

**SLUM CLEARANCE AND  
IMPROVEMENT OF SLUMS AND  
ECONOMICALLY WEAKER  
SECTIONS HOUSING PROGRAMME**

**MINISTRY OF URBAN DEVELOPMENT**

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**PUBLIC ACCOUNTS  
COMMITTEE  
1992-93**

**TENTH LOK SABHA**



सत्यमेव जयते

**LOK SABHA SECRETARIAT  
NEW DELHI**

# THIRTY-FIRST REPORT PUBLIC ACCOUNTS COMMITTEE (1992-93)

(TENTH LOK SABHA)

**SLUM CLEARANCE AND IMPROVEMENT  
OF SLUMS AND ECONOMICALLY WEAKER  
SECTIONS HOUSING PROGRAMME**

MINISTRY OF URBAN DEVELOPMENT



*Presented to Lok Sabha on 17 August, 1992  
Laid in Rajya Sabha on 17 August, 1992*

LOK SABHA SECRETARIAT  
NEW DELHI

*August, 1992/Sravana, 1914 (Saka)*

**P.A.C. No. 1344**

*Price:* Rs. 11.00

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Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Seventh Edition) and printed by the Manager, P.L. Unit, Govt. of India Press, Minto Road, New Delhi.

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- (i) 23.1.1992
- (ii) 30.3.1992
- (iii) 31.3.1992
- (iv) 30.7.1992

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<sup>@</sup> Not printed (one cyclostyled copy laid on the Table of the House and five copies placed in Parliament Library).

**PUBLIC ACCOUNTS COMMITTEE**  
(1992-93)

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\*Elected w.e.f. 23 July, 1992 *vice* Shrimati Krishna Sahi ceased to be a member of the Committee on her appointment as a Minister.

## INTRODUCTION

I, the Chairman of the Public Accounts Committee, authorised by the Committee, do present on their behalf, this Thirty-first Report on Paragraph 19 of the Report of the Comptroller and Auditor General of India for the year ended 31 March, 1988 (No. 8 of 1989) on Delhi Administration relating to "Slum Clearance and improvement of Slums and economically weaker sections housing programme."

2. The Report of the Comptroller and Auditor General of India for the year ended 31 March, 1988, No. 8 of 1989 on Delhi Administration was laid on the Table of the House on 10 May, 1989.

3. In this Report, the Committee have deplored the manner in which the Slum Wing of the DDA has been allowed to function both by the Delhi Administration and the DDA and the abrogation of its responsibility by the Ministry of Urban Development in regard to the functioning of this Department. The Committee have found that neither DDA cared to ensure proper implementation of the schemes and programmes of the Slum Wing nor the Delhi Administration evinced the desired interest in monitoring the progress made under the Schemes and the utilisation of funds which it was disbursing so as to ensure that the objectives of slum clearance and improvement are achieved. Instead, funds were being released on a continuing basis, even without obtaining utilisation certificates, basing the releases on demands from the Slum Wing. According to the Committee, in the circumstances that existed, the Slum Wing of DDA extracted the maximum mileage without submitting itself to any authority and leaned on the Delhi Administration or the DDA as the exigencies demanded. The result has been unsatisfactory performance of the Slum Wing, financial irregularities, instances of unauthorised expenditure beyond budgetary allocations and crucial time was lost which could be utilised for improving the lot of the slum dwellers.

The Committee have recommended that the reasons for the lapses on the part of both the DDA and Delhi Administration which adversely affected the performance of the Slum Wing during the last twelve years and the circumstances under which the Ministry allowed matters to drift without taking any remedial measures till the Committee called the officers of the Ministry and DDA for evidence should be gone into and the responsibility fixed.

4. The Committee have also found that the Slum Wing has not utilised almost 1/3rd of the total releases on account of the scheme of "construction of flats for economically weaker sections and providing

developed plots for self-housing' not being approved and because of certain operational bottlenecks in the implementation of the other programmes. The Committee have noted with regret that in respect of the Scheme relating to 'construction of flats for economically weaker sections and providing developed plots for self-housing', funds to the tune of Rs. 15.82 crores were released by Delhi Administration during 1985-86 and 1986-87 though the Scheme had not been approved and was still under the consideration of the Government. The Committee have also found that the unspent amount had been kept in fixed deposits by DDA which is a breach of terms and conditions governing the grants, as stipulated in the General Financial Rules. Further, this refund had been delayed despite repeated reminders from Delhi Administration and it was only after a directive given by the Ministry and the issue raised by the PAC at the time of oral evidence on 23.1.1992 that funds were refunded during February/March 1992. The Committee have been informed that the funds were refunded partly by encashment of fixed deposits for Rs. 981.75 lakhs and the balance amount of Rs. 600.65 lakhs from the funds received for plan schemes for Delhi Administration on 27th March, 1992. The Committee have disapproved the manner of refunding the amount whereby implementation of approved schemes might be affected. The Committee have also seriously viewed the action on the part of Slum Wing to invest the unspent funds in short-term deposits without any approval of the Government and have desired that the entire matter be thoroughly examined expeditiously with a view to fixing responsibility at all levels.

5. Yet another case illustrating the pathetic and miserable state of working of Slum Wing, DDA is the inordinate and unusual delay in the construction of 1024 flats initiated in June, 1984. Which normal time required for completing the construction of any housing complex was 12—18 months, the Committee have expressed their deep concern that these houses could not be completed even by November 1988, i.e., after more than 4 years of starting construction. The Committee have desired that the reasons for the inordinate delay be looked into and remedial measures taken.

6. Against the approved outlay of Rs. 26.45 crores for the scheme Environmental Improvement in Urban Slums during the period 1980-81 to 1987-88, a sum of Rs. 32.35 crores was released to the Slum Wing, DDA. The Committee have found that the actual expenditure incurred on the scheme was only Rs. 25.69 crores and that the scheme was executed in an *ad-hoc* and unscientific manner without conducting any prior survey, fixing targets etc. The Committee have been unhappy to note that lack of proper scrutiny had blocked about Rs. 6 crores from being deployed on some other scheme that might have been affected on account of scarcity of funds. Commenting on the execution of the scheme, the Committee have stressed the need for necessary documentation and regular monitoring so that such schemes are implemented in future in a planned and scientific manner.

7. The Committee have been pained to note that although several crores of rupees have been spent on the different schemes executed by the Slum Wing, no evaluation of the schemes have been done by any Government agency till the period of the audit report with a view to determine the extent to which the aims and objectives of the schemes have been achieved. The Committee have expressed the hope that with the creation of the Urban Improvement Department, review/evaluation of the plan schemes are completed expeditiously.

8. The Committee have been informed that the Slum Wing had been consistently evading accountability by taking advantage of the duality of control under the DDA and the Delhi Administration with the result that neither of the organisations had complete information about its functioning. Further, the Slum Wing of the DDA had been resorting to excess expenditure on other schemes year after year over and above the budgeted allocations and at the same time depositing massive amounts of Plan funds in the banks for other schemes. The Committee have also been informed that the above as well as other financial complaints and adverse press reports received compelled the Delhi Administration to conduct a special audit of the Slum Wing by its Internal Audit Team in respect of all the accounts relating to plan funds released by the Delhi Administration. The special Audit Report submitted in 1991 has high-lighted several lapses and a number of financial improprieties in the functioning of the Slum Wing. The Report clearly brings out the financial irregularities of non refund of unspent balances, depositing these unspent amounts in fixed deposits year after year without approvals, non repayment of Government loans, diversion of resources to meet the expenditure over and above the budget allocation without proper approvals, improper maintenance of accounts, non re-conciliation of accounts between the DDA Slum Wing and the concerned Departments, ultra-vire appointment and detention of depuationists etc. The Committee have recommended that the Government should institute a high level enquiry by an independent authority to evaluate the functioning of the Slum Wing including the findings that have emanated in the special Audit Report with a view to fixing of responsibility for the lapses, financial and other irregularities, and for taking deterrent action against those found guilty.

9. The Committee (1991-92) examined Audit paragraph 19 at their sittings held on 23.1.1992(FN), 30.3.1992(AN) and 31.3.1992(AN). The Committee considered and finalised the Report at their sitting held on 30 July, 1992. Minutes of the sittings form Part II\* of the Report.

10. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Appendix VI to the Report.

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\* Not printed (one cyclostyled copy laid on the Table of the House and five copies placed in Parliament Library).



11. The Committee would like to express their thanks to the Public Accounts Committee (1991-92) for taking evidence on Paragraph 10 and obtaining information thereon.

12. The Committee would also like to express their thanks to the Officers of the Ministry of Urban Development for the cooperation extended by them in giving information to the Committee.

13. The Committee place on record their appreciation of the assistance rendered to them in the matter by the office of the Comptroller and Auditor General of India.

NEW DELHI;  
7 August, 1993

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16 Shrawana, 1914 (Saka)

ATAL BIHARI VAJPAYEE,  
Chairman,  
Public Accounts Committee.

## REPORT

This Report is based on Paragraph 19 of the Report of the Comptroller and Auditor General of India for the year ended 31 March, 1988 (No. 8 of 1989) on Delhi Administration relating to "Slum clearance and improvement of slums and economically weaker sections housing programme" which is appended at Appendix I to this Report.

### (A) Introductory

2. The work relating to the implementation of Slum Clearance, Improvement and Allied Schemes and the Jhuggi Jhompri Removal Scheme was transferred from Municipal Corporation of Delhi (MCD) to the Delhi Development Authority (DDA) w.e.f. 15 May, 1980. Accordingly, the Slum Wing of DDA headed by Commissioner (Slums), is responsible for executing various schemes on slum clearance and improvement of slums in the Union Territory of Delhi within the ambit of Slum Area (Improvement and Clearance Act 1956 as well as allied schemes of Government of India/Delhi Administration. From 1980 onwards, the execution of the following three schemes was undertaken by DDA through its Slum Wing. (i) Construction of flats for economically weaker sections and providing developed plots for self-housing; (ii) Slum Clearance and improvement of Slums. (iii) Environmental improvement in urban slums. Some important facts relating to these schemes are as under:

#### *(i) Construction of Flats for Economically Weaker Sections and Providing Developed Plots for Self Housing*

3. Delhi Administration included in their Seventh five Year Plan, 1985—90, a scheme for providing developed plots for self-help housing to the economically weaker sections whose annual income did not exceed Rs. 8400/- together with a scheme for construction of houses for economically weaker sections. Both these schemes were proposed as a feasible alternative to the Jhuggi Jhompri Removal scheme which catered to pre 1977 squatter house-holds and had not been further extended.

4. The project reports for these two new schemes were prepared by DDA seeking an allocation of Rs. 26.80 crores for the housing scheme, and Rs. 26 crores for developed, plots and referred to the Ministry of Urban Development, Government of India for approval. A pre-EFC (Expenditure Finance Committee) meeting was held on 17.9.1986 in the Ministry of Urban Development and a decision was taken that the scheme for construction of economically weaker sections flats may be dropped and the Seventh Plan funds for this scheme may be utilised for Development of Plots since the beneficiaries of both the schemes were the same. This

scheme was considered by Expenditure Finance Committee on 27.7.1987. The E.F.C. agreed to recommend the scheme for Cabinet approval. However, Cabinet approval was not received and the Scheme was dropped in the Ministry of Urban Development.

*(ii) Slum Clearance Scheme*

5. The Slum Clearance scheme has been under execution since 1956-57 and was taken up initially by the MCD. The scheme contemplated the grant of financial assistance by the Central Government to State Government and the guidelines were issued by the then Ministry of Works, Housing & Supply. Under the Scheme, selected areas were to be earmarked for clearance after survey of the slum areas, the buildings which were dangerous were to be demolished, the areas cleared and utilised for providing community facilities. The residents of such buildings were to be provided with flats on licence fee basis in the various slum rehabilitation colonies.

*(iii) Environmental Improvement in Urban Slums*

6. The scheme entitled environmental improvement in Urban Slums envisaged the provision of 7 basic amenities in Slum areas viz, water supply, sanitation, sewerage, roads, street lighting, public toilets and rains, based on the norms laid down by the Ministry of Works and Housing on a per capita expenditure basis. Govt. of India launched this scheme in 1972-73 as a Centrally Sponsored Programme for improving the living conditions of population in the slum areas. The expenditure norm laid down by the Govt. of India was to impose a cost ceiling of Rs. 120 per capita in 1972-73, which was raised by Govt. of India to Rs. 150, Rs. 250, Rs. 300 from time to time. This scheme was to be followed in the Sixth Plan and to continue in the Seventh Plan also.

7. The issues emerging out of the implementation of these three schemes have been separately dealt with later in this Report.

**(B) Organisational set-up of Slum Wing**

8. The audit paragraph relating to slum clearance and improvement was selected for detailed examination by the Public Accounts Committee in 1989 and a list of questions for eliciting advance information on the subject sent to Ministry of Urban Development on 4 August, 1989 requesting them to furnish the requisite information by 31 August, 1989. Although the Ministry of Urban Development sought extension for submission of replies from time to time, the replies were received only on 11 December, 1991 i.e. after a lapse of more than two years. Further, even these replies were incomplete in certain respects and it was during the evidence held on 23/1/92, that the Committee directed the ministry to send correct and complete replies within a period of 3 weeks. Accordingly, the Ministry furnished complete information which was received on 14 February, 1992.

9. On a specific query by the Committee regarding the reasons for this inordinate delay in submission of information, the Secretary, Ministry of Urban Development stated during evidence:

"The reason is that the Slum Wing has become an orphan child and we still do not know whether it is functioning under the Vice, Chairman, DDA or the Delhi Administration."

He also added:

"We have been saying repeatedly that as far as this Ministry is concerned, this Organisation has been working under the DDA, but the Vice-Chairman, DDA, has been contending that it has no supervision, no control over the functioning of the Slums Wing. When we asked the Delhi Administration, they also came up with the same reply. We, therefore, yesterday took a meeting where the Minister of Urban Development, Lt. Governor, Chief Secretary, Vice-Chairman, DDA, were present. We unequivocally told them that as far as the Ministry is concerned, the Slums Wing functions under the control of the Vice-Chairman of the DDA and the budget of the Slums Wing passes through the DDA. We, therefore, insisted yesterday again that by a formal order it should be reiterated by the Lt. Governor, who is not only the Chairman of the DDA but also the Head of the Delhi Administration saying that the Slum Wing is functioning under the control of the DDA and all matters relating to it shall be taken up by the DDA."

10. According to the information made available to the Committee, the work relating to implementation of Slum Clearance, Improvement and Allied Schemes and the Jhuggi Jhopri Removal Scheme was transferred from Municipal Corporation of Delhi to the Delhi Development Authority w.e.f. 15.5.1980 vide Delhi Administration Office order No. F. 12/4/74-LSG (Vol. III)/4/71/ dated the 14th May, 1980 which was issued in pursuant to Government of India's decision conveyed to the Lt. Governor, Delhi by the then Ministry of Works and Housing vide their letter No. N-11011/2/80-LSG dated the 28th February, 1980. The Ministry of Urban Development vide their letter dated the 21st January, 1992 addressed to the Lt. Governor, Delhi reiterated that "the Commissioners in charge to the Slum Wing in the DDA should function under the supervision and control of VC, DDA for day today administration as also for execution of the Plan scheme." A clarificatory letter was also issued on 22.1.1992 by the Chief Secretary, Delhi Administration to the VC, DDA in this regard. The copies of all these letters are appended at Appendix-II to this Report.

11. The Committee desired to know the date from which the DDA had indicated that the Slum Wing was not under their charge specifically when the orders issued in 1980 made it absolutely clear that the Slum Wing was with the DDA. The Secretary, Ministry of Urban Development informed the Committee during evidence that the order of 1980 "says that the work of Slums was removed from the MCD and transferred to the DDA. The

order of transfer of staff was also there. They said that the Slum Department would be maintained as a separate entity and its staff will not be merged with the Delhi Development Authority's staff."

12. On being specifically asked as to when the DDA decided that they were not responsible for slum clearance work, the Secretary, Ministry of Urban Development stated:

"The exact date is not available. The Vice-Chairman, DDA should be able to answer it better."

13. On being asked as to when the Ministry came to know that the DDA had disowned its responsibility, the Secretary, Ministry of Urban Development stated:

"When we went into the paras, the Vice-Chairman said that he had nothing to do with the slum clearance."

In this context, the Secretary, Ministry of Urban Development further stated:

"The order of 1980 treated it (Slum Wing) as a separate entity. The feeling which we have now got is that they (Slum Wing) were functioning as an autonomous Board."

14. On being asked about the opinion of Delhi Administration in this regard, the Chief Secretary of Delhi Administration stated during evidence:

"... The confusion arose because of the peculiar organisational situation that had been created that here is a problem of slum which is a Delhi plan but sought to be implemented through an agency of Central Government which is not accountable to Delhi Administration. Most of the problems of slum development have arisen out of this peculiar organisational arrangement. We have represented against it. The matter has already been reviewed. In fact, it has already been decided that the DDA will be taken off the functions of slum development and that there will be a separate whole time autonomous body which will look after slum development. The proposal is under consideration of the Government. We have submitted a draft legislation on this subject."

15. On a specific query as to whether the slum wing was not under the authority of DDA, the Vice-Chairman of DDA stated during evidence:

"... Everything stems from the order of the Government of India which was issued at the time when a decision was taken to transfer the Slum Wing from the MCD to DDA and in the order of the Government of India which made this possible, it was said that the Slum Wing will continue to be a separate entity within the DDA."

16. On being asked whether the Vice-Chairman, DDA accepted Slum Wing as part of the DDA, the witness replied:

"It is under my overall supervision. But in the case of other departmental heads like Finance member, Housing member etc., I have a different relationship with them. The situation is a bit complicated....."

He further said:

". . . . . There was a correspondence between Finance Secretary of Delhi Administration and our Finance Member as to what should be their respective roles with respect to the expenditure incurred by the Slum Wing on those schemes. Furthermore, with regard to any scheme which is implemented by the Slum Wing under the provisions of the Slum Removal Act, it is the Commissioner (Slum) who exercises all the powers under that Act by virtue of being the competent authority and the Vice-Chairman has nothing to do with the same. I have derived my powers under the Delhi Development Act."

17. In reply to a related query whether the Slum Commissioner came under the control of DDA, the Vice-Chairman, DDA stated:

"That I accept. It has also been mentioned by the Secretary, Urban Development Ministry. I reiterate it. He comes under the overall control and guidance of the Vice-Chairman. That is there. That is acknowledged."

18. In this context, the Committee desired to know the need for re-issuing and reiterating the Order of 1980 through a fresh order. The Vice-Chairman, DDA felt that,

"That order need not have to be re-issued."

19. On being asked whether that fuss had been created to avoid scrutiny of the subject, the Chief Secretary of the Delhi Administration stated:

"No Sir. I would not say that what I would like to submit is that a major part of failure to implement the programme of slum development in Delhi arose out of the organisational situation. This is my submission. The Slum Wing has not been fully integrated with the DDA."

20. When asked whether the Chief Secretary of Delhi Administration was in agreement that the Slum Wing was the responsibility of the Vice-Chairman, DDA, the witness stated:

"It was. There is a failure in discharge of the duty."

In this context, the Secretary, Ministry of Urban Development stated:

"The Delhi Development Authority refused to take action in the matter of slum clearance. This is what I had submitted. I stand by it".

He further stated:

"The orders are clear and we stand by it that the Slum Wing is the responsibility of Delhi Development Authority. They should have monitored the schemes, looked after the scheme."

21. On being pointed out that the Slum Wing was under DDA and the funds should have been released through DDA, the Secretary, Ministry of Urban Development stated:

"Fund were released directly by the Delhi Administration to the Slum Wing. This was, of course, a mistake."

22. In reply to a question about the reasons for releasing funds by Delhi Administration directly to Slum Wing and why the DDA was not consulted in this regard, the Ministry of Urban Development have in a subsequent note, stated as under:

"Delhi Administration reports as follows:

The reasons for releasing funds directly to the Slum Wing of the DDA were:

- (a) A review meeting presided over by Chief Secretary during which a decision was taken to release funds for the year 1986-87, towards the Slum Clearance Scheme to the Slum Wing of the DDA. This decision appears to have become a precedent for the next few years. There is on file sufficient record to show that even the draft sanction order made out in the name of VC, DDA was altered and the name of VC, DDA was replaced by the name of Commissioner Slums, DDA.
- (b) The administrative department may have been influenced further in Feb., 1986 that Commissioner Slums was designated as competent authority under the Slum Clearance Act.

The Delhi Administration did not consult with the DDA in respect of the specific proposal for release of funds to the Slum Wing of the DDA because the Chief Secretary had in a review meeting dated 20.1.1986 already given a note on this. Further the Finance Member, DDA was present at that meeting and he did not raise any objection either. These were the reasons that the DDA were not consulted."

23. During evidence, the Secretary, Ministry of Urban Development *inter-alia* stated:

".....for some reasons, some aberrations took place in the Delhi Administration and they started releasing the funds directly to the Slum Board (Wing). That pertained to the schemes which are being examined here."

24. When asked as to how the Delhi Administration released funds directly to Slum Wing, the Chief Secretary of Delhi Administration stated during evidence:

"After the transfer of the Slum Wing to the DDA for some years, the practice was that the funds were being released through the Vice-Chairman of DDA as it should have been. Somewhere in 1986, our Finance Department and the concerned administrative Department seem to have started following the practice of releasing money directly to the Slum Wing of the DDA. I must state that no specific issue was raised for consideration by the Chief Secretary or by the concerned Executive Councillor or L.G. Just a draft sanction was put up before the concerned Secretary and he seemed to have okayed. Since then, this practice was being followed. It was not specifically put up for consideration of the higher authorities."

25. On being asked whether the concerned Secretary in the Delhi Administration applied his mind to ensure issue of proper sanction, the Chief Secretary of Delhi Administration stated:

"To an extent yes. In retrospect, we may not agree. But the Finance Secretary, concerned administrative Secretary did apply their mind. They did not seek higher orders. It was delegation of powers of the Authority to the Commissioner (Slums). They assumed that now grants can be placed directly under the disposal of Commissioner (Slums)."

26. When asked about the latest position in regard to accountability of Slum Commissioner towards DDA in financial matters, the Chief Secretary of Delhi Administration stated:

"The competent authority for the purposes of money matters is DDA and therefore he is accountable to the DDA."

27. In this context, the Vice-Chairman, DDA admitted as follows:

"As far as the overall charge is concerned, yes, I accept that responsibility, except where the Slum Commissioner is exercising his powers as competent authority under the Slum Clearance Act, 1956, where he has the power to notify certain areas as slum areas. Legally that cannot be controlled by me and Vice-Chairman cannot interfere with those powers. But, organisationally and so far as the receiving of Plan money from the Delhi Administration, etc., are concerned and so far as getting the necessary project approvals, scheme approvals are concerned, I have a role to play in that, in putting it up to the Authority or Lieutenant-Governor—and also at my level, exercising whatever control that has to be exercised."

28. When asked about his view that duality of control would again create problems, the Vice-Chairman, DDA stated:



"Ideally the situation should be that the Slum Wing should be completely integrated with the DDA. That should be the permanent solution because then, the Vice-Chairman can exercise full power and control over the activities of the Slum Wing and over the staff and so on. Until such time we are in a position to do that, we will have to live with this situation where the Slum Wing does remain as a separate entity. In fact, those powers which were delegated to the Slum Commissioner in 1988 are to be reviewed; and issues like whatever curtailment has to be effected in the exercise of those powers, restrictions have to be imposed etc., are now to be placed once again before the Authority. We have appointed a Committee which is going into this in very great detail and we will be finalising those proposals very shortly. That should help us ensure that anything which has gone wrong, as in the past does not continue."

29. Clarifying the circumstances under which powers were delegated to Slum Commissioner in 1988, the Vice-Chairman, DDA informed the Committee during evidence:

"Briefly, the position is that in April, 1988, a resolution was passed by the Authority stating that the powers of a Head of the Department under GFR/SR/FR (Fundamental Rules) actually should be deemed to have been continuously conferred on the Commissioner, Slums since 1974. When the Slum Wing was first transferred from MCD to DDA in 1974, there was a resolution of the Authority delegating these powers of the Head of the Department to the then Commissioner, Slums. Further, this Committee is aware that in 1978, the Slum Wing was re-transferred to the Municipal Corporation, and that it came back again to DDA in 1980. So, apparently between 1980-88, there must have been some confusion as to the exact powers to be exercised by the Commissioner, Slums because in 1988 this matter was considered afresh by the Authority. Thus, the Authority passed a resolution saying that the Slum Commissioner should be deemed to have had these powers continuously from 1974. The very same powers had been delegated in 1974 under FR/SR."

30. At the instance of the Committee, the Ministry of Urban Development have sent a note regarding appointment of "competent authority" under Slum Clearance Act and the same is appended at Appendix III to this Report.

#### **(C)-(i) Unspent Balance**

31. According to the audit para, the loans and grants received by DDA from Delhi Administration under the Schemes 'Slum Clearance and Improvement of Slums', 'Environmental Improvement in Urban Slums' and 'Construction of flats for economically weaker sections and providing

developed plots for self housing' during 1980-81 to 1987-88, expenditure incurred thereon and unspent balance were as under:

(In lakhs of Rupees)

S. No.	Scheme	Loans	Grants	Total	Expenditure	Unspent
i.	Slum Clearance and Improvement of slums	1127.53	1227.52	2355.05	2076.08	278.97
ii.	Environmental improvement in urban slums	—	3002.50	3002.50	2376.67	625.83
iii.	Construction of flats for EWS and providing developed plots for self housing	425.00	843.80	1268.80	0.38	1268.42
Total		1552.53	5073.82	6626.35	4453.13	2173.22

32. Later on, the Audit informed the Committee that the Delhi Development Authority *vide* their letter of May 1989 had intimated that loans and grants received from Delhi Administration for S.No. (i) Slums Clearance and Improvement of Slums; (ii) Environmental Improvement in Urban Slums and (iii) Construction of flats for economically weaker sections and providing developed plots for self housing during 1980-88 amounted to Rs. 2255.05 lakhs and Rs. 32.10 crores and Rs. 1582.40 lakhs, respectively as against Rs. 2355.05 lakhs, Rs. 30.02 crores and Rs. 1268.80 lakhs intimated earlier. The Delhi Development Authority however, has shown expenditure against schemes at S.Nos. (i) and (ii) upto 31.3.1989 as Rs. 2213.81 lakhs and Rs. 27.78 crores, respectively. Accordingly, the unspent balance worked out to Rs. 2594.82 lakhs.

33. However, the subsequent information furnished by the Ministry of Urban Development to the Committee revealed that the unspent balance as on 31 March, 1988 amounted to Rs. 2333.06 as on 31.3.1988. Clarifying the position in this context, the Ministry of Urban Development have in a written note, stated as under:

"Originally, the figure of unspent balance of Rs. 2173.22 lakhs was submitted at the time of furnishing initial reply to the audit memos in August, 1987 and April, May, 1988 *vide* three letters dated 26.8.87, 27.4.88 and 26.5.88. This was due to errors which crept under 'Grants' for all the three schemes; also the figures under 'Expenditure' were given originally only upto Feb., 1988 instead of 31.3.1988. As a result of the above mentioned errors, changes

were made and intimated to DACR on 28th February, 1989 in response to their draft review dated 25th August, 1988. Accordingly, the DACR modified the unspent balance as Rs. 2594.82. However, while intimating the figures on 28th February, 1989 to DACR the Slum Wing intimated up-to-date figures of expenditure upto 31.12.88 instead of 31.3.88. A revised statement showing the loans, grant received and expenditure, duly reconciled with the account and the unspent balance, scheme wise is given below:

Scheme	Fund Loan	Recd. Grant	1980-88 Total	Exp. incurred upto 31.3.88	Balance as on 31.3.88
(Rs. in Lakhs)					
Slum Clearance & Imp. of slum	1127.53	1127.52	2255.05	2169.84	85.21
Environmental Imp. in urban slums	—	3235.00	3235.00*	2568.90	666.10
Constn. of flats for EWS & providing developed plots for self housing	425.00	1157.40	1582.40	0.65	1581.75
<b>Total</b>	<b>1552.53</b>	<b>5519.92</b>	<b>7072.45</b>	<b>4739.39</b>	<b>2333.06</b>

\* Includes Rs. 25.00 lakhs released by the Government of India, Ministry of WHS vide letter No. K-10011/5/83UD-IV-A dated 6.3.85 over and above the plan outlay.

According to the Ministry the above errors have fundamentally clerical and due to oversight on the part of the dealing staff. The Commissioner(s) has initiated action against them.

34. On being enquired about the reasons for the sizeable amount of unspent balances under the three specific schemes, the Ministry of Urban Development have stated as under:

"As regards the reasons for unspent balance of Rs. 85.21 lakhs under Slum Clearance and Improvement of Slum Scheme it is clarified by DDA that all the Schemes are ongoing schemes and at any one time it is not feasible to evaluate exactly the progress of work in financial terms but at the same time the liabilities of ongoing work do continue and spill over into the next financial year beyond 31st March. Such spill over in a development work involving outside contractors is an inescapable reality owing to reasons such as Court stays, contractual disputes etc. Nevertheless, as would be seen in the subsequent years the balance was spent in fact there has been excess expenditure of Rs. 34 lakhs upto 31.3.91. In the ordinary course the rules do require that unspent balance should be refunded to the sanction authority or else their approval for retaining the same should be obtained. However, as

already explained above since these were ongoing schemes, work was incomplete almost all the schemes and further funds were already in the pipeline till 31.3.86.

As regards the reasons for unspent amount of Rs. 666.10 lakhs under EIUS scheme, a major portion of this, being 600 lakhs was actually received in DDA in the last week of March, 1988. Therefore, it was not feasible for DDA to utilise the amount before 31.3.88. Apart from this the spill over of the work and the resultant delay in payment was caused due to certain inherent ground realities in executing such developmental work in narrow slum lanes, local resistance from the neighbourhood etc.

As regards the unspent balance of Rs. 1,581.75 lakhs under the third scheme for construction of flats for EWS and providing developed plots for self housing, this amount was received in four instalments between 1985-86 and 1986-87. The scheme remained pending for clearance with Government till 31.3.88."

35. A statement showing the receipt of fund, expenditure incurred thereon and unspent balance in each year during the year 1980 to 1992 (upto February) in respect of these three schemes is appended at Appendix-IV.

36. On being asked about the basis on which funds were released to DDA, the Ministry of Urban Development have stated:

"Delhi Administration released funds to the DDA on the basis of budgeted provisions in different years. Schemes entitled Slum Clearance and Improvement, as well as Environmental Improvement in Urban Slums were implemented by DDA in pursuance of guidelines issued by Ministry of Urban Development, and as these were ongoing schemes, funds were released to meet the continuing expenditure being incurred by DDA. Funds were released to DDA as per normal practice being followed in Delhi Administration, in respect of the plan schemes of local bodies, like DESU, Delhi Water Supply and Sewerage Disposal Undertaking. As regards the Scheme of construction of flats for EWS and providing developed plots for self housing funds were, released in anticipation of Government of India approval."

37. On being enquired as to how did Delhi Administration/Ministry satisfy itself that the funds released to Slum Wing were properly utilised for the various schemes and for how many grants given during the year 1981-91 were audited accounts and utilisation certificates awaited in Delhi Administration and the Ministry, the Ministry of Urban Development have stated:

"Since funds were released by Delhi Admn., it was for the Administration to satisfy itself that the funds were utilised for the sanctioned schemes. The utilisation certificates were not required to be obtained in the Ministry.

It is reported that Delhi Admn. has been regularly obtaining detailed report of achievements of physical and financial targets from the Slum Wing, DDA. These reports along with the audited statement of accounts and the utilisation certificates given by the Slum Wing were subjected to scrutiny in the Delhi Admn. in order to assess the physical targets achieved and the expenditure incurred by the Slum Wing, DDA.

So far as the grants are concerned, under the Scheme of EIUS and Slum Clearance Scheme, the furnishing of the audited statement of accounts and utilisation certificates in time was made incumbent on the DDA (Slum), while releasing grants/loans. During the meeting held on 20.1.1986 in the Chamber of Chief Secretary, Delhi, regarding the release and reallocation of funds to local bodies including DDA, MCD, NDMC, DESU & Water Supply Undertaking under annual plan 1985-86, it was specifically recorded that the release of funds should not be held up for want of utilisation certificates so that the execution of developmental works is not hampered. It is possible that the minutes of this meeting influenced the speedy release of funds from time to time."

38. When enquired about the reasons for not recovering the unspent balances particularly relating to the unapproved scheme from the DDA, the Ministry of Works and Housing stated as follows:

"The unutilised funds in the Schemes relating to the construction of flats for economically weaker sections and developed plots for housing have not been recovered from the Slum Wing, DDA on account of non-compliance by Slum Wing, DDA. Delhi Administration has issued repeated directives in this respect."

39. The Committee was, however, informed during evidence that an amount of Rs. 1582.40 lakhs representing unspent balance in respect of scheme of construction of flats for EWS and providing developed plots for self housing had since been refunded to the Delhi Administration. In this context, the following observations made by the Secretary, Ministry of Urban Development during evidence are pertinent:

"....That has been refunded back to the Delhi Administration and also closed some of the loose ends which existed. Perhaps, it may be continuing or would have been continued but for the observations made by the Audit and by this august body, the unutilised fund has been returned."

40. On being enquired as to why this money was not refunded immediately, the Secretary, Ministry of Urban Development stated during evidence:

"They wanted to utilise it for improving slum. Therefore, they were waiting clearance from the Government. The Delhi Administration but some scheme before the Planning Commission."

He further added:

"....We also had to issue a directive to the DDA to refund the money to the Delhi Administration, in pursuant of it, the money

was refunded to the Delhi Administration. Part of the money was utilised for getting land from the DDA. The new scheme which is coming into vogue and which is being cleared by the authority of the Delhi Administration, under that, they have paid Rs. 13 crores; and from that money has been refunded back."

41. When asked about the need for issuing directive in this case, the Secretary, Ministry of Urban Development stated:

"We brought to the notice of the Delhi Administration and the Lt. Governor when we found that the money was not received. Then we issued a directive."

42. On being asked whether any responsibility has been fixed for not refunding unspent balance immediately the Secretary, Ministry of Urban Development stated:

"We have asked the Lt. Governor to fix the responsibility. We have sent a letter."

43. As regards the reasons for not refunding the unutilised funds earlier to the Delhi Administration under the scheme 'Construction of flats for economically weaker sections and developed plots for self housing' despite repeated reminders in this regards, the Ministry of Urban Development have informed as follows:

"Delhi Development Authority is of the view that the amount was not refunded because firstly they were not aware that the scheme was not approved by Government and secondly they believed that unutilised funds would be adjusted in the release of funds for Annual Plan of 1991-92 for the scheme of relocation of jhuggi jhopri families. On the other hand, Delhi Admn. is stated to have issued repeated reminders to DDA for refunding the amount."

44. In this context, the following note furnished by the Ministry of Urban Development in reply to another question, is pertinent:

"Ever since the original scheme relating to construction of flats for EWS category was dropped during 1987-88, Delhi Administration has made very effort to recover in full the loan advanced to DDA for this scheme. During the meeting convened by Chief Secretary on 2.12.1988 a directive was given to DDA to refund the loan amount within 2 months of the date of the meeting. After the meeting several directives have been issued from Delhi Administration to DDA requesting for refund of the loan amount."

45. As regards the date on which the unutilised funds were refunded to the Delhi Administration, the Ministry of Urban Development has informed:

AS reported by DDA, the dates on which funds were refunded are given below:—

21.2.92	Rs. 281.75 lakhs
27.2.92	Rs. 300.00 lakhs
9.3.92	Rs. 300.00 lakhs
13.3.92	Rs. 100.00 lakhs
28.3.92	Rs. 600.65 lakhs
<b>Total</b>	<b>Rs. 1582.40 lakhs</b>

46. In reply to a question about the sources from which these funds were withdrawn by Slum Wing for payment to the Delhi Administration, the Ministry of Urban Development have stated:

"It is reported by DDA as follows:—

The funds for refund of Rs. 1582.40 lakhs were partly from the available Fixed Deposits of Slum I. Rs. 981.75 lakhs was encashed on four due dates between 20th February, 1992 to 13th March, 1992. The balance of Rs. 600.65 lacs was refunded out of Rs. 640 lakhs received from Delhi Administration on 27th March, 1992."

47. On a specific query as to whether adjustment of funds from the annual outlays earmarked for a specific scheme for refunding unspent balance of another scheme would not adversely affect the implementation of that scheme in a particular year, the Ministry of Urban Development have replied as follows:

"It is clarified by DDA that refund of unspent balance was made partly from the fixed deposits till 13th March, 1992 and partly from additional funds received on 27.3.1992. Also, another sum of Rs. 425 lakhs which was lying in fixed deposit has since been encashed on the due date on 31.3.92. Therefore, this has not adversely affected the implementation of the scheme in 1991-92."

48. According to the relevant rules unspent balance should either be refunded to the sanctioning authority or else their approval for retaining the same should be obtained. The Committee therefore, desired to know whether the approval of the sanctioning authority for retention of the unspent balance was obtained as prescribed under the rules. The Ministry of Urban Development have replied as follows:

"The DDA has reported as follows:

The Slum Clearance and the EIUS schemes were on going and at any time it is not feasible to evaluate exactly the progress of works in financial terms but at the same time the liabilities of on going work do continue and spill over into next financial year beyond 31st March. Such spill over in a development work involving outside contractors is an inescapable reality and refund of balance immediately after the close of the year will not only retard the progress of the work but will involve problems leading to litigations with the contractors and will also involve additional expenditure by way of escalation and non-availability of rebates which are available for the timely payments.

In this connection, attention is also invited to Rule GFR 149 (1), Government of India decision (iii) where by the sanctioning Authority is to incorporate while sanctioning recurring grants, a certificate that unspent balance of previous grant has either been surrendered to Government or has been taken into account in sanctioning subsequent grants. Slum Wing was regularly sending monthly financial and physical achievements reports, besides the plan Review Meetings by Delhi Administration periodically. DDA is of the view that there is no need for seeking separate permission for retention of unspent balance. It appears that such permission was not given by Delhi Administration.

As regards the unspent balance of Rs. 1582.40 lakhs on account of flats for EWS and developed plots for self housing the unspent balance was not refunded as this scheme remained under consideration of the Government of India and Delhi Administration. The Schemes were under detailed examination by the Delhi Administration as well as Ministry of Urban Development and DDA reports that no intimation was sent to DDA/Slum Wing regarding non-approval of the scheme. Apart from this, no reasons have been given by DDA for retention of the unspent balance."

49. On being enquired whether the unspent balances relating to loans and grants under the three specific schemes were readily available for refund by the Slum Wing, the Ministry of Urban Development have stated:

"Regarding availability of unspent balance for refund of loans and grants under the three specific schemes, the position is reported by DDA as follows:—

(1) *Slum Clearance and Improvement of Slums*

Unspent balance of Rs. 85.21 lakhs as on 31.3.88 has been fully utilised and there is no unspent balance as on 31.3.91 and 31.3.92.

(2) *Environmental Improvement in Urban Slums*

On 31.3.88, unspent balance was Rs. 666.10 lakhs. Subsequently after incurring further expenditure, the unspent balance as on 31.3.91 was Rs. 90.91 lakhs and unspent balance as on 29.2.92 was Rs. 82.33 lakhs. This is, however, reported to be not available for refund as there are some committed liabilities yet to be discharged. This has to be pursued by Delhi Administration.

(3) *Construction of flats for EWS and providing developed plots for self housing*

The balance on 31.3.88 was Rs. 1581.75 lakhs, after incurring an expenditure of Rs. 65,000/- upto 1987-88. Subsequently, another expenditure of Rs. 8000/- was incurred during 1988-89, leaving a balance of Rs. 1581.67 lakhs. This balance was available with the Slum Wing but was not refunded."

50. Explaining the reasons for not refunding the unspent balance, the Commissioner (S&JIR-I) stated during evidence:

".....in certain schemes, the amount has been overspent. The money has been given in some schemes or while achieving the targets, the rates have been increased or certain other problems do crop up. There are lots of problems in receiving the money from the Delhi Administration."



51. Elucidating the position further, the Commissioner (S&JIR-I) informed the Committee that Slum Wing had overspent Rs. 18.45 crores on certain Plan Schemes. A copy of the statement showing details of these schemes is reproduced at Appendix V to this Report.

52. In response to another question, the Commissioner (S&JIR-I) informed the Committee during evidence:

"....this is a fact that the amounts which come to us in the Slum Department, the amounts are placed in the bank and the entire amount is not placed in the Current Account because we lose interest on that. We keep sufficient funds for ongoing expenditure to give to the engineers and other expending divisions and the remaining amount is placed on short term deposits so that, at the same time, this money which is lying with you, it keeps generating the interest."

53. At the instance of the Committee, DDA has furnished certain statements showing details of amount kept by the Slum Wing in various banks & interest earned each year on these deposits. It is seen from these statements that the closing balance of short term deposits as on the last day of last four years was as under:

Year	Closing Balance (Rs. in lakhs)
1987-88	2482.08
1988-89	3685.41
1989-90	3733.53
1990-91	1609.01

54. The Committee desired to know as to why the Slum Wing did not discharge its obligations without waiting for further funding from Delhi Administration since the money was available with the Slum Wing.

In reply, the Commissioner (S&JIR-I) stated:

"In retrospect, I would have given that money but at the same time with lingering apprehension in my mind more about the liquidity of the Department which I was heading that it would have absolutely gone into financial problems. I spent money for other firms and Departments also, you are trying to take the money which belongs to you. I only wanted to reconcile a balance between the two to see that the Department does not land itself in financial problems."

55. On being pointedly asked as to why the Slum Wing had now refunded the amount when it owe funds from Delhi Administration the Commissioner (S&JIR-I) stated:

"It is the Ministry's desire."

He also added:

"Your might have seen from the records that they (Delhi

Administration) were conceding to my request. It is on record. They considered my request. They have also taken a stand recently that they are proposing to adjust this amount overspent...."

55A. Reacting to specific query from the Committee regarding the letter of 22nd January, 1992, from Chief Secretary, Delhi Administration, to the Vice-Chairman, DDA, which *inter alia* states that "the established financial procedure of the DDA will have to be undergone before funds are utilised by Commissioner (Slums)" the letter opined that "What is now being believed in most of the Departments is not the excellence in performance but how excellent is the officer in following the procedure.." ...Futher Commissioner (Slums) stated "If you want me to deliver the best results, you need not go into the particular way of working." The Committee desired to know the views of the Ministry on the above observations. Secretary, Urban Development clarified that, "As far as we are concerned, we are all creatures and function under various systems which are set up by the Government. It some wishes to advocate his philosophy, it is the business but he cannot go beyond what is written in the procedure, in the systems. We have to function within that limit. There is no desire on our part to stop anybody's initiative but certainly nobody can also go beyond the rules."

(ii) *Non-Maintenance of separate Accounts for Loans & Grants*

56. The Audit Paragraph revealed that no separate accounts for loans and grants received and expenditure incurred therefrom were prepared by Slum Wing DDA. When asked about the reasons as to why no separate accounts for loans and grants received under the scheme had been prepared, the Ministry stated as follows:—

".....the Slum Wing has been maintaining account for all the loans received in Slums. What the Slum Wing has not done is to maintain separate account for loan and grant received for the same scheme of slum clearance. This is because the pattern of assistance-cum-expenditure is pre-indicated in the scheme, being 50 per cent loan and 50 per cent grant for operating the scheme which indicate the 50 per cent of the same is on loan portion and 50 per cent is on grant."

57. In reply to another question the Ministry have stated as under:

"It has been clarified by DDA that separate accounts for loans and grants were being maintained. However, the expenditure under each scheme does not show separate component of loan and grant."

58. According to the ministry, DDA has been directed to restructure the accounts in accordance with the financial rules.

When inquired whether the Slum Wing was preparing its own statement of accounts showing its receipts and expenditure, the Ministry have stated as follows:

"As reported by DDA, Slum Wing has been preparing its receipt and payment accounts since its transfer from MCD in 1980 which were duly audited by DACR every year. The accounts of Slum Wing were kept separate in accordance with the instructions issued by Finance Member, DDA vide his circular No. A/c's 9(10)/79-80/ Investt. dated 11th August, 1980."

59. According to the Special Audit Report on the accounts of DDA, Slum Wing for 1985-86 to 1990-91, the DDA, Slum Department is not following the procedures laid down in the DDA Budget and Accounts Rules, 1982 which are applicable to them. The Chapter IV of DDA (Budget and Accounts Rules, 1982) envisages for the preparation of annual statement of accounts, the preparation of annual balance sheet in the prescribed form vide Rule 20 & 21 respectively. However, the DDA, Slum Department has admitted that they are not preparing any balance sheet and only the receipt and expenditure accounts reflecting the overall position in respect of Slum Funds and DDA's own fund are being prepared annually. According to this Special Audit Report, Slum Wing has not assigned any reason for not following the procedure laid down in the Budget and Accounts Rules, 1982 and the Wing is adopting the faulty procedure for preparing its annual accounts which instead of giving true and fair picture of the financial affairs of the organisation give a misleading information thus defeating the very purpose of preparing annual accounts.

#### (D) Outstanding Loans

60. According to Audit Para, an amount of Rs. 646 lakhs on account of the loan instalment and Rs. 587 lakhs on account of interest as on 31 March, 1988 had become payable to Delhi Administration under the scheme "Slum Clearance and improvement of slums." However, not a single instalment of loan and interest thereon was paid (June, 1988) reportedly due to lack of resources.

61. When enquired as to when the Delhi Development Authority was likely to commence the repayment of the instalments of loan and interest thereon as this could not be postponed indefinitely, the Ministry of Urban Development have in their note, stated:

"DDA has clarified the matter as follows:

There are two schemes where loan component is involved requiring refund by Delhi Development Authority to Delhi Administration.

In the first scheme "Slum Clearance and Improvement of Slums", the outstanding loan component as on 31.3.88 was Rs. 1127.58 lakhs sanctioned in different period commencing from 1980-81 to 1987-88. The sanctions envisaged repayment of loan in fifteen years, the first instalment falling due on 1st anniversary of drawal. Accordingly, out of this loan, sum of Rs. 1312.93 lakhs has fallen due for refund upto 31.3.1991 of which Rs. 474.09 lakhs represents instalment of principal and Rs. 838.84 lakhs being normal interest

plus penal interest at 2.5 per cent on over-due instalments as no instalment has yet been refunded. The entire amount was utilised for construction of Slum tenements for Slum Dwellers. An expenditure of Rs. 498.10 lakhs has been incurred on the maintenance during the year 1980-91. Another sum of Rs. 231.77 lakhs was spent on individual plumbing of Slum tenements to provide independent water meters before transfer of lease-hold rights to Slum Dwellers. As against this, the licence fee recovered during this period has been a meagre amount of Rs. 185.23 lakhs due to number of difficulties in enforcing recovery from the Slum Dwellers. In addition, the liquidation cost of tenements recovered upto March, 1991 is Rs. 490.32 lakhs. Because of lack of resources and slow liquidation of slum tenements, the DDA will submit proposal to Delhi Administration Government of India to seek conversion of this amount of loan into grant subject to the provision that the future recovery by way of liquidation will be remitted Delhi Administration on quarterly basis. Budget proposals of DDA are likely to be placed before the Authority for both these items.

As regards the second scheme for construction of houses for EWS, it had a loan component of Rs. 425 lakhs and grant of Rs. 1157.40, both of which are due for refund in toto except Rs. 65,000/- spent out of the grant as this scheme did not receive Government approval till 31.3.88.... Accordingly, in the Slum Budget, revised estimates for 1991-92 provision has been made for refund of Rs. 1581.75 lakhs from a sum of Rs. 13 crores due from Delhi Administration for the scheme of "Development of Sites & Services Plots for squatters." and the balance of Rs. 2281.75 lakhs from the funds of Slum-I, before 31.3.92."

62. In this connection, the relevant extract relating to expenditure on unapproved schemes from out of plan funds from the Special Audit Report on the Accounts of DDA (Slum) Wings No. I and II for 1985-86 to 1990-91 conducted by Directorate of Audit, Delhi Administration is reproduced below:

"During the course of scrutiny of records we have come across with some instances where the DDA has incurred the plan funds in connection with the works/schemes which have not been approved by the Delhi Administration. Some illustrations are as under:

*(a) Individual Plumbing in the Slum Tenements*

The DDA has constructed about 22,000 (approx). Slum Tenements and allotted the same to those families whose properties were demolished under Slum Clearance Schemes, on licence fee basis. In 1984, the Govt. of India decided that lease hold rights may be given to all the allottees of Slum Tenements

after charging 20 times of the concessional licence fee of their tenements. It was also decided by the Govt. of India that the DDA will stop maintenance of these tenements except the civic services by NDMC/MCD. Despite these clear orders of Govt. of India, the DDA continued to incur expenditure on Slum Tenements and provided individual plumbing without any approval of Government. An expenditure to the tune of Rs. 140.27 lakhs has been incurred by the DDA between 1985-86 to 1989-90. Out of which Rs. 6.36 lakhs only has been recovered so far. This expenditure has been debited by DDA to the lottery fund account. The entire expenditure is infructuous and now it is very difficult to recover the same. The Slum Department was requested *vide* Memo No. 130 and 131 to furnish the reasons and circumstances under which this loss has been caused to the Government. No reply has been received from the Slum Wing-I while S&JJ-II has intimated that the matter pertains to S&JJ-I and the information can be had from there."

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**(E) Scheme on Construction of Flats for Economically Weaker Sections and providing developed Plots for Self-Housing**

63. The Audit Paragraph revealed that an outlay of Rs. 26.80 crores for construction of flats for economically weaker sections and Rs. 26 crores for providing developed plots for self help housing for economically weaker sections, were approved in the Seventh Five Year Plan. The Ministry of Urban Development informed the Committee that with the discontinuance of the jhuggi jhopri removal scheme with the Sixth Five Year Plan under which 21 Sqm. to 26 Sqm. plots were provided to squatters, the Delhi Administration had included in their Seventh Five Year Plan the above two schemes for economically weaker sections. After detailed consideration, the Ministry in September, 1986 decided that both these schemes may be integrated as a single unified scheme by which 45000 developed plots could be allotted to the Economically weaker sections families. The integrated proposal was placed before the Cabinet in June 1988 which however decided in July 1988 that the presentation should indicate the full package of measures to solve the problems of housing in urban areas. The Ministry in the meantime were of the view that the scheme could be pursued further only when land for these plots are identified but subsequently felt that this could be taken up as a part of the normal activities of Delhi Administration/Delhi Development Authority and further reference to the Cabinet was not necessary. Also as this was conceived of as an integrated scheme for the Seventh Plan and the modalities could not be completed even by January, 1990 and another related scheme was being proposed for Eighth Plan, the Ministry dropped consideration of the scheme altogether.

64. As regards release of funds, the Committee has been informed that as these schemes of DDA proposed for incorporation in 1985-86 were submitted for the approval of the Ministry, the Delhi Administration had

released the funds in anticipation of their approval. Also it was felt that preliminary steps including acquisition of land for executing the above schemes could be completed. However, as the schemes were not approved in 1985-86 they were again proposed for incorporation in 1986-87 but in September, 1986 Ministry held the view that the scheme for construction of EWS flats may be dropped and the plan funds approved for this scheme in the Seventh Plan may be utilised for the scheme for development of plots for self help housing whose beneficiaries were also the same.

65. However, in response to a specific query as to why approval was not accorded despite the Ministry themselves proposing the scheme in September, 1986, the Committee has been informed subsequent to evidence that the unified scheme for providing developed plots to EWS families had a different target group when compared to the target group of a similar scheme during earlier plan periods i.e. families living in JJ clusters. According to the Ministry as the Delhi Administration and the DDA could not furnish satisfactory information on identification of target group of beneficiaries the scheme could not been finalised as the two factors—identified target group and availability or otherwise of land would have affected the execution of the scheme.

#### (F) Slum clearance scheme

##### (i) Construction of flats and utilisation

66. According to information furnished to the Committee, the flats constructed under Slum Clearance Scheme are meant for the families affected by Slum Clearance Operations staying in dangerous properties/katras. Only those families are given alternative flats who have been residing in the affected properties/katras as on 1.1.1980. However, some of the tenements have also been utilised as per directions from the Government of India/Delhi Administration for the families affected by the riots of November 1984 and for institutional allotment. A group of 24 slum tenements in Sarai Kale Khan, Nizamuddin are being kept for allotment as transit camp for accommodating the occupants of Kasturba Niketan, Lajpat Nagar.

67. It is pointed out in audit para that against the total construction of 6646 flats completed during 1980-81 to 1987-88, 4518 flats were allotted and 2128 flats remained vacant by March, 1988. The Ministry of Urban Development in a written note have, however, clarified the position in this regard as under:

“The DDA has reported that the correct figure as regards the number of flats completed and allotted are as follows:

- |   |        |
|---|--------|
| 1. No. of tenements constructed during 1980-88 (as per P&M Division)  | : 6474 |
| 2. No. of tenements allotted out of 6474  | : 3864 |
| 3. No. of tenements vacant out of 6474 as on 31.3.88  | : 2610 |
| 4. No. of tenements allotted during 1980-88 out of other housing stock constructed prior to 1980-88 transferred from CPWD/DDA | : 1079 |

5. Allotment made out of 2610 vacant lying tenements during 1.4.88 to 3.12.91 726
6. Overall vacancy position out of 6474 : 1884

68. In reply to another question, the Ministry of Urban Development have informed that the Slum Wing, DDA constructed 6474 flats upto 31.3.1988 as against the project targets of 5850 prescribed during the years 1980-85. In addition, the work relating to construction of 1096 flats located at Jahangirpuri (288 flats), Tilak Vihar (608 flats) and Sangam Park (200 flats) was in progress as on 31.3.1988.

69. The Committee pointed out that the DDA under this scheme constructed 6474 flats upto 31.3.1988 as against the projected target of 5850 flats upto the year 1984-85 and desired to know as to why no targets were prescribed after 1984-85. Clarifying the position in this regard, the Commissioner (S&JJR-I) stated during evidence:

"This (the scheme) was discontinued from June, 1984. Then the determination of targets thereafter was not there. Whatever was coming forward in the list, that was spillover which was already in different stages of construction in different locations."

70. When asked as to why DDA constructed 6474 flats as against the target of 5850 flats, the Commissioner (S&JJR-I) stated during evidence:

"In 1984, anti-Sikh riots took place. The Delhi Administration had desired a large number for resettling the affected persons. The assignment was given to me. Then gave us the money and targets have exceeded on account of that."

71. In reply to a question about the action taken by Delhi Development Authority to convince the slum dwellers to shift to the vacant houses, the Ministry of Urban Development have stated:

"The DDA have given their reply as below:

With a view to allotting the available vacant flats Slum Wing carried out physical inspections of old katras/properties under its management and control located in the walled city and its extension. A survey of all the properties/katras under the control of the Slum Wing was conducted by its Engineering Wing for identifying dangerous katras/properties and those unfit for human living were identified. The persons staying in the dangerous properties/katras were issued notices, and they were informed, that on technical inspections these katras/properties of the Slum Wing were dangerous, and unfit for human living, and these are to be demolished, and the occupants can obtain alternatively built-up flats in different parts of the Delhi on easy terms and conditions of payment of cost of flats.

Earlier, upto 1987 the allotment policy contemplated provisions of alternative built-up flats to every male member in a family. However, subsequently it contemplated provision of only one tenement on a ration card irrespective of the size of the family. In 1989 this policy was further reviewed by the Authority which contemplated provision of one additional flat to a family having more than 5 members with a married male member or widow daughter. Even after applying this criterion there had been no response from the public.

The public has been insisting that all married members in a family be allotted individual flat. The public has tried to hold the department to ransom as Slum Wing cannot allow the public to stay in a dangerous/unfit katras/properties. The occupants continued to exploit the situation by not accepting the alternative flats as per policy in vogue. In addition, the occupants have sentimental, economic and ancestral attachment with the areas and the flats were constructed in different parts of Delhi. DDA is now considering a revision of its existing policy of allotting alternative accommodation to residents of dangerous katras which is under examination with Delhi Administration.

72. On being asked about the steps taken to allot the vacant flats to other eligible slum dwellers, the Ministry of Urban Development have stated:

"The DDA have been asked to consider the question of allotting the vacant flats to other slum dwellers if the selected slum dwellers are still refusing to accept the tenements."

73. In a subsequent note, the Ministry of Urban Development have also stated:

".....it is further submitted by DDA that an item to liberalise the conditions of eligibility of allotment of tenements constructed under the Slum Clearance Scheme has been placed before Authority and is pending for its consideration. Once the same is approved, allotment of vacant flats could be made to the eligible occupants, to implement the Plan Scheme for redevelopment of the Slum katras in the walled city."

74. On a specific query about the number of applicants on the waiting list as on 1st April, 1991 for allotment of the flats, the Ministry of Urban Development have informed the Committee that "Delhi Administration has reported that no waiting list of eligible applicants is maintained by Slum Wing of DDA for allotment of slum tenements. However, as soon as the eligibility of the residents of property is determined as per allotment policy, the eligible occupants are issued eligibility letters asking them to pay initial instalment equivalent to 10 per cent of cost of flat."



75. To a question about the policy of DDA for location of alternative flats for slum dwellers keeping in view the availability of means of transport to their places of livelihood, the Ministry have replied:

"Due to shortage of land near and around the walled city the slum rehousing flats are being constructed in residential colonies. The tenements built are not so far-off from the walled city. The distance of the colonies where slum tenements have been built are within 20 kilometres from the city and these colonies are having very good transport facilities."

76. In reply to another question about the policy of the DDA for the provision of alternative flats for slum dwellers, evenly distributed over the city, so as to prevent slums again growing up in or near the affluent and industrial areas where means of livelihood are available for them, the Ministry have stated as under:

"The Slum tenements are being constructed in various residential colonies near affluent and industrial areas. However, some rehousing flats have been constructed in the walled city where large chunks of land were made available after demolition of properties. On account of paucity of land, katra land dwellers are accommodated as nearest as possible taking into view their place of work."

*(ii) Riot Victims Allotment*

77. According to a policy decision taken in January 1985, where a riot affected victim owned property in Delhi at the time of riots, the allotment of slum flats/DDA Janta flat was to be made in lieu of his property. Under this category, if the assessed value of property was greater than that of slum flat/DDA Janta flat, there would be a straight barter and where the assessed value of the property was less than the cost of the flat, the difference between the two would be payable by the allottee in easy instalments. Further, at the time of allotment, the initial deposit of Rs. 3000/- was to be made by the allottee except the widows.

78. According to the Audit, though 755 allotments were made to the riot affected persons who owned properties in the Union Territory of Delhi at the time of riots, the properties in lieu of allotment made had not been taken over. The matter regarding disposal/surrender of the properties of these riot victims was stated (December 1988) to be under consideration by a Committee constituted for the purpose. No initial deposit had also been obtained from the allottees by the Slum Wing.

79. When enquired about the report of the Committee and its recommendations, the Ministry of Urban Development have stated as under:

"A Committee was constituted under the Chairmanship of Additional District Magistrate (Relief) in the Office of the Deputy Commissioner, Delhi by an order No. 157/PADC/85 dated 23.1.1985 to assess the value of the property surrendered by

the riot victims." It was contemplated that the properties surrendered by the riot victims would be taken over by the Delhi Administration and auctioned, and in lieu of these surrendered properties a tenement/flat would be allotted to the concerned riot victim. The cost price of the tenement allotted was to be adjusted out of sale proceeds from the surrendered properties auctioned. Any excess balance would be refunded to the original owners of the property.

On 17.1.86 the Committee submitted an interim Report, evaluation 209 out of 755 properties. When the Delhi Administration commenced taking over possession of the surrendered properties, it was seen that either these properties did not belong to the allottees, or the properties had been sold out or at any rate, they were not free from encumbrances.

The Law & Judicial Department of the Delhi Administration gave an opinion received in December 1987 that it is not feasible for Delhi Administration to auction these surrendered properties. The possibility of acquiring these properties was also examined. Since these properties had been either sold out or were not free of encumbrances, the acquisition proceedings could not be initiated.

In view of the advice of the Law Department, Delhi Administration, the Committee was rendered infructuous. The terms of reference for the Committee was to assess the value of the properties surrendered by the allottees. After completing some evaluation, the Committee submitted an interim report in January, 1986. It has not submitted a final report."

80. As regards the position relating to the initial deposit, the Ministry of Urban Development have stated as under:

"The broad strategy in regard to allotment of flats to riot victims was that tenants who were affected by the riots were to be treated differently from property owners. For the latter, the property owned by the riot victim would be disposed off by the Administration. The excess of proceeds from the disposal over the cost of the tenement allotted was to be returned to the owner of the property. On the other hand, in respect of tenants who were allotted flats, an initial deposit of Rs. 3000 was insisted upon by Slum Department, DDA and the balance of the cost was to be paid by the allottee in instalments. Of the initial deposit of Rs. 3000, Rs. 1000 was to come from the allottee and the balance Rs. 2000 as subsidy from the Prime Minister's Relief Fund.

The initial deposits were not insisted upon in the case of riot-victim allottees who were property owners as per the orders of Chief Secretary, Delhi *vide* DC Delhi letter dated 22.11.85. Chief Secretary's orders were passed on the analogy of 1981.

passed by the LG, Delhi on 31.1.85 in respect of widow allottees who were property owners.

Subsequently, it was decided in a meeting chaired by LG held on 29.1.90, that in view of the various legal and administrative difficulties involved in taking over properties of the property owners, they will be treated on par with the tenant category. Accordingly, an initial deposit of Rs. 3000 (with no subsidy element of Rs. 2000) was to be obtained from them and the balance recovered in instalments over a period of time. The matter was again reviewed, and with the approval of LG the quantum of initial deposit required has been enhanced to Rs. 10,000 in 1991, taking into account the higher paying capacity of the property owners, in comparison to the paying capacity of the tenant category allottees. This is now being recovered before handing over possession to allottees. As on 31.3.88, 1187 allotment in tenant category+755 in exchange category were made. As on 31.12.91, the allotment figures were 1285 in tenant category+754 in exchange category. The Deputy Commissioner's office has intimated after the date of audit that erroneously one allottee had been included in the exchange category of allottees decreased to 754".

81. In reply to another question, the Ministry of Urban Development have informed the Committee that:

"16 riot victims under the Exchange category have been allotted flats on surrendering their properties to the Department."

82. Enquired about the latest position relating to the remaining 738 riot victims in the exchange category, the Ministry of Urban Development have in a subsequent note stated as under:

"574 notices for deposit of initial payment of Rs. 10,000/- from each allottee in the exchange category now converted into tenant category have been issued upto 31.3.92 and for the balance, the same are being issued by 30.4.92. An amount of Rs. 4,30,000/- have been received from the 43 allottees @ Rs. 10,000/- each."

(iii) *Delay in construction of flats*

83. According to the audit para, normal time taken for construction of housing complex was 12 to 18 months. However, the construction of 1024 flats initiated prior to June 1984 was reported to be in progress in November 1988. In a note on this aspect furnished to the Committee, the Ministry of Urban Development have stated:

"The Slum Clearance Scheme was discontinued in 1984 (by the Government of India) and as a result construction of slum tenements for rehabilitating slum evictees was also excluded from

the plan funds. However, the work of construction of flats which was no, was completed during the Seventh Five Year Plan period and funds are provided by the Delhi Administration on year to year basis, except 200 flats at Sangam Park, which are under litigation, the work of construction has been completed. Fixing of doors and windows in 288 slum tenements at Jahangirpuri is held up and the so-called Punjab Migrants have unauthorisedly occupied them."

84. Asked to explain the causes of litigation in the case of 200 flats at Sangam Park, the Ministry of Urban Development have informed the Committee as under:

"DDA reported as follows.

One Shri Umrao Singh, General Secretary, 'Harijan Hitarth Cooperative Housing Society' (Un-registered) filed a case for permanent injunction before the sub-judge Court and obtained *status-quo* on 6.8.82 and the stay was confirmed by the sub-judge on 12.1.83.

D.D.A. went in appeal before the Addl. Distt. & Session judge against the orders of sub-judge and ADJ allowed the appeal of DDA on 17th January 1985.

The palintiff filed a Revision in the Hon'ble High Court and the Hon'ble Court dismissed the Revision filed by the plaintiff, on 3.5.88. The plaintiff withdraw the suit from the sub-judge Court.

The plaintiff filed a writ petition against DDA & others on 25.5.88 in the Hon'ble High Court of Delhi and Interim Stay was granted on 7.10.88 and the stay still continue till today and the proceedings are pending in the Hon'ble High Court of Delhi. The matter is pending to bring on record of the High Court the legal Representatives (RS) of some of the petitioners who have expired during the pendency of the writ petition. The previous dates of hearing was 24.1.92 and the NDCH is 21.5.92.

85. As regards the steps taken to get the slum tenements at Jahangirpuri vacated, the Ministry of Urban Development have stated:

"In Jahangirpuri Complex tenements have been trespassed by so called Punjab Migrants, Riot Victims and Delhi Police Personnel. A Programme for removal of trespassers from slum tenements in Jahangirpuri was fixed in May 90, July 90, Oct, 90, July 91, January 92 and on the 4th Feb. 1992 in a phased manner. However, due to non-availability of the adequate police force for the operations, the programme had to be postponed. A fresh programme is being scheduled for the purposes of eviction operations. The Police Authorities are

being requested for providing adequate police force on the appointed date to maintain law and order in the area."

(iv) *Incorrect reporting*

86. It is seen from audit para that the number of flats constructed under Slum Clearance Scheme during 1983-84 as reported to Delhi Administration was 1540 whereas the number of flats as per records of Engineering wing was 1500. Asked to explain as to how a misleading report showing higher achievements by the Delhi Development Authority was sent to the Delhi Administration, the Ministry of Urban Development clarified the position as under:

"It is an error in reporting for which Slum Wing of DDA was fully responsible. DDA reports that the actual number of flats constructed during 1983-84 alongwith the locations are given below:

S.No.	Location	No. of Re-housing flats constructed
1.	Sangam Park	200
2.	Tilak Vihar	1184
3.	Katra Karim	32
Total		1416

The figure of 1500 slum tenements quoted in the above question related to the target fixed for 1983-84."

*Land and Encroachments*

87. It is noticed from audit para that out of 1194.96 acres of land acquired for construction of flats, 1081.18 acres had been utilised for the purpose, 71 acres was lying vacant whereas 42.78 acres had been uncroached upon. The details of the land uncroached upon and the steps taken to get the same vacated, as furnished by the Ministry of Urban Development, are indicated below:

"The encroachment on 31.46 acres is by six jhuggi clusters. The land in question will be cleared by the Slum Wing as and when the same is required for any project as per the policy guidelines laid down by Delhi Administration. The area 3.63 acres of land has been encroached upon by religious structures such as Gurudwara, Mandir and Satsang Bhawan. Action under PP Act has been started.

An area of 6.54 acres of land is under the commercial as well as residential encroachment. Action under PP Act has been initiated. An area of about 4.00 acres of Slum land at New Patel Nagar is encroached upon and PP Act proceedings have been initiated against the encroachers. An area of 1.34 acres is encroached upon

by a dairy and Khaddi, dyeing work etc. against which PP Act proceedings have been completed and eviction orders were passed by the Estate Officer, but the encroachers have brought stay order and cases are pending in the Court. On vacation of stay order/disposal of Court case the land will be got vacated. On an area of 0.40 acres of land, the MCD has set its stores from the period when the Slum Wing was with the MCD. It is being proposed to transfer the land to MCD.

Likewise on an area of 0.75 acre, the MCD has set a Hot Mix Plant at Raghubir Nagar."

It would be seen from these details that the total land encroached upon works out to 48.12 acres.

88. When asked about the measures taken by the Delhi Development Authority to avoid further encroachment of land the Ministry of Urban Development have stated that:

"On the vacant land now security personnel have been deployed to protect the Slum Land."

89. As regards further steps proposed to be taken to control the menace of encroachment/unauthorised occupation of public land, the Ministry of Urban Development have, *inter-alia*, furnished the following information:

"The land owning agencies are expected to take vigilant action to protect their lands from encroachment. Local bodies and DDA take regular action under the provisions of relevant acts to remove encroachments/unauthorised occupation of public land under their jurisdiction. It is reported that a scheme has been launched by Delhi Admn. under which any person informing Delhi Admn. or any local body about the unauthorised encroachment would be offered a cash reward. Mobile squads are also in operation to detect unauthorised encroachments. Control Rooms have also been set up by the various local bodies to which information regarding unauthorised encroachments can be given whereupon necessary action would be taken.

It is reported, however, that the encroachers/squatters rebuilt the temporary structures as soon as these are removed. Encroachments of public land on roadside by vendors and hawkers take place round the year and the staff available for its removal cannot be commensurate with the scale of encroachment. Action is taken against the local municipal staff wherever collusion is detected. Some of these squatters/encroachers function under stay orders from various courts and action against these squatters can only be taken after the decision of the court. It is, however not possible to station persons permanently on the land belonging to them by the land owning agencies as a large man power would be required for

the purpose. the agencies take the help of police during the raids on the squatters/encroachers and hence the availability of police is also a factor which has to be taken into consideration."

90. On being enquired whether the DDA has drawn up any plan with a time frame for utilising vacant land of 71 acres the Ministry of Urban Development have stated as under:

"The break up of 71 acres of vacant land with the Slum Wing is as follows:—

S. No.	Name of Scheme	Area (in acres)	Details
1.	Sarai Rohilla	6.78	Reserved for commercial complex and cinema plot.
2.	Sarai Kale Khan	0.41	Reserved for Gobar Gas Plant.
3.	Najafgarh Road	55.00	Reserved for District Centre.
4.	Gazipur	8.78	A deep ditch of about 10'.
		<hr/> 70.97 <hr/>	

DDA reports that no plan with a time frame for development of the above has been finalised yet. This will be pursued by the Ministry".

#### *Environmental Improvement in Urban Slums*

91. According to the information made available to the Committee, the total funds released to the slum wing, DDA under the Scheme 'Environmental Improvement in Urban Slum' during the years 1980-81 to 1987-88 was Rs. 3235 lakhs against the approved outlay of Rs. 2645 lakhs. However, the expenditure incurred on the scheme was Rs. 2568.90 lakhs. Further, against the targetted beneficiaries of 1254 lakhs under the scheme for the period 1980-81 to 1987-88 per approved outlay, the number of actual beneficiaries was only 1221 lakhs.

92. the Committee enquired about the reasons for releasing more funds than the approved outlay under the scheme 'Environmental Improvement in Urban Slums' during the period 1980-81 to 1987-88. In a note, the Ministry of Urban Development have *inter alia* stated as under:—

"It is reported by Delhi Administration that Plan funds were released by Delhi Administration to DDA on yearly basis as per allocation approved by the Planning Commission with some adjustments made by Delhi Administration in view of the progress in the Plan Scheme."

Delhi Admn. reports that as a whole, additional funds were released over and above the budgeted allocation of plan funds only upon the specific request made by the Slum Department of the DDA.

93. As regards the reasons for lower achievements as against the targets prescribed as per approved outlay, the Ministry of Urban Development have stated:

"The DDA reports that the major reasons for lower achievements of the prescribed target (12.54 lacs beneficiaries) was that the total approved outlay could not be utilised because of inherent problem of execution of development of such works in narrow slum lanes and local resistance from the neighbourhood. However, the target was achieved to the extent of 12.21 lacs beneficiaries which is 97% of target."

94. During evidence, the Committee specifically desired to know whether the remaining beneficiaries have been covered under the scheme. In reply, the Commissioner (S&JIR-II) stated:

"The target is fixed in relation to the financial target based on the per capita norms. This is currently Rs. 525. What happens is that the outlays are incurred area-wise and it is not possible to identify the individual beneficiaries."

95. Clarifying the position further, the Chief Secretary Delhi Administration stated during evidence:

"The target is fixed on the basis of the per capita expenditure. The plan outlay is divided by the per capita expenditure to arrive at the figure of beneficiaries. Whenever, there is less expenditure than the approved outlay, then the necessary corollary is that the physical target has not been met."

96. On being asked as to why the physical targets could not be met when the funds were available, the Chief Secretary, Delhi Administration stated:

"They are not able to spend the fund due to operational reasons."

97. According to Audit, no detailed records relating to fixation of targets, areas identified, the requisite facilities provided under the scheme in different areas were produced to them. It is also stated that the records relating to survey conducted by DDA prior to fixation of targets were not shown to Audit.

98. The Committee, therefore, desired to know the reasons for not maintaining such records showing fixation of targets, areas identified, the requisite facilities provided in different areas. The Ministry of Urban Development in their written reply have stated as under:

"The targets for extension of minimum basic civic amenities under the scheme of environmental improvement in urban slums are fixed in relation to coverage of Slum dwellers staying in notified slums under Slum Areas (Improvement and Clearance) Act, 1956.



The areas to be covered under the scheme of environmental improvement in urban slums are predetermined with earmarked boundaries which can be covered for provision of minimum basic civic amenities at community level under the scope of the scheme. The minimum basic civil amenities have been provided in notified slums of walled city and its extensions, a few urban villages, rural villages and authorised—regularised colonies/unauthorised colonies falling within the notified slums. The requisite data of facilities provided in different areas are available with the Engineering Division. The targets are fixed in relation to per capita approved norm for extension of minimum basic civic amenities and the availability of funds from the plan resources by simple arithmetical calculation. The targets so fixed have been reflected in the approved Annual Plan document."

99. As regards the audit observations for not showing the records relating to survey conducted by DDA prior to fixation of targets, the Ministry of Urban Development have informed the Committee that:

"No survey was undertaken as the magnitude of the target population was taken on the basis of census figure for 1981."

Further,

"the census hand-book was made available to the Audit wherein it is submitted that under notified Slum Areas (Improvement & Clearance) Act, 1956, 18 lakh population is living."

100. Asked about the areas identified for environmental improvement, the Ministry of Urban Development have stated as follows:

"The Delhi Administration stated that DDA has identified for environmental improvement in all those areas which are notified under Slum Areas (Improvement and Clearance) Act 1956. These areas consist of the entire area of Shajahanabad, walled city of Delhi, some portions of old Delhi, Bhatti mines area of few urban villages, rural villages, and unauthorised-regularised colonies."

101. When enquired about the areas covered and areas left out to show targets versus achievements, the Ministry of Urban Development have stated that:

"DDA has not been able to provide information regarding areas covered and left out."

#### *Licence Fee Recoverable from Occupants/Allottees of Slum Tenements*

102. According to Audit, licence fee for the slum flats amounting to Rs. 208.85 lakhs was recoverable by the end of March, 1985 against which a sum of Rs. 68.53 lakhs was recovered during 1985-88 thus leaving an outstanding balance of Rs. 140.32 lakhs as on 31 March, 1988.

103. Enquired about the reasons due to which the licence fee could not be recovered by the Delhi Development Authority, the Ministry of Urban development have in a written note stated:—

“The Government of India *vide* their letter No. K 17011/71/83-DDIA dated 11th June, 1984 decided on the grant of perpetual lease hold rights in respect of tenements constructed under the Slum Clearance Scheme. The sanction provided is as under:—

Sub-para V: Arrears of licence fee, if any, should be cleared before the tenements can be transferred on lease hold basis.

Sub-para VI: the option to continue in the tenements by paying licence fee is withdrawn.

With the issue of these orders the progress of recovery of licence fee slowed down as the entire arrears had to be recovered before the grant of lease hold rights. Whenever the lease hold rights were granted the arrears of licence fee was recovered. In other cases demand notices were issued. Despite the issue of demand notices the allottees did not pay the licence resulting in poor realisation licence fee. In fact the progress of recovery of licence fee is continuing and after 1987-88, the Slum Wing, has recovered the following arrears:

1988-89	14.53 lacs
1989-90	22.15 lacs
1990-91	16.68 lacs

14 (i). 3 It is expected that entire arrears of licence fee will be recovered along with the liquidation costs after the work relating to the liquidation picks up speed.

104. Enquired as to what action was taken against the defaulters in this case, the Ministry of Urban Development have stated:

“No action was possible against the defaulter because the defaulter belonged to indigent section of society and there were compelling circumstances which made initiation of coercive measures against them infeasible.

#### *Slums in Delhi*

105. According to the information made available to the Committee, the number of slum dwellers is assessed from the Census Report. The Slum Wing of DDA is stated to have surveyed Jhuggi Jhopri Clusters during 1983-84, June, 1986 and 1990.

106. The Committee therefore, desired to know the number of slums and slum dwellers in Delhi as assessed in 1983-84. In 1986 and in 1990 as well as those rehabilitated between 1983 and 1990 together with the cost thereon, The Ministry of Urban Development have, in their reply, stated as under:

“As per the available information given by DDA, the position in respect of number of jhuggies for selected years is given below:—

S.No.	Year	No. of Jhuggies	Remarks
1.	1951	12,749	
2.	1956	22,415	
3.	1961	42,815	During 1960—85, about 2.40 lakh squatter families were resettled under JJ Resettlement scheme & only about 20,000 families were left in 1977.
4.	1966	42,668	
5.	1971	62,594	
6.	1973	98,438	
7.	1977	20,000	
8.	1981	98,709	(In 414 JJ Clusters)
9.	1983	1,29,000	
10.	1985	1,50,000	(In 446 JJ Clusters)
11.	1987	1,71,000	(In 652 JJ Clusters)
12.	1988	2,10,000	(In 929 JJ Clusters)
13.	1991	2,59,344	

Details of rehabilitation of these families are being collected by DDA. This will be pursued by the Ministry."

107. When enquired about the number of slums that have developed in private properties and on the Government land or land owned by public bodies controlled by Government, the Ministry of Urban Development have stated as follows:

"Detailed information is not available with the Ministry or DDA. Information has to be collected from the land owning agencies to indicate as to how many land pockets belonging to them are under encroachment by the slum/jhuggi dwellers. It may, however, be stated that as per available information with DDA, there are 929 jhuggi jhompri clusters/bastees in Delhi as in January, 1991. This data is based on the list provided by Civil Supplies Department of Delhi Administration which conducted a comprehensive survey for issue of Food Cards and it also includes jhuggi cluster/bastees for which the information was collected by the staff of the Slum Wing, DDA. No specific data on proliferation of slums on private properties/lands is available."

108. On being enquired about the action taken by the DDA and other agencies of the Delhi Administration for prevention of new slums from growing, the Ministry of Urban Development have stated:

"The Delhi Administration/Delhi Development Authority are developing the city and new areas according to the Master Plan.

The DDA has a specific enforcement agency by dividing Delhi into six zones, headed by one Deputy Director each. Regular patrolling is conducted and demolition operations are carried out with the help of the local police. However, unauthorised colonies have come up which are causing the menace of slum growth. Strict instructions have been issued to the land owning agencies to maintain strict vigil and to take preventive action in respect of encroachment/unauthorised occupation of public land under their jurisdiction."

109. As regards the laws and rules available to the administration for removal of squatters from public places within the city, the Ministry have informed as under:

"The MCD removes the squatters from public places within the city under the provision of DMC Act, 1956.

The DDA removes squatters from public places within the city under the provision of DDA Act, 1957 and also under the provision of the Public Premises (Eviction Act), 1971 the New Delhi Municipal Committee remove the squatters from the public places under the provision of Punjab Municipal Act.

The local bodies like MCD and NDMC do remove the squatters through their enforcement agencies from the municipal lands. As regards public lands, the land owning agencies are responsible for removal of squatters from their respective land pockets. DDA, the main land owning agency, as stated earlier in para 6 above, have regular programme for removal of squatters and demolitions etc. through their enforcement agency. During the last one year, 6304 number of demolitions have been carried out and 286 acres of land have been reclaimed by the DDA by way of removal of squatters/unauthorised constructions. The provisions of the Public Premises (Eviction of unauthorised Occupants) Act are applicable for this purpose.

110. On being enquired about the rights of slum dwellers under the various laws and how far do these laws promote or discourage slum development, the Ministry of Urban Development have stated:

"Housing is a state subject and policies relating to slum dwellers in urban areas are formulated by State Governments according to the requirements. The policies so formulated and State legislation relating to slum improvement and clearance lay down the parameters under which the scheme relating to services for slum dwellers are to be taken up and executed, and security of tenure, powers of competent authority etc.

The present policy of the Government of India is to promote in-situ upgradation and provision of basic amenities in the slums and conferment of occupancy rights whenever feasible and discourage relocation of slum dwellers as far as possible. The emergence of

slums is due to a number of factors like rapid urbanisation, inadequate development of small and medium towns, shortage of affordable shelter etc. The National Housing Policy emphasises the need to liberalise planning standards and take other steps to reduce the cost of shelter for the poor, and to promote balanced growth of urban settlements so as to discourage additional migration to larger cities."

111. In reply to a question whether the Slum Wing, DDA have independently or in collaboration with any other agency, carried out any research on slum growth and the manner in which it would be restricted in the city, the Ministry have stated as under:

"The Slum Wing, DDA assigned the task of undertaking base-line survey of 457 JJ Clusters comprising of 1,27,460 jhuggies involving a population of 4,57,224 persons to the Institute for Socialist Education. The survey was conducted w.e.f. 2nd October, 1988 to 31st May, 1989. The study mentioned above basically indicate data on socio-economic profile and the growth of slums in Delhi. Strictly speaking, the scope of the study did not include in it the manner in which the growth of slums is to be restricted in the city as the immigration to the urban areas from different parts of the country is linked with the Regional Economic Imbalances for which neither the DDA nor the Delhi Administration has got any control. The immigration is basically due to larger availability of gainful employment opportunities in the UT of Delhi. In the Master Plan 2001, Delhi, it has been laid down that no new industrial complexes will be developed by the DDA. It is also proposed to take up development of growth centres in NCR and to reduce the attraction of Delhi for the migrants during the VIIIth Plan Period."

#### *Demolition of Properties*

112. According to audit para, the Slum Wing, DDA could neither furnish any records nor intimate as to how much land/properties were vacated and acquired as a result of allotment to slum dwellers. The Department, however, intimated Audit in May 1989 that 64 properties were demolished during 1980-88 but records connected with demolition, land acquired thereby etc., were not available. The Committee therefore, enquired as to why were the relevant records in this regard not produced to Audit for examination. In their reply, the Ministry of Urban Development have stated:

"DDA has reported that in 64 demolition operations, 90 properties were demolished during 1980-88.

Demolition reister was maintained, but separate register showing the area of land/properties vacated, acquired and utilisation thereof for the period ending 1980-88 was not then

maintained. However, Register showing the details of land and utilisation thereof is now being maintained."

113. When asked to furnish information on the area of the properties so demolished and utilised, the Ministry of Urban Development have furnished the following information:

"161976.95 sq.m. of land was made available after demolition of 90 properties during the period 1980-88 and area of 4342.51 sq.m. was utilised for three MCD Schools, 12 Community Halls/Barat Ghars, one Akhara and one Anganwadi and Open Air Theatre etc."

114. Enquired as to how and when the balance of area is proposed to be utilised, the Ministry of Urban Development have stated:

"8199 sq.m. of land has been earmarked for construction of 262 flats in Chunk No. IV & V Ward No. VIII, 20 tenements in Ward No. X and the remaining area is proposed to be utilised for providing community facilities."

115. When enquired whether there is any encroachment on these lands, the Ministry of Urban Development have stated as under:

"There are two temples, one at Chunk IV & V in Ward No. VIII and the other in property No. 587-88 Ward No. X. These encroachments are on an area of 205 sq.m. and 20 sq.m. respectively."

116. In reply to a related question about getting the encroached land vacated, the Ministry of Urban Development have stated:

"As per the policy of the Administration, a religious place is normally not demolished. However, action against encroachments other than the sanctum sanctorum is in progress under PP Act."

117. In response to another question, the Ministry of Urban Development have, *inter-alia*, stated as under:

"Delhi Administration have reported that 365 properties have been declared dangerous by the Engineering Cell of Slum Wing and PWD, Delhi Administration. About 3000 families are residing in these properties and they are to be shifted to Slum tenements. Notices were issued by the DDA to the occupants directing them to approach for alternative accommodation. But, occupants of about 20 properties turned up wholly or partially for alternative accommodation."

118. On a query as to how the authorities propose to secure vacation of the remaining 345 properties, the Ministry of Urban Development have stated:

"It is reported by DDA as follows:—

In securing the vacation of the dangerous properties, the Slum department is facing many problems which are as under:—

- (i) Most of the occupants of these properties are resisting their eviction and insisting on allotment of a slum tenement to every married male member in addition to the head of the family.

- (ii) They are also resisting on the ground that their widow or divorced daughters should be allotted separate tenements.
- (iii) Particularly in Muslim families, it has been experienced that the married daughters are living with their parents and hold a ration card jointly with the parents. The parents contend that they marry their daughters to the boys of close relations and that the couples reside with them after marriage and look after them in their old age. This is a factor which is posing considerable problems where muslim families are residing.

In order to enable smooth and early clearance of presently dangerous properties/katras and such other properties/katras which may become dangerous in the future or those which are beyond economical repairs as laid out in the plan scheme for repair of katras which are required to be cleared to improve the environment of the area, a modification of the allotment policy is imperative. An item for modification of policy has already been placed before the Authority. It is anticipated that with the operation of the relaxed policy, after its approval, the pace of clearance will improve considerably. The matter has been taken up by DDA with MCD for undertaking demolition as it is their statutory responsibility to identify and demolish dangerous properties."

119. As regards demolition of properties declared dangerous, the Committee note that only 5 have been demolished from 365 so classified. Demolition has been stayed as the families are not willing to vacate the properties occupied or they are engaged in household business near their places of stay and any shift away from the Walled city will not fetch them their clientele. In fact, the Committee has been informed that the Slum Wing has engaged the school of social working of Delhi University to conduct a survey for identifying the reasons for the unwillingness of the families to move out of the dangerous katras/sites.

#### *Evaluation*

120. According to audit para, no evaluation of the programme was ever done by the Delhi Administration/Central Government as a result of which it was not clear to what extent the aims and objectives of the scheme were achieved and whether these had any impact on clearing of slums or improving the living conditions of the slum dwellers.

121. To a question as to why no evaluation/indepth study of the scheme had been got conducted by the Delhi Administration/Central Government to ascertain the results of the schemes on which several crores of rupees had been spent, the Ministry of Urban Development have informed the Committee as follows:

"No evaluation was done by Delhi Administration or DDA till the period of the Audit Report. However, in February, 1990 Delhi Administration looked into the matter and started taking some action as given below:

For effective control on the work of the Slum Wing, DDA, a new

department 'Urban Improvement Department' has been created in Delhi Administration in February 1990. UI Department has set up a Planning & Monitoring Cell for planning and monitoring of all the schemes being executed through Slum Wing. The Cell is taking up the review of all the schemes of Slum Wing.

The following evaluation and review work has been completed by Delhi Administration to date.

- (i) DDA Plan Scheme entitled 'Environmental Improvement in JJ Clusters' was evaluated at different intervals during 1991. It was found that the maintenance of civic services in JJ Clusters inclusive of scavenging, the sanitation was not being attended to on a regular basis by DDA (Slum). Chief Secretary, Delhi conducted a meeting on 10.5.91 as a result of which Commissioner, MCD was given a directive to undertake cleanliness drives once a week. Commissioner (Slums) was directed to arrange for motivating JJ dwellers, with the help of the UBS team, to assemble the refuse and waste material from outside their residential premises into community dustbins and dhalaos.

Department of UI kept a vigil over the situation and found that there was some improvement on the ground but not such as could be sustained on a long term basis. LG Delhi was requested to further evaluate the implementation of EIJJ by DDA (Slum) given the performance in the field. LG Delhi held a meeting during September 1991. Commissioner (Slum) DDA took the view that maintaining civic services was not his responsibility. Accordingly, and after considering the overall situation, Delhi Administration issued an order transferring the EIJJ Scheme from DDA (Slum) to MCD during October, 1991.

- (ii) The Department of UI, Delhi Administration evaluated the Plan Scheme entitled In-situ Upgradation on JJ Clusters during 1991 at two distinct intervals. The first evaluation was made between May to September, 1991. Repeated attempts were made to persuade land owning agencies to give "No Objection Certificates" for (i) granting tenurial rights to JJ dwellers for the next 15 years and (ii) for permitting DDA (Slum) to construct Jan Suvidhas and other upgraded facilities like roads, storm water drains etc. on the encroached lands. Although the land owning agencies were unable to get rid of the encroachments and the lands had zero value for them, they were not willing to concur with the requirements of the DDA plan scheme.

Of the 180 sites encroached, 137 sites belong to DDA. DDA itself was unable to give concurrence to in-situ upgradation at any state, in respect of any encroached site given this background, Delhi Administration evaluated that implementation of this scheme will amount to permanent alienation of these lands virtually involving a transfer of property and therefore, advised that DDA must make a realistic assessment and scale down substantially the physical targets and financial outlays projected in respect of this scheme. During 1990-91 DDA (Slum) had surrendered 7.5 crores not utilised against this scheme. An agenda note was communicated to Secretary, DDA for placing the scheme before the Authority during October 1991. Vice Chairman, DDA has not brought this item before the Authority to date.



*Special Audit of Slum Wing, DDA*

122. During evidence, the Committee was informed that a special audit of the Slum Wing, DDA has been got conducted by Delhi Administration. On being asked about the reasons for getting this special audit conducted, the Chief Secretary of Delhi Administration stated during evidence:

"We had been receiving a number of complaints about the financial irregularities in the Slum Wing. We had also a situation where the utilisation certificates had not been forthcoming."

He also added:

"And then unspent balances were not returned to the Delhi Administration."

In this context, the witness further stated:

"The immediate report before us that after we ordered the return of unspent balances, we started finding out why the money was being released for other schemes and why the utilisation certificates were not being sent."

123. On being asked as to how long this practice was being followed, the Chief Secretary of Delhi Administration stated:

"That I do not know. When we found that there were unspent moneys we were wondering why was the expenditure being incurred without our authority, on our behalf. We had given them enough. If they wanted this money to be deducted under the Plan expenditure, then we were entitled to know in advance as to whether additional money was available or not and it should be spent or not. So that was the thinking on our side and we thought that this should be seriously taken up with the Slum wing."

The witness also added:

"I am talking of the immediate background in which this special audit was ordered. If we consider Slum Wing fully to be a part of the DDA, strictly speaking it was the prerogative of the DDA to order an internal audit or seek a proper audit from the CAG. At the same time, as the funding agency we were also entitled to order a special enquiry."

124. Subsequently, the Ministry of Urban Development furnished a detailed note on the reasons which led the Delhi Administration to conduct a special audit of the Slum Wing. The same is reproduced below:

"Delhi Administration reports as follows:

The Delhi Administration has been observing for some time that on the one hand the Slum Wing of the DDA, year after year resorted to excess expenditure over and above the budgetted allocations provided against specific schemes. It was becoming

difficult for Delhi Administration to accept this position since it seems that there were no end to demands made on plan funds over and above sanctioned budget amounts. Simultaneously it had come to the notice of the Delhi Administration that massive amounts of plan funds were being retained by the Slum Wing and deposited in banks. One such instance in this respect had been adversely commented upon in the report of the Comptroller & Auditor General of India and was already under consideration of the PAC. This practice was viewed as a serious financial irregularity.

It was further observed that the Slum Wing has been consistently evading accountability, by taking advantage of the duality of control. It responded to the DDA or the Delhi Administration as suited its purposes, with the result that neither of the two organisations had complete information about its functioning.

In order to prevent recurrence of this kind of situation of Special Audit by the Internal Audit Team of the Finance Department of the Delhi Administration was ordered by the Lt. Governor, Delhi in respect of all the accounts relating to plan funds released by the Delhi Administration.

Delhi Administration also received specific complaint with detailed comments on the internal working of the Slum Karamchari Sangh, DDA.

Additionally there were prominent press releases during this period published in the 'Economic Times' dated 3.4.1991 and 20.3.1991. This press report pertains on an early report which was conducted by the one wing of the DDA. Delhi Administration could not obtain any information from the DDA about that report."

125. The special audit party had been directed to examine in detail all the relevant records/documents in respect of plan funds released by the Delhi Administration and utilised thereof by the Slum Department. In addition the audit party was also asked to go into the representation submitted by the Slum Karamchari Sangh and certain other financial complaints that had been levelled against the Slum Wing.

126. The Committee have been given a copy of the Special Audit Report on the accounts of DDA-Slum Wing No. I & II for 1985-86 to 1990-91 conducted by Directorate of Audit, Delhi Administration. Some of the salient features brought out in this Report can be summarised as under:

- (i) Unspent balances of grants amounting to Rs. 23,28,32,000 (Approximately) as on 31.3.91 neither refunded nor adjusted in future grants but invested in fixed term deposits. (Para I)

- (ii) Interest of Rs. 1,667,669 lacs (approximately) earned by investment of unspent grants in fixed term deposits and utilised as Slum revenue by DDA Slum Department since 1985-86. (Para 2).
- (iii) Up-paid instalments of Government loans amounting to Rs. 9,62,81,423/- (Appr.) and interest of Rs. 18,84,98,342/- outstanding as on 31.3.91 (Para 3).
- (iv) Un-wanted benefits given to many private parties in dis-guise of NGOs in violation of Govt. Rules (Para 4).
- (v) Loan/Advance/Mobilisation Money On account payment to the tune of Rs. 1,52,30,000/- (Approximately) given to Private Parties viz. Building Centres, etc. and other benefits extended to these Institutions in contravention of provisions of GFR and other Government Rules—Unwanted benefit extended by the DDA Slum to building Centres (Private registered institution) by the Commissioner who himself is one of the beneficiary in the income of Building Centre. (Para 8).
- (vi) Heavy irregularities in deployment of 18 consultants and thousands security guards in violation of Govt. orders. (Para 12 + 10).
- (vii) Conversion of 1113 Tenements into staff quarters depriving the benefit of allotment to actual beneficiaries. (Para 14).
- (viii) The benefit of subsidy under various plan schemes meant for beneficiaries being swallowed by DDA—Slum (Para 18).
- (ix) Striking difference in the figures of loans and grants maintained by the DDA—Slum Department, Land & Building Department, Urban Improvement and Pay & Accounts Office, Delhi Administration— No reconciliation since long. (Para 39).
- (x) Ultravire appointments of many deputationists and their retention beyond approved tenure, excess payment of pay and allowances and other irregularities in such cases.
- (xi) Excess departmental charges being levied by DDA (Slum).

#### *Administrative Matter*

127. The Committee was informed during evidence that the present Commissioner of Slums was originally a member of State Civil Service of Delhi and other Union Territories and he had subsequently sought absorption in the Slum Wing of DDA which had been allowed.

128. In reply to another question about the proposal to permanently absorb the present Commissioner (Slums) in that particular post, the Vice-Chairman, DDA stated during evidence:

“This was done in a particular context. He came on deputation. He decided to stay as Commissioner and resign from his original cadre

on the condition that he would be absorbed in this post permanently. It was agreed to by the Lt. Governor."

129. In reply to another question the Vice-Chairman, DDA stated during evidence:

"He (the present Slum Commissioner) resigned from his Cadre in November, 1986. The resignation was accepted by the Home Ministry subject to the condition that he would be absorbed."

He further added:

"Now, he does not belong to any service. However, I am given to understand that there was some Court stay against his absorption which was lifted only recently."

130. Clarifying the point, the Chief Secretary, Delhi Administration stated during evidence:

"He sought absorption against the post in which he was functioning and DDA supported it. We said we have 'no objection'. We sent it to the Home Ministry to accept it. The proposal was specifically for absorption against that post which he was holding."

131. In reply to a question whether an Officer who had come on deputation to an organisation might be absorbed in that organisation against a particular post, the Secretary, Ministry of Urban Development Stated during evidence:

"It does sound out of the normal procedure because you are absorbing a person in an Organisation. I have not seen the Order which was passed in his case. You absorb him in an organisation and thereafter you can give him any job."

132. At the instance of the Committee, the Ministry of Urban Development have furnished the factual note in the absorption of present Commissioner (Slum) in DDA and the same is reproduced below:

"The Services Department of Delhi Adm. was informed through a letter from Commissioner (Personnel), DDA dated November. 10, 1987 that Lt. Governor/Chairman, DDA had given his concurrence to the absorption of Shri Manjit Singh as Commissioner (Slum & JJ). It was further stated therein that these orders were conveyed to Shri Manjit Singh who had given his willingness in writing for his absorption. Resignation letter of Shri Manjit Singh from DANICS was also forwarded along with a copy of his willingness for absorption for necessary action. On receipt of the letter cited above, a letter was sent to the Ministry of Home Affairs along with the copy each of the resignation letter of Shri Manjit Singh from DANICS and his willingness to be absorbed as Commissioner (Slum & JJ) in the Slum Wing of DDA for acceptance of his resignation by the Cadre Controlling Authority. In response to this, the Ministry of Home Affairs accepted the resignation of Shri Manjit

Singh from DANICS with effect from November, 30, 1987. A Notification to this effect was issued by the Ministry of Home Affairs on December 3, 1987."

133. The Slum Wing of Delhi Development Authority is responsible for improving the quality of life of slum and Jhuggi Jhopri dwellers in the Union Territory of Delhi by undertaking programmes and implementing policies concerning extension of minimum basic facilities required for human living. The DDA (Slum) aims at providing shelters to the shelterless, residential units to the slum dwellers and economically weaker sections etc. The three specific schemes relating to Slum Clearance and Improvement of Slums, Environmental Improvement in Urban Slums and construction of Flats for Economically weaker sections and providing developed plots for self-housing included in the Audit Para under examination come under the purview of Slum Wing of the DDA.

134. The Slum Wing headed by Commissioner (Slums), is primarily responsible for implementation of the scheme within the ambit of the Slum Area (Improvement and Clearance) Act, 1956, and allied schemes of Government of India/Delhi Administration. The Scheme of Slum Clearance and Improvement which forms part of the Delhi Plan Schemes is funded by the Delhi Administration but executed by the Central Government through the Delhi Development Authority.

135. The execution of the Slum Clearance, improvement and allied schemes and the Jhuggi Jhopri removal scheme was transferred from the Municipal Corporation of Delhi to Delhi Development Authority *w.e.f.* 15.5.1980 by the Delhi Administration on the specific directive issued by the then Ministry of Works & Housing in February, 1980.

136. The Committee were informed during evidence by the Secretary, Ministry of Urban Development that 'the Slum Wing has become an orphan child and we still do not know whether it is functioning under the Vice Chairman, DDA or the Delhi Administration.' In view of duality of control by the Delhi Administration and the Vice Chairman, DDA, the Slum Wing DDA had been functioning independently and evading accountability as neither of the two Organisations had complete information regarding the functioning of the Slum Wing. The Committee were also informed that in view of this situation a formal order reiterating the earlier order of 1980 was issued in January, 1992 stating that "the Commissioners in charge of the Slum Wing in DDA shall function under the supervision and control of Vice Chairman, DDA for day to day administration as also for execution of the Plan Scheme and for any work relating to his charge."

137. The Committee are unable to appreciate the necessity for issuing the above mentioned order. The 1980 order clearly provided for transfer of the Slum Wing from MCD to DDA retaining it as a separate entity for staff purposes only. Even in regard to service matters it clearly provided that the Slum Deptt. would be the concern of the Slum establishment headed by the Director (Slum & JJ) under the overall direction and control of V.C., DDA. In the circumstances, the Committee fail to understand as to how a doubt had arisen in regard to the Slum Wing being not an integrated part of DDA. The Vice Chairman, DDA admitted before the Committee that the Slum Wing was under his overall control and guidance and the recent order of 1992 need not have been issued. This is further strengthened by the Secretary of the Ministry of Urban Development who unequivocally stated that the Slum Wing is the responsibility of the DDA who should have monitored the Schemes entrusted to it.

138. The Committee find that the Slum Wing had been functioning against all established norms and procedures. It was formulating and submitting proposals in respect of slum clearance and allied schemes directly to the Delhi Administration without reference to the DDA and without its prior approval. Further, as the budget of the Slum Wing forms part of the Budget of DDA, the funds for these schemes should have been released by the Delhi Administration to the DDA and the established financial procedures of the DDA should have been followed before these funds were utilised by the Commissioner (Slums) for these schemes. However surprisingly, the funds were released directly by the Delhi Administration to the Commissioner (Slums) from 1986 onwards although earlier the release of funds to the Slum Wing had been through DDA. The Committee could get no satisfactory explanation for this aberration from the established financial procedures from the Delhi Administration. The Committee cannot but deplore the manner in which the Slum Wing of the DDA has been allowed to function both by the Delhi Administration and the DDA and the abrogation of its responsibility by the Ministry of Urban Development in regard to the functioning of this Department. Neither DDA cared to ensure proper implementation of the schemes and programmes of the slum wing nor the Delhi Administration evinced the desired interest in monitoring the progress made under the Schemes and the utilisation of funds which it was disbursing so as to ensure that the objectives of slum clearance and improvement are achieved. Instead, funds were being released on a continuing basis, even without obtaining utilisation certificates, basing the releases on demands from the Slum Wing. The Committee find that in the circumstances that existed, the Slum Wing of DDA extracted the maximum mileage without submitting itself to any authority and leaned on the Delhi Administration or the DDA as the exigencies demanded. The result has been unsatisfactory performance of the

Slum Wing, financial irregularities, instances of unauthorised expenditure beyond budgetary allocations and crucial time was lost in improving the lot of the slum dwellers as detailed in subsequent paragraphs.

139. The Committee recommend that the reasons for the lapses on the part of both the DDA and Delhi Administration which adversely affected the performance of the Slum Wing during the last twelve years and the circumstances under which the Ministry allowed matters to drift without taking any remedial measures till the Committee called the officers of the Ministry and DDA for evidence should be gone into and the responsibility fixed.

140. The Committee we informed during evidence that the Slum Development would be removed from the DDA and be given an autonomous status for which a draft legislation submitted by the Delhi Administration was under consideration. The Committee desire that an early decision be taken in the matter and suitable guidelines drawn up to govern the functioning of this body so as to effectively implement the programmes of slum improvement.

141. According to the Audit paragraph, out of the total loans and grants amounting to Rs. 66.26 crores received by DDA from Delhi Administration under the Schemes (i) Slum Clearance and Improvement of Slums (ii) Environmental Improvement in Urban Slums and (iii) Construction of Flats for Economically Weaker Sections and providing Developed Plots for Self-housing, an expenditure of Rs. 44.53 crores was only incurred during the period 1980-81 to 1987-88 leaving an unutilised balance amounting to Rs. 21.73 crores which is almost 1/3rd of the total releases. The Audit Para has also highlighted that no separate account for loans and grants received and expenditure incurred therefrom were prepared by the DDA. Subsequently, the audit informed the Committee that the unspent balances worked out to Rs. 25.95 crores, while according to the information furnished by the Ministry of Urban Development to the Committee the amount of these unspent balances as on 31.3.1988 was Rs. 23.33 crores. According to the Ministry of Urban Development, these errors were fundamentally clerical and due to oversight. The explanation furnished by the Ministry is hardly convincing. The Committee are of the view that the discrepancies in figures given above cast a serious reflection on the manner in which records are maintained in the DDA and Delhi Administration and the careless and perfunctory approach by the DDA, Delhi Administration and the Ministry in furnishing information desired by the Committee.

142. They would like to point out in this connection that the Audit paragraph relating to slum clearance and improvement of slums and economically weaker sections housing programme was selected for detailed examination by the Public Accounts Committee in 1989 and a list of questions for eliciting advance information on the subject sent to the Ministry of Urban Development on 4th August, 1989, requesting them to furnish requisite information by 31st August, 1989. The replies were however, received only on 11th December, 1991. i.e., after a lapse of more than 2 years. These replies though inordinately delayed were still incomplete in certain respects and it was in pursuance of the specific directions of the Committee on 23.1.1992, that the complete information was made available on 14th February, 1992. That the information furnished to the Committee even after the lapse of more than two years was still full of discrepancies is a sad commentary on the functioning of the concerned department. The Committee cannot but help recording their displeasure over the scant regard shown by the Ministry and the Department concerned in compiling and transmitting information required by the Committee. They hope that in future there would be proper scrutiny and promptness in furnishing information desired by the Committee.

143. The Committee find that the Slum Wing has not utilised almost 1/3rd of the total releases on account of the scheme of construction of flats for economically weaker sections and providing developed plots for self-housing not being approved and because of certain operational bottlenecks in the implementation of the other programmes. They regret to note that in respect of the Scheme relating to construction of Flats for Economically Weaker Sections and providing developed plots for self-housing, funds to the tune of Rs. 15.82 crores were released by Delhi Administration during 1985-86 and 1986-87 though the scheme had not been approved and was still under the consideration of the Government. The Committee are unable to accept the plea of the Delhi Administration that a large amount of Rs. 15.82 crores was released before approval of the scheme to initiate the preliminary steps including acquisition of land. The Committee are deeply distressed to note that during the meeting convened by Chief Secy. Delhi Administration on 2.12.1988, a directive was given to DDA to refund this amount within two months, that Slum Wing continued to retain this amount unauthorisedly in flagrant violation of the prescribed procedure according to which the unspent balances have to be either refunded to the sanctioning authority or else their approval for retaining the same needs to be obtained. The Committee also find that unspent amount had been kept in fixed deposits by DDA which is a breach of terms and conditions governing the grants, as stipulated in the General Financial Rules. Further, this refund had been delayed despite repeated reminders from Delhi Administration and it was only after a directive given by the Ministry and the issue raised by



the PAC at the time of oral evidence on 23.1.1992 that funds were refunded during February/March 1992. The plea of the Commissioner, (Slum Wing) that "in retrospect, I would have given that money but at the same time the lingering apprehensions in my mind were about the liquidity of the department which I was heading that it would have absolutely gone into financial problems" is untenable particularly when the Slum Wing had substantial balances in the banks i.e. Rs. 2482 lakhs in March, 1988, Rs. 3685 lakhs in March 1989 and Rs. 3734 lakhs in March, 1990. The amount of Rs. 1582.40 lakhs was finally refunded by the Slum Wing, DDA to Delhi Administration in five instalments paid on 21.2.92, 27.2.92, 9.3.92, 13.3.92 and 28.3.92. The statement made by Secretary of the Ministry that the issue of refund would have still continued but for the observations of audit and the PAC being seized of it is clearly indicative of the mishandling of the financial matters by the Slum Wing and the DDA. The Committee were also informed that the funds were refunded partly by encashment of fixed deposits for Rs. 981.75 lakhs and the balance amount of Rs. 600.65 lakhs from the funds received for plan schemes from Delhi Administration on 27th March 1992. They disapprove of the manner of refunding the amount whereby implementation of approved scheme might be affected.

144. The Committee are inclined to conclude that there has been a deliberate attempt on the part of the DDA (Slum Wing) in withholding the unutilised funds sanctioned for a scheme which was not eventually cleared by the Government and strongly disapprove the recalcitrant attitude adopted by the DDA, Slum Wing in the matter. They also seriously view the action on the part of Slum Wing, DDA to invest the unspent funds in short term deposits without any approval of the Government. The Committee have been informed that the Lt. Governor of Delhi has already been requested by the Ministry to fix responsibility in this regard. The Committee desire that the entire matter be thoroughly examined expeditiously with a view to fixing responsibility at all levels.

145. The Committee note that no separate account under loans and grants in respect of the individual schemes of Slum Clearance is maintained. Also the Slum Wing of the DDA has been only preparing receipt and payment accounts reflecting the overall position in respect of plan funds and DDA's own funds without the supporting explanatory memorandum/statement. The Special Audit Report that went into the functioning of the DDA in 1991 has indicated that no reasons have been assigned by DDA for not following the procedure laid down in the DDA

budget and Accounts Rules 1982. The Committee desire that the maintenance of accounts and preparation of balance sheet be done as per the procedures that have been laid down.

146. According to the Ministry of Urban Development, an amount of Rs. 13.13 crores upto 31.3.1991 on account of outstanding instalments of loan under the scheme 'Slum Clearance and Improvement of Slums' has become payable by Slum Wing, DDA. Out of this, Rs. 4.74 crores represents instalments of principal and Rs. 8.39 crores being normal interest plus penal interest on over-due instalments as no instalment has yet been paid. According to DDA, the entire amount was utilised for construction of slum tenements for slum dwellers. An expenditure of Rs. 4.98 crores is claimed to have been incurred on the maintenance during the years 1980—91 and another sum of Rs. 2.32 crores was spent on individual plumbing of slum tenements to provide independent water meters before transfer of lease-hold rights to slum dwellers. It has been further stated that DDA found it difficult to enforce recovery of instalments and interest because of the problem of recovery of licence fee from allottees belonging to weaker sections and due to pressures beyond their control. The Committee have been informed that because of lack of resources and slow liquidation of tenements, the DDA would submit a proposal to Delhi Administration and Government of India to seek Conversion of this amount of outstanding loan into grant subject to the provision that the future recovery by way of liquidation will be remitted to the Delhi Administration on quarterly basis. The plea of lack of resources for non-payment of loan instalments by the DDA does not carry conviction. While on the one hand the Slum Wing has been pleading lack of resources, on the other hand, massive amounts of unutilised balances have been deposited in banks from year to year without proper approvals. The Committee are thus unable to appreciate lack of funds as the factor responsible for the outstanding loans. Scrutiny of the Special Audit Report of the Directorate of Audit, Delhi Administration reveals that in the light of the decision taken by the Government of India in 1984, DDA was required to stop maintenance of tenements except the civic services by NDMC/MCD but despite this an expenditure of Rs. 4.98 crores is claimed to have been incurred by DDA in this regard during the years 1980—91. Also a sum of Rs. 2.32 crores spent on individual plumbing of slum tenements to provide independent water meters before transfer of lease-hold rights to slum dwellers are in contravention of the clear orders of Government of India.

147. The Committee cannot help concluding that the portion of the amount of Rs. 7.30 crores specified above expended after 1984 has been incurred in violation of the decision taken by the Government of India in 1984 and are of the view that there is no locus standi on the

part of the DDA to go in for conversion of overdue instalments of loans into grants which will only imply placing a premium on mismanagement of financial resources and contribute to unapproved spending.

148. The slum clearance and improvement of slums had been under execution since 1956-57 and initially this was done by the Municipal Corporation of Delhi. Under the scheme, selected areas were to be earmarked for clearance after a survey of the slum areas, the buildings which were dangerous were to be demolished, the areas cleared and be utilised for providing community facilities. The residents of such buildings were to be provided with flats on licence fee basis in the various slum/rehabilitation colonies. About 2200 hectares of area in Delhi has been designated as slum area from time to time since 1956 onwards. Against a physical target of 5850 flats for the period 1980—85 a total of 6474 flats were constructed upto 31.3.1988. Additionally the work relating to construction of 1096 flats located at Jahangirpuri (288), Tilak Vihar (608) and Sangam Park (200) was in progress as on 31.3.88. Out of 6474 flats constructed during the period 1980—88 for allotment to the families residing in properties/Katras declared dangerous and unfit for human living, the Committee find that 1884 tenements were awaiting allotment as on 31.12.91. The various criteria applied by DDA to attract residents to accept the constructed tenements could not evoke the requisite response from them. The main reasons, according to DDA for these tenements lying vacant were sentimental, economic and ancestral attachment with the areas and flats apart from the intention of residents to take greater advantage by not accepting the original flats as per the policy in vogue of providing one additional flat to a family having more than 5 members with a married male member or a widowed daughter. The Committee have now been informed that the DDA was considering further liberalisation of the conditions of eligibility of allotment of tenements constructed under slum clearance scheme and the detailed proposals have been placed before the authority for their consideration.

149. The Committee are dissatisfied with the efforts made on the part of the DDA to allot the remaining 1884 flats which has been allowed to remain vacant for such a long time since construction. This according to the Committee has not only resulted in dead investment but also affects the security of the families living in dangerous properties. The Committee desire that all necessary steps in this regard should be taken expeditiously so that the families affected by the slum clearance operations are suitably rehabilitated as early as possible.

150. Yet another case illustrating the pathetic and miserable state of working of Slum Wing, DDA is the inordinate and unusual delay in the

construction of 1024 flats initiated in June, 1984. While normal time required for completing the construction of any housing complex was 12-18 months, it is a matter of deep concern that these houses could not be completed even by November, 1988 i.e., after more than 4 years of starting construction. On the basis of the information now furnished by the Ministry of Urban Development, the Committee are distressed to find that 488 of these 1024 flats still remain to be completed. The Committee desire that the reasons for the inordinate delay be looked into and remedial measures taken.

151. Out of the 488 flats yet to be completed, 200 flats at Sangam Park have been under litigation since August, 1982 and 288 slum tenements at Jahangir Puri have been trespassed. What is more disturbing is the fact that a number of Delhi Police Personnel have also trespassed apart from the other trespassers. The Committee take a very serious view of the situation and recommend that apart from getting the trespassers at Jahangir Puri evicted, Ministry of Home Affairs/Delhi Administration should be approached to take appropriate action against the Delhi Police Personnel involved in this case. In the opinion of the Committee, this illegal act would have not been possible without the connivance of the officials of the Slum Wing who were responsible for the maintenance and supervision of this complex. The Committee recommend that the question of involvement of these officials of the Slum Wing in this case should be thoroughly examined and stringent action taken against such officials for dereliction of their duty.

152. The Committee note as against the actual construction of 1416 flats under the slum clearance scheme during 1983-84, the construction of 1540 flats was reported to Delhi Administration. The Ministry of Urban Development have conceded that it was an error in reporting for which Slum Wing of DDA was fully responsible. In the light of the fact that the number of flats constructed under this scheme had a bearing on release of funds, the Committee would like the matter to be enquired into with a view to finding out whether there was a deliberate attempt on the part of the Slum Wing officials to present a misleading picture. The Committee would like to be apprised about the findings in this regard and hope that the Slum Wing, DDA would be careful and vigilant while furnishing such statistics in future.

153. The Committee find that licence fee for the slum flats amounting to Rs. 2.09 crores was recoverable from occupants/allottees of slum tenements by the end of March, 1985. Against this, a sum of Rs. 0.68 crores was recovered during 1985-88 and Rs. 0.53 crores recovered during 1988-91, thus leaving an outstanding balance of Rs. 0.88 crores. The Ministry has contended that no action was possible against the defaulters as they belonged to indigent section of

society which made initiation of coercive measures against them infeasible. The Committee desire that necessary measures be taken to recover the arrears of licence fee.

154. The Committee note that of the 754 allotments made to the riot affected persons who owned properties in the Union Territory of Delhi only 16 riot victims have surrendered their properties to the Department. Initially it was contemplated that the properties surrendered by the riot victims would be taken over by the Delhi Administration and auctioned and in lieu of these surrendered properties, tenement/flat would be allotted and the excess of proceeds returned to the owners. In view of this, the initial deposits were not insisted upon in the case of riot victim allottees who were property owners on the same analogy as widow allottees. However, this was later found infeasible as these properties either did not belong to the allottees or had been sold out or were not free from encumbrances. In view of the various legal and administrative difficulties involved in taking over of the properties of the property owners, in January, 1990 it was decided that riot victim property owners be treated at par with tenant category and an initial deposit of Rs. 3000/- be obtained from them and the balance recovered in instalments over a period of time. The matter was again reviewed in 1991 and the amount of initial deposit enhanced to Rs. 10,000/- taking into account the higher paying capacity of the property owners in comparison to the tenant category allottees. As of date an amount of Rs. 4.3 lakhs has been recovered from 43 allottees. The Committee trust that the notices issued to the riot victims will be monitored and the initial deposit collected expeditiously and in respect of others where notices are to be issued the same will be done without further delay and followed up.

155. The Committee are given to understand that a survey of all the properties taken under the control of the Slum Wing is conducted for identifying dangerous katras/properties and those unfit for human living identified to be demolished.

The Committee find that 90 properties were demolished as a result of 64 operations during 1980—88 and during the period 1988—1991, 365 properties have been declared dangerous by Slum Wing, DDA and PWD, Delhi Administration. Further in respect of properties demolished no separate register showing the area of land, properties acquired and utilisation thereof was maintained. It has been stated that such a register showing the details of land and utilisation thereof is now being maintained. Of the total of 16197.95 sq. mts. of land, only 4342.51 sq. mts. has been so far utilised and the rest of the land to the tune of 11855.44 sq. mts. remained unutilised so far. DDA has not been able to furnish any valid reasons justifying the delay in utilisation of this large portion of land which

clearly indicates lack of planning and purposeful approach on the part of DDA. It is needless to say that keeping vacant land for so long only invites encroachers and the consequent problem of evacuating them. The Committee desire that the Delhi Administration/DDA draw up a time bound programme for the utilisation of land acquired and meticulously follow the same. They also recommend that suitable measures be taken to demolish the remaining properties that have been declared dangerous for living.

156. The Committee further note that 365 properties have been declared as dangerous by Slum Wing, DDA and PWD, Delhi Administration during the period 1988 to 1991. Surprisingly only 5 of these properties have so far been demolished. The reason for delay in the demolition of these properties is that the property holders are bent upon to have allotment of one flat to each of the married male member in addition to the one to the head of the family which is against the present policy of allotment of maximum of 2 flats to each of the family. Another difficulty is stated to be the hesitation on the part of the property owners to shift to far off places where their clientele will not be willing to visit them. The Slum Wing is stated to have engaged the services of social workers of Delhi University for conducting survey, among other things, to find out reasons for their unwillingness to move from the existing dangerous sites. The Committee hope that the DDA (Slum Wing) would make all efforts to resolve the difficulties urgently so that the demolition of the remaining 360 properties is taken up without any further delay. They would like to be apprised of the latest position in this regard.

157. The scheme of environmental improvement in Urban Slums envisages the provision of 7 basic amenities in Slum areas viz., water supply, sanitation, sewerage, roads, street lighting, public toilets and drains, based on the norms laid down by the Ministry of Works & Housing on a per capita expenditure basis. This scheme was launched in 1972-73 as a Centrally sponsored Programme for improving the conditions of people living in the Slum Areas. The expenditure norm with a cost ceiling of Rs. 120/- per capita laid down by the Government of India in 1972-73 has been reviewed and increased from time to time and present ceiling is Rs. 300/- per capita.

158. Against the approved outlay of Rs. 26.45 crores for the scheme 'Environmental Improvement in Urban Slum' during the period 1980-81 to 1987-88, a sum of Rs. 32.35 crores was released to the Slum Wing, DDA. The Committee, however, find that the actual expenditure incurred on the scheme was only Rs. 25.69 crores. Further, against the targetted beneficiaries of 1254 lakhs under the scheme for the period 1980-81 to 1987-88 as per approved outlay, the number of actual beneficiaries was 1221 lakhs with a shortfall of 33,000 beneficiaries. According to DDA, the funds released could not be spent because of the inherent problems in the execution of development of such works. Thus, while the expenditure incurred was 79% of the funds released the physical achievement was 97%.

In this context the basis on which Delhi Administration released funds to the tune of Rs. 5.90 crores during 1980—88 over and above the plan outlay of Rs. 26.45 crores are not clear. Apparently, Delhi Administration did not scrutinise the request of DDA for additional funds on a scientific basis before acceding to the request of DDA. The Committee are unhappy to note that lack of proper scrutiny had blocked about Rs. 6 crores from being deployed on some other scheme that might have been affected on account of scarcity of funds.

159. The Committee are deeply concerned to further note that the project for the extension of minimum basic civic amenities under the scheme of 'Environmental Improvement in Urban Slums' involving an expenditure to the tune of Rs. 25.69 crores was executed by DDA, Slum Wing in an *ad hoc* and unscientific manner without conducting any prior survey and fixing targets, etc. What is even more surprising is the fact that DDA has not even been able to provide information regarding areas covered or those excluded. The Committee cannot help observing that such a situation where *ad hocism* holds sway leaves scope for corruption and malpractices. Also, had the targets been fixed in a scientific manner, the beneficiaries under the scheme would have been much greater keeping in view the extent of funds that were available with the authorities. The Committee strongly deprecate such an enfunctory approach on the part of the authorities and recommend that execution of such schemes in future should be done in a planned and scientific manner. The Committee also recommend the DDA to initiate necessary action to compile all relevant information and maintain necessary records relating to fixation of targets, areas identified, achievements, expenditure incurred area-wise etc., so that release of funds will be more realistic and in keeping with the actual requirements. The Committee stress the need for necessary documentation and suggests regular monitoring of the scheme in terms of the objectives envisaged in order to assess the progress made under the scheme.

160. The Committee note that in Seventh Five Year Plan (1985—90) an outlay of Rs. 26.80 crores was approved for the construction of 9,000 dwelling units for economically weaker sections. An outlay of Rs. 26 crores was also approved in the Plan period for a related scheme i.e. development of about 26,000 plots containing basic facilities for self help housing for economically weaker sections including scheduled castes and squatters. The detailed project reports relating to these two schemes were submitted to the Ministry of Urban Development for approval in October, 1985. The Ministry after almost one year decided (September, 1986) that both the schemes might be integrated as a single unified scheme by which 45,000 developed plots could be allotted to the EWS families. The Ministry again took another 20 months and in June 1988 submitted a note on the integrated project received from Delhi Administration to the Cabinet for their approval. Meanwhile, the Delhi Administration had already released about Rs. 15.82 crores to the Slum Wing of DDA in 1985-86 and 1986-87 to

acquire land and initiate the preliminary steps for executing these schemes. according to the Ministry, a final view to drop the integrated project was taken as the scheme had not been cleared even by January 1990 which it was to form part of the Seventh Plan (1985—90) and another similar scheme was on the anvil for consideration in the 8th Plan period. Subsequently, while furnishing post evidence information the dropping of the scheme during the Seventh Plan has been attributed to the non-identification of target group of beneficiaries for the allotment of developed plots.

161. The shifting stands of the Ministry as to why the scheme was ultimately dropped give a dismal picture. The Committee are unable to appreciate the inordinate delay initially in processing the schemes by the Ministry for Cabinet approval and thereafter in resubmitting to the Cabinet the full package of measures to solve the problems of housing in urban areas as desired by the Cabinet. They see no reason as to why the issues of identification of target group or availability of land could not be decided expeditiously. Apparently, the Ministry lacked clear perception of how the schemes could be formulated and operationalised and in the process, lost a whole plan period to execute the schemes while the objective of the Government to give assistance for the housing remained a distant goal with the problems of shelter for the lower strata steadily aggravating. The Committee desire that the Ministry draw up a clear perspective plan in respect of relocation of JJ clusters so as to achieve the objectives set without undue wastage of time.

162. The Committee regret to observe that out of 1194.96 acres of land acquired for construction of flats, 71 acres was lying vacant out of which 48 acres had been encroached upon. The encroachment on 31.46 acres of this land is by six Jhuggi clusters. For the remaining portion of encroached land (17 acres), the action under Public Premises (Eviction) act is stated to have been initiated. It is strange that no plan has yet been chalked out for the development of 71 acres of vacant land. This clearly reveals that there is absolutely no perspective planning for the development of the vacant land. The delay in developing the vacant land unnecessarily puts pressure on the land owning agencies to take steps to avoid encroachment and to incur expenditure on the man-power deployed for security besides depriving the likely beneficiaries of the benefits which could be accrued therefrom. The Committee recommend that a time bound programme for the early development of the vacant land should be drawn up and implemented without any further delay.

163. The Committee are concerned to note the gradual increase in number of Jhuggi-Jhompries in Delhi over the years. From a mere figure of 12,749 in 1951 the number of Jhuggis have increased to 98,709 in 1981, 1,71,000 in 1987 and to 2,59,344 in 1991. The number of Jhuggi-Jhompri clusters have also increased from 414 in 1983 to 929 in 1991. The Committee are unhappy to note that the detailed information regarding



slums that have developed on the Government land or land owned by public bodies controlled by Government and those on private land is not available either with the Ministry or with the DDA. The Committee are unable to understand as to how in the absence of such information the DDA and the other concerned agencies take action for removal of squatters from the public places or initiate follow-up action to provide slum tenements to them. The Committee desire that appropriate steps be taken to collect all the requisite information relating to the existence and proliferation of slums in Delhi and necessary remedial steps taken not only to check the proliferation of slums but also to liquidate the existing slums.

164. The Committee are informed that the local bodies like MCD and NDMC remove the squatters from the Municipal lands. As regards the Public lands, the land owning agencies are responsible for removing the squatters from their respective land pockets. DDA, the land owning agency, have regular programme for removal of squatters and demolition etc., through their enforcement agency. During the last one year, 6304, demolitions have been carried out and 286 acres of land have been reclaimed by DDA. The Committee are given to understand that regular patrolling is conducted to prevent the growth of new slums and demolition operations are carried out with the help of the local police. Strict instructions are stated to have been issued to the land owning agencies to maintain vigil and to take preventive action in respect of encroachment/unauthorised occupation of public land under their jurisdiction.

165. In view of the gradual but steady increase both in the number of jhuggi-jhompri clusters and the actual number of jhuggi-jhompries, the Committee are inclined to believe that the programmes formulated by the DDA/Delhi Administration in the sphere of slum development have not been properly planned and executed. The Committee feel that timely and affective measures to prevent encroachments and unauthorised construction is a necessary pre-requisite. Proliferation of unauthorised structure and subsequently their demolition is avoidable particularly when detailed guidelines are there with the Delhi Administration/DDA. The Committee recommend that the Delhi Administration/DDA should review their guidelines, modify them wherever necessary, strictly enforce the same and take penal action against those who collude or connive with the encroachers on public land.

166. The Committee are constrained to observe that no study has so far been conducted to find out as to how the growth of slums can be restricted in the city. Such a study would have helped the Government to take suitable remedial steps. However, the emergence of the slums can generally be attributed to rapid urbanisation, inadequate development of small and medium towns, migration to the urban areas from different parts of the country etc. The Committee recommend that Ministry should document the results of the studies on slums conducted by the Research Organisations/

State Government agencies in other metropolitan cities like Bombay for tackling the growth of slums in Delhi. They should also take up with the various other concerned Government Departments the question of speedy development of the National Capital Region so that the areas around Delhi could be developed adequately at the earliest with a view to discouraging migration of people to Delhi from the peripheral areas in future.

167. Although several crores of rupees have been spent on the different schemes being executed by the Slum Wing, the Committee are surprised to find that no evaluation of these schemes has ever been done by any Government agency till the period of the Audit Report with a view to determining the extent to which the aims and objectives of the schemes have been achieved. It is also strange that while budgetary allocations have been made annually, the DDA/Delhi Administration have not reviewed the manner in which the schemes have been implemented and the targets set have been achieved. The Committee strongly deprecate the total apathy on the part of the Ministry of Urban Development, Delhi Administration and above all the DDA in this regard. They are now informed that the Delhi Administration has created an 'Urban Improvement Department' in February, 1990 for effective control on the work of the Slum Wing and that the Planning and Monitoring Cell of that department is stated to be taking up the review of all the schemes of Slum Wing. The Committee have also been informed that the review on schemes on 'Environmental Improvement in JJ Clusters' and 'In-situ upgradation of JJ Clusters' have already been completed and certain remedial measures initiated by Delhi Administration. The Committee hope that the review/evaluation of other plan schemes would be completed expeditiously. They would like to know the outcome of such evaluation alongwith conclusive action taken thereon.

168. The Committee note that the present incumbent to the post of Commissioner, Slums had moved a proposal for his absorption on the same post to which the Lt. Governor/Chairman, DDA had given his concurrence and the resignation of the Officer from Delhi Admn. had been accepted in November, 1987. The Committee find it rather strange that the DDA has processed the case for absorption of a person on a particular post which is against the established procedure. The Committee need hardly point out that persons can be absorbed into the organisation where they are serving but not on a particular post as in the present case. The Committee, therefore, desire that the question of absorption of the present incumbent to the post of Commissioner, Slums on that post should be reviewed.

169. The Committee have been informed that the Slum Wing had been consistently evading accountability by taking advantage of the duality of control under the DDA and the Delhi Administration with the result that neither of the organisations had complete information about its functioning. Further, the Slum Wing of the DDA had been resorting to excess expenditure on other schemes year after year over and above the budgetted allocations and at the same time depositing massive amounts of plan funds

in the banks for other schemes. The Committee have also been informed that the above as well as other financial complaints received and adverse press reports compelled the Delhi Administration to conduct a special audit of the Slum Wing by its internal Audit Team in respect of all the accounts relating to plan funds released by the Delhi Administration. The special Audit Report submitted in 1991 has high-lighted several lapses and a number of financial improprieties in the functioning of the Slum Wing. The Report clearly brings out the financial irregularities of non refund of unspent balances, depositing these unspent amount in fixed deposits year after year without approvals, non repayment of Government loans, diversion of resources to meet the expenditure over and above the budget allocation without proper approvals, improper maintenance of accounts, non reconciliation of accounts between the DDA Slum Wing and the concerned Departments, ultra-vire appointment and detention of deputationists etc. The Committee suggest that the Government may institute a high level enquiry by an independent authority to evaluate the functioning of the Slum Wing including the findings that have emanated in the special Audit Report with a view to fixing of responsibility for the lapses, financial and other irregularities, and for taking deterrent action against those found guilty.

The foregoing paragraphs clearly reveal that one-third of the total releases amounting to Rs. 23.33 crores remained unutilised;

Release of funds to the tune of Rs. 15.82 crores by Delhi Administration even before the scheme was approved;

Unauthorised retention of unspent balances and refund of the same only after receiving a directive from the Ministry and the issue raised by the PAC;

Mismanagement of financial resources through unapproved spending on items like maintenance of tenements;

Non-repayment of loan instalments;

Financial improprieties in the functioning of the Slum Wing, DDA;

Delay in construction of 488 out of 1024 flats constructed in June, 1984 and non-allotment of 1984 out of 6474 flats constructed during 1980-83;

Delay in demolishing as many as 360 out of 365 properties declared dangerous during 1988-91;

Ad hoc and unscientific manner of expending resources under the scheme Environmental Improvement in Slums;

Absence of essential data relating to growth of slums, plan for land acquired for construction of flats etc.

Inadequate planning and improper execution of schemes under slum development;

Lack of review/evaluation of the schemes covered in the audit para; and

Duality of control by Delhi Administration and Vice-Chairman, DDA, resulting in the Slum Wing functioning independently and evading responsibility.

The Committee take serious note of the functioning of the Slum Wing, DDA, and the circumstances under which the Ministry, the Delhi Administration and the DDA allowed matters to drift over more than a decade resulting in this chaotic state of affairs. They recommend that necessary action be taken and responsibility fixed in respect of the irregularities pointed out by the Committee and the findings that have emerged from the Special Audit Report. The Committee were informed that slum development would be removed from the DDA and be given an autonomous status for which a draft legislation submitted by the Delhi Administration was under consideration. The Committee desire that an early decision in this regard be taken and suitable guidelines evolved to govern the functioning of this body to effectively implement the programmes of slum improvement.

NEW DELHI;  
7 August, 1992

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*Shavana 16, 1914 (Saka)*

ATAL BIHARI VAJPAYEE,  
*Chairman,*  
*Public Accounts Committee.*

## APPENDIX I

(Vide Para 1)

### *Slum Clearance and Improvement of Slums and Economically Weaker Sections Housing Programme*

#### **Audit Para**

##### **19.1 Introduction**

The slum clearance scheme was taken up in 1956 initially by the Municipal Corporation of Delhi (MCD). Under the scheme, selected areas were to be ear-marked for clearance after a survey of the slum areas, the buildings which were dangerous were to be demolished, the areas cleared and utilised for providing community facilities. The residents of such buildings were to be provided with flats on licence fee basis in the various slum-rehabilitation colonies. About 2200 hectares of area in Delhi has been designated as slum area from time to time since 1956 onwards.

The scheme 'Housing for economically weaker sections' designed to improve the quality of life by providing them shelters linked with their capacity to pay was taken up by the Slum Wing of the Delhi Development Authority in Seventh Five Year Plan.

The scheme 'Environmental improvement in urban slums' was to be followed in the Sixth Plan and to continue in the Seventh Plan also.

##### **19.2 Scope of Audit**

The records for the period 1980-81 to 1987-88 of Slum Wing of DDA were test checked during April to July, 1988 and the points noticed thereon are given in the succeeding paragraphs.

##### **19.3 Organisational set up**

The Slum Wing of DDA headed by Commissioner (Slums), is primarily responsible for implementation of the scheme within the ambit of the Slum Area (Improvement and Clearance) Act, 1956 and allied schemes of Government of India/Delhi Administration.

##### **19.4 Highlights**

- Against the total loans/grants of Rs. 6626.35 lakhs released to the Delhi Development Authority during 1980-81 to 1987-88 for the schemes on slum clearance and improvement of slums, environmental improvement of slum areas and construction of flats for economically weaker sections and providing developed plots for self housing, an expenditure of Rs. 4453.13 lakhs had been incurred resulting in unutilised balance of Rs. 2173.22 lakhs.

- Against the loans for the total amount of Rs. 1705 lakhs released to the Slum Wing of DDA during 1954-55 to 1987-88, Rs. 646 lakhs on account of principal and Rs. 587 lakhs as interest were due to Delhi Administration from DDA as on 31st March, 1988.
- Against 6646 flats completed during 1980-81 to 1987-88, only 4518 were allotted and 2128 flats were lying vacant in March, 1988 reportedly due to unwillingness of the families to move from slums.
- As many as 1942 flats were allotted to riot victims during 1984-85 to 1987-88 and a sum of Rs 10.46 lakhs on account of subsidy was due from Delhi Administration.
- Riot victims were allotted 755 flats in lieu of property owned by them but properties against which the allotments were made had not been taken over.
- No detailed records relating to fixation of targets, different facilities provided in the slum areas were maintained by DDA. The survey prior to fixation of targets was also not conducted.
- A total amount of Rs. 140.32 lakhs on account of licence fee for the period ended March, 1985 was recoverable from the flat dwellers as on 31st March, 1988. Land comprising 42.78 acres which was meant for construction of flats for slum dwellers had been encroached upon and 71 acres of land lying vacant.

### 19.5 Financial arrangements

19.5.1 Unspent balance—The loans and grants received by DDA from Delhi Administration under the scheme 'Slum clearance and improvement of slums' 'Environmental improvement in urban slums' and construction of flats for economically weaker sections and providing developed plots for self housing during 1980-81 to 1987-88, expenditure incurred thereon and unspent balances were as under:

(In lakhs of rupees)

Sl. No.	Scheme	Loans	Grants	Total	Expenditure	Unspent balance
1	2	3	4	5	6	7
(i)	Slum clearance and improvement of slums	1127.53	1227.52	2335.05	2076.08	278.97
(ii)	Environmental improvement in urban slums	—	3002.50	3002.50	2376.67	625.83

1	2	3	4	5	6	7
(iii)	Construction of flats for economically weaker sections and providing developed plots for self housing	425.00	843.80	1268.80	0.38	1268.42
Total:		1552.53	5073.82	6626.35	4453.13	2173.22

No separate accounts for the loans and grants received and expenditure incurred therefrom were prepared by the DDA. It was stated in November, 1987 that no separate expenditure under the head loan/grants of the Plan Schemes was booked by the Engineering Department.

19.5.2. *Outstanding loans*—During 1954-55 to 1987-88, the Slum Wing received loans amounting to Rs. 1705 lakhs from Delhi Administration for the Scheme "Slum clearance and improvement of slums". As on 31st March, 1988, Rs. 646 lakhs on account of loan instalment and Rs. 587 lakhs on account of interest had become payable to Delhi Administration under the scheme. Not a single instalment of loan and interest thereon was paid (June 1988) reportedly due to lack of resources.

**19.6 Construction of flats for economically weaker sections and providing developed plots for self housing**

(i) In the Seventh Five Year Plan (1985-90), a sum of Rs. 26.80 crores has been provided for the construction of 9000 dwelling units. In March 1986, a loan of Rs. 425 lakhs was released to Slum Wing of DDA on 'on account' basis by Delhi Administration for construction of 1700 dwelling units for economically weaker sections of the society with the specific condition that the loan amount would be utilised exclusively for the project. Not a single unit has been constructed by DDA and entire loan amount of Rs. 425 lakhs remained unutilised with the Slum Wing. The detailed project report forwarded earlier by Delhi Administration in September 1985 was, however, not cleared by the Ministry of Urban Development as the Planning Commission did not approve the scheme and favoured only site and services scheme to cover the increased number of beneficiaries.

(ii) Likewise in the Seventh Five Year Plan an outlay of Rs. 26 crores was approved for development of about 26,000 plots of 26 sq. metres each containing basic facilities of water, electricity and toilet in each plot for self help housing for economically weaker sections including scheduled castes and squatters. For the implementation of the scheme, Rs. 78.40 lakhs and Rs. 765.40 lakhs were released during 1985-86 and 1986-87 respectively against which an expenditure of Rs. 0.38 lakh only had been incurred by Slum Wing of DDA during 1986-87.

(iii) In September, 1986, the Ministry of Urban Development proposed that outlay for Seventh Plan for both the schemes should be utilised for

providing developed plots to more persons belonging to economically weaker section and developed plots for self help housing to lower strata of the society in the Union Territory of Delhi. The proposal has not been cleared so far (December 1988).

Thus the funds to the extent of Rs. 1268.42 lakhs (including loan of Rs. 425 lakhs) were lying unutilised with the DDA (May, 1988).

### *19.7 Construction of flats and utilisation*

Against the total construction of 6646 flats completed during 1980-81 to 1987-88, 4518 flats were allotted and 2128 flats remained vacant by March, 1988.

It was observed that 1942 flats were allotted to riot victims during 1984-85 to 1987-88. According to a policy decision taken in January, 1985, where a riot affected victim owned property in Delhi at the time of riots, the allotment of slum flats/DDA Janta flat was to be made in lieu of his property. Under this category, if the assessed value of property was greater than that of the slum flat/DDA Janta flat, there would be a straight barter i.e. pure and simple exchange and where the assessed value of the property was less than the cost of the slum flat/DDA Janta flat, the difference between the two would be payable by the allottee in easy instalments. Further at the time of allotment, the initial deposit of Rs. 3000 was to be made by the allottee except the widows. The deposit was to be adjusted/refunded depending upon the assessed value of the surrendered property.

Though, 755 allotments were made to the riot affected persons who owned properties in the Union Territory of Delhi at the time of riots, the properties in lieu of allotments made had not been taken over. The matter regarding disposal/surrender of the properties of these riot victims was stated (December 1988) to be under consideration by a Committee constituted for the purpose. No initial deposit had also been obtained from the allottees by the Slum Wing.

Another 1114 flats were to be allotted to the widows whose husbands were killed due to disturbances. The allotment was to be made on payment of Rs. 1000 by the allottee and Rs. 2000 from the Prime Minister's Relief Fund as subsidy in each case. The balance cost of the flat was to be paid by each of the allottees in 15 annual instalments together with the interest. Initial deposit of Rs. 11.14 lakhs at the rate of Rs. 1000 each from all the 1114 allottees upto 31st March, 1988 and subsidy of Rs. 11.82 lakhs in respect of 591 cases had been received. Balance subsidy of Rs. 10.46 lakhs was yet to be recovered from Delhi Administration. Besides, rate of instalment was yet to be fixed reportedly (December 1988) as the costing of the flats in various colonies was not finalised. As many as 73 slum flats were allotted to the victims on receipt of their full cost.



The scheme for construction of flats was discontinued from June 1984 as per instructions issued by the then Ministry of Works and Housing. The Flats constructed after this date were those, the execution of which was initiated prior to the discontinuance of the scheme. Normal time taken for construction of housing complex was 12 to 18 months. however, the construction of 1024 flats initiated prior to June 1984 was still in progress (November, 1988).

The number of flats constructed during 1983-84 (as reported to Delhi Administration) was 1540, the number of flats as per records of the Engineering Wing was 1500. The difference has not been reconciled by DDA.

Although there was acute shortage of housing in Delhi, yet slum flats ranging between 348 and 3092 remained vacant during 1980-81 to 1987-88. It was intimated that the families residing in slums did not move voluntarily. This led to the slum flats remaining vacant.

The DDA (Slum Wing) could neither furnish any records nor intimate as to how much land/properties were vacated and acquired as a result of allotment of flats to slum dwellers and how the same were utilised.

#### 19.8 *Land and encroachments*

It was noticed that out of 1194.96 acres of land acquired for construction of flats, 1081.18 acres had been utilised for the purpose, 71 acres was lying vacant whereas 42.78 acres had been encroached upon.

The slum Wing had not maintained any Property Register showing details of property.

#### 19.9 *Environmental improvement in urban slums*

Under the scheme of Environmental improvement in urban slums, on tap/hand pump for 150 persons; one lavatory seat/bath for 20 to 50 persons; widening and paving of existing lanes and street lights (one pole 30 metres), parks and play ground; multipurpose community halls and barathghars for socio-cultural functions, vyayam-shalas/akharas and any other item of improvement considered on merits in the conservation and rehabilitation areas on an extensive scale were to be provided.

Although no detailed records relating to fixation of targets, areas identified, the requisite facilities provided in different areas were produced to Audit, it was mentioned, however, in the Annual draft plan of 1987-88 of DDA that against the targets of 12.31 lakhs of population of slum-dwellers to be covered during Sixth Plan and first three years of Seventh Plan, 11.76 lakhs of population of slum dwellers was covered. The records relating to survey conducted by DDA prior to fixation of targets were not shown to Audit. In the absence of which, it is not clear how the targets were fixed without any formal survey.

### 19.10 Licence fee recoverable

Slum flats were provided to slum dwellers and licence fee for total amount of Rs. 208.85 lakhs was recoverable by the end of March 1985 from the slum dwellers as per details given below:

Year	Amount due	Amount realised	Amount yet to be realised
(In lakhs of rupees)			
Upto 31.3.80	—	—	70.29
1980-81	39.50	3.30	36.20
1981-82	39.50	13.34	26.16
1982-83	39.50	17.11	22.39
1983-84	39.50	13.54	25.96
1984-85	39.50	11.65	27.85
TOTAL:			208.85

In October 1986, it was decided by the Commissioner (Slums) that no licence fee would be charged with effect from 1st April, 1985 as the flats were to be liquidated as per the decision of the then Ministry of Works and Housing taken in June 1984. A sum of Rs. 68.53 lakhs was recovered during 1985-86 to 1987-88 leaving outstanding balance of Rs. 140.32 lakhs as on 31st March, 1988.

### 19.11 Evaluation

No evaluation of the programme was ever done by the Delhi administration/Central Government. As a result, it is not clear to what extent the aims and objectives of the scheme were achieved and whether these had any impact on the clearing of slums or improving of the living conditions of the slum dwellers.

The matter was reported to Ministry in August, 1988; reply has not been received (December 1988).

## **APPENDIX-II**

**(Vide Para-10)**

**No. N-11011/2/80-LSG**

**Government of India**

**Ministry of Works & Housing**

**(Nirman Aur Awas Mantralaya)**

**New Delhi, Dated the 28th Feb., 80**

**To**

**The Lt. Governor,  
Raj Niwas,  
Delhi.**

**SUB: Slum Clearance, Improvement and Allied Schemes and the Jhuggi & Jhonpri Removal Scheme.**

**Sir,**

**With reference to your letter No. 714/LSG/80, dated the 24th February, 1980, on the above mentioned subject, I am directed to say that it has been decided to entrust the execution of the Slum Clearance Improvement and Allied Schemes and the Jhuggi & Jhonpri Removal Scheme to the Delhi Development Authority, and that the details of implementation of this policy will be worked out in consultation with you.**

**2. I am to request you kindly to take necessary action in the matter accordingly and let us have your proposals about details of implementation of this policy.**

**Yours faithfully,  
Sd/-**

**(V.S. Katara)**

**Joint Secy. to the Govt. of India**

**Copies sent for information to:—**

1. The Ministry of Home Affairs (Smt. Vineeta Rai, Dy. Secy) New Delhi.
2. The Director of Audit, Central Revenues, New Delhi.
3. The Director of Audit, C.W. & M, New Delhi.
4. File No. G-19011/1/80-DDII-B.

Sd/-  
(Krishna Pratapa)  
Dy. Secy, to the Govt. of India.

**RAJ NIWAS DELHI- 54.**

A copy of letter No. N. 11011/2/80-LSG, dated 28th February, 1980 received from Shri V.S.Katara, Jt. Secretary to Govt. of India. Ministry of Works & Housing, New Delhi, regarding Slum Clearance. Improvement and allied Scheme and the Jhuggi & Jhompri removal Scheme, is enclosed below for information and necessary action.

Sd/-  
(Anil Bailjal)  
Secretary to Lt. Governor  
29.2.1980

1. Chief Secretary, Delhi.
2. Vice Chairman, DDA.
3. Secretary (LSG)
4. Commissioner, MCD.

## **DELHI ADMINISTRATION, DELHI**

### **Local Self Government Department**

**No. LSG (Vol. IIL/4171) Dated the 14th May, 1980**

#### **OFFICE ORDER**

In pursuance of Govt. of India, Ministry of Works & Housing Letter No. 11011/2/80-LSG dated 20th February, 1980 the Lt. Governor of Delhi is pleased to order the transfer of Slum Clearance, Improvement and Allied Schemes and the Jhuggi Jhompri removal Scheme from the Municipal Corporation of Delhi to the D.D.A. w.e.f. 15.5.80. The transfer of staff of the Slum and J.J.R. Department will be in accordance with the following directions:—

- (i) The Slum Department will be maintained as a separate entity and its staff will not be merged with the DDA main staff. The service matters of the Slum Deptt. will be the concern of the Slum Estt. headed by the Director (Slum & JJ) under the overall direction and control of V.C., DDA.
- (ii) Such regular staff as were transferred with the Slum Department on 1.4.78 to the MCD will now be transferred with the Slum Department to the DDA. Also such staff as have been directly recruited at the lowest and initial levels in the Slum Department after 1.4.78 will be transferred with the Slum Deptt. to the DDA. All additional staff posted from the MCD General Wing to the Slum Deptt. will revert to the MCD before, transfer of the Slum Deptt. to the DDA.
- (iii) Such regular staff of the JJR Department as were transferred to MCD on 1.4.78 will now be transferred with the JJR Establishment to the DDA. This will include the regular sanitation staff transferred with the JJR Establishment vide order No. PA/D(P)/78/30-II dated 31.3.78. All such regular staff will form part of common cadre of the DDA. Also such staff as have been directly recruited in the JJR Establishment after 1.4.78 will stand transferred with JJR Establishment to the DDA and their inter-seniority determined in the relevant category of the DDA as per rules. Such persons as are on deputation with the JJR Establishment will revert to their parent establishments before transfer of JJR Establishment to the DDA.

- (iv) Work charged and daily wages staff as were transferred by the Engineering and Horticulture Departments of the DDA also with Slum and JJ Establishment on 1.4.78 and are still in the service of these departments, will be transferred along with their relevant establishments to the DDA. The responsibility for ensuring such transfer will be that of Chief Engineer; DDA and Director (Hort.), DDA who will for the purpose consult the concerned Accounts Officers of the Slum and JJR Estt. with regard to the precise number of such staff transferred on 1.4.78 to the MCD.
- (v) All the assets and liabilities of the Slum and JJR Scheme as on 15.5.80 will stand transferred to the DDA and the concerned departments of the DDA and the MCD will prepare inventories of assets and liabilities jointly, and the decision of the Lt. Governor of Delhi will be final with regard to any disputes that may arise.

The order of transfer of the Slum and JJR Establishment will also take effect from 15.5.80.

Sd/-  
(W. Shaiza)  
Secretary (LSG)  
Delhi Administration, Delhi.

Dated the 15th May, 1980

Copy to:

1. Shri V.S. Ailwadi, Vice-Chairman, DDA, Vikas Minar, New Delhi.
2. Shri J. N. Singh, Commissioner, MCD, Town Hall, Delhi.
3. Shri V.S. Katara, Joint Secretary to the Govt. of India, Ministry of Works & Housing, Nirman Bhawan, New Delhi.
4. The Secretary, M.H.A. New Delhi
5. J.S.(L&H)
5. The Director of Audit, Central Revenues.
6. The Director of Audit, C.W.&M, New Delhi.
7. Dy. Commissioner (Slum), MCD Jhandewalan, New Delhi.
8. Secretary to the Lt. Governor, Raj Niwas, Delhi.

Sd/-  
(W. Shaiza)  
Secretary (LSG)  
Delhi Administration,

Delhi

No. D/170/AC/11Q/80

Dated the 16-5-80

**DELHI DEVELOPMENT AUTHORITY SLUM WING**

**Copy forwarded to all heads of departments for information & necessary action.**

Sd/-

All concerned

A.C.(HQ)

R.V. Pillai

Govt. of India

Additional Secretary

Ministry of Urban Development

Dated New Delhi-110011, the 21.1.83

Dear Shri,

Secretary, Urban Development, took a meeting yesterday in the context of queries raised by the PAC on the utilisation of grants by the Slum Wing of the DDA for the years 1980-81 to 1987-88. The meeting was attended on behalf of Delhi Administration by the Finance Secretary and the Secretary (Urban Improvement).

2. During the course of the discussions, it was noted that upto 1986 the Delhi Administration used to release funds for slum improvement to the DDA, but this procedure was changed thereafter and funds were released directly to the Commissioner (Slums). It could not be substantiated as to why this procedure was changed and whether the Commissioner (Slums) in the DDA enjoyed the necessary financial powers to directly receive funds and to spend them without the approval of the Authority. It may also be recalled that with reference to the Special Audit on the Slum Wing carried out on your orders, VC, DDA has been of the view that Commissioner (Slums) reporting directly to Delhi Admn. did not come under his control. It is this Ministry's view that funds released for slum improvement being part of DDA, budget grants should be appropriately released to the DDA and the established financial procedures of the DDA have to be undergone before funds are utilised by Commissioner (Slums) for slum improvement programme. I would request that necessary instructions are issued to the concerned departments of Delhi Administration, as well as to the VC, DDA.

3. It is also reiterated in the above context that the commissioners in charge of the Slum Wing in the DDA should function under the supervision and control of VC, DDA for day to day administration as also for execution of the Plan Schemes. The Schemes relating to slums and JJ clusters should be executed by the Slum Wing of DDA with the formal approval of the DDA. This arrangement will obviously operate till a decision is taken on restructuring the DDA and determining the organisation for implementing schemes relating to slums and JJ clusters. Necessary instructions in this regard may also be issued.

With best regards.

Yours Sincerely,

Sd/-

(R.V. Pillai)

Shri Markandey Singh,  
Lt. Governor,  
Raj Niwas,  
DELHI.

- cc: 1. Shri R.K. Takkar, Chief Secretary, Delhi Admn.,  
5, Sham Nath Marg, Delhi.  
2. Shri Cecil Noronha, Vice Chairman, DDA,  
Vikas Sadan, New Delhi.

Sd/-  
(R.V. Pillai)  
Additional Secretary  
(UD)

R.K. Takkar  
Chief Secretary

D.O. No. F-12/4/74/W/Vol.II/227  
5, Sham Nath Marg  
Delhi-110054

Dated 22nd January, 1992

I am to draw your kind attention to Government of India, Ministry of Works and Housing communication dated 28.2.1980 (copy enclosed) addressed to Lt. Governor, Delhi which clearly stated that "it has been decided to entrust the execution of the Slum Clearance Improvement and allied Schemes and the Jhuggi & Jhompri Removal Scheme to the Delhi Development Authority, and that the details of the implementation of this policy will be worked out in consultation with you".

2. In pursuance thereof, Delhi Administration ordered the transfer of the Slum Clearance, Improvement and Allied Schemes and the Jhuggi Jhompri Removal Scheme from the Municipal Corporation of Delhi to the DDA *w.e.f.* 15.5.1980 vide Delhi Administration Local Self Government Department Order No. F.12/4/74-LSG/Vol: III dated 14.5.1980. The Delhi Administration order clearly specified that the Slum Wing will function under the overall direction and control of the Vice Chairman, DDA. However the Slum Wing will have a "separate entity" so that its staff will not merge with the staff of the DDA. Additionally, the Delhi Administration order conveyed the following instructions:

(i) Such regular staff as were transferred with the Slum Department on 1.4.78 to the MCD will now be transferred with the Slum Department to the DDA. Also such staff as have been directly recruited at the lowest and initial levels in the Slum Department after 1.4.78 will be transferred with the Slum Department to the DDA. All additional staff posted from the MCD General Wing to the Slum Department will revert to the MCD before transfer of the Slum Department to the DDA.

(ii) Such regular staff of the JJR Department as were transferred to MCD on 1.4.78 will now be transferred with the JJR Establishment to the DDA. This will include the regular sanitation staff transferred with the



J.J.R. Establishment vide order No. PA/D(P)/78/80-N dated 31.3.78. All such regular staff will form part of a common cadre of the DDA. Also such staff as have been directly recruited in the JJR Establishment after 1.4.78 will stand transferred with JJR Establishment to the DDA and their *inter-se-seniority* determined in the relevant category of the DDA as per rules. Such persons as are on deputation with the JJR Establishment will revert to their parent establishments before transfer of JJR Establishment to the DDA.

(iii) Such Work-charged and daily wage staff as were transferred by the Engineering and Horticulture Departments of the DDA alongwith Slums and JJR Establishments on 1.4.78, and are still in the service of these two departments, will be transferred alongwith their relevant establishments to the DDA. The responsibility for ensuring such transfer will be that of Chief Engineer, DDA and Director (Hort.), DDA who will for the purpose consult the concerned Accounts Officers of the Slums and JJR Estt. with regard to the precise number of such staff transferred on 1.4.78 to the MCD.

(iv) All the assets and liabilities of the Slums and JJR Scheme as on 15.5.80 will stand transferred to the DDA and the concerned departments of the DDA and the MCD will prepare inventories of assets and liabilities jointly, and the decision of the Lt. Governor of Delhi will be final with regard to any disputes that may arise.

3. The DDA Act 1957 recognises only one DDA. There is no DDA(Slum) and DDA(Main). These two orders dated 28.2.80 and 14.5.80 read together contemplated that the Slum Wing of DDA is an integral part of the DDA and it will be governed by the rules and regulations pertaining to any other wing of the DDA for the execution of the Slum Clearance Improvement and Allied Schemes and the Jhuggi Jhomprri Removal Scheme.

4. It was in pursuance of this arrangement that (a) the Budget of the Slum Wing, DDA has invariably been placed before Authority under Section 24 of the DDA Act and Rule 8 of the Delhi Administration Budget and Accounting Rules 1958; and (b) Delhi Administration has been releasing funds for Slum Clearance and allied schemes on the same pattern as are released to the local bodies. Funds released for slum improvement from time to time, are part of the DDA Budget grants and the established financial procedures of the DDA have to be followed before these funds are utilised by Commissioner Slums or any other officer of the DDA for Slum Improvement programmes.

5. However, it has been observed that for some time in the past, DDA (Slum) has been formulating and submitting proposals in respect of the Slum Clearance and allied Scheme directly to the Delhi Administration without reference to the Authority, and without its prior approval.

Further, there have been instances of unauthorised expenditures by Slum Wing, DDA beyond budgetary allocations.

6. Therefore, I am to draw your attention to Ministry of Urban Development letter dated 21.1.92, and reiterate that:

- (i) Commissioner's, in charge of the Slum Wing in DDA shall function under the supervision and control of Vice-Chairman, DDA for day to day administration as also for execution of the plan schemes and for any other work relating to his charge.
- (ii) All the Schemes relating to Slums and JJ clusters shall be formulated and executed by the Slum Wing of Delhi Development Authority with the prior approval of Delhi Development Authority.
- (iii) Funds for Slum Improvement Schemes and any other budget grants shall be appropriately released by Delhi Administration to Delhi Development Authority and the established financial procedures of the DDA shall be undergone before these funds are utilised by the Commissioner (Slums) or any other officer of DDA for Slum Improvement Programmes.
- (iv) The DDA shall regularly monitor the progress of implementation of all such schemes and shall also render the necessary accounts as per rules to Delhi Administration in respect of funds released by Delhi Administration.

7. This arrangement will continue to be in force till a decision is taken on the re-structuring of the DDA and the organization/agency determined for implementation of the schemes relating to Slums & JJ clusters.

Yours sincerely,

(R.K. TAKKAR)

Shri Cecil Noronha  
Vice Chairman, DDA,  
Vikas Sadan,  
New Delhi.

No. F. 12/4/74-LSG/UI/Vol.II/227

Dated: 22nd Jan, 1992

Copy to Shri R.K. Bhargava, Secretary, Ministry of Urban Development, Government of India, Nirman Bhawan, New Delhi.

Sd/-  
(MEENAKSHI DATTA GHOSH)  
Secretary (UI)

### APPENDIX III

(Vide Para 30)

*Note on appointment of "competent authority" under the Slum Clearance Act.*

Section 2(C) of the Slum Areas (Improvement and Clearance) Act, 1956 reads as follows:—

"Competent Authority means such Officer or authority as the Administrator may, by notification in the Official Gazette, appoint as the Competent Authority for the purpose of this Act".

Section 36(1) of the Slum Areas (Improvement and Clearance, Act, 1956 reads as follows:—

"Competent Authority means such officer or authority as the Administrator may, by notification in the Official Gazette, appoint as the Competent Authority for the purpose of this Act".

Section 36(1) of the Slum Areas (Improvement and Clearance) Act, 1956 provides that the Competent Authority may, by notification in the Official Gazette, direct that any power exercisable by it under this Act may also be exercised by such officer or the local authority as may be mentioned therein.

The Government of India (the then Ministry of Works and Housing) vide Order No. K-17011/19/71-UD III dated 11.2.74 issued orders transferring the Slum Wing from MCD to DDA. The orders stipulated that the Lt. Governor may also take further action to appoint a suitable officer of the Delhi Development Authority as the competent authority as the slum areas under the Slum Clearance and Improvement Act, 1956 has also to appoint the required officers and staff to handle these items of work in the DDA. Prior to the transfer of the Slum Wing to the DDA, it was the Commissioner, MCD, who was discharging the function of the competent authority. Some powers of the Competent Authority were further delegated by the Commissioner MCD to some of his Dy. Commissioners, Special Engineer (Slum & Housing), Asstt. Commissioner (Slums) and other Asstt. Commissioners. Notification regarding appointment of Commissioner (MCD) as competent authority was issued vide Delhi Administration Notification No. F.1(22)/57/LSG dated 15.6.1959.

Initially the L.G. Sectt. vide Office Order No. F.50(90a)/73/LSG dated 12.2.74 appointed Shri Jag Mohan the then VC, DDA, as Commissioner (Slums) in the DDA, in addition to his own duties as VC, DDA until

further orders. Subsequently, the Administrator issued Notification No. F.12(4)/LSG dated 19.2.74 appointing Shri P.P. Srivastava the then Commissioner (Slums) as the competent authority for the purpose of the said Act.

During 1978, Shri G.C. Srivastava was appointed as Dy. Commissioner in-charge of the Slum Wing. Accordingly a fresh Notification designating incumbent Dy. Commissioner issued in order to vest the powers of "Competent Authority". Accordingly a fresh notification was issued.

Thereafter Shri P. Chakraborty was appointed as Director (Slums) and put in-charge of the Slum Wing. Once again a fresh Notification was required vesting in the new incumbent the powers of the competent authority. Accordingly a notification dated 14.5.80 was issued vesting powers of competent authority in the office of the Director (Slums).

Thereafter the post of Director was upgraded to that of Commissioner (Slums). Meanwhile, there was a change of incumbent. Accordingly the powers of competent authority were to vest in the office of the Commissioner (Slums). A fresh notification dated 10.2.1986 was issued vesting the powers of Commissioner (Slums).

## APPENDIX IV

(Vide Para 35)

*Details showing the receipt of funds & expenditure against the plan scheme 'Slum Clearance Scheme' for the year 1980-81 to 1991-92 (upto Feb. 92).  
(Rs. in lakhs)*

S.No.	Year	Budgeted Provision by Delhi Admn.	Funds released	Funds Recd.	Exp. incurred	Balance	Remarks
1.	1980-81	50.00	50.00	50.00	79.27	(-)29.27	
2.	1981-82	150.00	250.00	250.00	184.20	36.53	
3.	1982-83	350.00	390.05	350.00	337.96	48.57	
4.	1983-84	425.00	435.00	475.05	309.66	213.96	
5.	1984-85	500.00	550.00	550.00	446.97	316.99	
6.	1985-86	—	580.00	580.00	445.75	451.24	
7.	1986-87	—	—	—	241.47	209.77	
8.	1987-88	—	—	—	124.56	85.21	
9.	1988-89	—	—	—	45.03	40.18	
10.	1989-90	—	—	—	28.45	11.73	
11.	1990-91 Slum I	—	—	—	45.73	(-)34.00	
	Slum-II	—	—	—	19.56	(-)19.56	(-)53.56
12.	1991-92 Slum I	—	—	—	—	(-)34.00	
	Slum II	—	—	—	2.93	(-)22.49	(-)56.49
	(upto Feb. 92)			2255.05	2311.54	(-)56.49	

*Details showing the receipt of funds & expenditure incurred there against the plan scheme 'Environmental Improvement in Slum Areas' for the year 1980-81 to 1991-92. (Upto Feb. 92)*  
(Rs. in lakhs)

S.No.	Year	Budgeted Provision by Delhi Admn.	Funds Released	Funds Recd.	Exp. Incurred	Balance	Remarks
1.	1980-81	100.00	200.00	200.00	161.68	38.32	
2.	1981-82	200.00	300.00	300.00	18.40	319.92	
3.	1982-83	205.00	205.00	205.00	187.53	337.39	
4.	1983-84	290.00	305.00	305.00	360.20	282.19	
5.	1984-85	400.00	550.00	575.00	496.97	360.22	
			(+)25.00				
6.	1985-86	400.00	500.00	500.00	477.69	387.53	
7.	1986-87	500.00	550.00	550.00	422.71	509.82	
8.	1987-88	550.00	600.00	600.00	443.72	666.10	
9.	1988-89	600.00	124.48	124.48	219.78	570.80	
10.	1989-90	400.00	19.78	19.78	146.28	144.32	
					299.98		
11.	1990-91 Slum I	200.00	36.28	36.28	173.98	6.62	
	Slum II		122.00	122.00	37.71	84.29	90.91
12.	1991-92 Slum I	—	—	—	0.30	6.32	
	(Upto Feb. 92)						
	Slum II	200.00	200.00	100.00	108.28	76.01	82.33
				3637.54	3555.21	82.33	

*Details showing the receipt of funds & expenditure incurred thereon against the plan scheme Development of plot for Self housing 'Housing for Eco. Weaker Section' for the year 1980-81 to 1991-92*

(Rs. in lakhs)

S.No.	Year	Budgeted Provision by Delhi Admn.	Funds Released	Funds Recd.	Exp. Incurred	Balance	Remarks
1.	1980-81	—	—	—	—	—	
2.	1981-82	—	—	—	—	—	
3.	1982-83	—	—	—	—	—	
4.	1983-84	—	—	—	—	—	
5.	1984-85	—	—	—	—	—	
6.	1985-86	392.00	392.00	392.00	—	392.00	
		425.00	425.00	425.00	—	425.00	
		(Loan)					
7.	1986-87	692.00	765.40	765.40	0.38	1157.02	
						425.00	
8.	1987-88	—	—	—	0.27	1156.75	
						425.00	
9.	1988-89	—	—	—	—	1156.75	
					0.08	424.92	
10.	1989-90	—	—	—	—	1156.75	
						424.92	
11.	1990-91	—	—	—	—	1156.75	
						424.92	
12.	1991-92	—	—	(-)1582.40	—	(-)0.73	Ra. 1582.40 has been refunded to Delhi Admn. during Feb.- March, 92
		-Nil-		0.73		(-)0.73	

**APPENDIX V***(Vide Para 51)**Details of plan schemes where the expenditure has been over-spent upto 1991-92  
(February, 1992)***(Rs. in Lakhs)**

S.No.	Name of the Scheme	Amount Over-spent	Remarks
1.	Environmental Improvement in JJ Clusters	1026.87	Scheme transferred to M.C.D. w.e.f. 29.10.91
2.	Structural Improvement of Katras	139.84	Scheme now with Commr. (S&JJ)-II
3.	Const. of Night Shelters	60.78	-do-
4.	Slum Clearance Scheme	34.00	-do-
5.	Pdg. Built-up facilities, Community Halls, Basti Vikas Kendras etc.	86.86	
6.	Construction of Pay & Use Jansuvidha Complexes	69.10	Scheme transferred to M.C.D. w.e.f. 29.10.91
7.	Horticulture works/Plantation of trees	89.73	
8.	Publicity Programme	13.26	
9.	Planning & Monitoring	22.31	
10.	Research & Innovation	9.70	
11.	Work space for informal sector	116.92	
12.	Upgradation of Slum/JJCs	1.48	
13.	Site and services, Relocation of Jhuggie families	174.36	
<b>Total:</b>		<b>1845.21</b>	



## APPENDIX VI

### STATEMENT OF OBSERVATIONS/RECOMMENDATIONS

Sl. No.	Para No.	Ministry/ Deptt.	Observations and Recommendations
1	2	3	4
1	133	Urban Development	The Slum Wing of Delhi Development Authority is responsible for improving the quality of life of slum and Jhuggi Jhopri dwellers in the Union Territory of Delhi by undertaking programmes and implementing policies concerning extension of minimum basic facilities required for human living. The DDA (Slum) aims at providing shelters to the shelterless, residential units to the slum dwellers and economically weaker sections etc. The three specific schemes relating to Slum Clearance and Improvement of Slums, Environmental Improvement in Urban Slums and construction of Flats for Economically weaker sections and providing developed plots for Self-housing included in the Audit Para under examination come under the purview of Slum Wing of the DDA.
2	134	-do-	The Slum Wing headed by Commissioner (Slums), is primarily responsible for implementation of the scheme within the ambit of the Slum Area (Improvement and Clearance) Act, 1956, and allied schemes of Government of India/Delhi Administration. The Scheme of Slum Clearance and Improvement which forms part of the Delhi Plan Schemes is funded by the Delhi Administration but executed by the Central Government through the Delhi Development Authority.

1	2	3	4
3.	135	Urban Development	The execution of the Slum Clearance, improvement and allied schemes and the Jhuggi Jhopri removal scheme was transferred from the Municipal Corporation of Delhi to Delhi Development Authority w.e.f. 15.5.1980 by the Delhi Administration in the specific directive issued by the then Ministry of Works & Housing in February 1980.
4.	136	-do-	The Committee were informed during evidence by the Secretary, Ministry of Urban Development that "the Slum Wing has become an orphan child and we still do not know whether it is functioning under the Vice-Chairman, DDA or the Delhi Administration." In view of duality of control by the Delhi Administration and the Vice-Chairman, DDA, the Slum Wing DDA had been functioning independently and evading accountability as neither of the two Organisations had complete information regarding the functioning of the Slum Wing. The Committee were also informed that in view of this situation a formal order reiterating the earlier order of 1980 was issued in January 1992 stating that "the Commissioners in charge of the Slum Wing in DDA shall function under the supervision and control of Vice-Chairman, DDA for day to day administration as also for execution of the Plan Scheme and for any work relating to his charge."
5	137	-do-	The Committee are unable to appreciate the necessity for issuing the above mentioned order. The 1980 order clearly provided for transfer of the Slum Wing from MCD to DDA retaining it as a separate entity for staff purposes only. Even in regard to service matters it clearly provided that the Slum Deptt. would be the concern of the Slum establishment headed by the Director (Slum & JJ) under the overall

1	2	3	4
			<p>direction and control of V.C., DDA. In the circumstances. the Committee fail to understand as to how a doubt had arisen in regard to the Slum Wing being not an integrated part of DDA. The Vice Chairman, DDA admitted before the Committee that the Slum Wing was under his overall control and guidance and the recent order of 1992 need not have been issued. This is further strengthened by the Secretary of the Ministry of Urban Development who unequivocally stated that the Slum Wing is the responsibility of the DDA who should have monitored the schemes entrusted to it.</p>
6	138	<p>Urban Develop- ment</p>	<p>The Committee find that the Slum Wing had been functioning against all established norms and procedures. It was formulating and submitting proposals in respect of slum clearance and allied schemes directly to the Delhi Administration without reference to the DDA and without its prior approval. Further, as the budget of the Slum Wing forms part of the Budget of DDA, the funds for these schemes should have been released by the Delhi Administration to the DDA and the established financial procedures of the DDA should have been followed before these funds were utilised by the Commissioner (Slums) for these schemes. However surprisingly, the funds were released directly by the Delhi Administration to the Commissioner (Slums) from 1986 onwards although earlier the release of funds to the Slum Wing had been through DDA. The Committee could get no satisfactory explanation for this aberration from the established financial procedures from the Delhi Administration. The Committee cannot but deplore the manner in which the Slum Wing of the DDA has been allowed to function both by the Delhi Administration and the DDA and the abrogation of its responsibility by the Ministry of Urban Development in regard to the functioning of this Department. Neither DDA</p>

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			<p>cared to ensure proper implementation of the schemes and programmes of the Slum Wing nor the Delhi Administration evinced the desired interest in monitoring the progress made under the Schemes and the utilisation of funds which it was disbursing so as to ensure that the objectives of slum clearance and improvement are achieved. Instead, funds were being released on a continuing basis, even without obtaining utilisation certificates, basing the releases on demands from the Slum Wing. The Committee find that in the circumstances that existed, the Slum Wing of DDA extracted the maximum mileage without submitting itself to any authority and leaned on the Delhi Administration or the DDA as the exigencies demanded. The result has been unsatisfactory performance of the Slum Wing, financial irregularities, instances of unauthorised expenditure beyond budgetary allocations and crucial time was lost in improving the lot of the slum dwellers as detailed in subsequent paragraphs.</p>
7	139	Urban Development	<p>The Committee recommend that the reasons for the lapses on the part of both the DDA and Delhi Administration which adversely affected the performance of the Slum Wing during the last twelve years and the circumstances under which the Ministry allowed matters to drift without taking any remedial measures till the Committee called the officers of the Ministry and DDA for evidence should be gone into and the responsibility fixed.</p>
8	140	-do-	<p>The Committee were informed during evidence that the Slum Development would be removed from the DDA and be given an autonomous status for which a draft legislation submitted by the Delhi Administration was under consideration. The Committee desire that an early decision be taken in the matter and suitable guidelines drawn up to govern the functioning of this body so as to effectively</p>

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9	141	Urban Development	<p>implement the programmes of Slum Improvement.</p> <p>According to the Audit paragraph, out of the total loans and grants amounting to Rs. 66.26 crores received by DDA from Delhi Administration under the Schemes (i) Slum Clearance and Improvement of Slums (ii) Environmental Improvement in Urban Slums and (iii) Construction of Flats for Economically Weaker Sections and providing Developed Plots for Self-housing, an expenditure of Rs. 44.53 crores was only incurred during the period 1980-81 to 1987-88 leaving an unutilised balance amounting to Rs. 21.73 crores which is almost 1/3rd of the total releases. The Audit Para has also highlighted that no separate account for loans and grants received and expenditure incurred therefrom were prepared by the DDA. Subsequently, the audit informed the Committee that the unspent balances worked out to Rs. 25.95 crores, while according to the information furnished by the Ministry of Urban Development to the Committee the amount of these unspent balances as on 31.3.1988 was Rs. 23.33 crores. According to the Ministry of Urban Development, these errors were fundamentally clerical and due to oversight. The explanation furnished by the Ministry is hardly convincing. The Committee are of the view that the discrepancies in figures given above cast a serious reflection on the manner in which records are maintained in the DDA and Delhi Administration and the careless and perfunctory approach by the DDA, Delhi Administration and the Ministry in furnishing information desired by the Committee.</p>
10	142	-Do-	<p>They would like to point out in this connection that the Audit paragraph relating to Slum Clearance and Improvement of Slums and Economically Weaker Sections Housing Programme was selected for detailed examination by the Public Accounts Committee in 1989 and a list of questions for eliciting</p>

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			<p>advance information on the subject sent to the Ministry of Urban Development on 4th August, 1989 requesting them to furnish requisite information by 31st August, 1989. The replies were however, received only on 11th December, 1991. i.e. after a lapse of more than 2 years. These replies though inordinately delayed were still incomplete in certain respects and it was in pursuance of the specific directions of the Committee on 23.1.1992, that the complete information was made available on 14th February, 1992. That the information furnished to the Committee even after the lapse of more than two years was still full of discrepancies is a sad commentary on the functioning of the concerned department. The Committee cannot but help recording their displeasure over the scant regard shown by the Ministry and the Department concerned in compiling and transmitting information required by the Committee. They hope that in future there would be proper scrutiny and promptness in furnishing information desired by the Committee.</p>
11	143	Urban Development	<p>The Committee find that the Slum Wing has not utilised almost 1/3rd of the total releases on account of the scheme of construction of flats for economically weaker sections and providing developed plots for self-housing not being approved and because of certain operational bottlenecks in the implementation of the other programmes. They regret to note that in respect of the Scheme relating to construction of Flats for Economically Weaker Sections and providing developed plots for self-housing, funds to the tune of Rs. 15.82 crores were released by Delhi Administration during 1985-86 and 1986-87 though the scheme had not been approved and was still under the consideration of the Government. The Committee are unable to accept the plea of the Delhi Administration that a large amount of Rs. 15.82 crores was</p>

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released before approval of the scheme to initiate the preliminary steps including acquisition of land. The Committee are deeply distressed to note that during the meeting convened by Chief Secy. Delhi Administration on 2.12.1988, a directive was given to DDA to refund this amount within two months, that Slum Wing continued to retain this amount unauthorisedly in flagrant violation of the prescribed procedure according to which the unspent balances have to be either refunded to the sanctioning authority or else their approval for retaining the same needs to be obtained. The Committee also find that unspent amount had been kept in fixed deposits by DDA which is a breach of terms and conditions governing the grants, as stipulated in the General Financial Rules. Further, this refund had been delayed despite repeated reminders from Delhi Administration and it was only after a directive given by the Ministry and the issue raised by the PAC at the time of oral evidence on 23.1.1992 that funds were refunded during February/March 1992. The plea of the Commissioner, (Slum Wing) that "in retrospect, I would have given that money but at the same time the lingering apprehensions in my mind were about the liquidity of the Department which I was heading that it would have absolutely gone into financial problems" is untenable particularly when the slum Wing had substantial balances in the banks i.e. Rs. 2482 lakhs in March, 1988, Rs. 3685 lakhs in March 1989 and Rs. 3734 lakhs in March, 1990. The amount of Rs. 1582.40 lakhs was finally refunded by the Slum Wing, DDA to Delhi Administration in five instalments paid on 21.2.92, 27.2.92, 9.3.92, 13.3.92 and 28.3.92. The statement made by Secretary of the Ministry that the issue of refund would have still continued but for the observations of audit and the PAC being seized of it is clearly indicative of the mishandling of the financial

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			<p>matters by the Slum Wing and the DDA. The Committee were also informed that the funds were refunded partly by encashment of fixed deposits for Rs. 981.75 lakhs and the balance amount of Rs. 600.65 lakhs from the funds received for plan schemes from Delhi Administration on 27th March 1992. they disapprove of the manner of refunding the amount whereby implementation of approved schemes might be affected.</p>
12	144	Urban Development	<p>The Committee are inclined to conclude that there has been a deliberate attempt on the part of the DDA (Slum wing) in withholding the unutilised funds sanctioned for a scheme which was not eventually cleared by the Government and strongly disapprove the recalcitrant attitude adopted by the DDA, slum wing in the matter. They also seriously view the action on the part of Slum Wing, DDA to invest the unspent funds in short term deposits without any approval of the Government. The Committee have been informed that the Lt. Governor of Delhi has already been requested by the Ministry to fix responsibility in this regard. The Committee desire that the entire matter be thoroughly examined expeditiously with a view to fixing responsibility at all levels.</p>
13	145	-Do-	<p>The Committee note that no separate account under loans and grants in respect of the individual schemes of Slum Clearance is maintained. Also the slum Wing of the DDA has been only preparing receipt and payment accounts reflecting the overall position in respect of plan funds and DDA's own funds without the supporting explanatory memorandum/statement. The Special audit Report that went into the functioning of the DDA in 1991 has indicated that no reasons have been assigned by DDA for not following the procedure laid down in the DDA Budget and Accounts Rules 1982. The Committee desire that the maintenance of accounts and</p>



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			preparation of balance sheet be done as per the procedures that have been laid down.
14	146	Urban Development	<p>According to the Ministry of Urban Development, an amount of Rs. 13.13 crores upto 31.3.1991 on account of outstanding instalments of loan under the scheme 'Slum Clearance and Improvement of Slums' has become payable by Slum Wing, DDA. Out of this, Rs. 4.74 crores represents instalments of principal and Rs. 8.39 crores being normal interest plus penal interest on over-due instalments as no instalment has yet been paid. According to DDA, the entire amount was utilised for construction of slum tenements for slum dwellers. An expenditure of Rs. 4.98 crores is claimed to have been incurred on the maintenance during the years 1980-91 and another sum of Rs. 2.32 crores was spent on individual plumbing of slum tenements to provide independent water meters before transfer of lease-hold rights to slum dwellers. It has been further stated that DDA found it difficult to enforce recovery of instalments and interest because of the problem of recovery of licence fee from allottees belonging to weaker sections and due to pressures beyond their control. The Committee have been informed that because of lack of resources and slow liquidation of tenements, the DDA would submit a proposal to Delhi Administration and Government of India to seek conversion of this amount of outstanding loan into grant subject to the provision that the future recovery by way of liquidation will be remitted to the Delhi Administration on quarterly basis. The plea of lack of resources for non-payment of loan instalments by the DDA does not carry conviction. While on the one hand the slum wing has been pleading lack of resources, on the other hand, massive amounts of unutilised balances have been deposited in banks from year to year without proper approvals. The</p>

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			<p>Committee are thus unable to appreciate lack of funds as the factor responsible for the outstanding loans. Scrutiny of the Special Audit Report of the Directorate of Audit, Delhi Administration reveals that in the light of the decision taken by the Government of India in 1984, DDA was required to stop maintenance of Tenements except the civic services by NDMCMCD but despite this an expenditure of Rs. 4.98 crores is claimed to have been incurred by DDA in this regard during the years 1980—91. Also a sum of Rs. 2.32 crores spent on individual plumbing of slum tenements to provide independent water meters before transfer of lease hold rights to slum dwellers are in contravention of the clear orders of Government of India.</p>
15	147	Urban Development	<p>The Committee cannot help concluding that the portion of the amount of Rs. 7.30 crores specified above expended after 1984 has been incurred in violation of the decision taken by the Government of India in 1984 and are of the view that there is no <i>locus standi</i> on the part of the DDA to go in for conversion of overdue instalments of loans into grants which will only imply placing a premium on mismanagement of financial resources and contribute to unapproved spending.</p>
16	148.	-Do-	<p>The Slum clearance and improvement of slums had been under execution since 1956-57 and initially this was by the Municipal Corporation of Delhi. Under the scheme, selected areas were to be earmarked for clearance after a survey of the slum areas, the buildings which were dangerous were to be demolished, the areas cleared and be utilised for providing community facilities. The residents of such buildings were to be provided with flats on licence fee basis in the various slum/rehabilitation colonies. About 2200 hectares of area in Delhi has been designated as slum area from time to time since 1956 onwards. Against</p>

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			<p>a physical target of 5850 flats for the period 1980-85 a total of 6474 flats were constructed upto 31.3.1988. Additionally the work relating to construction of 1096 flats located at Jahangirpuri (288), Tilak Vihar (608) and Sangam Park (200) was in progress as on 31.3.88. Out of 6474 flats constructed during the period 1980-88 for allotment to the families residing in properties/Katras declared dangerous and unfit for human living, the Committee find that 1884 tenements were awaiting allotment as on 31.12.91. The various criteria applied by DDA to attract residents to accept the constructed tenements could not evoke the requisite response from them. The main reasons, according to DDA for these tenements lying vacant were sentimental, economic and ancestral attachment with the areas and flats apart from the intention of residents to take greater advantage by not accepting the original flats as per the policy in vogue of providing one additional flat to a family having more than 5 members with a married male member or a widowed daughter. The Committee have now been informed that the DDA was considering further liberalisation of the conditions of eligibility of allotment of tenements constructed under slum clearance scheme and the detailed proposals have been placed before the authority for their consideration.</p>
17.	149	Urban Development	<p>The Committee are dissatisfied with the efforts made on the part of the DDA to allot the remaining 1884 flats which has been allowed to remain vacant for such a long time since construction. This according to the Committee has not only resulted in dead investment but also affects the security of the families living in dangerous properties. The Committee desire that all necessary steps in this regard should be taken expeditiously so that the families affected</p>

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18	150	Urban Development	<p>by the slum clearance operations are suitably rehabilitated as early as possible.</p> <p>Yet another case illustrating the pathetic and miserable state of working of Slum Wing, DDA is the inordinate and unusual delay in the construction of 1024 flats initiated in June, 1984. While normal time required for completing the construction of any housing complex was 12—18 months, it is a matter of deep concern that these houses could not be completed even by November 1988 i.e., after more than 4 years of starting construction. On the basis of the information now furnished by the Ministry of Urban Development, the Committee are distressed to find that 488 of these 1024 flats still remain to be completed. The Committee desire that the reasons for the inordinate delay be looked into and remedial measures taken.</p>
19	151	-Do-	<p>Out of the 488 flats yet to be completed, 200 flats at Sangam Park have been under litigation since August, 1982 and 288 slum tenements at Jahangir Puri have been trespassed. What is more disturbing is the fact that a number of Delhi Police Personnel have also trespassed apart from the other trespassers. The Committee take a very serious view of the situation and recommend that apart from getting the trespassers at Jahangir Puri evicted, Ministry of Home Affairs/Delhi Administration should be approached to take appropriate action against the Delhi Police Personnel involved in this case. In the opinion of the Committee, this illegal act would have not been possible without the connivance of the officials of the Slum Wing who were responsible for the maintenance and supervision of this complex. The Committee recommend that the question of involvement of these officials of the Slum Wing in this case should be thoroughly examined and stringent action taken against such officials for dereliction of their duty.</p>

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20	152	Urban Development	<p>The Committee note that as against the actual construction of 1416 flats under the slum clearance scheme during 1983-84, the construction of 1540 flats was reported to Delhi Administration. The Ministry of Urban Development have conceded that it was an error in reporting for which Slum Wing of DDA was fully responsible. In the light of the fact that the number of flats constructed under this scheme had a bearing on release of funds, the Committee would like the matter to be enquired into with a view to finding out whether there was deliberate attempt on the part of the Slum Wing officials to present a misleading picture. The Committee would like to be apprised about the findings in this regard and hope that the Slum Wing, DDA would be careful and vigilant while furnishing such statistics in future.</p>
21	153	-Do-	<p>The Committee find that licence fee for the slum flats amounting to Rs. 2.09 crores was recoverable from occupants/allottees of slum tenements by the end of March, 1985. Against this, a sum of Rs. 0.68 crores was recovered during 1985-88 and Rs. 0.53 crores recovered during 1988-91, thus leaving an outstanding balance of Rs. 0.88 crores. The Ministry has contended that no action was possible against the defaulters as they belonged to indigent section of society which made initiation of coercive measures against them infeasible. The Committee desire that necessary measures be taken to recover the arrears of licence fee.</p>
22	154	-Do-	<p>The Committee note that of the 754 allotments made to the riot affected persons who owned properties in the Union Territory of Delhi only 16 riot victims have surrendered their properties to the Department. Initially it was contemplated that the properties surrendered by the riot victims would be taken over by the Delhi Administration and auctioned and in</p>

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			<p>lieu of these surrendered properties, tenement/flat would be allotted and the excess of proceeds returned to the owners. In view of this, the initial deposits were not insisted upon in the case of riot victim allottees who were property owners on the same analogy as widow allottees. However, this was later found infeasible as these properties either did not belong to the allottees or had been sold out or were not free from encumbrances. In view of the various legal and administrative difficulties involved in taking over of the properties of the property owners, in January, 1990 it was decided that riot victim property owners be treated at par with tenant category and an initial deposit of Rs. 3000/- be obtained from them and the balance recovered in instalments over a period of time. The matter was again reviewed in 1991 and the amount of initial deposit enhanced to Rs. 10,000/- taking into account the higher paying capacity of the property owners in comparison to the tenant category allottees. As of date an amount of Rs. 4.3 lakhs has been recovered from 43 allottees. The Committee trust that the notices issued to the riot victims will be monitored and the initial deposit collected expeditiously and in respect of others where notices are to be issued the same will be done without further delay and followed up.</p>
23	155	Urban Development	<p>The Committee are given to understand that a survey of all the properties/taken under the control of the Slum Wing is conducted for identifying dangerous katras/properties and those unfit for human living identified to be demolished.</p> <p>The Committee find that 90 properties were demolished as a result of 64 operations during 1980-88 and during the period 1988-1991, 365 properties have been declared dangerous by Slum Wing, DDA and PWD, Delhi Administration. Further in respect of properties</p>

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			<p>demolished no separate register showing the area of land, properties acquired and utilisation thereof was maintained. It has been stated that such a register showing the details of land and utilisation thereof is now being maintained. Of the total of 16197.95 sq. mts. of land, only 4342.51 sq. mts. has been so far utilised and the rest of the land to the tune of 11855.44 sq. mts. remained unutilised so far. DDA has not been able to furnish any valid reasons justifying the delay in utilisation of this large portion of land which clearly indicates lack of planning and purposeful approach on the part of DDA. It is needless to say that keeping vacant land for so long only invites encroachers and the consequent problem of evacuating them. The Committee desire that the Delhi Administration/DDA draw up a time bound programme for the utilisation of land acquired and meticulously follow the same. They also recommend that suitable measures be taken to demolish the remaining properties that have been declared dangerous for living.</p>
24	156	Urban Development	<p>The Committee further note that 365 properties have been declare as dangerous by Slum Wing, DDA and PWD, Delhi Administration during the period 1988 to 1991. Surprisingly only 5 of these properties have so far been demolished. The reason for delay in the demolition of these properties is that the property holders are bent upon to have allotment of one flat to each of the married male member in addition to the one to the head of the family which is against the present policy of allotment of maximum of 2 flats to each of the family. Another difficulty is stated to be the hesitation on the part of the property owners to shift to far off places where their clientele will not be willing to visit them. The Slum Wing is stated to have engaged the services of social workers of Delhi University for conducting survey, among other things, to find out reasons for their unwillingness to move from the existing dangerous sites. The</p>

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			<p>Committee hope that the DDA (Slum Wing) would make all efforts to resolve the difficulties urgently so that the demolition of the remaining 360 properties is taken up without any further delay. They would like to be apprised of the latest position in this regard.</p>
25	157	Urban Development	<p>The scheme of environmental improvement in Urban Slums envisages the provision of 7 basic amenities in Slum areas viz., water supply, sanitation, sewerage, roads, street lighting, public toilets and drains, based on the norms laid down by the Ministry of Works &amp; Housing on a per capita expenditure basis. This scheme was launched in 1972-73 as a Centrally sponsored Programme for improving the conditions of people living in the Slum Areas. The expenditure norm with a cost ceiling of Rs. 120/- per capita laid down by the Government of India in 1972-73 has been reviewed and increased from time to time and the present ceiling is Rs. 300/- per capita.</p>
26	158	-Do-	<p>Against the approved outlay of Rs. 26.45 crores for the scheme 'Environmental Improvement in Urban Slum' during the period 1980-81 to 1987-88, a sum of Rs. 32.35 crores was released to the Slum Wing, DDA. The Committee, however, find that the actual expenditure incurred on the scheme was only Rs. 25.69 crores. Further, against the targetted beneficiaries of 1254 lakhs under the scheme for the period 1980-81 to 1987-88 as per approved outlay, the number of actual beneficiaries was 1221 lakhs with a shortfall of 33,000 beneficiaries. According to DDA, the funds released could not be spent because of the inherent problems in the execution of development of such works. Thus, while the expenditure incurred was 79% of the funds released the physical achievement was 97%. In this context the basis on which Delhi Administration released funds to the tune of</p>



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			<p>Rs. 5.90 crores during 1980-88 over and above the plan outlay of Rs. 26.45 crores are not clear. Apparently, Delhi Administration did not scrutinise the request of DDA for additional funds on a scientific basis before acceding to the request of DDA. The Committee are unhappy to note that lack of proper scrutiny had blocked about Rs. 6 crores from being deployed on some other scheme that might have been affected on account of scarcity of funds.</p>
27	159	Urban Development	<p>The Committee are deeply concerned to further note that the project for the extension of minimum basic civic amenities under the scheme of 'Environmental Improvement in Urban Slums' involving an expenditure to the tune of Rs. 25.69 crores was executed by DDA, Slum Wing, in an <i>ad hoc</i> and unscientific manner without conducting any prior survey and fixing targets, etc. What is even more surprising is the fact that DDA has not even been able to provide information regarding areas covered or those excluded. The Committee cannot help observing that such a situation where <i>ad hocism</i> holds sway leaves scope for corruption and malpractices. Also, had the targets been fixed in a scientific manner, the beneficiaries under the scheme would have been much greater keeping in view the extent of funds that were available with the authorities. The Committee strongly deprecate such a perfunctory approach on the part of the authorities and recommend that execution of such schemes in future should be done in a planned and scientific manner. The Committee also recommend the DDA to initiate necessary action to compile all relevant information and maintain necessary records relating to fixation of targets, areas identified, achievements, expenditure incurred area-wise etc., so that release of funds will be more realistic and in keeping with the actual requirements. The Committee stress the need for necessary</p>

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			documentation and suggest regular monitoring of the scheme in terms of the objectives envisaged in order to assess the progress made under the scheme.
28	160	Urban Development	<p>The Committee note that in the Seventh Five Year Plan (1985-90), an outlay of Rs. 26.80 crores was approved for the construction of 9,000 dwelling units for economically weaker sections. An outlay of Rs. 26 crores was also approved in the Plan period for a related scheme i.e. development of about 26,000 plots containing basic facilities for self help housing for economically weaker sections including scheduled castes and squatters. The detailed project reports relating to these two schemes were submitted to the Ministry of Urban Development for approval in October, 1985. The Ministry after almost one year decided (September, 1986) that both the schemes might be integrated as a single unified scheme by which 45,000 developed plots could be allotted to the EWS families. The Ministry again took another 20 months and in June 1988 submitted a note on the integrated project received from Delhi Administration to the Cabinet for their approval. Meanwhile, the Delhi Administration had already released about Rs. 15.82 crores to the Slum Wing of DDA in 1985-86 and 1986-87 to acquire land and initiate the preliminary steps for executing these schemes. According to the Ministry, a final view to drop the integrated project was taken as the scheme had not been cleared even by January 1990 while it was to form part of the Seventh Plan (1985-90) and another similar scheme was on the anvil for consideration in the 8th Plan period. Subsequently, while furnishing post evidence information the dropping of the scheme during the Seventh Plan has been attributed to the non-identification of target group of beneficiaries for the allotment of developed plots.</p>

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29	161	Urban Develop- ment	<p>The shifting stands of the Ministry as to why the scheme was ultimately dropped give a dismal picture. The Committee are unable to appreciate the inordinate delay initially in processing the schemes by the Ministry for Cabinet approval and thereafter in resubmitting to the Cabinet the full package of measures to solve the problems of housing in urban areas as desired by the Cabinet. They see no reason as to why the issues of identification of target group or availability of land could not be decided expeditiously. Apparently, the Ministry lacked clear perception of how the schemes could be formulated and operationalised and in the process, lost a whole plan period to execute the schemes while the objective of the Government to give assistance for the housing remained a distant goal with the problems of shelter for the lower strata steadily aggravating. The Committee desire that the Ministry draw up a clear perspective plan in respect of relocation of JJ clusters so as to achieve the objectives set without undue wastage of time.</p>
30	162	-Do-	<p>The Committee regret to observed that out of 1194.96 acres of land acquired for construction of flats, 71 acres was lying vacant out of which 48 acres had been encroached upon. The encroachment on 31.46 acres of this land is by six Jhuggi clusters. For the remaining portion of encroached land (17 acres), the action under Public Premises (Eviction) act is stated to have been initiated. It is strange that no plan has yet been chalked out for the development of 71 acres of vacant land. This clearly reveals that there is absolutely no perspective planning for the development of the vacant land. The delay in developing the vacant land unnecessarily puts pressure on the land owning agencies to take steps to avoid encroachment and to incur expenditure on the man-power deployed for security besides depriving the likely beneficiaries of the benefits which could be</p>

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			<p>accrued therefrom. The Committee recommend that a time bound programme for the early development of the vacant land should be drawn up and implemented without any further delay.</p>
31	163	Urban Development	<p>The Committee are concerned to note the gradual increase in number of Jhuggi-Jhopries in Delhi over the years. From a mere figure of 12,749 in 1951 the number of Jhuggis have increased to 98,709 in 1981, 1,71,000 in 1987 and to 2,59,344 in 1991. The number of Jhuggi-Jhompri clusters have also increased from 414 in 1983 to 929 in 1991. The Committee are unhappy to note that the detailed information regarding slums that have developed on the Government land or land owned by public bodies controlled by Government and those on private lands is not available either with the Ministry or with the DDA. The Committee are unable to understand as to how in the absence of such information the DDA and the other concerned agencies take action for removal of squatters from the public places or initiate follow-up action to provide slum tenements to them. The Committee desire that appropriate steps be taken to collect all the requisite information relating to the existence and proliferation of slums in Delhi and necessary remedial steps taken not only to check the proliferation of slums but also to liquidate the existing slums.</p>
32	164	-Do-	<p>The Committee are informed that the local bodies like MCD and NDMC remove the squatters from the Municipal lands. As regards the Public lands, the land owning agencies are responsible for removing the squatters from their respective land pockets. DDA, the land owning agency, have regular programme for removal of squatters and demolition etc., through their enforcement agency. During the last one year, 6304 demolitions have been</p>

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			<p>carried out and 286 acres of land have been reclaimed by DDA. The Committee are given to understand that regular patrolling is conducted to prevent the growth of new slums and demolition operations are carried out with the help of the local police. Strict instructions are stated to have been issued to the land owning agencies to maintain vigil and to take preventive action in respect of encroachment/unauthorised occupation of public land under their jurisdiction.</p>
33	165	Urban Development	<p>In view of the gradual but steady increase both in the number of jhuggi jhompri clusters and the actual number of jhuggi-jhomprics, the Committee are inclined to believe that the programmes formulated by the DDA/Delhi Administration in the sphere of slum development have not been properly planned and executed. The Committee feel that timely and affective measures to prevent encroachments and unauthorised construction is a necessary pre-requisite. Proliferation of unauthorised structure and subsequently their demolition is avoidable particularly when detailed guidelines are there with the Delhi Administration/DDA. The Committee recommend that the Delhi Administration/DDA should review their guidelines, modify them wherever necessary, strictly enforce the same and take penal action against those who collude or connive with the encroachers on public land.</p>
34	166	-Do-	<p>The Committee are constrained to observe that no study has so far been conducted to find out as to how the growth of the slums can be restricted in the city. Such a study would have helped the Government to take suitable remedial steps. However, the emergence of the slums can generally be attributed to rapid urbanisation, inadequate development of small and medium towns, migration to the urban areas from different parts of the country etc. The Committee recommend that Ministry should document the results of the studies</p>

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			<p>on slums conducted by the Research Organisations/State Government agencies in other metropolitan cities like Bombay for tackling the growth of slums in Delhi. They should also take up with the various other concerned Government Departments the question of speedy development of the National Capital Region so that the areas around Delhi could be developed adequate at the earliest with a view to discouraging migration of people to Delhi from the peripheral areas in future.</p>
35	167	Urban Development	<p>Although several crores of rupees have been spent on the different schemes being executed by the Slum Wing, the Committee are surprised to find that no evaluation of these schemes has ever done by any Government agency till the period of the Audit Report with a view to determining the extent to which the aims and objectives of the schemes have been achieved. It is also strange that while budgetary allocations have been made annually, the DDA/Delhi Administration have not reviewed the manner in which the schemes have been implemented and the targets set have been achieved. The Committee strongly deprecate the total apathy on the part of the Ministry of Urban Development, Delhi Administration and above all the DDA in this regard. They are now informed that the Delhi Administration has created an 'Urban Improvement Department' in February, 1990 for effective control on the work of the Slum Wing and that the Planning and Monitoring Cell of that Department is stated to be taking up the review of all the schemes of Slum Wing. The Committee have also been informed that the review on schemes on 'Environmental Improvement in JJ Clusters' and 'In-situ upgradation of JJ Clusters' have already been completed and certain remedial measures initiated by Delhi Administration. The Committee hope that the review/evaluation of</p>

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			other plan schemes would be completed expeditiously. They would like to know the outcome of such evaluation alongwith conclusive action taken thereon.
36	168	Urban Development	The Committee note that the present incumbent to the post of Commissioner, Slums had moved a proposal for his absorption on the same post to which the Lt. Governor/Chairman, DDA had given his concurrence and the resignation of the Officer from Delhi Admn. had been accepted in November 1987. The Committee find it rather strange that the DDA has processed the case for absorption of a person on a particular post which is against the established procedure. The Committee need hardly point out that persons can be absorbed into the organisation where they are serving but not on a particular post as in the present case. The Committee, therefore, desire that the question of absorption of the present incumbent to the post of Commissioner, Slums on that post should be reviewed.
37	169	-Do-	The Committee have been informed that the Slum Wing had been consistently evading accountability by taking advantage of the duality of control under the DDA and the Delhi Administration with the result that neither of the organisations had complete information about its functioning. Further, the Slum Wing of the DDA had been resorting to excess expenditure on other schemes year after year over and above the budgeted allocations and at the same time depositing massive amounts of plan funds in the banks for other schemes. The Committee have also been informed that the above as well as other financial complaints received and adverse press reports compelled the Delhi Administration to conduct a special audit of the Slum Wing by its Internal Audit Team in respect of all the accounts relating to plan funds released by the Delhi Administration. The Special Audit Report

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			<p>submitted in 1991 has high-lighted several lapses and a number of financial improprieties in the functioning of the Slum Wing. The Report clearly brings out the financial irregularities of non refund of unspent balances, depositing these unspent amounts in fixed deposits year after year without approvals, non repayment of Government loans, diversion of resources to meet the expenditure over and above the budget allocation without proper approvals, improper maintenance of accounts, non reconciliation of accounts between the DDA Slum Wing and the concerned Departments, ultra-vire appointment and detention of deputationists etc. The Committee suggest that the Government may institute a high level enquiry by an independent authority to evaluate the functioning fo the Slum Wing including the findings that have emanated in the special Audit Report with a view to fixing of responsibility for the lapses, financial and other irregularities and for taking deterrent action against those found guilty.</p>
			<p>The foregoing paragraphs clearly reveal that:</p>
		—	<p>One-third of the total releases amounting to Rs. 23.33 crores remained unutilised;</p>
		—	<p>Release of funds to the tune of Rs. 15.82 crores by Delhi Administration even before the scheme was approved;</p>
		—	<p>Unauthorised retention of unspent balances and refund of the same only after receiving a directive from the Ministry and the issue raised by the PAC;</p>
		—	<p>Mismanagement of financial resources through unapproved spending on items like maintenance of tenements;</p>
		—	<p>Non-repayment of loan instalments;</p>
		—	<p>Financial improprieties in the functioning of the Slum Wing, DDA;</p>



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			<ul style="list-style-type: none"> <li>— Delay in construction of 488 out of 1024 flats constructed in June 1984 and non-allotment of 1984 out of 6474 flats constructed during 1980-88;</li> <li>— Delay in demolishing as many as 360 out of 365 properties declared dangerous during 1988-91.</li> <li>— <i>Ad hoc</i> and unscientific manner of expending resources under the scheme Environmental Improvement in Slums;</li> <li>— Absence of essential data relating to growth of slums, plan for land acquired for construction of flats etc.</li> <li>— Inadequate planning and improper execution of schemes under slum development;</li> <li>— Lack of review/evaluation of the schemes covered in the audit para; and</li> <li>— Duality of control by Delhi Administration and vice-Chairman, DDA, resulting in the Slum Wing functioning independently and evading responsibility.</li> </ul>

The Committee take serious note of the functioning of the Slum Wing, DDA, and the circumstances under which the Ministry, the Delhi Administration and the DDA allowed matters to drift ever more than a decade resulting in this chaotic state of affairs. They recommend that necessary action be taken and responsibility fixed in respect of the irregularities pointed out by the Committee and the findings that have emerged from the Special Audit Report. The Committee were informed that slum development would be removed from the DDA and be given an autonomous status for which a draft legislation submitted by the Delhi Administration was under consideration. The Committee desire that an early decision in this regard be taken and suitable guidelines evolved to govern the functioning of this body to effectively implement the programmes of slum improvement.