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

**SIXTEENTH LOK SABHA**

**MINISTRY OF URBAN DEVELOPMENT**

**DEMANDS FOR GRANTS  
(2014-2015)**

(Action Taken by the Government on the Recommendations contained in the First Report (Sixteenth Lok Sabha) of the Standing Committee on Urban Development on Demands for Grants (2014-2015) ) of the Ministry of Urban Development]

**SEVENTH REPORT**



**LOK SABHA SECRETARIAT  
NEW DELHI**

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#### **DEMANDS FOR GRANTS**

[Action Taken by the Government on the Recommendations contained in the First Report (Sixteenth Lok Sabha) of the Standing Committee on Urban Development on Demands for Grants (2014-2015) of the Ministry of Urban Development]

**Presented to Lok Sabha on 31.07.2015**

**Laid in Rajya Sabha on 30.07.2015**



**LOK SABHA SECRETARIAT**

**NEW DELHI**

July, Ashadha 1937 (Saka)

C.U.D No.

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

*Shri Pinaki Misra       -       Chairperson*

**MEMBERS**

**LOK SABHA**

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Ram Charan Bohra
5. Shri Dushyant Chautala
6. Shri Ashok Chavan
7. Shri Dilip Kumar Gandhi
8. Shri Maheish Girri
9. Shri R.Gopalakrishnan
10. Shri Choudhury Mohan Jatua
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15. Shri K. Parasuraman
16. Shri C. R. Patil
17. Shri Kapil Moreshwar Patil
18. Shri Rahul Ramesh Shewale
19. Prof. K. V. Thomas
20. Shri Parvesh Sahib Singh Verma
21. Dr. Dharam Vira

**RAJYA SABHA**

22. Smt. Vandana Chavan
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24. Shri Anil Desai
25. Shri Parvez Hashmi
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27. Shri Rangasayee Ramakrishna
28. Shri Satish Sharma
29. Shri C.P. Thakur
30. Shri S.Thangavelu
31. Shri Khekiho Zhimomi

## SECRETARIAT

- |    |                            |   |                     |
|----|----------------------------|---|---------------------|
| 1. | Smt. Abha Singh Yaduvanshi | - | Joint Secretary     |
| 2. | Shri D.S Malha             | - | Director            |
| 3. | Smt. J.M. Sinha            | - | Additional Director |
| 4. | Dr. Jagmohan Khatry        | - | Executive Officer   |

(iv)

## INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2014-2015) having been authorized by the Committee to submit the Report on their behalf, present the Seventh Report (16<sup>th</sup> Lok Sabha) on the action taken by the Government on the recommendations contained in the First Report (16<sup>th</sup> Lok Sabha) of the Standing Committee on Urban Development on "Demands for Grants (2014-2015) " of the Ministry of Urban Development.

2. The First Report was presented to Lok Sabha on 18<sup>th</sup> December, 2014 and laid on the table of Rajya Sabha on 18<sup>th</sup> December, 2014. The Replies of the Government to all the recommendations contained in the Report were received in March, 2015.

3. The Standing Committee on Urban Development considered and adopted this Report at their sitting held on 13.07.2015.

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

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

NEW DELHI;

..... July,, 2015

...Ashadha,1937 (Saka)

PINAKI MISRA

Chairperson,  
Standing Committee on Urban Development

## **CHAPTER I**

### **REPORT**

This Report of the Standing Committee on Urban Development (2014-2015) deals with the action taken by the Government on the Observations/Recommendations contained in their First Report (Sixteenth Lok Sabha) on Demands for Grants (2014-2015) of the Ministry of Urban Development which was presented to Parliament on 18 December, 2014.

1.2 Action Taken Replies have been received from the Government in respect of all the 24 recommendations contained in the Report. These have been categorized as follows:

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

Recommendation Nos. 1, 2,3,4,5,6,8,10,11,12,13,15,16,17,19,20, 21 and 24

(Total -18)

(Chapter-II)

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

Recommendation No. 9 and 18

(Total -02)

(Chapter-III)

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

Recommendation Nos. 7 and 14

(Total -02)

(Chapter-IV)

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

Recommendation No. -22 and 23

(Total -02 )

(Chapter-V)

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

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

### **Recommendation (Serial No.1)**

#### **SUITABLE ENHANCEMENT OF PLAN OUTLAY FOR URBAN DEVELOPMENT OF THE COUNTRY**

1.5 The Committee had recommended as under:

"The Committee observe that under Demand No, 101, there has been a gap between projects and budget estimates from 2008-09 to 2013-14. Also there has been gap between allocations at BE and RE stage during the year 2011-12 to 2013-14. The BE for the year 2013-14 (both plan and non-plan) was Rs. 8296.74 crore. At RE stage the allocation was reduced to 7548.33 crore. The BE for 2014-15 is Rs. 17628.56 crore. The percentage increase of BE 2014-15 in comparison to BE 2013-14 is 125.75 % on the plan side and 13.84 % on the non-plan side. The percentage increase of BE 2014-15 in comparison to RE 2013-14 is 151.55 % on the plan side and 13.66 % in the non-plan side. The huge jump is due to placing of the funds of the JuNNRM under the demand No.103 of Department of Urban Development. This was earlier an ACA scheme and funds were released by Ministry of Finance and Ministry of Home Affairs directly to the States and Union Territories. Keeping aside the growth in the allocation at BE of 2014-15, the allocation is not adequate. This has had an adverse effect on metro rail projects and General Pool Residential Accommodation. The Ministry has further submitted that the process of urbanization has not been accompanied by a commensurate increase in the supply of basic urban services. The supply of land and housing has not kept pace with the increase in urban population. Moreover, the Government is going to create 100 smart cities and 500 counter magnetic cities. Keeping in view above facts, the Committee call upon the Ministry to continue its efforts to persuade the Ministry of Finance and Planning Commission for higher allocation during the next budget."

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

"The Ministry has been continuously raising issue regarding adequate provisioning of funds with Ministry of Finance for ensuring effective implementation of its schemes. Ministry had demanded a provision of ₹62,654.33 crore under Plan against which allocation of ₹16054.18 crore has been made by Ministry of Finance for Financial Year 2015-16. Hon'ble Minister of Urban Development vide D.O. letters dated 27<sup>th</sup> January, 2015 and 16<sup>th</sup> February, 2015 had requested Minister of Finance to make additional allocation to the Ministry for fulfilling the mandate given. Secretary, Urban Development vide D.O. letter dated 16<sup>th</sup> February, 2015 had also taken up the matter with Ministry of Finance regarding under provisioning of funds for various

schemes of the Ministry including 100 Smart Cities, 500 Habitations and non-allocation of any funds for Swachh Bharat Mission under the Budget 2015-16 in Demand No.104 – Department of Urban Development."

**1.7 The Committee are satisfied to note that the Ministry of Urban Development is continuously pursuing with the Ministry of Finance for allocating adequate provisions for various schemes of the Ministry and achieving the mandate of the Ministry. The Ministry has taken up the matter regarding under provisioning of funds at its highest level for various schemes including 100 smart cities and Swachh Bharat Mission. However, they are disappointed with the fact that Ministry of Finance has released only Rs.16054.18 crore against the demand of Rs.62, 654.33 crore for the financial year 2015-16. The Committee strongly feel that with this reduced allocation it would be difficult to achieve the highly ambitious schemes. Therefore, they reiterate their earlier recommendation to the Ministry to continue efforts to pursue with the Ministry of Finance for providing adequate allocation for effective implementation of various schemes.**

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

#### **NATIONAL CAPITAL REGION AS A UNIFIED AREA IN ECONOMIC TERMS: NEED TO REMOVE FISCAL BARRIERS.**

**1.8 The Committee had recommended as under:**

"The Committee in their earlier Reports had recommended for a need to remove the fiscal barriers and make NCR a unified area in economic terms. The Committee had felt that uniformity in VAT rates in the NCR region would encourage business establishments to shift out of NCT, Delhi to set up business in NCR region without suffering financial losses.

The Committee also find that the policy related to uniformity in VAT rates falls under the domain of Ministry of Finance. The Committee are surprised to note that NCRPB do not have any information about the outcome. Since NCRPB's mandate is to decongest the capital city of Delhi, the Committee wish that it should take up this matter at the highest level i.e., Ministry of Finance.

The Committee in their earlier Reports had recommended for waiving guarantee fee to enable NCRPB to raise the requisite loan from Multilateral Aid Agencies. The Committee have been informed that the matter was taken up by the Ministry of Urban Development with the Department of Economic Affairs of the Ministry of Finance. The matter is still being discussed by the two Ministries. The

Committee reiterate their earlier recommendation and want the Ministry of Urban Development to keep on pursuing this matter vigorously till its logical conclusion."

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

"In order to implement Value Added Tax (VAT) successfully, Ministry of Finance had issued revised consolidated instruction in July, 2005 for compensating the States/UTs in case of loss of revenue on account of introduction of VAT. Subsequently, additional instructions were issued by the Ministry of Finance in June, 2009 in this regard. Once VAT is implemented at the country level by the Ministry of Finance, it will help in removing fiscal barrier in NCR also.

As regards the waiver of Guarantee fee for loans raised from multilateral/bilateral aid agencies, the matter is being pursued with the Department of Economic Affairs (DEA), Ministry of Finance. DEA had raised certain queries in this regard. The comments of NCRPB were obtained on these queries. The same are under examination. Reply to DEA, in this regard, will be given shortly."

**1.10 The Committee find that with respect to waiver of guarantee fee for loans raised from multilateral/bilateral aid agencies, the matter is being taken up with Department of Economic Affairs (DEA). However, they find that the Ministry have not specified the queries raised therein and that the comment of NCRPB are under examination. They desire the Ministry to expedite the examination of the replies obtained from NCRPB with regard to waiver of guarantee fee for loans raised from multilateral/bilateral aid agencies and keep the Committee abreast of the same.**

**Recommendation (Serial No.5)**  
**SMOOTH TRAVEL IN NATIONAL CAPITAL REGION**

1.11 The Committee had recommended as under:

"The Committee came to know that NCRPB pursued with its constituent States for signing of "Reciprocal Common Transport Agreement" for 'Contract Carriage' and 'Stage & Goods Carriage' for unrestricted/ seamless travel in NCR to facilitate general public. When the Committee asked the Ministry of Urban Development regarding the delay in implementation of this agreement it was found out that its implementation is to be done by the NCR participating States as per the agreements as well as under the provisions of Motor Vehicles Act, 1988. NCR Planning Board had requested Ministry of Road Transport and Highways vide letters dated 05.09.2013, 27.12.2013 and 23.07.2014 that all the "Contract Carriage" vehicles registered in any district of NCR be allowed to ply in whole of NCR and all be issued permits for NCR without paying any additional passenger tax. The Committee feel that smooth and seamless movement of interstate traffic in the National Capital Region is the dire need and efforts should be made to make it unrestricted and commuter friendly. The Committee also observed that the NCR Planning Board has been making efforts to convince the State Governments for reciprocal agreement to

achieve this objective. Implementation of this policy is important to facilitate general public to commute between Delhi and the rest of NCR especially those commuters who board/ deboard at the airport, railway stations and inter-state bus *terminals* in Delhi and have to take either taxi/auto rickshaw or bus to reach their *desired destination* in NCR. The National Urban Transport Policy approved by the Government of India also envisages seamless travel for the passengers. The Committee appreciate that NCRPB has requested for necessary amendments, if any, in the Motor Vehicles Act, 1988. The Committee came to know that there was a cap on the issue of permits for auto-rickshaws in NCT-Delhi by the Supreme Court of India. After lifting of restriction of number of auto-rickshaws by the Supreme Court of India, Government of NCT-Delhi has initiated action in this regard. The Ministry of Urban Development also conveyed to the Committee that Government of NCT-Delhi have issued a public notice to invite applications for 5500 NCR Auto-permits (U.P.-2750, Haryana-2750) and are taking further action in the matter to issue the NCR Permits in respect of U.P. and Haryana Sub-regions of NCR. However, the Committee are dismayed with the hollowness in the official claims of working out a transport plan for smooth connectivity between Delhi and its neighbors – GautamBudhNagar (Noida), Ghaziabad and Gurgaon. Buses may have been plying between these cities but auto-rickshaws, the preferred mode for many commuters and taxis (except for radio taxis) stay away because of jurisdictional issues and harsh penalties. Therefore, the Committee strongly recommend to the NCRPB and Govt. of Delhi and other adjoining States to take quick decisions relating to critical activities and resolve inter-state issues/matters for early implementation of this agreement i.e., Reciprocal Common Transport Agreement” for ‘Contract Carriage’ and ‘Stage & Goods Carriage’ for unrestricted travel in NCR to facilitate general public. The Ministry of Urban Development may also pursue the matter vigorously."

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

"Board requested the NCR Participating States to provide the status of implementation of the “Reciprocal Common Transport Agreement among Governments of NCT-Delhi, Haryana, Rajasthan and Uttar Pradesh for unrestricted movement of vehicles in NCR” for ‘Contract Carriage’ and ‘Stage Carriage’ vide letters dated 22.09.2014, 23.09.2014 and 05.01.2015.

Board, vide letters dated **05.09.2013, 27.12.2013, 18.02.2014, 23.07.2014** and **13.11.2014**, requested the Ministry of Road Transport and Highways (MoRT&H) to examine the Recommendations made in the Hundred and Forty Sixth Report of the Rajya Sabha Committee on Petitions and necessary amendments, if any, be made in the Motor Vehicles Act, 1988 as recommended in the said Report.

Ministry of Road Transport and Highways, vide letter dated **04.12.2014**, informed that a copy of the said Report had been forwarded by MoRT&H to M/s. PLR Chambers requesting them to take into consideration the recommendations made in the Report while drawing of the new Motor Vehicles Act. "

**1.13 The Committee are happy to note the action taken in regard to implementation of reciprocal common transport agreement among**

Government of NCT-Delhi, Haryana, Rajasthan and Uttar Pradesh for unrestricted movement of vehicles in NCR for contract carriage and 'stage carriage. The Committee noted that Ministry of Road Transport and Highways, vide letter dated 04.12.2014, informed that a copy of the said Report had been forwarded by MoRT&H to M/s. PLR Chambers requesting them to take into consideration the recommendations made in the Report while drawing of the new Motor Vehicles Act. The Committee desire that expeditious action may be taken and under intimation to the Committee.

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

#### **THE REGIONAL RAPID TRANSIT SYSTEM PROJECTS**

1.14 The Committee had recommended as under:

"The Committee have been apprised that the three Regional Rapid Transit System (RRTS) corridor have been prioritized by the Ministry of Urban Development for implementation in Phase I, i.e Delhi – Sonipat –Panipat, Delhi-Gurgaon -Rewari – Alwar, Delhi-Ghaziabad-Meerut for which estimated cost till Sept 2011 was ₹72170 crore. These routes have been identified for the RRTS because these towns and cities have a large number of people travelling daily for economic reasons. The Cabinet in its meeting held on 11.07.2013 has approved the proposal of formation of National Capital Region Transport Corporation Limited (NCRTC) which is a pre-requisite for taking up the RRTS projects for providing a reliable and efficient Mass Commuter System in the NCR. NCRTC has been incorporated on 21.08.2013. With a seed capital of Rs. 100 crore to be contributed by the Central Govt. and State Govts. When enquired about the present status of implementation of RRTS projects, the Committee learnt that the RRTS projects have not still been sanctioned till now. The Committee also came to know from the replies given by the Ministry of Urban Development that Ministry of Railway has not released its due amount i.e ₹ 22.5 Crore.

In view of the above, the Committee strongly recommend to implement this RRTS project expeditiously in a time bound manner so as to make travel in the National Capital Region faster and easier. The Committee feel that the high-speed corridors are the need of the hour as this will facilitate better commuting in the National Capital Region. The Committee call upon the Ministry of Urban development to impress upon Ministry of Railway to release its share of amount."

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

"Ministry of Railways vide letter dated 10.12.2014 has informed Ministry of Urban Development that Ministry of Railways is committed towards the participation in National Capital Region Transport Corporation (NCRTC), but as contribution to equity participation needs approval of Parliament, funds shall be made available in Feb., 2015 only after seeking approval of Parliament in the Supplementary Demands for Grants. However, Ministry of Railways sanctioned the release of ₹1.25 lakhs, to

NCRTC towards subscription amount for participation of Ministry of Railways in NCRTC vide letter dated 10.12.14. "

**1.16 The Committee are not happy with the state of affairs regarding Regional Rapid Transit System (RRTS) corridor which have been prioritized by the Ministry of Urban Development for implementation in Phase-I. The Committee were apprised that the estimated cost of project till September 2011 was Rs.72170 crore. The Committee are dismayed with the fact that RRTS projects have not been sanctioned till now, and Ministry of Railways has not released its due amount of Rs.22.5 crore. However, the Committee came to know that Ministry of Railways is committed toward participation in NCRTC and has sanctioned the release of Rs. 1.25 lakhs as subscription amount for participation in NCRTC. The Committee were apprised that contribution to equity participation needs Parliament's approval hence, funds shall be made available in February, 2015 after seeking approval of Parliament in Supplementary Demands for Grants. The Ministry of Urban Development have however, chosen to remain silent on the release of equity contribution towards participation in NCRTC till now i.e. at the end of March, 2015. High Speed Corridors is the need of the hour to facilitate better commuting in NCR region. The Committee strongly express their displeasure and therefore, emphatically reiterate their earlier recommendation and recommend to the Ministry of Urban Development to pursue with to Ministry of Railways toward release of its entire equity contribution so as to implement RRTS projects in a time bound manner.**

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

#### **GREEN BUILDING: REDUCING ENVIRONMENTAL IMPACT**

1.17 The Committee had recommended as under:

"The Master Plan of Delhi-2021 contains the provision for "Green Buildings". The regulations for incentivizing green buildings and formulation of a regulatory mechanism to monitor construction, operations, etc. are under preparation. Once these are finalized, the declaration of Green Buildings in Delhi can be initiated after the builders get the necessary certification from the respective agencies required to do so. At present the Rain Water Harvesting System, which is one of the component of green building concept is being implemented. The Building Department of DDA after the promulgation of the Notification No. SO 730 dated 28.07.2001 made mandatory the physical construction of Rain Water Harvesting System in the new buildings in a plot of 100sqm and above. It is also ensured while issuing permits than the Rain Water Harvesting System is functional. As per available information during the last one year, 41 numbers of Completion Certificates have been issued to different type of buildings where Rain Water Harvesting System has been provided. Further, all the buildings now being constructed by CPWD under GPRA & GPOA are confirming to 3 star rated buildings. The Committee strongly recommend the Ministry of Urban Development to expeditiously complete the regulations for incentivizing green buildings and formulation of a regulatory mechanism to monitor construction, operations etc. The

Committee also wish to recommend that the Rain Water Harvesting system should also be enforced in all the existing office and residential buildings and the enforcement should be by way of rain water harvesting being made a pre-requisite for getting plans sanctioned as well as obtaining completion certificates.

The Committee Members were given detailed presentation by the NBCC on the Kidwai Nagar Redevelopment Project which has been entrusted to it and which promises to be the most environment friendly and green compatible colony in the country. The Members were very impressed with the presentation circulated by NBCC and felt that it should be replicated in many more congested areas of our major cities which are groaning under the pressure of antiquated and dilapidated constructions."

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

"In respect of existing office and residential buildings under jurisdiction of CPWD in Delhi as well as rest of India, rain water harvesting system has been provided by CPWD in 116 non-residential complexes and 144 residential colonies."

**1.19 The Committee are not happy with the state of affairs regarding implementation of rain water harvesting system in all the Government buildings and Government Residential colonies within Delhi and outside Delhi. They, therefore, strongly recommend the Ministry of Urban Development to expeditiously chalk out adequate and effective regulations for incentivizing green buildings besides formulating of a regulatory mechanism to monitor construction, operations etc. The Committee also wish to reiterate that the Rain Water Harvesting system should be enforced in all the existing office and residential buildings and the enforcement should be by way of rain water harvesting being made a pre-requisite for getting plans sanctioned as well as obtaining completion certificates.**

**The Committee re-emphasize the urgent need for monitoring mechanism by the Ministry of Urban Development to oversee implementation of rain water harvesting system in all the Government buildings and Government Residential colonies within Delhi and other States all over India.**

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

### **ELIMINATION OF HAZARDOUS MANUAL CLEANING OF SEWERS**

1.20 The Committee had recommended as under:

"It has been learnt that many sewerage workers have overcome by noxious fumes and drowned in sewage. Even if they survive these working conditions, most sewer workers suffer debilitating diseases caused by their working conditions like typhoid, hepatitis and severe skin rashes. These workers are not given any protective equipment, and effectively lack insurance or medical benefits. The Committee were

apprised that 80 per cent of these workers die before retirement. Increasingly, this work is contracted out from the municipal authorities to private contractors, who are barely regulated. This is despite an existing Safety Code, which the MCD spells out in the terms and conditions on which they hire contractors. A cluster of municipal authorities (Municipal Corporation of Delhi, Government of NCT of Delhi, Delhi Development Authority, Union of India, Delhi Jal Board, and New Delhi Municipal Council) are responsible for the safety of sewage workers in New Delhi. The Committee are anguished that while there is a law to ban manual scavenging, it has failed to stop the authorities from continuing with hazardous manual cleaning of septic tanks. The Committee also learnt that Ministry of Urban Development (MoUD) has initiated a proposal to formulate a “Scheme of Assistance for Mechanical Cleaning of Sewers and Septic Tanks (SAMCSS)” to assist cities/towns through the State Governments for procurement of suction and suction-cum-jetting machines with the objective of eliminating the hazardous manual cleaning. The Ministry has issued an Advisory Note on Septage Management in January, 2013 for adoption by the States. The Advisory includes guidelines for frequency of desludging of septic tanks, transportation and methods of treatment and safe disposal of treated sludge. The facilities for treatment and disposal of septage have yet to be set up by the State Governments and cities from their own resources. The Committee came to know that the Ministry of Urban Development proposes to include the mechanical cleaning of sewers and septic tanks and septage management as admissible components in the New Urban Development Mission (NUDM) which is being formulated by the Ministry. The Committee call upon the Ministry of Urban Development to do the needful at the earliest and implement the “Scheme of Assistance for Mechanical Cleaning of Sewers and Septic Tanks (SAMCSS)” by municipal authorities with full vigour and at the same time the Committee proposes to include following clauses in the scheme:

- Municipal authorities should provide these workers with machines immediately to clean the sewers so that they do not have to do so manually
- Give full compensation to the families of those workers who have died
- Provide workers with proper and modern safety equipment and training.
- Create mechanisms that encourage workers to speak out about safety problems.
- Evolve a system to investigate all work-related accidents and hold those responsible accountable.
- Improve safety through Infrastructure improvements and regular maintenance.
- Comprehensive Safety training must be given
- Educate the masses about how they can help maintain sewers
- Strict Laws should be enforced against the public for illegal dumping of waste into the sewers.

1.21 In its Action Taken Reply, the Ministry has stated as follows:

"Formulation of New Urban Development Mission and the Mission Smart City for 500 cities in which mechanical cleaning of sewers and septic tanks will be one of the eligible components is under consideration in the Ministry. The new Mission proposes to provide financial assistance for procurement of modern machinery and equipment for cleaning of sewers and septic tanks as well as construction of seepage treatment facilities and also for training of sanitation workers and awareness generation.

The scheme will be implemented by Urban Local Bodies. However, it is the responsibility of ULBs to provide compensation to the families of workers in case of death and enforce penalty to those who are dumping waste into sewers."

**1.22 The Committee note that component of mechanical cleaning of sewers and septic tanks will be one of the part of new Urban development mission and mission smart city for 500 cities. The Committee also note that new mission proposes to provide financial assistance for procuring modern machinery and equipments for cleaning of sewers and septic tanks as well as construction of seepage treatment facilities and also for training of sanitation workers and awareness generation. The Committee while reiterating their earlier recommendation desire that though the scheme will be implemented by ULBs, the Ministry of Urban Development should act as guide, mentor and facilitator for Urban Local Bodies(ULBs) so as to assist them in implementing the schemes and projects in a time bound manner.**

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

### **SUSTAINABLE SOLID WASTE MANAGEMENT**

1.23 The Committee had recommended as under:

"Urban India generates 188,500 tonnes of MSW (or 68.8 million tones per year) and the waste generation increases by 50% every decade. Some of this waste will be recovered by an army of informal recyclers (20% in large cities, lesser in smaller cities) leaving more than 80% to reach open dumpsites where it damages public health, deteriorates the environment and causes climate change. Twenty three Indian cities will generate more than 1,000 metric tonnes each of municipal solid waste per day in the next five years. They will cumulatively generate 93,000 tonnes of MSW every day. In this background, the Committee also came to know that three garbage dumps at Ghazipur, Okhla and Bhalswa landfills are far from reality. These are monstrous trash mountains, including hazardous waste, leaching out toxic liquids and emanating noxious fumes. Thousands of scavenging birds swarm over them as they grow larger every day. The Committee were informed by the Ministry of Urban development that DDA/ GNCTD have not provided alternative land due to which this site is being operated for disposal of MSW. The Committee were apprised that at present, the existing dumping site at Bhalswa has exceeded its capacity. The Committee were also apprised that Ministry have evolved a concept to consider

landfill reclamation and construction of integrated municipal solid waste processing complex at site available for fresh MSW in near future, so that a goal near to zero landfill site may be achieved, because in a city like Delhi where land is a scarce and highly priced commodity, finding a new site for development of another landfill is not an easy task. Moreover, the expenditure required for closure, post closure maintenance of exhausted site and development of a new site would be very high. The Committee came to know that the department has appointed the consultant M/s IRG Systems South Asia Pvt. Ltd. to prepare the DPR and Bid document, the tender will be called for reclamation of Landfill site at SLF Bhalswa. In addition to this, the Committee were apprised that Ministry of Urban Development had published a Manual on Municipal Solid Waste Management in May, 2000 to assist ULBs in management of municipal solid waste in a hygienic and scientific manner. The Manual provides detailed guidelines/ methodology for State Govt./ ULB for planning, designing, executing and operation & maintenance of solid waste management schemes. It also provides comprehensive guidelines and suggests various technological options for processing, treatment and disposal and resource recovery (compost/ energy) from municipal waste. The Manual is currently under revision. Pursuant to the recommendations of the Committee on Solid Waste Management for Class-I cities constituted by the Hon'ble Supreme Court of India, the Union Ministry of Urban Development brought out a Report on Technology Advisory Group on Solid Waste Management in May, 2005 and circulated to all the State Governments for adoption. The report principally covers the details of various technologies available within and outside the country for the treatment of municipal solid waste and deriving compost, RDF, power, etc. from the waste, their merits, demerits, their limitations, etc. In view of the gravity of situation, the Committee strongly recommend that the Ministry of Urban Development must design reasonable and strong regulatory framework for emissions monitoring, and policy for integrating the informal recycling sector and simultaneously the Committee reemphasizes upon the DDA/ GNCTD to provide land to Municipal Corporation of Delhi so as to complete landfill reclamation and construction of integrated municipal solid waste processing complex at the earliest. The Committee noted with grave concern the complete lack of solid waste management in large and small cities in all over India. The lack of planning is manifest in the fact that while a site of MSW plant is identified by one agency, another agency simultaneously gives permission for construction of colonies in the neighborhood. This leads to protests from the public and stalling of the MSW plants. This is a serious problem and happens only because of complete lack of planning and coordination among various urban agencies all over India. "

1.24 In its Action Taken Reply, the Ministry has stated as follows:

"As per the Report of Task Force on Waste to Energy, published by NITI Aayog (erstwhile Planning Commission), 2014, total waste generation in urban area of the country is 1,33,760 TPD, which does not include waste picked up by kabadiwala at the doorstep and the rag pickers. Out of the above, only 68% of the waste generated in the country is collected of which 28% is treated by the Municipal authority. Thus, merely 19% of the total waste generated is currently treated. The remaining waste is disposed of at dump sites untreated.

Government of India has also launched Swachh Bharat Mission (SBM) on 2nd October, 2014 with the target to make the country clean by 2nd October, 2019. The

Mission covers all 4041 statutory towns/cities as per 2011 census. One of the admissible components under SBM is implementation of municipal solid waste management projects in integrated manner.

Ministry is also taking up matter with Ministry of Power/Ministry of New and Renewable Energy/Ministry of Chemicals and Fertilisers to put in place suitable policy intervention to facilitate running solid waste management systems sustainably.

The Ministry of Urban Development has published Manual on Municipal Solid Waste Management in May, 2000 to assist ULBs in proper and efficient management of solid waste. The Manual provides detailed guidelines / methodology for planning, designing, executing and operation & maintenance of solid waste management. A separate chapter on “Institutional Aspects & Capacity Building”, “Legal Aspect”, and “Policy Guidelines” has been given in the Manual which may be referred by the States. The Manual is currently under up-dation and revision.

Ministry of Urban Development has already issued advisory to States vide DO No. Z-14013/3/2009-PHE.II, dated March 22, 2010, for inclusion of informal recycling sector into the process of solid waste management keeping in mind the larger goals of an environmentally sustainable and decentralized waste management practice.

State Govts. have to identify the land free from all encumbrance for waste landfill. In case, the land for landfill is not available for smaller towns, Ministry of Urban Development formulated a “Guidance Note – Municipal Solid Waste Management on a Regional Basis” and circulated to all the State Governments for reference. The guidance note provides guidance on policy, institutional and technical aspects for the establishment of integrated facility for treatment and disposal of municipal waste in sanitary landfill on regional / shared basis to the States and ULBs."

**1.25 The Committee note with satisfaction that the Ministry is taking some steps like including taking up matter with Ministry of Power/Ministry of New and Renewable Energy/Ministry of Chemicals and Fertilisers to put in place suitable policy intervention to facilitate running solid waste management systems sustainably. The Ministry of Urban Development has also published Manual on Municipal Solid Waste Management in May, 2000 to assist ULBs in proper and efficient management of solid waste. The Manual provides detailed guidelines / methodology for planning, designing, executing and operation & maintenance of solid waste management. A separate chapter on “Institutional Aspects & Capacity Building”, “Legal Aspects”, and “Policy Guidelines” has been given in the Manual which may be referred to by the States. The Manual is currently under up-dation and revision.**

**The Committee were also apprised that Ministry of Urban Development has already issued advisory to States vide DO No. Z-14013/3/2009-PHE.II, dated March 22, 2010, for inclusion of informal recycling sector into the process of**

solid waste management keeping in mind the larger goals of an environmentally sustainable and decentralized waste management practice. The Committee observe that this is not adequate and should focus on the implementation. The Committee, therefore, desire the Ministry of Urban Development to review the progress of implementation of the guidelines in this regard periodically. The Committee find that the Ministry has remained silent in their Action Taken Replies, about their efforts in planning and coordination among various urban agencies all over India. The Committee feel that this is the most important aspect of Municipal Solid Waste. They, therefore, reiterate their earlier recommendation and desire the Ministry to focus on co-ordination among various agencies in Municipal Solid Waste Management through proper planning.

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

#### **SEGREGATION OF CONSTRUCTION AND DEMOLITION WASTE BEFORE REACHING LANDFILL SITE:**

1.26 The Committee had recommended as under:

"The Committee were informed that in all the dump yard sites, construction and demolition waste (C and D) like bricks, concrete, wood & rubble are not segregated before being dumped in the landfill sites. Most C and D waste should be recycled. These are the heaviest waste which once mixed cannot be recycled. In New York, C and D waste is taxed. UK recycles over 70% of its malba and Singapore over 90%. The Committee came to know that as of now, 3000 metric tonnes of C and D waste are going to the landfills in Delhi. When the Committee asked the Ministry of Urban Development to explain the reasons for non-segregation, the Committee were apprised that Municipal Solid Waste Management Rules, 2000 deal with process and management of Construction and Demolition waste wherein the concerned agency has been suggested to segregate the C & D waste for transportation and recycling and reuse. The Committee were apprised by the Ministry that the matter of awareness and enforcement dwells upon the local authority, being a state subject. As per MSW (Management & Handling) Rules 2000, the daily fresh MSW dumped at SLF site has to be covered with about 10 cm of malba. At present, about 100 MT of malba/ C&D waste is being utilized at SLF Bhalswa daily to cover the dumped MSW and about 2000 MT of C&D Waste daily is being processed/ recycled at C&D waste plant, Burari. The Ministry has proposed to set up a C&D waste Plant at site No. 1-4, Industrial Area, near Rani Khera, Rohini Phase-IV for processing/ recycling of 500 MT per day of C&D Waste, for which feasibility study will be done by the Consultant to be engaged in this project. The Committee are happy to note that Ministry of Urban development has taken interest in this matter. Therefore the Committee reemphasizes the need for awareness and enforcement with regard to segregation

of construction and demolition waste before reaching landfill site and speedy operationalization of C&D waste Plant in a time bound manner under intimation to the Committee."

1.27 In its Action Taken Reply, the Ministry has stated as follows:

"To promote recycling of C & D waste;

- Ministry has issued an advisory on solid waste management to all State Governments vide DO No. Q-15014/2/2009-CPHEO, dated 31st October, 2013 stating that the C&D waste can be beneficially used by proper processing and recycling to suffice for raw material.
- A separate chapter on Construction & Demolition Waste has given in Manual on Municipal Solid Waste Management, published by the Ministry in May, 2000, which includes Planning & Management Aspects and Institutional & Regulatory Framework for C&D waste.
- Ministry of Environment, Forests and Climate Change is in process of formulating "Construction and Demolition Waste (Collection, Processing, Use& Disposal) Rules" where C&D waste related issues shall be addressed comprehensively.
- Also, Bureau of Indian Standard (BIS), Ministry of Consumer Affairs, Food and Public Distribution is in process of formulation of standards/ guidelines for construction & demolition waste which shall improve the market of recycled products."

**1.28 The Committee were apprised by the Ministry that the matter of awareness and enforcement dwells upon the local authority, being a state subject. As per MSW (Management & Handling) Rules 2000, the daily fresh MSW dumped at SLF site has to be covered with about 10 cm of malba. At present, about 100 MT of malba/ C&D waste is being utilized daily at SLF Bhalswa to cover the dumped MSW and about 2000 MT of C&D Waste is being processed/ recycled daily at C&D waste plant, Burari. The Ministry has proposed to set up a C&D waste Plant at site No. 1-4, Industrial Area, near Rani Khara, Rohini Phase-IV for processing/ recycling of 500 MT per day of C&D Waste, for which feasibility study will be done by the Consultant to be engaged in this project. The Committee note that to promote recycling of C&D Waste the Ministry have taken certain steps to promote recycling of C&D waste such**

as issuing advisory on MSW to all the State Governments, adding a separate chapter in the manual on MSW Management covering planning and management aspects and Institutional Regulatory Framework for C&D Waste. They find that the Ministry of Environment and Forest and BIS are also in the process of formulation of standards/guidelines for construction and demolition to address waste related issues. The Committee, however, feel that now the Ministry should focus on the implementation of their initiatives through elaborate awareness campaigns.

The Committee, therefore, reiterate the need for awareness and enforcement with regard to segregation of construction and demolition waste before reaching landfill site and speedy operationalization of C&D waste Plant in a time bound manner under intimation to the Committee and to review the progress of implementation of the guidelines at regular intervals.

## **CHAPTER II**

### **RECOMMENDATIONS THAT 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 observe that under Demand No, 101, there has been a gap between projects and budget estimates from 2008-09 to 2013-14. Also there has been gap between allocations at BE and RE stage during the year 2011-12 to 2013-14. The BE for the year 2013-14 (both plan and non-plan) was Rs. 8296.74 crore. At RE stage the allocation was reduced to 7548.33 crore. The BE for 2014-15 is Rs. 17628.56 crore. The percentage increase of BE 2014-15 in comparison to BE 2013-14 is 125.75 % on the plan side and 13.84 % on the non-plan side. The percentage increase of BE 2014-15 in comparison to RE 2013-14 is 151.55 % on the plan side and 13.66 % in the non-plan side. The huge jump is due to placing of the funds of the JuNNRM under the demand No.103 of Department of Urban Development. This was earlier an ACA scheme and funds were released by Ministry of Finance and Ministry of Home Affairs directly to the States and Union Territories. Keeping aside the growth in the allocation at BE of 2014-15, the allocation is not adequate. This has had an adverse effect on metro rail projects and General Pool Residential Accommodation. The Ministry has further submitted that the process of urbanization has not been accompanied by a commensurate increase in the supply of basic urban services. The supply of land and housing has not kept pace with the increase in urban population. Moreover, the Government is going to create 100 smart cities and 500 counter magnetic cities. Keeping in view above facts, the Committee call upon the Ministry to continue its efforts to persuade the Ministry of Finance and Planning Commission for higher allocation during the next budget.

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

2.2 The Ministry has been continuously raising issue regarding adequate provisioning of funds with Ministry of Finance for ensuring effective implementation of its schemes. Ministry had demanded a provision of ₹62,654.33 crore under Plan against which allocation of ₹16054.18 crore has been made by Ministry of Finance

for Financial Year 2015-16. Hon'ble Minister of Urban Development vide D.O. letters dated 27<sup>th</sup> January, 2015 and 16<sup>th</sup> February, 2015 had requested Minister of Finance to make additional allocation to the Ministry for fulfilling the mandate given. Secretary, Urban Development vide D.O. letter dated 16<sup>th</sup> February, 2015 had also taken up the matter with Ministry of Finance regarding under provisioning of funds for various schemes of the Ministry including 100 Smart Cities, 500 Habitations and non-allocation of any funds for Swachh Bharat Mission under the Budget 2015-16 in Demand No.104 – Department of Urban Development.

2.3 For comments please see para 1.7 of Chapter-I.

### **Recommendation (Serial No.2)**

#### **DEMAND NO.105, STATIONERY AND PRINTING**

2.4 The Committee are distressed to note that there have been huge difference of allocation between projection and BE stage, BE and RE and between RE and Actual Expenditure since 2008-09, under Demand No.105 which deals with stationery and printing. The Committee further observe that recently the Government has proposed winding up Directorate of Printing, Government of India's Stationery Office and Department of Publications office. In this regard meeting /discussions are being held to discuss the pros and cons. The Committee are given to understand that capacity utilization of the Government of India Press have rapidly fallen because of:

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

In the event, the above four lacunae are made good. It is the considered opinion of the Committee that the press is rendering valuable service to the nation, with its available limited resource and manpower by executing orders of Postal, Defence, RGI (Census) and others. Moreover, the Press is a reliable source for

printing documents of sensitive and confidential nature. Recently this press printed and supplied Text books of Odisha Education Department before its scheduled time. Therefore, it is absolute vital that the above four lacunae and other handicaps that the Press may be facing must be eradicated at the earliest and this department be given the chance to reach its full potential. This is the considered view of the Committee.

The printing industry is very sensitive to economic trends. Data reveals that the pace of growth has accelerated and the printing industry will grow accordingly. With the advancement of technology the need of forms will diminish, but the need of Text books, WAS, IS and WILL be there. So, there is a lot of scope of its utilization and this industry need to be developed.

In view of the above, the Committee desire the Ministry to examine the matter in minute details and consider the concerns of all stakeholders before taking a final decision in the matter. Till then, the Ministry should endeavour to take into account, the difficulties being faced by the Government of India Press and ameliorate them for smooth functioning of the press. The Committee are of the view that it is very easy to shut down any institution which has grown over the decades by the dint of the hard work and labour and perseverance of thousands of workers who are working there. The Government should not take recourse to the easy path of closure but instead endeavour to make all out efforts to modernize the equipments and machines and also to ensure that Government Departments are instructed to use this directorate rather than using an outside agency, at much higher costs, which entails grave losses to this Government department and massive out flow of the Government money which is entirely unnecessary.

### **Reply of the Government**

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

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

- c. Financing the modernization through budgetary support.

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

**Recommendation (Serial No.3)**  
**NATIONAL CAPITAL REGIONAL PLANNING BOARD (NCRPB)**

2.6 The Committee note that NCRPB has provided loan assistance for 291 projects till March, 2014 involving total outlay of ₹19738 Cr. They have sanctioned total loan amount of ₹9257 Crore for these projects and out of which ₹ 6819 Crore loans have been disbursed up to March, 2014. During the 12<sup>th</sup> Plan the proposed budgetary allocation during the last three years was ₹300 crore. Against this the sanctioned BE was ₹200 crore. Till now, the Government of India has released ₹115 crore. The Committee are anguished to *learn* that out of 291 projects for which loan have been sanctioned, only 214 projects have been completed till March, 2014. When the Committee asked the Ministry to state the reasons for such low physical and financial targets, the Ministry negated it in its written replies stating that there was no shortfall in achieving physical and financial targets. The Committee are well conversant with the fact that the NCRPB provides long term soft loan up to 75% of the project cost for implementing social and physical infrastructure development projects to the State governments and their implementing agencies. The Committee agree with the fact that the projects financed by the board have different implementation period ranging from 2 to 4 years and large number of projects, are non-remunerative in nature with a long gestation period. Still, the Committee are not satisfied with the reply of the Ministry that there is no shortfall in achieving physical and financial targets as NCRPB has not achieved its stated target of 291 projects. Therefore, the Committee strongly recommend NCRPB to make concerted efforts to complete its targets in a time bound manner.

### **Reply of the Government**

2.7 As stated earlier and noted by the Committee, NCRPB has provided loan assistance for 291 projects till March, 2014 involving total outlay of ₹19,738 Cr. against which ₹9,257 Cr. had been sanctioned as loan. The loan disbursed against this sanctioned amount was ₹16,819 Cr. up to March, 2014.

291 is the cumulative number of projects for which loan assistance has been sanctioned by NCRPB since its inception in 1985. Out of these, 214 projects have already been completed whereas 77 are ongoing and are at various stages of implementation.

Although the loans for these projects have been sanctioned by the Project Sanctioning & Monitoring Groups of NCRPB, the projects are being implemented by the respective State Governments & their implementing agencies.

The progress of project implementation is monitored through monthly and quarterly progress reports, review meetings by NCRPB, periodic review of progress at the level of Chief Secretaries of the respective State Governments as well as by the Project Sanctioning and Monitoring Group of the Board.

NCRPB is making all possible efforts to ensure the completion of ongoing projects within the stipulated time frame by regular monitoring and co-ordination with respective State Govts. & their implementing agencies.

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

#### **NATIONAL CAPITAL REGION AS A UNIFIED AREA IN ECONOMIC TERMS: NEED TO REMOVE FISCAL BARRIERS.**

2.8 The Committee in their earlier Reports had recommended for a need to remove the fiscal barriers and make NCR a unified area in economic terms. The Committee had felt that uniformity in VAT rates in the NCR region would encourage business establishments to shift out of NCT, Delhi to set up business in NCR region without suffering financial losses.

The Committee also find that the policy related to uniformity in VAT rates falls under the domain of Ministry of Finance. The Committee are surprised to note that NCRPB do not have any information about the outcome. Since NCRPB's mandate is

to decongest the capital city of Delhi, the Committee wish that it should take up this matter at the highest level i.e., Ministry of Finance.

The Committee in their earlier Reports had recommended for waiving guarantee fee to enable NCRPB to raise the requisite loan from Multilateral Aid Agencies. The Committee have been informed that the matter was taken up by the Ministry of Urban Development with the Department of Economic Affairs of the Ministry of Finance. The matter is still being discussed by the two Ministries. The Committee reiterate their earlier recommendation and want the Ministry of Urban Development to keep on pursuing this matter vigorously till its logical conclusion.

### **Reply of the Government**

2.9 In order to implement Value Added Tax (VAT) successfully, Ministry of Finance had issued revised consolidated instruction in July, 2005 for compensating the States/UTs in case of loss of revenue on account of introduction of VAT. Subsequently, additional instructions were issued by the Ministry of Finance in June, 2009 in this regard. Once VAT is implemented at the country level by the Ministry of Finance, it will help in removing fiscal barrier in NCR also.

As regards the waiver of Guarantee fee for loans raised from multilateral/bilateral aid agencies, the matter is being pursued with the Department of Economic Affairs (DEA), Ministry of Finance. DEA had raised certain queries in this regard. The comments of NCRPB were obtained on these queries. The same are under examination. Reply to DEA, in this regard, will be given shortly.

2.10 For comments please see para 1.10 of Chapter-I.

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

#### **SMOOTH TRAVEL IN NATIONAL CAPITAL REGION**

2.11 The Committee came to know that NCRPB pursued with its constituent States for signing of "Reciprocal Common Transport Agreement" for 'Contract Carriage' and 'Stage & Goods Carriage' for unrestricted/ seamless travel in NCR to facilitate general public. When the Committee asked the Ministry of Urban Development regarding the delay in implementation of this agreement it was found out that its implementation is to be done by the NCR participating States as per the agreements as well as under the provisions of Motor Vehicles Act, 1988. NCR Planning Board had requested Ministry of Road Transport and Highways vide letters dated

05.09.2013, 27.12.2013 and 23.07.2014 that all the “Contract Carriage” vehicles registered in any district of NCR be allowed to ply in whole of NCR and all be issued permits for NCR without paying any additional passenger tax. The Committee feel that smooth and seamless movement of interstate traffic in the National Capital Region is the dire need and efforts should be made to make it unrestricted and commuter friendly. The Committee also observed that the NCR Planning Board has been making efforts to convince the State Governments for reciprocal agreement to achieve this objective. Implementation of this policy is important to facilitate general public to commute between Delhi and the rest of NCR especially those commuters who board/ deboard at the airport, railway stations and inter-state bus *terminals* in Delhi and have to take either taxi/auto rickshaw or bus to reach their *desired destination* in NCR. The National Urban Transport Policy approved by the Government of India also envisages seamless travel for the passengers. The Committee appreciate that NCRPB has requested for necessary amendments, if any, in the Motor Vehicles Act, 1988. The Committee came to know that there was a cap on the issue of permits for auto-rickshaws in NCT-Delhi by the Supreme Court of India. After lifting of restriction of number of auto-rickshaws by the Supreme Court of India, Government of NCT-Delhi has initiated action in this regard. The Ministry of Urban Development also conveyed to the Committee that Government of NCT-Delhi have issued a public notice to invite applications for 5500 NCR Auto-permits (U.P.-2750, Haryana-2750) and are taking further action in the matter to issue the NCR Permits in respect of U.P. and Haryana Sub-regions of NCR. However, the Committee are dismayed with the hollowness in the official claims of working out a transport plan for smooth connectivity between Delhi and its neighbors – GautamBudhNagar (Noida), Ghaziabad and Gurgaon. Buses may have been plying between these cities but auto-rickshaws, the preferred mode for many commuters and taxis (except for radio taxis) stay away because of jurisdictional issues and harsh penalties. Therefore, the Committee strongly recommend to the NCRPB and Govt. of Delhi and other adjoining States to take quick decisions relating to critical activities and resolve inter-state issues/matters for early implementation of this agreement i.e., Reciprocal Common Transport Agreement” for ‘Contract Carriage’ and ‘Stage & Goods Carriage’ for unrestricted travel in NCR to facilitate general public. The Ministry of Urban Development may also pursue the matter vigorously.

### **Reply of the Government**

2.12 Board requested the NCR Participating States to provide the status of implementation of the “Reciprocal Common Transport Agreement among Governments of NCT-Delhi, Haryana, Rajasthan and Uttar Pradesh for unrestricted movement of vehicles in NCR” for ‘Contract Carriage’ and ‘Stage Carriage’ vide letters dated 22.09.2014, 23.09.2014 and 05.01.2015.

Board, vide letters dated **05.09.2013, 27.12.2013, 18.02.2014, 23.07.2014** and **13.11.2014**, requested the Ministry of Road Transport and Highways (MoRT&H) to examine the Recommendations made in the Hundred and Forty Sixth Report of the Rajya Sabha Committee on Petitions and necessary amendments, if any, be made in the Motor Vehicles Act, 1988 as recommended in the said Report.

Ministry of Road Transport and Highways, vide letter dated **04.12.2014**, informed that a copy of the said Report had been forwarded by MoRT&H to M/s. PLR Chambers requesting them to take into consideration the recommendations made in the Report while drawing of the new Motor Vehicles Act.

2.13 For comments please see para 1.13 of Chapter-I.

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

#### **STRENGTHENING CAPACITY BUILDING IN URBAN TRANSPORT FOR SMALLER STATES**

2.14 The Committee have learnt that Ministry of Urban Development provides financial assistance up to 80% for taking up Traffic and Transportation studies, feasibility studies, Comprehensive Mobility Plan (CPM), preparation of DPR (limited to 50% in case of MRTS) under the scheme of Urban Transport Planning launched w.e.f., August, 2008. The total outlay for this scheme in the 12th Five Year Plan was 99 crore. The BE for 2012-13, 2013-14 and 2014-15 was Rs.63.25 crore. The Committee are surprised to find that the BE for year 2014-15 was only Rs. 22 crore. When enquired by the Committee for the reasons for less allocation of budget, the Committee came to know that in the financial year 2013-14, funds were not released

as per the schedule due to absence of the correct object Head under the Scheme. The Committee also came to know that the lukewarm response of the State Governments is also responsible for less utilization of funds. The UT Division in consultation with the Budget Division has made effort for creation of correct Object Head "Grant-in-Aid" and it came into existence in the financial year 2014-15. With a view to bring awareness among the States for the said scheme, the Ministry has written letters to the Chief Secretaries of all the States about these schemes from time to time. Apart from this, it has also conducted several workshops. UT Division considers the proposals for taking up Traffic and Transportation studies, feasibility studies, Comprehensive Mobility Plan (CMP), preparation of DPR for Mass Rapid Transport System (MRTS)/ Light Rail Transit (LRTS) which are originated by the State Governments/ Union Territories/ Urban Local Bodies. The Committee are happy to note that States like Madhya Pradesh (all cities), Itanagar and Pasighat Township of Arunachal Pradesh and 18 cities of Andhra Pradesh have come forward for CMP preparation in a phased manner. Similarly for preparation of DPR for MRTS/LRT, the Ministry has received the proposals from Guwahati, Bhubaneswar-Cuttack, Vishakhapatnam, Vijayawada-Guntur-Tenali (VGT MUDA), Kanpur, Agra, Varanasi, Meerut, etc.

The Committee feel that a piecemeal approach to deal with urban mobility is not the correct way to move. The approach has to be more comprehensive, and multi-modal, encompassing on measures both supply side and demand side. Therefore, the Committee wish to emphasize upon the need to strengthen the capacity building of the States vigorously in a hand holding manner especially for the smaller States for which adequate budget should be released in a time bound manner.

### **Reply of the Government**

2.15 The Ministry appreciates the concern shown by the Committee regarding Capacity Building of the States. The Ministry will address the issue in the future schemes as a whole under Capacity Building component in which sufficient provisions for funds will be made.

## **Recommendation (Serial No.8)**

### **MAKING INDIAN CITIES MORE LIVEABLE**

2.16 The Committee came to know that NCR Planning Board has prepared a Regional Plan-2021 for the harmonized and balanced development of National Capital Region. NCR Planning Board has also prepared Functional Plan on Transport for NCR in 2009 based on a detailed Study on Integrated Transportation Plan for NCR which provides for Regional Rapid Transit System (RRTS) and Bus Based Public Transport System for Commuters in NCR apart from other proposals such as Expressways, up gradation of National Highways, etc. Both Regional Plan and Functional Plan on Transport for NCR are to be implemented by the NCR participating States and other concerned agencies. The Committee are not satisfied with reply of the Ministry because they have not given comprehensive reply for the management of migrant population from semi urban to urban cities. During the oral evidence, the Ministry informed that basic problem in large cities is due to huge migration of population. The Committee feel that Indian cities cannot be compared with cities of US or Europe. If we compare these cities with European cities or US, the basic problem is of population. The implementation part needs real engineering. Ministry should have given practical solutions. The Committee agree with the fact that migration from rural area to urban area is a continuous process and we cannot stop it. The Committee recommend that our cities should be made liveable and at the same time *ensuring* that enough employment opportunities are available in such cities. The Committee recommend for vertical development in Delhi and other cities because there is scarcity of land.

The Committee observe that all major cities of the India have been creating "Master Plans" every 10-20 years that are supposed to anticipate how the city's population and boundaries might grow, and what the city needs to do to absorb this growth, function effectively and remain liveable. But the Committee are distressed to note that there is no example of large Indian cities that have managed to stay ahead of the urbanization curve and cope with the growth over the past two decades. More so, despite these Master Plans, there is a sharp decline in the quality of life of urban residents over the last few decades. This is manifested in terms of lack of amenities, inadequate infrastructure, high population density, the inability to maintain cultural

heritage, as well as degradation in environmental aspects such as green cover and air and water quality.

The Committee *are aware* that the subject of urban development has been assigned to the States; the call has to be taken by the State Governments and the urban local bodies; the role of the Government of India is limited, but in spite of that, the Government of India is taking huge initiatives in terms of development of 100 smart cities; in terms of urban renewal of 500 cities. Therefore, the Committee recommend the Ministry of Urban Development to expedite the Mission and help the States in a hand holding manner so as make all the cities liveable in a sustainable manner and as well as to achieve its stated objectives.

### **Reply of the Government**

2.17 The design of the Scheme for developing Smart Cities is under formulation in consultation with State Governments. The guidelines and criteria will be known only after the Scheme design is complete.

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

#### **MONORAIL IN METROPOLITAN SUBURBS**

2.18 The Committee have been apprised that Monorail is a safe, reliable, economical, quick, comfortable and effective mass public transit system. The high-speed rail-based Regional Rapid Transit Systems (RRTS) would allow people living in metropolitan suburbs within a radius of 100 km to commute to work, thereby easing pressure on the infrastructure services within the city. On being enquired about the status of Monorail pilot project in big metropolitan city in India, the Committee learnt to know that there has been no budgetary allocation and expenditure from the Union Budget for Monorail Projects till now. As per the statement of Ministry of Urban development, since urban transport is completely intertwined with urban development, the project proposals of Metro Rail/Monorail are not originated by the Central Government as a matter of policy and have to be proposed by the State Government concerned. Ministry of Urban Development has formulated National Urban Transport Policy (NUTP) in April 2006. The NUTP gives

the broad guidelines on the vision, objectives, integrating land use and transport planning, priority to the use of public transport, technologies of public transport, financing, etc. for an overall development of safe, affordable, quick, comfortable, reliable and sustainable urban transport including Metro rail projects in the country. The Committee agree that Metro Rail / Monorail projects are to be initiated by the State Governments according to the needs of their cities and not by the Central Government. The cities have to prepare the Comprehensive Mobility Plan (CMP) with alternative analysis for promoting sustainable transport. But still the Committee strongly recommend the Nodal Ministry to help the States in formulating their Comprehensive Mobility Plan (CMP) and help them in formulating sustainable urban transport. The Committee are happy to note that first Monorail in India is planned in Mumbai from Sant Gadge Maharaj Chowk – Wadala – Chembur (20 Kms) which is a totally State owned Project. Its Phase-1 i.e. Chembur to Wadala (around 9 Kms) consisting of 7 Stations was inaugurated on 1<sup>st</sup> February 2014 and started commercial operation from 2<sup>nd</sup> February 2014. Phase -2 Sant Gadge Maharaj Chowk to Wadala (11Kms) consisting of 10 stations will be in operation by the next year end. The Committee also came to know that as of now, there is no foreign collaboration into Monorail sector. There is no proposal with Central Government for funding of Monorail Projects from foreign countries. Therefore, keeping in view all the advantages of Monorail, the Committee strongly recommend Ministry of Urban Development to act as facilitator, provide budgetary allocation from the Union Budget for Monorail Projects and facilitate foreign collaboration, if need be, into Monorail sector so as to set up monorail both as a means of feeder system with in the bigger metros and as well as independent means of transport in Tier II cities.

### **Reply of the Government**

2.19 As per National Urban Transport Policy (NUTP), 2006, Central Government supports all types of public transport systems including Monorail and provides financial support upto 20% of the capital cost in form of equity / Subordinate debt/Grants after evaluating various parameters.

Govt. of Tamil Nadu (GoTN) had decided to implement Phase-1 of Chennai Monorail Project covering total length of 57.09 km consisting of three corridors namely, Vandalur To Velachery, Poonamallee to Kathipara and Poonamallee to Vadapalani at an estimated total cost of Rs.7, 687.03 crore under Design, Build,

Finance, Operation & Transfer (DBFOT) model and has not sought any funding from the Central Government.

In the first instance, GoTN has sought “in principle” approval from Central Government for Phase-1 from Poonamallee to Kathipara with a link from Porur to Vadapalani of the length of about 20.68 kms with an estimated cost of Rs.3267 crores without any financial support from Government of India in the construction as well as O&M phase. Central Government has given “in principle” approval for this phase to GoTN on 11.11.2014.

Govt. of Kerala (GoK) has also proposed to implement the following Monorail Projects on Delhi Metro Rail Corporation (DMRC) model:

<b>Project</b>	<b>Length (in Km)</b>	<b>Estimated Completion cost (Rs. In Crore)</b>
Thiruvananthapuram (from Technocity to Karamana)	22.537	4379*
Kozhikode (from M.C. Hostel to Meenchanda)	14.200	2310**

\*Including Central taxes (by April, 2019). \*\* including Central taxes (by March, 2017)

Ministry of Urban Development (MoUD) has requested GoK to prepare the Comprehensive Mobility Plan of the above cities and furnish to MoUD vide letter dated 7.4.2014. GoK has also been reminded for furnishing the same vide reminders dated 31.7.2014, 5.9.2014 and 31.10.2014.

Central Government also provides financial assistance to the State Governments for preparation of Comprehensive Mobility Plan (CMP), Feasibility Report and Detailed Project Reports (DPRs).

Metro/Monorail projects are considered in the Central Government depending upon the proposals received from the State Government.

Central Government has also advised State Governments vide letter dated 20<sup>th</sup> November, 2014 that prior approval of the Government of India (GoI) before initiating any Metro Rail/Monorail projects in the State is dispensed with in cases where there is no financial implication on the part of GoI, directly or indirectly (through sovereign loan or guarantee). It has also been advised that due procedure of sanction of Metro Rail/Monorail Projects by GoI need to be followed, after

submitting the Detailed Project Report (DPR), duly accepted by the State Government concerned to GoI, before initiating any such Project in the State/Union Territory (UT) which has financial implication directly or indirectly (through sovereign loan or guarantee) on the part of GoI.

The Budget provision for Monorail projects in the Union Budget would be made on the basis of the proposal received from the State Governments/UTs.

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

#### **JNNURM - URBAN INFRASTRUCTURE GOVERNANCE (UIG)**

2.20 The Committee have been apprised that no Urban Infrastructure projects have been completed in the Seven Mission cities of Uttar Pradesh while only 33 out of 71 projects in Gujarat, 16 out of 46 projects in Karnataka and 17 out of 50 projects in Andhra Pradesh have been completed. Similarly, the JNNURM projects in all cities in the country are lying in the state of incompletion. As per the Statement of Ministry of Urban Development, the projects sanctioned under JnNURM are implemented by the States through their Urban Local Bodies (ULBs)/ parastatals. The Ministry has no role in the implementation of the projects. The major constraints which have been identified in general in speedy and timely implementation of projects are:

- ✓ Capacity constraints by the implementing agencies,
- ✓ Land acquisition, contract management issues,
- ✓ Environmental and other clearances,
- ✓ Litigations,
- ✓ Shifting of existing utilities,
- ✓ Coordination between Agencies and Departments at field level,
- ✓ Fund flow which hampers smooth implementation of the projects and results in delay in completion.

The Committee came to know that the JnNURM has ended on 31.03.2014. The Ministry of Urban Development asked the states to expedite implementation of the projects and complete all the ongoing projects sanctioned under JnNURM till 31.03.2012 and which were not completed till the extended period up to 31.03.2014 from their own resources and to furnish completion certificates to the Ministry. The Committee *have learnt* that Ministry has no role to play in implementation of Projects. This statement is not acceptable to the Committee. They desire that the Ministry

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

### **Reply of the Government**

2.21 4 of the 33 UIG projects have been completed in Uttar Pradesh. 6 projects have achieved 90% or more physical progress. Another 8 have achieved 80% or more progress. The remaining are at various stages of completion.

2. The JnNURM had ended on 31.03.2012. In order to complete the reforms and the projects sanctioned up to 31.03.2012 and reforms, the Mission was extended for a period of 2 years upto 31.03.2014. The Finance Ministry had made it clear that the incomplete project would have to be completed by 31.03.2014. The projects which remain incomplete even by 31.03.2014 would have to be completed by the States. This Ministry had also mentioned in the sanction order for release of instalment of ACA issued by the Ministry of Finance.

3. The Ministry is not funding JnNURM projects sanctioned up to 31.03.2012 anymore. It is however, pursuing States to ensure that they complete the ongoing projects at the earliest. Wherever, the States fail to make progress, the ACA extended could even be recovered.

4. The recommendations of the Parliamentary Standing Committee have been noted and action is being taken to comply with the same.

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

### **NATIONAL MISSION ON SUSTAINABLE HABITAT (NMSH)**

2.22 National Mission on Sustainable Habitat is one of the eight missions under national climate change action plan and aims to make cities sustainable through improvement in energy efficiency in buildings, management of solid waste & shift to public transport. The Committee have learnt that the budgetary outlay for the NMSH scheme during 2013-14 was Rs.10 crore. During the year 2014-15 the BE is Rs.15 crore. Ministry of Urban Development stated that no expenditure has been incurred under the project so far. The Committee were apprised by the Ministry of Urban Development that there is no approved scheme of NMSH and the activities proposed under NMSH are undertaken through programmes under UT Division, JNNURM, CPWD& TCPO. The Committee find that most of the activities proposed under the schemes could be funded under JNNURM and in case, any of the proposed activity is covered by the scheme/ programme of other Ministries/Deptt, the same could be funded by them in coordination with the Ministry of Urban Development. Also that the Urban Development Plan Formulation and Implementation (UDPFI) guidelines may be kept in mind while formulating /sanctioning the project under NMSH. Meanwhile, under the NMSH, Sustainable Habitat Standards have been developed and forwarded to all States in February, 2014 to mainstream the Standards in Legal/ Regulatory framework of States/ ULBs so as to assimilate the same in developmental activities. Ministry has also proposed to conduct a fresh EFC and launch a new scheme under NMSH considering the renewed interest & vision of new government on Sanitation and Environment protection. It is, therefore, expected from the Ministry of Urban Development to have a new scheme in place in next two months to utilize the budget. The Committee are also in agreement with the Ministry of Urban Development for launching National mission on sustainable habitat keeping in view the renewed interest & vision of new government on Sanitation and Environment protection.

### **Reply of the Government**

2.23 As mentioned earlier, it was decided during the EFC meeting of NMSH held on 10<sup>th</sup> February, 2014 that “most of the activities proposed under NMSH could be

funded under JNNURM and in case, any of the proposed activity is covered by the scheme/programme of other Ministry/ Deptt., the same could be funded by them in coordination with MOUD.” As such, no separate fund allocation is sanctioned under NMSH by Competent Authority for spending on envisaged activities. The same status holds good at present also where Ministry has launched Swachh Bharat Mission (SBM) and Heritage City Development & Augmentation Yojana (HRIDAY) and is in process of formulating “National Urban Rejuvenation Mission” for 500 cities with population 1 lakh & above and 100 Smart cities. As such, the vision of new government on Sanitation and Environment protection is covered under these programmes/ Missions and there is no need for new NMSH scheme.

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

#### **DEVISE LONG-TERM POLICY AND MANUAL TO CHECK WATER-LOGGING**

2.24 During the monsoon season rain usually wreak havoc across Delhi, Mumbai and other cities across India. The Committee asked the Ministry of Urban Development to explain about long term policy and mechanism to check water-logging in Delhi and other cities so as to have a permanent solution to water-logging to solve the recurring problem every year. The Committee were apprised that the South Delhi Municipal Corporation has prepared an Action Plan for carrying out the de-silting of drains under its jurisdiction throughout the year. Its implementation is being monitored by the senior officers and it is ensured that all the drains are de-silted well before the onset of monsoon. Further, South Delhi Municipal Corporation has already provided the data in regard to the drains under its jurisdiction to IIT, Delhi, which is in process of preparing a complete and comprehensive Master Plan for storm water drains as a long term solution for problem of water logging in Delhi. The Committee strongly recommend the Ministry of Urban Development for preparation of comprehensive Master Plan for storm water drains as well as *the* manual on storm water drainage, expeditiously. The Committee are also of the view that there should be an audit of water logging control measures, all flood control measures and the city's drainage system every year. The Committee also strongly recommend that the audit of water logging preventive measures should cover the following aspects:

- ✓ The survey conducted by the government to identify vulnerable areas and corrective action taken.
- ✓ Response mechanism devised by the government to meet unforeseen situations arising out of water logging.
- ✓ The steps taken for coordination among various departments such as the municipal corporations, flood control department, the New Delhi Municipal Council, Public Works Department and the Delhi Jal Board.
- ✓ Examine the city response to the warnings of the meteorological department.
- ✓ Standard operating procedures adopted by the government and the mechanism for informing/alerting the public about any impending flood or water logging challenges.

### **Reply of the Government**

2.25 Ministry of Urban Development is formulating “National Urban Rejuvenation Mission” for 500 cities with population 1 lakh & above wherein component of storm water drainage is also admissible. The storm water drainage projects will originate from comprehensive drainage master plan of city to be prepared by State/ULB.

Ministry of Urban Development has constituted an Expert Committee in October, 2014 for preparation of a Comprehensive Manual on Storm Water Drainage Systems so as to guide the public health engineers across the country in designing, operation and maintenance of storm water drainage systems. First meeting of the Expert Committee has already been held in February, 2015.

The Committee includes members from different agencies of State Govts., Central Water Commission, National Institute of Disaster Management, National Disaster Management Authority, Indian Metrological Department etc. The Committee shall focus on the various issues of storm water drainage and necessary preventive measures to reduce the impact of storm water drainage in the urban areas of the country shall be made in the Manual.

Further, Ministry of Urban Development has published Manual on Sewerage and Sewage Treatment Systems, in November, 2013 where a brief description on rational approach for design of storm water drainage is given.

Ministry of Urban Development is formulating a new Mission for 500 cities wherein the component of storm water drainage is proposed to be included. The storm water drainage projects will originate from comprehensive drainage masterplan to be prepared by the State/ULB.

To improve service delivery, Ministry has formulated a set of Standardized Service Level Benchmarks for storm water drainage as per International Best Practices. Any project seeking Central Assistance may be appraised with respect to these Benchmarks also.

<b>Indicators for Storm Water Drainage</b>	<b>Benchmarks</b>	<b>Average*</b>
Coverage of storm water drainage network	100%	45.8%
Incidence of water logging/ flooding	0	9.5

The steps suggested regarding audit of water logging and consequent preventive measures etc. are part of “District Disaster Plan” and is supported by National Disaster Management Authority (NDMA). Ministry of Urban Development support State/ULBs in creation of infrastructure to minimize the problems due to urban drainage/water logging.

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

#### **ELIMINATION OF HAZARDOUS MANUAL CLEANING OF SEWERS**

2.26 It has been learnt that many sewerage workers have overcome by noxious fumes and drowned in sewage. Even if they survive these working conditions, most sewer workers suffer debilitating diseases caused by their working conditions like typhoid, hepatitis and severe skin rashes. These workers are not given any protective equipment, and effectively lack insurance or medical benefits. The Committee were apprised that 80 per cent of these workers die before retirement. Increasingly, this work is contracted out from the municipal authorities to private contractors, who are barely regulated. This is despite an existing Safety Code, which the MCD spells out in the terms and conditions on which they hire

contractors. A cluster of municipal authorities (Municipal Corporation of Delhi, Government of NCT of Delhi, Delhi Development Authority, Union of India, Delhi Jal Board, and New Delhi Municipal Council) are responsible for the safety of sewage workers in New Delhi. The Committee are anguished that while there is a law to ban manual scavenging, it has failed to stop the authorities from continuing with hazardous manual cleaning of septic tanks. The Committee also learnt that Ministry of Urban Development (MoUD) has initiated a proposal to formulate a “Scheme of Assistance for Mechanical Cleaning of Sewers and Septic Tanks (SAMCSS)” to assist cities/towns through the State Governments for procurement of suction and suction-cum-jetting machines with the objective of eliminating the hazardous manual cleaning. The Ministry has issued an Advisory Note on Septage Management in January, 2013 for adoption by the States. The Advisory includes guidelines for frequency of de-sludging of septic tanks, transportation and methods of treatment and safe disposal of treated sludge. The facilities for treatment and disposal of septage have yet to be set up by the State Governments and cities from their own resources. The Committee came to know that the Ministry of Urban Development proposes to include the mechanical cleaning of sewers and septic tanks and septage management as admissible components in the New Urban Development Mission (NUDM) which is being formulated by the Ministry. The Committee call upon the Ministry of Urban Development to do the needful at the earliest and implement the “Scheme of Assistance for Mechanical Cleaning of Sewers and Septic Tanks (SAMCSS)” by municipal authorities with full vigour and at the same time the Committee proposes to include following clauses in the scheme:

- Municipal authorities should provide these workers with machines immediately to clean the sewers so that they do not have to do so manually
- Give full compensation to the families of those workers who have died
- Provide workers with proper and modern safety equipment and training.
- Create mechanisms that encourage workers to speak out about safety problems.
- Evolve a system to investigate all work-related accidents and hold those responsible accountable.

- Improve safety through Infrastructure improvements and regular maintenance.
- Comprehensive Safety training must be given
- Educate the masses about how they can help maintain sewers
- Strict Laws should be enforced against the public for illegal dumping of waste into the sewers.

### **Reply of the Government**

2.27 Formulation of New Urban Development Mission and the Mission Smart City for 500 cities in which mechanical cleaning of sewers and septic tanks will be one of the eligible components is under consideration in the Ministry. The new Mission proposes to provide financial assistance for procurement of modern machinery and equipment for cleaning of sewers and septic tanks as well as construction of septage treatment facilities and also for training of sanitation workers and awareness generation.

The scheme will be implemented by Urban Local Bodies. However, it is the responsibility of ULBs to provide compensation to the families of workers in case of death and enforce penalty to those who are dumping waste into sewers.

2.28 For comments please see para 1.22 of Chapter-I.

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

## **SUSTAINABLE SOLID WASTE MANAGEMENT**

2.29 Urban India generates 188,500 tonnes of MSW (or 68.8 million tones per year) and the waste generation increases by 50% every decade. Some of this waste will be recovered by an army of informal recyclers (20% in large cities, lesser in smaller cities) leaving more than 80% to reach open dumpsites where it damages public health, deteriorates the environment and causes climate change. Twenty three Indian cities will generate more than 1,000 metric tonnes each of municipal solid waste per day in the next five years. They will cumulatively generate 93,000 tonnes of MSW every day. In this background, the Committee also came to know that three garbage dumps at Ghazipur, Okhla and Bhalswa landfills are far from reality. These are monstrous trash mountains, including hazardous waste, leaching out toxic liquids and emanating noxious fumes. Thousands of scavenging birds

swarm over them as they grow larger every day. The Committee were informed by the Ministry of Urban development that DDA/ GNCTD have not provided alternative land due to which this site is being operated for disposal of MSW. The Committee were apprised that at present, the existing dumping site at Bhalswa has exceeded its capacity. The Committee were also apprised that Ministry have evolved a concept to consider landfill reclamation and construction of integrated municipal solid waste processing complex at site available for fresh MSW in near future, so that a goal near to zero landfill site may be achieved, because in a city like Delhi where land is a scarce and highly priced commodity, finding a new site for development of another landfill is not an easy task. Moreover, the expenditure required for closure, post closure maintenance of exhausted site and development of a new site would be very high. The Committee came to know that the department has appointed the consultant M/s IRG Systems South Asia Pvt. Ltd. to prepare the DPR and Bid document, the tender will be called for reclamation of Landfill site at SLF Bhalswa. In addition to this, the Committee were apprised that Ministry of Urban Development had published a Manual on Municipal Solid Waste Management in May, 2000 to assist ULBs in management of municipal solid waste in a hygienic and scientific manner. The Manual provides detailed guidelines/ methodology for State Govt./ ULB for planning, designing, executing and operation & maintenance of solid waste management schemes. It also provides comprehensive guidelines and suggests various technological options for processing, treatment and disposal and resource recovery (compost/ energy) from municipal waste. The Manual is currently under revision. Pursuant to the recommendations of the Committee on Solid Waste Management for Class-I cities constituted by the Hon'ble Supreme Court of India, the Union Ministry of Urban Development brought out a Report on Technology Advisory Group on Solid Waste Management in May, 2005 and circulated to all the State Governments for adoption. The report principally covers the details of various technologies available within and outside the country for the treatment of municipal solid waste and deriving compost, RDF, power, etc. from the waste, their merits, demerits, their limitations, etc. In view of the gravity of situation, the Committee strongly recommend that the Ministry of Urban Development must design reasonable and strong regulatory framework for emissions monitoring, and policy for integrating the informal recycling sector and simultaneously the Committee reemphasizes upon the DDA/ GNCTD to provide land to Municipal Corporation of Delhi so as to

complete landfill reclamation and construction of integrated municipal solid waste processing complex at the earliest. The Committee noted with grave concern the complete lack of solid waste management in large and small cities in all over India. The lack of planning is manifest in the fact that while a site of MSW plant is identified by one agency, another agency simultaneously gives permission for construction of colonies in the neighborhood. This leads to protests from the public and stalling of the MSW plants. This is a serious problem and happens only because of complete lack of planning and coordination among various urban agencies all over India.

### **Reply of the Government**

2.30 As per the Report of Task Force on Waste to Energy, published by NITI Aayog (erstwhile Planning Commission), 2014, total waste generation in urban area of the country is 1,33,760 TPD, which does not include waste picked up by kabadiwala at the doorstep and the rag pickers. Out of the above, only 68% of the waste generated in the country is collected of which 28% is treated by the Municipal authority. Thus, merely 19% of the total waste generated is currently treated. The remaining waste is disposed of at dump sites untreated.

Government of India has also launched Swachh Bharat Mission (SBM) on 2nd October, 2014 with the target to make the country clean by 2nd October, 2019. The Mission covers all 4041 statutory towns/cities as per 2011 census. One of the admissible components under SBM is implementation of municipal solid waste management projects in integrated manner.

Ministry is also taking up matter with Ministry of Power/Ministry of New and Renewable Energy/Ministry of Chemicals and Fertilisers to put in place suitable policy intervention to facilitate running solid waste management systems sustainably.

The Ministry of Urban Development has published Manual on Municipal Solid Waste Management in May, 2000 to assist ULBs in proper and efficient management of solid waste. The Manual provides detailed guidelines / methodology for planning, designing, executing and operation & maintenance of solid waste management. A separate chapter on “Institutional Aspects & Capacity Building”, “Legal Aspect”, and “Policy Guidelines” has been given in the Manual which may be referred by the States. The Manual is currently under up-dation and revision.

Ministry of Urban Development has already issued advisory to States vide DO No. Z-14013/3/2009-PHE.II, dated March 22, 2010, for inclusion of informal recycling sector into the process of solid waste management keeping in mind the larger goals of an environmentally sustainable and decentralized waste management practice.

State Govts. have to identify the land free from all encumbrance for waste landfill. In case, the land for landfill is not available for smaller towns, Ministry of Urban Development formulated a “Guidance Note – Municipal Solid Waste Management on a Regional Basis” and circulated to all the State Governments for reference. The guidance note provides guidance on policy, institutional and technical aspects for the establishment of integrated facility for treatment and disposal of municipal waste in sanitary landfill on regional / shared basis to the States and ULBs.

2.31 For comments please see para 1.25 of Chapter-I.

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

#### **SEGREGATION OF CONSTRUCTION AND DEMOLITION WASTE BEFORE REACHING LANDFILL SITE:**

2.32 The Committee were informed that in all the dump yard sites, construction and demolition waste (C and D) like bricks, concrete, wood & rubble are not segregated before being dumped in the landfill sites. Most C and D waste should be recycled. These are the heaviest waste which once mixed cannot be recycled. In New York, C and D waste is taxed. UK recycles over 70% of its malba and Singapore over 90%. The Committee came to know that as of now, 3000 metric tonnes of C and D waste are going to the landfills in Delhi. When the Committee asked the Ministry of Urban Development to explain the reasons for non-segregation, the Committee were apprised that Municipal Solid Waste Management Rules, 2000 deal with process and management of Construction and Demolition waste wherein the concerned agency has been suggested to segregate the C & D waste for transportation and recycling and reuse. The Committee were apprised by the Ministry that the matter of awareness and enforcement dwells upon the local authority, being a state subject. As per MSW (Management & Handling) Rules 2000, the daily fresh MSW dumped at SLF site has to be covered with about 10 cm of

malba. At present, about 100 MT of malba/ C&D waste is being utilized at SLF Bhalswa daily to cover the dumped MSW and about 2000 MT of C&D Waste daily is being processed/ recycled at C&D waste plant, Burari. The Ministry has proposed to set up a C&D waste Plant at site No. 1-4, Industrial Area, near Rani Khera, Rohini Phase-IV for processing/ recycling of 500 MT per day of C&D Waste, for which feasibility study will be done by the Consultant to be engaged in this project. The Committee are happy to note that Ministry of Urban development has taken interest in this matter. Therefore the Committee reemphasizes the need for awareness and enforcement with regard to segregation of construction and demolition waste before reaching landfill site and speedy operationalization of C&D waste Plant in a time bound manner under intimation to the Committee.

### **Reply of the Government**

2.33

To promote recycling of C & D waste;

- Ministry has issued an advisory on solid waste management to all State Governments vide DO No. Q-15014/2/2009-CPHEO, dated 31st October, 2013 stating that the C&D waste can be beneficially used by proper processing and recycling to suffice for raw material.
- A separate chapter on Construction & Demolition Waste has given in Manual on Municipal Solid Waste Management, published by the Ministry in May, 2000, which includes Planning & Management Aspects and Institutional & Regulatory Framework for C&D waste.
- Ministry of Environment, Forests and Climate Change is in process of formulating “Construction and Demolition Waste (Collection, Processing, Use& Disposal) Rules” where C&D waste related issues shall be addressed comprehensively.
- Also, Bureau of Indian Standard (BIS), Ministry of Consumer Affairs, Food and Public Distribution is in process of formulation of standards/ guidelines for construction & demolition waste which shall improve the market of recycled products.

2.34 For comments please see para 1.28 of Chapter-I.

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

#### **SWACHCH BHARAT MISSION**

2.35 The Committee have been apprised about the components of Swachch Bharat Mission in which Govt. of India is committed to make India open defecation free by 2019. This Mission addresses the issues of sanitation in all 4041 statutory towns in the country to achieve Swachh Bharat by 2019 to mark 150<sup>th</sup> Birthday of Mahatma Gandhiji. The sanitation component proposed in this Mission includes individual household toilets, community toilets, public toilets, solid waste management, public awareness and capacity building. This Mission has got basically two parts. One part is creation of physical infrastructure, namely toilets, solid waste management etc. On the other hand, need for change in the mindset; unless we bring in a change in behaviour and conduct, this is not going to be sustainable. The total tentative cost of the mission is about Rs. 62,000 crore out of which the Central assistance is Rs. 14,623 crore. The Committee are happy to note that the Ministry has taken a concerted effort in this regard. Therefore, the Committee re-emphasize the operationalization and implementation of this mission with full vigour in a time-bound manner under intimation to the Committee. The Committee during their study tour to Pune were given a presentation by SWACH Organisation with regard to the large-scale initiative undertaken by them for door to door collection and disposal of domestic garbage in the city. The Committee were vastly impressed with this initiative and seriously feel that it has merit and strongly recommend that this system should be adopted by other small and large cities all over India. The Citizen-Government partnership model as seen in Pune is a very good scheme for furthering the laudable idea of the Swachh Bharat Mission and has good chance of success as has happened in Pune municipality.

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

2.36 The recommendations of the Committee have been noted and the State Governments will be advised to study the Pune model and adopt it, if they so desire.

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

### **NATIONAL URBAN MISSION**

2.37 According to the Ministry, the JNNURM, which was started in 2005 came to an end on 31<sup>st</sup> March 2014. Now, the Ministry is in the process of creating another Mission to take care of urbanisation and this is known as the National Urban Mission. The Urban Mission, which was started in 2005, has given urban development a kick-start. Now it is required to take it to the next level. 500 habitations are included in the new National Urban Mission. In the JNNURM, there were basically 65 towns. On the other hand, in the new Mission, there are 500 towns. i.e., all towns having a population of more than 100,000. The Committee were apprised of the key inadequacies during the implementation of the earlier programme i.e. failure to mainstream urban planning, incomplete reforms of governance and financial systems and slow progress in project implementation. Delay in securing land for projects besides obtaining approval from various regulatory authorities also led to delays in the implementation of the earlier mission. In terms of promoting the PPP, the previous mission has had limited successes in urban infrastructure. Financing from the private partners has not come forth, mainly because the ULBs have not been able to undertake reforms, and demonstrate financial and institutional sustainability of initiatives in a convincing manner. In the light of above, a new strategy is being formulated under the new National Urban Mission, which is to be launched soon. The Committee are happy to note that new National Urban Mission will be launched soon but at the same time it strongly recommend for operationalization of National Urban Mission with full vigour. The lesson learned from the previous mission, should be taken care of in the new Mission and keep the Committee apprised on a regular basis.

### **Reply of the Government**

2.38 The Ministry is formulating a new Urban Rejuvenation Mission (URM) for infrastructure development of 500 cities. The States have been consulted through four workshops organised in Hyderabad, Delhi, Mumbai and Kolkata and a conclave of State Ministers for Urban Development. The contours of the Mission are being

finalized. The lessons learnt from earlier mission are being kept in view during design of the new Mission.

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

#### **SMART CITIES**

2.39 The Committee have been apprised by the Ministry of Urban Development of the vision to promote 100 smart cities. The smart cities would be engines of growth as they would increasingly compete for investments nationally and internationally too. Cities must provide world class infrastructure and services at affordable costs to give a competitive edge to the economic activities they host. As an overriding principle, 'people' would be brought to the heart of the urban agenda. The Committee were apprised that in all earlier initiatives, there was no serious attempt to have the engagement of citizens. So, as an overriding principle, 'people' would be brought to the heart of the urban agenda, for both deciding the vision of their city and for choosing the process of reaching that goal. The Committee are happy to note about the citizen engagement in terms of taking decision for the vision of the city as well as for its implementation. Smart cities would be developed on four pillars, that is, social infrastructure, physical infrastructure, institutional infrastructure and economic infrastructure upon which the quality of life would depend collectively. The smart cities would also enhance the interface between the service providers and citizen and enable them to participate actively in terms of providing feedback on the quality of service delivery, condition of infrastructure and social activities. The Ministry is developing the framework for selection and development of smart cities. The Committee are strongly in favour of citizen participation in terms of taking decision for the vision of the city as well as for the implementation. Hence, the Committee strongly recommend for implementation of this mission in a time bound manner under intimation to them.

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

2.40 The Mission components are yet to be finalized. However, while preparing the City Development Plans, a strong Citizen Consultation will be ensured.

## **Recommendation (Serial No.24)**

### **HERITAGE CITY DEVELOPMENT**

2.41 The Committee note that India is endowed with rich and diverse natural, historic and cultural resources. However, it is yet to explore the full potential of such resources. In order to make these cities vibrant and competitive, a planned approach is necessary for tapping the potential underlying in tourism and heritage sector and unleashing the power of skilled artisans. This will also lead to local economic development through locally available knowledge, resources and skills. Therefore, the Committee strongly recommend for planning a scheme that would offer tremendous opportunity towards an inclusive and sustainable development of heritage in India. The scheme should offer a new approach to city development by bringing together urban planning/economic growth and heritage conservation in an inclusive manner with focus on livelihood, skills, cleanliness, security, accessibility and service delivery.

### **Reply of the Government**

2.42 The National Heritage City Development and Augmentation Yojana - (HRIDAY), scheme aimed at preserving and revitalizing the soul and unique character of the heritage cities in India, has been approved by the M/o Urban Development. The scheme was officially launched on 21<sup>st</sup> January, 2015.

Initially, following twelve cities have been identified for development under the scheme:-

- 1) Varanasi 2) Amritsar 3) Ajmer 4) Mathura 5) Gaya 6) Kanchipuram 7) Vellankani 8) Badami 9) Amaravati 10) Warangal 11) Puri 12) Dwarka

An outlay of ₹ 200 crores has been earmarked under HRIDAY for the current financial year out of which ₹ 87 lakhs has been released till 28.2.2015.

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

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

## **CHAPTER III**

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

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

#### **MODERN TRANSPORTATION SYSTEM IN DELHI AND OTHER METROPOLITAN CITIES.**

3.1 The Committee observe that with rapid urbanization, the pressure on transportation systems has increased in most cities in India. The inadequate transport system of cities, accompanied by lack of comprehensive urban transport management strategies is promoting the use of private individual transport. For example, Delhi alone has experienced a nine-fold increase in its motor vehicle population over the last three decades, with public transport contributing little to this increase. Most cities continue to face the problems of environment pollution, ever slowing vehicular speed, and traffic congestion accompanied by unacceptable accident rates. Keeping this situation in view, the Committee enquired from the Ministry of Urban development about the action plan to start corridors of High Capacity Bus System (HCBS) and Electric Trolley Bus System (ETBS) in Delhi and other big metropolitan cities, but were surprised to note that there was no proposal under consideration in the Ministry. Further, Ministry stated that Urban Transport is intertwined with Urban Development which is a State Subject. The proposals for any Mode of Transport are forwarded by State Government for funding from Govt. of India. However, as per National Urban Transport Policy (2006), all modes of Transport including High Capacity Bus System ETBS etc. are promoted by the Union Ministry of Urban Development. The Committee feel that there should be a preferential right of way for buses along with priority for pedestrians and cyclists. Therefore, intelligent transport systems, cleaner fuels and vehicle technologies could be the way forward for meeting the transport needs of our cities in future. Massive traffic congestion and environmental degradation call for innovative, cost effective, safe and reliable transport strategies. Modern High Capacity Bus Systems (HCBS) integrated with information and communication technologies provide such an option for decongesting and improving urban transport situations. In most cities, buses are still the most widely used mode of conveyance and will continue to remain so.

Therefore, the Committee strongly advocate that Ministry of Urban Development should start looking at innovative ways by which the efficiency of the bus transport can be improved to cater to the growing urban population and at the same time strongly recommend for High Capacity Bus System (HCBS) and Electric Trolley Bus System (ETBS) in Delhi and other big/ metropolitan cities because these systems utilize modern technologies for optimizing flow of passenger movement, ticketing, bus scheduling, etc. Such systems increase the capacity of existing bus systems significantly and can be implemented in a relatively short time span of 1-2 years. The absence of adequate number of buses which hampers an alternate transport culture is the principal handicap in the success for instance of the BRTS system. The Committee have noted with grave concern about the abysmal management of the BRTS system in a small section of Delhi. The introduction of the BRTS system appears to have been done in a random, thoughtless and impetuous manner rather than any vision with detailed planning and execution. This has caused untold misery to lakhs of commuters on the short stretch of BRTS in Delhi. The Committee feel that BRTS system is ideally advisable in green field cities with detailed advance planning rather than to forcefully muscle them into existing cities in a haphazard manner. The Committee have received numerous complaints from the average citizens on their study tour to Pune where the BRTS system is proposed to be introduced. The Committee did not receive any satisfactory answers from the Government agencies to the problems envisaged by the commuters in Pune. Instead it appears that the administration feels it has been saddled with a fait-accompli by way of the BRTS proposal and now does not know how to disengage from it without loss of face. The Committee, therefore, strongly recommend that any BRTS proposal in existing cities must be enforced only with the greatest caution and after detailed planning and consideration and keeping in view the public opinion of the commuters who are the main stake holders in this system. The Committee are also of firm opinion that the BRTS system plan for Pune as well as Pimpri Chinchwad which is still at the planning stage must be immediately put on hold and a further course of action should only be taken after detailed consultation with the important stakeholders such as the commuters of the city.

### **Reply of the Government**

3.2 In compliance of National Urban Transport Policy (NUTP) objective to move people and not vehicle, Ministry of Urban Development has sanctioned more than 25400 modern intelligent transport enabled buses to 174 cities in two phases with the following anticipated benefits of the programme:

- (i) Planned growth and inclusive development of the cities/ towns.
- (ii) Improvement in urban services particularly urban transport which is engine of the growth of any city/ town.
- (iii) Uplift the image of public transport.
- (iv) Help in reducing pollution levels through changes in traveling practices and increase road safety aspects including the women and the elderly.
- (v) Introduction of organized city bus system.
- (vi) Improved safety through automated doors, on board cameras, ITS on public transport system- Audio/ Visual Passenger Information System (PIS).
- (vii) Sustainable services with better organizational backup such as city specific SPV, UMTA in million plus cities, creation of Urban Transport Fund etc.
- (viii) Attracting choice riders to use public transport including people with disabilities

During the 2<sup>nd</sup> phase of sanction of 10000 buses, Ministry has also sanctioned a small no. of buses in the category of hybrid electric and articulated buses to some cities like Bangalore, Mysore, Navi Mumbai. However, due to very high cost and non-manufacturing capacity, these cities requested the Ministry to change the sanction of these buses to another category of buses.

As far as Delhi is concerned, in the first phase during 2008-09, 1500 buses were sanctioned to Delhi. However, during the 2<sup>nd</sup> phase, due to non-submission of request/Detailed Project Report (DPR) within the time-limit of 31.3.2014, Delhi could not be sanctioned any bus.

#### **Delhi BRTS Project**

The BRTS project in Delhi is purely the Govt. of NCT Delhi project. Ministry of Urban Development has neither approved nor funded the project.

#### **Pune & PCMC BRTS Projects**

The City Development Plan prepared by PCMC envisages development of roads from public transport point of view. In the Comprehensive Mobility Plan (CMP) prepared for implementation of the project, a Bus based Rapid Transit System (BRTS) was proposed for the commuters.

The World Bank aided Pimpri-Chinchwad project includes, amongst other components, the improvements in infrastructure of public transport, segregation of BRT lanes and rehabilitation of project affected persons for launch of BRTS in four corridors, construction aggregating to 44.67 kilometres on road, which is nearing completion. The Comprehensive Development Program (Common DPR) for corridors 1 & 2 was approved in 2007 and Corridors 3 & 4 was approved in 2008 after due consultations with the public. As on 15<sup>th</sup> January 2015, 38.5 kilometres of the corridors (which is equivalent to 86.2%) of the infrastructure is complete. The expenditure on the project thus far, including escalation element, is about ₹900 crores as against ₹738.18 crores which was the original sanction. Apart from this sanctioned DPR under JnNURM expenditure on BRT Bus Stations construction, BRT Lane dedication work, Terminals/Transfer Stations & ITMS is being done by PCMC (ULB) and is about ₹90 Crores.

Pimpri Chinchwad twin-city of Pune city is a rapidly growing urban area and strain on its transport infrastructure is already being felt. The uncontrolled growth of personalized transport in the next few years could lead to severe congestion, parking problems and pollution as a result of growing motorization. The BRT system needs to be completed and launched early so as to also mitigate concerns of mobility and accessibility. Extensive user surveys carried out in 2014 also indicate that prospective users of public transport are amenable to and keen on the BRTS project.

The following are the residual works as of date:

- a. Ongoing construction of bus-stations on corridors 1&2 (20 on corridor+21 on corridor 2)
- b. Completion of 400 meters of road on corridor 3 and ramps for access to Nashik Phata fly-over (this was inaugurated by Shri Ajit Pawar, the then Deputy Chief Minister, Maharashtra on 15.02.2014) and
- c. Completion of Empire State fly-over on corridor 4.

139 buses have already been procured and 200 buses are under procurement through JNNURM for PMPML which shall be operating the BRT system over Pune-Pimpri-Chinchwad.

- Four Technical Assistance studies have been undertaken for the implementation of BRT

- Monitoring & Evaluation of BRTS (Pre & Post Operation) – Period of Study (4.5 years)
- Parking Policy and Its Management
- Access plan to BRTS by mode of Non-Motorized Transportation (NMT) & pedestrian facility.
- Promotion & Outreach Program of BRTS.

These studies components are under taken through GEF (Global Environmental Facility) Grant of the World Bank, which is continuously monitored & advised by the World Bank and Project Management Unit of MoUD.

Since substantial fiscal and physical progress has already been achieved, the project is now poised for completion so that the same is put to use for the city residents.

### **Recommendations(Serial No. 18)**

#### **POLICY FOR BUILDING BARRACKS AND HUTMENTS FOR MIGRANT LABOURS**

3.3 The Committee were apprised about the steps/ projects initiated by DDA for earning revenues and building barracks and hutments for migrated labour in Delhi so as to prevent urban slums. The Committee came to know that DDA is a self-sustaining organization. It works on 'no profit no loss' concept. The main revenue of DDA comes from disposal of houses, disposal of residential, industrial and commercial plots. Revenue generated from these activities is ploughed back for acquisition of land, construction of houses, development of residential, industrial, commercial, institutional plots and development and maintenance of green areas and beautification of parks, constructing/ developing and maintenance of sports complexes/ sports fields/ swimming pools etc. The Committee are dismayed that as on date, there is no policy for building barracks and hutments for migrant labour in Delhi. However, DDA has taken up *in-situ* development of existing JJ Clusters on DDA land. Hence, the Committee strongly recommend the Ministry of Urban development to formulate the policy/guidelines about building barracks and hutments for migrant labours, so as to discourage urban slums, in a time bound manner under intimation to the Committee.

### **Reply of the Government**

3.4 Building barracks and hutments for migrant labours is not a subject dealt by Ministry of Urban Development. As per the Allocation of Business Rules, matters related to housing are dealt by Ministry of Housing and Urban Poverty Alleviation (HUPA). Further, Delhi Urban Shelter Improvement Board (DUSIB), which functions under the control of Govt. of NCT of Delhi, deals with JJ Squatters settlement/clusters, JJ Colonies and night shelters in Delhi. It is reiterated that DDA is involved in rehabilitation of those slum dwellers who are presently existing on DDA land. As a part of this rehabilitation, DDA has taken up *in-situ* development of three colonies namely (i) Katputli Colony (2,800 DUs), (ii) A-14, Kalkaji Extension (3,000 DUs in 1st Phase) and (iii) Jailer WalaBagh (1,675 DUs) which are presently under progress.

## CHAPTER IV

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

#### Recommendation (Serial No.7)

#### **THE REGIONAL RAPID TRANSIT SYSTEM PROJECTS**

4.1 The Committee have been apprised that the three Regional Rapid Transit System (RRTS) corridor have been prioritized by the Ministry of Urban Development for implementation in Phase I, i.e Delhi – Sonipat –Panipat, Delhi-Gurgaon -Rewari –Alwar, Delhi-Ghaziabad-Meerut for which estimated cost till Sept 2011 was ₹72170 crore. These routes have been identified for the RRTS because these towns and cities have a large number of people travelling daily for economic reasons. The Cabinet in its meeting held on 11.07.2013 has approved the proposal of formation of National Capital Region Transport Corporation Limited (NCRTC) which is a pre-requisite for taking up the RRTS projects for providing a reliable and efficient Mass Commuter System in the NCR. NCRTC has been incorporated on 21.08.2013. With a seed capital of Rs. 100 crore to be contributed *by the* Central Govt. and State Govts. When enquired about the present status of implementation of RRTS projects, the Committee learnt that the RRTS projects have not still been sanctioned till now. The Committee also came to know from the replies given by the Ministry of Urban Development that Ministry of Railway has not released its due amount i.e ₹ 22.5 Crore.

In view of the above, the Committee strongly recommend to implement this RRTS project expeditiously in a time bound manner so as to make travel in the National Capital Region faster and easier. The Committee feel that the high-speed corridors are the need of the hour as this will facilitate better commuting in the National Capital Region. The Committee call upon the Ministry of Urban development to impress upon Ministry of Railway to release its share of amount.

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

4.2 Ministry of Railways vide letter dated 10.12.2014 has informed Ministry of Urban Development that Ministry of Railways is committed towards the participation in National Capital Region Transport Corporation (NCRTC), but as contribution to

equity participation needs approval of Parliament, funds shall be made available in Feb., 2015 only after seeking approval of Parliament in the Supplementary Demands for Grants. However, Ministry of Railways sanctioned the release of ₹1.25 lakhs, to NCRTC towards subscription amount for participation of Ministry of Railways in NCRTC vide letter dated 10.12.14.

4.3 For comments please see para no. 1.16 of Chapter-I.

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

#### **GREEN BUILDING: REDUCING ENVIRONMENTAL IMPACT**

4.4 The Master Plan of Delhi-2021 contains the provision for “Green Buildings”. The regulations for incentivizing green buildings and formulation of a regulatory mechanism to monitor construction, operations, etc. are under preparation. Once these are finalized, the declaration of Green Buildings in Delhi can be initiated after the builders get the necessary certification from the respective agencies required to do so. At present the Rain Water Harvesting System, which is one of the component of green building concept is being implemented. The Building Department of DDA after the promulgation of the Notification No. SO 730 dated 28.07.2001 made mandatory the physical construction of Rain Water Harvesting System in the new buildings in a plot of 100sqm and above. It is also ensured while issuing permits that the Rain Water Harvesting System is functional. As per available information during the last one year, 41 numbers of Completion Certificates have been issued to different type of buildings where Rain Water Harvesting System has been provided. Further, all the buildings now being constructed by CPWD under GPRA & GPOA are confirming to 3 star rated buildings. The Committee strongly recommend the Ministry of Urban Development to expeditiously complete the regulations for incentivizing green buildings and formulation of a regulatory mechanism to monitor construction, operations etc. The Committee also wish to recommend that the Rain Water Harvesting system should also be enforced in all the existing office and residential buildings and the enforcement should be by way of rain water harvesting being made a pre-requisite for getting plans sanctioned as well as obtaining completion certificates.

The Committee Members were given detailed presentation by the NBCC on the Kidwai Nagar Redevelopment Project which has been entrusted to it and which

promises to be the most environment friendly and green compatible colony in the country. The Members were very impressed with the presentation circulated by NBCC and felt that it should be replicated in many more congested areas of our major cities which are groaning under the pressure of antiquated and dilapidated constructions.

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

4.5 In respect of existing office and residential buildings under jurisdiction of CPWD in Delhi as well as rest of India, rain water harvesting system has been provided by CPWD in 116 non-residential complexes and 144 residential colonies.

4.6 For comments please see para 1.19 of Chapter-I.

## **CHAPTER V**

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

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

#### **ISSUE OF LUTYEN'S BUNGALOW ZONE**

5.1 The Committee have received a representation from Shri Jai Prakash Agarwal (Ex-MP 15<sup>th</sup> Lok Sabha) and Shri Naveen Jindal (Ex-MP 14<sup>th</sup> and 15<sup>th</sup> Lok Sabha) the President and Secretary of Lutyen's Bungalow Zone Residents Welfare Association respectively, regarding the request for increase in FAR in Lutyen Bungalows. In their representation, they have made several valid points inter-alia stated as below:-

- The LBZ area in New Delhi contains about 90% of land vested with the Government, and only about 10% vested with private owners.
- That the present houses in Lutyen's Bungalow Zone were built in the pre-independence era and vary greatly in size and facilities. Some private properties have large built up areas and even have the full FAR such as those at Amrita Shergill Marg, etc. and other have only servants quarters and outhouses as these houses were built at that time as per one's requirement and finances available with him. Moreover, at the time of construction of these houses, families were very small. Today families have grown and require more accommodation.
- Delhi being in seismic zone, most of these houses are not earthquake proof and are in dilapidated conditions. Also, they have outlived their lives. Even CPWD has identified about 800 buildings as most hazardous in LBZ area.
- The Government keeps increasing the built-up area of Government bungalows from time to time by changing the norms and the guidelines through MOUD notifications and orders whereas 10% privately owned area in this zone have not been allowed to increase their built up area so far.
- This seems to be unfair, and against the principles of natural justice. Different development guidelines for "bungalow" and "non-bungalow" properties defeats the purpose of conserving Lutyens Zone character and ambience.
- It is also of significance that the LBZ has not been recognized in the Master Plan-2021 has a conservation zone. In this connection, a report was prepared for NDMC by IL&FS Eco smart, called the Subcity Development Plan of Delhi for

NDMC Area in 2007 (Report). The material contained in this report established the unfairness of continuing the application of the LBZ Rules. Different development guidelines for “bungalow” and “non-bungalow properties defeats the purpose of conserving Lutyens’ Zone character and ambience.

- 31.25% of the entire LBZ area is supposed to be residential. The Report recognizes that a large number of anomalies associated with the existing demarcated boundary of the LBZ have been identified and this needs to be resolved in a participatory manner.
- Under the Zonal Plan (paragraph 6.4.2.), restriction has been imposed on a new construction limiting it to the same existing area of the old bungalow and of a height not exceeding the height of the existing bungalow. There is absolutely no nexus between this limitation imposed, denying the facility of the Unified Bye Laws to the plot owners of these colonies, and the object of conserving the Lutyen imprint.
- The LBZ guidelines of 1988 were probably relevant at that point of time when the rampant unplanned development of plots into large group housing needed to be stopped. That objective of the LBZ guidelines has been achieved over the last 26 years, and the large scale conversion into housing has been arrested.
- As per Development Control Regulations for Lutyen's Conservation Precincts in NDBP in sub-zones D-11, B-12 & D-8, the Delhi Urban Art Commission has, in its draft Zonal Development Plan for NDMC area of zone D of Master Plan for Delhi – 2021, recommended that for each of the precincts as defined in the Zonal Development Plan, special development plan regulations are required at Local Area Plan (LAP) level.
- A comparative statement of FAR/Ground Coverage/Height in respect of Residential Plots measuring 3750 sq. mtr. and above in delhi :-

Description	As recommended in the Master Plan 2021 for rest of Delhi	Believed to be recommended by NDMC in Draft Zonal Development Plan-2021	Proposed by DUAC	Requestged by LBZ Association
Maximum FAR	200**	20%*	20%	33% (to allow the first floor to be

				constructed as many of the old private buildings have two floors)
Maximum ground coverage % of net plot	50**	12.5%	12.5%	20%
Max. height in Mtr.	15 mtrs	8 mtr	8 mtr	12 mtr ( this would not adversely affect the skyline, or the three line)
Basement	Yes	Yes	Yes	Basement required

\*\* On 26th November, 2014, Central Government has enhanced Floor Area Ratio (FAR) from 120 to 200 percent and Ground Coverage from 40% to 50%.

\* Basement would be allowed free of FAR, but only under the footprint of the building for the purpose of Services, House-hold storage, parking, Air-conditioned, Library/Book Store. The approach to the basement shall be through a ramp of slope not more than 1:12.

### Request

- That the height of a building remains within the height of two floors (Ground Plus First) with a basement below for services etc.
- That we may be allowed ground coverage – at least 20% of the individual plot area, against the present coverage of about 10%. Even with 20% coverage, the land area around available for greenery would be 80% - such a coverage would not affect the green cover advantage and asset which the LBZ has in New Delhi.
- That the FAR may also be increased to 33% to allow the first floor to be constructed as many of the old private buildings having two floors. Hence, permitting two floors would not adversely affect the skyline, or the tree line.
- That exact zoning plans be made for the LBZ area so that the urban form of the LBZ is not disturbed – we want to follow the urban form which was planned originally by Sir Edwin Lutyens.
- The LBZ notification did not prohibit basements outright – it restricted their construction until such time as a final decision was taken. No decision has been

taken during almost two and a half decades. The issue of the permissibility of a basement in the LBZ has been pending consideration since 1988. It is indisputable that basements do not, in any way, affect the façade of the building and there is no logical reason why a basement may not be allowed in these bungalows. Therefore, the Development Control Regulations for these precincts be framed to have basements as they are generally required by the family for use as GARAGE, utility room and for storage and fitness centre etc., because FAR in the LBZ is very limited compared to rest of the city. In case of any eventuality, it can also be used as bomb shelter.

It appears that on 26.11.14, the Central Government has enhanced Floor Area Ratio (FAR) and Ground Coverage for residential plots measuring 1000 SqMtr and above in Delhi, except for Zone D whose plan is still at a draft stage. D-Plan has been under consideration of the Government for a considerable period of time. The Committee, therefore, strongly recommend that the plan for the Zone-D may be finalized at the earliest and the suggestions made by the Lutyen's Bungalow Zone Residents Welfare Association for Zone-D, as stated in their representation, set out hereinabove, be considered favourably.

### **Reply of the Government**

5.2 Various suggestions relating to relaxation of Development Control Norms, Boundary of LBZ were received in the Ministry. Delhi Urban Art Commission (DUAC) was requested to examine and give recommendations as per Terms of Reference which *inter alia* includes change in LBZ boundary, development norms, need of urbanization and aesthetic character of LBZ. The issue is still under examination by DUAC. Delhi Development Authority (DDA) has informed that since LBZ is a part of Zone 'D', they are following the due process in finalizing the Zonal Plan for this Zone.

5.3 For comments please see para 1.34 of Chapter-I.

### **Recommendation (Serial No.23)**

#### **CAP ON HEIGHT INCREASE FOR BUILDING IN DELHI**

5.4 The Committee have been informed that almost a year after Delhi Development Authority increased the cap on height of residential buildings from 15 metres to 17.5 metres, no one in Delhi has been benefited from this new policy. The

Municipal Corporation in the city are unable to sanction building plans with 17.5 metre height as it would require clearance from Delhi Fire Service (DFS) which insists on leaving a six-metre setback around the building. It appears that under the DFS rules, any structure which is more than 15 metres in height is considered a high-rise and for such high-rises, it is mandatory to leave a setback of six metres so that there is adequate space for fire tenders to move around in case of an emergency. Therefore, for any structure above 15 metres in height, an NOC from the fire department is required. The Committee have been further informed that with a majority of plots in Delhi being less than 250 square metres in size, it is impossible for residents to leave a setback of six metres around the building, since there will be no space left on the plot to build. The height of residential buildings was revised with a view to accommodate stilt parking which has become mandatory pre-requisite for new constructions. The result of not getting DFS clearance means that new constructions with stilt parking have to confine themselves to 15 m height which entails vast reduction in the height of each floor (since the third floor is permissible and all new constructions seek to avail the same). The decision to increase the height from 15 metre to 17.5 metre was taken so that owners would not have to compromise on the height of each floor. The Committee feel that this anomaly must be corrected at the earliest and new constructions with 17.5 metres height must be exempted from fire clearance from DFS. The Committee recommend that the DDA and the Urban Development Ministry should reconsider the Fire NOC policy and make necessary amendments so that the people of Delhi can avail the benefits of increased height of 17.5 metres. The Committee recommend that the 6 metre set back clause should be applicable for buildings higher than 17.5 metres. The Committee strongly feel that in any case with the acute shortage of land in urban areas in India and the vast increase in demand for urban housing the vertical growth of urban India is the need of the hour. Low rise horizontally spread out tenements are a criminal waste of valuable land in urban areas and, therefore, the Committee strongly believe that all urban cities in India must look at the progress of vertical development in cities like Dubai and Shanghai, which are comparable to cities in India, and take a leaf out of the phenomenal growth of high rise buildings in those cities which has greatly benefited the public and gone a long way in conserving valuable urban land from wastage.

### **Reply of the Government**

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

**NEW DELHI;**

**....., 2015  
 , 1936 (Saka)**

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

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

**MINUTES OF THE FOURTEENTH SITTING OF THE COMMITTEE HELD ON  
MONDAY, 13<sup>th</sup> JULY, 2015**

The Committee sat on Monday, the 13<sup>th</sup> July, 2015 from 1430 hrs. to 1645 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

**PRESENT**

***Shri Pinaki Misra* - Chairperson**

**MEMBERS**

**LOK SABHA**

2. Shri Rajendra Agrawal
3. Shri Ramesh Bidhuri
4. Shri Ram Charan Bohra
5. Shri Dushyant Chautala
6. Shri Ashok Chavan
7. Shri Dilip Kumar Gandhi
8. Shri Maheish Girri
9. Shri R.Gopalakrishnan
10. Shri Choudhury Mohan Jatua
11. Smt. Poonam Mahajan
12. Shri Kapil Moreshwar Patil
13. Shri Parvesh Sahib Singh Verma

**RAJYA SABHA**

14. Smt. Vandana Chavan
15. Shri Husain Dalwai
16. Shri Anil Desai
17. Shri Mukul Roy
18. Shri C.P. Thakur
19. Shri S.Thangavelu

## SECRETARIAT

- |    |                            |   |                     |
|----|----------------------------|---|---------------------|
| 1. | Smt. Abha Singh Yaduvanshi | - | Joint Secretary     |
| 2. | Shri D.S. Malha            | - | Director            |
| 3. | Smt. J.M. Sinha            | - | Additional Director |
| 4. | Smt. K. Rangamani N.       | - | Under Secretary     |

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2. At the outset, the Hon'ble Chairperson welcomed the Members to the Fourteenth sitting of the Committee. The Committee then took up for consideration the draft report on Action Taken by the Government on the observations/Recommendations contained in the First Report (Sixteenth Lok Sabha) on Demands for Grants (2014-2015) of the Ministry of Urban Development. After deliberations, the Committee adopted the report without any change and authorized the Chairperson to present the same to both the Houses of the Parliament.

3.to 6 \*\*\*\*\*

The witnesses then withdrew

A verbatim record of the proceeding has been kept.

The Committee then adjourned.

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

## **ANNEXURE -II**

**[Vide para 4 of the Introduction]**

### **ANALYSIS OF THE ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS/ OBSERVATIONS CONTAINED IN THE TWENTY FOURTH REPORT OF THE STANDING COMMITTEE ON URBAN DEVELOPMENT (FIFTEENTH LOK SABHA)**

<b>I.</b>	<b>Total number of recommendations</b>	<b>24</b>
<b>II.</b>	<b>Recommendations/Observations which have been accepted by the Government:</b>	
	<b>Recommendation Nos.</b>	<b>18</b>
	<b>Percentage to total recommendations</b>	<b>(75%)</b>
<b>III.</b>	<b>Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:</b>	
	<b>Recommendation Nos.</b>	<b>02</b>
	<b>Percentage to total recommendations</b>	<b>(8.33%)</b>
<b>IV.</b>	<b>Recommendations/Observations in respect of which replies of the Government have not been accepted by the Committee:</b>	
	<b>Recommendation No.</b>	<b>02</b>
	<b>Percentage to total recommendations</b>	<b>(8.33%)</b>
<b>V.</b>	<b>Recommendations/Observations in respect of which final replies of the Government are still awaited:</b>	
		<b>02</b>
	<b>Percentage to total recommendations</b>	<b>(8.33%)</b>