fax No.: 23061125
E-mail Id: dwcpwd@yahoo.co.in**

No.PM/DGW/409-A/254

Dated: 15th May, 2012

CIRCULAR

Sub:- 17th Report of the Standing Committee-Discussion and voting on Demand for (Grants for 2012-13 for Ministry of Urban Development.

Attached herewith please find copy of an order issued by GNCTD *vide* No. F-27/SDM/KJ/2010/96. dated: 30.3.2011 regarding constitution of Task Force for removal of encroachment of public areas.

Removal of encroachment has been an important issue raised in 17th Report of the Standing Committee on Urban Development. Prompt action is required to be taken thereon.

Standing Committee has very categorically observed that:—

“.....At the same time, the committee are of the firm view that incidents of encroachment cannot happen without the connivance of higher officials of civic agencies. The committee wants that stern and deterrent punishment should be awarded to the officials under whose nose such encroachment has taken place.

These observations have been reiterated in 18th Report also. The committee also want that they may be apprised of the outcome in this regard from time to time.

It is therefore enjoined upon all the Chief Engineers to direct field formations under them to co-operate and co-opt with other agencies like MCD, NDMC and police and also seek Co-operation from the dedicated task force already constituted by GNCTD, involving Sub-Divisional Magistrate of the sub-division. Assistant Commissioner of Police of the sub-division, Deputy Director/Executive Engineer of DDA. Zonal Assistant Commissioner of the MCD, Executive Engineer of PWD and BDO of Panchayat Department, GNCTD."

Field formation may also be, directed to follow up the issue of relocation removal of Jhuggis/encroachments on CPWD land with DUSIB which is the nodal authority for this purpose (www.delhisheher.nic.in).

Outside Delhi also similar action is required to be taken in, coordination with State Administrator.

CEs are required to periodically review the status and keep the CPWD directorate updated with the quarterly AIR.

Encl : as above

Sd/-

Deputy Director General (W)

To,

1. ADG (NR. WR. SR. ER. BORDER)
2. Chief Engineer NDZ-I/NDZ-II/NDZ-III/NDZ-IV/NZ-I/NZ-II/
NZ-III/CZ /WZ-I/WZ-II/SZ-I/SZ-II/SZ-III/EZ-I/EZ-II/NEZ/BFZ/
BFLZ/IBBZ/RSVY/IBBFLZ/IBBRMZ.

Copy to : PPS to Spl. DG. (S&P. TD)



Appendix-II

MINISTER OF URBAN DEVELOPMENT INDIA

D.O. No. G-20018/10/2011-Bt-(UD)/3403-F

09 May, 2012

Dear Montek,

I am writing to you in connection with the gross budgetary support for 12th Five Year Plan (2012-17) for the Ministry of Urban Development. The requirement of funds for the urban sector today needs to be placed in the context of India's pace of urbanisation and the need to significantly improve the urban infrastructure and service delivery.

We have now a total of 7935 towns which includes 4041 statutory towns, 468 class-I cities having a population of over one lakh of which 53 cities have a population of more than one million. It is expected that India will add 700 million new urban residents by 2050. This scale of urbanization is unprecedented and the urban centres have already emerged as centres of economic growth – contributing 60% to the GDP and creating millions of jobs.

While urbanization is key to economic growth, rapid growth of urban population puts a huge constraint on the physical infrastructure of our cities. Provision of piped water, adequate sanitation facilities, improved roads and urban transport as also environmental sustainability are our major concerns in the urban areas.

Taking into consideration these challenges, the Ministry of Urban Development had constituted a Committee under Dr. Isher Judge Ahluwalia to assess the financing needs of cities in the context of India's urbanization over the next 20 years, *i.e.* from 2011 to 2031. This report has worked out the investment for urban infrastructure over the 20 year period at Rs. 39.2 lac crore at 2009-10 prices and has recommended that

Government of India provided 0.25% of GDP to Urban Local Bodies (ULBs) for the next phase of JNNURM.

The Steering Committee on Urbanization set up by the Planning Commission has also called for a significant increase in investment in the urban sector. This Committee has assessed the requirement in the 12th Plan (2012-17) at Rs. 180,000 crore from the Central Government for investment through JNNURM and other programmes.

Further, the Parliamentary Standing Committee on Urban Development in its 18th Report on Demands for Grants 2012-13 has recommended that:—

“The Committee are distressed to note that keeping in view the plight of urban condition in India and regular increase in the rate of inflation, the increase of allocation is not more than 5% which is very minuscule for successful implementation of various schemes undertaken by the Ministry. The Committee recommended that the Ministry should continue for higher and additional allocation of funds.”

In line with these recommendations, this Ministry has already proposed an outlay of Rs. 1,97,000 crore for investment for the next phase of JNNURM, including funds for a national capacity building programme and an amount of Rs. 1,57,227 crore for other schemes of the Ministry for the 12th Five Year Plan.

I shall be grateful if you could kindly look into the matter and allocate adequate funds for the Ministry of Urban Development for the 12th Five Year Plan (2012-17) so that the schemes and programmes of the Ministry are effectively implemented.

With regards.

Yours sincerely,

Sd/-

(KAMAL NATH)

Shri Montek Singh Ahluwalia,
Deputy Chairman,
Planning Commission, Yojana Bhawan,
New Delhi.

ANNEXURE I

MINUTES OF THE SECOND SITTING OF THE STANDING
COMMITTEE ON URBAN DEVELOPMENT (2012-2013)

The Committee sat on Tuesday, the 6th November, 2012 from 1100 hrs. to 1430 hrs. in Room No 074, Parliament Library Building, New Delhi.

PRESENT

Shri Sharad Yadav — *Chairman*

MEMBERS

Lok Sabha

2. Shri Ambica Banerjee
3. Shri Kailash Joshi
4. Shri Mohinder Singh Kaypee
5. Shri Ramesh Kumar
6. Dr. Sanjeev Ganesh Naik
7. Shri Ratan Singh

Rajya Sabha

8. Shri Anil Desai
9. Shri Parvez Hashmi
10. Shri Faggan Singh Kulaste
11. Shri Avinash Pande
12. Shri Ajay Sancheti

SECRETARIAT

1. Shri D.S. Malha — *Director*
2. Smt. J.M. Sinha — *Deputy Secretary*
3. Smt. K. Rangamani N. — *Under Secretary*

Part I

(1100 hrs. to 1130 hrs.)

2. At the outset, the Hon'ble Chairman welcomed all the Members to the second sitting of the Committee. The Committee then took up for consideration the draft Report on (i) Action taken by the Government on the observations/recommendations contained in the 18th Report (Fifteenth Lok Sabha) of the Committee on Demands for Grants (2012-13) of the Ministry of Urban Development, (ii) Action taken by the Government on the observations/recommendations contained in the 19th Report (Fifteenth Lok Sabha) of the Committee on Demands for Grants (2012-13) of the Ministry of Housing and Urban Poverty Alleviation. After deliberations, the Committee adopted the reports without any modification.

3. The Committee also authorized the Chairman to finalise the above mentioned Reports and to present these to both the Houses of Parliament.

4. *** *** *** *** ***

5. *** *** *** *** ***

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

The Committee then adjourned.

*** This portion does not relate to the Report

ANNEXURE II

[Vide Para 4 of the Introduction]

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

- | | | |
|------|---|--------------------|
| I. | Total number of recommendations: | 11 |
| II. | Recommendations/Observations which have been accepted by the Government: | |
| | Recommendation Sl. Nos. 1, 4, 6, 9 and 10 | |
| | | Total: 5 |
| | | Percentage: 45.45% |
| III. | Recommendations/Observations which the Committee do not desire to pursue in view of the Government's replies: | |
| | - Nil - | |
| | | Total: Nil |
| | | Percentage: 00.00% |
| IV. | Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee: | |
| | Recommendation Sl. Nos. 2, 7, 8 and 11 | |
| | | Total: 4 |
| | | Percentage: 36.36% |
| V. | Recommendations/Observations in respect of which final replies of the Government are still awaited: | |
| | Recommendation Sl. Nos. 3 and 5 | |
| | | Total: 2 |
| | | Percentage: 18.18% |

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The Souvenir Items with logo of Parliament are also available at Sales Counter, Reception, Parliament House, New Delhi. The Souvenir items with Parliament Museum logo are available for sale at Souvenir Shop (Tel. No. 23035323), Parliament Museum, Parliament Library Building, New Delhi. List of these items are available on the website mentioned above.”
