

12

**STANDING COMMITTEE ON
HOUSING AND URBAN AFFAIRS
(2021-22)**

SEVENTEENTH LOK SABHA

MINISTRY OF HOUSING AND URBAN AFFAIRS

DEMANDS FOR GRANTS (2022-23)

TWELFTH REPORT



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 2022/Chaitra, 1943 (Saka)

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Presented to Lok Sabha on 24 .03.2022

Laid in Rajya Sabha on 24.03.2022



**LOK SABHA SECRETARIAT
NEW DELHI**

March, 2022/Chaitra, 1943 (Saka)

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**COMPOSITION OF THE COMMITTEE ON
HOUSING AND URBAN AFFAIRS (2021-22)**

Shri Jagdambika Pal - Chairperson

MEMBERS

LOK SABHA

2. Adv. A. M. Ariff
3. Sh Benny Behanan
4. Shri Ramcharan Bohra
5. Shri Hibi Eden
6. Shri Gautam Gambhir
7. Smt Hema Malini
8. Shri Syed Imtiaz Jaleel
9. Shri Sanjay Kumar Bandi
10. Shri Shankar Lalwani
11. Shri Hasnain Masoodi
12. Shri P.C. Mohan
13. Shri C.R. Patil
14. Shri Adala Prabhakara Reddy
15. Shri S Ramalingam
16. Smt. Aparajita Sarangi
17. Shri M V V Satyanarayana
18. Shri Rahul Ramesh Shewale
19. Shri Sudhakar Tukaram Shrangre
20. Shri Sunil Kumar Soni
21. Sh Ramesh Chander Kaushik

RAJYA SABHA

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23. Shri Subhasish Chakraborty
24. Shri Y.S. Chowdary
25. Dr Narendra Jadhav
26. Shri Ram Chander Jangra
27. Shri Kumar Ketkar
28. Smt M C Mary Kom
29. Thiru K R N Rajesh Kumar
30. Shri Digvijay Singh
31. Shri Sanjay Singh

.SECRETARIAT

1. Shri V. K. Tripathi - Joint Secretary
2. Shri Srinivasulu Gunda - Director
3. Smt Swati Parwal - Deputy Secretary
4. Miss Jisha James - Committee Officer

(iv)

INTRODUCTION

I, the Chairperson of the Standing Committee on Housing and Urban Affairs (2021-22) having been authorized by the Committee, present the Twelfth Report (17th Lok Sabha) on 'Demands for Grants (2022-23)' of the Ministry of Housing and Urban Affairs.

2. The Demands for Grants of the Ministry of Housing and Urban Affairs were laid on the Table of the House on 10 February, 2022 under Rule 331E of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. The Committee took evidence of the representatives of the Ministry of Housing and Urban Affairs at their Sitting held on 09th March, 2022. The Committee wish to express their thanks to the officials of the Ministry of Housing and Urban Affairs for appearing before them and furnishing the information that they desired in connection with the examination of the Demands for Grants of the Ministry.

4. 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 Lok Sabha Secretariat attached to the Committee.

5. The Committee considered and adopted Draft Report at their Sitting held on 23 March, 2022.

6. For facility of reference, the observations/recommendations of the Committee have been printed in bold letters in the body of the Report.

***New Delhi;
23 March, 2022
03 Chaitra, 1943 (Saka)***

**JAGDAMBIKA PAL,
Chairperson,
Standing Committee on
Housing and Urban Affairs**

REPORT PART- I

CHAPTER- I

An Introduction

Urbanization in India has become an important and irreversible process, and it is an important determinant of national economic growth and poverty reduction. At current rate of growth, urban population in India is estimated to reach a staggering 575 million by 2030. According to Census 2011, as many as 53 cities in India had a million plus population and 3.72 crore Indians comprising 31.16% of the country's population, live in urban areas. However, India's urban transformation from largely rural to a quasi-urban society, however, has not been accompanied by a commensurate increase in the supply of basic urban services like water supply, sewerage, drainage network, Solid Waste Management, roads, public transport, street lighting, parks, cycling tracks, etc. The supply of land and housing has not kept pace with the increase in urban population.

1.2 While, India continues its journey to become the 3rd largest economy in the world by 2050, the role of Urban India in its contribution to India's growth is note-worthy. Today, urban India contributes 65% to India's GDP, which is estimated to rise to 70% by 2030, an unprecedented expansion that will change the economic, social and political landscape of India. During this time, 60% of urban citizens will move into middle class bracket and will see 1 million + young people moving into workforce every year thus demanding faster and transparent services and world class Infrastructure. So, while India will continue to urbanize, driven by the aspirations of the young India, the quality of urbanization becomes paramount for authorities to consider realizing the larger India Urban opportunity that exists.

1.3 The challenge of urbanization in India is to ensure service delivery at the enhanced minimum standards that are necessary when planning. A comprehensive development of physical, institutional, social and economic infrastructure is required to sustain this urban growth.

1.4 The Ministry of Housing and Urban Affairs is entrusted with the responsibility of broad policy formulation and monitoring of programmes regarding urban housing and

urban development. Under its administrative control, the Ministry has five Attached offices, viz. (i) Central Public Works Department (CPWD), (ii) Directorate of Printing, (iii) Directorate of Estates, (iv) Land and Development Office (L&DO); and, (v) National Building Organization (NBO); three Subordiante Offices, viz. Town & Country Planning Organisation (TCPO), Government of India Stationery Office (GISO); and, (iii) Department of Publication; three PSUs, viz. (i) NBCC(India) Ltd., (ii) HUDCO; and, (iii) Hindustan Prefab Limited (HPL) and Eight Statutory/Autonomous Bodies, viz. (i) Delhi Urban Arts Commission (DUAC), (ii) The National Capital Region Planning Board (NCRPB), (iii) DDA, (iv) National Institute of Urban Affairs (NIUA), (v) Rajghat Samadhi Committee, (vi) Building Material Technology Promotion Council (BMTPC), (vii) National Cooperative Housing Federation (NCHF) (viii) CGEWHO

CHAPTER -II

BRIEF OVERVIEW OF DEMANDS FOR GRANTS (2022-23) OF MINISTRY OF HOUSING AND URBAN AFFAIRS

2.1 Budget of the Ministry for FY 2022-23 is reflected under Demand No. 60-Ministry of Housing and Urban Affairs. The overall Budget Estimates (BE) 2022-23 provisions under **Demand No. 60 – Ministry of Housing and Urban Affairs** is **₹76,718.47 crore** (Gross) of which **₹49,208.45 crore** under Revenue Section and **₹27,341.02 crore** under Capital Section. After anticipated recoveries of **₹169.01 crore**, the net BE 2022-23 is **₹76,549.46 crore**.

2.2 Budgetary allocation of **₹76,549.46 crore** for the Ministry for FY 2022-23 is higher by **40%** as compared to BE of ₹ 54,581 crore in FY 2021-22.

2.3 The statement of BE/RE/Actual Expenditure in respect of Ministry Of Housing & Urban Affairs for the past six years is as follows:

(Rs. in Crore)			
Year	BE	RE	Actuals
2016-17	29,934.00	37,896.75	36,946.32
2017-18	40,617.84	40,753.84	40,061.02
2018-19	41,765.13	42,965.13	40,611.87
2019-20	48,032.17	42,389.72	41,996.91
2020-21	50,039.90	47,090.17	46,701.37
2021-22	54,581.00	73,850.26	52,553.00 (as on 07.02.22)
2022-23	76,549.46		

2.4 As per the table above, the Ministry has reduced its allocation at RE vis- a- vis BE stage in the preceding two financial years, i.e., 2019-20 and 2020-21. However, in the financial year 2021-22, there has been almost 35% increase at the RE stage.

2.5 While elaborating on the increase in the Budget of the Ministry year after year, Secretary, MoHUA while appearing before the Committee on 09.03.2022 submitted as under:

"हमारे मंत्रालय का बजट भी साल दर साल बढ़ता जा रहा है। पहले के मुकाबले बजट में तीनों गुणा की वृद्धि हो गई है। वर्ष 2004-05 से 2013-14 तक औसतन 16 हजार करोड़ रुपए का बजट हुआ करता था। वर्ष 2014 के बाद से यह 53 हजार करोड़ रुपए का बजट हो गया है, जो बढ़ते-बढ़ते 76 हजार करोड़ रुपए का हो गया है।"

2.6 In response to a query on the reasons for hike in RE to the tune of Rs.19,269.26 crore in the year 2021-22, the Ministry in their written reply submitted as follows:

"Increase of Rs. 19,269.26 crore in RE 2021-22 over BE 2021-22 of Rs. 54,581 crore is mainly to meet the requirement of additional funds of Rs. 19,000 crore under Pradhan Mantri Awas Yojana (Urban), Rs. 100 crore under PMSVANidhi and Rs. 169.26 crore for GPRA/GPOA of CPWD including Central Vista Projects / New Parliament Building.

Out of the additional funds of Rs. 19,269.26 crore provided at RE, cash outgo of Rs. 14,217.02 crore was approved through the Second Supplementary Demands for Grants (SDG) and balance has been projected along with other proposals at the Third Batch of SDG. Expenditure of approx. 88.75% has already been incurred against the total funds available (Rs.60,832 crore out of Rs. 68,540.71 crore) till Second Supplementary. ..."

2.7 Responding to a query whether the Ministry are confident of spending remaining 29% (Rs.21,000 cr approx.) of RE in less than two months (approx), the Ministry in a written reply expressed as under:

"Going with the current pace, Ministry is hopeful to fully utilize the allocated funds during the current year "

2.8 Data on Scheme-wise allocation in absolute amounts as well as in percentage terms of the over all BE provisions for 2022-23 is as under: -

(₹ in Crore)

SL. NO.	SCHEMES	BUDGET ESTIMATE	DISTRIBUTION IN %
1.	PMAY (U)	28,000	36.6

2.	MRTS & METRO PROJECTS	23,875	31.2
3.	AMRUT	7,300	9.6
4.	100 SMART CITIES MISSION	6,800	8.8
5.	SWACHH BHARAT MISSION	2,300	3.0
6.	GPA (RES/ Non -RES)- CPWD	3,474.01	4.5
7.	NULM	900	1.2
9.	PM SVANIDHI	150	0.2
10.	NON-SCHEME/OTHER SCHEMES*	3,750.45	4.9
	GRAND TOTAL	76,549.46	100
* Include PHE Sector Development(₹2 crore) and NKVY(0.01 crore).			

2.9 Total provisions for Centrally Sponsored Schemes and Central Sector Schemes are ₹45,300 crore and ₹27,501.02 crore respectively. Grants-in-Aid (GIA) to State Governments/ UTs are as under: -

- (a) GIA to State Governments - ₹37,824.35 crore
- (b) GIA to Union Territory Govts. - ₹816.01 crore

2.10 Budgetary allocation for Capital Expenditure (CAPEX) has increased from ₹25,759 crore in 2021-22 to ₹27,341 crore in 2022-23. Major increase is under CPWD for Central Vista Projects.

2.11 Budgetary allocation for Revenue Expenditure has increased from ₹28,822 crore in 2021-22 to ₹49,208 crore in 2022-23. Major increase is under PMAY(U).

2.12 Explaining the reasons why Capital Expenditure is lower than Revenue Expenditure, Secretary, MoHUA while appearing before the Committee on 09.03.2022 submitted as under:

"दूसरामहत्वपूर्णएस्पेक्टकैपिटलइनवेस्टमेंटरहाहै।भारतसरकारकाफोकस
कैपिटलइनवेस्टमेंटपरबहुतज्यादाहै।हमारीस्कीम्समेंसेकुछतोकैपिटलसेक्टरकी
हैंऔरकुछरेवेन्यूकीहैं,

लेकिनवेटेकिनकलतौरपररेवेन्यूकीस्कीम्सहीहैं।उनकासारापैसाकैपिटलइनवेस्टमेंटमेंहीस्टेटलेवलपर
रजाताहै।जबहमस्टेटलेवलकोग्रांट्सदेतेहैं, सेंट्रलीस्पांसर्डस्कीम्समें, तोवहरेवेन्यूमेंमानीजातीहै,
लेकिनअमृतमेंयास्वच्छभारतयापीएमआवासयोजनामेंकैपिटलइनवेस्टमेंटमेंहीवेपैसेउपयोगहोतेहैं।
यदि 10-15 परसेंटकोछोड़दियाजाए, तोबाकीसारीस्कीम्सकैपिटलइनवेस्टमेंटमेंहीजातीहैं,
चाहेहमउनकोटेकिनकलीकैपिटलइनवेस्टमेंटमेंक्लासिफाईनहींकरें। "

2.13 Swachh Bharat Mission(Urban) Scheme has been extended as SBM(U) 2.0 and was launched on 1 October, 2021 with the overall aim of achieving "Garbage Free Cities", while also focusing on welfare of our sanitation workers and SafaiMitras. Total Mission allocation is ₹1,41,678 crore for five years (2021-22 to 2025-26); out of this, central assistance is ₹36,465 crores. SBM-U 2.0 will be implemented with a vision of achieving "Garbage Free" status for all cities. ₹2300 crore has been earmarked for this scheme for FY 2022-23.

2.14 Similarly, carrying forward the objective of universal coverage of water supply from 500 cities under AMRUT to all of about 4,812 statutory towns, AMRUT 2.0 has been launched by Hon'ble Prime Minister on 1 Oct, 2021. Mission targets to provide 2.68 crore tap connections and 2.64 crore sewer/ septage connections to achieve the intended outcomes. New mission will also provide universal coverage of sewerage and septage management in 500 AMRUT cities. New Mission targets water secure cities by reducing non-revenue water, reuse of treated used water, rejuvenation of water bodies and rain water harvesting. PPP mode of project implementation, 24x7 water supply, encouraging start-ups in water sector, digital monitoring and PeyJal Survekshan are highlights of AMRUT 2.0. Total indicative outlay for AMRUT 2.0 is ₹2,99,000 crore for five years from FY 2021-22 to FY 2025-26 and outlay for this scheme during FY 2022-23 is ₹ 7,300 crore.

2.15 Explaining the newly introduced SBM 2.0 & AMRUT 2.0, Secretary, MoHUA appearing before the Committee on 09.03.2022, submitted as follows:

"जैसाकिआपकोविदितहैकिस्वच्छभारतमिशन 2.0 माननीयप्रधानमंत्रीजीने 1 अक्तूबरकोलांचकियाथा, जिसकाउद्देश्यहथाकिसभीसिटीजकोगारबेजफ्रीबनायाजासकेएवंसैनिटेशनवर्कर्सऔरसफाईमित्रोंकेवलफेयरपरभीइसबार फोकसहै।स्वच्छभारतमिशन 2.0 केतहतपाँचसालकाटोटलएलोकेशन 1 लाख 41 हजारकरोड़ रूपएहै, उसमेंसे 36 हजारकरोड़रूपएसेंट्रलएसिस्टेंसहै।इसीप्रकारसे, अमृत 2.0 माननीयप्रधानमंत्रीजीने 1 अक्तूबर, 2021 कोलांचकियाथा, जिसमेंटारगेटहैकि 2.68 करोड़पानीकेकनेक्शंसदिएजाएंऔर 2.64 करोड़सीवेजऔरसेप्टेजकेकनेक्शंसदिएजाएं।इसकेसाथही, सीवेजएवंसेप्टेजकी 500 अमृतसिटीजमेंयूनिवर्सलकवरेजहै।इसकेसाथही, हमनेनएटारगेट्सभीलिएहैंकिवॉटरसिक्चोरसिटीजबनाएजाएँताकिनॉनरेवेन्यूवॉटरकमकियाजासके, कमसेकम 20 परसेंटट्रीटेवॉटरउपयोगकियाजासके।सीवेजकेबाद, वॉटरबॉडीजकारीजूविनेशन, रेनवॉटरहार्वेस्टिंग, 24x7 वॉटरसप्लाई, स्टार्टअप्सकोएंकरेजकरना, डिजिटलमॉनिटरिंग, पेयजलसर्वेक्षणआदिअमृत 2.0 मेंहाइलाटेडहैं।पाँचसालकाइसका टोटलबजट 5 लाख 99 हजारकरोड़रूपएकाहै, उसमेंसेसेंट्रलशेयर 66 हजार 750 करोड़रूपएहै।"

2.16 Under Pradhan Mantri Awas Yojana (Urban) the budgetary allocation for FY 2022-23 has been increased by 250% as compared to budgetary allocation of BE 2021-22.

2.17 The allocation for Central Vista Projects including New Parliament Building has been increased from ₹1,286 crore in 2021-22 to ₹2,285 crore in 2022-23. This will ensure faster completion of these projects of the Government.

2.18 In the total Expenditure Budget of the Government for the year 2022-23, share of budgetary allocation for the Ministry of Housing and Urban Affairs has increased from 1.57% in 2021-22 to 1.94% in 2022-23.

2.19 Out of the total allocation for all the Centrally Sponsored Schemes being implemented by various Ministries/Department(s) of the Government, share of allocation for the Ministry of Housing and Urban Affairs for the Centrally Sponsored Schemes which includes Pradhan Mantri Awas Yojana (Urban) and Swachh Bharat Mission (Urban) has increased from 6.5% in 2021-22 to 10.23% in 2022-23.

2.20 Share of allocation for the Ministry for Central Sector Schemes which includes Metro projects and Construction of Government buildings including New Parliament and Central Vista in F.Y. 2022-23 is 2.33%.

CHAPTER-III

SCHEME-WISE/PROJECT-WISE/ISSUE-WISE ANALYSIS OF DEMANDS FOR GRANTS (2022-23)

(A) URBAN TRANSPORT & MASS RAPID TRANSIT SYSTEM

(i) *Urban Transport Planning & Capacity Building in Urban Transport*

Major Head: 2217 (Urban Development)

80(General)

Minor Head: 001 (Direction & Admin)

Sub Head: 02 (Urban Transport Planning & Capacity Building in Urban Transport)

Detailed Head: 02.00.31 (Grants-in-Aid General)

3.1 The purpose of this head, as submitted by the Ministry in their written reply, is:

" ... to provide Central Financial Assistance (CFA) for preparation of Comprehensive Traffic and Transportation Studies, Comprehensive Mobility Plans (CMPs) and all kinds of Traffic and Transport Studies with integrated land use. Techno-Feasibility studies/ Detailed Project Report (DPRs) for individual Urban Transport Metro/ MRTS projects etc are also admissible components for Central Financial Assistance under the scheme. The objective is to provide guiding documents to the Administrators/Decision Makers/Urban Transport Planners at the initial stage of planning and there by promoting safe, affordable, quick, comfortable, reliable and sustainable transport resulting into meaningful projects."

3.2 The BE, RE and the Actuals for the past **four** Financial Years under this head is as follows:-

(Rs. in Crore)

Year	BE	RE	Actuals
2017-18	18.00	18.00	11.61
2018-19	12.42	9.42	6.44
2019-20	12.42	12.42	3.32
2020-21	6.54	6.54	1.84
2021-22	9.96	9.96	3.87*
2022-23	11.96		

*as on 31.01.2022

3.3 It has been noticed from the Detailed Demands for Grants that during the financial years from 2017-18 to 2020-21, there has been under-utilization of the funds even compared to the respective REs. Explaining the reasons for not spending the entire amount of funds allocated even at RE stage, the Ministry in their written reply submitted as follows:-

"This scheme is demand driven from the States/Union Territories and no specific funds are allocated to any State Government/Union Territory/Urban Local Body/Metro Rail Corporation etc. Central Government provides 80% of the cost as Grant for all kinds of Comprehensive Mobility Plans (CMPs) for cities. Remaining 20% of the cost is borne by the respective State Governments/Union Territories/Urban Local Bodies/Metro Corporations etc. Further, in case of Detailed Project Reports (DPRs)/ Techno-Feasibility Reports of Metro/ MRTS Projects, the Grant is limited to only 50% of the total cost of study/report. Remaining 50% of the cost is to be borne by the respective State Government/Union Territory/Urban Local Body/Metro Corporation.

Funds are released to the respective State Governments/Union Territories/Urban Local Bodies/Metro Corporations after the proposals initiated by them only get approved by the competent authority.

Funds are under-utilized in this Head due to less demand received from State Governments/Union Territories/Urban Local Bodies/Metro Corporations in respective years.

For improving the situation and thereby spreading awareness of the Scheme, an Office Memorandum dated 26.10.2021 was issued to all State Governments/ Union Territories to avail the Central Financial Assistance for taking up various Comprehensive Mobility Plans (CMPs), Urban Transport Studies/Techno-Feasibility Studies/surveys/awareness campaigns etc."

(ii) Augmentation of City Bus Services including associated infrastructure and Green Urban Mobility Initiatives

3.4 As per the announcement in Budget 2021-22, a new Scheme titled "Augmentation of City Bus Services including Associated Infrastructure and Green Urban Mobility Initiatives" with an objective of augmentation of City Bus Services on PPP mode including associated infrastructure and Green Urban Mobility Initiatives to support sustainable mobility and reduction in GHG Emission is being formulated with a

total outlay of Rs. 18,010 crores. The total duration of the Scheme is 8 years. Approval of the Scheme is at EFC stage which is likely to be held shortly.

3.5 It may be recalled that the Committee while appreciating MoHUA for launching a new scheme - 'Organized City Bus Service in cities with more than 5 lakh population', in the budget 2021-22, with an outlay of Rs. 18000 crores with focus on Tier-II cities which largely depend on polluting modes of transport and lack dependable city bus services, they, in their 5th Report on Demand for Grants (2021-22) had recommended that this major initiative having huge impact on the public transport services in the targeted cities may be taken up in mission mode ensuring creation of required infrastructure such as electric charging points, operationalisation of CNG stations, etc are put in place on time.

3.6 MoHUA in their Action Taken Reply to the above recommendation submitted as under:

"Ministry of Housing and Urban Affairs (MoHUA) has initiated the process of launching a new Scheme named "Augmentation of City Bus Services including associated infrastructure and Green Urban Mobility initiatives for Notified Municipalities /Municipal Corporations"to augment bus based public transport in 111 cities through procurement of over 20,000 city buses for 5 lakh plus population cities including Hilly/UT/North East State Capital cities with an estimated outlay of ₹ 17,490 crores over a period of five years. This scheme has two segments (a) Funding of Buses along with associated infrastructure and (b) Green Urban Mobility Initiatives. Under Green Urban Mobility Initiatives, the emphasis shall be given to low-carbon urban transport projects supporting environment and climate friendly development of cities.

Further, in order to facilitate availability of Electric Vehicle Charging Infrastructure (EVCI), Ministry of Housing & Urban Affairs has made amendments to the Model Building Byelaws (MBBL) 2016 and Urban Regional Development Plans Formulation and Implementation (URDPFI) Guidelines 2014 and issued suitable instructions to the State/UT Government for making suitable provision for Electric Vehicles Charging Infrastructure (EVs)."

3.7 As the the above Scheme announced in Budget 2021-22 is still at Expenditure Finance Commission (EFC) stage even after a year of its announcement the Committee sought the reasons for the same. The Ministry, in a written reply to the reasons for the delay in launching the scheme, the Ministry submitted as under:

"The proposed scheme was formulated in the month of March, 2021 and EFC Memo was sent to Department of Expenditure for appraisal by the Expenditure Finance Committee. Appraisal of the Scheme was done on 22nd April, 2021 and a structural change was advised by the EFC headed by Secretary (Expenditure).

Subsequently, a series of meetings were held in the Ministry, with the officials of State Governments, City Officials, Bus Manufacturers and Bus Operators and their feedback/inputs were obtained. The scheme has been restructured and inter- ministerial consultation has been done. The proposal is at advance stage of approval in the Ministry and is being considered for posing it to Department of Expenditure for appraisal by EFC in the month of March, 2022."

(B) PRADHAN MANTRI AWAS YOJANA (PMAY-U)

(i) Physical progress under PMAY(U)

3.8 Appearing before the Committee on 09.03.2022, the representatives of MoHUA briefed the Committee about the physical progress under PMAY(U) as under:

“...हम लोगों ने अभी तक लगभग 1 करोड़ 15 लाख घर सैंक्शन किए हैं। इनमें से 94 लाख से अधिक घर कन्स्ट्रक्शन के लिए शुरू हो चुके हैं और 55 लाख से अधिक पूरे हो चुके हैं। इसमें 18 लाख 74 हजार से अधिक सीएलएसएसके बेनिफिशियरीज हैं, जिसमें 6 लाख एमआईजी के बेनिफिशियरीज हैं। अगर इसके इकोनॉमिकल और इंडस्ट्रियल आउटकम्स देखें, तो इसका यह इम्पैक्ट है कि जब भी एक घर बनता है, तो स्टील, सीमेंट इत्यादिके कन्जम्पशन की वजह से कई इंडस्ट्रीज पर उसका फर्क पड़ता है और इसका मल्टिपल इफेक्ट होता है। हम उम्मीद करते हैं कि 31 मार्च तक हमारे 1 लाख और सैंक्शन हो जाएंगे।”

3.9 Responding to the concern of the Committee about the ‘quality of construction’ of the houses constructed under PMAY(U), Secretary, MoHUA submitted as follows:

“...If any house comes under Pradhan Mantri Awas Yojana, Ministry is accountable. चाहे वह राज्‍य सरकार बनार ही हो। आप ऐसे जितने भी इंसिडेंट्स हैं, उन्हें हमें बताना, हम उसमें पूरी इन्क्वायरी करके आपको पूरी रिपोर्ट देंगे और उसमें एक्शन लेंगे। अगर गड़बड़ हुई है तो उसमें पूरा एक्शन लिया जाएगा।”

(ii) Year-wise Allocation and Releases under PMAY - U

A. Gross Budgetary Support (GBS):

3.10 Data on Budget Estimates, Revised Estimates and Actual expenditure/release under PMAY-U since 2015-16 (year wise) is as follows:

(₹ in crore)

Year	Budget Estimates	Revised Estimates	Actual Release
2015-16	5,088.31	1,662.73	1,486.15
2016-17	5,075.00	4,936.10	4,872.92
2017-18	6,042.81	8,642.01	8,591.35
2018-19	6,505.00	6,505.00	6,143.79
2019-20	6,853.26	6,853.26	6,851.09
2020-21	8,000.00	21,000.00	20,983.16

2021-22	8,000.00	27,000.00	11,962.62 (As on 31.12.2021)
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B. Extra Budgetary Resources (EBR) :

(₹ in crore)			
Year	EBR provisioned	EBR raised	Actual Release
2017-18	8,000.00	8,000.00	8,000.00
2018-19	25,000.00	20,000.00	20,000.00
2019-20	20,000.00	15,000.00	15,000.00
2020-21	10,000.00	10,000.00	10,000.00
2021-22	7,000.00*	-	-

* Provided in budget 2021-22 as IEBR to BMTPC for funding PMAY-U.

3.11 Elaborating on the increase in budgetary allocations under PMAY 2.0, Secretary MoHUA while appearing before the Committee on 09.03.2022, submitted as follows:

"वर्ष 2022-23 और 2023-24 में एफोर्डेबल हाउसिंग के तहत हाउसिंग फॉर ऑल का टारगेट कम प्लीट करना है। इस साल एलोकेशन 28 हजार करोड़ रूप का है, हमारी रिक्वायरमेंट इससे ज्यादा होगी। हमने इससे ज्यादा मांगा भी था। वर्ष 2022-23 एवं 2023-24 में लगभग 82 हजार करोड़ रूप एहमें हाउसिंग फॉर ऑल के तहत चाहिए। हमें वित्त मंत्रालय ने बताया है कि जो भी एलोकेशन हैं, इसके बाद जितने भी पैसे की जरूरत पड़ेगी, वे देंगे, लेकिन अभी हमारा एलोकेशन 28 हजार करोड़ रूप एह है। वर्ष 2021-22 में जो एलोकेशन था, उससे बढ़ाकर आरई में एलोकेशन दिया गया था। लेकिन उन्होंने हमें आश्चर्य किया है कि जो भी फण्ड्स की रिक्वायरमेंट होगी, जब यह फण्ड खर्च हो जाएगा, तो हमें और फण्ड दिया जाएगा।"

(iii) Major Head: 2216 (Housing)

(a) Minor Head: 02.190 (Assistance to Public Sector & Other Undertakings)

Sub Head: 18 (PMAY(U))

18.01 (Capacity Building, Admn. & Other expenses for PMAY(U))

Detailed Head: 18.01.31 (Grants-in-Aid General)

3.12 The purpose of this head as submitted by the Ministry in their written reply is as follows :

"Funds are released to Central PSUs/Autonomous Bodies for Central Capacity Buildings activities under PMAY-U. The head is being utilized for release of Grants-in-aid to Building Materials and Technology Promotion Council (BMTPC) for implementation of Demonstration Housing Projects (DHPs) and Light House Projects (LHPs) under Technology Sub-Mission component of PMAY-U and Affordable Rental Housing Complexes (ARHCs), a sub-scheme under PMAY-U."

3.13 The BE, RE and the Actual for the past **four** Financial Years is as follows:-

(Rs. in Crore)

Year	BE	RE	Actuals
2017-18	0.01	0.01	0.00
2018-19	8.01	8.01	-
2019-20	8.57	103.57	103.57
2020-21	250.00	250.00	71.79
2021-22	695.00	398.00	13.53*
2022-23	450.00		

*as on 31.12.2021

3.14 With regard to the details on the (i) actual expenditure incurred under this head during the financial year 2018-19; and, (ii) reasons for not furnishing data on actual expenditure incurred under this head in the DDG 2020-21, the Ministry submitted as under:

"Expenditure under the Head during FY 2018-19 to 2021-22 is as under:-

(₹ in Crore)

Year	BE	RE	Actuals
2017-18	0.01	0.01	0.00
2018-19	8.01	8.01	0.00
2019-20	8.57	103.57	103.57
2020-21	250.00	250.00	71.79
2021-22	695.00	398.00	93.45

3.15 During the financial year 2019-20, a steep increase is seen from BE stage to RE stage. Stating the reasons for such an increase at RE Stage, the Ministry submitted as under:

"A Technology Sub Mission (TSM) under PMAY-U has been set up to facilitate adoption of modern, innovative and green technologies and building materials for faster and quality construction of houses. Under TSM, Demonstration Housing Projects were approved and accordingly additional funds were allocated under the Head by way of re-appropriation to meet the requirements."

3.16 During the financial year 2020-21, utilization amounted to less than one-third of the amount allocated at RE stage. Stating the reasons for steep under utilization of funds under this Head, the Ministry submitted as under:

"During FY 2020-21, Light House Projects (LHP) and DHP Projects could not attain the desired progress due to COVID-19 pandemic and hence utilization under the Head was less."

3.17 The reasons for reduced allocation at RE stage *vis-à-vis* BE stage during the year 2021-22 as elaborated by the Ministry is as under:

"Due to Covid-19, LHP/DHP projects have not achieved the desired progress and accordingly, the allocation has been reduced and savings have been re-appropriated to other heads for its utilization."

(b) Minor Head: 02.789 (Special Component Plan for SCs)

Sub Head: 06 (PMAY(U))

06.01 (Assistance to UTs without Legislatures)

Detailed Head: 06.01.35 (Grants for creation of Capital Assets)

3.18 The purpose of this head as submitted by the Ministry in their written reply is as under:

"Central assistance is released to the beneficiaries belonging to Scheduled Caste category in projects sanctioned under PMAY-U in UTs without legislature from the head."

3.19 A brief overview of the projects/programmes being undertaken under this head as submitted by the Ministry is as follows:

"In UTs without legislature, 18 project proposals have been sanctioned for construction of 4,673 houses. Of the approved central assistance of 70.09 crore, a total of ₹ 36.40 crore has been released so far. Of the sanctioned houses, 4137 houses have been grounded for construction and 861 houses have been completed and delivered to the beneficiaries."

3.20 The BE, RE and the Actual for the past **four** Financial Years is as follows:-

(Rs. in Crore)			
Year	BE	RE	Actuals
2017-18	-	-	-
2018-19	1.50	1.50	0.02
2019-20	1.00	1.00	0.54
2020-21	2.00	2.00	0.00
2021-22	1.00	1.00	0.00*
2022-23	2.00		

*as on 31.12.2021

3.21 It is noticed that during the financial years from 2018-19 to 2020-21, there has been substantial under/ NIL utilization of the funds allocated under the head even compared to respective REs. Elaborating on the reasons for such under/NIL utilization of funds under this Head, the Ministry replied as under:

"Central assistance under PMAY-U is released in the installments of 40:40:20 based on the compliances achieved by States/UTs in respect of sanctioned projects. Underutilization of funds during FY 2018-19 to 2020-21 is due achievement of compliances in less number of projects and less number of SC beneficiaries in sanctioned projects."

(C) SMART CITIES MISSION (SCM)

(i) *Year-wise Allocation and Releases under SCM:*

3.22 Data on Budget Estimates, Revised Estimates and actual expenditure/release under SCM as on 31.12.2021 is as follows:

(Rs. in Crore)

Year	BE	RE	Actual
2017-18	4000.00	4540.00	4535.73
2018-19	6169.00	6169.00	5935.59
2019-20	6450.00	3450.00	3355.69
2020-21	6450.00	3400.00	3195.48
2021-22	6450.00	6600.00	5342.00*
2022-23	6800.00	-	-

*As on 31.12.2021

(ii) *Major Head: 3601 (Grants-In-Aid To UT Govts With Legislature)*

Minor Head: 06.101(Central Assistance/Share)

Sub Head: 23 (Mission for 100 Smart Cities)

23.01 (AFD Funded Scheme for Smart City Projects)

Detailed Head: 23.01.35 (Grants for Creation of Capital Assets)

3.23 The purpose of this head as submitted by the Ministry in their written reply is:

"The head was created to provide financial assistance to 11 smart city SPVs (namely Agartala, Amritsar, Amaravati, Bhubaneswar, Chennai, Dehradun, HubballiDharwad, Kochi, Surat, Visakhapatnam, Ujjain) selected under City Investments to Innovate, Integrate and Sustain (CITIIS) program of Smart Cities Mission (SCM) launched by Ministry of Housing and Urban Affairs (MoHUA) in 2018 for building sustainable urban infrastructure."

3.24 The BE, RE and the Actual for the past four Financial Years is as follows:-

(Rs. in Crore)

Year	BE	RE	Actuals
2017-18		No head	
2018-19	-	30.01	-
2019-20	370.00	140.00	72.00
2020-21	268.00	6.04	0.00
2021-22	288.00	132.52	Nil*
2022-23	288.00		

***as on 31.12.2021**

3.25 On being asked the: (i) actual expenditure incurred under this head during the financial year 2018-19; and, (ii) reasons for not mentioning data on actual expenditure incurred under this head was not provided in the DDG 2020-21, the Ministry replied as under:

"The CITIIS program was launched in July 2018 wherein, 12 projects were selected through a challenge process from 100 Smart Cities. 67 project proposals were received from 36 SPVs by the end of November, 2019. The Jury interviews were conducted in January, 2020 after initial assessment and the tripartite agreement were signed in March, 2020.

As per the program design, each SPV selected under the CITIIS program had to submit certain compliance documents to receive the first installment of 10% of the grant component. The SPV's were not able to submit the compliance document and hence were not eligible to receive the grant. Therefore, the first disbursement to SPVs could only begin in FY 2019-20. As a result, the actual expenditure in FY 2018-19 was Nil."

3.26 During the financial year 2019-20, BE was reduced by more than 60% at RE stage and the actual utilization was 50% (approx) of the reduced RE. Stating the reasons for the same, the Ministry submitted as under:

"After the selection of the projects and signing of the tripartite agreements with the selected SPVs in March, 2019; all the selected SPVs were required to go through a dedicated maturation phase. The maturation phase was a 24 -step process, designed and introduced for the first time in India for project development. Each SPV, through technical assistance from a dedicated international mentor and a domestic expert was required to develop a baseline report of the project, conduct a feasibility study, environmental & social screening, and environmental & social impact assessment, develop an environmental & social management plan, stakeholder mapping and develop stakeholder engagement plan among other activities. The aim of this unique exercise was to strengthen and refine the selected projects and to reduce any externalities which may be encountered during the implementation phase.

Maturation Phase is a design stage where most of the expenditure is on conducting studies, salaries, workshops etc. Initially, the maturation phase was expected to be completed between 6 months to 1 year and at the time of preparing budget estimates it was assumed that SPVs will complete their maturation phase and will be able to claim both first (10% of the Grant) & second

installment (40% of the grant). However, due to capacity constraints, pending compliances and resistance to change; the process was extended.

As the maturation phase was pushed the variation in the BE, RE and the actual expenditure occurred. As per the tripartite agreement the selected cities could only tender out their projects after the validation of their maturation phase."

3.27 It is noticed that despite spending 50% only of RE during 2019-20, Rs. 268 crore was allocated at BE stage which, however, was reduced to Rs. 6.04 crore at RE and out of this amount, nothing could be spent during 2020-21. Elaborating on the reasons for the same, the Ministry stated as follows:

"In 2019-20, first installment amounting to a total of ₹72 crore was released to 11 SPVs. In order to claim the second installment (40% of the grant component), the SPVs had to complete the Maturation Phase and to submit utilization certificate for 80% of utilization of the first installment.

While the maturation phase has vastly improved the quality of project components and build capacities of the SPVs, there was a delay initially due to delayed on-boarding of staff and procurement of consultants by the SPVs; and later due to Covid situation. In most SPVs, for almost half the year, the project staff was deputed on Covid duty which impacted the pace of the maturation phase. However, the SPVs were given a deadline of March, 2021 to complete maturation phase. Most of the SPVs were able to complete their maturation between March, 2021 to June, 2021 and the implementation phase was launched there-after.

Due to the reasons cited above, none of the SPVs were able to achieve 80% of utilization of the first installment and complete the maturation phase. Hence, the actual expenditure remained nil."

3.28 Seeking the reasons as to why Rs. 288 crore was reduced to Rs. 132 crore in 2021-22, the Ministry submitted as follows:

"As per the tripartite agreement, SPVs can request for disbursement of second installment i.e. 40% of the sanctioned grant amount on utilization of 80% of the first Installment and completion of the maturation phase. As it is estimated that only four SPVs are going to reach the 80% utilization threshold in FY 2021-22, the BE of ₹ 288 crore was reduced to ₹ 132 crore."

3.29 While seeking the actual utilisation of the funds allocated in 2021-22 till 31, December, 2021, the Ministry replied as under:

"As the SPVs were not able to achieve a utilization level of 80% of the first installment and complete other compliances, no funds were disbursed to the SPVs upto 31 December, 2021 in the FY 2021-22. However, it is expected that

3-4 cities will be able to claim the second installment before 31st March, 2022. Further, it may be noted that the tendering process has begun in all 11 SPVs and hence the rate of utilization shall be expedited during FY 2022-23."

(D) Swachh Bharat Mission – Urban (SBM-U)

(i) *Year-wise Allocation and Releases under SBM (U):*

3.30 BE, RE and actual expenditure incurred under Swachh Bharat Mission since 2016-17 is as follows:

(Rs. in Crore)

Year	BE	RE	Actuals	Comments
2016-17	2300.00	2300.02	2135.21	A shortfall of Rs. 165 crore <i>vis- a- vis</i> RE
2017-18	2300.00	2550.00	2538.80	A shortfall of Rs 11 crore <i>vis- a- vis</i> RE
2018-19	2500.00	3000.00	2461.61	<i>A shortfall of 539 crore vis- a- vis</i> RE
2019-20	2650.00	1300.00	1298.37	Almost 100 % utilization
2020-21	2300.00	1010.05	1000.22	A shortfall of Rs.10 crore only.
2021-22	2300.00	2000.00	747.00*	A shortfall of Rs.1253 crore till Feb
2022-23	2300.00			

***as on 07.02.2022**

3.31 Responding to queries (i) on the reasons for spending only 37% of the funds allocated at RE stage till 07.02.2022; and , (ii) whether MoHUA are confident of spending remaining 63% of RE in next two months, the Ministry in a written reply dated 07.03.2022 elaborated as under:

“As on date, 62% of the funds have already been spent / released and rest 38% of the funds will also be spent / utilized before 31st March 2022.”

3.32 Further, while appearing before the Committee on 09.03.2022, the representatives of the Ministry stated the following with regard to utilization of rest of the funds allocated under SBM for financial year 2021-22:

“Sir, we have already received proposals of Rs. 700 crore. So, that will take us to 100 per cent. All those proposals are under scrutiny. *एक्चुअलीयेप्रपोजल्सएसबीएम 2.0 केहैं।* So, the cities had to prepare their city’s solid waste action plan and city’s sanitation plan. This had to be digitized. We have already received Rs. 700 crore. *यहपूराहोजाएगा।*”

3.33 Furnishing clarification on the status of the above proposals, the Ministry’s representative submitted as follows:

“Sir, it is under scrutiny. It will go to NARC for approval and then it will be done.”

3.34 Secretary, MoHUA submitting further clarification on the unutilized funds allocated under SBM, stated as follows:

“सर, स्वच्छभारतमिशन 2.0 1 अक्टूबरकोप्रधानमंत्रीजीनेलॉन्चकियाथा।उसकेबादहमनेएकनईरूप-रेखामें, डिजिटलफॉर्ममेंस्टेट्ससेप्रोजेक्ट्समांगेथे।स्टेट्सनेवेप्रोजेक्ट्सबनानेशुरूकिएऔरअबवेप्रोजेक्ट्स हमेंमिलगएहैं।यहसेंट्रलीस्पॉन्सर्डस्कीमहै।इसमेंहमनेस्टेट्सकोउनकीरिक्वेस्टकीबेसेसपरउनकेप्रोजेक्ट, प्रोजेक्टकोअप्रूवलदेनेकेलिएइसवीकमेंकमेटीकीमीटिंगशेड्यूलकीहै।उसेअप्रूवकरकेयहपैसाहमें स्टेट्सकोट्रांसफरकरनाहै।चूंकि, स्वच्छभारतमिशन 2.0 1 अक्टूबरकोलॉन्चहुआथा, अप्रैलमेंनहींथा, इसलिएफॉलोडटाइममेंस्टेट्सकोप्रोजेक्ट्सबनानेमेंटाइमलगा।यहपैसाहमअगले 15 दिनोंमेंस्टेट्सकोउनकेप्रोजेक्ट्सअप्रूवकरकेउनकोट्रांसफरकरदेंगे।“

3.35 The Committee sought to know whether the (i) above proposals received are for SBM 1.0 or 2.0; and, (ii) the funds allocated under SBM for 2021-22 were for proposals under SBM 1.0 or 2.0, to which the representatives of MoHUA offered the following explanation:

“महोदय, यहबजटफेज-1 और 2.0 केप्रोजेक्ट्स, दोनोंकेलिएहै।वर्ष 2021-22 फेजकीहमारीजोकमिटेडलॉयबिलिटीजहैं, उनकेलिएहमकरीब 786 करोड़रुपयेखर्चकरेंगे।एक्सपेक्टेडकमिटेडलॉयबिलिटीजकेलिएराज्योंकोऔरसौकरोड़रुपये चाहिएहोंगें।जो 473 करोड़रुपयेकाएक्सपेंडिचरहोगयाहै, वह 2.0 नएप्रस्तावोंकेलिएहै।हमारेपासअभीजो 700 करोड़रुपयेकेप्रस्तावहैं, उसमेंसे 100 करोड़रुपयेपुरानेफेज-1 केप्रस्तावहैंऔर 2.0 केप्रस्ताव 600 करोड़रुपयेकेहैं।“

(ii) **Major Head: 3601 (Grants-In-Aid To State Govts.)**

Minor Head: 06.101(Central Assistance/Share)

Sub Head:22 (SBM)

22.02 (Capacity Building for SBM)

Detailed Head: 22.02.31 (Grants-in Aid General)

3.36 The purpose of this head as submitted by the Ministry in their written reply is as follows :

"The funds are released under this head to the States to finance the activities for Capacity Building, Administrative and Office Expenses (CB&A&OE) to be taken up by the concerned States in connection with SBM-U in order to impart training to key stake holders in the sanitation and waste management value chain and towards meeting administrative expenses for engagement of key professionals at various levels in the Urban Local Bodies (ULBs). The funds have been provided separately through this head for NE States in order to ensure that the 10% allocation earmarked for NE States in accordance with the directives of the Ministry of Finance is utilised specifically for such States only."

3.37 The BE, RE and the Actuals for the past five Financial Years is as follows:-

(Rs. in Crore)

Year	BE	RE	Actuals
2017-18	414.16	98.70	99.03
2018-19	25.94	25.94	25.94
2019-20	150.00	10.00	10.00
2020-21	150.00	28.58	28.58
2021-22	150.00	100.00	8.93*
2022-23	150.00		

*as on 31.12.2021

3.38 The trend of allocation and utilisation from 2019-20 shows that despite lower actuals far higher amounts were allocated at BE stage only to be reduced at RE stage, in the subsequent years. In written response to a query whether such an allocation of resources is desirable, Ministry submitted as :

"The release of Central Share Assistance is subject to receipt of a formal demand duly complete in all respects complying with the Guidelines of the Scheme. As such, any release made there under is demand driven only subject to receipt of a proposal duly complete by the Ministry. In view of the fact that a number of proposal from various States were due for release of funds as 2nd installment under CB&A&OE component during the period 2019-20, a provision of ₹150 crore was kept at BE stage but due to Covid-19 pandemic, sufficient demand from the States were not received and therefore, the provision was subsequently reduced at RE stage and which was utilised completely. "

3.39 With regard to the actual utilisation of the funds allocated in 2021-22 till 31, December, 2021, the Ministry in a written reply submitted as under:

"In view of the fact that a number of proposal from various States were due for release of funds as 2nd installment under CB&A&OE component during the period 2021-22 being the final year of the SBM-U Mission, a provision of ₹150 crore was kept at BE stage but due to prolonged Covid-19 pandemic, sufficient demand from the States were not received and therefore, the provision was subsequently reduced at RE stage to ₹100 crore. However, in the absence of any valid demand largely due to the pandemic, funds amounting to ₹8.93 crores only could be released."

(iii) Major Head: 2217 (Urban Development)

Minor Head: 05.001 (Direction & Admn)

Sub Head: 02 (SBM(U))

02.02 (IEC for SBM)

Detailed Head: 02.02.26 (Advertising & Publicity)

3.40 The purpose of this head as submitted by the Ministry in their written reply is:

"... for Advertise and Publicity of the Mission. Advertisement and Mass Publicity campaigns are carried out in Print Media, Audio Visual Media (through DAVP) and Social Media (through the contracted Agency). The Mission also ran a yearlong publicity campaign 'Swachhata Selfie' through All India Radio (AIR). Further, Audio-Video clips are also produced through NFDC for the publicity. All these expenses are paid from this head."

3.41 The BE, RE and the Actual for the past four Financial Years is as follows:-

(Rs. in Crore)

Year	BE	RE	Actuals
2017-18	448.60	198.60	136.54
2018-19	100.00	100.00	44.49
2019-20	100.00	75.00	51.09
2020-21	100.00	0.46	1.23
2021-22	100.00	2.00	0.96*
2022-23	100.00		

*as on 31.12.2021

3.42 The allocation and expenditure trend from 2017-18 to 2019-20 shows that 'actuals' fell far short of allocations made even at RE stage and despite significant underutilization of funds, in the previous years higher amount of funds were allocated at BE of the subsequent years. Furnishing the reasons for underutilization during 2017-18, 2018-19 and 2019-20 (year wise), the Ministry submitted as under:

"The provisions at BE stage was made in anticipation of the expenditure towards various media campaigns as stated above campaign to be undertaken during these years to achieve one of the objective of the Mission i.e. creation of mass awareness and making the Mission a 'Jan-Andolan' in true sense. However, the expenses could not be incurred due to various reasons, including due to non-grant of approval by Ad-Approval Cell of PMO. The Covid-19 pandemic further deteriorated the expenditure under this head due to lockdowns across the country.

(E) DEENDAYAL ANTYODAYA YOJANA – NATIONAL URBAN LIVELIHOODS MISSION (DAY – NULM)

(i) *Year-wise Allocation and Releases under DAY-NULM:*

3.43 The data on Budget Estimates, Revised Estimates and Actual Expenditure for the past five years and Budget Estimates for the current year is as under:

(Rs in Cr.)

Years	Budget Estimates	Revised Estimates	Actual Expenditure
2017-18	349.00	599.00	598.66
2018-19	310.00	510.00	498.15
2019-20	750.00	750.00	732.06
2020-21	795.00	795.00	818.43
2021-22	795.00	795.00	522.00*
2022-23	900.00	-	-

*as on 31.12.2021

(ii) *Major Head: 3475 (Other General Economic Services (Major))*

Minor Head: 00.108 (Urban Oriented Employment Services)

Sub Head: 05 (NULM)

05.02 (Special & Innovative Projects)

Detailed Head: 05.02.31 (Grants-in-Aid General)

3.44 The purpose of this head as submitted by the Ministry in their written reply is as follows:

"This head is used for release of Grant-in-aid to non-NER States for implementation of Innovative & Special projects (I&SP) component of the Mission."

3.45 The BE, RE and the Actual for the past five Financial Years is as follows:-

(Rs. in Crore)

Year	BE	RE	Actuals
2017-18	0.99	0.32	0.32
2018-19	0.99	0.99	-
2019-20	4.99	4.99	0.00
2020-21	0.99	0.99	0.00

2021-22	0.99	46.49	0.00*
2022-23	46.50		

*as on 31.12.2021

3.46 Furnishing details on the (i) actual expenditure incurred under this head during the financial year 2018-19; and, (ii) reasons for not furnishing the data on actual expenditure in the DDG 2020-21, the Ministry is submitted as follows:

"(i) and (ii) No expenditure incurred under this head, during FY 2018-19."

3.47 Furnishing the reasons for not incurring any expenditure in 2019-20 and 2020-21 under this head, the Ministry replied as under:

"Due to lack of appropriate proposals from States under I&SP, available budget was utilized on approved Action Plans and past liabilities."

3.48 Further, stating the reasons for huge jump in allocations at RE stage vis-a-vis BE in the year 2021-22, the MoHUA submitted as under:

"Allocation has been enhanced under this head in the year 2021-22 for making payment of ₹46.50 crore to NSDC (National Skill Development Corporation) towards the new I&SP project for skill training of 1.06 lakhs candidates in the construction sector with an estimated cost of ₹93 crore (approx.) under Innovative & Special Projects (I&SP) component."

(F) STATIONERY & PRINTING

(i) Major Head: 4058 (Capital Outlay On Stationery & Printing)

Minor Head: 00.103 (Government Presses)

Sub Head: 02 (Printing Presses)

Detailed Head: 02.00.52 (Machinery & Equipment)

3.49 The purpose of this head, as submitted by the Ministry in their written reply is for procurement of Machinery and equipment for the presses

3.50 The BE, RE and the Actuals for the past **five** Financial Years is as follows:-

(Rs. in Crore)

Year	BE	RE	Actuals
2017-18	0.50	0.50	0.33
2018-19	0.50	0.50	-
2019-20	36.16	0.01	0.00
2020-21	90.00	7.00	0.00
2021-22	85.00	65.00	0.019*
2022-23	75.00		

* as on 31.12.2021

3.51 The reasons for utilizing 66% only of the allocation made at RE stage during 2017-18 as submitted by Ministry is as follows:

“Cost of machinery procured during the year 2017-18 was less than the estimated cost of machinery.”

3.52 The actual expenditure incurred under this head during the financial year 2018-19 as submitted by Ministry in their written reply is ‘**NIL**’

3.53 Elaborating on the reasons as to why no amount could be incurred despite huge allocations made in 2019-20 and 2020-21 even compared to sharply reduced Revised Estimates (REs) during these two years, the Ministry submitted as follows:

“Amount was proposed for the procurement of Machinery under the modernization of Govt. of India Press, Minto Road, New Delhi but the same could not be spent due to delay in completion of building of the Press and also due to COVID—19 situation. In addition, the tender floated for procurement of machinery got cancelled due to lack of participation. Further, restrictions were imposed by the Govt. of India for inviting Global tender below ₹200 Crore, as a result of which, proposal for procurement of machinery could not be materialized, resulting in the whole amount remained unutilized. These unutilized amounts were surrendered in time at the RE stage.”

3.54 Seeking to know as to why despite "Nil" spending even compared to sharply reduced REs in the earlier years (2019-20 and 2020-21), far higher allocations were sought in the subsequent years (2020-21 and 2021-22) for the purpose, the Ministry replied as under:

“Every time funds have been proposed under this Head for the procurement of Machinery for the Govt. of India Press, Minto Road, but the procurement process could not be materialized for the above stated reasons. Therefore, provision for purchasing the same has been made in the subsequent years.”

3.55 The actual utilisation of the funds allocated in 2021-22 upto 31, December, 2021 as submitted by the Ministry is as under:

“Till December 2021 a sum of ₹1.94 lakhs has been utilized and till March 2022 a sum of ₹9.50 crore is expected to be utilized.”

3.56 Secretary, MoHUA while appearing before the Committee on 09.03.2022 provided the following updated status with regards to renovation of Govt. of India Press, Minto Road:

“सर,
यह मिनटोरोड का है। मिनटोरोड की बिल्डिंग रेनोवेशन में थी और अब वह कंप्लीट हो गई है। एनबीसीसी को क
हा गया है कि इसमें काफी इम्पोर्टेड मशीनें हैं, उनको प्रोक्वायर करें,
क्योंकि उसमें ग्लोबल टेन्डर्स को फ्लोट करना पड़ेगा। वहां बाहर की मशीनें हैं। वहां एडवांस मशीनें हैं,
ताकि हम कम्प्यूटर बेस्ड प्रिंटिंग,

बाइंडिंग्सबएकसाथढंगसेकरसकें।अभीहमारीजोप्रिंटिंगएवंबाइंडिंगमशीनेंहैं,
वहहाथसेकरनीपड़तीहै।”

(G) ACCOUNTABILITY MECHANISM OF VARIOUS SCHEMES

(i) Utilization Certificates(UCs)

3.57 With regard to UCs , Rule 151(1) of General Financial Rules (GFR) states as follows :

“A certificate of actual utilization of the grants received, for the purpose for which it was received, will be specifically insisted in respect of non-recurring grants and should be submitted within 12 months of the closure of the financial year by the institution concerned. Receipt of such certificate shall be watched by the Administrative Ministry/Department concerned. Where such certificate is not received from the grantee within the prescribed time, the department will be at liberty to and should seriously consider blacklisting such institution from any future grant, subsidy or other type of financial support from the Government.”

3.58 Regarding the utilisation of funds allocated under various Schemes in MoHUA and issue of Utilisation Certificate, the representative of MoHUA ,while appearing before the Committee , on 09.03.2022 informed as follows:

".....यहतोवहपैसाहुआ, जोहमसेंट्रलगवर्नमेंटसेट्रांसफरकरतेहैं, लेकिनअल्टीमेटलीवह पैसाकितनायूटिलाइजहोताहै, उसकेलिएहमलोगयूटिलाइजेशनसर्टिफिकेट्समंगातेहैं। This is the final utilization. इसेहमारामंत्रालयकाफीमिशनमोडमेंफॉलोअपकरताहै। आपदेखेंगेकिबजटतोबहुतइंक्रीजहुआहै, लेकिनजोपेंडिंगयूटिलाइजेशनसर्टिफिकेट्सहैं, उनमेंकाफीप्रगतिहुईहै।अभीहमारेपास 6,000 करोड़है, वहभीघटकर 5,400 करोड़के आसपासहोगयाहै।हमारीपूरीकोशिशरहतीहैकिहमजोपैसारिलीजकरें, वहअंतमेंयूएलबी लेवलपरजाकरखर्चभीहो।”

(ii) **Third Party Monitoring**

3.59 While appearing before the Committee on 09.03.2022, Secretary, MoHUA submitted the following regarding the third party scrutiny of various Schemes of MoHUA:

“सर,
मैं इस बारे में एक निवेदन और करना चाहूंगा कि हमारी ज्यादातर स्कीम्स में क्वालिटी के इश्युज को देखने के लिए हमने थर्ड पार्टी टीम और मॉनीटर्स बना रखे हैं। चाहे वह स्वच्छ भारत में हो, अमृत में हो, पीएम आवास योजना में हो, बेनिफिशियरी लैंड को छोड़ दी जाए। सभी स्कीम्स में थर्ड पार्टी इंस्पेक्शन का प्रावधान है। पहले ट्रेंड यह था कि हम थर्ड पार्टी इंस्पेक्शन की एजेंसी स्टेट गवर्नमेंट से नियुक्त करवाते थे। पीएम आवास योजना में भी स्टेट गवर्नमेंट की नियुक्त की हुई एजेंसी है। जो प्राइवेट मॉनीटर्स हैं, उनसे इंस्पेक्शन करवाया जाता है, उनसे इंस्पेक्शन रिपोर्ट ली जाती है। अब हमारा ट्रेंड यह बन रहा है कि थर्ड पार्टी एजेंसी हम नियुक्त कर रहे हैं। हमें लगता है कि स्टेट गवर्नमेंट जो नियुक्त करती है, उससे ज्यादा अच्छी मॉनीटरिंग हमारी नियुक्त की हुई एजेंसी की होगी तो सभी स्कीम्स में हम थर्ड पार्टी एजेंसी के द्वारा मॉनीटरिंग करवा रहे हैं।..... हमारे ऑफिसर्स जाकर इंस्पेक्ट भी करते हैं। सारे प्रोजेक्ट्स इंस्पेक्ट कर पाना सम्भव नहीं है, क्योंकि इतने ऑफिसर्स हमारे पास नहीं हैं। इसीलिए यह थर्ड पार्टी इंस्पेक्शन का सिस्टम किया गया है।”

(H) **MUNICIPAL BONDS**

3.60 Elaborating on the capacity of various municipal bodies to raise funds through Municipal bonds and the steps taken by MoHUA to assist them to do so, representatives of MoHUA while appearing before the Committee on 09.03.2022 stated as under:

“म्युनिसिपल्स बांड में दस शहरों ने मार्केट से पैसा उठाया है, क्रेडिट रेटिंग करवाई तो थोड़ी-बहुत सक्सेस मिली है। हम 50 शहरों को टारगेट कर रहे हैं। पिछले साल गाजियाबाद और लखनऊ ने किया है, अब बड़ौदा करेगा। **But I think, Agra also is thinking of municipal bonds.** यह करना चाहिए, इन्फ्रास्ट्रक्चर के लिए बहुत ज्यादा पैसा चाहिए। हम जो दे पा रहे हैं और जो स्टेट देर ही है, पैसे की कमी है,....हम उनकी मदद करते हैं, उनका फाइनेंशियल सिस्टम ठीक करके मार्केट तक जाने के लिए कंसलटेंसी एपाइंट करके हैल्प करते हैं, लेकिन प्रोएक्टिवनेस होनी चाहिए।”

3.61 Secretary, MoHUA while explaining the obstacles in raising municipal bonds submitted as under:

“आपकी बात बिल्कुल सही है, इसके लिए सभी शहरों की क्रेडिट रेटिंग करा रहे हैं। मार्केट से पैसा उताने के लिए बांड से, क्रेडिट वर्थीनेस भी होनी चाहिए। अगर टैक्सरेवेन्यु कलेक्ट नहीं करते हैं तो कोई बांड नहीं खरीदेगा। जो शहर गए हैं, वही शहर हैं जो अच्छे से प्रापर्टी और दूसरे टैक्स कलेक्ट करते हैं। जो अच्छे से कलेक्ट कर रहे हैं, उनकी क्रेडिट रेटिंग कराकर, ट्रांसपेरेंसी बढ़ाकर, एकाउंट्स अपडेट करा कर, हमारा एफर्ट है। लेकिन जो शहर राज्य और केंद्र सरकार की सहायता से चल रहे हैं और अपना रेवेन्यु नहीं कलेक्ट नहीं कर रहे हैं, पहले उनको रेवेन्यु कलेक्शन बढ़ाना पड़ेगा।”

3.62 Commissioner, South Delhi Municipal Commission (SDMC) while appearing before the Committee on 09.03.2022 submitted the following regarding the status of raising municipal bonds by SDMC:

“क्रेडिट रेटिंग करवाकर म्युनिसिपल बांड रिसीव करने का काफी प्रयास किया था। But we could not get approval from the competent authority. Therefore, we could not do it.”

3.63 When enquired about the status of ‘municipal bonds’ by the New Delhi Municipal Corporation (NDMC), the Commissioner, NDMC made the following submission before the Committee,

“एनडीएमसी की क्रेडिट रेटिंग डबल ए प्लस है। **We are credit worthy and we can raise bonds.** हमें पैसे की आवश्यकता नहीं है, हमारे पास सरप्लस कैश ऑलरेडी है, इसलिए हम म्युनिसिपल बांड्स रेज़ नहीं करते हैं।”

3.64 Secretary, MoHUA while attributing the inability of North Delhi Municipal Commission (NDMC) to raise municipal bonds to their lack of funds even to pay salaries to their staff, submitted as under,

“सर, क्रेडिट रेटिंग और बांड के बारे में, जैसा मैंने कहा कि यदि खुदका कुछ रेवेन्यू कलेक्शन होगा, तभी कोई लोन देगा। नार्थ एमसीडी का बांड कोई सब्सक्राइब नहीं करेगा। जैसा आपने बताया कि दिल्ली देश का सबसे प्रोस्पेरस एरिया है, तो उसके मुकाबले रेवेन्यू

कलेक्शन काफी कम है। रेवेन्यू कलेक्शन प्रोपर्टी टैक्स और दूसरे हेड्स में बढ़ने के बहुत स्कोप हैं। अगर एफर्ट किया जाए, तो इसको बढ़ाया जा सकता है।”

PART-II

RECOMMENDATIONS/OBSERVATIONS

Recommendation No. 1

Need for even allocation and utilization of funds through the Mission/scheme period

The Committee are glad to note that Ministry's utilization of allocated resources in comparison to Revised Estimates, stood upwards of 94% since 2016-17. In the current Financial Year 2021-22, the utilization till 07.02.22 stood at 67.07% and going by the submissions made by the Ministry, the Committee are hopeful that the utilization levels in this year also will reflect the earlier years' performance. The Committee while appreciating such high level of utilization, are of the view that the Ministry may put in place a mechanism to ensure that the quality of the assets created is as per the standards set.

Further, the Committee while noting that the Ministry had reduced its allocation at RE stage in the two financial years 2019-20 and 2020-21, appreciate that in the financial year 2021-22, there has been almost 35% increase at the RE stage. Such increased allocations augur well for the development of urban areas whose population is projected to reach 60 crores by 2031 from 37.71 crores in 2011 and further expected to account for more than 50 percent of India's population. The Committee, further, note from the submissions made by the Ministry that this jump in the RE to the tune of Rs.19,269.26 crore in the year 2021-22 is mainly to meet the requirement of additional funds of Rs. 19,000 crore under Pradhan Mantri Awas Yojana(Urban), Rs. 100 crore under PMSVANidhi and Rs. 169.26 crore for GPRA/GPOA of CPWD including Central Vista Projects / New Parliament Building.

The Committee acknowledge that since it is the final year of PMAY(U), more funds were sought to achieve the targets under the Scheme. However, the Committee note from the submissions made by the Ministry that the requirement under PMAY(U) is much higher than the Rs.28,000 crore given to them and during the year 2022-23 & 2023-24, approximately Rs.82,000 crore more will be required. Further, the Ministry of Finance has

currently agreed to allocate only Rs.28,000 crore and assured that rest of the funds will be allocated gradually in the subsequent years. The Committee are of the opinion that such a situation would not have come if the Ministry had sought more funds in the beginning by motivating the States/UTs to hit the ground running and sort out the logistic and technical issues associated with the Scheme expeditiously. The Committee, therefore, recommend that the Ministry need to learn from its past experiences whereby the trend is to seek drastically high amount of funds in the penultimate and concluding years of the Scheme to achieve the targets set as seen in PMAY(U) and rather take suitable steps to ensure that both physical and financial targets in a particular Scheme are met from the beginning of the launch year of the Scheme and thus the funds allocations are evenly distributed during the scheme/mission period.

URBAN TRANSPORT & MASS RAPID TRANSIT SYSTEM

Recommendation No. 2

Urban Transport Planning & Capacity Building In Urban Transport-Grants-in Aid General

The Committee note that the head is meant to provide Central Financial Assistance (CFA) for preparation of Comprehensive Traffic and Transportation Studies, Comprehensive Mobility Plans (CMPs) and all kinds of Traffic and Transport Studies with integrated land use. Techno-Feasibility studies/ Detailed Project Report (DPRs) for individual Urban Transport Metro/ MRTS projects etc are also admissible components for CFA under the scheme.

Analysis of the data on utilization of the funds shows that there has been persistent under-utilization, ranging from 31-73 % of the allocations made even at Revised Estimates (RE) stage for the purpose since 2017-18. The Committee note, from the reply furnished, that the scheme is demand driven and the funds are allocated to State Government/Union Territory/Urban Local Body/Metro Rail Corporation, etc., only after requests are received to this effect and approved by the competent authority. It therefore, could be derived that as the requests for funds are not in commensurate with the availability, the funds remained under-utilized and had to be surrendered since 2017-18. The Committee, however, are of the view that with many Tier -2 cities/towns taking

initiatives to switch over to providing pollution free mobility services such as metro networks, electric bus services, etc., the Committee believe that there may not be any dearth of demand for funds for carrying out such studies. The Committee believe that there may be lack of awareness about the scheme among the intended beneficiaries. Had there been awareness about the availability of funds to the intended beneficiaries for the said purpose, such underutilization of funds, year after year, would not have occurred. They, therefore, suggest that the State / UT Governments, Planning Authorities, Metro Rail Authorities may be made aware of the availability of the funds through communications at regular intervals. In case, there is no demand for the funds, the same may be utilized elsewhere instead of surrendering at the end of the financial year.

Recommendation No. 3

Augmentation of City Bus Services including associated infrastructure and Green Urban Mobility Initiatives

The Committee in their 5th Report (17th Lok Sabha) on Demands for Grants(2021-22) while appreciating the introduction of a new Scheme “Augmentation of City Bus Services including Associated Infrastructure and Green Urban Mobility Initiatives” announced in the budget 2021-22 , to augment City Bus Services on PPP mode including associated infrastructure and Green Urban Mobility Initiatives to support sustainable mobility and reduction in GHG Emission is being formulated with a total outlay of Rs. 18,010 crore, recommended that this major initiative may be taken up in Mission mode to ensure creation of required infrastructure such as electric charging points, operationalization of CNG stations, etc are put in place on time.

They however, are disappointed to note that (i) the Ministry’s reply is silent on the suggestion for taking up the scheme under Mission mode; and, (ii) even after the passage of one year, the said Scheme is yet to have the approval of Expenditure Finance Committee (EFC). The Committee find from the reply of the Ministry that the delay in launching the Scheme was due to (i) advise of the EFC for structural change in the Scheme; and, (ii) the various stakeholder meetings held with the officials of State Governments, City Officials, Bus Manufacturers and Bus Operators to receive their

feedback/inputs. The Ministry have informed that the proposal is at advance stage of approval in MoHUA and is only being considered for posing it to Department of Expenditure for appraisal by EFC in the month of March, 2022. While acknowledging the need for taking all the stakeholders on Board and complete the processes before actual implementation, taking one year even to place final proposal for approval of EFC may not be desirable. In view of the above, the Committee recommend that the :

- (i) Scheme may be implemented in mission mode with no further delay and the necessary approval from the EFC may be taken without further loss of time; and,
- (ii) Committee may also be briefed regarding the modalities of the scheme, as approved and final status of the implementation of the Scheme.

PRADHAN MANTRI AWAAS YOJANA (URBAN)

Recommendation No. 4

Physical Progress under PMAY(U)

The Committee note that under the Scheme, launched in 2015, with a vision to provide Housing for All by 2022, 1.15 crore houses were sanctioned, approximately 94 lakh houses have been grounded and about 55 lakh houses have completed construction. The afore mentioned data reveals that even after a lapse of seven years, since the commencement of the Scheme 50% (approx) of the houses targeted only have completed construction. The Committee further note that that even though the timeline to complete the construction of all the sanctioned houses have been extended till March 2024, no new houses will be sanctioned or fresh DPRs considered beyond March 31, 2022. The Committee have also been apprised during interaction with State representatives that even the land needed to construct projects under PMAY(U) have not been acquired in some States/UTs. Further, the Committee also note that many houses constructed under PMAY(U) are not in livable condition with windows and doors missing and illegally occupied by anti social elements. The Committee are of the view that such state of the houses could also be because of delay in handing over the completed houses to the targeted beneficiaries. The Committee while agreeing with the submission

made by the Secretary, MoHUA that 'quality' of houses constructed under PMAY(U) is the responsibility of the Ministry, the Committee recommend that:

- (i) Ministry must take suitable steps to ensure that States/UTs acquire land and overcome the various technical and logistic difficulties and submit the necessary proposals/ applications on the portal before March 31, 2022;
- (ii) The Ministry take up the matter with the state Govts for ensuring quality reliability and livability of the houses constructed under the scheme with the state Govt officials at regular intervals and also ensure the provision of lift in all the houses constructed under PMAY (U).
- (iii) Ensure handing over of completed houses to the beneficiaries in a time bound manner.

Recommendation No. 5

Year-wise Allocation and Utilisation under PMAY - U

Analysis of the data on allocation and utilization of resources for PMAY(U) at RE stage shows that (i) there has been steady increase in allocation since its launch in 2015 except in 2018-19 when it witnessed a dip in allocation of Rs. 2137 crore; and, (ii) the utilization stood at more than 90% in some years and almost 100% of the allocations made at RE stage. While complimenting the Ministry for spending almost full allocations, the Committee note from the submissions made by the Ministry that the requirement under PMAY(U) is much higher than the Rs.28000 crore given to them for the year 2022-23 & for the next financial year 2023-24, approximately Rs.82000 crore more will be required. The Committee in view of the (i) excellent record of the Ministry in utilization of funds since the launch of the scheme, (ii) need to disburse the funds to those applicants whose applications have been received, processed and sanctioned/likely to be sanctioned on or before 31 March, 2022; (iii) multiplier effect that construction/real estate sector has on the economy; and, (iv) targets set for providing 'Housing for All', the Committee strongly suggest that the additional funds sought by the Ministry for the purpose be provided at RE stage in this year and also in the next year budget.

Recommendation No. 6

Assistance to Public Sector & Other Undertakings for Capacity Building, Admn. & Other expenses for PMAY(U) (Grants-in-Aid General)

The Committee note that the funds allocated under this head are released to Central PSUs/Autonomous Bodies for Central Capacity Buildings activities under PMAY-U. Further, the head is being utilized for release of Grants-in-aid to Building Materials and Technology Promotion Council (BMTPC) for implementation of Demonstration Housing Projects (DHPs) and Light House Projects (LHPs) under Technology Sub-Mission component of PMAY-U and Affordable Rental Housing Complexes (ARHCs), a sub-scheme under PMAY-U. The purpose of the technology Sub Mission component is to facilitate adoption of modern, innovative and green technologies and building materials for faster and quality construction of the houses.

The data on allocation and utilisation of the funds since 2017-18 shows that there has been continuous under/ NIL utilization of the funds allocated even at RE stage except in 2019-20 under this head. It is also not clear as to whether the funds for the purpose will continue to be allocated even after expiry of the Scheme, Housing for All in March , 2022 closure. The Committee while noting that Covid-19 pandemic may have slowed down the utilization under this head but considering the fact that the deadline for the vision of achieving Housing for All by 2022 is approaching, the persistent under/Nil utilization under this head with its emphasis on modern, fast and green construction technologies does not bode well for the Ministry. In view of the above, the Committee may be apprised of:

- (i) the reasons for substantial underutilization of the funds even compared to the allocation made at RE stage since 2017-18 except in 2019-20 and the steps taken to address the low utilization levels
- (ii) the details of specific cases of (a) modern, innovative and green technologies developed and applied in the construction of houses; and, also (ii) building materials developed for faster and quality construction of the houses.

(iii) whether the funds will continue to be allocated even after the expiry of the scheme in March, 2022

Further, the Committee also recommend MoHUA to take suitable steps to provide necessary fillip to TSM by ensuring fast- track completion of all Light House Projects (LHP) and DHP Projects taken under this Mission and full utilization of the funds allocated under this head.

Recommendation No. 7

Assistance to UTs without Legislatures as a part of Special Component Plan for SCs for Grants for creation of Capital Assets under PMAY(U)

The head is meant for providing Central assistance to the beneficiaries belonging to Scheduled Caste category in projects sanctioned under PMAY-U in UTs without legislature. The Committee note from the data provided by MoHUA that in UTs without legislature, 18 project proposals have been sanctioned for construction of 4,673 houses and of the approved central assistance of Rs. 70.09 crore, a total of Rs 36.40 crore only has been released so far i.e. a little more than 50% of the sanctioned amount. They further, note that out of the sanctioned houses, 4,137 houses have been grounded for construction and only 861 houses i.e. 21% only of the houses grounded have been completed and delivered to the beneficiaries. In fact, during the last five FYs 2017-18 to 2021-22, miniscule amount, allocated at RE stage, only was spent. Even during the ongoing year i.e. 2021-22, “Nil” amount has been spent under this head as on 31.12.2021.

MoHUA’s contention that continuous and substantial under/NIL utilization of the funds since 2018-19 due to achievement of compliances in less number of projects and less number of SC beneficiaries in sanctioned projects. Had the State Govt authorities taken up the matter at regular intervals surrendering of the funds for the last four years would have been avoided. The Committee believe that there is no dearth of eligible persons from these disadvantaged communities requiring dwelling units. Had the Ministry impressed upon the need for the UT Govt. concerned at regular intervals, the need for surrendering of the funds year after year would not have occurred. The

Committee, therefore suggest that before the expiry of the scheme, suitable steps be taken to ensure the utilization of the funds.

SMART CITIES MISSION

Recommendation No. 8

AFD funded Scheme for Smart City Projects- Grants for creation of capital assets

The Committee have been apprised that this head was created to provide financial assistance to 11 smart city SPVs (namely Agartala, Amritsar, Amaravati, Bhubaneswar, Chennai, Dehradun, Hubballi-Dharwad, Kochi, Surat, Visakhapatnam, Ujjain selected under City Investments to Innovate, Integrate and Sustain (CITIIS) program of Smart Cities Mission (SCM) launched by Ministry of Housing and Urban Affairs (MoHUA) in 2018 for building sustainable urban infrastructure. However, the funds allocation and utilization under this head reflects that as per program design, the 11 cities selected were able to submit mandatory compliance documents in FY 2019-20 and has so far received only first installment which is 10% of the grant component, i.e., 72 crores. In order to claim the second installment (40% of the grant component), the SPVs had to complete the Maturation Phase and submit utilization certificate for 80% of utilization of the first installment. It is disheartening to learn that in the subsequent FYs, i.e., 2020-21 and 2021-22 the SPVs could not even utilize 80% of this first installment disbursed or complete the maturation phase and hence could not claim the second installment. Considering the above position and that CITIIS is a unique approach in itself, the Committee desire that a detailed status report on the reasons for non-compliance to meet the program guidelines by the SPVs which have so far not utilized the first installment along with comments from MoHUA may be furnished. The Committee are of unanimous view that MoHUA role shall not be confined to mere allocation of funds. MoHUA should ensure that the 11 SPVs are able to meet the necessary compliances set and are able to benefit from the designed program.

SWACHH BHARAT MISSION (URBAN)

Recommendation No. 9

Year-wise Allocation and Utilisation under SBM (U)

The allocation and spending pattern of the resources for Swachh Bharat Mission (Urban) for five year period from 2016-17 to 2020-21 shows that it could spend more than 90 % of the allocations except in 2018-19 when it spent 82% only of the funds available at RE stage. Further, in three financial years 2017-18, 2019-20 and 2020-21, it could spend almost 100% of the funds provided at RE stage. The data for the ongoing financial year shows that till 07.02.2022, it could spend 37% of the funds allocated at RE stage.

Responding to the Committee's apprehension about the ability of the Ministry to spend the remaining 63% of RE in the next two months, the Ministry submitted that as on 07.03.2022, 62% of the funds have already been spent / released and rest 38% of the funds will also be spent / utilized before 31 March 2022. The Committee find it surprising that the Ministry spent almost 30% of the funds within one month and another 38% in less than one month. Further, the Committee note from the submissions made by the Ministry while appearing before the Committee on 09.03.2022 that as on date proposals worth Rs. 700 crores have reached the Ministry from States/UTs under SBM 2.0 which will be processed by the Ministry by 31.03.2022. The Committee are of the apprehension whether such a "March-Rush" where most of the funds allocated under a particular head is being spent in the last quarter, can be considered prudent spending. The Committee while acknowledging that this is a demand driven Scheme and spending depends on the demands sent to the Ministry by the States/UTs, however, point out that such rushed expenditure may give the impression that the demand has been generated with the sole purpose of using up the funds allocated under this head.

In view of the above, the Committee while appreciating the Ministry for their commendable performance in utilizing more than 90%, in three out of five years the utilization is almost 100%, of the allocated resources consistently during 2016-17 to 2020-21, want them to apprise the Committee of the reasons for such huge shortfall in

spending in the ongoing financial year and the steps taken to avoid incurring substantial allocations in the fag end of the financial year, in violation of the prescribed guidelines issued by the Department of Expenditure.

Recommendation No.10

Central Assistance/Share for Capacity Building for SBM-Grants-in- Aid General

The Committee note that the funds allocated under this head are released to the States to finance the activities for Capacity Building, Administrative and Office Expenses (CB&A&OE) to be taken up by the concerned States in connection with SBM-U in order to impart training to key stake holders in the sanitation and waste management value chain and towards meeting administrative expenses for engagement of key professionals at various level in the Urban Local Bodies (ULBs).

They further note that the release of Central Share Assistance is subject to receipt of a formal demand duly complete in all respects complying with the Guidelines of the Scheme. As such, any release made there under is demand driven only subject to receipt of a proposal duly complete by the Ministry and due to Covid-19 pandemic, sufficient demand from the States were not received. However, the Committee note that except in 2018-19, during every financial year from 2017-18, unrealistic Budget estimates have been kept indicating imprudent allocation of resources and that Covid-19 which is a recent phenomenon cannot be considered as the only deterrent. Further, even during the ongoing financial year i.e 2021-22, whereby out of the 150 crores allocated under this head at the BE stage to be reduced to 100 crores at the RE stage, only 8.93 crores could be released.

The Committee while expressing concern at the imprudent budgetary allocations vis-a-vis the actuals of the previous years, appreciate the Ministry for entire utilization of earmarked funds at RE stage from financial year 2017-18 to 2020-21. They, however, apprehend that mere 9% utilization of RE stage allocations in the current financial year (till 31.12.21) may result in surrendering of substantial amount of RE stage allocations. They, therefore, would like to be apprised of the reasons for such low utilization till the

third quarter and the steps taken to ensure their utilization in the last quarter of the financial year to avoid surrendering of the funds.

Recommendation No. 11

IEC for SBM- Advertising & Publicity

The Committee note that this head is meant for Advertisement and Publicity of the Mission. Advertisement and Mass Publicity campaigns are carried out in Print Media, Audio Visual Media (through DAVP) and Social Media (through the contracted Agency). The Mission also ran a year-long publicity campaign 'Swachhata Selfie' through All India Radio (AIR). Further, Audio-Video clips are also produced through NFDC for the publicity. The Committee believe that Swachh Bharat Mission was introduced to concentrate not only on production outputs like construction of toilets but also on behavioral outcomes including "Open Defecation Free" and advertising & publicity is a key factor for inducing the massive behavioral change as expected under this Mission.

The Committee, however, are perturbed to observe that the allocation and expenditure trend from 2017-18 to 2019-20 under this head shows that 'actuals' fell far short of allocations made even at RE stage and despite significant underutilization of funds, in the previous years high and unrealistic amount of funds were allocated at BE of the subsequent years without giving any thrust to expenditure or utilization of funds. The Committee are of the opinion that it is not enough to just declare cities as ODF or ODF+. Rather continuous and persistent efforts need to be taken to maintain that status over the years and any letting down of the guard by the Ministry may push the country back to the pre-Mission period for which the Ministry needs to come up with better and more effective media campaigns. The Committee, therefore, suggest that realistic budgetary allocations be made and the allocated resources be utilized fully.

DEEN DAYAL ANTYODAYA YOJANA (DAY-NULM)

Recommendation No. 12

Innovative & Special projects (I&SP) under DAY – NULM- Grants-in -Aid General

The Committee note that this head is used for release of Grant-in-aid to non-NER States for implementation of Innovative & Special projects (I&SP) component of the Mission. The Committee regret to observe that not even a single rupee was spent even compared to RE stage allocations since 2018-19.

The reason given by the Ministry for this “NIL” utilisation of the funds allocated under this head is the lack of appropriate proposals from States under I&SP and hence available budget was utilized on approved Action Plans and past liabilities. However, the Committee are unable to fathom this explanation by the Ministry because the budget allocated under this head is not at all utilized (Nil) even on approved Action Plans and past liabilities as seen in the data submitted in the DDG across years. Nevertheless, the Committee are happy to note that there is a huge jump in the allocations at RE stage in the year 2021-22 under this head meant for making payment of Rs. 46.50 crore to NSDC (National Skill Development Corporation) towards the new I&SP project for skill training of 1.06 lakhs candidates in the construction sector with an estimated cost of Rs 93 crore (approx.) under Innovative & Special Projects (I&SP) component but at the same time feel apprehensive whether the Ministry will be able to utilize the increased funds considering the fact that as on 31.12.2021, the actual expenditure under this head is still “NIL”. Therefore, the Committee recommend the Ministry to:

- (i) Appraise the Committee about how the available budget was utilized on approved Action Plans and past liabilities when the Actual expenditure of each year since 2018-19 is shown to be “NIL”;
- (ii) Also appraise the Committee regarding the status of the new I&SP project for skill training of 1.06 lakhs candidates in the construction sector and the reasons as to why no funds have been released to NSDC for the purpose till 31.12.2021 ; and

(iii) Pursue with the Non NER states to take up more and more projects under the I&SP component of DAY-NULM so as to effectively utilize the funds allocated under this particular head.

STATIONERY & PRINTING

Recommendation No. 13

Capital Outlay On Stationery & Printing for Government Printing Presses-Machinery & Equipment

The Committee note that the funds allocated under this Head is meant for the procurement of Machinery and equipment for the Govt. of India Printing Presses. The Committee further note that the BE of this head ranged from 0.50 crores in 2017-18 to as high as 90 crores in 2020-21. The Committee, however, express concern that in 2017-18 only 66% of the allocation made at RE stage was utilized. The utilization further deteriorated in 2018-19 during which “NIL” expenditure was incurred against the RE and the trend of zero utilization continued again no amount could be incurred despite huge allocations made in 2019-20 and 2020-21 also despite huge spike in allocations even at RE stage also. The Committee while examining the reasons as submitted by MoHUA for under/Nil utilization find that: (i) Cost of machinery procured during the year 2017-18 was less than the estimated cost of machinery; (ii) In 2019-20 and 2020-21 amount was proposed for the procurement of Machinery under the modernization of Govt. of India Press, Minto Road, New Delhi but the same could not be spent due to delay in completion of building of the Press; (iii) the tender floated for procurement of machinery got cancelled due to lack of participation; and, (iv) restrictions were imposed by the Govt. of India for inviting Global tender below Rs. 200 Crore. The Committee while acknowledging the cogency of the reasons as elaborated in points (i) to (iv) leading to under/Nil utilization of the funds under this head, point out that in spite of all the above reasons and "Nil" spending even compared to sharply reduced REs in the earlier years (2019-20 and 2020-21), far higher allocations were sought in the subsequent years (2020-21 and 2021-22) for the purpose and in fact even in the ongoing financial year i.e. 2021-22,

only 1.94 lakh could be spent till 31.12.2021 out of the 65 crore allocated during RE Stage. The Committee, therefore recommend the Ministry to:

- (i) extra efforts should be made to make up for the loss of time due to COVID-19 and complete the modernisation project of Govt. of India Press, Minto Road, New Delhi;
- (ii) Take suitable steps and provide widespread publicity to encourage participation for the tender floated for procurement of machinery; and,
- (iii) Take suitable steps through widespread consultation to seek one time relaxation on the restrictions imposed by the Govt. of India for inviting Global tender below Rs. 200 crore considering the fact that the machinery required are not manufactured indigenously.

ACCOUNTABILITY MECHANISM OF VARIOUS SCHEMES

Recommendation No. 14

Utilization Certificates

The Committee note that as per GFR 151(1), utilization certificate for the grants released in the previous year should be submitted within 12 months of the closure of the financial year for the purpose of sanctioning the grant-in-aid for the subsequent years. The Committee further note from the submissions made by the Ministry that despite vigorous follow up by the Ministry, Utilization Certificates are still pending for the previous financial years. The Committee express concern that until these pending UCs are received by the Ministry, further funds under the said head won't be released thus slowing down the progress of the Scheme/programme. The Committee, therefore, recommend that the Ministry may take suitable steps to ensure that all the pending UCs of the previous year are submitted by the concerned States/ULBs and necessary funds are released to them.

Recommendation No. 15

Third Party Monitoring

The Committee note that almost all the Schemes under MoHUA has a component of third party inspection and monitoring to ensure quality of the assets created under various Schemes. In this context, the Committee are concerned to note that inspite of accountability mechanisms like UCs and third party monitoring, the quality of the assets created are far from satisfactory. The Committee are of the opinion that the third party agency selected to conduct inspection is hardly serious and frequent complaints are received from the beneficiaries. The Committee further observe that no details of inspection such as name of the agency responsible for conducting inspection, time of such inspection , etc are given to the elected representatives of that area depriving them of the opportunity to raise their concerns. The Committee therefore recommend that elected representatives from local bodies, Legislative Assemblies and Members of Parliament of the concerned ward/constituency may be involved from the stage of project formulation to implementation and may also be informed of the details of the third party inspection such as the details of the inspecting agency and the time of inspection well in time to ensure the smooth conduct of the same.

MUNICIPAL BONDS

Recommendation No. 16

The Committee observe that Schemes like AMRUT and Smart Cities Mission (SCM) have a component to raise funds through Municipal bonds. The Committee are pleased to note that various Municipal Corporations like Ghaziabad, Lucknow and 10 other cities have undergone Credit Rating Evaluation and have been successful in raising funds from the market. However, the Committee are surprised to note the extremities in the capacities of Municipal bodies of the capital city of Delhi whereby NDMC feel no need to raise funds through Municipal bonds as they have enough revenue and North MCD which do not have enough funds to even pay their staff salaries. Further, the Committee are concerned to note that SDMC though trying to raise funds through Municipal Bonds have not been given necessary approval by the Competent Authority i.e. Delhi Government. The Committee, therefore recommend the:

- (i) Ministry to take up the matter with various state Govts to impress upon the need to take suitable steps to improve the credit worthiness of various Municipal Bodies and ensure that adequate capacity building training is conducted; and,
- (ii) Ministry may take up the matter with Govt. of NCR of Delhi for enabling South Delhi Municipal Corporation (SDMC) raise funds through Municipal Bonds.

New Delhi;

23 March, 2022

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JAGDAMBIKA PAL,
Chairperson,
Standing Committee on
Housing & Urban Affairs

Standing Committee on Housing & Urban Affairs (2021-2022)

Minutes of the Sixth Sitting of the Committee on Housing & Urban Affairs held on Wednesday, 9 March, 2022

The Committee sat from 1100 hours to 1700 hours in Main Committee Room, Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Jagdambika Pal - *Chairperson*

Members

Lok Sabha

2. Smt. Hema Malini
3. Shri Adala Prabhakara Reddy
4. Shri Ramcharan Bohra
5. Shri Rahul Ramesh Shewale
6. Smt. Aparajita Sarangi
7. Shri M V V Satyanarayana
8. Shri Ram Chander Kaushik

Rajya Sabha

9. Sri Kumar Ketkar
10. Shri Digvijaya Singh

Secretariat

- | | |
|------------------------------|------------------|
| 1. Shri Vinod Kumar Tripathi | Joint Secretary |
| 2. Shri Srinivasalu Gunda | Director |
| 3. Ms. Swati Parwal | Deputy Secretary |

Ministry of Housing and Urban Affairs		
1.	Shri Manoj Joshi	Secretary, MoHUA
2.	Sh. Kamran Rizvi	Additional Secretary
3.	Ms. D. Thara	Additional Secretary
4.	Ms. Roopa Mishra	Joint Secretary
5.	Sh Kuldip Narayan	Joint Secretary
6.	Sh Kunal Kumar	Joint Secretary
7.	Sh Ved Prakash	Joint Secretary
8.	Sh Pankaj Kumar Singh	Joint Secretary
9.	Sh S. K. Ram	Joint Secretary (PSP)
10.	Sh S.S. Dubey	JS & FA
11.	Sh Jaideep	OSD(UT)
12.	Sh Dinesh Kapila	Economic Adviser
13.	Shri Avtar Singh Sandhu	CCA
Central Public Works Department (CPWD)		
14.	Shri Shailendra Sharma	DG, CPWD
National Capital Region Planning Board (NCRPB)		
15.	Smt. Archana Agarwal	Member Secy, NCRPB
Delhi Metro Rail Corporation (DMRC)		
16.	Shri Ajeet Sharma	Director, DMRC
National Building Construction Corporation (NBCC)		
17.	Dr. P. K. Gupta	CMD, NBCC
Delhi Development Authority (DDA)		
18.	Shri Manish Gupta	VC, DDA
Government of National Capital Territory of Delhi (GNCTD)		
19.	Shri Praveen Kumar Gupta	Secretary (UD), GNCTD
New Delhi Municipal Council (NDMC)		
20.	Shri Dharmendra	Chairman, NDMC
Delhi Jal Board (DJB)		
21.	Shri Udit Kumar	Chief Executive Officer, DJB
Municipal Corporations of Delhi (MCDs)		
22.	Shri Gyanesh Bharti	Commissioner, SDMC
23.	Sh. Vikash Anand	Commissioner, EDMC
24.	Sh Sanjay Goel	Commisioner, NDMC

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee convened for taking oral evidence of the representatives of Ministry of Housing & Urban Affairs on Demands for Grants (2022-23) of the Ministry.

(Thereafter the witnesses were called in.)

3. The Chairperson welcomed the witnesses. Referring to the total Budget of Ministry of **₹76,718.47crore** (Gross) for the year 2022-23 out of which, the highest allocation of about 36.6% is for PMAY(U) followed by 31.2% for MRTS & Metro Projects, 9.6% for AMRUT, 8.8% for Smart Cities Mission, 4.5% for General Pool Accomodation (Residential & Non-Residential) – CPWD among others, complimented the Ministry for higher allocation of 40% vis-a- vis the previous years Budget estimates. Pointing out to the growing urbanisation, from 37.71 crore urban population in 2011, likely to grow to 60 crore by 2031 and by 2050 more than 50 percent of country's population will live in urban areas, the Chairperson emphasized the need for huge funds for providing, augmenting and expanding basic urban infrastructure such as drainage network, sewerage treatment, solid waste management, efficient transportation network, piped water supply to each household, green cover, cycling tracks, etc. to cater to the growing urban population.

4. As there is undue delay in furnishing the replies to the questionnaires sent by the Committee Secretariat, the Chairperson while taking a serious note; directed that in future such delays be avoided and also the data given there in should be latest.

5. The Ministry gave a briefing on the overall budget outlay 2022-23, overall investment in Urban Rejuvenation, Budget Estimates, Revenue and Capital Expenditure, Actual Expenditure of the Ministry, concept of Utilization Certificate and the various schemes of the Ministry including, Pradhan Mantri Awas Yojana (Urban) and AMRUT. While discussing Third Party inspection component to ensure accountability in the outcomes of the various Schemes under MoHUA, the Committee expressed the desire

to have a separate briefing by the Ministry on how third party inspection is conducted and the methodology involved thereof.

6. On the issue of land availability in Mumbai under In-Situ Slum Redevelopment (ISSR) component of PMAY(U), on Committee's suggestion to utilize Railway's unutilized land, the Ministry requested for Committee's intervention to bring Ministry of Railways and Ministry of Ports, Shipping and Waterways on board.

(Thereafter the Committee adjourned for Lunch)

7. Post Lunch, the Ministry gave briefing on Swachh Bharat Mission (Urban), Deendayal Antyodaya Yojana-National Urban Livelihood Mission (DAY-NULM), PM-SVANidhi, Smart Cities Mission & MRTS and Metro Projects. The representatives of the Ministry replied to the various queries and concerns raised by the Members.

8. The Secretary of the Ministry was requested to furnish the replies in writing to various issues / question raised by the members for which replies are not readily available during the course of the briefing.

(Thereafter the witnesses withdrew.)

A verbatim record of proceedings has been kept.

The Committee then adjourned.

Standing Committee on Housing & Urban Affairs (2021-2022)

Minutes of the Seventh Sitting of the Committee on Housing & Urban Affairs held on Wednesday, 23 March, 2022

The Committee sat from 1030 hours to 1100 hours in Committee Room C, Ground Floor, Parliament House Annexe, New Delhi.

PRESENT

Shri Jagdambika Pal - Chairperson

Members

Lok Sabha

2. Shri Sanjay Kumar Bandi
3. Shri Ramcharan Bohra
4. Shri Benny Behanan
5. Adv. A. M. Ariff
6. Shri Shankar Lalwani
7. Shri Sudhakar Tukaram Shrangare
8. Shri Sunil Kumar Soni
9. Smt. Hema Malini
10. Shri Hasnain Masoodi
11. Shri P.C. Mohan
12. Shri Adala Prabhakara Reddy
13. Shri Ramesh Chander Kaushik

Rajya Sabha

14. Shri Ram Chander Jangra
15. Shri Kumar Ketkar
16. Thiru K.R.N. Rajesh Kumar
17. Shri Sanjay Singh
18. Shri M. J. Akbar
19. Shri Subhasish Chakraborty
20. Shri Digvijaya Singh

Secretariat

- | | |
|----------------------------------|-------------------------|
| 1. Shri V.K. Tripathi | Joint Secretary |
| 2. Shri Srinivasulu Gunda | Director |
| 3. Ms. Swati Parwal | Deputy Secretary |

2. At the outset, the Hon'ble Chairperson welcomed Members of the Standing Committee on Housing & Urban Affairs for the Sitting of the Committee.

3. The Committee then took up for consideration the Draft Report on "Demands for Grants (2022-23) of the Ministry of Housing and Urban Affairs" and adopted the same with minor and editorial modifications in the light of suggestions made by the Committee.

The Committee then adjourned.
