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**STANDING COMMITTEE ON
URBAN DEVELOPMENT
(2004-2005)**

FOURTEENTH LOK SABHA

MINISTRY OF URBAN DEVELOPMENT

'THE DELHI DEVELOPMENT AUTHORITY'

EIGHTH REPORT



सत्यमेव जयते

**LOK SABHA SECRETARIAT
NEW DELHI**

EIGHTH REPORT
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(2004-2005)
(FOURTEENTH LOK SABHA)
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'THE DELHI DEVELOPMENT AUTHORITY'

Presented to Lok Sabha on 2.8.2005

Laid in Rajya Sabha on 2.8.2005



LOK SABHA SECRETARIAT
NEW DELHI

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COMPOSITION OF THE STANDING COMMITTEE ON
URBAN DEVELOPMENT (2004-2005)

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28. Shri V.M. Sudheeran
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30. Shri Paradeep Yadav

**Nominated *w.e.f.* 17.7.2003 *vice* Shri Chinmayanand Swami.

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42. Vacant
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6. Shri A.K. Srivastava — *Committee Officer*

INTRODUCTION

I, the Chairman of the Standing Committee on Urban Development (2004-2005) having been authorised by the Committee to submit the Report on their behalf, present the Eighth Report on the subject 'Delhi Development Authority (DDA)' of the Ministry of Urban Development.

2. The erstwhile Committee on Urban and Rural Development (2003) had selected 'DDA' as a subject for examination and report. As DDA's functioning affects large number of people of Delhi, it was decided to invite views of the public on various aspects of its functioning. Accordingly, a Press Communique was released in electronic and print media. Two hundred and one memoranda were received by the Committee in response to Press Communique. Experts' views were also invited separately. All the memoranda received from the public were categorised *viz.* (i) individual complaints; (ii) general complaints; and (iii) suggestions. General complaints were further categorised under different categories covering various subjects. All the memoranda were sent to the Ministry of Urban Development/ DDA for their comments. The erstwhile Committee on Urban and Rural Development (2003) were also briefed by the representatives of Ministry of Urban Development and DDA. The tenure of the Committee on Urban and Rural Development (2003) expired on 31st December, 2003 and the examination of the subject remained inconclusive.

3. The Committee on Urban and Rural Development (2004) was reconstituted on 1st January 2004 and the Committee selected this subject again for examination and report. The tenure of the Committee on Urban and Rural Development (2004) lapsed on 6th February 2004 due to dissolution of Thirteenth Lok Sabha. However, during their short tenure they also undertook a study visit to Dwarka on 28.1.2004. The Committee on Urban and Rural Development (2004) had received comments from Ministry of Urban Development and DDA on the Memoranda sent to them by earlier Committee.

4. The Fourteenth Lok Sabha was constituted on 17 May 2004 and consequent thereafter, the Committee on Urban and Rural Development was bifurcated into two separate Committees *viz.* (i) Committees on Urban Development and (ii) Committee on Rural Development. The new Committee on Urban Development (2004-05) was constituted on 5th August, 2004 and they again selected the subject for examination

and report. The Committee further invited views of the public at large and Resident's Welfare Association through Press Communique released in electronic and print media on 10 December 2004. The Committee received about 150 memoranda this time. These memoranda were categorised and sent to the Ministry of Urban Development for their comments. They were also briefed by the representatives of Ministry of Urban Development and DDA on 21st December, 2004 on the functioning of various aspects of DDA. The replies of aforesaid memoranda were received by the Committee in May/June, 2005. During the intervening period, the Committee undertook two study visits to different parts of Delhi to inspect the various projects of DDA and to know the actual problems faced by the residents of DDA colonies. The area covered were (i) Vasant Kunj (ii) Rohini and (iii) Janak Puri on 5 January, 2005 and Mayur Vihar and Dilshad Garden on 27 January, 2005. The Committee were immensely benefited by the inputs given by the actual users of DDA Flats and feedback received from the aforesaid two visits and one earlier visit to Dwarka. The inputs received from the study visits have been suitably incorporated in the report in connection with the examination of the subject. They also convey their thanks to various individuals/experts and representatives of Resident Welfare Associations (RWAs) who had enlightened the Committee by their views and suggestions.

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

NEW DELHI;
29 July, 2005

7 Shrawana, 1927 (Saka)

MOHD. SALIM,
Chairman,
Standing Committee on Urban Development.

CHAPTER I

INTRODUCTORY

A. Objectives and Functions

1.1 India's Independence in 1947 and resultant migration of lakhs of people to Delhi, substantially increased the population of the City. The two local bodies at that time, namely, the Delhi Improvement Trust and Municipal Body were not adequately equipped to meet the housing requirement of the growing population in the City. The Union Government then appointed a Committee under the chairmanship of Shri G.D. Birla in 1950 to look into the matter. The Committee recommended a Single Planning & Controlling Authority for all the urban areas of Delhi. Consequently, the Delhi Development (Provisional) Authority—DDPA—was constituted by promulgating the Delhi (Control of Building Operations) Ordinance, 1955 with the primary objective of ensuring the development of Delhi in accordance with a plan. The Ordinance was replaced by the Delhi Development Act, 1957 on 30th December, 1957. Delhi Development Authority was then created under the provisions of the Delhi Development Act so as to promote and secure the development of Delhi according to Plan. The Master Plans and Zonal Plans formulated by Delhi Development Authority (DDA) as approved by the Union Government serve as the basic pattern of framework for development of Delhi. In simple words, the Charter of DDA, as ratified by Section 6 of the Delhi Development Act, 1957, lists the objectives of the Authority as:

- To formulate a Master Plan for covering the present and future growth of Delhi and to promote and secure the development of Delhi according to the plan covering all the possible activities.
- To acquire, hold, manage and dispose of land and other property.
- To carry out building, engineering, mining and other operations, and
- To provide services and amenities incidental to the above.

1.2 The Delhi Development Authority (DDA) is a body corporate constituted under the Section 3 of the Delhi Development Act, 1957.

It has a legal status with common seal and succession. The status of DDA is that it happens to be an instrumentality of the State, which can sue and be sued in its own name. As per Section 3 (3) of the Delhi Development Act, 1957, the 'Authority' consists of :—

- A Chairman who shall be the Administrator of the Union Territory of Delhi, *ex-officio*;
- A Vice-Chairman to be appointed by the Central Government;
- A Finance and Accounts member to be appointed by the Central Government;
- An Engineer member to be appointed by the Central Government;
- As and when the Municipal Corporation of Delhi is established , two representatives of that Corporation to be elected by the Councilors and alderman of the Corporation from amongst themselves;
- As and when the Metropolitan Council for the Union Territory of Delhi is constituted, three representatives of that Council to be elected by the members of the Council from amongst themselves and until that Council is constituted, three representatives of the Interim Metropolitan Council to be elected by the members of the Interim Metropolitan Council from amongst themselves;
- Three other persons to be nominated by the Central Government of whom one shall be a person with experience of town planning or architecture; and
- The Commissioner of the Municipal Corporation of Delhi, *ex-officio*.

1.3 The total members nominated by the Central Government in the Delhi Development Authority (DDA) comprise of Joint Secretary, Ministry of Urban Development; Member Secretary, NCR Planning Board; Chief Planner of Town & Country Planning Organization (TCPO) and Commissioner, Municipal Corporation of Delhi (MCD).

1.4 With the enactment of the Constitutional (Sixty-ninth Amendment) Act, 1991, the Union Territory of Delhi stood to be called the National Capital Territory of Delhi. Under article 239 of the Constitution of India, the Administrator of the National Capital

Territory of Delhi became the Lieutenant Governor. A Legislative Assembly of Delhi with a Council of Ministers under Articles 239 AA & 239 AB of the Constitution of India was created. Presently, 3 members of Delhi Legislative Assembly and 2 members of Municipal Corporation of Delhi are appointed as Board members of DDA. The Legislative Assembly of Delhi has powers to make laws in respect of all the 68 matters in the State list excepting public sector, police and land.

1.5 In accordance with the provisions made in Section 12 of the Delhi Development Act, 1957 no development of land shall be undertaken or carried out in any area by any person or body (including a Department of Government) unless that area is a development area and permission for such development has been obtained in writing from the Delhi Development Authority (DDA). Further, after the coming into operation of any of the Plans in any area, no development shall be undertaken or carried out in that area unless such development is also in accordance with such Plans i.e. the Plans of DDA. As per Sections 7 and 8 of the Delhi Development Act, 1957, Master Plans and Zonal Plans shall be prepared for development of Delhi. The Act requires the DDA to carry out a civic survey and prepare a Master Plan for Delhi.

B. Formulation of Master Plan

1.6 With the preparation of the First Master Plan, which came into force in 1962 i.e. MPD-1962, Delhi became the first city in the country to have a comprehensive urban plan with metropolitan and regional development proposals. This Master Plan dealt with four distinguishable but closely built areas up to the year 1981. The Master Plan of 1962 went beyond the geographical boundaries of the Union Territory on the premise that there is an increasing intensity of interaction between the central city and the surrounding towns and countryside. It recommended an area about 45000 hectares for urbanization to accommodate the projected population of 5.3 million by the year 1981. It also recommended for the setting up of a Statutory National Capital Planning Board and development of the region in accordance with a Regional Plan. In the coming years, the bill on National Capital Region Planning Board was adopted by Parliament and assented to by the President on 9th February, 1985. The National Capital Region Planning Board Act, 1985 provided for constitution of the National Capital Region Planning Board (NCRPB) for coordinating and monitoring the implementation of Plans and evolving harmonized policies for the control of land-uses and development of infrastructure in the National Capital Region of Delhi.

According to the 'Task Forces On Housing and Urban Development' set up by the Planning Commission in September 1983, the main objectives of the Urban Land Policy underscored by Government were:—

- (a) to achieve an optimum social use of urban land;
- (b) to make land available in adequate quantity at the right time and for reasonable prices to both public authorities as well as individuals;
- (c) to encourage cooperative community efforts and bona fide individual builders in the field of land development, housing and construction;
- (d) to encourage the socially and economically efficient allocation of urban land so that development is done in a resource conserving manner and that the magnitude of land use is optimal;
- (e) to widen the base of land ownership in order to specially safeguard the interests of the poor and under privileged section of urban society; and
- (f) to promote flexibility in land in response to changes resulting from a growing city.

1.7 The MPD-1962 was revised in 1990 with perspective Plan of 2001. It envisaged the development of 18000 to 24000 hectares of additional urban areas so as to accommodate a projected population of 12.8 million by the year 2001, besides increasing the holding capacity of the existing urban areas in Delhi. The main tenets of MPD-2001 for harmonized planning of the National Capitol Territory of Delhi were that: (i) Delhi be an integral part of its Region,(ii) the ecological balance be maintained, (iii) the central city area be the special area, (iv) the urban heritage of Delhi be conserved, (v) the city center be decentralized, (vi) mass transport system be multi-modal, (vii) the development be 'Low Rise High Density' with restructuring of physical infrastructure so as to accommodate additional population up to 3 million by 2001 and up to 4 million, ultimately; and (viii) the urban development must be hierarchical and the same contain essential facilities and services at different levels in five tiers. The MPD-2001 is presently under implementation.

1.8 Apart from the routine planning aspects, the Planning Department of DDA is also engaged in the modifications of the Master Plan level policy under the DD Act in order to meet the challenges of

urban dynamism. As per DDA, according to Gazette Notification amending Master Plan of Delhi (2001), mixed use of land was allowed in the residential areas in the following manner:—

- Retail shops (except hazardous, nuisance causing) allowed in residential premises up to maximum 25 percent of the ground floor coverage, or 50 square meters of floor area, whichever is less, only on ground floor.
- Professional offices up to 25 percent of FAR or 100 square meters, whichever is less, on any floor.
- Nursing homes, guest houses and banks had been permitted in residential plots of the given size and area through an amendment of MPD 2021 *vide* Gazette Notification dated 7.5.1999, followed by DDa Regulation, dated 11.3.2003.
- Non-polluting household industries allowed in residential plots to the extent of 25 percent of floor space, or 30 square meters, whichever is less.

1.9 As regards, the Non-Permissible Mixed Land Use with a view to ensure security, safety and environmental quality of residential areas, the following activities were not allowed:—

- Retail shops—building materials, timber, building products, marble, iron, steel and sand, firewood, coal.
- Repair shops—automobile repair and workshops, cycle rickshaw repairs, tyre resorting and retreading, battery charging.
- Service shops—flour mills, (more than 3 KW power load), fabrication and welding.
- Storage, godown and warehousing
- Manufacturing units (excluding household industry)

1.10 As per information given by DDA, the guiding principle are to demarcate, effectively develop the National Capital Region, to contain the rapid population growth; to permit restricted mixed use of land, selective densification of urban areas except Lutyens Bungalow Zone, detailed industrial policy and parameters prescribed keeping in view the NCR framework.

1.11 On 28th July, 2003, Government issued guidelines to DDA for the preparation of the Master Plan with perspective up to 2021 *i.e.*

MPD—2021. As per the provisions of the Delhi Development Act, 1957, opportunity for consultations with the public/user groups is given and the following stages are involved in the finalization of the MPD—2021:—

- A draft report after satisfactory completion of all exercise will be submitted to the DDA for its consideration.
- After the DDA approves it, draft MPD—2021 will be forwarded to the Ministry of Urban Development for approval and inviting objectives/suggestions from the public.
- All the objections/suggestions are to be heard by a Steering Board, specially constituted for this purpose. The recommendations of the Steering Board are to be incorporated in the Master Plan and submitted to the DDA for its consideration.
- After considering all the above aspects and completion process required under Delhi Development Act, 1957, the MPD—2021 would be sent to the Government for final notification.

1.12 The Annual Administration Report 2003-2004 of DDA indicated that the guidelines received from the Ministry of Urban Development & Poverty Alleviation for the preparation of MPD—2021 were widely publicized through 'Website' and number of booklets were circulated to around 3500 Resident Welfare Associations (RWAs), as well as Shopper's Associations and eminent citizens, professionals, elected public representatives, etc. Around 76, E-mails and 1427 letters in the form of observations/suggestions from the public were received. DDA is currently engaged in extensive modification of the Master Plan of Delhi - 2001 and is preparing MPD with a perspective up to 2021 to cater to the increasing population and the changing requirements of the city. DDA informed that as a prelude to preparation of MPD—2021, twelve subgroups have been constituted comprising of Experts and Professionals, Eminent Persons, Public Representatives, Concerned Departments, Sectoral Studies with holding of series of Seminars inviting politicians, administrators, local bodies & RWA's etc. About 200 Experts have been deliberating on different aspects. These Sub-Groups are on Demographic Profile, Regional and Sub-Regional, Shelter, Trade and Commerce, Industry, Physical infrastructure, Traffic and Transportation, Social Infrastructure, Mixed Land Use, Conservation and Urban Renewal, Environment and Pollution, and Development Controls.

1.13 As regards, the latest position on the finalization of MPD—2021, the Ministry of Urban Development have informed in a written note to the Committee that the draft MPD—2021 has been approved by the DDA in its meeting held on 10th January, 2005. Thereafter, the Ministry *vide* its letter dated 22.02.2005 had conveyed permission to notify the Draft MPD—2021 for inviting objections/suggestion from the public. Accordingly, a Gazette Notification was issued on 16th March 2005 and also Public Notice was issued in the newspapers dated 8th April 2005. The Master Plan had also been on the 'Website' on DDA. So far, DDA had received about 7000 objections/suggestions in response to the Public Notice, for which a Screening Board has been constituted. The 'Bord of Enquiry and Hearing' comprises of Vice Chairman, DDA, Engineer Member of DDA, Commissioner of MCD, Chief Planner of TCPO and Commissioner (Planning), DDA as the Convenor.

1.14 In their written note, the Ministry furnished the salient features of the Draft Master Plan—2021 as follows:-

"The vision—2021 is to make Delhi a global metropolis and a world class city, where all the people are engaged in productive work with a decent standard of living and quality of life in a sustainable environment. This will *inter-alia*, necessitate planning and action to meet the challenge of population growth and in migration into Delhi and even measures to restrict it to the extent possible, particularly:—

- for weaker sections of the society,
- addressing the problems of small enterprises;
- the unorganized informal sector;
- dealing with issues of slums, both as an issue pertaining to shelter and cityscape;
- up-gradation of old and dilapidated areas of the city;
- provision of adequate infrastructure services;
- conservation of the environment;
- preservation of Delhi's heritage and blending it with the new and complex modern patterns of development; and
- doing all this new within a framework of sustainable development , public-private and community participation and spirit of ownership and belonging for its citizens."

1.15 The Ministry have informed that the Draft MPD—2021 has suggested norms for redevelopment of clusters of industrial

concentration in non-conforming areas keeping in view the existing as well as imperatives of planned development.

1.16 The erstwhile Committee on Urban and Rural Development sought public opinion on the various aspects of functioning of DDA in their 'Press Communique' on 13th June, 2003. The present Committee on Urban Development also in their 'Press Communique' on 22nd December, 2004, invited representations/suggestions of the public at large on the various aspects of functioning of the DDA. In response to the above Communique, a large number of representations/suggestions were received by the Committee. The representations/suggestions received so far were compiled in three volumes and sent to Ministry of Urban Development for comments and appropriate necessary action. After obtaining the comments of the Ministry of Urban Development in writing on the points submitted in these representations as received from the public, the Committee invited certain selected persons whose representations were received by the Committee and experts on town planning and development to tender their oral evidence before the Committee on 30th May, 2005.

1.17 While explaining about the need for development of the Delhi territory, during the course of evidence, the Chief Town Planner (an expert) submitted as follows:—

“The Master Plan period has witnessed in the last 40 years large-scale development of infrastructure in Delhi, which has triggered unprecedented migration from the rural areas and also from small towns on account of employment opportunities to the Capital. Despite the best efforts of DDA, the population of Delhi has grown to 230 lakh for which existing infrastructure is under severe pressure. Urbanization has increased rapidly since 1911 and particularly, the pace of urbanization accelerated during 1941 to 1951 with the growth rate of 90% during the last decade. By 2001, 95% of the population of NCT of Delhi is living in urban areas. With the rapid urbanization of the rural areas, the area of rural Delhi has shrunk from 1157 square kilometers to 782 square kilometers. That means, the balance area has been urbanized by way of population growth where slums or squattered settlements have come up.”

1.18 On being asked about the area urbanized in hazard manner and planned manner in Delhi, the Chief Town Planner indicated to the Committee that:—

“Of the 1486 square kilometers area, nearly 50 % of the total area has been urbanized. Then the outgrowth, where these unauthorized

colonies, squatter settlements have taken place, is in the area beyond planning.”

1.19 On being asked about the extent of the problems being faced in Delhi in accommodating the ever-increasing population of the city, the Chief Town Planner stated that it is not only the problem of housing but also urban infrastructure such as water supply, treatment of sewers etc.

He added:—

“At present, growth is taking place not only in the urban area but beyond the urban areas, particularly in the rural settlements and also in the urban villages which are within the Plan. The growth rate in these settlements has witnessed more than 10% per annum whereas the urban growth rate as per census 2001 is above 4.5% per annum. In the past four decades, the growth rate of Delhi has been more than 5% per annum. That has now pressurized the requirement and fulfillment of the urban infrastructure not only in Delhi but in rural Delhi as well as urban villages also. That has not been made because the pace of population has not been maintained with the development of infrastructure, which is required to cater to the requirements. Delhi Master Plan has projected these requirements. What has been visualized for Delhi in the 2001 Master Plan is that yearly additional drinking water of 1000 MGD, if projected population of 230 lakh is to be supported. Similarly, besides the existing, 8000 to 10,000 additional MW is required. More than 1,00,000 houses are required to be built every year. On daily basis, 10,000 tonnes of Solid Waste has to be treated. 100 metric gallon of sewerage has to be treated. These projected requirements have to be met, if at all Delhi has to be developed as a world class city. This is what the master plan document has said.”

1.20 When the Committee enquired about the role of DDA in handling the influx of population into Delhi, the Chief Town Planner stated that:—

“There has to be restriction of employment generating activities, which are labour intensive, because the DDA has been developing commercial sites and also other economic areas which encourage the employment opportunities for the projected population. The purpose of the Delhi Master Plan is to create those jobs which are high tech and labour intensive and which are outside Delhi. To make it practical, a multi-modal transport network is required to

be developed not only for Delhi but beyond Delhi area within the NCR so that people have access and move outside Delhi. Interconnectivity is also to be developed. For this purpose, suitable amendments in the Delhi Development Authority Act may be required to restrict the role of DDA in regulating the land use planning. At present, the DDA is not only preparing land use plan but has many other activities under Section 6 of the Act to develop other economic activities.”

He then added the following points:—

- DDA should have the role to provide city level infrastructure.
- In the last 20 years, not a single LIG or EWS house has been constructed whereas One lakh houses are required to be constructed every year.
- Housing is the most important activity of DDA. There are urban Slums. Had there been a massive housing programme for the urban poor, the picture (of Delhi) would have been quite different.
- There is dire need of setting up of a Housing Authority, particularly to take care of two-third population of Delhi, which is under Low Income Group.

1.21 During the course of evidence, one of the representatives from public stated that we are looking at the Master Plan revision. It was put to public notice in 2005. She urged the Committee that the Government should not rush into reforms so that reforms become condoning of violations.

1.22 The Committee, thereafter, heard the oral evidence of the representatives of DDA , Municipal Corporation of Delhi and Registrar Cooperative Societies at their sitting held on 20th June, 2005. The Committee desired to know the steps taken to deal with the villages falling in the urban expansion areas of Delhi in MPD-2021. To this , the Vice- Chairman of DDA explained that:—

“In the Master Plan 2021, there would be two issues relating to this. Unless and until an area is excluded from land acquisition, we would be making efforts, perhaps non-profitable efforts or unsuccessful efforts to acquire that (the land). If this notion is agreed than there is a limit on the extended *abadi*, then we do not acquire it. In the Master Plan proposals for 2021, we have clearly

indicated that all these villages (in Delhi), which will come into the urban expansion areas which will be developed should also be redeveloped and amenities and other facilities provided with the maximum extent of planning that is possible. Presently, a decision has been taken by the Ministry of Urban Development that MCD will be developing redevelopment plans for 25 villages. We are working on redevelopment plans for villages. The whole idea is to see how we can redevelop them so that they are integrated into the total process of planned development.”

1.23 When the Committee enquired about the steps taken to meet the requirements of housing the projected population of Delhi in MPD-2021; the Vice Chairman of DDA stated during evidence that:—

“According to population projections, 2.4 million (dwelling units) is required, that is about at least 20 to 30% of this (dwelling units) mostly come in the NCR. The housing requirement for Delhi cannot be provided within Delhi itself. It has also been projected that 30 to 40% should come in the form of redevelopment and densification of existing areas, which would also include things like higher density for slum rehabilitation. The balance of 1.2 million (dwelling units) would further come up in the areas, which have to be urbanized in the course of the Master Plan Period. This obviously leads to a very large target.”

1.24 When the Committee asked about the actual number of dwelling units to be constructed by DDA so as to meet the demands given in the MPD-2021; the Vice-Chairman of DDA stated that:—

“The DDA at the moment has about 23,000 dwelling units under construction. Through our Housing Projects Approval Committee, we have cleared another 8,000 housing units for construction. This does not include very large programme that we hope to develop on Slum Re-housing. As per the Master Plan projections, 50 to 55% of the housing has to come in the form of less than two bedroom units. Now, that we are trying to work internally on the slum housing side, we would develop this Pilot Project for particular site having 4,000 units.... The guidelines issued by the Ministry of Urban Development also say that we should examine as to how the private sector can also be involved in this whole process so that the pace and quantum of developments are such that they match these projections.”

1.25 The Committee then heard the oral evidence of the representatives of the Ministry of Urban Development at their sitting

held on 30th June, 2005. During evidence, the Committee desired to know about the steps taken to remove the shortcomings, if any, in earlier Master Plans in the MPD-2021. In response, the Secretary of Ministry of Urban Development stated as follows:—

“As far as the urbanized villages are concerned, I have held a meeting with Vice-Chairman, DDA and Commissioner of Municipal Corporation. The guidelines have been prepared. We have kept a provision in the MPD-2021 that space be left for the urbanized villages and maximum facilities be provided and they may be upgraded and assimilated in the rest of Delhi and they should not remain outside the process of development..... In the MPD-2021 the provisions are being made to provide shopping area for the informal sector. We have also tried that for EWS people like vegetable vendor, domestic helpers, ironing persons, mandatory additional provisions be kept by cooperative societies, builders, DDA or private developers so that do not have difficulty in travelling. We have tried to remove all the deficiencies noticed in the planning in the past 3-4 decades in the MPD-2021.”

C. Role of private sector in public housing projects

1.26 It has been reported in various ‘Print Media’ on 21st July, 2005 that Delhi Development Authority (DDA) has opened doors to builders for mega projects with fresh terms and conditions for builders. DDA has approved in principle the participation of private sector in mega housing projects across the city. It has also been learnt that it has been thought that the private builders would to construct 35 per cent of the total units in sizes of two rooms or less as measuring between 25 and 40 square meters and these would be allotted by DDA. They would also maintain the services, like DDA does, till the area is handed over to the local authority.

Recommendations/Observations

1.27 The Committee note that according to the provisions of Section 6 of the Delhi Development Act, 1957, the Delhi Development Authority (DDA) is entrusted with aims and objectives to formulate a Master Plan for covering the present and future growth of Delhi and to promote and secure the development of Delhi according to the Plan covering all the possible activities. It is entrusted to acquire, hold, manage and dispose of land and other property and carry out building, engineering, mining and other operations. Also, the DDA is required to provide services and amenities incidental to the above. While the Master Plans and the Zonal Plans as approved by the

Central Government serve as the basic framework for development of Delhi, the DDA has to effectively complete the arduous task of providing 'Housing' facilities to the ever-growing population of Delhi. The MPD-1962 had recommended an area about 45000 hectares for urbanization so as to accommodate a projected population of 5.3 million by the year 1981. Further, the MPD-2001, which is presently under implementation has recommended to develop 18000 to 24000 hectares of additional urban area so as to accommodate a projected population of 12.8 million by the year 2001. The MPD-2001 also recommended for urban structuring to be 'Low Rise High Density' with re-structuring of physical infrastructure so as to also accommodate an additional population of 3 to 4 million. The Committee are, however, concerned to note that despite the efforts of DDA to meet the requirements of 'Housing' and accommodating the influx of people into Delhi for livelihood, there is apparently a significant growth of unauthorized colonies, JJ clusters and squatter settlements in the metropolitan city of Delhi, which is the capital city of India. The Committee finds that Delhi is under severe pressure to house the rapidly increasing population of the city. The Committee, therefore, recommend that DDA should make earnest efforts to provide adequate 'Housing' for the people of Delhi in coordination with the Government of Delhi and other local bodies so that at least further growth of unauthorized colonies and squatter settlements are stopped forthwith.

1.28 The Committee are informed that according to population projections, 20 to 30% of the required 2.4 million dwelling units are to be provided in the National Capital Region of Delhi but the augmented housing requirement for Delhi cannot be provided within Delhi itself. It has been projected that 30 to 40% of the dwelling units should come in the form of re-development and densification of existing areas, which would also include things like higher density for slum rehabilitation. Also, about 1.5 million dwelling units may have to come up in the areas, which would be urbanized during the MPD-2021. The Committee are also informed that at present about 23,000 dwelling units are under construction by DDA and the 'Housing Projects Approval Committee' of DDA has approved another 8000 housing units for construction. While the Committee appreciate the efforts made by DDA in providing dwelling units and planning housing projects in Delhi, they are of the firm view that a lot is yet to be carried out so as to house the populace of NCT of Delhi. The Committee, therefore, recommend that intense and well-timed hard work is done so as to accommodate the ever-present population in squatter settlements, JJ clusters, etc. as per the Master Plans. The Committee also desire that the developmental works of DDA should be toned-up to contain a clean Delhi and a planned Delhi.

1.29 The Committee needs hardly mention that the problems faced in Delhi in accommodating the migratory population from rural/small towns and townships are manifold. The city is not only required to provide 'Housing' to the incoming population, but also water supply, sanitation, sewerage, treatment of sewers, electricity, garbage disposal and environmental management. While the Committee appreciates that the draft MPD-2021 envisions to make Delhi a global metropolis and a world class city, they are however of the firm view that unless coordinated efforts are made by DDA, the NDMC, Municipal Corporation of Delhi, Delhi Jal Board and urban bodies to ensure proper garbage disposal and curtail open-defecation in the squatter settlements, this objective would be very difficult to be achieved. The Committee recommend that DDA should develop suitable housing structures for the urban poor with proper sanitation facilities and re-locate people living in squatters and slum tenements in appropriate areas.

1.30 The Committee are informed that specific provisions for Mixed Land Use had been made by Government in the residential areas alongwith Non-permissible Mixed Land Use in MPD-2001. In this regard, the Committee desire that proper and earnest steps are taken by the concerned governmental authorities to ensure that non-permissible limits of Mixed Land Use are adhered to in the urban areas of Delhi so as to ensure security, safety and environmental quality of residential areas. The Committee also desire that the provisions/limits of permissible and non-permissible Mixed Land Use be reviewed in the light of latest developments and necessary amendments be made in these limits, if found necessary. The Committee would like to be apprised of the action taken in this regard.

1.31 As regards urbanized villages in Delhi are concerned, the Committee are informed that in MPD-2021, all these villages will come into urban expansion areas, which will be developed/re-developed. During the course of evidence before the Committee, the Vice-Chairman, DDA assured that all amenities and facilities would be provided in the urban expansion areas with the maximum extent of planning that is possible. The Committee feel that in order to upgrade, assimilate and integrate these villages with the rest of the urban areas, it is extremely necessary that the amenities, services and facilities provided to these villages should not be less than those provided to their counter-part urban localities and efforts should be made to take care of their livelihood. The Committee, therefore, recommend that as proposed in MPD-2021, effective steps

within a specific time frame be taken by DDA to provide the maximum civic amenities and facilities in the aforesaid urban expansions and the urbanized villages falling in Delhi region.

1.32 Regarding the MPD-2021, the Committee note that the draft MPD-2021 has been approved by DDA in their meeting held on 10th January, 2005. Thereafter, the Ministry of Urban Development permitted to notify the Draft MPD-2021 for inviting objections/suggestions from the public and accordingly a Gazette Notification has been issued on 16th March, 2005 alongwith a Public Notice on 8th April, 2005. The Committee recommend that the Draft MPD-2021 should be well contained with the suggestions from the public, who are the actual recipients of the benefits of MPD-2021. The Committee also desire that the Draft MPD-2021 is finalized and launched, expeditiously.

1.33 The Committee note from 'Print Media' reports that DDA has, recently, approved in principle the participation of private sector in mega housing projects across the Delhi city. It envisages to engage the private sector in constructions in a minimum areas of 10 hectares or 50,000 square meters of built-up areas and above. Keeping in view of the repeated complaints about the alleged nexus between DDA officials and the private builders, the Committee contain their apprehension as to whether the construction of dwelling units by these private builders would be in accordance with the Zonal and Master Plan. The Committee are of the firm view that the DDA must be primarily responsible for the residential housing development in Delhi. Participation of private builders in a large scale would lead to cost escalation of the dwelling units and such dwelling units will be beyond the purchasing power of the common urban population in Delhi. The Committee, therefore, desire that the DDA and the GNCT of Delhi should give a fresh look towards their decision of inviting private builders in a large scale in taking up mega projects in Delhi.

CHAPTER II

DEVELOPMENT, ACQUISITION AND DISPOSAL OF LAND

A. Development Areas demarcated by DDA

2.1 DDA carries out the work of declaration of development areas and the development of lands in those areas and other areas in the NCT of Delhi in accordance with the provisions of Section 12 of the Delhi Development Act, 1957. The Central Government by way of a Notification in the Official Gazette declares any area in Delhi to be a development area for the purposes of this Act. No such declaration shall be made unless a proposal for such declaration has been referred by the Central Government to the DDA and the MCD for expressing their views thereon within thirty days from the date of receipt of the reference or within such further period as the Central Government may allow and the period so specified or allowed has expired. The DDA shall not undertake or carry out any development of land in any area, which is not a development area. Sections 12 (3), 12(4) and 12(5) of Delhi Development Act, 1957 further enumerate the provisions for development of lands according to Plans. Section 14 of the Act provide that after coming into operation of any of the plans in a zone, no person shall use or permit to be used any land or building in that zone otherwise than in conformity with such plan.

2.2 The Committee asked about the demarcation between the 'Notified and De-notified' areas in Delhi. In their written reply, the Ministry informed that the declaration of 'Development Area' is done under Section 12 of the DD Act. The 'Notification' is issued under the Land & Building Department of GNCT of Delhi. So far about 181 Notifications have been issued since the year 1967. Sometimes there is a gap in the information regarding 'Notification' and 'De-notification' of the 'Development Areas'. An exercise has been commenced to streamline the information and procedure in respect of notification of development areas and their de-notification. Further, exercise has also been initiated to denotify some of the development areas, which have already been developed. Such information is presently not available on the Website of DDA.

2.3 As per the governing law/rules; there are certain areas, which are called 'Notified' areas being looked after DDA and rest of the areas are 'De-notified' areas looked after by MCD. Since in response

to the 'Press Communique' of the Committee a number of representations were received, which highlighted non-conforming use of lands with the Plan development in Delhi, the Committee desired to know the steps taken in this regard. The Ministry of Urban Development in their written reply stated that action against non-conforming use is being taken under Section 29(ii) of DD Act, 1957. The year-wise number of actions taken upto 15th June, 2005 as submitted by the Ministry is as follows:—

Year	No. of actions taken under Section 29(ii)
2003	140
2004	144
2005	332

B. Acquisition for development of land by DDA

2.4 DDA is a body corporate having perpetual successor and common seal with powers to acquire, hold and dispose of property, both movable and immovable properties and have also acquired lands some of which were given to it as a successor body of erstwhile Delhi Development Trust. The Central Government has also placed lands at the disposal of DDA, for management as well as disposal. This is done under Section 22(1) of the Delhi Development Act, 1957 by the Lt. Governor of Delhi to whom the powers have been delegated by the Central Government. These lands in turn are acquired by Government of National Capital Territory of Delhi (GNCTD) for planned development of Delhi under the provisions of the Land Acquisition Act, 1894. The Delhi Development Act, 1957 in itself has no provisions for acquisition and requisition of immovable properties. Sections 15 to 20 of the Delhi Development Act, 1957 deal with the procedure to acquire land for development purposes by DDA. As per Section 15 of the Act, the Central Government may acquire land under the provisions of the Land Acquisition Act, 1894 and after it has taken possession of the land, transfer the land to the DDA or any local authority for the purpose for which the land has been acquired on payment by the Authority or the local authority of the compensation awarded under that Act and of the charges incurred by the Government in connection with the acquisition. The Land & Building Department of the Government of Delhi has two broad wings *i.e.* Land & PWD.□ Land wing is responsible for the large scale acquisition of land for the DDA (plan development) and other Govt. Deptts./Agencies for undertaking various development projects.□

2.5 In a written note, the Ministry of Urban Development have informed the Committee that Land Disputes, if any, are settled by the Land Acquisition Collector, Government of Delhi at the time of acquisition of land as the land is acquired by him. Once the land is transferred to DDA after the Land Acquisition Collector has taken over the possession, it becomes Government land without any encumbrances and thereafter there are no disputes about the title of the land.

2.6 As per information given by DDA, till March, 2003, the DDA has taken over possession of 67354.88 acres of acquired land in Delhi and the website of DDA 'www.ddadelhi.com' depicts that it has developed the acquired lands for residential, recreational, industrial, commercial and institutional purposes. DDA has constructed, or facilitated construction of more than 10.50 lakh dwelling units thereby ensuring shelter for more than half of the population of Delhi. DDA had planned and created the infrastructure for the IX Asian Games including a shooting range, a stadium of international standards and the integrated Asian Games Village containing 853 dwelling units. DDA has given to Delhi city modern, well-laid-out shopping-office complexes that have been created in 7 district centers, 27 community centers, 125 local shopping centers and 429 convenient shopping centers all over Delhi.

2.7 In reply to an Unstarred Questions No. 5743 and 5635 in Lok Sabha on 3rd May, 2005, the Minister of Parliamentary Affairs and Urban Development stated that the DDA has reported that a provision of Rs. 700 crore has been made in the budget estimates for 2005-2006 for acquisition of lands for Narela, Rohini and Dwarka Subcity Projects. The total area of the land involved is 33769 Bigha and 9 Biswa *i.e.* 7035 acres. So far, the possession of lands by DDA is approximately 69890 acres of land handed over to DDA by the Land Acquisition Collector of Delhi upto March, 2005.

2.8 In reply to the aforesaid question, the Minister of Parliamentary Affairs and Urban Development further clarified that acquisition of land for planned development is an ongoing process under the MPD-2001. After the land is handed over to DDA by the GNCTD, DDA undertakes planning and execution of developmental works and thereafter allots the developed lands for various purposes such as residential, commercial, institutional etc. However, about 1472 acres of DDA lands is under encroachment of various kinds including the JJ clusters. As a result, this land is not available for development and allotment. Action would be taken to deal with the encroached land under the relevant provisions of law.

2.9 When the Committee asked about the area of DDA lands which have been encroached upon by slum dwellers, JJ clusters etc.; the Ministry of Urban Development in a written note submitted the location wise encroached DDA lands as follows:—

1.	East Zone	493.00 acres.
2.	West Zone	149 acres.
3.	Rohini Zone	92.97 acres.
4.	North Zone	343.00 acres.
5.	S.W. Zone	59.20 acres.
6.	S.E. Zone	338.00 acres.
Total:		1475.87 acres

2.10 Further, the Ministry informed that Land Management Wing of DDA has been created to manage and protect the DDA lands and has been divided into the above mentioned six zones. Constant and regular watch is kept on DDA'S land by security guards, who are deployed and assigned specific beat areas. Regular demolition operations are planned and are got carried out by the Revenue Staff of the DDA with the help of Police. The Revenue staff maintains daily diaries and prepares inventory of the land under the supervision of a senior officer of the rank of Deputy Director. 115 cases of corruption have been registered by the Central Bureau of Investigation, Anti-corruption Branch and Economic Offences Wing of the GNCT of Delhi and Delhi Police. Out of these 115 cases, 105 cases are under trial in courts and in 2 cases prosecution sanction is under process and 8 cases are under investigation.

2.11 In reply to Rajya Sabha Unstarred Question No. 4158 dated May 2, 2005, it has been stated by the Government that Central Vigilance Commission has asked DDA to take specific steps to curb illegal structures and encroachments. The steps that are being taken by DDA in this regard are as follows:—

- (i) Up-keeping of inventories of lands belonging to DDA.
- (ii) Videographing encroached/vacant land belonging to DDA for records.
- (iii) Fencing of vacant land after removal of encroachment.
- (iv) Fixing of responsibility of the officials at different levels for safeguarding DDA land.

- (v) List of officers/officials responsible for protection of land has been sent to Chief Secretary, GNCTD and CVC.

2.12 Further, fixing of accountability and responsibility of the officials who have failed or fail to check encroachment and unauthorized structure is taken from time to time by DDA in specific cases after due inquiry and in consultation with CVC.

2.13 The Committee on Urban Development (2004-2005) during their visit to Mayur Vihar on 27 January 2005 were also informed by the representatives of Resident Welfare Association of Pocket V of Mayur Vihar that a portion of DDA land had been encroached upon by Slum dwellers in front of Pocket V which is causing lot of inconvenience to the residents of Mayur Vihar Phase I. It was stated by them that slum dwellers have encroached upon the area for a decade, but no action has been taken by MCD or DDA to evict them.

2.14 Since, in response to the 'Press Communiqué' representations were received showing instances of encroachments on DDA lands by the growing slum dwellers in the city, the Committee asked as to the role of DDA in controlling the growth of slum/JJ clusters by making alternate arrangements for these slum dwellers. To this, the Ministry informed in their written note that DDA is making alternative allotments of plots to Jhuggi dwellers in accordance with the approved policy of the GNCT of Delhi. The strategy adopted by the GNCT of Delhi provides for allotment of plots to eligible slum dwellers where their land is urgently required for public purpose. DDA has also decided to construct multi-storeyed tenements for relocation of slum dwellers at Tehkhand, as a pilot project.

2.15 The Committee, thereafter, heard the oral evidence of the representatives of DDA, Municipal Corporation of Delhi and Registrar, Cooperative Societies at their sitting held on 20th June, 2005. The Committee desired to know the steps taken to deal with the unauthorized colonies in the urban expansions and the *laldora* areas. To this, the Vice-Chairman of DDA explained that originally 871 unauthorized colonies were identified and this number has now gone up to 1432 as per the applications invited by the Government of Delhi.

2.16 He added that:—

"Laldora was the abadi which was defined in 1908. Thereafter, there was no definition of an extended laldora. Now people say that over a period of 90 years or 92 years, the abadi of a village has extended. Now, when we go in for land acquisition, the designated laldora is left out and the remaining is notified for acquisition. So, there is an in-built problem for DDA subsequently."

2.17 The Committee pointed out to the witnesses that since almost 92 years have elapsed, the population of *laldora* areas must have increased and they might have moved outside *laldora* areas and asked, if any, survey had been conducted to identify structures within and outside the *laldora* lands. In response, the Vice-Chairman of DDA stated that *laldora* and all matters related to it are under the jurisdiction of the Government of Delhi. We have made a suggestion to the Delhi Government. We have suggested to the Government of Delhi that a survey may be done to see what this *laldora* limit should be so that subsequently, whenever any land acquisition has to be done, it can be done in cognizance of that.

2.18 In response to a Rajya Sabha Unstarred Question No. 2147 dated 21 March 2005, Minister of Urban Development replied that approximately 1400 acres of land is under encroachment/Unauthorised occupation by Jhuggi Jhopri Clusters, Unauthorised colonies etc. and out of that the DDA has reclaimed 433.98 acres of land.

C. Compensation to land losers

2.19 According to DDA's information, alternative plots are allotted to the recommended farmers whose land has been acquired under the large scale Acquisition & Development of Land in Delhi. Such allotments are made on the specific recommendations as received from the Land & Building Department of the GNCT of Delhi.

2.20 In response to the 'Press Communiqué', the Committee received certain complaints of low rate of compensation to the farmers whose lands had been acquired by the Land Acquisition Collector(LAC) of Delhi for developing and handing over of the land to DDA for the Rohini area and non-allotment of alternate lands by DDA to the affected farmers. One of the representation was from the Badli village in Rohini area. On the question of rate of land, the Ministry stated that the Acquisition Rate for land is given by the LAC based on the market value as per provisions of the Land Acquisition Act. It has nothing to do with the land disposal rate because DDA has to ensure overall development, which includes provision of roads, street lights, sewerage, parks and also land for re-location of slums squatters. All this has to be taken into account while working out the disposal cost. Compensation to the ex-land owners is paid by the LAC because land is acquired by him on behalf of the Government. As regards alternative allotment of plots, the Ministry stated that alternate allotment of plots to the ex-land owners is not always possible in the same area. These allotments are made on the recommendations of the Land and Building Department of GNCT of Delhi.

2.21 In another representation received by the Committee one of the complainants stated that the lands acquired in Wazirpur village by LAC of about 20 Bigha and 03 Biswa (Khasra No. 532/2/1) had not been completely handed over to DDA for development. 19 Bighas had been taken over by DDA and transferred to the Horticulture Department to maintain it as Green area. The possession of land was not handed over to DDA by LAC due to built up area as there existed godowns, rooms and dairy etc.

2.22 In a particular set of representations, the complainants aggrieved about Land Acquisition cases in Courts of law, which dealt with the LAC of the GNCT of Delhi.

Disposal of land

2.23 The disposal of lands by DDA is carried out under the provisions of Section 21 of the Delhi Development Act, 1957. As per information given by the Ministry, the Land Disposal Department of DDA disposes land meant for various uses such as residential, industrial, institutional and commercial purposes. For residential purposes, the DDA disposes residential plots by way of allotment and public auction. In case of Group Housing Societies, lands are allotted by DDA on the basis of the recommendations received from the Registrar (CS), Govt. of Delhi. The list of the members of the particular Society is verified by the Registrar (CS) and sent to DDA for allotment of land. DDA disposes commercial properties as commercial plots or as built up shops. Normally the method of disposal is through auction/tender. Built up shops are sold through by calling for sealed tenders along with EMD of 25%. Commercial plots are auctioned through process of open auction.

2.24 However, 43% of built shops are allotted to special category of persons as per following break up once every year by way of a computerized draw:—

SC/ST	25%
LAC (Land acquisition cases)	10%
Physically Handicapped	5%
Ex-Servicemen	1% by allotment 1% by tender
Freedom Fighter	1%
Total	43%

2.25 As regards the industrial lands, it is informed through the website of DDA that DDA has 23 Industrial Estates. The allotment of industrial plots are made under different schemes mainly shifting of industries from non-conforming to conforming areas up to 1976 and also by way of auction. However, no auction of industrial plots has been held during the last 5 years and this was mainly due to a Supreme Court Judgment in which the available industrial plots are being asked by the Delhi Government for re-location of industries from non-conforming areas. DDA has 613 plots available for disposal.

2.26 As regards the Institutional lands, the said website depicts that these allotments are made as per Rule No. 5 & 20 of Delhi Development Authority (Developed Land) Nazul Rules 1981 which provide for allotment of institutional land for various purposes like social, cultural, religious, education activities etc. The allotment of institutional land has been divided into 4 broad categories—for the educational, general institutions, socio-cultural institutions and Govt. departments. Only Societies, which are registered under the Societies Registration Act, 1860 are eligible for allotment of institutional land.

2.27 When the Committee asked about the steps taken to ensure that disposal of plots/lands and houses are made devoid of malpractices etc., the Ministry in their written reply stated that there have been some complaints regarding irregularities in allotment of plots and houses. In such cases, the role of DDA officials is examined by the Vigilance Department. As far as the role of real estate dealers is concerned, the internal vigilance is not empowered to take action against private persons. Therefore, such cases are required to be referred to the Crime Branch and CBI. To check the malpractices relating to allotments of plots and houses, DDA has taken steps to bring transparency in the system. For this, information regarding draws held is published in National Dailies immediately after allotment. The information is also put on the website of DDA. All correspondences relating to allotment of plots and houses are being sent by Speed Post/Registered Post to allottees.

Recommendation/Observation

2.28 In accordance with the provisions of Section 12 of the Delhi Development Act, 1957, the Central Government by way of a Notification in the Official Gazette declares any area in Delhi to be a development area for the purposes of this Act. The Notified areas are being looked after by DDA and the rest of the areas as 'Denotified' are looked after by MCD. The Committee are informed that about 181 Notifications have been issued since the year 1967 by

the Land and Building Department of Government of Delhi. The Committee express their concern that many a time there is a gap in the information regarding 'Notification' and 'Denotification' of the 'Development Areas'. The Committee are informed that an exercise has been initiated to streamline the information and procedure in respect of Notification of 'Development Areas' and their 'Denotification'. Further, action has been initiated to denotify the areas, which have already been developed. The Committee recommend that the process of 'Notification' and 'Denotification' of DDA lands must be streamlined by amending and adopting suitable procedures required to be followed by the Government in consultation with the Land and Building Department of the Government of Delhi so as to ensure that the aforesaid process is expeditious and timely. The Committee consider it imperative that the 'Land Records' of Delhi are maintained and updated regularly for better land management.

2.29 As regards, non-conforming use of the DDA lands, the Committee note that DDA has initiated counteractive action under the provisions of Section 29(ii) of the Delhi Development Act, 1957 in 140 cases in 2003, 144 cases in 2004 and 332 cases in 2005. While the Committee note with satisfaction that DDA has taken certain remedial actions in cases of non-conforming use of their lands, with the Master Plans, they desire that DDA should devise suitable in-built mechanism to check misuse of their lands and ensure the developed areas remain intact with the Master Plan.

2.30 The Committee note that DDA has taken over possession of 67354.88 acres of land acquired through the Land Acquisition Collector of Delhi, till March, 2003. Till March, 2005, DDA has acquired land totaling upto 69890 acres. The Committee note that land acquired for DDA are to be developed for residential, recreational, industrial, commercial and institutional purposes. The Committee appreciate that DDA has developed/provided for 27 community centers, 125 local shopping centers, 429 convenient shopping centers and a number of dwelling units in the lands acquired for DDA. The Committee trust that DDA moves ahead by providing adequate number of dwelling units and other facilities to the urban population of Delhi so that the city can boast of being a world-class city by 2021. The Committee also desire that the upcoming dwelling units, shopping complexes, institutions etc. as well as the existing constructions by DDA are adequately maintained and upholstered with an aesthetic sense to ensure that these dwelling units/flats, shopping complexes etc. give a neat and modern look.

Since private players have been encouraged by DDA in building up the 'Shopping Malls' in Delhi, which have come up lately, the Committee urge the Government to ensure that all the required safeguards—such as fire fighting arrangements, emergency exits, proper lifts in high rise buildings and constructions of earthquake proof structures are adhered to strictly both by the private builders and DDA.

2.31 While the Committee note that acquisition of land for planned development is an ongoing process, the Committee are concerned to note that about 1475.85 acres of DDA lands are under encroachment by JJ clusters, etc. The Committee are perturbed to learn that the DDA lands, which have been encroached upon by squatter settlements, slums etc. in various parts of Delhi including the Yamuna Pushta areas are not available for development. The Committee would like to know as to how these encroachments were allowed to happen when they were detected and what remedial measures were contemplated to thwart such encroachments. The Committee recommend that timely remedial actions are undertaken by DDA to remove such encroachments from DDA lands as per governing laws and rules. The Committee also recommend that coordinative efforts be made by DDA with the Police authorities, GNCT of Delhi and local bodies so as to deal with this persistent problem of encroachments on DDA lands by JJ clusters. The Committee would like to be apprised of the action taken in this regard.

2.32 So far as the *laldora* areas of Delhi are concerned, the Committee note that *laldora* areas were signified as village areas and defined way back in 1908. However, there is no definition of an 'extended *laldora*' as the population of such areas has increased in the past decades. The Committee are also informed that all matters related to *laldora* area fall under the jurisdiction of the GNCT of Delhi. Eventually, in the process of acquisition of land, all areas except the designated *laldora* areas are notified by the Government. In this regard, the Vice-Chairman of DDA during the course of evidence before the Committee has expressed that there is an in-built problem for DDA in taking possession of such lands. He has also informed that a suggestion has been made to the Delhi Government that a 'Survey' may be undertaken for ascertaining the *laldora* limits. The Committee desire that concerted efforts be made by DDA with the local authorities concerned so as to demarcate clearly and finally the extended limits of *laldora* lands in Delhi for a planned development taking into consideration the natural growth of population.

2.33 The Committee note that the Land Acquisition Collector acquires lands in Delhi from farmers and villagers and hands over such acquired lands to DDA for development. At the time of acquisition of these lands, the LAC fixes the acquisition rate to be paid as compensation to the land losers. The Committee also note that alternative plots are allotted to the recommended farmers whose land has been acquired under large scale acquisition and development of land in Delhi. The Committee, however, would like to point out that a number of complaints have been received from such land losers by the Committee in response to their 'Press Communiques'. These complaints pertain to fixation of low rate of compensation to the land losers, and denial of allotment of alternative plots to certain land losers, specifically in Rohini and Wazirpur areas. Apart from these, a number of cases are pending in courts of law by complainants or land losers for suitable compensation. The Committee recommend that keeping in mind the needs of the farmers/villagers who have lost their lands, which were their means of livelihood, the DDA as well as the concerned Government authorities must take substantial steps so as to give adequate monetary compensation and alternate lands to such land losers with a positive perspective. The Committee strongly feel that whenever any land is acquired by DDA from anyone, the process should be so simplified that the land loser without any hassle and delay, is able to get compensation on alternative land/flat/shop within a specific time frame and is not made to wait for years together as is the case now. The Committee also recommend that whenever any land is acquired, the landless labourers working on the same land should be suitably rehabilitated, as they get deprived of their means of livelihood.

2.34 Under Section 21 of the Delhi Development Act, 1957, the DDA's Land Disposal Department disposes land meant for various uses such as residential, industrial, institutional and commercial purposes. The Committee are informed that for residential purposes, the DDA disposes plots by way of allotment and auction. In case of Group Housing Societies, the DDA allots lands on the basis of the recommendations received from the Registrar Cooperative Societies (RCS) of Government of Delhi. The RCS verifies the lists of members and the Group Housing Societies and sends them to DDA for allotment of lands. DDA disposes commercial properties as commercial plots or as built-up shops by way of auction and tender. The built-up shops are sold by calling of sealed tenders alongwith EMD of 25%. The commercial plots are disposed by way of open auction. About 43% of the built-up shops are allotted to the special

categories of SC/ST/ LAC, physically handicapped, ex-Servicemen and freedom fighters. While the Committee note that DDA has taken steps to curb malpractices relating to allotment of plots and houses, the Committee urge that a high level body comprising of senior officials of DDA, RCS, Ministry of Urban Development and NCRPB may be formed so as to devise suitable mechanism to check malpractices in allotment of plots and flats to individuals and Group Housing Societies and ensure transparency in the working of DDA. The Committee also recommend that the 43% allotments are made to the special category persons as per rules and the 'built-up shops' are allotted in a time bound manner.

2.35 The Committee note that 'Institutional Lands' are allotted following the Delhi Development Authority (Developed Land) Nazul Rules, 1981 for social, cultural, religious, educational activities etc. Broadly, these allotments are divided into four categories *viz.* educational, general Institutions, socio-cultural Institutes and Government Departments. The Committee recommend that DDA should devise an in-built mechanism so as to ascertain that allotments to the 'Institutions' are strictly made in accordance with the governing Nazul rules and disciplinary actions should be taken in any kind of malpractice. The Committee would like to be apprised of the action taken in this regard.

2.36 The Committee are concerned to note that out of a large area of about 1400 acres of DDA lands encroached upon by unauthorised colonies, DDA has been able to reclaim only 433.98 acres of land which means that less than one third of the encroached land could only be reclaimed by DDA. This is because unauthorised colonies have come up on the remaining areas. The Committee feels that a clear cut policy needs to be evolved by the Central Government with regard to the treatment of unauthorised colonies. The Committee note that though DDA has been vested with powers of demolition, stopping and sealing powers, but not much has been achieved in reclaiming encroached lands. The Committee, therefore, recommend that DDA and the Ministry of Urban Development must take concrete measures in consultation with local bodies, so as to reclaim all the encroached lands of DDA, expeditiously. The Committee also recommend that a suitable policy – framework be adopted so as to curb cropping up of new unauthorized colonies. Regularization of unauthorised colonies in course of time provides an incentive to such acts and legitimizes a step which was considered illegal and was in violation of the law.

CHAPTER III

LANDSCAPING, HORTICULTURAL AND SPORTS ACTIVITIES

A. Landscaping and Horticultural work

3.1 The Landscape and Environmental Planning Unit of Delhi Development Authority (DDA) is responsible for taking up landscaping projects and environmental planning in Delhi as per Master Plan. The MPD 2001 included the 'Recreational Chapter' and requirement of open spaces with sports needs which has been assessed in details by DDA. As per decided policy of the Government, the lands under Recreational Activities *i.e.* green areas at Master Plan level remain under possession, maintenance and care of DDA although rest of the development services are transferred to civic agencies.

3.2 DDA is entrusted with the responsibility to build the city and ensure quality life to its citizens. In this endeavour DDA had been promoting the development of Green belts. The Projects of DDA include designing and policy decisions related to regional parks as per norms laid down in the Master Plan. The Designing of all the District Parks is under the jurisdiction of DDA. The sports facilities are provided in DDA 'Green Areas' for making healthy environment and improving quality of life. In the Landscape Unit, designing work of neighbourhood parks, play fields, children park and other small parks in residential areas is done. Theme Parks, Urban-Woodlands, Bio-diversify Parks etc., which are being designed in-house by the Landscape Unit in DDA. Special projects like Bio-diversity parks, Golf Course, reclaiming sanitary landfill site (Indraprastha Park), Aastha Kunj and Heritage projects like Tughlakabad had also been taken up in the Landscape Unit.

3.3 According to the Annual Administrative Report (2003-2004) of DDA, some of the projects undertaken by Landscaping unit during the year 2003-2004 are as follows:

1. Indraprastha Park
2. Jheel Park
3. Aastha Kunj
4. District Park – Kanti Nagar
5. Yamuna Bio-diversity Park

6. Tughalkabad Recreational Park
7. Aravali Bio-diversity Park
8. District Park B-3 Block at Paschim Vihar
9. Vijay Park at EE Block Janakpuri

3.4 Even as the 'Green Areas' in Delhi are managed by different agencies, DDA has the largest role to play with 5050 hectare (approx.) of land under its jurisdiction. The green covered area in the capital is 19% of total area which is much larger than other cities and makes Delhi one of the greenest cities. The 'Green Areas' in a few cities are as indicated in the statement given below:-

Cities	% of green area*
Bangalore	13.57
Hyderabad	9.21
Bikaner	2.63
Kanpur	16.80
Allahabad	2.98
Kolkata	7.00
Delhi	19.00

*Source: Land assembly in the Indian Metropolis (TCPO)

3.5 The area-wise utilization of the total 1,48,639 hectares area of Delhi is indicated below :-

Area	in hectares
Urban area as per Master Plan	44,777
Recreational Use	8,722
Total Green Area under the Jurisdiction of DDA	5,050

3.6 As per background material on DDA submitted to the Committee, DDA has developed approximately 1600 acres of green, which includes city forests, woodland, green belts, districts parks,

neighbourhood parks and tot lots in residential colonies. The Breakup of Green area is as follows:-

Total Green area with DDA	5050.97 Ha.
Area so far developed by DDA	4587.14 Ha.
Area being developed by DDA	463.89 Ha.
<hr/>	
Parks	No.
<hr/>	
District Parks	111
City Forests	25
Neighbourhood Parks	255
Regional Parks (Ridge)	4
Master Plan Green/Zonal Green	605

3.7 The Committee undertook local on the spot visits to certain 'Green Areas' in Delhi in January 2005 and held discussions with the local residents and certain points, which came to the fore are summed up in the succeeding paragraphs.

3.8 During the visits on 27 January 2005, Sanjay Lake Park, Mayur Vihar, New Delhi they were informed by the residents of Pocket 'E', Mayur Vihar Phase II that 'Sanjay Lake' has not been cleaned for a long time, as the water was very dirty. At this, DDA Officials informed that the matter related to Ministry of Environment and Forests. However, the Committee observed that the area around the Lake had been developed into a Park and maintained by DDA. The DDA officials present their informed the Committee that earlier the area was not worth habitable, but after the development of Sanjay Lake, the area has become a picnic spot as well as health resort.

3.9 During another visit on 5 January, 2005 to Swaranjayanti Park at Rohini and Astha Park in Vasant Kunj, the Committee observed that these green areas had been developed as recreational Parks by DDA. Although, these Parks were well maintained by DDA, the Committee also noticed that one of the entrance of Swaranjayanti Park *i.e.* Rithala to Rohini Sector 11 was not provided with public toilets and water facilities. The Committee also noticed that the adjoining areas around the Swaranjayanti Park were used by people for dumping waste materials. At their visit to Astha Park, Vasant Kunj, the residents at Vasant Kunj suggested that Park should have some food-outlet so that people can spend quality time there. They also demanded that

(i)proper boundary walls around the Park be built-up by DDA for security of Children, (ii)Public convenience facilities be provided near the or in the parks. (iii)Samriti Van be built in the shape in of trees in the memory of the martyrs.

3.10 The Committee also visited Dilshad Garden area of East Delhi on 27 January 2005. The Committee, however, found that the condition of Deer Park was in a dilapidated state and the park had turned into a playground. One of the residents complained that as the names of the park suggested it to be 'Deer Park', there were no 'Deer' in this Park and the maintenance of this Park had been totally neglected by the concerned authorities. There was no boundary wall around the park. Moreover, the open Nallahs of the area around the Park, caused health and civic problems.

B. Expenditure on development of 'Green Areas' in Delhi.

3.11 As per information given, DDA spends about Rs.40 crore (linked to Budget) every-year for developing new green areas and for maintaining the already developed greens. No taxes or grants are received for this.

3.12 As regards the expenses on green areas in 2004-2005, in reply to Unstarred Question No.3851 dated 19 April, 2005 in Lok Sabha, the Ministry of Urban Development has informed that a provision of Rs.114.19 crore has been made by DDA for maintenance of Parks during the year 2004-2005.

Recommendation/Observation

3.13 The Committee note that DDA has extensively developed green areas in Delhi and has helped Delhi to grow as one of the greenest cities in the country. While appreciating the achievements made by DDA in developing the forests, woodland, green belts, district parks, zonal parks, neighbourhood parks and Children parks etc., the Committee desire that maintenance of such green areas and water bodies etc. should be carried out from time to time and all the basic facilities *viz.* toilet, drinking water, eateries, etc. should be provided for the welfare of public at large. The Committee are also of view that co-ordinated efforts be made by the Ministry of Urban Development with the Ministry of Environment and Forests so as to maintain the water-bodies clean. The Committee desire that all public places especially parks should have 'Pay and Use' toilets facilities as for instance the 'Sulabh' toilets. Such toilet facilities would help in the maintenance of environment. The Committee further

recommend that the viability for opening up food counters/eateries be examined by DDA in or around the 'public parks'. The Committee also recommend that demands of the local residents for development of the already existing Parks be met by DDA with a positive perspective in mind.

3.14 The Committee note that DDA spends about Rs.40 crore every year for developing new green areas and for maintaining the areas already developed. Moreover, in 2004-2005 a provision of Rs.114.19 crore has been made by DDA for maintenance of parks. The Committee recommend that all the funds yearly earmarked for maintenance of Parks be utilised prudently for improving the conditions of the existing Parks/green areas in Delhi. Also, new green areas, be developed in a time bound manner.

C. Sports Complexes

3.15 The Asian Games created an awareness of the lack of sporting facilities for common men in the city, as the few Stadia which came up during the Asian Games were inadequate. A few private clubs that existed were expensive and inaccessible. Therefore, sports and sporting facilities were planned and taken to every door of the citizens of the Delhi by constructing massive sports complexes, Play fields, Multigyms and Fitness Trails by the DDA. So far 15 sports Complexes have been developed at Siri Fort, Saket, Hari Nagar, Paschim Vihar, Rohini, Ashok Vihar, East Delhi, Yamuna Sports Complex, Pitam Pura, Jasola, Chilla and Dwarka Sports Complex in all the zones of Delhi. 26 Play Fields where one can play without paying any charges have been developed in different parts of city. 27 Multigyms like at Hauz Khas, Vikas Puri, Mandwali Fazalpur, Gulabi Bagh, Rohini, Lawrence Road, Kanti Nagar, Sarita Vihar and Saket have become the centres of attraction for health conscious people. Through, these Sports Complexes, play-fields and multigyms, DDA is reaching the facilities to the common people. These myriad greens have created a sporting culture by mass participation at all levels and have thus helped promote sports talent. The first Golf Course, which is called Qutub Golf Course and Mini Golf Course, which is known as Pitch and Putt Course in Siri Fort Sports, have been developed by DDA. Apart from this, one sports Complex and 2 multigyms are in progress/under construction by DDA.

3.16 DDA is also playing a vital role not just in creating a huge network of sports facilities in Delhi it is also actively identifying and training budding sports talent in the city. The Sports Complexes, Play Fields, Fitness Trails and Golf Courses that DDA has created all over the city have given to professional sportsmen and to amateurs the right infrastructure to hone their sporting talents. The national and

State level tournaments that DDA conducts in various games provide a platform to the sports-persons to showcase their talents and to gain competitive experience. DDA is utilizing the services of India's top sportsmen to train and guide the talented youngsters and also providing facilities, kits and stipend to the selected bright boys and girls.

3.17 As per Annual Administrative Report of DDA (2003-2004), the following Sports activities are in progress:

- (i) Sports Complex at Sec. D between Pkt. 2&3, Vasant Kunj: Tennis Court
- (ii) Multi-gym at Salvage Park, Mayapuri
- (iii) Upgradation of Swimming Pool at Siri Fort.
- (iv) Conversion of concrete surface Lawn Tennis courts into synthetic surface courts at Siri Fort.
- (v) Sports Complex at Pitam Pura : Swimming Pool
- (vi) Sports Complex at Saket: Covered Badminton Hall, Conversion of concrete surface tennis courts into synthetic courts.
- (vii) Swimming Pool at Dwarka Sports Complex.

3.18 The earlier Committee on Urban and Rural Development 2004 had the opportunity to visit a Sports Complex at Dwarka on 28 January 2004 and they had expressed satisfaction at the development of Sports Complex in Dwarka.

3.19 According to information on website of DDA, the following development for sports activities are stated in future:-

- Completion of Bhalaswa Golf course.
- Inauguration of Vasant Kunj Sports Complex.
- 5 more Sports Complexes at Narela, Rajender Nagar, Rohini, Phase III, Raj Ghat and Dwarka Phase-II.
- Mini Sports Complexes at Kanti Nagar, Partap Nagar and Vikas Puri.
- 07 Swimming Pools.
- Adopting 8 Play Fields.

Recommendation/Observation

3.20 The Committee are happy to note of the efforts made by DDA in the construction and development of Sports Complexes, play fields, swimming pools, golf courses etc. for the purpose of sports activities for the inhabitants of Delhi. They also note that some sports activities are in progress. The Committee trust that such activities would be continued and completed in a stipulated time frame.

3.21 As regards the training aspect of sportsmen/women, the Committee also recommend that DDA should propagate its sports and coaching facilities, fellowship facilities etc. for the knowledge of common sports-loving persons so that people are encouraged to indulge in sports activities. The Committee would like to be apprised of the action taken in this regard.

D. Commonwealth Games 2010 and arrangements of DDA

3.22 India is hosting Commonwealth Games 2010 and Delhi has been chosen its venue. DDA has been entrusted to undertake the construction of sports village for Commonwealth Games at Akshardham, Delhi as a special project. The Annual Project (2003-2004) of DDA shows that the panels, graphic signages, Brochures, films have been got prepared for the delegates.

3.23 In response to a Rajya Sabha Unstarred Question No.2771 dated 18th April 2005, the Minister for Urban Development stated that construction work of Games village for the Commonwealth Games has not commenced. However, it had been stated that the site for the Games village is available except for a small portion, which belong to Government of Uttar Pradesh and the matter has been taken up by DDA with the Government of Uttar Pradesh in this regard.

Recommendation/Observation

3.24 The Committee express their concern over the fact that only five years are left for the commencement of Commonwealth Games 2010 and the construction of the Commonwealth Games village at Akshardham is yet to begin. They also note that a small portion of site belongs to Government of Uttar Pradesh for which negotiations are going on with the State Government of Uttar Pradesh. The Committee, therefore, recommend that matter should be sorted out expeditiously and the construction of the 'Games village' should commence without any delay. The Committee desire that prudent and scientific techniques be adopted in development of 'Commonwealth Games Village' at Akshardham in line with the international standards of sports facilities. In the beginning itself it should be kept in mind that the facilities to be created should be such that even after the Commonwealth games 2010 are over, these can be made use of subsequently also.

CHAPTER IV

HOUSING

A. Targets and Achievement

4.1 Housing activities had been undertaken by DDA since 1967-68 and from time to time, it has announced various schemes for different categories of flats. So far 41 housing Schemes have been announced by the DDA out of which 36 have been closed while 5 are still alive. The details of the schemes are at *Appendix I*.

4.2 Essentially, the DDA constructs houses of various categories viz. SFS/HIG/ MIG/LIG/Janta/EWS etc. for a large number of registrants/non-registrants. The brief details of houses in progress as on 1.4.2003, new houses started during 2003-2004 and completed by DDA during the year 2003-2004 are given as under :

Sl. No.	Description	HIG	MIG	LIG	EWS/ JANTA	TOTAL
1.	Houses in progress as on 1.4.2003	4895	3233	12032	544	20704
2.	New Houses targeted to be taken up during 2003-2004	1707	2520	8092	2192	14511
3.	Houses taken up during 2003-2004	216	120	3652	Nil	3988
4.	Houses targetted to be completed during 2003-2004	1577	1076	2722	544	5919
5.	Houses completed during 2003-2004	416	492	704	64	1676
6.	Houses in progress as on 1.4.2004	4695	2861	14980	480	23016

4.3 As per Action Taken Reply furnished by the Government on the recommendations contained in 49th Report of Committee on Urban and Rural Development there is a total backlog of 24,631 in three categories of flats viz. MIG, LIG and Janta Categories

the category-wise and scheme-wise pendency is as follows as on 28.2.2003):

Category	MIG	LIG	Janta	Total
NPRS	498	10,843	NIL	11,341
AAY-1989	599	3,618	NIL	4,217
JHRS	—	—	7,404	7,404
Total	1,097	14,461	7,404	22,962

4.4 During the course of briefing of the Committee on 21st December 2004, Vice-Chairman DDA submitted as under :

“Sir, very broadly speaking, a number of the grievances related to two important areas of activity. One area of activity pertains to the Rohini Registration Scheme which was started in 1981. This was basically for allotment of plots. Approximately, 84,000 people had been registered. We still have a sizeable backlog out of that. That has been a matter of concern. We have been continuing to receive a lot of public reactions and requests and things of that nature in regard to that Scheme. I have to inform the Committee that a backlog of about 27,000 in different categories of plots under the Rohini Registration Scheme is still there. We are in the process of acquiring land for, what is called, the Phase IV and Phase V of the Rohini Scheme, which would entail an acquisition of 3,000 hectares of land. In order that this whole process may not be delayed very much, we have set ourselves a target that by 2005-2006, we would try to complete this backlog. We are trying to work in close collaboration with the Land and Building Department of the Delhi Government so that at a parallel level we can do things like taking the land, its planning and development by the Engineering side. Normally, these things happen in some kind of the chronological fashion. So, we are trying to avoid that and do this in a time bound manner.”

4.5 The Committee had also received a large number of memoranda from public at large regarding delay in Rohini Registration Scheme which speak volume of irregularities under the Schemes. Some of them are related to harassment, excessive delay in getting the plot and out of turn allotment etc.

4.6 When asked to comment on above complaints, DDA in their written reply have stated that allotment of plot is being made strictly

as per priority number to individual registrations and DDA has recently disposed off more than 3000 plots to wait-listed registrants.

4.7 Subsequently, in reply furnished to Rajya Sabha Unstarred Question No.1353 dated March, 14, 2005, the Minister of Urban Development furnished the details of three schemes, launched by Delhi Development Authority (DDA) fifteen years or more for allotment of plots and flats, indicating the total number of registrants and the present back-log as under:

Category	Scheme	Total No. of registrants	Back-log
Plots	1. Rohini Residential Scheme, 1981	82,384	27,043
Flats	2. New Pattern Registration Scheme, 1979	1,71,272	8,668
	3. Ambedkar Awas Yojana, 1989	20,000	2,883

4.8 The Minister of Urban Development in his reply to the aforesaid question also stated that allotment of plot/flats could not be made to all the registrants because the schemes were open ended and there was heavy registration. The pace of allotment depended upon various factors such as acquisition and development of land, planning and provision of infrastructure and services. He added that DDA had prepared an action plan for liquidation of the backlog of flats by December 2005 and of plots by the end of 2006. The DDA has reported that plots are allotted expeditiously, on completion of the process of planning and development and the flats are allotted, immediately, on receipt of information of completed flats from Engineering Wing. He assured that steps have been taken to ensure, expeditious allotment of developed plots/flats and this is closely monitored along with regular follow up and monitoring of the process of land acquisition, its planning and development.

4.9 In a press report in 'The Hindu' dated 30 March, 2005, it had also been indicated that the Delhi Development Authority Budget for 2005-2006 has laid a lot of emphasis on housing and a sum of Rs.466.42 crore has been earmarked for the purpose. Also, during the coming financial year, DDA plans to clear its entire backlog of housing applications by allotting nearly 14,000 flats. Pointing out that at the beginning of this financial year, 23,016 houses were under construction, DDA said around 9,900 houses have been completed or are nearing

completion. Further, 3,356 houses have been approved for construction and with this the entire backlog of houses is expected to be covered by December 2005. At a press conference, the Principal Commissioner informed that this would cover about 8,000 applicants of NPRS 1979 schemes, 3,000-odd applicants of Ambedkar Awas Yojana 1989 and about 2,500 applicants of Janata Housing 1996. Besides, DDA has also come up with a major plan to clear the registrants of the Rohini 1981 scheme and the DDA had acquired 3,000 acres of land for Phase IV and V of Rohini through which the 24,000 applicants of the 1981 scheme would be allotted plots.

4.10 The Committee, thereafter, took the oral evidence of the representatives of the Ministry of Urban Development at their sitting held on 30th June, 2005. During the course of oral evidence, the Committee pointed out to the witnesses that in Ambedkar Awas Yojana, 1989 thousands of people had registered themselves and most of them belonged to the EWS category but this Yojana has not accomplished the targets. The Slum Department took money from people, but had not handed over possession of the dwelling units to the 'Registrants'. To this, the Secretary, Ministry of Urban Development assured the Committee that he would take up the matter with the Commissioner concerned regarding Ambedkar Awas Yojana. He added:—

“As far as DDA is concerned, the registration was done in 1979. It is an open-ended scheme. May be it is hindsight, may be it is afterthought, but the fact remains, it was not a very happily planned scheme.”

4.11 At this point, the Vice-Chairman of DDA added :-

“It is called a New Pattern Registration Scheme. A subsidiary scheme was launched when it ended. For example Ambedkar Awas Yojana was launched in 1989, Janata Housing Registration Scheme was launched in 1996. These three schemes together are considered 'New Pattern Registration Scheme'. It's backlog is about 14,440. We have given assurance that we will clear this backlog by the end of this year (i.e. 2005).”

Recommendation/Observation

4.12 The Committee strongly deprecates that a tangible number of backlog of 8668 and 2,883 in respect of the New Pattern Registration Scheme still exists with the DDA. Although more than two and half decades have elapsed when the New Pattern Registration Scheme (NPRS) was launched in 1979 but the bonafide

registrants of this scheme are still waiting for the allotments. The Committee need hardly emphasise that as the New Pattern Registration Scheme, 1979 (NPRS) had been open-ended, it was imperative that such a scheme is cleared in time and with no backlog. The Committee, therefore, express dissatisfaction that timely, honest and pragmatic measures have not been taken by DDA in making the NPR Scheme a model and a successful one.

4.13 As regards the Rohini Registration Scheme, 1981 the Committee are further distressed to learn that a backlog of 27,043 still exists. The Committee need hardly emphasise that such a situation hampers the credibility of DDA and sullies its public image.

4.14 The Committee are informed that an action plan has been chalked out by DDA for liquidation of the backlog of flats by December 2005 and of Plots by 2006. The Committee, therefore, strongly recommend that as assured to them, the backlog of the New Pattern Registration Scheme, 1979 must be cleared expeditiously. The Committee also recommend that the backlog in the Rohini Registration Scheme, 1981 is cleared by taking concerted action for acquisition of land by LAC of Government of Delhi in a time bound manner. The Committee may be apprised of the action taken in this regard.

B. Houses for economically weaker Section

4.15 As indicated in the 5th Report of the Committee on Urban Development 2004-2005 (14th Lok Sabha), the Delhi Development Authority has been giving emphasis on construction of houses catering to the need of Economically Weaker Sections and Lower Income Group categories. Out of the 2.90 lakh dwelling units constructed by it, 1.71 lakh dwelling units belong to Low Income Group and Economically Weaker Sections. The houses constructed for LIG and EWS thus constitute nearly 60% of the total units constructed by DDA. Further, a total of 16,444 flats have been constructed under Janta Housing Category and the 3,124 flats have been constructed under LIG Housing Category (i.e. nearly 69%). In the beginning of the year 2004-2005, 23,106 flats were under construction, out of which 15,460 flats are LIG/EWS. In addition, 8,106 new houses will be taken up for construction before 31.3.2005, out of which 5,477 flats are of LIG/EWS categories. DDA also provides for 25% quota under its schemes for allotment of flats and shops for the SC/ST and 1% for physically disabled persons.

4.16 The Committee took the oral evidence of certain selected people, at their sitting held on 30th May, 2005 in pursuance of their

written complaints. During the sitting, one of the witnesses representing the EWS section pointed out the shortcomings of DDA in allotment of plots to the JJ Clusters and EWS persons. He specifically indicated that DDA did not follow the rules and regulations as mentioned in the 'Registration Application' for land. Till date, whatever allotment have been made to the EWS section or JJ Cluster, the Identity Cards given by Delhi Government or Ration Cards are identified by DDA but no 'Affidavit' is taken by DDA. They do not have an effective method of checking to obviate operations by the land mafias involved in lands acquired by DDA.

4.17 The Committee during their visit to Mayur Vihar on 27th January, 2005 had the opportunity to even see the Private Property Dealers shops opened-up in DDA constructed dwelling units. They observed that most of the actual allottees of the units resell their dwelling units through the private dealers and the needy people *i.e.* the EWS persons are not benefitted.

4.18 The Committee, thereafter, took oral evidence of the officials of the Ministry of Urban Development and DDA on 30th June 2005. The Committee enquired whether the benefits of 'housing' were flowing to the targetted EWS people. To this, Vice-Chairman of DDA submitted:-

"Let me just mention for the kind information of the Committee that even in the Master Plan we have said that 50 per cent plus accommodation will have to come in the category of two-rooms and below. When we are referring to EWS, in this Master Plan we have tried to make a distinction in order to sharpen focus. Hitherto we would talk of EWS as economic weaker sections. So, it can very conveniently be stated that LIG is also economically weaker section, one-room is also economically weaker section, and two-room is also economically weaker section. Now we have tried to distinguish, among the urban poor, as to who is economically weaker section. This 50 per cent that I am saying relates to this."

He further added "That the whole idea is to concentrate on Economically Weaker Section Housing which is a very specific category so that we cannot mix it up with LIG and other things."

4.19 During the course of oral evidence, Secretary, Ministry of Urban Development submitted as under:-

"At the policy level, I can only say that the master plan has so far only been talking in terms of percentages, namely, such and such

a percentage must be provide in the overall framework of the plan. I would like to mention here that we are now making it mandatory that the Occupancy Certificate will not be given to any cluster of housing before the prescribed number of housing – for the EWS in that cluster—has not been completed. In the case of housing—whether it is cooperative group housing societies or private builder—the occupation of other will be permitted only after EWS has been made and handed over to DDA. In case of DDA, of course, they will have to put it within the cluster. We are not leaving in vague, namely, in the whole of Delhi it can be put anywhere. It should be in the neighbourhood, and such and such a facility for EWS has to be provided there. It is a class difference that we are making in the next plan. As a matter of fact we are not waiting for the next plan, and this is going to be implemented with immediate effect.”

He further added that “They are taking precautions that EWS housing do not change hands and they are not passed hands to other. As such these tenements will be given on licence basis and not on lease basis hence any change would *ipso facto* imply cancellation.”

4.20 In a press report in ‘The Hindu’ dated 30th March, 2005, it has also been indicated that for DDA priority would be housing for the ‘Economical Weaker Sections’ (EWS).

4.21 In reply to Lok Sabha Unstarred Question No.1889 dated 15th March 2005 the Minister of Urban Development informed that 0.60 lakh out of 0.85 lakh dwelling units are to be allotted under Rohini Residential Scheme, 1981 for economically weaker sections and in the draft Master Plan 2021, 50-55% of the housing has been recommended for economically weaker sections in the form of dwelling units of two rooms and below.

Recommendation/Observation

4.22 The Committee observe that a vast number of marginalized poor in the urban centers, particularly in the metropolitan cities live without shelter, facilities and amenities for bare existence, deprived of basic needs and means of livelihood. Such marginalized people could be found either in slums or in other illegal and unauthorized habitations with no semblance of civic amenities. They are mainly unorganized daily wage earners, construction workers, vendors and hawkers, rickshaw and cart-pullers, porters and loaders, street and working children or simply the vagrants and homeless. The

Committee also note that the Delhi Master Plan defines 'shelter' as an essential need of a family, including components like water, electricity, waste disposal, education, health, recreational and other facilities'. It also mentions about vendors and hawkers, reported to be 200,000 in Delhi. The Committee are, therefore, of the firm view that 'Housing' for the EWS including the JJ clusters should be one of the primary concerns of DDA. The Committee recommend that clearcut and specific planned measures be taken by DDA by making suitable provisions in MPD – 2021 for providing dwelling units at an affordable price to the actual EWS and JJ cluster population in the DDA housing Scheme.

4.23 The Committee note that in the draft Master Plan 2021; 50-55% dwelling units have been proposed for Economically Weaker Sections. They also note that in the Rohini Residential Scheme 0.60 lakh dwelling units are to be allotted to Economically Weaker Sections. While appreciating the steps taken to provide houses to the EW Sections of population in Delhi by the Government, the Committee recommend that proper scrutiny is carried out by DDA in coordination with the State level authorities to identify the genuine EWS beneficiaries under the Residential schemes of DDA. The Committee recommend that proper measures be taken to ensure that only the actual EWS beneficiary occupies such dwelling units. They also recommend that DDA should enhance their vigilance and monitoring system so that dwelling units allotted to identified EWS persons are not sold/re-sold through property dealers. During the course of oral evidence Secretary, Ministry of Urban Development informed that such allotments may be made on license basis and not on lease basis. The Committee, therefore, desire that steps be taken so as to give dwelling units to EWS people on licence basis in 'Pilot Project' and thereby applied uniformly to the Housing Schemes, appropriately. The Committee recommend that community based structures and cooperative bodies/NGOs be involved in the allotment of dwelling units to the EWS people who will ensure that land/flats earmarked for poor population is utilized by them. Direct allotment of houses to EWS should be avoided and there should be a mandatory condition that resale of such flats shall not be allowed.

C. Problem of slums in Delhi

4.24 According to Economic Survey of Delhi, 2003-2004 because of the lack of adequate developed land at affordable prices to different categories of residents, various types of unplanned settlements have come up in Delhi. As such, following types of settlements have come

up in Delhi with distinctive features of each type in terms of level of civic amenities and the status of residents.

Sl. No.	Type of Settlement	Estimated population in lakh in 2000	% of Population
1.	JJ Clusters	20.72	14.8
2.	Slum Designated Areas	26.64	19.1
3.	Unauthorised Colonies	7.40	5.3
4.	JJ Resettlement Colonies	17.76	12.7
5.	Rural Villages	7.40	5.3
6.	Regularised Unauthorised Colonies	17.76	12.7
7.	Urban Villages	8.88	6.4
8.	Planned Colonies	33.08	23.7
Total		139.64	100.00

Source : DUEIIP-2021

4.25 The above stated Economic Survey depicts that the scheme for resettlement of JJ Cluster households was started in 1961 in Delhi. The commencement of the scheme was made with the allotment of two room tenements to 3560 JJ Cluster households. Subsequently, 80 sq. yard plots were allotted to JJ Cluster households for resettlement. The size of the plot was reduced to 40 sq. metre and further reduced to 25 sq. metre. During 1975-77 a massive programme for resettlement of about 1.97 lakh JJ Cluster households was undertaken by DDA with the development of 26 new JJ Resettlement Colonies. A plan scheme was initiated in 1979-80 to provide and improve basic civic amenities in all these 44 Resettlement Colonies in which about 2.4 lakh JJ Cluster households were resettled. These JJ Resettlement Colonies were transferred from DDA to MCD in 1988-89 with the assurance that Government of Delhi will provide maintenance expenditure to MCD under non-plan. Since 1979-80 upto March, 2004, an amount of Rs.510.17 crore (plan funds released) under plan and an amount of Rs.637.34 crore under non-plan for maintenance has been released by Delhi Government.

4.26 In reply to Lok Sabha Unstarred Question No. 3012 dated 22 March 2005, the Minister of Urban Development stated that there

are 1080 Jhuggi Clusters existing on the government/semi government lands scattered all over Delhi. It has also been decided to explore possibilities of relocating slum dwellers in multi storeyed tenements and DDA has been asked to prepare models for such relocations.

4.27 Further, in reply to a Lok Sabha Unstarred Question No. 3013 dated 22 March 2005, it has been stated that MPD-2021 prepared by DDA envisages amelioration of existing slums and Jhuggi Clusters through a judicious mix of relocation and *in situ* development.

4.28 As per Planning Commission about 174 hectors, against about 2000 hectors for EWS plots had been set aside in MPD-2001 and had been invested in the solution for the slum problem. The Census 2001 shows slum population consistent with backlog on MPD-2001 EWS targets.

4.29 In response to the 'Press Communique' of the Committee certain representatives highlighted that Resettlement Scheme; are grossly sub-standard, with facilities and plot sizes short of minimum norms, densities that amount to crowding, locations that are remote and segregated.

4.30 During the course of oral evidence, Vice Chairman DDA, submitted as under:-

"We are thinking of *in situ* relocation because earlier on when you were looking at plotted development of 12.5 sq. m. and 18 sq. m. Plots, the density that we were being able to achieve amounted to a gross under-utilisation of the potential of the land. Now in this Master Plan 2021, we have provided for density norms which would vary according to the plinth area of the type of accommodation that you are going to have. In Mumbai, for slum programme, they work on a density of 500-600 DUs per hectare. We are also looking at working on 500-600 DUs per hectare. If five hectares of my land is presently occupied by 1,000 people, I would be able to settle many more people on that and I would be able to secure land which I can utilise for a development which will partly help me to meet the costs of this. That is the kind of direction that we are trying to move in. It will obviously take some time to ground a large programme of, say, 10,000 to 20,000 constructions. The Courts are also seized of it and we are requesting the courts to give us time because we are trying to work on a planned basis to do away with some of the problems which are being faced."

Recommendation/Observation

4.31 The Committee are informed that the MPD-1962 required EWS housing to be integrated into all residential development and MPD-2001 explicates provisions for integration (25% EWS plots and 20% LIG units in every residential area for 100,000 persons) and minimum standards (25 sq. m. Plot, etc.). The Committee also note that DDA in their Master Plan 2021 envisage amelioration of existing *Jhuggi Clusters* through a judicious mix of relocation and *in situ* development. They also note that a large number of flats have been constructed/being constructed for Economically Weaker Sections by DDA. The Committee recommend that proper measures be taken to ensure that the occupancy certificates are given to any cluster of housing only with the prescribed number of dwelling units for the EWS persons. The Committee, also, recommend that earnest efforts be made by DDA for constructing EWS dwelling units in the new housing colonies so that accumulation of new slums/clusters is discouraged to a great extent. The Committee, would like to be apprised of the progress in the matter in due course.

4.32 The Committee recommend that annual targets may be fixed for providing housing/dwelling units to the JJ clusters in line with the slum population so that slum dwellers are accommodated in lands/units developed by DDA. The Committee also desire that the dwelling units developed to remove slum clusters are planned and allotted to JJ clusters in a phased manner. Further, it would be appropriate if the slum dwellers could be suitably relocated in multistoreyed tenements on DDA lands.

4.33 The Committee note with concern that in many 'Resettlement Colonies' for the slum dwellers, the dwelling units constructed are grossly sub-standard and these units appear to be in a dilapidated condition. This is because the material used is sub-standard and there is hardly any quality control. The Committee would like to know, as to why it is so and what remedial steps are proposed to repair these houses. The Committee, therefore, recommend that thorough checks be carried out at construction stage itself. The inspection team should see to it that contractors assigned the job are adhering to the requisite standards. This is extremely desirable so as to ensure that the dwelling units for relocating the JJ clusters are of firm and livable standards.

D. Lack of Basic Amenities in DDA Flats/Colonies

4.34 Section 6 of Delhi Development Act, 1957 state that the objects of the Authority shall be to promote and secure the development of Delhi according to plan and for that purpose the Authority shall have the power to acquire, hold, manage and dispose of land and other property, to carry out building, engineering, mining and other operations, to execute works in connection with supply of water and electricity, disposal of sewage and other services, and amenities and generally to do anything necessary or expedient for purpose of such development and for purposes incidental thereto.

4.35 Location-wise details of dwelling units not allotted due to electricity and absence of water supply as furnished by the Ministry to then Committee on Urban and Rural Development (1999-2000) as on 3rd quarter of the year 1999 is given below:—

Not allotted due absence of Electricity

Sl.No.	Location	SFS	MIG	LIG	Janata	Total
1.	Dwaraka	1167	1694	2560	272	5693
2.	Rohini Phase-III	-	946	2654	-	3600
3.	Narela	-	-	-	792	792
4.	Shalimar Bagh, Plot A, Blk D. Phase-I	200	-	-	-	200
5.	748, Janata Houses at Shivaji Enclave	-	-	-	340	340
Total						10625

Not allocated due to absence of Water Supply

1.	Narela	140	1984	1652	1732	5508
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4.36 In regard to the measures for provision of water and power in Dwarka flats of DDA, the 'Press Information Bureau' had published that DDA is taking steps for provision of water and power in its Dwarka flats in South-West Delhi, where 15,743 flats are lying vacant for want of power and water. Regular coordination meetings are being held at various levels with all concerned for provision of basic amenities in these flats. Delhi Jal Board is pursuing supply of raw waters from neighbouring States. Meanwhile, interim arrangements have been made through tube wells for water supply. As for supply of power, there have been slippage's in the targets by erstwhile Delhi Vidyut Board

due to constraints of shortage of power, non-clearance of the line routes, non-establishment of sub-stations due to site not being clear, contractual problem and technical material shortage. In Dwarka, water services are to be provided by Delhi Jal Board and electricity by erstwhile Delhi Yidyut Board.

4.37 In regard to the provision for basic amenities in DDA constructed flats however, few representations had been received by the Committee regarding insufficient water supply in Dwarka Area of Delhi. The erstwhile Committee on Urban and Rural Development 2004 during their visit to Dwarka on 28.10.2004 were informed by the residents about the acute water shortage in the area. Moreover the ground water there was saline also.

4.38 During the course of oral evidence of the representatives of DDA held on 20 June 2005, the Committee enquired about the corrective action taken in lack of water supply specially in Sector 1 of Dwarka. To this, Vice-Chairman, DDA stated that:—

“This matter has been brought to my notice. I have told our Engineer Member to look into this matter. When we do planning, we take into account all these things. We take water from Delhi Jal Board. We do not take into account underground water for planning things. In the case of Dwarka, there is a lot of problem. With the help of the Central Ground Water Board, we have seen which areas we can drill the tube wells where the salinity is either not there or less. We have found out near Najafgarh the salinity is very less. We have planned to drill about 30 tube wells of which about 15 are in progress. So, we expect about 1 MGD water will be available from these tube wells to augment the water supply. What we are trying to do is, wherever the water supply is short, for example in Dwarka now the Delhi Jal Board is supplying water to only one command tank. For the entire area they are supplying water only at one place from where we are boosting it. The area which is at tail end, availability is very less. The Government of India has gone ahead with rain water harvesting. In Dwarka about 72 structures have been made. Another 73 structures are to be made for rain water harvesting. It will be done over a period of time. We have started it only last year. Tube wells are only for augmentation and we do not take them into account while planning. We just cannot do anything about salinity. In Dwarka itself, certain tube wells are giving absolutely good water but some tube wells the water is fit for all other things except drinking. We have consulted the Central Groundwater Board for salinity. Certain strata which are shallow are saline. We

have put up Reverse Osmosis (RO) plants at certain places. They produce water at about 3000 litre per hour. At some locations, we have provided these plants to treat the water but that water is available only for drinking purposes. Almost 50 per cent of the water goes waste. Therefore, wherever RO plant is there, water is used only for drinking purposes, that too at the ground level."

4.39 Regarding, other areas of Delhi based on complaints received from public, the Committee on Urban Development (2004-2005) paid a visit to Dilshad Garden and Indraprastha Society (IPEX) on 27 January 2005. During these visits, the Committee were informed by local residents about acute water problem in the Dilshad Garden and lack of 'Sewerage Tank.'

4.40 They were also informed by the Secretary of the RWA of the colony that an open Air Theatre was inaugurated about two years back, but due to lack of electric connection and other infrastructure, it cannot be used.

Recommendation/Observation

4.41 The Committee are concerned to note that upto the end of 3rd quarter of the year 1999, 10625 houses could not be allotted due to absence of electricity and 5508 houses could not be allotted due to absence of water supply. The Committee are of the view that before construction of houses is taken up, DDA should satisfy itself about the availability of water and power as per requirement. The Committee would like to know whether proper assessment of the aforesaid requirements were done before the construction was taken up. The Committee recommend that sincere efforts be made by DDA, DJB and the Electricity authorities to take corrective action, expeditiously, so that the bonafide owners of these flats can be allotted the dwelling units. The Committee may be apprised about the action taken in the matter.

4.42 The Committee are also of the firm view that before allotting a flat, DDA should ensure that all the basic facilities such as water, sewage and electricity connections etc. have been provided in the flats and for this purpose, they should take up the matter with the concerned agencies *viz.* Delhi Jal Board and private electricity companies. The Committee recommend that DDA should open up proper service counters in the residential complexes itself so that the allottees don't have to run from pillar to post for getting such connections.

4.43 As regards the water supply problem in Dwarka Area, the Committee urge that suitable measures be taken to distribute water supply equitably in the area with the help of DJB so that occupants of DDA flats do not suffer due to lack of water supply.

4.44 As regards, the Dilshad Garden area of Delhi, the Committee are perturbed to learn about the poor standard of maintenance of sewerage tanks and the inadequacy of sewage system. The Committee urge that corrective measures be taken in this regard, expeditiously.

E. Misuse of DDA Flats and unauthorised construction

4.45 According to the information obtained from DDA, the Ministry of Urban Development have allowed certain addition(s)/alteration(s) in DDA flats. These are applicable to all flats built and allotted by DDA irrespective of whether these are located in notified and denotified areas. The addition/alteration(s) allowed are categorized in three categories:

- Condonable: These are minor additions/alteration(s) which do not require structural changes and can be carried out by the owner(s) without any prior intimation/permission of DDA/MCD.
- Permitted with intimation/permission: These addition(s)/alteration(s) are of major nature which may require structural changes, changes in the service lines and additional coverage.
- Additional coverage permitted with prior permission.

4.46 The details of all the categories of addition/alterations which have been approved by Ministry of Urban Development & Poverty Alleviation by various orders are given below:

CONDONABLE ITEMS:

- To convert existing barsati into room provided the wall is made of only 115 mm thick.
- Grills and glazing in verandah with proper fixing arrangement.
- Raising height of front and rear courtyard wall upto 7' height by putting up jali/fencing.
- Providing door in courtyard wherever not provided.
- Providing sunshades on doors and windows wherever not provided with proper fixing arrangements.
- Closing the door.

- If the bathroom or WC are not having roof, these may be treated as open urinals and allowed 8'. Raising the wall of balcony/terrace parapet with grill or glazing upto 5' height.
- Construction of open staircase (cat ladder) where no staircase has been provided for approach to the terrace.
- To provide additional PVC water tank at ground floor area without disturbing the common passage.
- To provide an additional PVC water tank in the scooter/car garrage at the surface level.
- To provide loft/shelf in the rooms without change in the walls.
- To change the flooring with water proofing treatment.
- To remove half ($4\frac{1}{2}$) brick wall.
- To make a ramp at front gate without disturbing the common passage/storm water drain.
- To provide sunshades or the outer windows upto 2' wide projection.
- To provide false ceiling in rooms.
- To make an opening of maximum size of 2'6"x1'9" for exhaust fan or air-conditioner in existing walls.
- Fixing of door in back and front courtyard.
- Converting of window into Almirah subject to availability of light and ventilation as per building byelaws provided that no structural elements are disturbed and there is no projection extending beyond the external wall.
- Shifting of water storage tank/raising of parapet wall upto 5' height and putting additional water storage tank. Wherever the existing water storage tank capacity is less than 500 ltrs in a flat, a 500 ltrs tank can either replace the existing water storage tank or if possible the additional tank can be added so as to make the total storage capacity upto 550 ltrs. However, such replacement/provision of additional tank will be done only on the locations specified for such tanks and the supporting beams will be required to be strengthened suitably. Parapet wall around terrace can be increased to a height of 5'.

- To shift the front glazing, rooms/windows upto existing chajja.

ADDITION/ALTERATION(S) PERMITTED WITH PRIOR INTIMATION/ PERMISSION:

4.47 Following addition(s)/alteration(s) can be carried out with prior intimation/ permission of the concerned agency *i.e.* DDA/MCD as per the prescribed procedure:

- Interchange the position of kitchen, bathroom & WC with proper connections subject to structure safety. To carryout this interchange, all the allottees of one vertical stack will have to apply jointly to the concerned agency.
- Construction of bath room and WC in the rear courtyard.
- Covering of open terrace with sloping roofs upto 9' height with light weight material e.g. fibre glass/AC sheets/GI sheets with pipes and standard angle iron section etc. and enclosing with glazing.
- Removal of original structure and reconstruction with due permission in the case of single storeyed built up flats only subject to the satisfaction of building bye-laws and prior approval of the local authority.

ADDITIONAL COVERAGE PERMITTED WITH PRIOR PERMISSION:

- Covering of courtyard and floor level terraces is allowed subject to fulfillment of building byelaws and structural safety. In three or four storeyed flats the owners at upper floor shall have the right to cover the area available as a result of coverage of courtyard /terrace of floor below. In such cases the residents of DDA flats in a vertical stack served by the same staircase should give their consent and jointly apply for permission.
- In two storeyed flats the allottee at first floor will have no right of construction above the courtyard built by ground floor allottee. The upper floor allottee of two storeyed flat can use the roof terrace for extra coverage as permissible.
- A barsati on the roof terrace of the top floor in addition to mumty is allowed. This barsati should preferably be adjoining to the mumty and equivalent to the size of the room below so that construction of wall over is ensured at

terrace level. This will be subject to the provision of access to the residents of the block for maintenance of water tank, plumbing system, fixing of TV/Cable antennas etc.

4.48 According to DDA, all the addition/alteration(s) and additional coverage will be governed by following five basic principals as follows:—

- There is no encroachment on the public land.
- Structural stability of the building is ensured.
- Light and ventilation of the habitable rooms is ensured as per the building byelaws.
- There is no infringement of other's rights.
- The service elements such as manhole, rainwater fittings, sanitary fittings etc. are not disturbed and remain exposed for periodical inspection and maintenance.

4.49 Further, it has been gathered by the Committee that the owner(s) will be allowed to cover additional space with prior permission of the concerned agency *i.e.* DDA/MCD as per the prescribed procedure. The existing additional covered area and addition(s)/alteration(s) can also be get regularized by the owner(s) of DDA flats if the same are within the prescribed norms following the same procedure.

4.50 The Committee have received several representations regarding unauthorised construction and misuse of DDA Flats. Several news-items have appeared in print media in this regard.

4.51 When asked about the corrective measures taken to obviate misuse of DDA flats, the Ministry in their written reply stated as under:—

“DDA are deciding the cases of misuse in the residential properties as per policy. DDA has also provided that conversion of the property will be allowed on payment of misuse charges for use violation by the allottee and this is within the Govt.'s policy issued from time to time. As such there is no violation of Ministry's orders/instructions. Rather DDA is recovering the misuse charges upto date of filing the complete application in all respect for conversion from lease hold to free hold even when the misuse is still continuing in the premises”.

4.52 When asked whether such a policy, apparently, legalizes violation by allottees thereby causing discomfort to others, the Ministry in their reply stated as under:—

“No, sir, the policy does not legalizes such misuse. In fact, it imposes a deterrent financial penalty for such misuse by allottees without in any way legalizing such violations. The penal action under the DD Act (in the form of prosecution under Section 29(2) of the DD Act) as well as under the enactment of local bodies, is specifically ensured on a parallel basis while levying such misuse charges.”

4.53 When asked to elaborate on the mechanism adopted by DDA to check unauthorized construction, the DDA in their written reply stated as under:—

“The Enforcement Branch takes action for unauthorised/ additions/ encroachment on receipt of information from concerned Engineering Zone, through complaints and inspections. The responsibility for these violations rests with the concerned Zonal Engineer and JE. On receipt of complaint/information, the action against the same is taken through issue of show cause notices, demolition notices under the relevant provisions of law/rules. No Joint team has been constituted since local bodies take action in their respective jurisdictional areas.”

4.54 During the course of oral evidence of the representatives of DDA, MCD and RCS held on 20th June, 2005; the Vice Chairman, DDA stated as under:—

“If a person is doing something which is within the list of condonable items, then there is no problem. What is happening in a number of cases is that the structural wall has been removed or an extension has been made on the public land outside, or somebody made some structure on the terrace, etc. I am just giving examples. For all practical purposes, it is extension of house. You have the terrace rights, but the land has not been allotted to you to build two rooms there. They are not in the list of condonable items and so, we are constrained to take action.”

4.55 The Committee enquired as to whether timely action is taken to seal the unauthorised development activities the moment these are initiated in DDA areas/ flats as per the governing law *i.e.* Delhi Development Act, 1957. To this, the Vice-Chairman of DDA replied that they did not have staff to deal in this direction. Their staff was primarily connected to development and construction.

4.56 He also remarked that :—

“I do not know how to monitor it. Even MCD cannot do it.”

4.57 At this point, MCD Commissioner, informed the Committee that :—

“As far as unauthorised construction is concerned, certainly in most cases in the walled City, particularly, they start construction on Friday evening; Saturday and Sundays are holidays and by Monday; the construction is over, within 48 hours, they finish it and they are very efficient in that.”

4.58 Commissioner, MCD also stated that :—

“What we do is that we have now issued instructions; wherever there is gross violation of the Master Plan, we should immediately take demolition action. If a person in a DDA flat has extended a balcony, then we get into a problem. There are 10 lakh houses in Delhi. By the time one complains and by the time we hire and the person goes, it takes a lot of time. Particularly, these are happening in areas like Vasant Kunj and Vasant Vihar where plots are being converted into flats. It is actually a process of re-development that is taking place unfortunately. We have not been able to create an institutional mechanism to be able to regulate it properly. For that what we are doing now is that, having addressed all these issues, we are, in the last 1¹/₂ years working very closely with the DDA to re-write our bye-laws for Delhi. These bye-laws were made in 1983 and are very old. Today, 1432 colonies are unauthorised. If even today, the Government takes a position to regularise them, I do not think, more than 20-30 per cent would come within the framework of these bye-laws for regularisation and the rest will continue to remain unauthorised. In order to address this whole issue, we are re-writing the bye-laws; we have got a team. First of July, we would have completed them; some amendments to the Act are required which we will be doing.

One very important thing that we are doing this in the context of new Master Plan. One of the problems is that we have a Master Plan, but then how it is implemented at the local level is the problem.”

4.59 The Commissioner, MCD also added that:

“As far as DDA flats are concerned, Vijay Kumar Malhotra Report had allowed certain relaxations. They (DDA) are working on those

norms. In case of 45 Rehabilitation and Ministerial colonies constructed after partition (partition of India); there is a problem that as the families such as in Lajpat Nagar have extended they have carried extensions in houses. We have decided to form a Committee for this. Colony – by Colony, we are taking up re-development potential for each of these colonies. This will come under Local area plan. We have to consider the things in this aspect. Firstly, that space will have to be given for fire as in few cases fire brigades could not enter the premises as many people had constructed contrivers. Secondly, the road width for letting in the fire tenders and maintenance of such roads would have to be taken, when we insert these provisions in bye-laws then they shall be regulated.”

4.60 At this point Vice-Chairman DDA, stated that “We will review the list of condonable items.”

Penalties imposed by DDA

4.61 Under section 29 of the Delhi Development Act, 1957

“Any person who whether at his own instance or at the instance of any other person or any body (including a department of Government) undertakes or carries out development of any land in contravention of the master plan or zonal development plan or without the permission, approval or sanction referred to in section 12 or in contravention of any condition subject to which such permission, approval or sanction has been granted, shall be punishable:

- (a) with rigorous imprisonment which may extend to three years, if such development relates to utilising, selling or otherwise dealing with any land with a view to the setting up of a colony without a layout plan; and
- (b) with simple imprisonment which may extend to six months, or with fine which may extend to five thousand rupees, or with both, in any case, other than those referred to in clause (a).

(2) Any person who uses any land or building in contravention of the provisions of section 14 or in contravention of any terms and conditions prescribed by regulations under the provisos to that section shall be punishable with fine which may extend to five thousand rupees [and in the case of a continuing offence, with

further fine which may extend to two hundred and fifty rupees for every day during which such offence continues after conviction for the first commission of the offence].

(3) Any person who obstructs the entry of a person authorised under section 28 to enter into or upon any land or building or molests such person after such entry shall be punishable with imprisonment for a term which may extend to six months, or with fine which may extend to one thousand rupees, or with both.”

4.62 In regard to the misuse charges/fine of Rs.5000/- imposed by DDA on persons. Carrying out development of Land/DDA flats in contravention of the Master Plan; the Secretary of Ministry of Urban Development during the course of oral evidence held on 30th June, 2005 stated that:—

“A similar provision has also been made in the Municipal byelaws and NDMC laws because we follow uniform byelaws and the enforcement is also similar. This is the only power for misuse purposes that is available to the DDA. The quantum of fine prescribed is too meagre in the present day context, particularly since the malady of misuse is fairly intensive and that deterrence does not exist.

We had carried out an exercise for enhancement of the punishment, not only in terms of monetary value but also at least the recommendation at our level, the level of administrative functionaries at the bureaucratic level, was that we could even think in terms of imprisonment if it goes beyond a particular period of time or if the extent of misuse is much more than a certain prescribed limits.

I am given to understand that the amendment to the Municipal Building Byelaws is currently under the consideration of the Delhi Legislature. So, once that happens, accordingly, we would also like to fall in line with what is prescribed for the Delhi Municipal Corporation and make an amendment to the DD Act. In its present shape and form, of course, it is totally inadequate. We have to have a deterrent effect. Otherwise, the very purpose of even mention of misuse as an offence loses its significance. Section 14 (Delhi Development Act, 1957) loses its relevance if the punishment is not deterrent enough. That is the point I am trying to make.”

Recommendation/Observation

4.63 The Committee are informed that DDA publicised a list of 'Condonable Items' in connection with alteration/addition in DDA Flats. The Committee however express their concern about the inconveniences, if any, caused to co-residents/neighbours where additions/alterations have been carried out in DDA flats by occupants. During the course of oral evidence the Secretary, Ministry of Urban Development has stated that the list of 'Condonable Items' would be expanded and revised. The Committee, recommend that the list of 'condonable items' be revised by an 'expert body' in a scientific and technical manner. The Committee are of the firm view that while checking the list of 'condonable items', adequate steps be taken to ensure proper width of service lanes; sun-light; ventilation and safety requirements of the colony. The Committee recommend that particular attention be given towards 'fire safety' and rescue operations in event of fire in DDA colonies. The Committee would like to be apprised about the action taken in this regard in due course.

4.64 The Committee are of the view that after the flats have been constructed, scope for addition/alterations should be minimal as it causes inconvenience to the co-residents/neighbours and opens up scope for misuse.

4.65 As regards levy of misuse charges, the Committee note that under Section 29(2) of the Delhi Development Act, 1957, any person, who uses any land or building in contravention of the provision of Section 14 or regulations under the proviso to that Section shall be punishable with fine which may extend to five thousand rupees. The Committee are, however, of the firm view that keeping in view of the present day price indices, an amount of Rs. 5000/- as fine is too meagre. The Committee, therefore, recommend carrying out suitable amendments in the governing rules and regulations so as to substantially raise the amount of fine limit imposed upon persons for violation of the Delhi Master Plan norms.

CHAPTER V

TRANSFER OF FUNCTIONS OF DDA COLONY TO MCD AND DJB

A. Coordination between DDA, MCD and Delhi Jal Board

5.1 Delhi Development Authority is a planning and development agency. It develops an area, provide infrastructural facilities and build houses etc. Under Section 6 of Delhi Development Act, 1957, it is primarily responsible for the peripheral and internal development within the areas declared as the Development Areas in Delhi. The various services like water supply, sewerage and storm water drains to be provided in the DDA colonies are designated by DDA's Engineers and submitted to the Municipal Corporation of Delhi (MCD) for their approval to ensure that the same fits in the overall system. The construction of water supply pipes, sewerage tanks and drains are executed by DDA as per approved designs.

5.2 According to the provisions contained in Section 36 of the DD Act, where any area has been developed by the Authority (DDA), the Authority may require the local authority within whose local limits the areas so developed is situated, to assume responsibility for the maintenance of the amenities, which have been provided in the area by the Authority. For the provision of the amenities, which have not been provided by the Authority, but which in its opinion should be provided in the area, the terms and conditions agreed upon between the Authority and the local authority would be the basis of transfer of the developed area to the local authority by DDA.

5.3 After developing and completing constructions, DDA transfers the functions of maintenance of developed areas and giving of water supply to MCD and Delhi Jal Board, respectively, as per governing rules. MCD and DJB may be paid deficiency charges, in case, of any deficiency of that particular service and only after getting deficiency charges, the area is transferred to MCD/DJB completely or partly.

5.4 However, the Committee, during the course of their study visits, and evidence tendered by experts, individuals and associations on 30 May 2005, found that there were certain grey areas, which needed to be looked into by the DDA as well as the Urban Local Bodies like MCD and DJB for providing proper services of sewerage solid waste

management, water supply etc. to the residents of the DDA developed areas in Delhi. During the course of the evidence, the representatives of Resident Welfare Associations (RWAs) placed before the Committee that after handing over areas to MCD, no adequate response had been received from MCD. There were instances where both DDA and MCD were not sure of their specific field of operations.

5.5 The Committee, thereafter undertook the oral evidence of the representatives of DDA, MCD and RCS at their sitting held on 20th June, 2005. During the evidence the Committee asked about the views of Commissioner, MCD in regard to the role of MCD in maintaining the DDA developed areas. To this, the Commissioner, MCD replied that:

“By and large, all that I can say is that DDA takes up the development of an area once it is declared as a development area. Once it is fully developed and DDA feels that now maintenance and management should be given to MCD, then they hand it over to us part by part. There are five or six areas that we normally take into consideration while taking over. They are roads, drains, parks, electricity supply, and sanitation. As far as water supply and sewerage are concerned, Delhi Jal Board takes it over. By and large, of course, a majority of works which are civil in nature are to be taken over by MCD.”

5.6 He added that MCD is currently in the process of taking over almost 150 colonies from DDA over the past one or two years.

5.7 Regarding the deficiency charges paid by DDA to MCD at the time of handing over their developed areas to MCD, Commissioner MCD stated that:—

“There are different Departments, and we have a principle which is called ‘calculating the deficiency’. The principle really is that if there is a certain defect in the normal standard by which the colony must be developed, we must take it over with costs otherwise we would have to spend a lot of money from our own resources which we normally do not have. So, we calculate the deficiencies. The engineering department, horticulture department, drainage department and sanitation department of the two agencies sit down and work out the deficiencies. Sometimes there are disputes in the way the deficiencies are to be calculated. So, there is a delay in taking over the colony. That is one area.”

5.8 The Committee pointed out that the DDA Developed Areas are at times taken over by MCD in a piece-meal manner as is the case with Dwarka. In response, Commissioner, MCD stated that :—

“The other is that the works are handed over part by part, sector by sector rather than fully. Now, for example, we have taken sanitation works in Dwarka but still we have to take over the parks, roads, horticulture and other things. When people find that something has been taken over, they probably do not know the intricacies of these problems and how the internal departments function. So, they normally expect that once sanitation is taken over, then they ask us, ‘why do not drains?’ So, the public has a perception that everything has been taken over. But often it is not the case.”

5.9 Regarding the transfer of services in the colonies, which have been privately developed, the Commissioner, MCD stated that:—

“In some cases, the colonies have been privately developed. Where the private colonizers have developed. there we have a problem because the deficiency is that people do not want to pay because the colony has not been maintained, the colonizer must have developed the colony 15 to 20 years ago and he had gone away from the scene. The people have been wanting that we should take it over because once we have taken it over, then the entire responsibility of investing in the colony’s maintenance comes on the MCD. The principle is the same. Whether it is a private colony or it is a DDA held colony, we normally take deficiency. Now, in certain cases of private colonies, there is a long delay because of the time delay in taking over the colony. There is a lot of discussion that takes place with the colony people as to what can be done within our normal development fund and what we cannot do within our development. So, what we cannot do, we try and segregate this out. What we cannot do within our development fund, we ask the colony residents to collect and pay us.

5.10 On being pointed out as to whether the responsible authorities/ULBs meet the need for fully developing the areas, the Commissioner MCD indicated that:—

“Normally the decision is taken by the DDA and not by MCD as they are Planning authority. The DDA decides when the colonies are ready to be handed over we do not have much to say in the matter. Once they issue an order saying that, MCD must take over, then the whole process of calculating the deficiencies (Deficiency Charges) starts.”

5.11 On being pointed out about the difference in calculating such 'Deficiencies Charges' if the 'Developed Areas' are taken over by MCD only part by part; the Commissioner, MCD stated that:—

"That I agree. That is certainly a big issue. It is an administrative problem because of the number of departments, which are involved. They are vertical departments and they do not have integration with each other. For example, the sanitation person will say, 'I am only dealing with sanitation and, therefore, I have nothing to do with the roads people'. Similarly, the horticulture person is a horticulturist and he cannot understand the language of the engineer. So, he would normally look it, talk to his counterpart in the horticulture department of the DDA. So, I agree. I think, this part take over creates all the problems. We somehow have to arrive at a holistic solution to the problem."

5.12 At this point, the Vice-Chairman of DDA submitted as follows:—

"Sir, that is precisely the efforts that is tried to be made. Of course, there have been failures. We are now looking at this while issue in a sense even historically because as was just mentioned, we have more or less completed handing over of about 340 colonies to the MCD which was a process which had been going on over the last several years, and in we are now actively engaged in the process of handing over around 142 colonies.."

5.13 He stated as follows:—

"The grey areas come about, broadly speaking, in three contexts. One is that initially, under section 12 of the Delhi Development Act, before, we develop any area, it is declared as a Development Area. Declaration as a development area *inter alia* has an implication that for purposes of the building control regulations and development regulations, the DDA would be the local body concerned and not the MCD. The second area, pertains to the handing over of services to the MCD and the DJB as the case may be. The grey areas that the people have been facing is in both these contexts. We may have handed over the services of the colony, *i.e.* the civic services, but the notification regarding de-notification of that area under the DDA Act with reference to the building control regulations may not have taken place. The third element is about the transfer of services. Initially, there was only MCD. Now, there are two agencies. For water supply, and sewage, we have the DJB, and for the rest of the services, we have the MCD."

5.14 Further he stated that a large body of files and building plans have to be send to MCD at the time of notification of the area.

5.15 When the Committee pointed out to the witness that certain complaints had been received from people about unauthorized construction at Nagin Lake Apartment, Paschim Vihar, New Delhi the representatives of the DDA at the time of oral evidence expressed their inability to do anything as the area was under the jurisdiction of MCD.

5.16 In a subsequent written note, the DDA submitted as follows:—

“The matter has been re-examined and in view of the fact that the process of transfer of services has not reached final conclusion action against unauthorised construction and encroachment shall be taken by DDA as well.”

B. Maintenance in Commercial Areas

5.17 DDA constructs and develops convenient and decentralised commercial spaces and workplaces nearer to places of residence. It has been informed that DDA has so far developed:—

- 7 District Centers with spaces for shopping, commercial offices, cinemas, hotels, guest houses, service industries, bus terminals, telephone exchanges, post and telegraph offices etc., each serving a population upto 10 lakh and above.
- 27 Community Centre with spaces for shopping, offices, cinemas, hotels, service industries, post offices, dispensaries, weekly markets, etc. catering to a population upto 5 lakh.
- 125 Convenient Shopping Centres with spaces for shopping, informal shops, commercial offices, community halls and libraries etc., catering to a population of about 50 thousand.
- 429 Local Shopping Centres with space for shopping (retail, service, repair) and informal shopping serving a population upto 1 lakh.

5.18 Regarding the handing over of ‘Commercial areas and shopping complexes to MCD for maintenance during the course of oral evidence held on 20.6.2005 the Commissioner, MCD stated as under:—

“Commercial complexes are slightly in differing footing than the other colonies. As far as commercial complex is concerned, there

is a bit of a problem. If there is a commercial complex, then the DDA has a right because they had spent all the money to develop that entire colony – sewerage system, water supply and roads. They claim and say that they have got a duty to recover all the commercial value from that land. Plots and built shops are to be auctioned. The problem really happens when the entire complex is not ready for handing over. There are some plots which are still not auctioned. Some shops which are not been developed. Only a part of the commercial complex is fully developed. In such a situation, it creates a problem. For example, there are a large number of resettlement colonies where this resettlement have come to us while the commercial areas are with the DDA. We have recently initiated a discussion with the DDA. Since they are finding it difficult to auction most of these areas because they are perhaps more low income areas and the other reason is that probably they are not able to extract the kind of value that they expect. We have made a suggestion to them. They should hand-over to us. Then, we will auction these properties and then whatever money we get, we would then be able to do this. That process and discussion is going on. But certainly the commercial complex is slightly on a different footing than the others because of the nature of the disposal of the commercial properties itself”.

5.19 With regard to the maintenance of Commercial Complexes in I.P. Extension, East Delhi, the Committee during their visit at I.P. Extension at East Delhi had received some complaints regarding shopping complex built by DDA. The Committee were informed that garbage disposal, cleanliness and sanitation are a problem there. MCD says since the complex is with the DDA, it is not their business to take care of those aspects. In its written reply, MCD has stated that they have nothing to do with it since it is still with the DDA.

5.20 When asked to comment over this, Commissioner, MCD during the course of oral evidence stated as under:—

“As far as I.P. Extension is concerned, in the whole area, we have taken over all the residential areas and started it. This is one of the most successful areas. I would say that I.P. Extension is really a marvel of how the residents and the colony associations have done segregation of garbage. In fact, all *Dhaloas* have been removed in I.P. Extension. They are not there anymore. But there is a problem in the market because market complexes have not been handed over to us till today. This is an issue, which we need to discuss with DDA and try to resolve that. I can only say that we

will give an assurance that we will resolve this very fast. In the other residential areas, there is absolutely no problem.”

Recommendation/Observation

5.21 The Committee are concerned to note that colonies developed for residential purposes by DDA are being handed over to MCD for maintenance in a piece-meal manner. In many areas as for instance Dwarka, the Delhi Jal Board (DJB) has not taken over the area for regular supply of water supply. The Committee are of the firm view that areas developed and houses constructed by DDA should be de-notified and handed over to MCD in one go rather than taking up the process of transfer part by part. In regard to calculation of deficiency charges at the time of transfer of DDA developed areas to MCD, the Commissioner, MCD has conceded during evidence that there is an administrative problem in the matter in view of a number of departments involved. He has stated that there are vertical departments and they do not have proper integration with each other. The Committee recommend that concerted efforts should be made in consultation with the senior officials of MCD and DJB so that the basic civic amenities of water supply, electricity etc., are provided in dwelling units before handing over the possession to the allottees. The Committee also recommend that DDA should intervene in rectifying the complaints of allottees on this count.

5.22 The Committee note that payment of deficiency charges to the local bodies and concerned authorities are made in a routine manner. The Committee are of the firm view that if the DDA areas are developed in a wholesome manner, the question of payment of ‘deficiency charges’ to the urban local bodies should not arise. The Committee therefore, recommend that purposeful steps be taken by DDA so as to obviate deficiencies in the developed areas and the consequent payment of the ‘deficiency charges’. The Committee also recommend that the Ministry of Urban Development should devise suitable mechanism to ensure proper integration and coordination between DDA, MCD, DJB and local bodies.

5.23 The Committee desire that the much needed civic amenities of sewerage, water supply, electricity, storm drains, garbage disposal and proper maintenance to all the DDA developed colonies/areas should be provided hassle-free and within a given time frame. The Committee would like to be apprised about the action taken in this regard.

5.24 Regarding taking over of private colonies by MCD, the Committee recommend that in such cases, onus of payment of deficiency charges should be on the private builders and not on the residents of that colony. It is expedient that MCD should take over the private colonies at the earliest so that private builders do not get away from payment of deficiency charges. They also recommend that it should be made obligatory on the part of private builders to develop the private colony at par with DDA colonies and then MCD should *suo-moto* take over the colony from the 'private players' after recovering deficiency charges. The Committee hope that Ministry of Urban Development would help evolve such a mechanism under intimation to the Committee.

5.25 The Committee note that Section 36 of the Delhi Development Act, 1957 empowers DDA to require the local authority to assume the responsibility for extension of the amenities on the terms and conditions agreed to between DDA and the local authority. The Committee are however informed that in case of 'commercial and shopping complexes' in many cases, the DDA does not hand over the maintenance to the local authority or MCD for years together. The case of 'commercial complexes' at IP Extension is one such glaring example. These complexes are in a dilapidated and dirty condition as they are neither maintained by DDA nor by the MCD. The Committee are of the view that since both DDA and MCD are governmental agencies, they must join hands for the welfare of the public at large. The Committee, therefore, recommend that DDA should immediately hand over all the fully developed 'commercial areas' in Delhi including IP Extension to MCD who should look after sewerage, cleanliness etc. of such areas. The Committee may be apprised about the action taken in the matter.

CHAPTER VI

MISCELLANEOUS

A. Allotment of Land to Private Hospitals

6.1 DDA allots lands to Hospitals and Charitable Institutions in accordance with Rules 5 and 20 of the Nazul Rules and provision of Section 22 of the Delhi Development Act, 1957. A statement indicating the land allotted to schools, Colleges, Dharmshala and Hospitals during the last three years is given below:—

PURPOSE	YEAR 2002	YEAR 2003	YEAR 2004
Schools	82	38	3
Colleges/Vocational/ Management/Higher Institutes	12	-	-
Dharamshalas	3	-	-
Hospitals	1	-	-
Hospitals (allotted through auction).	2	5	2

6.2 It is informed that these allotments to hospitals were made at concessional premium at ground rent fixed by the Ministry of Urban Development from time to time upto 1995-96. Subsequent to July, 2002, such allotments were made by DDA at rates fixed by DDA in consultation with the Ministry. These allotments are made subject to the condition that the institution shall serve as a general public hospital with at least 25% of total indoor beds reserved for free treatment to indigent patients and that it would provide free treatment to 40% patients in the outdoor departments. The Parliamentary Public Accounts Committee (PAC) in their 12th Report (Fourteenth Lok Sabha) had indicated that the objective of providing free treatment to the poor patients had not been achieved even after lapse of a period ranging from 4 to over 30 years from the date of allotment of land.

6.3 Further, in reply to a Rajya Sabha Unstarred Question No.745 dated 7th March 2005, it has also been reported that some of the hospital to whom the land was provided by L&DO and DDA with

the conditions of providing free beds for economically weaker sections had not adhered to the said conditions. In reply to another Lok Sabha Unstarred Question No.2241, a list of 10 hospitals has been furnished, who were reported to be violating the terms and conditions of allotment and suitable actions are being taken against such hospitals.

6.4 The following facts have also been furnished in reply to a Rajya Sabha Unstarred Question No.2757 dated April 18.4.2005:

“DDA had made allotment of land for hospitals in 50 cases and as per terms and conditions DDA allows two years for construction from the date of possession and thereafter three years without any composition fee. After five years, DDA gives extension on case to case basis, examining the merits of the case, after charging composition fee.

Although the Audit Report of the CAG had mentioned 23 hospitals which were yet to be constructed, Delhi Development Authority had, in 2004, drawn up a list of only 19 hospitals which were yet to establish hospital on the land allotted. Of these 19 hospitals, in one case the possession is yet to be given, in one other case, lease has been cancelled, 4 hospitals have subsequently been constructed, 2 others are still in the 5 years grace period and in one case, lease is yet to be executed pending change of land use. In the other cases, Delhi Development Authority has reported that it is taking action as per lease terms and in accordance with its policy which includes charging composition fee, or cancellation of lease depending on the merits of the case.”

6.5 When enquired as to whether Banquet Halls, Hotels and Commercial centres have been constructed on the land allotted for Dharmashala, the Ministry in their reply have stated as under:—

“Delhi Development Authority (DDA) has reported that a case of construction of a hotel/guest house on land meant for temple & dharamshala came to notice in 2003. DDA cancelled the lease and sealed the building and eviction proceedings were started. The eviction proceedings have been stayed by Hon`ble High Court and the building de-sealed. DDA has gone in appeal against the order of High Court. Further DDA has also reported that allotment in respect of two community hall sites that were being used as commercial banquet halls have been cancelled.”

6.6 During the course of oral evidence before the Committee, Vice-Chairman DDA submitted as under:—

“Actually, for a long time, there does not seem to have been any specific kind of order on this issue. The result was that out approximately 50 hospitals for which land had been allotted over a period of time from the 1970s onwards, there were one or two isolated allotments of the 1950s, conditions of free treatment or subsidized treatment were there only in 23 cases.”

6.7 Regarding adhering to 25% norms to treat patient free in hospitals, Secretary, Ministry of Urban Development added during the course of oral evidence that there is a problem here because people who go to get the treatment from hospitals are not always permanent residents of Delhi, and leave behind old addresses. It is going to be extremely difficult to verify the identity of those who have really received treatment.

6.8 He added that there is a Committee now set up with effect from the month of March as regards fixing responsibility arising out of the PAC report, whose recommendations have come to us.

6.9 He further added that if such hospitals are exempted from the obligation of free treatment then it will be simultaneously accompanied by a health insurance scheme from the money received from these hospitals management's for BPL people of Delhi who already have photo identify cards issued by Government of Delhi, which would entitle BPL people for the treatment upto the expense of Rs. 30,000/-.

Recommendation/Observation

6.10 The Committee express their distress over the fact that some hospitals have violated the norms for free treatment of 25 percent patients belonging to BPL categories. Moreover, there have been instances where the actual BPL categories of people were unable to get their treatment done in such hospitals and others have taken the benefit of the same by misrepresentation. The Committee, therefore, firmly recommend that a mechanism to identify BPL category by Government of NCT Delhi and issue of certificates to such people alongwith their photo identity cards needs to be devised so that genuine BPL persons are able to avail of medical facilities in hospitals. It should be ensured that the hospitals strictly provide free treatment to the stipulated percentage under BPL category. The Committee should be kept informed of the steps taken in this regard as also the punitive action taken/proposed for violation thereof.

6.11 The Committee note that in one case, the land earmarked for Dharmashala was used for Banquet Hall. The Committee take a serious view of it and would like that the matter be thoroughly probed. Here, they would also like to recommend that misuse of land should be considered a criminal offence and necessary provisions in this regard need to be incorporated in the law.

B. Allotment of Land to Schools

6.12 As earlier mentioned, DDA provide land for construction of Schools to Societies at concessional rate *i.e.* at a pre-determined rate, but it has been found that the societies misuse the land use which defeat the very purpose of primary education at a reasonable price to the local residents. During the course of oral evidence, Vice Chairman, DDA, submitted that once societies get the plots, they would seek formal approval from the Government which is against the policy of DDA. It has also been found that such schools become commercial and cater to the needs of only rich and affluent depriving the poor people to avail educational facilities for their children. The Secretary, Ministry of Urban Development submitted before the Committee that plot for primary education should only be allotted to MCD and this matter is under the consideration of DDA.

Recommendation/Observation

6.13 The Committee note that it is the general tendency that plots allotted to Societies for constructing primary schools are misused by subsequent upgradation of schools thereby making them costlier and beyond the reach of common people. The Committee feel that such a tendency defeats the very purpose of allotment of land for a charitable purpose *viz.* imparting of primary education. The Committee feel that while Government is fully geared in 'Sarva Shiksha Abhiyan' (Universal education), such type of misuse would be detrimental to the society and would lead to commercialisation of education. They feel that such tendency should be curbed at the earliest in consultation with Government of NCT Delhi. Here, they concur with the views of the Ministry that land for construction of primary schools should be allotted only to MCD, so that there remains no scope for any misutilisation of the land. The Committee, therefore, recommend that necessary steps in this regard be initiated by the Ministry and the Committee be kept informed about the action taken.

C. Cooperative Group Housing Society

6.14 As per Preliminary material, DDA allotted plot to the cooperative house building societies for plotted developments. However

the same has been closed in 1972 due to the paucity of land. Thereafter the plots are allotted to the cooperative group housing societies for construction of flats on group housing pattern. The plots are allotted to both categories on perpetual lease basis with certain terms and conditions. Any violation of terms of lease will invite the cancellation of lease and possession of the property thereafter vests with the lessor. All the group housing societies have to construct the flats within the prescribed period, otherwise a penalty in the form of composition charges is levied. After the completion of the construction, the allotment of specific flats is made after the receipt of the list of the members duly approved by the Registrar, Cooperative societies, Govt. of Delhi by holding a draw in which the officials from both the DDA and RCS shall be present so as to bring the transparency in the draw.

6.15 DDA also has a Group Housing Society Cell. The following item of work were done by Group Housing Society all during the year 2003-2004:

1. Allotment of Plots	14
2. Amount Recovered as premium	29,03,36,150
3. Amount Recovered as Composition fee	42,69,587
4. Conversion Cases Finalized	2422
5. Possession letter	1
6. Lease Deeds	10
7. Mutation/Transfers	122
8. NOC for construction	2
9. Mortgage Permissions	70
10. Show Cause Notices	—
11. Conveyance Deed Executed	2953

6.16 When asked regarding the action taken against such cooperative housing societies whose office bearers have duped the money of members of the society or did not complete the requisite work, the DDA in their written reply stated as under:—

“The conduct of the cooperative society is governed by the Delhi Cooperative Societies Act and the rules framed thereunder. As such the Registrar Cooperative Societies, Govt. of Delhi has powers to take action on the misconduct of such societies. However, the DDA as a lessor will take action on violation of terms and

conditions of lease. The details of the defaulting societies who have duped the money of their members and did not complete the requisite work may be available with the Registrar Cooperative Societies, Govt. of Delhi”.

6.17 In response to a Lok Sabha Unstarred Question No. 5635 dated 3 May, 2005, regarding the complaints of mismanagement and misappropriation of societies and the number of cooperative societies awaiting completion certificates for over 15 years and more, the Government have stated as under:—

“The DDA is not directly connected with issues pertaining to the management of Cooperative Group Housing Societies. Whenever any complaint in respect of any issues pertaining to allotment of flats etc. which relate to DDA is received, action is taken as per the facts of each case. Wherever necessary, the Registrar (Cooperative Societies), GNCTD is also consulted.

The DDA has reported that 21 Cooperative Group Housing Societies (Chilla-4, Paschim Vihar-16 & Vikas Puri-1) in the Development Areas of DDA are awaiting Completion Certificates for 15 years or more due to incomplete development work, non-completion of documents or unauthorized constructions etc. Whenever complaints of unauthorized construction are received, action is taken under the rules. In addition, Completion Certificate has been rejected in the case of 9 Cooperative Group Housing Societies. Further, 62 Cooperative Group Housing Societies have not applied for Completion Certificate”.

6.18 It has also been mentioned in the aforesaid reply that approximately 1900 acres of land has been allotted by DDA to 877 Cooperative Group Housing Societies, and around 1.16 lakh dwelling unit, have been constructed by such societies.

6.19 During the course of oral evidence, the Registrar, Cooperative Societies submitted that most of the Group Housing Societies have flouted Rule 24(2) of Delhi Cooperative Societies Rule, 1973 or Section 92(7) of Cooperative Societies Act, 2003. The Rule 24(2) reads as under:—

“In case of vacancy in a housing society including group housing society the same shall be filled by the committee by notifying it in leading daily newspaper of Delhi in Hindi and English. In case the number of applications are more than the notified vacancies the membership shall be finalized through draw of a lot in the presence of authorized representative of the Registrar”.

6.20 Section 92(7) reads as under:—

“It shall be the responsibility of the committee to ensure quality and structure stability of the project and the availability of all facilities including electricity, water, lifts, sewage, roads, mandatory green and landscape, etc. before allotment”.

6.21 Office of Registrar Cooperative Societies also furnished the various punitive measures against erring Cooperative Societies.

6.22 During the course of oral evidence, Vice Chairman, DDA informed the Committee that they had found some discrepancies/ manipulation in respect of 135 societies which were sent to them by RCS office and those were not allotted land. He further added as under:—

“As regards this list of 135 societies that we are talking about, we had received some complaints about some manipulations having been made. We examined those and we found out that in the case of a number of societies there was some truth in some of the allegations. Therefore, we have requested the RCS to re-verify that, not only the membership but also the linkages that there might be between the managing societies of one society and another. It is because we also found that there was the same management committees in more than one societies. It was a clear indication of the fact that the societies have changed hands. Therefore, with all these stringent provisions, which they are making in the cooperative rules and Acts, our role would then be to make allotments and draw amongst the members only after the list of membership has been properly verified by them. The other thing that we are trying to do is completely at a different level. It is to see how the margin of the gap between the market price and the land price at which we are giving land to them is reduced. Once that is reduced then the tendency to manipulate and buy and sell societies would also reduce. That tendency is going to be more if the gap between the market price and the rate at which they are getting the land is very high.”

6.23 On being asked regarding the number of Cooperative Group Housing Societies whose draw of lots are pending and period of their waiting, the RCS office in their written reply stated as under:-

“There are 68 cases of Cooperative Group Housing Societies pending in this office for clearance of membership for holding of draw of lots by the DDA. Out of these 68 societies 25 are fresh

proposals wherein the conduct of draw of lots is to be done for the first time by the DDA on the recommendation of the RCS office. 43 societies have submitted their proposals for clearance of only left out cases which are generally very few in number. In these cases (28 societies) this department has already cleared the list of most of the members and recommended the same to the DDA for conduct of draw of lots”.

Recommendation/Observation

6.24 The Committee feel that even though the office of the Registrar, Cooperative Societies does not come under the jurisdiction and control of Ministry of Urban Development however, the cooperative group housing being linked to housing sector, it is very much related to the Ministry of Urban Development. They note that in Delhi, allotment of land to Cooperative Group Housing Societies is done by DDA. A large area of land i.e. approximately 1900 acres of land has been allotted to 877 Housing Societies. The Committee, therefore feel that DDA cannot wash off their hands if some misuse or misappropriation in Cooperative Group Housing Societies takes place. While admitting that Cooperative Group Housing Societies are regulated by RCS office under Cooperative Societies Act and Rules, the Committee feel that DDA has a major role to play and to oversee that the land allotted to Cooperative Group Housing Societies is actually utilised in the interest of society members, who mainly consist of middle and service class people and who had invested all their earnings and borrowings for getting a house of their own. While appreciating the move taken by DDA and RCS to ward-off any misappropriation and to ensure that Societies do not become the fiefdom of a selected few, the Committee recommend that interests of bulk of society members should not be neglected. The Committee understand that management of Society should not flout any of the provisions enshrined in Cooperative Societies Act and Rules. At the same time, they recommend that RCS office should not be too rigid in such matters and should keep in mind the interests of genuine members. The Committee note that there are several Societies, whose members are waiting for a long time for their draw of lots, but due to the mistake of their management and rigidity of RCS office, most of them are suffering. They, therefore, recommend that an institutional mechanism should be devised which is people’s friendly, less time consuming and at the same time deterrent to law breakers.

6.25 The Committee also note that the Cooperative Group Housing Societies while constructing the dwelling units do not

provide adequate space for housing the daily service providers to the residents of such dwelling units. The Committee, therefore, feel that at the planning stage itself, it should be kept in mind that arrangements should exist for service providers such as dhobi, mali, maidservant, safiwala etc. in these CGH Societies. Possibility of such an arrangement should be explored.

D. Conservation of Heritage

6.26 Since times immemorial, Delhi has been the epitome of a rich heritage, being the domain of seven kingdoms, built and rebuilt a number of times. Every kingdom, an inspired creation of an individual dynasty, has left behind treasured remnants of the times, making it a multi-faceted city with divergent citizens, ethos and cultures.

6.27 Many of the monuments or built heritage of the city are protected by the Archaeological Survey of India and are all listed monuments. There are a number of other historical landmarks, which are relatively unknown, in spite of being attuned with the art and culture of the times in which they were built. DDA, as part of its endeavors to protect this built and unknown heritage, has instituted an Urban Heritage Award known as DDA URBAN HERITAGE AWARD in December, 1993.

6.28 To further safeguard the built and natural heritage of the city *via* collaborative efforts, DDA constituted the Delhi Urban Heritage Foundation in September, 1999. This foundation aims to frame and implement policies for conservation of the built and natural heritage in the capital city and promote conservation as integral to the city's development process. The foundation comprises Lt. Governor, Delhi as Chairman, Vice-Chairman, DDA as Vice-Chairman, Chief Secretary, NCTD, Finance Member, DDA, Engineer Member, DDA and Commissioner (Plg.) DDA, as members, in addition to a maximum of 10 co-opted members. The Chief Architect, DDA is the Member-Secretary of the foundation.

6.29 Since inception in September, 1999, the foundation has taken up the following conservation projects:

1. Integrated Conservation and Urban Design Plan for Sultangarhi Tomb & Precincts.
2. Cultural Resource Management Plan for Archaeological Park at Mehrauli.
3. Restoration/Conservation of old St. Stephens College Building at Kashmere Gate.

4. Restoration/Conservation of Anglo Arabic School at Ajmeri Gate.
5. Landscape Conservation of Tomb at Lado Sarai.
6. Conservation of Satya Narayan Bhawan, Roshanara Road.
7. Revival of landscaped garden, Jharna.
8. Revitalization of old Choupal at Masudpur.
9. Development of Ashokan Rock Edict, East of Kailash.
10. Restoration/conservation of Vice Regal Lodge, Delhi University.
11. Restoration of Indraprastha Hindu Girls Sr. Secondary School behind Jama Masjid.

Role of INTACH in Conservation of Heritage

6.30 On being asked regarding the steps taken or proposed to be taken by DDA in Collaboration with Indian National Trust for Art and Cultural Heritage (INTACH) for the protection of natural heritage *viz.* Water harvesting and protection of lakes, the DDA in their written reply stated as under:—

“DDA is looking after with the green areas under its jurisdiction and the water bodies/lakes in the green areas are all being maintained. The areas where earlier historically lakes are existing are also being planned and developed as Sunken Lawns even if there is no water so that subsequently charged the ground water, proper care is taken to protect these. INTACH has been involved for their expertise for conservation of water in Hauz Khas lake and in cleanliness of Sanjay lake in Trilok Puri. This has been taken up by the concerned Chief Engineers.

INTACH is also doing studies on preservation & conservation of monuments in Delhi. Their technical inputs are being utilized by DDA in conservation the monuments within Mehrauli Complex. The monuments are being preserved by the DDA in collaboration with INTACH. Similarly one more monument (Gumti at Lado Sarai) at Mehrauli has also been taken-up”.

6.31 As per the news-item captioned ‘Water Woe’s published in Times of India dated July 10, 2005 there are 102 water bodies under the jurisdiction of DDA, out of which 80 are dry and only 22 are wet.

The news-item also mentioned the clarification by Vice Chairman, DDA which is as follows:—

“Many dried up and were replaced with other construction as it was not possible to keep them wet. The city Master Plan caters to the changed situation. We are trying to revive some of the dry bodies while persevering the existing wet bodies.”

6.32 The Committee on Urban Development 2004-05 had heard the news of Shri O.P. Jain, Convener, INTACH Delhi Chapter as an expert. Shri Jain submitted his views before the Committee as under:—

“What we are suggesting is that DDA has done good work in many ways, in the sense that lot of land has been saved because of DDA’s intervention, and a lot of development schemes have been made by DDA. But one thing on which we have reservation about DDA’s role is that instead of developing a heritage city like Delhi around the heritage, they have built it over the heritage. With the result the heritage has been in danger for quite some time. There are no specific rules, and no specific synergy between various agencies, which are controlling Delhi. We feel that DDA has functions like the owner of the land, but they do not function as, what I should say, a development agency which has to see all the aspects which I have mentioned, plus many other aspects which are very crucial for a metropolitan city in this country”

6.33 He further added as under:—

“My contention is that for a city like Delhi, one kind of law does not help in the sense that I am talking of special areas. So, Shahjahanabad has to be treated as Shahajahanabad as an old city. Lutyens Zone should be treated as Lutyens Zone and Mehrauli Zone should be treated as Mehrauli Zone. The development plans should not look like the demolition plans, but it should sink with the existing historical city of this country, which is very crucial”.

I do not think, DDA has been very sensitive to the heritage aspect of Delhi since its inception. In the course of the last five years of our working together, and since DDA has established the Heritage Foundation, there has been an awareness and an agreement on the subject. On the heritage issue, I think DDA is aware of the feelings of the citizens, but efforts are required. At the philosophical level I agree with it, but at the implementation level I still feel a lot can be done and should be done. In my opinion, we should have areas specified as the ‘Heritage Zones’, especially in the zonal

plans; take for example Chandni Chowk, Connaught Place, Lodhi Garden, Central Vista, Qutab Archaeological Park. Those areas should be exclusively designated. That has not been done. At the same time, there is a growing awareness about this heritage aspect. Another thing is that DDA should not work as ASI does. It should not be an ivory tower institution. DDA should be an institution where public feels that it is thinking good of them. There should be more public participation and more public opportunities so that everything is crystal clear and people know what they can do and what they cannot do. Also, at the same time, just as you give carrots, you also have to have a stick to ensure that—whatever planning, whatever things you do—there should be some kind of a punishment. Without that, things will never improve.”

6.34 On being asked as how to make the existing flats look beautiful without demolishing them, Shri Jain suggested that 7 to 10 percent of money should be kept for maintaining the colony and with this money and expert’s advice existing flats may look beautiful.

Recommendation/Observation

6.35 The Committee note that DDA had set up an Urban Heritage foundation in September 1999 which is a welcome measure. While appreciating DDA for taking up eleven conservation projects, for inculcating awareness among masses to project our urban heritage by instituting Urban Heritage Award, they feel that DDA should have taken up such initiatives at the time of its inception, itself and should have planned the city accordingly. Had it been so done, a number of various water-bodies, which have become dry could have been protected from drying. The Committee is fully in conformity with the views expressed by convenor INTACH that some areas such as Chandni Chowk, Connaught Place, Lodhi Garden, Central Vista, Qutab Archaeological park, Luyten Zone, etc. should be developed as specific heritage zones and all the governmental agencies of the city *viz.* NDMC, MCD, CPWD, PWD ASI etc. should work in complete harmony and with close coordination. Some concerted efforts should also be made by Ministry of Urban Development and DDA to retain urban heritage of Delhi for which it is known all over the world.

E. E-Governance and upgradation of Technology

6.36 The Committee during their visit to Vikas Sadan (DDA’s Headquarter) on 14 July, 2005 was taken round the various computerised automation system. Some of these were *viz.* (i) Land Records Automation which provide information, about acquired land

installed at the Ground floor over Felicitation counters; (ii) Legal case Monitoring system; (iii) Receipt and dispatch system for issuing of computer generated receipts for all letters received at counters; and (iv) Personal Management Information System.

6.37 As per Annual Administration Report (2003-2004) of DDA, a Computer Aided Drafting and Designing Cell (CADD Cell) is functioning at Vikas Minar. The Committee during their visit to Vikas Minar were informed by Member Enquiry of DDA that Computerisation has not fully taken place at Vikas Minar which is the centre of DDA's activities pertaining to Engineering architector and Design. The Committee also observed that R& D facilities are lacking in DDA.

6.38 During the visit of the Committee at Dwarka, the Committee were informed by the Chief Engineer, Dwarka that there were shortage of Junior Engineers at Dwarka.

6.39 In the preliminary material furnished by DDA it has been mentioned that DDA has not provided any solar power plant/gobar gas plant in collaboration with Department of Non-Conventional Energy.

6.40 During the Committee's visit at Vikas Minar and discussion with the officers of DDA, the Committee found that DDA has not taken up any work pertaining to the use of Non-conventional source of energy/Alternate source of energy.

Recommendation/Observation

6.41 While appreciating various measures taken by DDA for e-governance and computerized public utility system at Vikas Sadan, the Committee take a serious note of lack of computerized facilities at Vikas Minar, which is the main centre of engineering, designing and architectural activity. They feel that computerisation and its full utilisation in respect of drafting, design and architectural work is pre-requisite for the development and upgradation of technology and skill. They therefore recommend that DDA should utilize state-of-art software, hardware and other infrastructure in engineering and architecture. The Committee also note that there is shortage of Junior Engineers at field level. Since recruitment has stopped for several years, there is a need for recruiting fresh engineers who are abreast with the latest technology in the field. Also the Engineering and Architectural staff, presently working in DDA, must be imparted 'Refresher Courses' and training with the latest state-of-art,

periodically. They therefore recommend for filling up of all vacancies without any further delay. They also note that DDA has not taken up work pertaining to the use of non-conventional source of energy/alternate source of energy. They, therefore recommend that DDA should take up other activities *viz.* alternate source of energy like solar energy and solid waste management, which is expedient for development as enumerated in its object.

F. Functions of various offices of DDA

6.42 In the Memoranda received by the Committee (2004-05) from the General Public, it has been stated that “Enforcement Department of DDA even after receiving information on encroachment, unauthorized additions etc. fail to act in time which encourages violators. Further the Recovery Department of DDA does not bother at all to recover dues for even 10-20 years running into crores of rupees from dishonest defaulters causing great loss to the exchequer. Defaulters grease the palms of Recovery and Enforcement Department officials and virtually live free at the cost of honest people. Further, a complainant has submitted that a meeting was held on 7.6.04 in the Chamber of the Principal Commissioner(H), DDA in Vikas Sadan on the instructions of the Vice Chairman, DDA in which about 8-10 officers of various departments of DDA and representatives of National Forum of Senior Citizens for Bhagidari were present. The meeting which lasted for 1¹/₂ hours took decisions to initiate necessary action for recovery of dues of DDA running into crores of rupees on various counts. It was decided that the recoveries would start from MIG(DDA) Flats of Pkt. C, Phase-II, Jhilmil, Delhi(known as Shivam Enclave, Delhi-32) and opposite LIG Flats Colony on immediate basis. This decision could not be implemented so far because of the apathy of Engineers/Recovery Deptt. of DDA.

6.43 The Committee has received a representation from a member of Advisory Council of DDA. The following points have been suggested by him:—

- (i) DDA should be professionally strengthened as the urban management in DDA is being executed by those officials who hardly have any practical/direct work experience as urban managers.
- (ii) DDA should be provided full autonomy and its Vice-Chairman should be of the rank of the Secretary, Government of India like all other Schedule-A PSUs of the Govt. of India so that there is least bureaucratic interference apart from political interference.

- (iii) The Chief Vigilance Officer of the DDA should be of the rank of Addl. Secretary, Govt. of India directly reporting to the Chairman, DDA so that an eye could be kept on the activities of the Board members of the DDA also. Since the complexity of transactions in DDA is not easily understood by the officials serving as CVO on deputation, the post of the CVO should be given to the departmental cadres and the incumbent can be appointed by a Committee specially constituted for the purpose so that DDA can be really cleansed.
- (iv) DDA needs a full time Member Personnel as the staff strength of DDA as increased manifolds since its inception.

Recommendation/Observation

6.44 The Committee note that a large number of Memoranda have been received alleging inaction by various departments of the DDA. The Committee have their apprehensions that inaction on the part of DDA encourages defaulters who think that they can get away lightly. On the other hand, honest people feel let down if no action is taken when they report such in actions to the DDA. Inaction on part of DDA obviously makes people suspicious. DDA needs to build its image by acting timely on the genuine complaints of unauthorized constructions and encroachments received from the common public. The Committee recommend that the functioning of the enforcement and recovery Department of DDA should be reviewed thoroughly so that suitable check and balance is maintained by fixing time-frame for handling of jobs at each desk. Further, officers delaying matters or not acting timely on issues brought to their notice should be held accountable and stringent action taken against them.

6.45 Since its inception several decades back, DDA has made long strides and flowered into a vast organisation with manifold functions and responsibilities and with vast area of operation. Over the years, DDA's function has focused mainly on building activities which has become highly professional now a days. As such, it will be in the fitness of things that the officers and staff of DDA should be highly professional with more and more autonomy. As such, it is imperative that top posts in DDA *i.e.* Vice-Chairman etc. should be manned by the professionals who might be absorbed in the organisation itself so that they can concentrate more and contribute more towards its upliftment and efficiency. It is high time to see whether DDA can be given the status of *navratna* with more functional autonomy. The Committee desire that the feasibility in this regard may be explored and if necessary, amendment in rules/enactment may be carried out.

6.46 The reported mal-practices and alleged corruption prevailing in DDA's offices lead to some serious thinking about the functioning of vigilance there and cast a sinister shadow on it. It seems that the vigilance is not that effective as it should be or it has functional hindrances due to one reason or the other as a consequence of which they are not able to play their expected role. Any organisation has to be corruption free and to that effect effective deterrence to mal-practices is a must. The Committee feel perhaps there is a gap here. There is a need to strengthen the vigilance machinery substantially and to acquaint them with the latest strides made in this area. Restructuring and proper orientation have become more essential in view of the irregularities reported from time to time. The Committee feel that the officers heading the vigilance wing should be sufficiently senior in hierarchy and should be permitted to work independently without any interference. The entire vigilance wing should have functional autonomy and the head of this wing should be made accountable to the Lt. Governor only who is the ex-officio Chairman, DDA. The feasibility in this regard may be explored and if found necessary, amendment may be made in the rules or act.

6.47 The Committee observe that the staff strength of DDA has increased manifold after its inception in 1957. They therefore, recommend that in order to manage huge staff of DDA, DDA needs a full time Member(Personnel) and for this purpose suitable amendment should also be made in section 3(3) of DD Act, 1957.

G. Disposal of Public Grievances

6.48 According to DDA, all grievances received through press or published in the form of letters to editors etc. are studied and replied. During the year 2002-03, 136 grievances were published, 95 rebuttals were given upto 31.3.2003. Grievances received through the Directorate of Public Grievances are monitored regularly and the number of grievances have gone down as compared to earlier years. For example, total grievances received during 2003 were 106 out of which 71 have already been settled.

6.49 When asked as to what steps are being undertaken to ensure public participation in the functioning of DDA, the DDA have submitted to the Committee as under:—

“Delhi Development Authority ensures involvement of public in its development activities by conducting seminars, discussions and interactions with public, inviting public objections/suggestions for Master Plan/Zonal Plan Modifications, organising Garden Festival,

arranging regular public hearing and providing of social services to residents welfare associations in the community halls built by DDA. DDA facilitates indoor games, library, gym and other recreational areas in these community centres."

Recommendation/Observation

6.50 The Committee note with satisfaction the various steps are being taken by DDA to ensure public participation in their functioning. The Committee, however, are concerned to note that a large number of grievances against DDA and their officials are published in 'Print Media' and people are constrained to take the help of Press to get their problems redressed or to go to the Courts of law. This shows that the DDA does not give proper and adequate response on a given complaint. The Committee firmly recommend that an effective and responsive mechanism for monitoring the complaints be devised by DDA with a positive perspective in mind for timely and quick redressal of public grievances and the written complaints received in DDA offices should be monitored and disposed on a regular basis.

H. Disciplinary action against DDA officials

6.51 The Annual Administration Report 2003-04 of DDA depicts that disciplinary proceedings were finalised in 174 cases, which resulted in imposition of penalty on 140 officials. 53 officials were proceeded against for major penalties and 87 for minor penalties under DDA Conduct, Disciplinary & Appeal Regulations, 1999. In 34 cases officials were exonerated of the charges. Further, investigations of some major cases such as Watch & Ward Scam, Medical Scam & Housing Refund cases have already been completed and disciplinary proceedings have been initiated against the defaulting officials after obtaining CVC advice.

6.52 In response to Lok Sabha Question No. 3896 answered on 19.4.2005 regarding corruption cases pending against officials of DDA, the DDA have reported that at present 115 cases of corruption registered by CBI, ACB and EOW, GNCT and DP are pending against officials out of which 105 cases are under trial in Courts. In 2 cases, sanction for prosecution was under process and the remaining 8 cases were under investigation.

6.53 It has been informed that to study the structure and functions of the Vigilance Organisation in DDA, it has been decided to constitute a Committee in consultation with CBI and CVC. CBI has nominated Jt. Director, CBI, ACB(HQ) and CVC has nominated one Dy. Secretary for the purpose of conducting the study. The said Committee is likely

to submit its report in two months. Also, a management study of systems, processes and policy aimed at re-engineering for simplification, speedier transaction and transparency is being conducted by ICRA. The study will help in further improving of the Organisation for better satisfaction levels among the public.

6.54 In response to Lok Sabha Unstarred Question No. 6633 answered on 10.05.05, regarding corruption in Building Department of Delhi the DDA have reported that 48 complaints have been received against officials of its building department. DDA prescribes specific architectural/building development controls in commercial centres to facilitate preparation and early approval of plans. DDA has also approved a proposal for simplification of building permits for residential plots up to 500 sq. mts, which can be sanctioned on the basis of certification by the Architect/Structural Engineer. DDA has also initiated action to further simplify and streamline the procedures with a view to reduce delays and increase accountability.

Recommendation/Observation

6.55 The Committee are distressed to learn that a large number of corruption cases have been registered and as many as 115 cases of corruption against DDA officials registered by various agencies are pending disciplinary action. Moreover, out of the 174 disciplinary cases processed in 2003-04, about 34 officials have been exonerated of the charges. The Committee, therefore recommend that the internal vigilance administration be further strengthened to make it more accountable, transparent and reliable in the eyes of people. Further, DDA should take timely disciplinary action against officials, who are found to be involved in cases of bribery and in malpractices in allotment of lands/flats etc. The Committee recommend that the structure and functioning of the vigilance organization of DDA be effectively and comprehensively reviewed by forming an internal 'Working Committee.'

6.56 The Committee note with concern that 48 complaints have been reported against officials of its Building Departments. The Committee strongly recommend that disciplinary action be taken against the officials of the Building Department (DDA) who are involved in corruption, malpractices and any kind of irregularities. The Committee also find that procedures for approval of building plans are lengthy and cumbersome. The Committee, therefore, recommend that simple procedures be laid down to eliminate delay and unnecessary harassment to people.

I. Conversion from Leasehold to Freehold

6.57 Regarding the steps taken to make the process of conversion of leasehold to freehold time bound, the DDA has stated in a written note that in order to expedite the process, various improvements in procedures and policies that impinge on this have been carried out or are in the pipeline. Thus in the past year, various policy decisions such as on the issue on charging of misuse for certain categories of users, calculation of UEI etc. have been taken to simplify this process. Process improvements such as computerisation of the conversion process are in the pipeline and holding of camps at the door steps of the allottee are also being done. As a result, Lands Deptt. processed/ completed a total of over 12,000 conversion applications in the last financial year as compared to about 6000 in the previous year whereas for Housing, the comparable figures were 5000 and 1200. Also, an Analysis of policy related issues that come in the way of certain category of conversion has been done and a policy proposal in this regard has been made to MOUD by DDA.

6.58 When asked about the action taken to eradicate the menace of middleman in conversion of lease hold property into free hold and making the procedure more transparent so that the applicant need not visit DDA office frequently, DDA has stated that the procedure of conversion is made available on DDA's information counter in the form of a brochure to enable the allottees to apply for conversion themselves without relying on any middlemen. In addition, DDA has provided for public hearing in the afternoons of Monday and Thursday to enable applicants to meet the officers of the rank of Dy. Director and above in order to follow up their cases personally without having to use the services of middleman. Also, DDA's website and DDA's tele-counselling services are available for the purpose of offering advise to such applicants.

6.59 In response to their 'Press Communiqués' however the Committee received a number of complaints wherein it had been stated that the procedures applicable for conversion to free-hold were cumbersome and difficult as production of irrelevant documents was insisted upon by DDA such as proof of Residence, Lease-Deed, No-Objection Certificate regarding mortgage, No-Objection Certificate from Society, Plinth Area Certificate, Photocopy of Ground Rent Receipt, Letter of Possession, Proof of Physical Possession, Affidavit, Indemnity Bond etc., despite the fact that most of these particulars were readily available in the records with the DDA. In such event the general public have to wait months together for conversion of their property from lease hold to free hold and submitting the documents again and again.

Recommendation/Observation

6.60 The Committee are perturbed to note that a number of complaints have been received by the general public on the cumbersome and lengthy procedure adopted for conversion of property from lease hold to free-hold. The Committee fail to understand as to why the DDA does not bother to look into its own records and expects people to submit and re-submit the same documents on several occasions for getting their final approval for conversion from lease to free hold of property. The Committee observe that certain documents like photocopy of lease-deed, Plinth Area Certificate, Possession Certificate and Proof of Physical Possessions should be available in DDA records. Such a situation speaks volume of lack of coordination between different 'wings' of same organization. The Committee therefore, firmly recommend that the procedure for conversion of property from lease hold to free hold be simplified by minimizing the number of documents to be submitted as well as by fixing a time-frame for completion of the whole procedure by DDA. DDA should also computerize this system and hold periodical camps in the DDA colonies itself, for easy access to the public and to mitigate their grievances on this count.

J. Nexus between Officials and Property Dealers

6.61 During the course of oral evidence of RWA's/individuals, the Committee observed that in case of Mayur Vihar, the flats have not yet been allotted, but boards/hoardings of property dealers have already come up for sale/transfer of property at higher prices. Moreover, most applicants acquire property on wrong grounds and DDA is incapable to check the same. When asked what action has been taken by DDA in case of Mayur Vihar, the DDA have replied that the boards of the property dealers put up in Pocket V, Mayur Vihar, Phase-I, which was inspected by Committee, have since been removed and it has been verified by the field staff that no Boards have been re-installed by any property dealer.

Recommendation/Observation

6.62 The Committee have received a number of Memoranda from the General Public about the menace of property dealers who work in DDA lands in connivance with DDA officials. Even before allotments are made of the DDA's dwelling units, boards and hoardings of property dealers come up in the area. The Committee feel that such commercialization of the DDA's Units shall defeat the main purpose of giving cost effective housing to the weaker sections of the society. They therefore, recommend that strict action be taken against the field staff and officers of DDA, who operate hand-in-glove with private property dealers and encourage sale of dwelling units on 'Power of Attorney' at higher prices thereby, earning unwarranted profits and periodical inspection is done in this regard.

K. Complaints regarding change in Land Use

6.63 The erstwhile Committee on Urban and Rural Development had received four memoranda complaining against DDA for their change in 'Land Use'. These memoranda were from (i) Libaspur small scale industries Association; (ii) Dr. Prashamnaku Patasani, MP regarding Samaipur Badli Extn. Industrial Area; (iii) Delhi Science Forum; and (iv) Federation of Rohini Traders Associations. The memoranda mainly complained about the following issues pertaining to change in Land Use:-

- (i) Sealing of some industries showing industrial area as residential;
- (ii) Construction of HIG Flats in the area earmarked as Green Belts result into depletion of water table in Vasant Kunj and Mahipal pur area; and
- (iii) Permitting of some commercial activities pertaining to basic needs in residential areas in Rohini and Pitampura.

6.64 In response to the above complaints/memoranda the DDA did not give any categorical reply. They have either referred to Ministry of Urban Development or GNCTD for all the activities. In some cases, the decision was still to be taken.

6.65 In another case, the Committee during their visit to Mayur Vihar were also informed by representatives of Indraprastha Extension Society (IPEX) regarding the misuse of land earmarked for gardens. They stated that earlier there were 33 gardens and these had now come to 24. The land meant for development of gardens in the area had been occupied by private schools or utilised for other purposes.

Recommendation/Observation

6.66 The Committee note with concern that the land use earmarked in Zonal Master Plan has been changed by DDA after a passage of time in certain areas of Delhi. The Committee are of the firm view that such change in land use of an area should be made only in case of compelling circumstances and for the facility/benefit of the residential population of such area. The Committee, therefore, recommend that prior to change in land use of an area, the RWAs etc. must be consulted and such change should be avoided in cases where the area had been earmarked 'Green' area in Zonal Plans.

NEW DELHI;
29 July, 2005
7 Sravana, 1927 (Saka)

MOHD. SALIM
Chairman,
Standing Committee on Urban Development.

APPENDIX I

LIST OF HOUSING SCHEMES LAUNCHED BY DDA SINCE 1966-67

Sl.No.	Name of Scheme	Present Status
1	2	3
1.	General Housing Registration Scheme—1969	Closed
2.	General Housing Registration Scheme—1971-72	Closed
3.	General Housing Registration Scheme—1972	Closed
4.	General Housing Registration (SC/ST) Scheme—1973	Closed
5.	General Housing Registration Scheme—1976	Closed
6.	Self Financing Housing Registration Scheme-1—1977	Closed
7.	Self Financing Housing Registration Scheme-II—1978	Closed
8.	Self Financing Housing Registration Scheme-III—1979	Closed
9.	Self Financing Housing Registration Scheme-IV—1981	Closed
10.	Spl. Rtd./Retiring Persons Regn. (SFS)-1981	Closed
11.	Spl. Rtd./Retiring Persons Regn. (SFS)-1983	Closed
12.	General Housing Registration Scheme for RPS-1982	Closed
13.	General Housing Registration Scheme for RPS-1985	Closed
14.	Self Financing Housing Registration Scheme for RPS-V-1985	Closed
15.	Self Financing Housing Registration Scheme-VI-1985	Closed
16.	Self Financing Housing Registration Scheme-VII-1994	Closed
17.	Expandable Housing Scheme-1995	Closed
18.	Self Financing Housing Scheme-VIII-1995	Closed
19.	New Pattern Registration Scheme-1979	Live
20.	Ambedkar Awas Yojana for SC/ST-1989	Live
21.	Janta Housing Registration Scheme-1996	Live

1	2	3
22.	Self Financing Scheme-9-1996	Closed
23.	Expandable Housing Scheme-1996	Closed
24.	Vijay Veer Awas Yojana-1999	Closed
25.	Housing Scheme for Rehabilitation of Punjab Migrants	Live
26.	Housin Scheme for Rehabilitation of Kashmir Migrants	Live (Reopened)
27.	Retiring Persons Schemes-2001	Close
28.	Narela Housing Scheme-2002	Closed
29.	Vasant Kunj HIG Scheme-2002	Closed
30.	Dwarka & Sarita Vihar HIG Scheme-2002	Closed
31.	EWS HS-MKJD-2001	Closed
32.	Narela Housing Scheme-2003	Closed
33.	HIG Scheme for Govt. Deptt. Etc.	Closed
34.	HIG Rohini Housing Scheme-2003	Closed
35.	Jasola Janta Housing Scheme-2003	Closed
36.	J&K Migrants Retd/.Retiring Central Govt. Employees	Closed
37.	Jasola Janta Tenemants Scheme-2003-04	Closed
38.	Dwarka HIG Housing Scheme-2003-04	Closed
39.	Narela Housing Scheme-2004	Closed
40.	Two Bedrooms Housing Scheme-2004	Closed
41.	Festival Housing Scheme 2004	Closed

APPENDIX II

COMMITTEE ON URBAN AND RURAL DEVELOPMENT

MINUTES OF THE EIGHTEENTH SITTING OF THE COMMITTEE HELD ON MONDAY, THE 26 MAY 2003

The Committee sat from 1120 hrs. to 1320 hrs. in Committee Room 'B', Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Chandrakant Khaire — *Chairman*

MEMBERS

Lok Sabha

2. Shri Ranen Barman
3. Shri Shriram Chauhan
4. Shri Shamsheer Singh Dullo
5. Shri Jaiprakash
6. Shri Mahendra Singh Pal
7. Prof. (Shrimati) A.K. Premajam
8. Shri Nawal Kishore Rai
9. Shri Gutha Sukender Reddy
10. Shri D.C. Srikantappa
11. Shri V.M. Sudheeran

Rajya Sabha

12. Shrimati Prema Cariappa
13. Shri N.R. Dasari
14. Shrimati Gurcharan Kaur
15. Shri Faqir Chand Mullana
16. Shri Rumandla Ramachandraiah
17. Shri Harish Rawat
18. Shri Man Mohan Samal

SECRETARIAT

1. Shri N.K. Sapra — *Joint Secretary*
2. Shri K. Chakraborty — *Deputy Secretary*
3. Smt. Sudesh Luthra — *Under Secretary*

**Representatives of Ministry of Urban Development
and Poverty Alleviation
(Department of Urban Development and from Delhi
Development Authority)**

Representatives from Department of Urban Development

1. Shri P.K. Hota, Additional Secretary (UD)
2. Shri P.K. Pradhan, Joint Secretary
3. Smt. Nisha Singh, Director
4. Shri U.S. Pant, Chief Controller of Accounts

Representatives from DDA

1. Shri Anil Bajjal, Vice Chairman, DDA
2. Shri C. Banerjee, Engineer Member, DDA
3. Shri A.K. Patnaik, Finance Member, DDA
4. Shri V.M. Bansal, Commissioner-cum-Secretary, DDA
5. Smt. Ameeta Saini, Chief Vigilance Officer, DDA
6. Shri D.B. Gupta, Commissioner (Housing), DDA
7. Shri Dharmendra, Commissioner (LD), DDA
8. Shri U.S. Jolly, Commissioner (LM), DDA
9. Shri Sunil Sharma, Commissioner (Per.), DDA
10. Shri A.K. Jain, Commissioner (Planning) DDA

2. At the outset, the Chairman welcomed the members to the sitting of the Committee and invited their views on further examination of the subject, 'Delhi Development Authority' (DDA). The Committee, after considering the fact that DDA was serving the general public by its various activities like housing etc., decided that the opinion/views of the public on the subject should be sought through electronic and print media. They were of the view that the memorandum from the experts on the working of the DDA should be invited in the first instance, and thereafter, if required, the views of the selected experts/public could be heard by the Committee. Besides, the Committee also

decided that on-the-spot inspection of various sites like DDA flats and flyovers etc., should be undertaken to have an objective view of the working of DDA and also to know about the various problems being faced by the public. The Committee also decided to have on-the-spot inspection of the various Offices of DDA to know about their functioning and the difficulties encountered.

[The representatives of the Ministry of UEPA and DDA were thereafter called in].

3. The Chairman then welcomed the representatives of Ministry of Urban Employment and Poverty Alleviation (Department of Urban Development) and Delhi Development Authority. He also drew the attention of the representatives to the provisions of Direction 55(1) of the Directions by the Speaker.

4. The representatives of the Ministry and DDA then gave an audio-visual presentation on the functioning of DDA. After that, the officers of the Ministry and the DDA replied to the queries raised by several members.

A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX III

COMMITTEE ON URBAN AND RURAL DEVELOPMENT (2003)

EXTRACTS OF THE MINUTES OF THE TWENTY-FIFTH SITTING
OF THE COMMITTEE HELD ON THURSDAY, 9 OCTOBER 2003

The Committee sat from 1100 hrs. to 1145 hrs. in Committee Room 'E', Basement, Parliament House Annexe, New Delhi.

PRESENT

Shri Chandrakant Khaire — *Chairman*

MEMBERS

Lok Sabha

2. Shri Ranen Barman
3. Shri Padmanava Behera
4. Shri Shriram Chauhan
5. Shri Shamsheer Singh Dullu
6. Shri G. Putta Swamy Gowda
7. Shri Basavanagoud Kolar
8. Shri Savshibhai Makwana
9. Shri D.C. Srikantappa

Rajya Sabha

10. Shri S. Agniraj
11. Shri N.R. Dasari
12. Shri Faqir Chand Mullana
13. Shri Man Mohan Samal
14. Shri Harish Rawat

SECRETARIAT

1. Shri N.K. Sapra — *Joint Secretary*
2. Shri K. Chakraborty — *Director*
3. Shrimati Sudesh Luthra — *Under Secretary*
4. Shri A.K. Shah — *Assistant Director*

2. At the outset, the Chairman welcomed the members to the sitting of the Committee convened to decide about the future course of action on the subject 'Delhi Development Authority' (DDA). The Chairman informed the Committee about the status of examination of the subject. The Committee were apprised that in response to Press communique issued by the Secretariat about 200 representations from public were received. The Committee were also informed that these have been forwarded to the Ministry of Urban Development and Poverty Alleviation for their comments. The Committee thereafter decided that in order to have an on-the-spot assessment of the functioning of DDA, there should be four Study Groups, zone-wise, to undertake local visits in different areas of Delhi. The composition of each group would be finalized in due course.

3. ** ** ** ** **

The Committee then adjourned.

*Relevant portions of the minutes not related to the subject have been kept separately.

APPENDIX IV

COMMITTEE ON URBAN DEVELOPMENT (2004-2005)

MINUTES OF THE EIGHTH SITTING OF THE COMMITTEE HELD ON TUESDAY, THE 21ST DECEMBER 2004

The Committee sat from 1500 hrs. to 1700 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Shri Mohd. Salim — *Chairman*

MEMBERS

Lok Sabha

2. Shri Surendra Prakash Goyal
3. Shri Devidas Anandrao Pingale
4. Shri L. Rajgopal
5. Shri Sajjan Kumar
6. Shri Sudhangshu Seal
7. Shri Sugrib Singh
8. Shri Ravi Prakash Verma
9. Shri Baleshwar Yadav

Rajya Sabha

10. Shri Jayantilal Barot
11. Shri Laxminarayan Sharma
12. Shri Prasanta Chatterjee
13. Shri Faqir Chand Mullana
14. Shri Urkhao Gwra Brahma

SECRETARIAT

1. Shri K. Chakraborty — *Director*
2. Smt. Neera Singh — *Under Secretary*

Representatives of the Ministry of Urban Development and DDA

1. Shri Anil Bajjal, Secretary (UD)
2. Shri Madhukar Gupta, Vice Chairman
3. Shri P.K. Pradhan, Joint Secretary (D&L)
4. Shri A.K. Patnaik, Finance Member
5. Shri Prabhash Singh, Engineer Member
6. Smt. Nisha Singh, Director (DD)
7. Smt. Ameeta Saini, Chief Vigilance Officer
8. Shri V.M. Bansal, Principal Commissioner-cum-Secretary
9. Shri D.B. Gupta, Principal Commissioner
10. Shri R.K. Vats, Commissioner (LM)
11. Shri R.K. Singh, Commissioner (LD)
12. Smt. Asma Manzer, Commissioner (Housing)
13. Shri A.K. Jain, Commissioner (Planning)
14. Shri Sunil Sharma, Commissioner (Personnel).

2. At the outset, Hon'ble Chairman welcomed the Members to the sitting of the Committee and briefed them about the work done by the erstwhile Committee on Urban and Rural Development regarding examination of the subject Delhi Development Authority.

[The representatives of the Ministry of Urban Development and DDA were thereafter called in].

3. The Chairman then welcomed the representatives of Ministry of Urban Development and Delhi Development Authority. He also drew the attention of the representatives to the provisions of Direction 55(1) of the Directions by the Speaker.

4. The representatives of the Ministry and DDA then briefed the Committee, about the functioning of DDA. After that, the officers of the Ministry and the DDA replied to the queries raised by several members.

A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX V

COMMITTEE ON URBAN DEVELOPMENT (2004-2005)

MINUTES OF THE SEVENTEENTH SITTING OF THE COMMITTEE HELD ON MONDAY, 30 MAY 2005

The Committee sat from 1100 hrs. to 1330 hrs. and from 1430 hrs. to 1630 hrs. in Committee Room 'C', Parliament House Annexe, New Delhi.

PRESENT

Mohd. Salim — *Chairman*

MEMBERS

Lok Sabha

2. Shri Pawan Kumar Bansal
3. Shri Pushp Jain
4. Shri P. Mohan
5. Shri Amitava Nandy
6. Shri D. Vittal Rao
7. Shri Sajjan Kumar
8. Shri Sudhangshu Seal
9. Shri K. Subbarayan
10. Shri Baleshwar Yadav

Rajya Sabha

11. Shri Syeda Anwara Taimur
12. Shri Nandi Yellaiah
13. Shri Jayantilal Barot
14. Shri Laxminarayan Sharma
15. Shri Faqir Chand Mullana
16. Shri Urkhao Gwra Brahma

SECRETARIAT

1. Shri P.D.T. Achary — *Secretary*
2. Shri K. Chakraborty — *Director*
3. Smt. Neera Singh — *Under Secretary*
4. Shri A.K. Srivastava — *Assistant Director*

Representatives from Ministry of Urban Development and DDA

1. Shri P.K. Pradhan, Joint Secretary, Ministry of Urban Development
2. Shri V.M. Bansal, Principal Commissioner cum Secretary, Delhi Development Authority
3. Shri V.K. Sadhu, Principal Commissioner, Delhi Development Authority
4. Shri A.K. Jain, Commissioner (Planning), Delhi Development Authority
5. Mrs. Asma Manzer, Commissioner (Housing), Delhi Development Authority
6. Shri A.K. Singh, Commissioner (Land Disposal), Delhi Development Authority

Experts, Interest Groups and Associations etc.

1. Shri K.T. Gurumukhi, Chief Planner, Town & Country Planning Organization
2. Shri O.P. Jain, Convenor, Indian National Trust for Art and Culture Heritage (Delhi Chapter)
3. Dr. Rakesh Raman Jha, President—Association of Social Research and Action
4. Shri H.R. Suri, Former President, Institute of Town Planners India
5. Shri M.N. Bhattacharjee, General Secretary, Federation of Group Housing Societies, 58, Indraprastha Extension, Patparganj, Delhi-110092
6. Shri Raj Kumar Bindal, Chartered Accountants, 21/51, Shakti Nagar, Delhi-110007
7. Ms. Minoo Verma, Architect, 4115, D-4, Vasant Kunj, New Delhi-110070
8. Dr. H.C. Gupta, President, Federation of Ashok Vihar Residents Welfare Associations (Regd.), Regd. Office: 169, Phase-I, Ashok Vihar, Delhi-110052
9. Shri R.M. Singal, 8-A/62, Western Ext. Area, Karol Bagh, Delhi-110005
10. Shri R.K. Bhatnagar, Journalist, 6, Maitri Apartment, A-3, Paschim Vihar, New Delhi-110063

11. Shri R.J. Thirwani, A4C/173 Janakpuri, New Delhi-110058
12. Ms. Geeta Devan Verma, 356, D-1, Vasant Kunj, New Delhi-110070
13. Dr. B.K. Chakrabarty, Former Executive Director HUDCO, A-10, Qutab Concalve, Phase-I, New Delhi-110016
14. Shri Mukulesh Mitra, United Towers India Private Limited Pent House, DCM Building, 16, Barakhamba Road, New Delhi-110001
15. Shri Sudhir Vohra, 28, Block 52, Chittranjan Park, New Delhi-19
16. Shri R.M. Sinha, Advocate, 1st Floor, Surya Arcade Building, U-110, Shakarpur, Vikas Marg, New Delhi-110092
17. Shri Arjun Singh, 71-B, Pocket A-3, Kalkaji Extn., New Delhi-19
18. Shri R.N. Gujral, Hony. General Secretary, Federation of Rohini Co-operative Group Housing Societies, Ahimsa Vihar, Plot No. 27/1, Sector-9, Rohini, Delhi-110085
19. Shri Narayan Singh, General Secretary, Bijwasan Gram Vikash Samiti, Near Railway Crossing, in front of Wawal Tent House, Bijwasan, New Delhi-110045

2. At the outset, the Chairman welcomed the members to the sitting of the Committee and briefed them about the memoranda received from public at large pertaining to the functioning of various aspects of DDA in response to the advertisement given in electronic and print media. He informed the members that out of about 300 memoranda received by the present Committee and erstwhile Committee on Urban and Rural Development, twenty one memoranda were shortlisted for personal hearing by the Committee. Besides this, two experts were also invited to depose before the Committee.

3. The Chairman then welcomed the representatives of Ministry of Urban Development and Delhi Development Authority who were invited to assist the Committee.

4. The Chairman also welcomed witnesses who were called in one by one in groups to tender their evidence. He also drew the attention of the witnesses to the provisions of Direction 55(1) of Directions by the Speaker. The witnesses then gave their suggestions/views for the

improvement of the functioning of DDA. The Chairman and members of the Committee raised some queries, which were duly replied to. The representatives of the Ministry/DDA were asked to provide certain clarifications, which were duly given.

5. A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX VI

COMMITTEE ON URBAN DEVELOPMENT (2004-2005)

MINUTES OF THE EIGHTEENTH SITTING OF THE COMMITTEE HELD ON MONDAY, 20 JUNE 2005

The above Committee sat from 1430 hrs. to 1730 hrs. on 20 June, 2005 in Committee Room 'D', Parliament House Annexe, New Delhi to take the oral evidence of the representatives of the DDA, MCD, and Registrar Cooperative Societies.

PRESENT

Mohd. Salim — *Chairman*

MEMBERS

Lok Sabha

2. Shri Pawan Kumar Bansal
3. Shri Pushp Jain
4. Shri Shripad Yesso Naik
5. Shri Mahendra Prasad Nishad
6. Shri Devidas Anandrao Pingale
7. Shri D. Vittal Rao
8. Shri Sudhangshu Seal
9. Shri Sugrib Singh
10. Shri K. Subbarayan
11. Shri Ravi Prakash Verma
12. Shri Baleshwar Yadav

Rajya Sabha

13. Shri B.K. Hariprasad
14. Shri Jayantilal Barot
15. Shri Laxminarayan Sharma
16. Shri Faqir Chand Mullana
17. Shri Urkhao Gwra Brahma

SECRETARIAT

1. Shri S.K. Sharma — *Additional Secretary*
2. Shri K. Chakraborty — *Director*
3. Smt. Neera Singh — *Under Secretary*
4. Shri A.K. Srivastava — *Assistant Director*

WITNESSES

(i) Delhi Development Authority (DDA)

- (i) Shri Madhukar Gupta, Vice Chairman, DDA
- (ii) Shri Prabhash Singh, Engineer Member
- (iii) Shri V.M. Bansal, Pr. Commissioner-cum-Secretary
- (iv) Shri V.K. Sadhu, Principal Commissioner
- (v) Shri R.K. Singh, Commissioner (LD)
- (vi) Shri R.K. Vats, Commissioner (LM)
- (vii) Smt. Asma Manzar, Commissioner (Housing)
- (viii) Shri A.K. Jain, Commissioner (Planning)

(ii) Municipal Corporation of Delhi (MCD)

- (i) Shri Rakesh Mehta, Commissioner, MCD
- (ii) Shri H.B. Sharma, Addl. Commissioner (HQ)
- (iii) Dr. M.M. Kutty, Addl. Commissioner (Engg.)
- (iv) Ms. Chandra Y. Reddy, Financial Advisor (S&JJ)
- (v) Sh. C.L. Munshi, Chief Engineer (Slum)

(iii) Office of the Registrar Cooperative Societies, Delhi

Shri Satya Gopal, Registrar

Coordinator

Ms. S. Aparna—Director, Ministry of Urban Development

2. At the outset, the Chairman welcomed the members to the sitting of the Committee and briefed them about the status of the examination of the subject 'Delhi Development Authority'.

3. The Chairman then welcomed the representatives of DDA, MCD and office of Registrar Cooperative Societies who were invited to tender

their oral evidence before the Committee. He also drew the attention of the witnesses to the provisions of Direction 55(1) of Directions by the Speaker.

4. Vice Chairman DDA gave a brief account of the work done by DDA in Delhi and the procedure of handing over DDA developed colonies to MCD. Thereafter, Commissioner, MCD briefed the Committee about the functioning of MCD and difficulties being faced by MCD. Subsequently, Registrar, Cooperative Societies further briefed about the functioning of RCS office. The Chairman and members of the Committee raised certain queries, which were duly explained by the representatives of the DDA, MCD and Registrar Cooperative Societies.

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

The Committee then adjourned.

APPENDIX VII

COMMITTEE ON URBAN DEVELOPMENT (2004-2005)

MINUTES OF THE NINETEENTH SITTING OF THE COMMITTEE HELD ON THURSDAY THE 30 JUNE, 2005

The above Committee sat from 1500 hrs to 1700 hrs. on 30 June, 2005 in Committee Room 'B', Parliament House Annexe, New Delhi to take the oral evidence of the representatives of Ministry of Urban Development.

PRESENT

Mohd. Salim — *Chairman*

MEMBERS

Lok Sabha

2. Shri Amitava Nandy
3. Shri Devidas Anandrao Pingale
4. Shri D. Vittal Rao
5. Shri Sajjan Kumar
6. Shri Sudhangshu Seal
7. Shri Sugrib Singh
8. Shri K. Subbarayan
9. Shri Ravi Prakash Verma
10. Shri Suresh Ganpatrao Wagmare
11. Shri Baleshwar Yadav

Rajya Sabha

12. Shri B.K. Hariprasad
13. Shri Jayantilal Barot
14. Shri Prasanta Chatterjee
15. Shri Faqir Chand Mullana

SECRETARIAT

1. Shri S.K. Sharma — *Additional Secretary*
2. Shri K. Chakraborty — *Director*
3. Smt. Neera Singh — *Under Secretary*
4. Shri A.K. Srivastava — *Assistant Director*

WITNESSES

(i) Delhi Development Authority (DDA)

- (i) Shri Anil Bajjal, Secretary
- (ii) Shri P.K. Pradhan, Joint Secretary
- (iii) Ms. S. Aparna, Director

(ii) Delhi Development Authority (DDA)

Shri Madhukar Gupta, Vice Chairman, DDA

2. At the outset, the Chairman welcomed the members to the sitting of the Committee and briefed them about the status of the examination of the subject 'Delhi Development Authority.' He said that the examination of the subject DDA was coming to an end and before finalising the Report it would be very important for the Committee to go for a local inspection of the offices of DDA to have an insight into its functioning.

[The representatives of the Ministry of Urban Development were thereafter called in.]

3. The Chairman then welcomed the representatives of the Ministry of Urban Development. Vice Chairman, DDA was also present. The Chairman, then drew the attention of the representatives to the provisions of Direction 55(1) of Directions by the Speaker.

4. The Secretary, Urban Development then briefed the Committee on the subject DDA. The Chairman and Members then raised some queries which were duly replied by the Secretary, Urban Development and Vice Chairman, DDA.

5. A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX VIII

COMMITTEE ON URBAN DEVELOPMENT (2004-05)

MINUTES OF THE TWENTIETH SITTING OF THE COMMITTEE HELD ON WEDNESDAY, 27 JULY, 2005

The Committee sat from 1500 hrs. to 1715 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Mohd. Salim — *Chairman*

MEMBERS

Lok Sabha

1. Shri Surendra Prakash Goyal
2. Shri Shripad Yesso Naik
3. Shri Devidas Anandrao Pingale
4. Shri L. Rajgopal
5. Shri Sajjan Kumar
6. Shri Sudhangshu Seal
7. Shri Sugrib Singh
8. Shri Ravi Prakash Verma
9. Shri Suresh Ganpatrao Wagmare
10. Shri Baleshwar Yadav

Rajya Sabha

11. Shri Varinder Singh Bajwa
12. Shri Jayantilal Barot
13. Shri Laxminarayan Sharma
14. Shri Prasanta Chatterjee

SECRETARIAT

1. Shri S.K. Sharma — *Additional Secretary*
2. Shri K. Chakraborty — *Director*
3. Smt. Neera Singh — *Under Secretary*
4. Shri A.K. Srivastava — *Assistant Director*

2. At the outset, the Chairman welcomed the members to the sitting of the Committee. The Committee then took up for consideration the draft report on the subject 'Delhi Development Authority'. After deliberation, the Committee adopted the draft report with some modifications.

3. The Committee then authorised the Chairman to finalise the Report on the basis of factual verification from the concerned Ministry and present the same to both the Houses of Parliament.

The Committee then adjourned.

APPENDIX IX

STATEMENT OF RECOMMENDATIONS/OBSERVATIONS

Sl.No.	Para No.	Recommendations/Observations
1	2	3
1.	1.27	<p>The Committee note that according to the provisions of Section 6 of the Delhi Development Act, 1957, the Delhi Development Authority (DDA) is entrusted with aims and objectives to formulate a Master Plan for covering the present and future growth of Delhi and to promote and secure the development of Delhi according to the Plan covering all the possible activities. It is entrusted to acquire, hold, manage and dispose of land and other property and carry out building, engineering, mining and other operations. Also, the DDA is required to provide services and amenities incidental to the above. While the Master Plans and the Zonal Plans as approved by the Central Government serve as the basic framework for development of Delhi, the DDA has to effectively complete the arduous task of providing 'Housing' facilities to the ever-growing population of Delhi. The MPD 1962 had recommended an area about 45000 hectares for urbanization so as to accommodate a projected population of 5.3 million by the year 1981. Further, the MPD 2001, which is presently under implementation has recommended to develop 18000 to 24000 hectares of additional urban area so as to accommodate a projected population of 12.8 million by the year 2001. The MPD 2001 also recommended for urban structuring to be 'Low Rise High Density' with re-structuring</p>

of physical infrastructure so as to also accommodate an additional population of 3 to 4 million. The Committee are, however, concerned to note that despite the efforts of DDA to meet the requirements of 'Housing' and accommodating the influx of people into Delhi for livelihood, there is apparently a significant growth of unauthorized colonies, JJ clusters and Squatter settlements in the metropolitan city of Delhi, which is the capital city of India. The Committee finds that Delhi is under severe pressure to house the rapidly increasing population of the city. The Committee, therefore, recommend that DDA should make earnest efforts to provide adequate 'Housing' for the people of Delhi in coordination with the Government of Delhi and other local bodies so that at least further growth of unauthorized colonies and squatter settlements are stopped forthwith.

2.

1.28

The Committee are informed that according to population projections, 20 to 30 % of the required 2.4 million dwelling units are to be provided in the National Capital Region of Delhi but the augmented housing requirement for Delhi cannot be provided within Delhi itself. It has been projected that 30 to 40 % of the dwelling units should come in the form of re-development and densification of existing areas, which would also include things like higher density for slum rehabilitation. Also, about 1.5 million dwelling units may have to come up in the areas, which would be urbanized during the MPD 2021. The Committee are also informed that at present about 23,000 dwelling units are under construction by DDA and the 'Housing

Projects Approval Committee' of DDA has approved another 8000 housing units for construction. While the Committee appreciate the efforts made by DDA in providing dwelling units and planning housing projects in Delhi, they are of the firm view that a lot is yet to be carried out so as to house the populace of NCT of Delhi. The Committee, therefore, recommend that intense and well-timed hard work is done so as to accommodate the ever-present population in squatter settlements, JJ clusters, etc. as per the Master Plans. The Committee also desire that the developmental works of DDA should be toned-up to contain a clean Delhi and a planned Delhi.

3. 1.29

The Committee needs hardly mention that the problems faced in Delhi in accommodating the migratory population from rural/small towns and townships are manifold. The city is not only required to provide 'Housing' to the incoming population, but also water supply, sanitation, sewerage, treatment of sewers, electricity, garbage disposal and environmental management. While the Committee appreciates that the draft MPD 2021 envisions to make Delhi a global metropolis and a world class city, they are however of the firm view that unless coordinated efforts are made by DDA, the NDMC, Municipal Corporation of Delhi, Delhi Jal Board and urban bodies to ensure proper garbage disposal and curtail open-defecation in the squatter settlements, this objective would be very difficult to be achieved. The Committee recommend that DDA should develop suitable housing structures for the urban poor with proper

1	2	3
		sanitation facilities and re-locate people living in squatters and slum tenements in appropriate areas.
4.	1.30	The Committee are informed that specific provisions for Mixed Land Use had been made by Government in the residential areas alongwith Non-permissible Mixed Land Use in MPD 2001. In this regard, the Committee desire that proper and earnest steps are taken by the concerned governmental authorities to ensure that non-permissible limits of Mixed Land Use are adhered to in the urban areas of Delhi so as to ensure security, safety and environmental quality of residential areas. The Committee also desire that the provisions/limits of permissible and non-permissible Mixed Land Use be reviewed in the light of latest developments and necessary amendments be made in these limits, if found necessary. The Committee would like to be apprised of the action taken in this regard.
5.	1.31	As regards urbanized villages in Delhi are concerned, the Committee are informed that in MPD 2021, all these villages will come into urban expansion areas, which will be developed/re-developed. During the course of evidence before the Committee, the Vice-Chairman, DDA assured that all amenities and facilities would be provided in the urban expansion areas with the maximum extent of planning that is possible. The Committee feel that in order to upgrade, assimilate and integrate these villages with the rest of the urban areas, it is extremely necessary that the amenities, services and facilities provided to these villages should not be less than those provided to their

1	2	3
		counter-part urban localities and efforts should be made to take care of their livelihood. The Committee, therefore, recommend that as proposed in MPD 2021, effective steps within a specific time frame be taken by DDA to provide the maximum civic amenities and facilities in the aforesaid urban expansions and the urbanized villages falling in Delhi region.
6.	1.32	Regarding the MPD 2021, the Committee note that the draft MPD 2021 has been approved by DDA in their meeting held on 10 th January, 2005. Thereafter, the Ministry of Urban Development permitted to notify the Draft MPD 2021 for inviting objections/suggestions from the public and accordingly a Gazette Notification has been issued on 16 th March, 2005 alongwith a Public Notice on 8 th April, 2005. The Committee recommend that the Draft MPD 2021 should be well contained with the suggestions from the public, who are the actual recipients of the benefits of MPD 2021. The Committee also desire that the Draft MPD 2021 is finalized and launched, expeditiously.
7.	1.33	The Committee note from 'Print Media' reports that DDA has, recently, approved in principle the participation of private sector in mega housing projects across the Delhi city. It envisages to engage the private sector in constructions in a minimum areas of 10 hectares or 50,000 square meters of built-up areas and above. Keeping in view of the repeated complaints about the alleged nexus between DDA officials and the private builders, the Committee contain their apprehension as to whether the construction of dwelling units

by these private builders would be in accordance with the Zonal and Master Plan. The Committee are of the firm view that the DDA must be primarily responsible for the residential housing development in Delhi. Participation of private builders in a large scale would lead to cost escalation of the dwelling units and such dwelling units will be beyond the purchasing power of the common urban population in Delhi. The Committee, therefore, desire that the DDA and the GNCT of Delhi should give a fresh look towards their decision of inviting private builders in a large scale in taking up mega projects in Delhi.

8. 2.28 In accordance with the provisions of Section 12 of the Delhi Development Act, 1957, the Central Government by way of a Notification in the Official Gazette declares any area in Delhi to be a development area for the purposes of this Act. The Notified areas are being looked after by DDA and the rest of the areas as 'Denotified' are looked after by MCD. The Committee are informed that about 181 Notifications have been issued since the year 1967 by the Land and Building Department of Government of Delhi. The Committee express their concern that many a time there is a gap in the information regarding 'Notification' and 'Denotification' of the 'Development Areas'. The Committee are informed that an exercise has been initiated to streamline the information and procedure in respect of Notification of 'Development Areas' and their 'Denotification'. Further, action has been initiated to denotify the areas, which have already been developed. The Committee recommend that the process of 'Notification' and 'Denotification' of DDA

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		<p>lands must be streamlined by amending and adopting suitable procedures required to be followed by the Government in consultation with the Land and Building Department of the Government of Delhi so as to ensure that the aforesaid process is expeditious and timely. The Committee consider it imperative that the 'Land Records' of Delhi are maintained and updated regularly for better land management.</p>
9.	2.29	<p>As regards, non-conforming use of the DDA lands, the Committee note that DDA has initiated counteractive action under the provisions of Section 29(ii) of the Delhi Development Act, 1957 in 140 cases in 2003, 144 cases in 2004 and 332 cases in 2005. While the Committee note with satisfaction that DDA has taken certain remedial actions in cases of non-conforming use of their lands, with the Master Plans, they desire that DDA should devise suitable in-built mechanism to check misuse of their lands and ensure the developed areas remain intact with the Master Plan.</p>
10.	2.30	<p>The Committee note that DDA has taken over possession of 67354.88 acres of land acquired through the Land Acquisition Collector of Delhi, till March, 2003. Till March, 2005, DDA has acquired land totalling upto 69890 acres. The Committee note that land acquired for DDA are to be developed for residential, recreational, industrial, commercial and institutional purposes. The Committee appreciate that DDA has developed/provided for 27 community centers, 125 local shopping centers, 429 convenient shopping centers and a number of dwelling units in the</p>

lands acquired for DDA. The Committee trust that DDA moves ahead by providing adequate number of dwelling units and other facilities to the urban population of Delhi so that the city can boast of being a world-class city by 2021. The Committee also desire that the upcoming dwelling units, shopping complexes, institutions etc. as well as the existing constructions by DDA are adequately maintained and upholstered with an aesthetic sense to ensure that these dwelling units/flats, shopping complexes etc. give a neat and modern look. Since private players have been encouraged by DDA in building up the 'Shopping Malls' in Delhi, which have come up lately, the Committee urge the Government to ensure that all the required safeguards—such as fire fighting arrangements, emergency exits, proper lifts in high rise buildings and constructions of earthquake proof structures are adhered to strictly both by the private builders and DDA.

11. 2.31 While the Committee note that acquisition of land for planned development is an ongoing process, the Committee are concerned to note that about 1475.85 acres of DDA lands are under encroachment by JJ clusters, etc. The Committee are perturbed to learn that the DDA lands, which have been encroached upon by squatter settlements, slums etc. in various parts of Delhi including the Yamuna Pushta areas are not available for development. The Committee would like to know as to how these encroachments were allowed to happen when they were detected and what remedial measures were contemplated to

thwart such encroachments. The Committee recommend that timely remedial actions are undertaken by DDA to remove such encroachments from DDA lands as per governing laws and rules. The Committee also recommend that coordinative efforts be made by DDA with the Police authorities, GNCT of Delhi and local bodies so as to deal with this persistent problem of encroachments on DDA lands by JJ clusters. The Committee would like to be apprised of the action taken in this regard.

12.

2.32

So far as the *laldora* areas of Delhi are concerned, the Committee note that *laldora* areas were signified as village areas and defined way back in 1908. However, there is no definition of an 'extended *laldora*' as the population of such areas has increased in the past decades. The Committee are also informed that all matters related to *laldora* area fall under the jurisdiction of the GNCT of Delhi. Eventually, in the process of acquisition of land, all areas except the designated *laldora* areas are notified by the Government. In this regard, the Vice-Chairman of DDA during the course of evidence before the Committee has expressed that there is an in-built problem for DDA in taking possession of such lands. He has also informed that a suggestion has been made to the Delhi Government that a 'Survey' may be undertaken for ascertaining the *laldora* limits. The Committee desire that concerted efforts be made by DDA with the local authorities concerned so as to demarcate clearly and finally the extended limits of *laldora* lands in Delhi for a planned development taking into consideration the natural growth of population.

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13.	2.33	<p>The Committee note that the Land Acquisition Collector acquires lands in Delhi from farmers and villagers and hands over such acquired lands to DDA for development. At the time of acquisition of these lands, the LAC fixes the acquisition rate to be paid as compensation to the land losers. The Committee also note that alternative plots are allotted to the recommended farmers whose land has been acquired under large scale acquisition and development of land in Delhi. The Committee, however, would like to point out that a number of complaints have been received from such land losers by the Committee in response to their 'Press Communiqués'. These complaints pertain to fixation of low rate of compensation to the land losers, and denial of allotment of alternative plots to certain land losers, specifically in Rohini and Wazirpur areas. Apart from these, a number of cases are pending in courts of law by complainants or land losers for suitable compensation. The Committee recommend that keeping in mind the needs of the farmers/villagers who have lost their lands, which were their means of livelihood, the DDA as well as the concerned Government authorities must take substantial steps so as to give adequate monetary compensation and alternate lands to such land losers with a positive perspective. The Committee strongly feel that whenever any land is acquired by DDA from anyone, the process should be so simplified that the land loser without any hassle and delay, is able to get compensation on alternative land/flat/shop within a specific time frame and is not made to wait for years together as is the</p>

case now. The Committee also recommend that whenever any land is acquired, the landless labourers working on the same land should be suitably rehabilitated, as they get deprived of their means of livelihood.

14. 2.34

Under Section 21 of the Delhi Development Act, 1957, the DDA's Land Disposal Department disposes land meant for various uses such as residential, industrial, institutional and commercial purposes. The Committee are informed that for residential purposes, the DDA disposes plots by way of allotment and auction. In case of Group Housing Societies, the DDA allots lands on the basis of the recommendations received from the Registrar Cooperative Societies (RCS) of Government of Delhi. The RCS verifies the lists of members and the Group Housing Societies and sends them to DDA for allotment of lands. DDA disposes commercial properties as commercial plots or as built-up shops by way of auction and tender. The built-up shops are sold by calling of sealed tenders alongwith EMD of 25%. The commercial plots are disposed by way of open auction. About 43% of the built-up shops are allotted to the special categories of SC/ST/LAC, physically handicapped, ex-Servicemen and freedom fighters. While the Committee note that DDA has taken steps to curb malpractices relating to allotment of plots and houses, the Committee urge that a high level body comprising of senior officials of DDA, RCS, Ministry of Urban Development and NCRPB may be formed so as to devise suitable mechanism to check malpractices in allotment of plots and flats to individuals

and Group Housing Societies and ensure transparency in the working of DDA. The Committee also recommend that the 43% allotments are made to the special category persons as per rules and the 'built-up shops' are allotted in a time bound manner.

15. 2.35 The Committee note that 'Institutional Lands' are allotted following the Delhi Development Authority (Developed Land) Nazul Rules, 1981 for social, cultural, religious, educational activities etc. Broadly, these allotments are divided into four categories *viz.* educational, general Institutions, socio-cultural Institutes and Government Departments. The Committee recommend that DDA should devise an in-built mechanism so as to ascertain that allotments to the 'Institutions' are strictly made in accordance with the governing Nazul rules and disciplinary actions should be taken in any kind of malpractice. The Committee would like to be apprised of the action taken in this regard.
16. 2.36 The Committee are concerned to note that out of a large area of about 1400 acres of DDA lands encroached upon by unauthorised colonies, DDA has been able to reclaim only 433.98 acres of land which means that less than one third of the encroached land could only be reclaimed by DDA. This is because unauthorised colonies have come up on the remaining areas. The Committee feels that a clear cut policy needs to be evolved by the Central Government with regard to the treatment of unauthorised colonies. The Committee note that though DDA has been vested with powers of demolition, stopping and

sealing powers, but not much has been achieved in reclaiming encroached lands. The Committee, therefore, recommend that DDA and the Ministry of Urban Development must take concrete measures in consultation with local bodies, so as to reclaim all the encroached lands of DDA, expeditiously. The Committee also recommend that a suitable policy – framework be adopted so as to curb cropping up of new unauthorized colonies. Regularization of unauthorised colonies in course of time provides an incentive to such acts and legitimizes a step which was considered illegal and was in violation of the law.

17. 3.13

The Committee note that DDA has extensively developed green areas in Delhi and has helped Delhi to grow as one of the greenest cities in the country. While appreciating the achievements made by DDA in developing the forests, woodland, green belts, district parks, zonal parks, neighbourhood parks and Children parks etc., the Committee desire that maintenance of such green areas and water bodies etc. should be carried out from time to time and all the basic facilities *viz.* toilet, drinking water, eateries, etc. should be provided for the welfare of public at large. The Committee are also of view that co-ordinated efforts be made by the Ministry of Urban Development with the Ministry of Environment and Forests so as to maintain the water-bodies clean. The Committee desire that all public places especially parks should have 'Pay and Use' toilets facilities as for instance the 'Sulabh' toilets. Such toilet facilities would help in

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		the maintenance of environment. The Committee further recommend that the viability for opening up food counters/ eateries be examined by DDA in or around the 'public parks'. The Committee also recommend that demands of the local residents for development of the already existing Parks be met by DDA with a positive perspective in mind.
18.	3.14	The Committee note that DDA spends about Rs.40 crore every year for developing new green areas and for maintaining the areas already developed. Moreover, in 2004-2005 a provision of Rs. 114.19 crore has been made by DDA for maintenance of parks. The Committee recommend that all the funds yearly earmarked for maintenance of Parks be utilised prudently for improving the conditions of the existing Parks/green areas in Delhi. Also, new green areas, be developed in a time bound manner.
19.	3.20	The Committee are happy to note of the efforts made by DDA in the construction and development of Sports Complexes, play fields, swimming pools, golf courses etc. for the purpose of sports activities for the inhabitants of Delhi. They also note that some sports activities are in progress. The Committee trust that such activities would be continued and completed in a stipulated time frame.
20.	3.21	As regards the training aspect of sportsmen/women, the Committee also recommend that DDA should propagate its sports and coaching facilities, fellowship facilities etc. for the knowledge of common sports-loving persons so that people are encouraged to indulge in sports activities.

The Committee would like to be apprised of the action taken in this regard.

21. 3.24 The Committee express their concern over the fact that only five years are left for the commencement of Commonwealth Games 2010 and the construction of the Commonwealth Games village at Akshardham is yet to begin. They also note that a small portion of site belongs to Government of Uttar Pradesh for which negotiations are going on with the State Government of Uttar Pradesh. The Committee, therefore, recommend that matter should be sorted out expeditiously and the construction of the 'Games village' should commence without any delay. The Committee desire that prudent and scientific techniques be adopted in development of 'Commonwealth Games Village' at Akshardham in line with the international standards of sports facilities. In the beginning itself it should be kept in mind that the facilities to be created should be such that even after the Commonwealth games 2010 are over, these can be made use of subsequently also.
22. 4.12 The Committee strongly deprecates that a tangible number of backlog of 8668 and 2,883 in respect of the New Pattern Registration Scheme still exists with the DDA. Although more than two and half decades have elapsed when the New Pattern Registration Scheme (NPRS) was launched in 1979 but the bonafide registrants of this scheme are still waiting for the allotments. The Committee need hardly emphasise that as the New Pattern Registration Scheme, 1979 (NPRS) had been open-ended, it was imperative that such a

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		<p>scheme is cleared in time and with no backlog. The Committee, therefore, express dissatisfaction that timely, honest and pragmatic measures have not been taken by DDA in making the NPR Scheme a model and a successful one.</p>
23.	4.13	<p>As regards the Rohini Registration Scheme, 1981 the Committee are further distressed to learn that a backlog of 27,043 still exists. The Committee need hardly emphasise that such a situation hampers the credibility of DDA and sullies its public image.</p>
24.	4.14	<p>The Committee are informed that an action plan has been chalked out by DDA for liquidation of the backlog of flats by December, 2005 and of Plots by 2006. The Committee, therefore, strongly recommend that as assured to them, the backlog of the New Pattern Registration Scheme, 1979 must be cleared expeditiously. The Committee also recommend that the backlog in the Rohini Registration Scheme, 1981 is cleared by taking concerted action for acquisition of land by LAC of Government of Delhi in a time bound manner. The Committee may be apprised of the action taken in this regard.</p>
25.	4.22	<p>The Committee observe that a vast number of marginalized poor in the urban centres, particularly in the metropolitan cities live without shelter, facilities and amenities for bare existence, deprived of basic needs and means of livelihood. Such marginalized people could be found either in slums or in other illegal and unauthorized habitations with no semblance of civic amenities. They are mainly unorganized daily wage earners, construction workers,</p>

vendors and hawkers, rickshaw and cart-pullers, porters and loaders, street and working children or simply the vagrants and homeless. The Committee also note that the Delhi Master Plan defines 'shelter' as an essential need of a family, including components like water, electricity, waste disposal, education, health, recreational and other facilities. It also mentions about vendors and hawkers, reported to be 200,000 in Delhi. The Committee are, therefore, of the firm view that 'Housing' for the EWS including the JJ clusters should be one of the primary concerns of DDA. The Committee recommend that clearcut and specific planned measures be taken by DDA by making suitable provisions in MPD – 2021 for providing dwelling units at an affordable price to the actual EWS and JJ cluster population in the DDA housing Scheme.

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4.23

The Committee note that in the draft Master Plan 2021; 50-55% dwelling units have been proposed for Economically Weaker Sections. They also note that in the Rohini Residential Scheme 0.60 lakh dwelling units are to be allotted to Economically Weaker Sections. While appreciating the steps taken to provide houses to the EW Sections of population in Delhi by the Government, the Committee recommend that proper scrutiny is carried out by DDA in coordination with the State level authorities to identify the genuine EWS beneficiaries under the Residential schemes of DDA. The Committee recommend that proper measures be taken to ensure that only the actual EWS beneficiary occupies such dwelling units.

They also recommend that DDA should enhance their vigilance and monitoring system so that dwelling units allotted to identified EWS persons are not sold/re-sold through property dealers. During the course of oral evidence Secretary, Ministry of Urban Development informed that such allotments may be made on license basis and not on lease basis. The Committee, therefore, desire that steps be taken so as to give dwelling units to EWS people on license basis in 'Pilot Project' and thereby applied uniformly to the Housing Schemes, appropriately. The Committee recommend that community based structures and cooperative bodies/NGOs be involved in the allotment of dwelling units to the EWS people who will ensure that land/flats earmarked for poor population is utilized by them. Direct allotment of houses to EWS should be avoided and there should be a mandatory condition that resale of such flats shall not be allowed.

27. 4.31 The Committee are informed that the MPD-1962 required EWS housing to be integrated into all residential development and MPD-2001 explicates provisions for integration (25% EWS plots and 20% LIG units in every residential area for 100,000 persons) and minimum standards (25 sq. m. Plot, etc.). The Committee also note that DDA in their Master Plan 2021 envisage amelioration of existing *Jhuggi Clusters* through a judicious mix of relocation and *in situ* development. They also note that a large number of flats have been constructed/being constructed for Economically Weaker Sections by DDA. The Committee recommend that proper measures be taken to ensure that the occupancy certificates are given to any

cluster of housing only with the prescribed number of dwelling units for the EWS persons. The Committee, also, recommend that earnest efforts be made by DDA for constructing EWS dwelling units in the new housing colonies so that accumulation of new slums/clusters is discouraged to a great extent. The Committee would like to be apprised of the progress in the matter in due course.

28. 4.32 The Committee recommend that annual targets may be fixed for providing housing/dwelling units to the JJ clusters in line with the slum population so that slum dwellers are accommodated in lands/units developed by DDA. The Committee also desire that the dwelling units developed to remove slum clusters are planned and allotted to JJ clusters in a phased manner. Further, it would be appropriate if the slum dwellers could be suitably relocated in multistoryed tenements on DDA lands.
29. 4.33 The Committee note with concern that in many 'Resettlement Colonies' for the slum dwellers, the dwelling units constructed are grossly sub-standard and these units appear to be in a dilapidated condition. This is because the material used is sub-standard and there is hardly any quality control. The Committee would like to know, as to why it is so and what remedial steps are proposed to repair these houses. The Committee, therefore, recommend that thorough checks be carried out at construction stage itself. The inspection team should see to it that contractors assigned the job are adhering to the requisite standards. This is extremely desirable so as to ensure that the dwelling

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		units for relocating the JJ clusters are of firm and livable standards.
30.	4.41	The Committee are concerned to note that upto the end of 3 rd quarter of the year 1999, 10625 houses could not be allotted due to absence of electricity and 5508 houses could not be allotted due to absence of water supply. The Committee are of the view that before construction of houses is taken up, DDA should satisfy itself about the availability of water and power as per requirement. The Committee would like to know whether proper assessment of the aforesaid requirements were done before the construction was taken up. The Committee recommend that sincere efforts be made by DDA, DJB and the Electricity authorities to take corrective action, expeditiously, so that the bonafide owners of these flats can be allotted the dwelling units. The Committee may be apprised about the action taken in the matter.
31.	4.42	The Committee are also of the firm view that before allotting a flat, DDA should ensure that all the basic facilities such as water, sewage and electricity connections etc. have been provided in the flats and for this purpose, they should take up the matter with the concerned agencies <i>viz.</i> Delhi Jal Board and private electricity companies. The Committee recommend that DDA should open up proper service counters in the residential complexes itself so that the allottees don't have to run from pillar to post for getting such connections.
32.	4.43	As regards the water supply problem in Dwarka Area, the Committee urge that suitable measures be taken to distribute

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		water supply equitably in the area with the help of DJB so that occupants of DDA flats do not suffer due to lack of water supply.
33.	4.44	As regards, the Dilshad Garden area of Delhi, the Committee are perturbed to learn about the poor standard of maintenance of sewerage tanks and the inadequacy of sewage system. The Committee urge that corrective measures be taken in this regard, expeditiously.
34.	4.63	The Committee are informed that DDA publicised a list of 'Condonable Items' in connection with alteration/addition in DDA Flats. The Committee however express their concern about the inconveniences, if any, caused to co-residents/neighbours where additions/alterations have been carried out in DDA flats by occupants. During the course of oral evidence the Secretary, Ministry of Urban Development has stated that the list of 'Condonable Items' would be expanded and revised. The Committee, recommend that the list of 'condonable items' be revised by an 'expert body' in a scientific and technical manner. The Committee are of the firm view that while checking the list of 'condonable items', adequate steps be taken to ensure proper width of service lanes; sun-light; ventilation and safety requirements of the colony. The Committee recommend that particular attention be given towards 'fire safety' and rescue operations in event of fire in DDA colonies. The Committee would like to be apprised about the action taken in this regard in due course.
35.	4.64	The Committee are of the view that after the flats have been constructed, scope for

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		addition/alterations should be minimal as it causes inconvenience to the co-residents/ neighbours and opens up scope for misuse.
36.	4.65	As regards levy of misuse charges, the Committee note that under Section 29(2) of the Delhi Development Act, 1957, any person, who uses any land or building in contravention of the provision of Section 14 or regulations under the proviso to that Section shall be punishable with fine which may extend to five thousand rupees. The Committee are, however, of the firm view that keeping in view of the present day price indices, an amount of Rs. 5000/- as fine is too meagre. The Committee, therefore, recommend carrying out suitable amendments in the governing rules and regulations so as to substantially raise the amount of fine limit imposed upon persons for violation of the Delhi Master Plan norms.
37.	5.21	The Committee are concerned to note that colonies developed for residential purposes by DDA are being handed over to MCD for maintenance in a piece meal manner. In many areas as for instance Dwarka, the Delhi Jal Board (DJB) has not taken over the area for regular supply of water supply. The Committee are of the firm view that areas developed and houses constructed by DDA should be de-notified and handed over to MCD in one go rather than taking up the process of transfer part by part. In regard to calculation of deficiency charges at the time of transfer of DDA developed areas to MCD, the Commissioner, MCD has conceded during evidence that there is an administrative problem in the matter in view of a number of departments involved.

He has stated that there are vertical departments and they do not have proper integration with each other. The Committee recommend that concerted efforts should be made in consultation with the senior officials of MCD and DJB so that the basic civic amenities of water supply, electricity etc., are provided in dwelling units before handing over the possession to the allottees. The Committee also recommend that DDA should intervene in rectifying the complaints of allottees on this count.

38. 5.22 The Committee note that payment of deficiency charges to the local bodies and concerned authorities are made in a routine manner. The Committee are of the firm view that if the DDA areas are developed in a wholesome manner, the question of payment of 'deficiency charges' to the urban local bodies should not arise. The Committee therefore, recommend that purposeful steps be taken by DDA so as to obviate deficiencies in the developed areas and the consequent payment of the 'deficiency charges'. The Committee also recommend that the Ministry of Urban Development should devise suitable mechanism to ensure proper integration and coordination between DDA, MCD, DJB and local bodies.
39. 5.23 The Committee desire that the much needed civic amenities of sewerage, water supply, electricity, storm drains, garbage disposal and proper maintenance to all the DDA developed colonies/areas should be provided hassle-free and within a given time frame. The Committee would like to be apprised about the action taken in this regard.

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40.	5.24	<p>Regarding taking over of private colonies by MCD, the Committee recommend that in such cases, onus of payment of deficiency charges should be on the private builders and not on the residents of that colony. It is expedient that MCD should take over the private colonies at the earliest so that private builders do not get away from payment of deficiency charges. They also recommend that it should be made obligatory on the part of private builders to develop the private colony at par with DDA colonies and then MCD should <i>suo-moto</i> take over the colony from the 'private players' after recovering deficiency charges. The Committee hope that Ministry of Urban Development would help evolve such a mechanism under intimation to the Committee.</p>
41.	5.25	<p>The Committee note that Section 36 of the Delhi Development Act, 1957 empowers DDA to require the local authority to assume the responsibility for extension of the amenities on the terms and conditions agreed to between DDA and the local authority. The Committee are however informed that in case of 'commercial and shopping complexes' in many cases, the DDA does not hand over the maintenance to the local authority or MCD for years together. The case of 'commercial complexes' at IP Extension is one such glaring example. These complexes are in a dilapidated and dirty condition as they are neither maintained by DDA nor by the MCD. The Committee are of the view that since both DDA and MCD are governmental agencies, they must join hands for the welfare of the public at large.</p>

The Committee, therefore, recommend that DDA should immediately hand over all the fully developed 'commercial areas' in Delhi including IP Extension to MCD who should look after sewerage, cleanliness etc. of such areas. The Committee may be apprised about the action taken in the matter.

42. 6.10 The Committee express their distress over the fact that some hospitals have violated the norms for free treatment of 25 percent patients belonging to BPL categories. Moreover, there have been instances where the actual BPL categories of people were unable to get their treatment done in such hospitals and others have taken the benefit of the same by misrepresentation. The Committee, therefore, firmly recommend that a mechanism to identify BPL category by Government of NCT Delhi and issue of certificates to such people alongwith their photo identity cards needs to be devised so that genuine BPL persons are able to avail of medical facilities in hospitals. It should be ensured that the hospitals strictly provide free treatment to the stipulated percentage under BPL category. The Committee should be kept informed of the steps taken in this regard as also the punitive action taken/proposed for violation thereof.
43. 6.11 The Committee note that in one case, the land earmarked for Dharmashala was used for Banquet Hall. The Committee take a serious view of it and would like that the matter be thoroughly probed. Here, they would also like to recommend that misuse of land should be considered a criminal offence and necessary provisions in this regard need to be incorporated in the law.

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44.	6.13	<p>The Committee note that it is the general tendency that plots allotted to Societies for constructing primary schools are misused by subsequent upgradation of schools thereby making them costlier and beyond the reach of common people. The Committee feel that such a tendency defeats the very purpose of allotment of land for a charitable purpose <i>viz.</i> imparting of primary education. The Committee feel that while Government is fully geared in 'Sarva Shiksha Abhiyan' (Universal education), such type of misuse would be detrimental to the society and would lead to commercialisation of education. They feel that such tendency should be curbed at the earliest in consultation with Government of NCT Delhi. Here, they concur with the views of the Ministry that land for construction of primary schools should be allotted only to MCD, so that there remains no scope for any misutilisation of the land. The Committee, therefore, recommend that necessary steps in this regard be initiated by the Ministry and the Committee be kept informed about the action taken.</p>
45.	6.24	<p>The Committee feel that even though the office of the Registrar, Cooperative Societies does not come under the jurisdiction and control of Ministry of Urban Development however, the cooperative group housing being linked to housing sector, it is very much related to the Ministry of Urban Development. They note that in Delhi, allotment of land to Cooperative Group Housing Societies is done by DDA. A large area of land <i>i.e.</i> approximately 1900 acres of land has been allotted to 877 Housing Societies. The Committee, therefore feel that</p>

DDA cannot wash off their hands if some misuse or misappropriation in Cooperative Group Housing Societies takes place. While admitting that Cooperative Group Housing Societies are regulated by RCS office under Cooperative Societies Act and Rules, the Committee feel that DDA has a major role to play and to oversee that the land allotted to Cooperative Group Housing Societies is actually utilised in the interest of society members, who mainly consist of middle and service class people and who had invested all their earnings and borrowings for getting a house of their own. While appreciating the move taken by DDA and RCS to ward-off any misappropriation and to ensure that Societies do not become the fiefdom of a selected few, the Committee recommend that interests of bulk of society members should not be neglected. The Committee understand that management of Society should not flout any of the provisions enshrined in Cooperative Societies Act and Rules. At the sametime, they recommend that RCS office should not be too rigid in such matters and should keep in mind the interests of genuine members. The Committee note that there are several Societies, whose members are waiting for a long time for their draw of lots, but due to the mistake of their management and rigidity of RCS office, most of them are suffering. They, therefore, recommend that an institutional mechanism should be devised which is people's friendly, less time consuming and at the sametime deterrent to law breakers.

The Committee also note that the Cooperative Group Housing Societies while constructing the dwelling units do not

provide adequate space for housing the daily service providers to the residents of such dwelling units. The Committee, therefore, feel that at the planning stage itself, it should be kept in mind that arrangements should exist for service providers such as dhobi, mali, maidservant, safiwala etc. in these CGH Societies. Possibility of such an arrangement should be explored.

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6.35

The Committee note that DDA had set up an Urban heritage foundation in September 1999 which is a welcome measure. While appreciating DDA for taking up eleven conservation projects, for inculcating awareness among masses to project our urban heritage by instituting Urban Heritage Award, they feel that DDA should have taken up such initiatives at the time of its inception, itself and should have planned the city accordingly. Had it been so done, a number of various water-bodies, which have become dry could have been protected from drying. The Committee is fully in conformity with the views expressed by convenor INTACH that some areas such as Chandni Chowk, Connaught Place, Lodhi Garden, Central Vista, Qutab Archaeological Park, Lutyen Zone, etc. should be developed as specific heritage zones and all the governmental agencies of the city *viz.* NDMC, MCD, CPWD, PWD ASI etc. should work in complete harmony and with close coordination. Some concerted efforts should also be made by Ministry of Urban Development and DDA to retain urban heritage of Delhi for which it is known all over the world.

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48.	6.41	<p>While appreciating various measures taken by DDA for e-governance and computerized public utility system at Vikas Sadan, the Committee take a serious note of lack of computerized facilities at Vikas Minar, which is the main centre of engineering, designing and architectural activity. They feel that computerisation and its full utilisation in respect of drafting, design and architectural work is pre-requisite for the development and upgradation of technology and skill. They therefore recommend that DDA should utilize state-of-art software, hardware and other infrastructure in engineering and architecture. The Committee also note that there is shortage of Junior Engineers at field level. Since recruitment has stopped for several years, there is a need for recruiting fresh engineers who are abreast with the latest technology in the field. Also the Engineering and Architectural staff, presently working in DDA, must be imparted 'Refresher Courses' and training with the latest state-of-art, periodically. They therefore recommend for filling up of all vacancies without any further delay. They also note that DDA has not taken up work pertaining to the use of non-conventional source of energy/alternate source of energy. They, therefore recommend that DDA should take up other activities viz. alternate source of energy like solar energy and solid waste management, which is expedient for development as enumerated in its object.</p>
49.	6.44	<p>The Committee note that a large number of Memoranda have been received alleging inaction by various departments of the</p>

DDA. The Committee have their apprehensions that inaction on the part of DDA encourages defaulters who think that they can get away lightly. On the other hand, honest people feel let down if no action is taken when they report such in actions to the DDA. Inaction on part of DDA obviously makes people suspicious. DDA needs to build its image by acting timely on the genuine complaints of unauthorized constructions and encroachments received from the common public. The Committee recommend that the functioning of the enforcement and recovery Department of DDA should be reviewed thoroughly so that suitable check and balance is maintained by fixing time-frame for handling of jobs at each desk. Further, officers delaying matters or not acting timely on issues brought to their notice should be held accountable and stringent action taken against them.

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Since its inception several decades back, DDA has made long strides and flowered into a vast organisation with manifold functions and responsibilities and with vast area of operation. Over the years, DDA's function has focused mainly on building activities which has become highly professional now a days. As such, it will be in the fitness of things that the officers and staff of DDA should be highly professional with more and more autonomy. As such, it is imperative that top posts in DDA *i.e.* Vice-Chairman etc. should be manned by the professionals who might be absorbed in the organisation itself so that they can concentrate more and contribute more towards its upliftment and efficiency. It is high time to see whether

DDA can be given the status of *navratna* with more functional autonomy. The Committee desire that the feasibility in this regard may be explored and if necessary, amendment in rules/enactment may be carried out.

51. 6.46 The reported mal-practices and alleged corruption prevailing in DDA's offices lead to some serious thinking about the functioning of vigilance there and cast a sinister shadow on it. It seems that the vigilance is not that effective as it should be or it has functional hindrances due to one reason or the other as a consequence of which they are not able to play their expected role. Any organisation has to be corruption free and to that effect effective deterrence to mal-practices is a must. The Committee feel perhaps there is a gap here. There is a need to strengthen the vigilance machinery substantially and to acquaint them with the latest strides made in this area. Restructuring and proper orientation have become more essential in view of the irregularities reported from time to time. The Committee feel that the officers heading the vigilance wing should be sufficiently senior in hierarchy and should be permitted to work independently without any interference. The entire vigilance wing should have functional autonomy and the head of this wing should be made accountable to the Lt. Governor only who is the ex-officio Chairman, DDA. The feasibility in this regard may be explored and if found necessary, amendment may be made in the rules or act.

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52.	6.47	The Committee observe that the staff strength of DDA has increased manifold after its inception in 1957. They therefore, recommend that in order to manage huge staff of DDA, DDA needs a full time Member(Personnel) and for this purpose suitable amendment should also be made in section 3 (3) of DD Act, 1957.
53.	6.50	The Committee note with satisfaction the various steps are being taken by DDA to ensure public participation in their functioning. The Committee, however, are concerned to note that a large number of grievances against DDA and their officials are published in 'Print Media' and people are constrained to take the help of Press to get their problems redressed or to go to the Courts of law. This shows that the DDA does not give proper and adequate response on a given complaint. The Committee firmly recommend that an effective and responsive mechanism for monitoring the complaints be devised by DDA with a positive perspective in mind for timely and quick redressal of public grievances and the written complaints received in DDA offices should be monitored and disposed on a regular basis.
54.	6.55	The Committee are distressed to learn that a large number of corruption cases have been registered and as many as 115 cases of corruption against DDA officials registered by various agencies are pending disciplinary action. Moreover, out of the 174 disciplinary cases processed in 2003-04, about 34 officials have been exonerated of the charges. The Committee, therefore recommend that the internal vigilance

administration be further strengthened to make it more accountable, transparent and reliable in the eyes of people. Further, DDA should take timely disciplinary action against officials, who are found to be involved in cases of bribery and in malpractices in allotment of lands/flats etc. The Committee recommend that the structure and functioning of the vigilance organization of DDA be effectively and comprehensively reviewed by forming an internal 'Working Committee.'

55. 6.56 The Committee note with concern that 48 complaints have been reported against officials of its Building Departments. The Committee strongly recommend that disciplinary action be taken against the officials of the Building Department (DDA) who are involved in corruption, malpractices and any kind of irregularities. The Committee also find that procedures for approval of building plans are lengthy and cumbersome. The Committee, therefore, recommend that simple procedures be laid down to eliminate delay and unnecessary harassment to people.
56. 6.60 The Committee are perturbed to note that a number of complaints have been received by the general public on the cumbersome and lengthy procedure adopted for conversion of property from lease-hold to free-hold. The Committee fail to understand as to why the DDA does not bother to look into its own records and expects people to submit and re-submit the same documents on several occasions for getting their final approval for conversion from lease to free hold of property. The Committee observe that certain documents like photocopy of

lease-deed, Plinth Area Certificate, Possession Certificate and Poof of Physical Possessions should be available in DDA records. Such a situation speaks volume of lack of coordination between different 'wings' of same organization. The Committee therefore, firmly recommend that the procedure for conversion of property from lease-hold to free-hold be simplified by minimizing the number of documents to be submitted as well as by fixing a time-frame for completion of the whole procedure by DDA. DDA should also computerize this system and hold periodical camps in the DDA colonies itself, for easy access to the public and to mitigate their grievances on this count.

57. 6.62 The Committee have received a number of Memoranda from the General Public about the menace of property dealers who work in DDA lands in connivance with DDA officials. Even before allotments are made of the DDA's dwelling units, boards and hoardings of property dealers come up in the area. The Committee feel that such commercialization of the DDA's Units shall defeat the main purpose of giving cost effective housing to the weaker sections of the society. They therefore, recommend that strict action be taken against the field staff and officers of DDA, who operate hand-in-glove with private property dealers and encourage sale of dwelling units on 'Power of Attorney' at higher prices thereby, earning unwarranted profits and periodical inspection is done in this regard.
58. 6.66 The Committee note with concern that the land use earmarked in Zonal Master Plan has been changed by DDA after a passage

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of time in certain areas of Delhi. The Committee are of the firm view that such change in land use of an area should be made only in case of compelling circumstances and for the facility/benefit of the residential population of such area. The Committee, therefore, recommend that prior to change in land use of an area, the RWAs etc. must be consulted and such change should be avoided in cases where the area had been earmarked 'Green' area in Zonal Plans.
