

PART I

**RATIONALISATION
OF THE
FUNCTIONS, ACTIVITIES AND
STRUCTURE OF THE
MINISTRY OF URBAN DEVELOPMENT
AND
POVERTY ALLEVIATION**

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Ministry of Urban Development and Poverty Alleviation

Executive Summary

1. The present Ministry of Urban Development and Poverty Alleviation was formed in May 2000 by bringing together Ministry of Urban Development and Ministry of Employment and Poverty Alleviation. The Ministry has five attached offices, three subordinate offices, eight statutory and autonomous bodies and three public sector undertakings.
2. Department of Urban Development and the Department of Urban Employment and Poverty Alleviation both administer a number of centrally sponsored plan projects, for which funds are provided to the states.
3. Central Public works Department is the largest Department of the Ministry. It is recommended that Director General of the Department may be delegated substantial powers for day to day administration of the Department and he may also work on a single file system with the Ministry. To enable him to perform effectively, he may be given a full time FA and support of a few Additional DGs in his office.
4. The Department has created several posts of ADGs in the field, who have not been delegated any authority and have merely become an additional channel of communication causing delay in decision making. This undermines the role of a Chief Engineer and the position of his office should not be devalued. Other posts of ADGs are therefore not justified, but if required for cadre considerations, then a solution may be found without adding to the hierarchy.
5. At the Zone level, all officers of different disciplines should report to the chief Engineer of the Zone so that there should be one point accountability. The posts of CE may be held from both disciplines (civil and electrical) in the ratio of their cadre strength.
6. There are far too many levels in CPWD. It is recommended that the level of Junior Engineer and Assistant Engineer may be amalgamated and both may report directly to the Executive Engineer. The hierarchical chain of JE/AE-EE-SE-

CE and ADG is far too long and a Committee may be appointed to reduce at least one level and also to review the norms for staffing.

7. The budgetary control and accounting system needs to be re-designed and strengthened, using computers wherever feasible.

8. There is need for improving the productivity of the Department. It is recommended that the establishment cost should be brought down and the productivity increased by 20% per annum.

9. CPWD also provides support to Government of Delhi. It is recommended that this work may be transferred to Delhi Government.

10. There is vast scope for introducing the use of computers for improving the efficiency of the Department and time bound plan may be put in place for computerization of the accounting, billing, etc.

11. Work charged staff today receive salary and all facilities like regular government employees. They are also governed under the Minimum Wages Act, which is an anomalous situation. It is recommended that an urgent view may be taken on treating them either as government employees or industrial employees.

12. Automation may be introduced on the electrical side for various operations and this will reduce the requirement of staff. It is also recommended that 600 posts of draftsmen and 200 posts of Assistant ADs may be reduced.

13. It is recommended that outsourcing for jobs should be explored both for projects and maintenance.

14. Directorate of Horticulture may also improve its productivity. It may surrender 100 posts of Malis who were attending the work which has since been transferred to NDMC. Outsourcing may be explored for different jobs.

15. Department of Printing has 21 Presses. The Department has decided to amalgamate 4 Presses with nearby Presses. Three Text Book Presses are likely to be transferred to State Governments. Efforts may be made to transfer Presses which are doing the work of Department of Posts to that Department. Printing is not a core function of the Government and the Department may retain only a few Presses required for work relating to Budget, Parliament, Rashtrapati Bhavan. All other Presses may be closed. Forms Store may also be closed down. There is

also no need to establish a training institute which the Department proposes to establish at Shimla. The accounting work is very weak and it is recommended that an efficient cost accounting system should be put in place in a time bound manner, if necessary by hiring professional help.

16. Directorate of Estates should computerize its work and thereafter make a fresh assessment of staff requirement. The work of posting recoveries of rent should be computerized. "No dues" certificate for retiring employees should not be necessary and pension may be finalized after taking an indemnity bond. This Directorate may sell or transfer to MCD/NDMC all markets and shops, transfer holiday homes to State Tourist corporations. Houses for top functionaries may be earmarked so that expenditure on special services may be kept to the minimum. Standard rent for government housing should be revised every five years. Office accommodation for top level functionaries should be regulated as per norms and accommodation in Vigyan Bhavan Annexe should be given only to Committees and Commissions for a short term and not to organizations on a long term basis.

17. Land & Development Office should computerize land records, revise lease rents, transfer rehabilitation colonies to NDMC and speed up conversion to free hold. There should be 50 per cent reduction in categories of C & D employees. A work study may be carried out by SIU to determine the staff requirement.

18. Stationary Office at Kolkata may be closed down and the staff declared surplus.

19. Publications Department should work on a commercial basis, computerize its billing, stock and dispatch. Armed Forces publications should be transferred to Army Postal Service. The staff strength should be reviewed by SIU.

20. Town and Country Planning Organisation may computerize its work. The technical posts may be filled directly by taking exemption from UPSC. There is scope for reduction of C& D group posts by 30 per cent. A work study by SIU may be carried out to determine staff strength.

21. National Building Organisation should be closed down. National Building & construction Corporation is a good candidate for disinvestment. Hindustan Prefab should also be closed down.

22. The Commission has not been able to study DDA and there is need for a study to determine its future role and the required staff strength. DDA should also computerize its records.
23. Delhi Urban Arts Commission should shed 11 posts and its work should be reviewed by a Committee. National Capital Regional Planning Board should be downsized. It may have a small cell under a Joint Secretary of the Ministry. Planning Cells in the States may be closed. Building Materials and Technology Promotion Council should be reviewed by SIU. National Institute of Urban Affairs may seek outside projects and meet its own expenditure upto 50 per cent so that it may enjoy greater autonomy.
24. In the Ministry of Urban Development and Poverty Alleviation, it is recommended that the post of Secretary, Department of Urban Employment and Poverty Alleviation may be abolished and the Joint Secretary in that Department may report to Secretary, Urban Development.
25. Consequent to delegation of enhanced powers to DG, CPWD, 20 posts in the Department of Urban Development relating to CPWD may be abolished. Post of FA in the Ministry may be downgraded to Joint Secretary.
26. The post of Economic Adviser and all the support staff in that Division may be abolished.
27. Considering that a large number of cases go for arbitration, it is suggested that a fee may be levied to discourage frivolous or excessive claims. Arbitrators may be appointed from Ministry of Law or some other Department.
28. Public Health Environment and Engineering Organisation may be downsized and the work of urban water supply should be transferred to Department of Drinking Water Supply. SIU may be asked to recommend the staff requirement.
29. Finance Division may shed one desk consequent to creation of a separate FA for CPWD.
30. Posts sanctioned for work relating to Urban Land Ceiling may be abolished. INTACH may be transferred to Department of Culture. Delhi Water Supply and Sewage Undertaking may be transferred to Delhi Government.

1. Introduction

1.1 The Ministry was formed on 13th May 1952 as the Ministry of Works, Housing & Supply. Later, following the formation of a separate Ministry of Supply, it was renamed the Ministry of Works & Housing. In September 1985, the name was changed to Ministry of Urban Development to give greater focus to urban developmental issues. A separate Department of Urban Employment & Poverty Alleviation was formed in March 1995, and the Ministry came to be called as Ministry of Urban Affairs & Employment; consisting of the Department of Urban Development and the Department of Urban Employment & Poverty Alleviation. In April 1999, the two departments were merged and the erstwhile Ministry of Urban Affairs & Employment was renamed as Ministry of Urban Development. Later, in October 1999, the Ministry was bifurcated into two ministries viz.: Ministry of Urban Development and Ministry of Urban Employment and Poverty Alleviation. Subsequently, on 27th May 2000, the two were again brought together and named Ministry of Urban Development and Poverty Alleviation. It has now two departments viz. the Department of Urban Development and the Department of Urban Employment and Poverty Alleviation. The organisational chart of the Ministry is at Annexe I, while the functions allocated to the two departments is at Annexe II.

Department of Urban Development

1.2 The Department of Urban Development deals, interalia, with policy formulation in the areas of urban development, urban water supply and sanitation and urban transport. Though these are state subjects, the Department has been coordinating and monitoring the various activities in these areas. The Department also deals with construction and maintenance of Central Government office and residential buildings (other than those of Defence Forces, Railways and Communications), Central Government land and property. These functions are performed through the CPWD. The administration of the Central Government

estates (including Hostels), printing, sales of Central Government publications, and procurement of stationery for Central Government offices also form part of the functions of the Department.

1.3 The organisations functioning under the Department include:

Attached Offices

- i) Central Public Works Department;
- ii) Directorate of Printing;
- iii) Directorate of Estates; and
- iv) Land & Development Office.

Subordinate Offices

- i) Department of Publication;
- ii) Government of India Stationery Office; and
- iii) Town and Country Planning Organisation.

Public Sector Undertaking

National Buildings Construction Corporation Ltd.

Statutory & Autonomous Bodies

- i) Delhi Development Authority;
- ii) Delhi Urban Art Commission;
- iii) National Capital Region Planning Board;
- iv) National Institute of Urban Affairs; and
- v) Rajghat Samadhi Committee.

Department of Urban Employment and Poverty Alleviation

1.4 The Department of Urban Employment and Poverty Alleviation deals interalia, with policy formulation in the areas of urban housing and urban poverty alleviation. These are also state subjects but the Department has been coordinating and monitoring the various activities in these areas.

1.5 The organisations functioning under the Department include:

Attached Office

National Building Organisation.

Public Sector Undertakings

- i) Housing and Urban Development Corporation Ltd.; and
- ii) Hindustan Prefab Ltd.

Statutory & Autonomous Bodies

- i) Building Materials and Technology Promotion Council;
- ii) Central Government Employees Welfare Housing Organisation; and
- iii) National Cooperative Housing Federation of India.

1.6 The administrative, financial, establishment services are common for both the Departments.

1.7 The staff strength of the Ministry, as on 1.5.2001 is given in the table below:

Group	Sanctioned	In position
A	86	74
B (G)+	40	39
B (N.G)#	92	90
C	182	174
D	121	108
Total	521	485

+G – Gazetted #NG – Non-Gazetted

The total staff strength, including those of the various formations functioning under this Ministry is quite large, being over 67,000.

2. Activities of Department of Urban Development

2.1 The work of the Department is distributed into the following :

1. Delhi Division
2. Printing, Stationery and Publication Division
3. Public Health Engineering Sections

4. Central Public Health & Environmental Engineering Organisation
5. Urban Community Development / Local Self Government Technical Cell
6. Urban Development Division
7. Urban Land Ceiling Unit
8. Urban Transport
9. Works Division

2.2 The Delhi Division deals with the National Capital Region, DDA, General Housing Policy, Master Plans, Zonal Development Plans of Delhi, unauthorised construction and encroachment of public land in Delhi. Printing, Stationery and Publication Division deal with, inter alia, Government of India Presses, Department of Publications, Government of India stationery offices, Directorate of Printing, purchase of stores for printing. Central Public Health Engineering & Environment Organisation deals with technical matters relating to urban water supply and sanitation, solid waste management, assistance from international bodies on solid waste management and urban water supply and sanitation, organization of training programmes, conducting research and preparation of manual in the field of public health environment and engineering. Urban Development Division handles matters relating to Centrally Sponsored Urban Development Plan Projects, assistance from international agencies for Urban Development Plan Projects, Town & Country Planning Organisation. The Urban Community Development / Local Self Government Technical Cell deals with establishment matters of National Institute of Urban Affairs, Local Self Government / Municipal matters. The Urban Ceiling Unit deals with matters relating to Urban Land (Ceiling and Regulation) Act, 1976, Delhi Rent Control Act, Delhi Apartment ownership Act, 1946 and matters relating to Delhi Real Estates Developers Regulation Bill. The Urban Transport Division handles urban transport planning, Delhi MRTS project. The Works Division deals with CPWD, its establishment and other matters.

2.3 Department of Urban Development has a budget of around Rs. 1160 crore, a good part of which is earmarked for Centrally Sponsored Plan Projects.

Rs. crore

Major Head	RE 1999-2000			RE 2000-2001			BE 2001-2002		
	Plan	Non Plan	Total	Plan	Non Plan	Total	Plan	Non Plan	Total
Revenue	226.59	273.50	500.09	245.82	279.08	524.90	362.30	294.65	656.95
Capital	373.41	66.50	439.91	398.27	64.22	462.49	436.76	63.75	500.51
Total	600.00	340.00	940.00	644.09	343.30	987.39	799.06	358.40	1157.46

Centrally Sponsored Schemes

2.4 A Major activity of the Ministry is the monitoring of the Centrally Sponsored Plan Schemes in the areas of water supply & sanitation, urban development, urban transport, housing and poverty alleviation programmes. This basically involves release of funds to state governments. In spite of the fact that these schemes have been in operation for long and large amounts have been spent, no evaluation of the impact of the schemes or the delivery system appears to have been made. These schemes are being continued from year to year, the only justification being that the stated objectives are yet to be achieved. One possible reason for not attaining the objectives could be the plethora of schemes and a host of agencies, which makes it difficult at the field level to ensure proper execution. A solution could be that the Ministry identifies 3 or 4 schemes it considers to be of prime importance and transfer the rest to the state governments. States could include them in the state plan proposals. In respect of schemes Ministry proposes to monitor, it may develop an appropriate evaluation mechanism and a MIS (as it has done in the case of water supply and sanitation schemes), which would provide for an appropriate reporting format and disseminate the same to the agencies executing the schemes. Pending that, a monitoring committee may be constituted in the Ministry headed by the Additional Secretary with the Financial Adviser and the Joint Secretary in charge of the scheme as members to periodically monitor implementation using the MIS. It is also suggested that a

review of the impact of these schemes may also be carried out by a Committee in time bound manner. Funds can be released to the States as per a fixed schedule, perhaps in two instalments; in June, after the budget is passed and in December after detailed evaluation of the implementation of work done in previous year.

2.5 The various programmes in the areas of water supply and sanitation, urban development and urban transport are discussed below.

Water Supply and Sanitation:

2.6 Urban water supply and sanitation, including solid waste management, falls under States' jurisdiction. It is estimated that 90% of the population in urban areas have access to drinking water and 49% have access to sewerage and sanitation facilities. Most of the schemes of water supply and sanitation are planned, executed and maintained by the State Government Departments / Local Bodies. As will be seen from the details of the expenditure incurred by the Centre & States on water supply and sanitation (Appendix-I), Centre's contribution is quite insignificant. This raises the question as to the role of Central Government in this area. There is not much merit in the Central Government handling schemes in this area, unless it is for a specific purpose of a high priority, where Central intervention is absolutely essential. Viewed this way there is case for discontinuing these schemes at the end of this plan period.

Centrally Sponsored Accelerated Urban Water Supply Programme (AUWSP)

2.7 The major programme handled by the Department is the Accelerated Urban Water Supply Programme. Under the programme, Centre provides funds to the States / Local Bodies for providing drinking water in small towns having population less than 20,000 (1991 census). It was launched in March 1994. The pattern of funding is 50:50 by States and Centre. As of 27-2-2001, Centre has released Rs. 262.06 crore towards the project and States Rs.169.96 crore. The expenditure reported is Rs. 283.07 crore. The provision in the current year's budget is Rs.95 crore.

2.8 Coordination of matters relating to drinking water supply in urban and rural areas is one of the functions entrusted to the Department of Drinking water supply. In practice, however, there seems to have been very little coordination in the efforts of that department and that of the Department of Urban Development.

2.9 Two points merit attention:

1. With a ceiling on 20,000 population prescribed under the scheme, many of the smaller towns covered will be of a size no bigger than a large village.
2. The benefits of the people could be optimized if the water supply programmes for such small towns are drawn up in an integrated manner with those of the adjoining villages as well.

2.10 It is therefore recommended that this scheme for the provision of drinking water in small towns of less than 20,000 be transferred to the department of drinking water supply so as to bring about better coordination.

2.11 It has been highlighted by the National Commission on Urbanisation in its report of August 1988 that there is no long term planning for urban water needs and there is constant paucity of funds. Ministry of Water Resources while evolving basin development plans for major rivers for the purpose of irrigation and hydropower development, considers urban water supply only as a residual item. The Commission, therefore, recommended that unified plans should be drawn up for all water resources and their utilization, both for agriculture and for urban use and that allocation of water resources should be done in an integrated manner treating all uses on equal footing. At the same time, while considering water supply in urban areas it has to be in the overall context of the National Water Policy that is formulated by the Ministry of Water Resources and should also take into account water augmentation plans. A suitable mechanism for consultation and coordination between the Ministry of Water Resources, Department of Urban Development and the Department of Drinking Water Supply, which addresses mainly the issues of providing drinking water supply in rural areas, would therefore need to be put in.

Solid waste management

2.12 In order to avoid bird hits, which are posing major problems at airports, an Inter Ministerial Joint Sub-Committee was constituted by the Ministry of Defence in February 1989, which recommended measures for cleaning up the areas around airfields. The Department provides financial assistance to State Government / Urban Local Bodies to the extent of 100% to meet the capital cost and also operation and maintenance cost for a period of 5 years. Thereafter, the concerned local bodies are to take over.

2.13 In accordance with the recommendations made by the Committee set up by the Supreme Court of India for solid waste management, a Technology Advisory Group was set up in August, 1999 under the Chairmanship of Adviser (PHEE), Central Public Health and Environmental Engineering Organisation of the Department for collecting information on proven technologies and for providing technical advise to local bodies etc. The Scheme is yet to take shape.

Urban Development

2.14 There are two Centrally Sponsored Schemes viz. Integrated Development of Small and Medium Towns (IDSMT) and Centrally sponsored Scheme for Infrastructure Development in Mega Cities. There are externally aided projects funded by World Bank, ADB, WHO and USAID handled by the Department.

(i) Integrated Development of Small and Medium Towns (IDSMT)

2.15 This Scheme was initiated during the Sixth Plan (1979-80) and has been in operation since then. It aims at improvement of infrastructure in selected towns with growth potential so that these could emerge as regional centres of economic growth and employment, thus reducing the pressure on urban centres. The scheme covers towns having population up to 5 lakhs and finances works relating to strengthening/upgradation of master plan roads, street lighting, cleaning up of drains, sites, markets and development of bus/truck terminals, shopping complexes, tourist parks. The cost is met by Centre, States and Financial Institutions. The Central assistance provided under the scheme from 1979-80 amounted to Rs.389 crore (as on 2nd November 2000) covering around 1005

towns, while the States released Rs. 262 crore and the Financial Institutions released Rs. 62 crore. It has been reported that Rs.629 crore has been spent under various projects so far.

(ii) Centrally sponsored Scheme for Infrastructure Development in Mega Cities

2.16 This scheme was initiated in 1993-94. It covers Mumbai, Kolkata, Chennai, Bangalore and Hyderabad. Nodal agencies have been identified in these cities and funds are made available to them by the Centre and State Governments through loans and grants such that 75% of the Central and State finances are recovered back into a Revolving Fund placed at the disposal of the nodal agencies for maintenance and development of infrastructural assets on a permanent basis.

The details of the progress achieved up to the end of December 2000 is set out below:

Rs. in crore

No. of Projects approved	Projects completed	Centre share	State share	Institutional Finance	Total funds	Expenditure incurred
389	94	578	653	923	2154	1288

2.17 The investments made by the States and Centre on urban development may be seen from Appendix-2. The funds made available are too meagre to make an impact and would need substantial augmentation. An estimate suggests that urban infrastructure alone would need a sum of Rs.2,50,000 crore in the next ten years and only ten percent of this may be available from Government sources.

Urban Transport

2.18 The Department of Urban Development has been functioning as the nodal Department for planning and coordination of matters relating to urban transport. However, Ministry of Road Transport & Highways deals with road transport and the Ministry of Railways deal with rail transport. As an incentive, Department

provides a subsidy equivalent to 40% of the total cost of the feasibility studies on urban transport systems. So far, feasibility studies for improvement of traffic and transportation at Delhi, Kolkata, Chennai, Hyderabad, Bangalore, Jaipur, Ahmedabad, NOIDA, Jammu, Cuttack, Bhubaneshwar, Shimla, Lucknow-Kanpur and Lucknow corridor have been completed. Feasibility studies for integrated mass transport in Agra city and Agra-Mathura-Firozabad-Fatehpur Sikri-Taj-Trapezium have also been completed. Feasibility study for comprehensive traffic and transportation plan for Kochi, Thiruvananthapuram, Bhopal, Indore, Gwalior urban areas are in the pipeline.

2.19 The major project under implementation is Delhi Metro Rail Transport System (MRTS). The project is being implemented through a joint venture company viz. Delhi Metro Rail Corporation Ltd. with equal equity by Government of India and Government of National Capital Territory of Delhi. Till 31.12.2000, 10.7% of the physical target has been achieved and by March 2005, the project is expected to be completed.

2.20 The other two projects being taken up are the rail transport systems in Bangalore and Hyderabad for suburban commuters. These are still in the initial stages.

3. Activities of Department of Urban Employment and Poverty Alleviation

3.1 The main activities of the Department are in the areas of housing and urban poverty alleviation programmes. These are State subjects. The Department formulates policy guidelines and provides financial support through centrally sponsored plan schemes. The budget of the Department is as below:

Rs. crore

Major Head	RE 1999-2000			RE 2000-2001			BE 2001-2002		
	Plan	Non Plan	Total	Plan	Non Plan	Total	Plan	Non Plan	Total
Revenue	336.70	178.35	515.05	113.00	7.55	120.55	206.00	7.27	213.27
Capital	33.30	5.00	38.30	159.00	10.00	169.00	174.00	10.00	184.00
Total	370.00	183.35	553.35	272.00	17.55	289.55	380.00	17.27	397.27

Housing

National Housing and Habitat Policy, 1998

3.2 The National Housing and Habitat policy, evolved in 1988, was reviewed and a revised policy was formulated in 1998 to address the issues of sustainable infrastructure development and building a strong public-private partnership. Reviewing the housing scenario, the Policy notes,

- i) The housing shortage in the country is estimated at 22.90 million units (1991 Census) of which, more than 90% of shortage is for the poor and the low-income category. This deficit, along with the needs of housing during the Ninth Plan, would need an investment of Rs.1,51,000 crore. It has been estimated that not more than 25% of this will flow from banks, financial institutions, Central and State governments. The bulk of the growth in housing is expected from the informal and household sectors. It notes that no housing policy can make any significant headway without massive participation of the private sector. This has not been forthcoming in the past and hence the galloping deficit in housing stock.
 - ii) The Government through the National Agenda declared Housing for All as a priority area and has decided to focus on the housing needs of citizens in general and that of the poor and the deprived in particular. Towards this end, the Agenda sets a target of construction of 2 million houses every year with emphasis on the poor and deprived.
 - iii) The National Agenda also emphasizes that housing activity would be an engine for substantial generation of employment in the country. The economy can only be revived by vigorous housing activity spread throughout the length and breadth of the country. To this end, all legal and administrative impediments that stand in the way should be removed forthwith.
- Building upon past experience, the Policy calls for creating a strong Public-Private partnership for tackling the housing and habitat issues. In this joint

partnership, the Government would provide fiscal concessions, carry out legal and regulatory reforms and create an enabling environment and the private sector as the other partner would be encouraged to take up land acquisition, housing construction and invest in infrastructure services.

Housing projects

3.3 Department is involved in formulating the broad policy framework for housing sector and monitoring the implementation of the social housing schemes, particularly for the weaker section of the society. To promote private housing, the Government has provided various fiscal concessions to the housing sector in recent years. A major project of the Department is the Night Shelter Scheme. The details are discussed below.

Night shelter and sanitation facility for urban footpath dwellers

3.4 This is a centrally sponsored plan scheme to provide night shelters and sanitation facilities to footpath dwellers in urban areas. The scheme is being implemented through HUDCO. Centre provides 20% subsidy and the rest of the contribution is to come from the implementing agency or through loans from HUDCO. As of 12-2-2001, HUDCO has sanctioned loans amounting to Rs.41.99 crore, with Government subsidy of Rs.40.10 crore for 104 schemes to provide 18,217 beds, 25,383 pay and use toilet seats, 1,874 baths and 1,882 urinals. Over four lakh footpath dwellers appear to have benefited from the scheme. The scheme should be reviewed to ensure that it has made the desired impact and that the costs are not disproportionately high, and whether the scheme needs to be continued.

Building Centres

3.5 A Centrally Sponsored Scheme of establishing a national network of Nirman or Nirmithi Kendras (Building Centres) was launched in 1998 to train artisans and others on transfer of appropriate technology in low cost construction.

Under the Scheme, Centre provides a grant of Rs. 3 to 5 lakhs in each case depending on the level of activity being undertaken. In addition, HUDCO provides loan of upto Rs. 22 lakhs. As on 18-2-2001, 583 centres have been sanctioned, of which 433 have become functional. Grants to the extent of Rs. 14.58 crore has been released so far. These Centres are estimated to have trained over two lakh construction workers. This scheme needs to be reviewed to determine its impact. The formulation and implementation of the scheme could well be transferred to the States, with the Centre merely providing the funds on an agreed basis.

International Assistance

3.6 There are various externally funded projects in the Housing sector from the World Bank, ADB and WHO for which the Department is the nodal agency. Over the years, most of the states have developed expertise in the field and have been implementing internationally aided projects. Except for initial clearance, it does not appear that the Department should get involved. It should be left to the states to take up such projects directly with the Ministry of Finance.

Poverty Alleviation Programme

Evolution of poverty alleviation programmes

3.7 The origin of Urban Poverty Alleviation initiatives can be traced to the Community Development Programme, which began in the early 1950's. The first formal attempt to experiment with the community development approach in cities was the Urban Community Development (UCD) pilot project, which was started in 1958 and followed by a series of UCD pilot projects, based on an area-oriented approach. Subsequently, Environmental Improvement of Urban Slums (EIUS) was identified as a basic need of slum population in the Fifth Five Year Plan and consequently, the Scheme of EIUS was started in 1972 at a Central level to provide basic physical facilities to urban poor like safe drinking water, sewerage, storm water drains, community baths and latrines, street lighting etc. This Scheme was later transferred to State Governments in 1974.

3.8 In the Seventh Five-Year Plan conscious attempt was made to address urban poverty issues directly. In 1981-84, Government of India decided to implement the programme of Urban Basic Services (UBS) in 42 towns which was

subsequently extended, with collaboration of the UNICEF, to 168 towns. The UBS aimed at catering to the basic physical and social needs of the urban poor with a view to improving their living conditions.

3.9 Subsequently, as a follow up of the recommendations made by the National Commission on Urbanisation (NCU), a major comprehensive programme addressing the issues of growing incidence of poverty in urban areas, was started in 1989, when the Government of India adopted a four pronged strategy comprising (a) employment creation for low income communities through promotion of micro enterprises and public works; (b) housing and shelter upgradation; (c) social development planning with special focus on development of children and women; and (d) environmental upgradation of slums. Based on the above mentioned strategy, two schemes were launched for the betterment of urban poor, namely, (i) the Nehru Rozgar Yojna (NRY) launched in 1989; to cater to the economic needs of the urban poor by providing them employment opportunities through skill upgradation and assistance for setting up their own micro enterprises; and (ii) the Urban Basic Services for the Poor (UBSP) which was a modified UBS Programme, started in 1990. The UBSP Programme envisaged fostering community structures comprising urban poor for ensuring their effective participation in development activities.

3.10 Later, the Prime Minister's Integrated Urban Poverty Eradication Programme for improving the quality of life of urban poor by creating a facilitating environment for them through community based planning and implementation was launched in 1995, the objective of the scheme being effective achievement of social sector goals, community empowerment, employment generation and environmental improvement. The programme was made applicable to 345 Class II towns and 79 specifically identified district headquarters and hill areas.

3.11 However, the low allocations resulted in these programmes receiving low priority both in the State Governments as well as with the Urban Local Bodies.

3.12 A working Group on Urban Poverty set up by the Planning Commission in 1995, has examined the various aspects of the existing schemes and made recommendations for their improvement. The working Group felt that a single

programme (umbrella programme) must be introduced combining the basic features of the existing schemes while making suitable modifications to minimize existing weaknesses. Consequently, a new scheme called Swarna Jayanty Shahari Rozgar Yojana was designed.

Swarna Jayanty Shahari Rozgar Yojana

3.13 This programme, designed to replace the UBSP, NRY and PMIUPEP, was launched on 5th August 1997. It consists of three sub-schemes, namely, (i) Urban Self-Employment Programme (USEP); (ii) Urban Wage Employment Programme (UWEP); and (iii) Community structure Component. The USEP applies to all urban areas irrespective of the size whereas the UWEP applies to urban areas the population of which as per the 1991 census was less than 5 lakhs. Both are founded on the UBSP approach and the Community Development Societies are expected to play a major role in the implementation of the Programme. The urban Self-employment Programme provides assistance to individual beneficiaries or group of urban poor women for setting up self-employment ventures. Under the Urban Wage Employment Programme beneficiaries living below the poverty line are given employment for construction of socially and economically useful public assets. For strengthening community structures, training is imparted to elected representatives, functionaries of urban local bodies, field functionaries like project officers, community organizers etc. through National Training Institutes and other Training Institutes. The programme is funded on a 75:25 basis between Centre and States.

3.14 The expenditure incurred on the above programmes is given below:

(A) Urban Self-Employment Programme (USEP)

	1997-98	1998-99	1999-2000	2000-2001 (Upto 31.12.2000)
Release of funds *	6,241	8,262	5,023	1,611
Expenditure incurred *	416	2,092	7,735	6,532
Number of beneficiaries	10,382	42,643	1,35,185	78,824

* Figures in Lakhs.

(B) Urban Wage Employment Programme (UWEP)

	1997-98	1998-99	1999-2000	2000-2001 (Upto 31.12.2000)
Release of funds*	3,018	4,875	5,157	1,041
Expenditure incurred*	631	8,226	17,781	1,0378
Number of man-days of work generated*	51.10	65.88	101.39	138.02

* Figures in Lakhs

(C) Community Structure (CS)**

	1997-98	1998-99	1999-2000	2000-2001 (Upto 31.12.2000)
Release of funds*	603	2,710	1,697	453
Expenditure incurred*	1,046	1,054	990	133
Number of beneficiaries	106.38	195.02	254.06	279.24

* Figures in lakhs.

** Community Structure is a continuing process and the number of beneficiaries shown is cumulative.

3.15 The analysis relating to the Attached Offices, Subordinate Offices, Public Sector Undertakings, Statutory and Autonomous Bodies is presented in the subsequent pages.

4. Central Public Works Department (CPWD)

4.1 CPWD is an attached office of the Department of Urban Development. Its origin can be traced back to 1863. However, it was formally created in its present form in 1930. It handles the works relating to construction and maintenance of Government office buildings and residential accommodations, border fencing, road projects, flood lighting works, construction of hospitals, bridges, airports etc. It has a total staff of 46,232 of which 5813 are Civil Engineers, 2255 Electrical and Mechanical Engineers, 521 Architects and 185 Horticulturists. The Director

General is the head of the organisation. With headquarters at Delhi, it has field units all over India, its jurisdiction being divided into seven regions, each headed by an Additional Director General. It has various projects in pipeline consisting of construction/maintenance of office buildings, hospitals etc.

4.2 Its strengths have been its ability to undertake construction works in difficult terrain, vast and competent engineering talent, countrywide presence and established systems and procedures. Its weaknesses have been its low growth rate, shrinking customer base, low employee morale, time and cost over runs and poor public image. To suggest improving its effectiveness, CPWD had engaged the Management Development Institute, Gurgaon to undertake a management study of its internal systems and processes. The Institute has since submitted its proposals, which are under the consideration of CPWD and the Department of Urban Development. It has suggested, inter alia, changes in the areas of organizational structure, project management, contract management, strengthening of human resources management and new technology adoption.

4.3 In a competitive environment developing in the country, time of delivery and cost of service are going to be of paramount importance. Whereas the MDI report speaks of shrinking customer base it has not identified the inefficiencies, which lead to delays and other factors that contribute to what it calls "eroding public image". The study does not also suggest any measures to reduce the costs. CPWD is abundantly capable of fulfilling its mandate, but will need to re-structure itself and shake off time-consuming procedures. It will also need more autonomy and flexibility in its working to increase organizational efficiency.

Reorganization of the top set up of CPWD

4.4 A number of Committees/Study Groups, from 1968 onwards have recommended re-organizing the top set up of CPWD into a Central Public works Board so that both responsibility and authority vest in the Head of the Department. The present arrangement leads to unavoidable duplication of work and delays. Government have not accepted the recommendation to set up a CPW Board. However, to overcome the problems, a Management Committee was constituted in 1978, reconstituted in 1988 and again in 1991. The Committee held meetings

up to February 1992 but never met thereafter. This Committee was set up to quicken the pace of decision making in respect of issues concerning CPWD, instead of routing files in different sections of the Ministry in normal way which took long time. While, this Committee has been re-constituted once again in February 2001, it does not appear to be functioning the way it was intended.

4.5 Considering that this is a large organization with a total staff strength over 46,000, it would help to reduce the red tape and speed up processing of proposals, if in areas of work "internal" to CPWD in financial, administrative and personnel matters, substantial powers are delegated to the DG, CPWD, with suitable sub delegation down the line. In all these matters this office could be put on a single file system with the ministry, with the DG reporting directly to the Secretary. As already recommended by the Expenditure Reforms Commission in the case of DGS&D, only larger issues like promotions to the level of ADGs and DGs, their transfers, postings, disciplinary and vigilance cases and all those cases where government approval is necessary would need to be separately processed in the ministry. It is therefore recommended that that the ministry should quickly in consultation with the Department of Expenditure, Department of Personnel and the DG, CPWD work out the modalities of such substantially increased delegation of powers to the DG, CPWD within a period of three months so that these can be made operational by 1.1.2002 or 1.2.2001 at the latest. One post of Financial Adviser in the rank of Joint Secretary, could be created in CPWD with matching savings being provided by surrender of the equivalent level posts in CPWD. If this appointment could be made straightway, then this officer could within next three months work out and put in place necessary finance and accounting systems in the organization. The aspects mentioned in para 4.12 would need to be taken into account in this regard. DG may be assisted by a few ADGs in matters relating to works, personnel management and administration, Architecture, Standardization, Quality Control, Horticulture, etc. The DG, assisted by this team of ADGs and the Financial Adviser, would then be fully equipped to handle the increased delegation of powers.

4.6 The span of control norm of 3:1 that prevails all along the line, has been extended to the level of ADGs also when that level was created. Consequently, there is now one post of ADG for every three posts of Chief Engineers. Apart from the fact that the norm itself requires revision, taking into account the enormous strides in the communication facilities, in terms of personal transport as well as IT facilities, the induction of the post of ADG for supervising the work of the Chief Engineers in the field leads to undermining the role of the Chief Engineers considerably. All along the Chief Engineer, even as the name implies, was considered lynch pin in the chain. This position should not be devalued. Thus, while there could be a case of appointment of some ADGs in the headquarters to support the DG, the appointment of such ADGs in the fields should be discontinued. At present, there is one ADG for each of the three regions, South, East and West and four for the Northern Region and one for border and another for training. All these posts intended for supervising the work of CE's should be abolished. It can be argued that the creation of so many posts of ADGs has been necessitated because of cadre management issues. Even so such cadre pressures should not be allowed to disrupt the normal hierarchical functioning in any organization. The same argument can be advanced in practically every other cadre. The solution to the cadre problems would have to be found without adding to the levels in the hierarchy. This is important considering that there is in fact a need for a reduction in levels for the reasons stated earlier.

Coordination at Zone level

4.7 CPWD is a service department and is the principal civil construction agency of Government of India for construction and maintenance of Government assets. It executes projects on turnkey basis from concept to completion including providing all services related to Civil, Architecture, Electrical and Horticulture services. Normally the Chief Engineer in-charge of the zone is accountable to the clients for execution of works. However, in the existing arrangement, officers of each discipline look after the works pertaining to their disciplines and no single officer is accountable for the complete job. Superintending Engineer (civil) and

Superintending Engineer (Elect.) are senior field functionaries whereas Senior Architect is responsible for coordination of pre-construction activities. However, only the Superintending Engineer (Civil) reports to the Zonal Chief Engineer and Superintending Engineer (Elect.) and Senior Architect who are also considered part of the zone do not report to Zonal Chief Engineer.

4.8 It is likewise necessary to put in place arrangements for securing complete coordination of works at the level of zonal Chief Engineer to bring efficiency in the systems and reduce time overruns and cost overruns with clearly defined accountability. For timely execution of the project, within a stipulated cost and having desired quality, it is necessary to integrate the working of all the disciplines viz. Civil, Electrical, Architecture and Horticulture at Zone level to have a unified system of working. For this, it is necessary that SE (Civil), SE(Elec.) and Senior Architect are kept under the administrative control of Chief Engineer of the zone and their Confidential Reports are written by the Zonal Chief Engineer. This system was already existing up to early 90s. There should be no need to have separate CEs (Electrical). Instead, the posts of CEs should be available for being filled up from both civil and electrical engineers cadres in the ratio of their cadre strength.

4.9 There are today too many levels in the hierarchy, which also contributes to delay. CPWD is organized in Divisions, each headed by an Executive Engineer. Below an EE, there are AEs, and below that there are JEs. After the 5th Pay Commission, a JE draws pay equal to an AE after 12 years of service and equal to that of an EE after completion of 24 years of service. It is ascertained that about 25 per cent of the JEs are drawing pay of Executive Engineers and 50% are drawing pay of Assistant Engineers. It is recommended that JEs should be given higher responsibility commensurate with pay levels and accordingly the functioning of the JEs and AEs on the Civil and Electrical side and Sectional Officers and ADs on the Horticulture side should be integrated. This would mean that all JEs and AEs would report directly to EEs, and in the Horticulture Wing SOs and ADs will both report directly to the Divisional Officer. This will reduce one level of working and reporting, expedite the decision-making and execution of works. This will also

result in the reduction of a large number of posts at the JE as well AE level. A fresh assessment of the requirement of numbers in each of the above two grades should be made, pending which vacancies occurring in both grades should be frozen.

4.10 Likewise the hierarchical chain of EE-SE-CE-ADG is also too long. In certain segments of the work an EE could report directly to the CE. In other segments, particularly in projects, a SE should be made in charge of the work directly. This aspect of doing away one level would need to be examined by a group of experts in a time bound manner. This study could also review the norms for creating the charges for an EE, SE and CE. The study may also review the norms prevailing in other offices of the Department. CPWD may seriously consider outsourcing jobs both on construction and maintenance side. To the extent an increasing proportion of work is outsourced, there would a reduction at the support staff level and in work charged establishment. In the process, the requirement would go down at the supervisory level also. This aspect should be kept in view while reviewing norms.

4.11 The total volume of work handled by CPWD is currently around Rs.2200/- crores. Of this around Rs.1600 crores represents project work, the execution of which is contracted out, with CPWD doing the entire original work like preparation of estimates, drawings and designs, architecture etc. and also undertaking full supervision of the work done by the contractors. There is a result no work-charged establishment in this area of work. However, in regard to the balance of Rs.600 crores of work which relates to maintenance, as much as 75% is handled in-house with only 25% being contracted out. As a result there is a large complement of 24,000 work charged staff. CPWD should seek to increase the proportion of work contracted out to 80% or 90% over next 10 years, limiting in-house maintenance work only to certain sensitive buildings. This way the work charged establishment strength can be brought down considerably over this 10 year period.

Need for improving productivity

4.11 It is understood that some private construction agencies work on a norms of Rs.5 lakh per man month. Compared to this, CPWD is able to achieve only Rs.0.552 lakh per man month. Admittedly, there is vast difference in the decision-making and other procedures between a government and a private organization. Yet, the difference is too wide for comfort. Pending a redetermination of the norms, on the basis of a detailed study, CPWD should be required to take action to improve the norms on an ad hoc basis, say to atleast Rs. 1 lakh over four years. This will call for an increase of 20% per annum in productivity and can not be considered to be too high.

4.12 The budgetary control over the works programme seems to be rather weak. There is therefore need for re-designing the accounting system and also to introduce computer based accounting. A system for appropriate budgetary control is also required to be put in place. It is suggested that a committee may be set up to suggest the changes needed in this regard, as also the skills needed for maintaining the system in a period of three months. A time bound plan for implementation may be prepared. After the system has been introduced, assessment of staff requirement should be made by SIU.

4.13 CPWD continues to handle the work of the government of Delhi. Now since Delhi has an Assembly and fullfledged Government, it would be appropriate to transfer the responsibility for civil works to that government. To begin with, the administrative control may be transferred to that government.

Computerization

4.14 CPWD has prepared a perspective plan for computerization in the Department. This has been approved in principle by the Ministry. Pace of computerization work needs to be speeded up and completed in a specific time frame. Appropriate financial support may be provided for this. There are large number of areas where computerization can lead to greater efficiency, for example, in the following areas:

- Day to day administration
- Personnel management
- Contractors' billing & checking
- Complete accounting
- Architectural, Structural and Services designing
- Preparation of drawings for above designs
- Communication and Information system

4.15 After the computerization has taken roots, a work study may be undertaken to re-determine the staff strength actually required.

Work-charged staff

4.16 This staff has been treated like regular staff as far as regulation of their pay is concerned and they also draw pension. All recommendations of Pay Commission are applicable to them. However, as regards their shop level management is concerned, they are being treated as industrial staff. They are being paid over time at double the rates. Their disputes are settled through Labour Commissioners. This practice of extending to these work-charged staff the best of both systems should be put an end to. The Ministry should quickly examine this question within three months in consultation with Ministry of Law, Department of Personnel and Department of Expenditure and take decisions to bring all these staff under one or other of the two categories. Action should be taken to review the number of posts of all work charged staff after rationalizing the maintenance work and resorting to farming out of work wherever possible. Possibly, over 3000 posts of work charged staff can be reduced this way.

Maintenance of Electrical operations

4.17 It is noticed that large number of work-charged staff are deployed on round the clock maintenance of equipment like Generators, AC Plants, Lifts, and Pumps. Such work charged staff are also employed on maintenance of streetlights in colonies and corridor lighting in office buildings and common residential buildings. More and more automation should be introduced and the residents welfare

associations should be involved in maintenance of pumps and generators. Engaging of separate work charged staff for these purposes should be brought down substantially over the next three years.

Reduction of Staff in other areas

Draftsmen (Civil and Electrical)

4.18 There is sanctioned strength of 1275 draftsmen grade I II and III in civil and electrical categories. Computerization of drawing work may be completed in six months. This will reduce the requirement of staff and 600 posts could be reduced. The sanctioned strength of Asst. (AD) is 305. This category is deployed on making Architectural drawings based on the design evolved by architects. The output of this category is very low; at 1.5 drawings per person per month against the expected output of 10 drawings per person per month. The staff is under utilized. With proposed computerization, which may be completed in the next six months, the output can be increased considerably which will save the requirement of staff. It is recommended that atleast 200 posts should be reduced.

Ministerial Staff

4.19 Sanctioned strength of Ministerial Staff i.e., LDC UDC, Head Clerk, Stenographers and Peons/Daftries etc. is very large, nearly 11,000. These staff requirements needs to be re-determined in the light of the recommendations in the foregoing paras. This task needs to be taken up and completed in a time-bound manner.

Surplus staff and new requirements

4.20 In the above paragraphs the Commission has recommended major downsizing of CPWD. This will render some staff surplus at various levels, which may be declared "surplus". At the same time there may be need for some staff with new skills. To meet this requirement effort may be made to re-train surplus staff before opting for fresh recruitment.

Directorate of Horticulture

4.21 With greater emphasis on improving the environment by planting trees and creating and maintaining green areas, there is need for Horticulture Directorate to pay greater attention to these concerns. This Directorate should also improve its productivity. It should also evaluate the option of getting work done on contract basis for greater cost effectiveness. The Director may be given separate budget, and, further delegation, to enable him to make better use of resources. A review of the Directorate's work may be carried out after a year to assess gains in productivity. The work of maintaining the lawns on Rajpath and C Hexagon has since been transferred. Hitherto 100 malis were engaged on the maintenance of these 75 acres of lawns. These 100 posts should be abolished forthwith.

General

4.22 With the above changes, it is expected that CPWD will become a streamlined and efficient organization and should be able to remain competitive. With a view to further promoting the Department's efficient functioning, the Department may, in future, be asked to make a bid for all projects and establish its competitive edge by winning contracts while competing with other engineering organizations. This will also help all Ministries/Departments to seek to maximize both area and quality of the buildings they need, within the given budget allocation.

5. Directorate of Printing

5.1 The Directorate of Printing is an attached office of the Department of Urban Development. It undertakes printing jobs for all Ministries/Departments including printing of publications and forms. It has under it 21 Government of India Presses including 3 Text Book Presses, 1 outside printing private unit and a Forms Store. As of 31.12.2000, it had a staff strength of 9322 of which 29 were Group A, 73 Group B (Gazetted), 81 Group B (non-Gazetted), 7481 Group C and 1658 Group D. The annual expenditure of the Directorate is around Rs.131 crore, of which Rs.96 crore is on Presses.

5.2 In 1997, a decision was taken to close down the Forms Store and outside printing unit. It was also decided that the 3 Text Book Presses at Bhubaneswar, Mysore and Chandigarh should be handed over to the respective State

Governments. The Nasik Government of India Press was to be handed over to Department of Economic Affairs and the Patent Printing Press at Mumbai to Department of Industrial Policy and Promotion. However, this could not materialise as the concerned agencies were not willing to take over the Presses. The lack of modernization of equipments, excess manpower, shortage of power (load shedding) has made the Presses non-viable. The overall percentage of utilization during 1999-2000 was around 45%. The details of the capacity utilisation in Government of India presses from 1997-98 till January, 2001 is given in Annexe-4.

5.3 The Department has a proposal to merge the Presses at Wellington with Coimbatore, Mumbai with Nasik, Minto Road Letter Press with Offset Press and Santragachi Publications unit with Forms unit Presses. These mergers should be implemented forthwith. This will reduce the number of Presses by four. Besides, it seems there is some progress on handing over the three text book presses (Mysore, Bhubaneshwar and Chandigarh) to State Governments. This matter needs to be pursued vigorously. The work of the outside printing unit in Kolkata also needs to be merged with another existing unit in the city.

5.4 Printing is not a core function of the Ministry of Urban Development. Of the remaining presses, the possibility of the presses engaged on the work of Department of Posts being transferred to that Department needs to be explored. Department of Urban Development needs to retain only the presses which cater to the work relating to Budget, Gazette, Parliament and Rashtrapati Bhavan. The presses engaged on this work should all be modernized. The remaining presses should be sold on as is where is basis. The presses at Shimla and Gangtok should be closed down. The modernized presses may need persons with new skills and attempt should be made to retrain the surplus personnel, and fresh recruitment of persons for operating the new machines should be allowed only as a last resort.

5.5 The Department has 8594 filled up posts at present against the sanction of of 12,764. In view of the recommendations for merger/abolition set out earlier, the staff strength required would come down drastically. The vacant posts (4170)

should therefore be abolished forthwith. The 595 vacancies likely to arise during the current year should also be abolished. A further 1656 posts will fall vacant by the year 2005. These should be abolished.

5.6 Forms Store at Kolkata needs to be closed down. After printing, the forms could be sent to respective departments directly from the presses.

5.7 Government of India Presses are following an outdated cost accounting system, which does not allow timely billing for realizing printing charges from indenting Departments. Provisional bills are initially raised. After the Proforma Accounts are finalized, final bills are raised after a delay of three years. Public Accounts Committee (5th Lok Sabha) had recommended switching over to commercial system of accounting from 1.4.1983 but this has not been implemented. More recently, an assurance has been given to the Standing Committee of Parliament that computer based commercial accounting system will be introduced on an experimental basis at Nasik and Coimbatore. Some staff have been trained but the work has not started.

5.8 It is recommended that a professional group may be hired to set up a computer based commercial accounting system on a time bound basis at Nasik and Coimbatore. Once this settles down, the system may be introduced in all the Presses, irrespective of the fact that some of these may be amalgamated with others or even be closed down or sold in future.

5.9 The Department has a plan to set up a training institute at Shimla. As there are, at present, seven presses in Delhi and neighbourhood (Aligarh, Nilokheri, Faridabad), Shimla is not the appropriate location for a training institute. In any case, if eventually only the presses required for the work relating to Budget, Gazette, Parliament and Rashtrapati Bhavan are to be retained, there will be no case for setting up a training institute. The proposal for setting up a training institute therefore needs to be closed.

5.10 As the capacity utilization in the presses is only 45 percent, the Department should actively seek orders from outside and thus endeavour to improve the capacity utilization.

6. Directorate of Estates

6.1 It is an attached office of the Department entrusted with the task of administration of Government Estates (residential and office accommodation), administration of holiday homes/Government hostels, market shops in Government colonies and accommodation in Vigyan Bhavan. The headquarters is at New Delhi and it has eight regional offices at Mumbai, Kolkata, Chennai, Shimla, Chandigarh, Ghaziabad, Faridabad and Nagpur. These regional offices are headed by Estate Officers / Assistant Estate Officers. The Directorate manages about 64,040 residential units and 3405 hostel units in New Delhi, apart from hostel units at Mumbai, Kolkata, Chennai, holiday homes at Shimla, Kanyakumari, Amarkantak and Mysore and also 1,74,97,816 sq.ft. of office accommodation at various places, The allotment of residential accommodation is governed by the Allotment of Government Residences (General Pool in Delhi) Rules, 1963 and executive instructions issued there under. As of 31st December, 2000, there were 769 staff comprising 22 Group A, 32 Group B (Gazetted), 74 Group B (Non-Gazetted), 431 Group C and 210 Group D. Computerisation of data relating to accommodation has been finalised and the details are available on the web site of the Directorate.

6.2 The work of the Directorate can become simpler and the number of complaints and also the enquiries can be reduced if transparency is introduced in its operations. For example, if seniority list of applicants in a month, names of persons who have been allotted during the month, and the updated seniority list in the following month is made available on computer network, anyone can find out the facts without even going to the Estates Office. This information can be put on the computer network for the general pool and also for each of the sub-pools.

6.3 The other area of work requiring urgent attention is the posting of recoveries of rent. It seems that this work is in arrears since 1992. This can be addressed separately for the past period by asking the employing Departments the details of recoveries made and on that basis settling matters in respect of all the employees who have continued in the same organization. Only in respect of a small number of employees who may have moved among different

offices/departments, there will be need for closer scrutiny. In future, it should be arranged that all paying offices should send the floppies to the Directorate of Estates from which the posting of recoveries could be done directly through the computer system instead of manual posting as is being done at present. Once this system is set up, there will be a drastic reduction in the staff strength requirement for this work. The SIU should therefore be required to study this organization after two years and re-determine the staff strength required.

6.4 At present, a "no dues certificate" is required before retiring employees can be given the pension payment order. It should be the responsibility of the Directorate of Estates to ensure timely recovery of dues through the employing offices. Action for recovery of amounts due in any one year should be taken by the Directorate of Estates immediately after the close of the year through the employing office. This way when an officials retire at best there could only be dues relating to the last year of service. In such cases the pension payment order to the officer could be released on getting an indemnity bond from the retiring officer of the rental due in the last year of service only. The Directorate of Estates could be further required to complete action for recovery of dues if any within a period of 90 days. This way the indemnity bond could be automatically cancelled at the end of three months after retirement or vacation of government accommodation whichever is later. Such an arrangement will lead to a drastic reduction in the unnecessary inconvenience now being caused to retiring employees.

Entitlement of office accommodation

6.5 The revised guidelines regarding entitlement of office accommodation is contained in O.M. No.11015/1/98-Pol.I dated 7.8.1998. As per O.M., the entitlement of office space for officers drawing pay of Rs.15,200 and above (revised pay 5th Pay Commission scale) is 240 Sq. ft. However, there is widespread violation of the guidelines by senior officers in all departments who occupy space many times this entitlement. Secretaries generally occupy four bay rooms, Joint Secretaries three bays and heads of attached and subordinate offices three or four bays. The Directorate of Estates, which lays down the policy and

implements it, has failed to take action. In the Ministry itself it is noticed that the guidelines are not followed. The existing norms were framed at a time the facility of air conditioners was not common. Now, all the senior officers have the facility. The irony is that today Director of Estates gives "no objection" for renting private accommodation on the plea of shortage of office accommodation. This need will not arise at all, if the norms are strictly enforced. This would not only provide valuable space but also reduce related costs such as on electricity and furnishing.

6.6 Director of Estates also allots office accommodation in Vigyan Bhavan Annexe. It is meant for temporary offices like Commissions/Committees appointed for short and fixed tenure. However presently, it is noticed that full-fledged Departments continue to function in the complex e.g. Department of Culture, Inter-State Council, Doordarshan, Ministry of External Affairs (MER Division) etc. In the case of Doordarshan, they now have their own building. Director of Estates should therefore take action to persuade these departments to move their offices from Vigyan Bhavan to their respective ministry buildings.

6.7 A work study may be carried out by SIU after six months (by which time the computerization should be in place) to determine the number of persons required in this organization.

6.8 It is also recommended that-

- (a) All market shops be transferred to the respective MCD/NDMC or sold by auction with the first right to present occupier.
- (b) All holiday homes be handed over to Tourist corporations of respective States, with the condition that Central Government employees will be provided for on a priority basis and the rent charged will be at concessional rates to be fixed in consultation with Directorate of Estates.
- (c) Rents for all Government accommodation be standardized and revised upward every 5 years keeping in view the recommendation of the Fifth Central Pay Commission. This will simplify the calculations.

- (d) Earmarking of houses for top functionaries of the Government be done. This will save the cost of putting up security structures and later dismantling them. Also, due to communication requirements a lot of expenses are incurred in a new location.

7. Land & Development Office (L&DO)

7.1 With the decision to form the Capital at Delhi, the Lieutenant Governor of Punjab in his notification ordered the Collector of Delhi District to acquire land for the New Capital of India. After the land was acquired "Imperial Delhi Estate" was created by a notification issued by the Chief Commissioner, Delhi. The Land and Development work was then done by an Executive Engineer of PWD, known as Land and Development Officer in the Chief Engineer's office. The Land and Development Officer was formally charged with the land record work and administration on behalf of Government of Raisina Estate. The work was transferred under the direct control of the Chief Commissioner, Delhi with effect from 1st March 1928. Thus in 1928, the office of the Land and Development Officer came into being as a separate organization under the administrative control of C.C., Delhi. Since independence, the activities of this office have gradually expanded. In 1958, the Chief commissioner resumed Nazul lands under the management of Notified Area Committee, Civil section Delhi and put them under the administrative control of the Land and Development Officer. Land and Development Office was brought under the control of the then Ministry of Works, Housing and Supply (presently called Ministry of Urban Affairs and Employment) with effect from 1st October, 1959 and since then, it has been functioning as a subordinate office of this Ministry.

7.2 This was made an attached office of the Department of Urban Development on 4th April 2000. Its main functions include administering of 50,500 leases of the Central Government in Delhi, including 3,300 which are perpetual leases, and also handling of rehabilitation leases transferred to it by the Department of Rehabilitation from 1962. It also deals with the allotment of lands under its charge to various government /semi-government organizations and

institutions, auction of vacant land and built up properties under its charge, conversion of lease hold residential property in Delhi into free hold and development of L&DO areas. It has been estimated that during the financial year 2000-01 it earned revenue of about Rs.165 crore on allotment of land, ground rent, conversion charges etc. L&DO is presently engaged in a major exercise to computerize all the land records under its jurisdiction which would bring about greater transparency in its functioning and also improve records management.

The staff position is indicated below:

	Sanctioned	In Position
Group A	7	7
Group B	8	8
Group C	179	179
Group D	60	60
Total	254	254

7.3 Rapid conversion of leases into free hold has reduced L&DO's jurisdiction to considerable extent (23,488 conversion applications were received up to 31 March 2000, majority of them have been disposed of). With the setting up of the MCD and NDMC, there is the anomalous situation where in L&DO lands and NDMC/MCD maintenance co-exist in the same locality. Also, building norms and property tax come in the jurisdiction of NDMC/MCD. The municipal corporations are providing the basic civic amenities for all these lands. The administration by L&DO is restricted to collection of ground rent, which is rupee one per annum in most of the cases. There are a large number of rehabilitation colonies with L&DO, e.g. Defence Colony. (Municipal functions of Defence Colony are with the MCD). As such, the Defence Colony can be transferred either to MCD or to NDMC by extending the jurisdiction of NDMC.

7.4 In these circumstances action needs to be taken on the following lines:

- (i) The rehabilitation colonies could be transferred to NDMC to ensure a continuity of the Lutyns Bungalow Zone and prevent unnecessary construction and increase in density of population.

- (ii) Revision of lease rent has not been done for a long time in spite of specific provisions for the same in the rules. Urgent steps need to be taken in this direction.
- (iii) A time frame of six months should be fixed for completing the computerization of records.
- (iv) The strength of staff in Groups C & D should be reduced by 50% of its present strength after computerization of records.
- (v) A work study should also be undertaken to assess the workload remaining after the conversion of lease hold into free hold, transfer of colonies to MCD/NDMC and computerization of land records and re-determine the requirement of staff.

8. Government of India Stationery Office

8.1 It is a subordinate office of the Department of Urban Development responsible for procurement and supply of paper and paper-made articles and other stationery items for all Ministries/Departments of Government of India, including India Missions abroad, Union Territories and some quasi-Government organizations. The headquarters is at Kolkata with 3 regional stationery depots at New Delhi, Mumbai and Chennai. It was decided in 1987 to wind up the Department but in 1991 it was revived.

8.2 The workload of the office could be gauged from the number of indentors and value of orders placed by the Department as given below:

	Budget estimates 1999-2000	Revised Estimates 2000-01	Forecast upto 31 st March 2001
1. No. of Indentors	14,325	14,355	14,390
2. Value of orders placed Rs. Crore	13.19	10.19	12.68

8.3 The total staff strength of the organization is 898, as on 31.12.2000, consisting of 3 Group A officers, 8 Group B Gazetted, 6 Group B Non-Gazetted, 465 Group C and 416 Group D staff.

8.4 Presently, the Government Departments indent their stationery from Kendriya Bhandar, Super Bazar and NCCF. The rates at which the stationery is supplied by these organizations are competitive compared to the market prices. Further, as against the order position of Rs.10.19 crore in RE 2000-01, the non-plan expenditure on the Office was Rs. 23.68 crore. This Department was set up at a time when there was shortage of stationery items and there was need to centralise procurement. The scenario has since changed and it does not appear necessary for Government of India to engage in procurement of stationery when it is readily available and there are no shortages. As such, there is no justification for continuing this Office. As decided in 1987, the Office should be wound up and the entire staff declared surplus. The Department of Printing can handle any residual work.

9. Department of Publication

9.1 This is a subordinate office dealing with sales and distribution of Government of India publications. This Department also secures advertisements for publication in the Gazette and a few other selected government publications. The headquarters is at Civil Lines, Delhi with sales depots at New Delhi, Kolkata and Mumbai and 4 sales counters in New Delhi and a Gazette distribution unit at Government of India Press, Mayapuri. In addition to above, it engages about 1085 agents for sale of government publications. The Department has a large store in Delhi and receives about 10 new titles for distribution every day and dispatches 500 packets per day on an average.

9.2 The staff strength of the Department is as follows, with 26.5% posts of the Department lying vacant at present:-

	Sanctioned	Posted	Vacancies
Group A	2	1	1
Group B	5	3	2
Group C	314	227	87
Group D	229	173	56
Total	550	404	146

The expenditure of the Department for 2000-01 was Rs.11.42 crore. It has earned revenue of around Rs.5.06 crore by way of advertisements inserted in Government publications. The sales of the Department were Rs.8.57 crore in 2000-2001. The Department receives 60% of the sale price as handling charges for sale and distribution of publications (distribution of Armed forces publications including cost of postage & freight is done free of cost), which would come to Rs.3.21 crore (2000-2001). The total earnings of the Department were 11.78 crore against expenditure of Rs.11.42 crore.

9.3 The work of the Department is of a commercial nature and should be organized on that basis so that the expenditure can be met out of its earnings. It is, therefore, recommended that:

- (a) Entire receipt, dispatch, stock holding, billing and accounting should be computerized. For this purpose professional help should be hired and computerization completed within six months. The accounting system should also be reorganized on commercial system and should be computer based.
- (b) It is reported that some Government departments offer only selected publications to this Department for sale, whereas they sell/distribute other publications on their own. Those Departments tend to pass on only low cost publications for sale. Even as all Government Departments should have the freedom to decide whether they would utilise the services of Department of Publications for distribution of its publications or not, the Department of Publications should also have the right to refuse to undertake the jobs sought to be given to it, if it is found that only some low priced items were being offered, with the higher priced items being given for distribution to other agencies.
- (c) Armed forces publications are distributed free of cost to various units/formations. As MoD have the Army Postal Service, the free distribution should be taken over by Postal Service which has its own network. This Department will save the cost of freight and postage which is presently met from its budget and is not reimbursed by MoD. Only if there

are any priced publications for sale then this Department may continue to handle these and that too on commercial terms; if so desired by MoD.

- (d) The above recommendations will reduce the expenditure of the Department and also increase its revenue. (a) and (c) above should also result in reduction of staff. A review of staff requirement may, therefore, be made by SIU after six months to determine the number of posts required. In the meantime, all the 146 vacant positions should be abolished.
- (e) This Department should maintain commercial accounts and endeavour to meet its entire expenditure from its earnings.

10. Town and Country Planning Organisation (TCPO)

10.1 TCPO is a subordinate office of the Department of Urban Development. It was formed in 1955. In its existence of over 50 years, it has provided technical advice on matters relating to urban and regional planning and development. It assists the Central and State Governments, public sector undertakings, local bodies and development authorities on matters relating to urbanization, town planning, urban transportation, metropolitan planning, urban mapping, research and training, preparation of manuals/guides/norms on urban planning and development apart from providing consultancy services. It is also involved in monitoring centrally sponsored planning projects of the Ministry of Urban Development such as the Integrated Development of Small and Medium Towns, Urban Mapping Scheme, Mega City Schemes and environmental improvement of urban slums.

10.2 The Chief Planner is head of the organization. It has consultants belonging to varied fields such as town planners, engineers, architects, economists, sociologists, geographers, environmentalists etc. It has nine functional divisions with headquarters at New Delhi. The budget of the organization is about Rs.4 crore per annum. The sanctioned strength of organization is 278 and 28 posts have been identified for abolition. The staff in position, as on 1.4.2001, is given below:

Category	Sanctioned	Posted	Vacancies
Group A	55	36	19
Group B Gazetted	5	1	4
Group B Non-Gazetted	47	35	12
Group C	83	73	10
Group D	51	48	3

10.3 Some technical posts have remained unfilled for long time due to delays in recruitment procedure.

10.4 The importance of this organization has been highlighted by the National Commission of Urbanisation, Planning Commission and the Fifth Central Pay Commission had endorsed the views of National Commission of Urbanisation for elevating its status to that of a research body like CSIR. With the introduction of computerisation, digital and satellite imagery, the organisation needs a radical change. New designs are required in Town Planning keeping in mind environmental requirements, population growth, changing age profile of people, infrastructure needs, water shortage, new methodologies for urban waste, etc. Urban standards also need to be upgradated from time to time. In this context, the following recommendations are made:

1. The work of the Department may be totally computerised.
2. Only computer literate staff may be recruited in future (except for group D).
3. Technical posts may be taken out from the purview of UPSC and in future technical positions may be filled only on contract basis.
4. The number of Groups C & D posts is far too large for a technical organization where the nature of work has to be officer oriented. Thirty per cent of these posts may be abolished, and later a work study may be undertaken to determine the actual number of support staff in these categories.
5. Pending action on these lines, all the 48 vacant posts may be abolished forthwith, filling up only those few which are required to be filled up by promotion from levels where there has been stagnation for some years.

11. National Building Organisation (NBO)

11.1 National Building Organization (NBO) is an attached office of the Department of Urban Employment and Poverty Alleviation. It was set up in 1954 for technology transfer, experimentation, development and dissemination of housing statistics. It was restructured in August 1992 with a revised mandate viz. study and survey of socio-economic aspects of housing apart from compilation of statistics relating to housing. In the present scenario, it does not appear that a full-fledged organization should be engaged in compilation of statistics. Further, this is not an activity of priority for the Government. There are various autonomous and statutory organizations, as also public sector undertakings that could be entrusted the task, e.g., Building Materials and Technology Promotion Council or HUDCO.

11.2 This organization may be closed down and the entire staff may be declared surplus. Any residual work can be attended to directly by the Department of Urban Development itself.

12. National Building Construction Corporation Limited (NBCC)

12.1 National Building Construction Corporation Limited (NBCC) was incorporated as a Public Sector Undertaking in November 1960. Its main line of business is execution of civil engineering projects, rendering of consultancy Services and development of real estate projects. The paid-up capital of the Corporation stand at Rs.111.65 crore against the authorised capital of Rs.120 crore. NBCC has been granted ISO9001 certification by the Bureau of Indian Standards for providing of consultancy and construction Services by Consultancy and Project Management Divisions. NBCC today is about Rs.350 crore company and its activities are spread all around the country and abroad. NBCC has earned a net profit of Rs.12.29 crore during the year 1999-2000 and it has been reported that it has orders in hand worth about Rs.650 crore as on 1.1.2001. NBCC has also made joint collaboration & technology tie-ups with various international

Companies to enhance its business prospects and to bring into the country the new Construction Technologies & Methods.

12.2 This area of activity is best left to the private sector. Action should therefore be taken to disinvest this undertaking. As this organization is able to earn profits, and also has a good order book, disinvestment should present no problems.

13. Hindustan Prefab Ltd. (HPL)

13.1 Hindustan Prefab Ltd. is a Public Sector Company functioning under the administrative control of the Ministry since 1955. It is working both as a production unit as well as a contracting company for execution of construction works using mainly prefabricated building components.

13.2 During the year 1999-2000, the company has incurred a loss of Rs.5.54 crore. Several Employees of HPL have opted for VRS/VSS. Rs.1.50 crore has been released to HPL as loan, as on 31.1.2001. This is an area of activity, which is best left to the private sector. This organization should therefore be privatised/sold.

13.3 With privatisation increasing every day in construction business the utility of this organization under the Government has reached a low level. It should be closed with immediate effect, as disinvestment in such a unit may not be feasible.

14. Delhi Development Authority (DDA)

14.1 DDA is an autonomous body under the Department of Urban Development. Its main activities include development of acquired land, development of infrastructure like road, drains, water supply, sewerage and other facilities, development/construction of commercial centres and construction of residential complexes. With very little vacant land available, the activity of DDA is expected to diminish in the coming years. It would be desirable for the ministry of commission a study on the future role of DDA.

14.2 The staff strength in the DDA is as follows:

S.No.	Category	Persons in positions
1	Group A	464
2	Group B	1285
3	Group C	5954
4	Group D	3387
5	Work-Charged staff	11,566
	Total	22,656

14.3 DDA would need to undertake computerization of all its database. Apart from reducing processing time, this will also ensure safety of land records. A time bound action plan could be drawn up for this purpose.

14.4 After computerization, officer oriented working procedures may be introduced and the staff strength reduced. Pending such a review, all vacant posts in DDA could be abolished.

14.5 The number of work charged staff (11,566) appears to be too large. A Committee could be appointed to determine the requirement of such staff and submit a report within three months, and the staff found surplus may be reduced.

15. Delhi Urban Art Commission

15.1 It is an autonomous body, set up by an Act of Parliament in May, 1974, to advise the Central Government on preserving, developing and maintaining the aesthetic quality of urban and environment design within Delhi and to give advice and guidance to any local body in respect of the above. The entire expenditure of the Commission is met by the Central Government by way of grant. Its annual expenditure is of the order of Rs.80 lakhs. The number of posts in the Commission are : Group A – 3 posts, Group B – 5 posts, 22 posts in Group C and D. In addition, the Commission has posts of Chairman and four members (at present three members have been appointed).

15.2 A widely held perception is that the body has become defunct and that in fact it is hampering development. For example, the flyovers in Delhi, which were

approved 8-9 years ago, have been started only in the year 2000 because of the delays in getting clearance from the Commission among other reasons. A review of the functioning of the Commission probably whether it serves the purpose/objectives for which it was set up and whether its continuance is therefore urgently called for. Meanwhile, the total staff strength of the Commission needs to be downsized. The posts of Assistant Secretary, Deputy Architect and Administrative Officer may be abolished. The Secretary could look after all the administrative work. Three posts of Arch. Assistants, two stenographers, Gestetner Operator (these machines have long ago been replaced by photocopy machines), one dispatch rider, one LDC may also be abolished. The Hindi Translator and Hindi Typist may be assigned additional work as they do not have full time work.

16. National Institute of Urban Affairs

16.1 It is an autonomous body registered as a society under the Societies Registration Act, 1860. It was set up on 12th January 1976 with the objectives of carrying out research on urban development and administration and collecting, processing, storing and dissemination of information regarding urban local bodies. Its expenditure is met out of grant from Central Government. During 1998-99, it was given a grant of Rs.1.05 crore and in 1999-2000 Rs.1.35 crore. The contribution made by the organisation needs a review.

16.2 A review of the functioning of the Institute and the evaluation of its work by the Department is called for. It is also necessary that the Institute is encouraged to meet a large part of its expenditure out of income from project work that it may seek from different organizations, including State Governments and Departments of the Central Government. It should aim to meet at least 50 per cent of its expenditure from outside so that it could be freed from Government regulations and control. It should also endeavour to become a major think tank on urban issues.

17. National Capital Region Planning Board

17.1 A Master Plan for Delhi was prepared way back in 1959 and finally approved in 1962, which recommended setting up of a statutory National Capital Regional Planning Board. Accordingly, in February, 1985 through an Act of Parliament the Board was constituted for the preparation of a plan for the orderly development of the National Capital Region and for coordinating and monitoring the implementation of such plan and for evolving harmonized policies for the control of land-uses and development of infrastructure in the Region. Minister for Urban Development is the Chairman of the Board and Chief Ministers of Haryana, Rajasthan and Uttar Pradesh and Lt. Governor of Delhi are among the members. The Board has a sanctioned strength of 63 and 57 are in position. In addition, there are personnel in the Planning Cells of the state governments whose expenditure is met by the Board. The annual expenditure of the Board is Rs. 1.2 crore and in addition it incurs an expenditure of Rs. 1 crore on the various Planning Cells.

17.2 The NCRPB was set up at a time when the Government wanted to move some of the Government Departments out of Delhi. Almost 16 years have passed but NCRPB has not been able to provide funds for developing infrastructure in the National Capital Region. As it is, the State Governments through their Housing Board and Development Authority have already been developing residential and office accommodation in places as in NOIDA, Gurgaon, Sonapat etc. As such, there is no need for the continued existence of an elaborate office of NCRPB as it is constituted at present. On the other hand, there is need for initiating studies in various aspects of the development of the National Capital Region. Many of these studies could in fact be got done through outside agencies. In these circumstances, NCRPB could be down sized into a compact research cell, which could function under a Joint Secretary in the Ministry. The other positions in the NCRPB, as also the Planning Cells set up in the States, could also be abolished.

18. Building Material and Technology Promotion council (BMTPC)

18.1 The Government of India set up in 1990 an inter-ministerial apex institution the Building Materials and Technology Promotion Council (BMTPC). The objectives of BMTPC are to improve the technology environment in housing and building sector through identification, evaluation, validation, standardization and documentation thereby undertaking diffusion of cost-effective proven new building material technologies in an integrated manner. To achieve its objectives, the council is coordinating its functions with various R&D institutions, housing and building agencies both in public and private sectors, industrial promotion organizations, financial institutions and private builders and related professionals. Minister of Urban Development and Poverty Alleviation is the President of the Council. The Board of Management has representatives from concerned Central Ministries, State Governments, Housing Finance and Industrial Development Promotion Institutions like NHB, HUDCO, RBI, IFCI, ICICI etc. It has been structured to undertake the task of extension and application of innovative technologies and low cost building materials based on industrial and agricultural wastes/developed by research institutions. It also encourages development of appropriate standards for the new materials and their adoption in the schedule and specifications of the public housing and construction agencies.

18.2 The organisation is fully funded by the Ministry through grants. During 1999-2000 it was provided grant of Rs. 4 crore.

18.3 As since the Council has now been working for over a decade, there is need for a critical review of its work, as well as its staff strength. The Ministry could arrange for such a review to be undertaken early.

19. Reorganization of the Ministry of Urban Development and Poverty Alleviation

19.1 Considering the nature of work and the workload, it is recommended that the Department of Urban Development and the Department of Urban Employment & Poverty Alleviation be merged. The post of Secretary, Urban Employment &

Poverty Alleviation, along with those of the personal staff, can be abolished. The work of Department of Urban Employment and Poverty Alleviation can be handled by the Joint Secretary, reporting to the Secretary (UD).

19.2 Following the recommendations for revised delegation of powers to the DG (CPWD) and for placing this office on a single file system with the Ministry, it should be sufficient if a small cell (one Under Secretary, one Assistant and one UDC) only is retained in the Ministry to assist the Secretary on matters relating to CPWD. The other 20 posts now in position in the Ministry for attending to such work can be abolished.

19.3 Following the suggestion for creation of a post of Joint Secretary in CPWD to look after the work FA in the CPWD, the post of FA in the Ministry could be downgraded to that of a Joint Secretary.

19.4 The plan schemes of the Ministry are all in the areas of direct responsibilities of the State Governments. The States should therefore have a greater role in the formulation of these schemes. Moreover, these schemes have been in operation for several years now. In these circumstances, there is no need for any separate 'economic' advice in these matters. The post of Economic Adviser, along with those of the personal and support staff should therefore be abolished.

19.5 There are three Arbitrators of the level of Joint Secretary in the ministry appointed to handle the cases of disputes between the Government and private parties arising from the contracts entered into by CPWD. These officers are on deputation either from the CPWD or Ministry of Law and are borne on the strength of the ministry. Details of the number of arbitration cases as also the enhanced amounts that become payable as a result of such arbitration procedures are not readily available. But the general perception appears to be that such enhancements in the amounts payable could total up to a very large sum. It is necessary that the ministry collects this information urgently. If it is found that the number of cases is quite large and also the additional amounts having to be paid are also quite substantial, then action should be taken on two fronts. First, only those not connected to the Ministry of Urban Development should be inducted in

these posts of Arbitrators. For example the induction could be from the Ministry of Law. Second, a suitable scale of fees, determined as a proportion of the additional amounts claimed in Arbitration, should also be fixed. Such an arrangement would discourage filing of frivolous and excessive claims.

19.6 There is a Central Public Health Environment and Engineering Organisation (CPHEEO) in the Ministry headed by an Advisor with supporting technical staff of Deputy Advisor, Assistant Advisor. This Unit advises the Ministry on technical matters relating to water supply and sanitation, including solid waste management. Considering the limited role of the Centre in this activity, the fact that States also have their own technical advisors in this field, and also the recommendation earlier made for transferring the centrally sponsored scheme of urban water supply to the Department of Drinking Water Supply, there appears to be little justification for continuance of the CPHEEO. The work of this organization should therefore be reviewed within a period of three months and in case it is found necessary to retain it, then the staff strength would need to be drastically down sized, retaining only one or two technical officers, with minimum support staff.

19.7 The Finance Division of the Ministry consists of 4 desks apart from an Accounts Officer, reporting to Director. This is definitely on the high side. With the proposed increased delegation of powers to the attached and subordinate offices, the workload will come down further. Pending a study by the SIU, one desk may be surrendered immediately.

19.8 Urban Land (Ceiling & Regulation) Act has been repealed. The posts sanctioned for the work should be abolished and the concerned staff declared surplus.

19.9 INTACH may be transferred to the Department of Culture. Delhi Water Supply and Sewage Undertaking may be transferred to the Delhi Government.

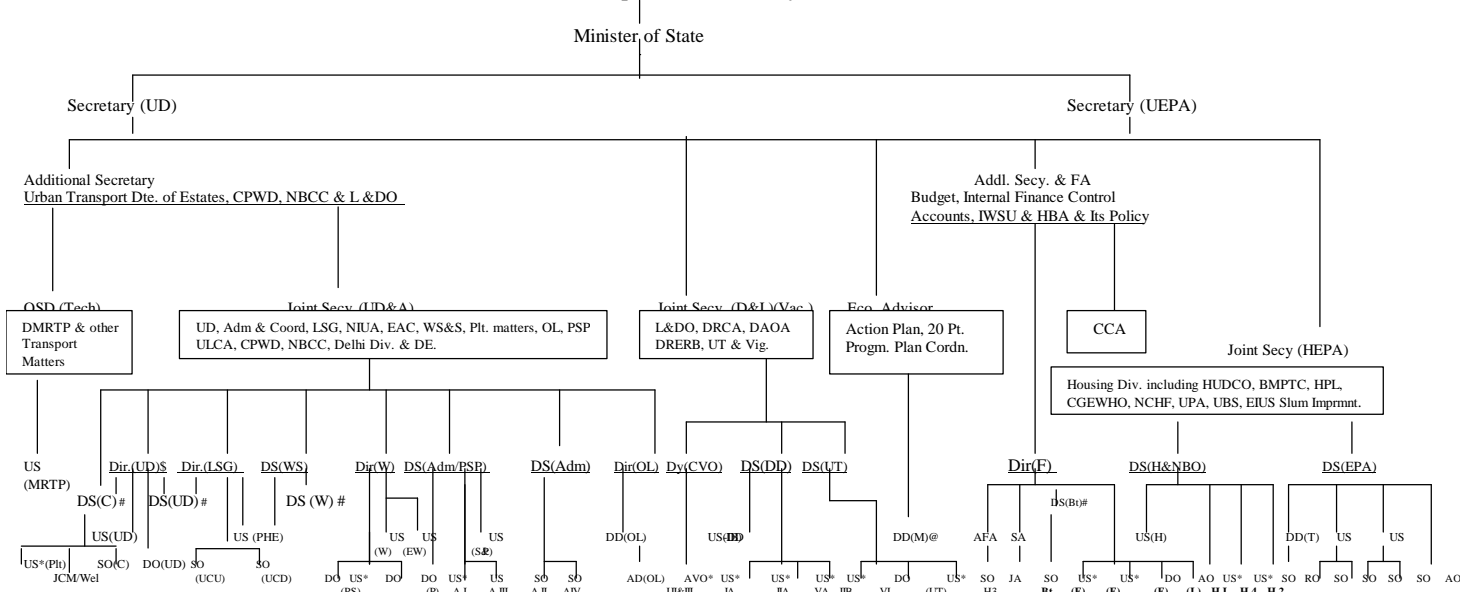
**Rationalisation of the functions, activities and
Structure of the**

Ministry of Urban Development and Poverty Alleviation

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ORGANISATION CHART AS ON 01.03.2001
Minister of Urban Development and Poverty Alleviation



(*) Manned by Under Secretary on Personal basis. (#) Manned by Dy. Secretary on personal basis. @DD(M) submits through DS(EPA). \$Dir(UD) Looks after LSG and Work Divn.

LEGEND							
1. AVO	Assistant Vigilance Officer	14. DAOA	Delhi Apartment Ownership Act	29. HEPA	Housing Employment & Poverty Alleviation	43. NCHF	National Cooperative Housing Federation
2. A	Administration	15. DRERB	Delhi Real Estates Regulation Bill	30. HPL	Hindustan Prefab Ltd.	44. OL	Official Language
3. AFA	Assistant Financial Adviser	16. DMRTP	Delhi Metro Rail Transport Project	31. HUDCO	Housing & Urban Development Corporation Ltd.	45. OSD(Tech)	Officer on Special Duty (Technical)
4. AO	Accounts Officer	17. DRCA	Delhi Rent Control Act	32. HBA	House Building Advance	46. PHE	Public Health Engineering
5. AD	Assistant Director	18. DO	Desk Officer	33. IWSU	Internal Work Study Unit	47. PS	Public Sector
6. BMTPC	Building Material Technology Promotion Council	19. DS	Deputy Secretary	34. JA	Junior Analyst	48. PSP	Printing Stationery & Publication
7. Bt	Budget	20. Dir	Director	35. JCM	Joint Consultative Machinery	49. P	Printing
8. CCA	Chief Controller of Accounts	21. DD(M)	Deputy Director (Monitoring)	36. L&DO	Land and Development Officer	50. Pt	Parliament
9. CGEWHO	Central Government Employees Welfare Housing Organisation	22. DD(T)	Deputy Director (Transport)	37. LSG	Local Self Government	51. S&P	Stationery and Printing
10. C	Coordination	23. EW	Establishment Work	38. MRTP	Mass Rapid Transport Project	52. SA	Senior Analyst
11. CPWD	Central Public Works Department	24. EAC	External Assistance Coordination	39. NBO	National Buildings Organisation	53. SO	Section Officer
12. Dy CVO	Deputy Chief Vigilance Officer	25. EIUS	Environmental Improvement of Urban Slum	40. NBCC	National Building Construction Corporation	54. UD	Urban Development
13. DUAC	Delhi Urban Arts Commission	26. EPA	Employment & Poverty Alleviation	41. NCRPB	National Capital Region Planning Board	55. UEPA	Urban Employment and Poverty Alleviation
		27. F	Finance	42. NIUA	National Institute of Urban Affairs	56. UBS	Urban Basic Services
		28. H	Housing			57. UCU	Urban Ceiling Unit

58.	UCD	Urban Community Development
59.	ULCA	Urban Land Ceiling Act
60.	UT	Urban Transport
61.	UPA	Urban Poverty Alleviation
62.	US	Under Secretary
63.	Vig	Vigilance
64.	W	Works
65.	WS&S	Water Supply & Sanitation

The following business has been allocated to the Department of Urban Development and Department of Urban Employment and Poverty Alleviation under the Ministry of Urban Development and Poverty Alleviation:

Department of Urban Development

1. Properties of the Union, whether lands or buildings, with the following exceptions:-
 - * Those belonging to the Ministry of Defence (Raksha Mantralaya) the Ministry of Railways (Rail Mantralaya) and the Department of Atomic Energy (Parmanu Oorja Vibhag) and the Department of Space (Antariksh Vibhag).
 - * Buildings or lands, the construction or acquisition of which has been financed otherwise than from the Civil Works Budget; and
 - * Buildings or lands, the control of which has at the time of construction or acquisition or subsequently been permanently made over to other Ministries and Departments.
2. All Government civil works and buildings including those of Union Territories excluding roads and excluding works executed by or buildings belonging to the Railways. P&T and the Department of Atomic Energy (Parmanu Oorja Vibhag), and the Department of Space (Antriksh Vibhag).
3. Horticulture Operations.
4. Central Public Works Organisation.
5. Administration of Government estates including Government Hostels under the control of the Ministry. Location or dispersal of offices in or from the metropolitan cities.
6. Allotment of accommodation in Vigyan Bhavan.
7. Administration of Requisitioning and Acquisition of Immovable Property Act. 1952 (30 of 1952).
8. Administration of Delhi Hotels (Control of accommodation Act) 1949 (24 of 1949).
9. The Public Premies (Eviction of Unauthorised Occupants) Act, 71.
10. Administration of four Rehabilitation Markets Viz. Sarojini Nagar Market, Shankar Market, Pleasure Garden and Kamla Market.
11. Issue of lease or conveyance deeds in respect of Government built properties in Delhi and New Delhi under the Displaced Persons (Compensation and Rehabilitation) Act, 1954 (44 of 1954) and conversion of lease deeds, allotment of additional strips of land and correctional areas adjoining such properties.
12. Stationery and printing for the Government of India including official publications.

13. Planning and Coordination of urban transport systems, with technical planning and road based systems being subject to items 22 and 23 under the Ministry of Surface Transport (JalBhoothal Pariwahan Mantralaya) and technical planning of rail based systems being subject to item 1 & 2 under the Ministry of Railways (Rail Mantralaya), Railway Board (Rail Board.)
14. Town and Country Planning; matters relating to the Planning and Development of Metropolitan Areas. International Cooperation and Technical Assistance in this field.
15. Scheme of large scale acquisition, development and disposal of land in Delhi.
16. Delhi Development Authority.
17. Master Plan of Delhi, coordination of work in respect of the Master Plan and Slum Clearance in the Union territory of Delhi.
18. Erection of memorials in honour of freedom fighters.
19. Administration of Delhi Development Act, 1957 (61 of 1957).
20. The Delhi Rent Control Act, 1958 (59 of 1958).
21. Development of Government Colonies.
22. Local Government, that is to say, the constitution and powers of the Municipal corporations (excluding the Municipal Corporations of Delhi), Municipalities (excluding the New Delhi Municipal Council), other local self Government administrations excluding Panchayati Raj Institutions.
23. The Delhi Water supply and Sewage Disposal Undertaking of the Municipal Corporation of Delhi.
24. Water supply (subject to overall national perspective of water planning and coordination assigned to the Ministry of Water Resources), sewage, drainage and sanitation relating to urban areas and linkage from allocated water resources, International Cooperation and Technical Assistance in this field.
25. The Central council of Local Self government.
26. Allotment of Government Land in Delhi.
27. All attached and Subordinate Offices or other Organisations concerned with any of the subjects specified in this list.
28. Public Sector Projects falling under the subject including in this list, except such projects as are specifically allotted to any other Department.
29. The Urban Land (Ceiling & Regulation) Act, 1976 (33 of 1976).

30. Delhi Urban Art Commission, Delhi Urban Commission Act, 1973 (1 of 1973).
31. Administration of Rajghat Samadhi Committee.
32. All matters relating to Planning and Development of the National Capital Region & Administration of the National Capital Region Planning Board Act, 1985 (2 of 1985).
33. Matters relating to the Indian National Trust of Art & Culture– Heritage (INTACH).
34. Matters of the Housing and Urban Development Corporation (HUDCO) relating to urban infrastructure.

Department of Urban Employment and Poverty Alleviation

1. Formulation of housing policy and programme (except rural housing which is assigned to the Department of Rural Development), review of the implementation of the Plan Schemes, collection and dissemination of data on housing, building materials and techniques, general measures for reduction of building costs and nodal responsibility for National Housing Policy.
2. Human Settlements including the United Nations Commission for Human Settlements and International Cooperation and Technical Assistance in the field of Housing and Human Settlements.
3. Urban Development including Slum Clearance Schemes and the Jhuggi and Jhopri Removal Schemes. International Cooperation and Technical Assistance in this field.
4. National Cooperative Housing Federation.
5. Implementation of the specific programmes of Urban Employment and Urban Poverty Alleviation, such as Nehru Rozgar Yojana (NRY), Urban Basic Services for the Poor (UBSP), and Prime Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP).
6. All matters relating to Housing and Urban Development Corporation (HUDCO) other than those relating to urban infrastructure.

CAPACITY UTILIZATION IN GOVERNMENT OF INDIA PRESSES**PERCENTAGE**

S. No.	Name of Press	1997-98	1998-99	1999-2000	2000-2001 upto Jan.
1	Minto Road (LP)	42.69	25.64	40.20	35.40
2	Minto Roal (PL)	31.34	38.50	36.49	38.75
3	Ring Road	41.41	41.51	45.13	45.20
4	Nilokheri	31.19	27.92	32.08	32.51
5	Gangtok	63.48	71.74	71.41	69.08
6	Bhuvaneshwar	30.73	30.55	46.82	39.42*
7	Koratty	35.84	37.60	71.84	60.73
8	Santragachi (PU)	17.33	13.28	36.71	24.49
9	Santragachi (FU)	26.09	22.15	45.95	37.32
10	T.S. Kolkatta	30.43	26.14	48.96	39.02
11	Aligarh	25.76	31.82	38.94	39.39
12	Mumbai	97.01	103.98	89.42	121.59
13	Chandigarh	34.82	33.90	64.94	61.72
14	Coimbatore	39.55	45.17	68.78	62.92
15	Faridabad (LP)	34.28	30.51	46.79	45.42
16	Faridabad (PL)	17.01	29.18	49.15	34.46**
17	Mysore	44.16	24.10	47.30	48.32
18	Nashik	29.74	28.44	26.69	38.28
19	Shimla	57.49	75.97	71.65	63.87
	OVERALL %AGE	31.42	31.07	45.18	44.18

* Upto December, 2000.

** Upto November, 2000.

Appendix -1

Water Supply and Sanitation : Expenditure - All States (Rs.crore)

Year	Capital			Revenue			Total			Total States Expenditure	10 as % of 11
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total		
1	2	3	4	5	6	7	8	9	10	11	12
1998-1999(Actuals)	1670.91	16.96	1687.87	3040.78	2236.73	5277.51	4711.69	2253.69	6965.38	266360.86	2.61501634
1999-2000(Revised)	1927.60	189.92	2117.52	3105.06	2559.72	5664.78	5032.66	2749.64	7782.30	325633.88	2.3898926
2000-2001(Budget)	2788.46	146.48	2934.94	2946.65	2705.81	5652.46	5735.11	2852.29	8587.40	350766.77	2.44817946

Water Supply and Sanitation : Expenditure - Central (Rs.crore)

Year	Capital			Revenue			Total			Total Central Expenditure	10 as % of 11
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total		
1	2	3	4	5	6	7	8	9	10	11	12
1998-1999(Actuals)	18.00	0.00	18.00	64.81	0.00	64.81	82.81	0.00	82.81	281912.33	0.02937438
1999-2000(Revised)	22.50	0.00	22.50	94.55	0.00	94.55	117.05	0.00	117.05	303738.23	0.03853647
2000-2001(Budget)	20.01	0.00	20.01	126.70	0.00	126.70	146.71	0.00	146.71	338486.66	0.04334292

Source:

(i) States Expenditure-State Finances, A Study of Budgets of 2000-2001by R.B.I.,January 2001.

(ii)Central Expenditure -GOI Expenditure Budget -1999-2000 & 2000-2001,Vol.1,

Detailed Demands for Grants,GOI,M/O Urban Dev.&Poverty Alleviation,2000 -2001

Urban Development : Expenditure - All States (Rs.crore)

Appendix-2

Year	Capital			Revenue			Total			Total States Expenditure	10 as % of 11
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total		
1	2	3	4	5	6	7	8	9	10	11	12
1998-1999(Actuals)	192.94	-145.25	47.69	1659.09	855.42	2514.51	1852.03	710.17	2562.20	266360.86	0.96192812
1999-2000(Revised)	436.26	19.94	456.20	2272.16	1304.33	3576.49	2708.42	1324.27	4032.69	325633.88	1.23841229
2000-2001(Budget)	550.66	20.46	571.12	2539.73	1200.34	3740.07	3090.39	1220.80	4311.19	350766.77	1.22907595

Urban Development: Expenditure - Central (Rs.crore)

Year	Capital			Revenue			Total			Total Central Expenditure	10 as % of 11
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total		
1	2	3	4	5	6	7	8	9	10	11	12
1998-1999(Actuals)	148.00	0.00	148.00	1.63	6.79	8.42	149.63	6.79	156.42	281912.33	0.05548533
1999-2000(Revised)	135.00	0.00	135.00	4.40	8.00	12.40	139.40	8.00	147.40	303738.23	0.04852863
2000-2001(Budget)	215.00	0.00	215.00	13.02	9.89	22.91	228.02	9.89	237.91	338486.66	0.07028637

Source:

(i) States Expenditure-State Finances, A Study of Budgets of 2000 -2001by R.B.I,January 2001.

(ii)Central Expenditure -GOI Expenditure Budget -1999-2000 & 2000-2001,Vol.1,
Detailed Demands for Grants,GOI,M/O Urban Dev.&Poverty Alleviation,2000 -2001

Appendix -3

Housing : Expenditure - All States (Rs.crore)

Year	Capital			Revenue			Total			Total States Expenditure	10 as % of 11
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total		
1	2	3	4	5	6	7	8	9	10	11	12
1998-1999(Actuals)	453.98	134.52	588.50	638.61	506.02	1144.63	1092.59	640.54	1733.13	266360.86	0.65066992
1999-2000(Revised)	507.97	349.46	857.43	788.56	559.54	1348.10	1296.53	909.00	2205.53	325633.88	0.6773036
2000-2001(Budget)	523.43	68.15	591.58	792.20	574.00	1366.20	1315.63	642.15	1957.78	350766.77	0.55814295

Housing: Expenditure - Central (Rs.crore)

Year	Capital			Revenue			Total			Total Central Expenditure	10 as % of 11
	Plan	Non-Plan	Total	Plan	Non-Plan	Total	Plan	Non-Plan	Total		
1	2	3	4	5	6	7	8	9	10	11	12
1998-1999(Actuals)	76.31	68.55	144.86	0.00	237.47	237.47	76.31	306.02	382.33	281912.33	0.13562018
1999-2000(Revised)	63.25	66.54	129.79	0.00	253.69	253.69	54.77	320.23	375.00	303738.23	0.12346157
2000-2001(Budget)	88.53	74.83	163.36	0.00	271.92	271.92	75.00	346.75	421.75	338486.66	0.12459871

Source:

(i) States Expenditure-State Finances, A Study of Budgets of 2000 -2001by R.B.I,January 2001.

(ii)Central Expenditure-GOI Expenditure Budget -1999-2000 & 2000-2001,Vol.1, Detailed Demands for Grants,GOI,M/O Urban Dev.&Poverty Alleviation,2000 -2001