

Chapter 19 : IMPLEMENTATION STRATEGIES, MANAGEMENT STRUCTURE & RESOURCE MOBILISATION

With the establishment of the NCR Planning Board, an apex body has been constituted at the central level to prepare a regional plan for the balanced, harmonized and coordinated development of the NCR and to enforce, oversee and monitor the implementation of the plan. However, the Sub-Regional Plan-2021, and the various Development Plans are required to be implemented by the State.

The Proposals of the Sub-regional plan keeping into consideration the hierarchy of settlement patterns, both urban and rural areas have to be implemented.

The nodal agencies for the planning and coordination of these Development Plans shall be as under:

19.1 Nodal agencies

The agencies that operate in the Sub-region for planning/implementation are:

- (i) The Department of Town and Country Planning (T&CP Dept.),
- (ii) The Department of Urban Local Bodies
- (iii) The Haryana Urban Development Authority (HUDA) and
- (iv) The Haryana State Industrial and Infrastructure Development Corporation Ltd. (HSIIDC).

These agencies and their roles have been discussed in the section below.

19.1.1 Town and country Planning Department, Government of Haryana

The Department of Town & Country Planning and that of Urban Local Bodies are the nodal Departments to regulate the land use in order to prevent ill-planned and haphazard urbanization in the State. The policies of the Town and Country Planning Department aim at encouraging a healthy competition amongst various private developers and public sector entities for integrated planned urban development. The Department also renders advisory services to various Departments/Corporations/Boards such as HUDA, Housing Board, HSIIDC, Marketing Board etc. The major functions of the Department are as under:-

1. Prevention of unauthorized and haphazard construction and regulation of planned urban development under the provisions of Punjab Scheduled Roads and Controlled Areas Restriction of Unregulated Development Act, 1963 by declaring controlled areas and preparing Development Plans.
2. To facilitate the development of colonies in order to prevent ill-planned and haphazard growth under the provisions of the Haryana Development and Regulation of Urban Areas Act, 1975.

Since a significant portion of the State falls in the National Capital Region, the Department also co-ordinates with the NCR Planning Board. Provisions of the Regional Plan are referred for formulation and implementation of Development Plans within the National Capital Region. The functions rendered by the Department are as under:-

- a) Preparation of Development Plans for planned urban development
- b) Promote development of residential, commercial and industrial colonies by way of granting licences & granting Change of Landuse Permissions for regulating land use in controlled areas.
- c) Approval of Layout Plans / Building Plans for which licences/CLU Permissions have been granted;
- d) Issuance of licenses for brick-kilns and stone crushers etc.
- e) Detection of unauthorized construction and initiating action against the offenders.

19.1.2 Department of Urban Local Bodies (ULBs)

Directorate of Urban Local Bodies, Haryana with its Headquarter at Chandigarh is responsible to monitor the working of all the Municipal bodies in the State, including the Haryana Sub-region of NCR. The

Directorate is headed by the Director, who is assisted by three wings namely; Administration, Town Planning and Technical wing.

The Department was established on 1st April, 1982 to have better coordination and to control the working of the municipalities in the State as well as to coordinate between municipalities and the Government. Apart from this Directorate looks after the following technical matters:-

- (i) To approve layout plans of all the Trust Schemes, Schemes on Municipal lands;
- (ii) To give change of land use permission, approval of building plans by charging scrutiny fee, conversion charges and external development charges;
- (iii) To prepare schemes to secure loans/grants/financial assistance from Union Government under IDSMT Schemes;
- (iv) To prepare project report for solid waste management, strengthening of fire-services shifting of milk dairies to seek central assistance;
- (v) To give financial help/loan to the municipalities, constituted under Haryana Municipal Act 1973, from Haryana Urban Infrastructural Development Fund.

19.1.3 State Development authorities

(a) Haryana Urban Development Authority

The Haryana Urban Development Authority came into existence under the Haryana Urban Development Authority Act, 1977 to take over the work and responsibilities being handled by individual Government Departments. Before the creation of HUDA, the Urban Estates Department used to look after the work relating to planned development.

HUDA came into existence in order to overcome problems of coordination and to achieve expeditious development of urban estates. HUDA's role is also to become pro-active and take steps to match the supply of land to meet the demand, so that no artificial speculation takes place and residential needs can be fulfilled at an affordable cost.

(b) Haryana State Industrial and Infrastructure Development Corporation

HSIIDC was setup for promoting medium and large scale industries so as to ensure balanced regional development of Haryana, by acting as an institutional entrepreneur and a financial institution. HSIIDC is a public limited company, wholly owned by the Government of Haryana.

HSIIDC serves as the single most important platform for providing services in following areas:-

- Developing Industrial areas/IMT's;
 - Providing financial assistance by way of term loans, equipment re-finance/equipment leasing and working capital
 - Performing agency functions on behalf of the State Government
 - Performing agency functions for entrepreneurs and established industries for enhancement of capacity/modernization
 - To identify and promote large scale industries
 - To contribute to infrastructure development in the state
 - To provide merchant banking services

(c) Haryana Rural Development Authority

The Haryana Panchayati Raj (Amendment) Act, 2007 has made a provision for Rural Development, by inserting chapter XXII in the Haryana Panchayati Raj Act, 1994. This amendment provides for Haryana Rural Development Authority on the analogy of Urban Development Authority.

Haryana is the only State to have a Development Authority for rural areas. According to the Act, Duties and Functions of the Authority are as under:

- (a) Identification of rural areas for declaration of development zone;
- (b) Preparation of development plans for regulation of development zone;
- (c) Providing regulated growth in and around villages;
- (d) the erection of buildings;

Further for preparation of the Development Plan, the District Planning Committee in consultation with the Authority shall prepare development plan for such villages, as considered necessary, for regulations of its zone. The Plan may contain reservation of land for residential, commercial, industrial, open spaces, road network and other ancillary use; including provisions concerning matters necessary for proper development of the zone or any area thereof according to the plan.

(d) Other Departments:

At the same time, various Government departments and urban local bodies have to ensure that the supporting urban infrastructure is put in place to achieve a fully conforming urban space - be it water supply, sewerage and drainage, street lights, power supply, roads, flyovers, transport, parks, markets etc.

Some of the nodal Departments/agencies responsible for such works in the State have been identified as follows:

S.No.	Department	Responsibilities
1	Forest	<ul style="list-style-type: none"> • Afforestation • Wildlife conservation • Soil & water conservation in forests • Wood harvesting & water conservation • Joint forest management • Social forestry
2	Irrigation	<ul style="list-style-type: none"> • Monitoring the over exploitation of ground water or water logging aggravations • O & M of canals and distribution • Flood Management and Drainage System • Keeping the water bodies free from pollution • Ensuring proper and equitable use of water for designated purposes • Check environmental degradation during developmental projects
3	PWD, (B & R)	<ul style="list-style-type: none"> • Construction as well as maintenance of the building works, roads and bridges
4	Tourism	<ul style="list-style-type: none"> • Formulation and implementation of tourism development policy • Development of tourism facility their operation and maintainence
5	Industries & Commerce	<ul style="list-style-type: none"> • Nodal department to promote industries and to facilitate entrepreneurs • Department pursues different schemes of the State Govt. and the Central Govt. • It also acquires land for developing Industrial Estate / Parks on behalf of HSIIDC
6	Agriculture	<ul style="list-style-type: none"> • Agriculture production and other crop protection measures

S.No.	Department	Responsibilities
7	Rural Development	<ul style="list-style-type: none"> • Implementation of Special Centrally Sponsored Rural Development Schemes • The Panchayati Raj Institutions are also fully involved in planning, execution, monitoring of schemes at the field level
8	Transport	<ul style="list-style-type: none"> • Registration of motor vehicles • Improved Efficiency and Outreach of Public Transport Services. • Grant of permits • Road safety • Collection of taxes and fees etc.
9	Revenue and Disaster Management	<ul style="list-style-type: none"> • Maintenance of revenue record. • Provision of relief, rescue and rehabilitation measures at the time of any natural calamity. • Up-gradation and creation of sub-tehsils/ tehsils/ sub divisions and districts from time to time • Consolidation of land

19.1.4 Existing Statutes

The existing legal framework under which development of the Sub-Region can be regulated, are as under:

- **The Right to Fair Compensation and Transparency in Land Acquisition, Rehabilitation and Resettlement Act, 2013 (Act 30 of 2013)**

One of the main instrument for implementing the development proposals and laying the infrastructure services is the land acquisition by the State. Prior to 01.01.2014, the acquisition was undertaken by the State under the land Acquisition Act, 1894, which now stands substituted with Act No. 30 of 2013. Under this Act, the following major aspects are required to be considered by the authority, acquiring the land:

- Carrying out the Social Impact Assessment to identify the persons likely to be affected, directly or indirectly, by acquisition of land;
- Preparation of Rehabilitation and Resettlement Scheme;
- Determination of amount of compensation;

- **The Punjab Scheduled Roads and Controlled Areas Restriction of Unregulated Development Act, 1963**

It is an act to prevent haphazard and sub-standard development along scheduled roads and in controlled areas in Haryana, by curtailing the unauthorized construction and guiding the planned development through preparation of Development Plans for the Controlled areas.

- **The Haryana Municipal Act, 1973**

This act applies to the whole state and suggests constitution of municipalities into three classes:-

- "Municipal Committee" for a transitional area with population not exceeding fifty thousand;
- "Municipal Council" for a smaller urban area with population exceeding fifty thousand but not exceeding three lacs and
- "Municipal Corporation" for a larger urban area with population exceeding three lacs, to be governed by a separate Act: Provided that a municipality under this section may not be constituted in such urban areas or part thereof as the State Government may, having regard to the size of the area and the municipal services being provided or proposed to be provided by an industrial establishment in that area and such other factors as it may deem fit, by notification, specify to be an industrial township:

- **Haryana Development and Regulation of Urban Areas Act, 1975**

It is an act to regulate the use of land in order to prevent ill-planned and haphazard urbanization in and around Urban areas in Haryana. Urban area means any area of land within the limits of a municipal area or notified area of an urban area or situated within five kilometers of the limits thereof, or any other area, where, in the opinion of the Government, there is a potential for building activities and the government by means of notification declares.

- **The National Capital Region Planning Board Act, 1985**

Regional Plan -2021 has been prepared under the Act and the approved plan is under implementation. The features of the plan have been discussed in different sections of this Sub-regional plan.

- **The Haryana Municipal Corporation Act, 1994**

This act extends to the whole of the State excluding the cantonment areas therein. It provides for the establishment of Municipal Corporations for certain municipal areas in the State.

- **Haryana Panchayati Raj Act, 1994**

The Haryana Panchayati Raj Act was first published in the Government Gazette on 21st April, 1994. The Act indicates three level administration operational systems i.e. Gram Panchayat, Panchayat Samiti and Zilla Parishad. Thus, the Act provides for control and development of activities in Abadi area.

19.2 Urban Land development process

The urban development process involves the acquisition of land, detailed physical planning, creation of town level infrastructure, parceling of land and distribution of building sites. This process also requires development of public areas and amenities such as streets, parks, bus stops, treatment plants for water and sewerage, electrical sub-stations, etc.

In the State, the Department of Town and Country Planning first notifies an area as 'controlled area' and prepares the 'Development Plan', exercising the powers conferred by Section 4 and 5 of the Punjab Scheduled Roads and Controlled Areas (Restriction of Unregulated Development) Act, 1963.

Haryana Urban Development Authority (HUDA) is a prime agency of the State for implementing the proposals of the Development Plans. HUDA undertakes the development of land, which is acquired by Urban Estates Department under Land Acquisition Act, 1894 for uses, like residential, commercial etc. in accordance with the provisions of the Development Plan. After acquisition, land surveys are conducted and physical layout plans are prepared in accordance with the norms & standards evolved by HUDA for providing a congenial living environment. These plans conform to the provisions made in the Development plan with regards to the population density, land use and zoning regulations. Projections and development for the required infrastructure network, capacity and its location are done by HUDA. Thereafter, the parceling of land and its distribution in general public and economically weaker sections (EWS) is undertaken.

The Haryana Housing Board undertakes the planning, development and distribution of houses as a part of colonies in some of the land parcels where infrastructure and other external development have been implemented by HUDA.

Planning, development and implementation of industrial estates and IMT are undertaken by HSIIDC, regulated by the relevant Acts and a similar process as given above for urban land development.

Apart from above, there is also provision for undertaking development through private developers in accordance with the provisions made in the Haryana Development and Regulation of Urban Areas Act, 1975 after obtaining prior license for developing an area. There are various possibilities of development in such a manner as described in the following section.

19.3 Public Private Partnership (PPP) in housing and infrastructure

The Objective of Public Private Partnership is to maximize service to the common man at an affordable price with minimum use of government funds. This objective can be best achieved in provision of infrastructure services. There are three Models available to government for public private partnership;

Model 1: Government Invests in the project along with the Private Sector Partner with an objective to earn returns from the investment

Model 2: Government provides funds to the project to reduce user charges

Model 3: Government does not invest but rationalizes the user charges

Some options available for participation of the private sector in infrastructure projects are:

- Service Contract
- Management Contract
- Lease
- Concession
- BOT/ BOOT and its variants
- Divestiture

19.3.1 Land and infrastructure development in PPP

There have been many cases where PPP has been successful in India. Here it is important to understand that State support is essential for establishing land rights, enabling and providing hinterland connectivity, and addressing rehabilitation and resettlement issues. For the infrastructure provision in the sub-region, sector wise agreements could be developed in a PPP framework, based on a sector wise criterion. Some of the sectors where projects may be developed in PPP format are:

- Highways/ Expressways
- Power generation, transmission and distribution
- Transportation infrastructure such as airports, parking, bus and truck terminals, MRTS stations etc.
- Solid waste management systems and network
- Telecommunication
- Housing and Townships
- Industrial Estates
- Hotels and resorts
- Recreational facilities
- Commercial and retail centres
- Hospitals and Health care centres
- Institutions and skill development centres

19.3.2 Land development process in PPP

For land and infrastructure development in PPP format, the State or its assigned authority would be entrusted for conducting the following tasks:

- Locate the specific cities / new areas for development
- Identify total land area that needs to be developed
- Prepare Development Plans for Land use of the area
- Notify land area and land use for development

- Invite Private developers for developing the land
Government would need to help the Private developer (PD) in land acquisition.

19.3.3 Broad Policies and Proposals for planning in PPP mode

Roads

All road network / transport network is to conform to noise and air pollution standards specified by the Government of India under the Air act. The standards of urban roads etc. are to be taken as per specified by the Ministry of Environment and Forests guidelines applicable for procuring Environmental clearances as published in the EIA notification dated 14th September 2006.

Space norms/ Standards

All new urban developments will follow the guidelines issued by the T&CP Department and the building regulations laid by T&CP Department / HUDA.

Water

It is to be conserved, recycled as much as possible. Several systems using new technology will have to be employed for treatment and reuse of grey water. These include constructed wetlands, rain water harvesting and recharging structures in open spaces.

Open spaces

The norms for provision of open spaces are specified by the T&CP Department. The standards to be observed for open space provision will also be dictated by the surrounding and proposed land use.

19.3.4 Sources of Investment-Funding Models

Traditionally initial investment in urban development projects come by way of equity. Respective parties show interest to put their money in real estate projects depending upon their strategy, which is driven by the location and the status of the projects. In the sub-region, the projects will be in vicinity of Delhi. Hence the expected rate of return is expected to be substantial to attract the large scale foreign as well as domestic investors to invest herein.

In order to invest, either the foreign investors would be coming through private equity capital to provide base capital required to undertake such projects and reduce exposure to debt financing or they can also be a part of the project specific SPV. There are also various Real Estate Venture Capital Funds in the market, with specific investment strategies. These funds have paved the way for organized debt and equity instruments in the real estate market and the establishment of Real Estate Funds (REFs). Additional funds required might be raised through loans, and after the project takes off and once the public confidence in it is established, capital markets could be approached.

Corporate borrowers (developers) are also eligible to raise External Commercial Borrowings (ECB) up to a maximum of US \$ 500 million. Thus, for new area development such as industrial/technology parks/ integrated township categories, ECB can be raised for investment and for working capital requirement, during this phase. Different modes of development in PPP framework have been summarized in table 19-1 and 19-2.

Table 19-1 : Mode of participation

Options	Ownership for asset holding	Operation & maintenance	Capital investment	Commercial risk	Duration
BOT	Private and then Public	Private	Private	Private	20-30 years
BOO	Private	Private	Private	Private	
Service Contract	Public	Public & Private	Public	Public	2-3 years
Management Contract	Public	Private	Public	Public	3-5 years
Lease	Public	Private	Public	Shared	8-15 years
Concession	Public	Private	Private	Private	25-30 years

Table 19-2 : Requirements for PPP for different options

Options	Stakeholder support	Cost recovery	Regulatory framework
BOT	Moderate to high	Preferred	Strong capacity required
BOO	Low to minimum	Necessary	Monitoring required
Service Contract	Unimportant	Preferred but not necessary	Minimal monitoring required
Management Contract	Low to minimum	Preferred but not necessary	Minimal monitoring required
Lease	Moderate to high	Necessary	Strong capacity required
Concession	High level	Necessary	Strong capacity required

Under all PPP models, the government will emerge as a regulator to monitor the project and especially the quality of construction and use of materials. The term private in PPP will comprise of all non-government agencies such as the corporate sector, voluntary organizations, self-help groups, partnership firms, individuals and community based organizations.

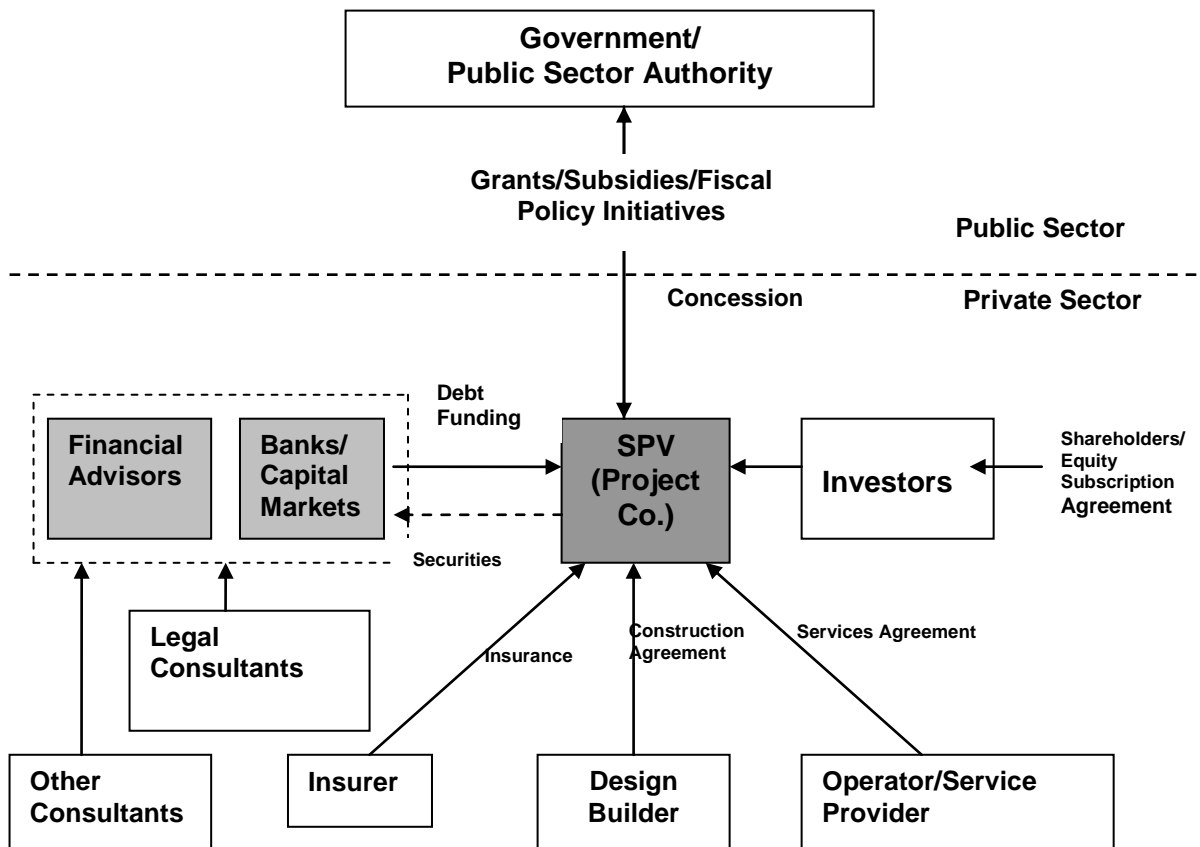
A multiple of PPP structures can be selected depending on the project type, needs and sector. In some models market risk is transferred to the private party; while in others it is retained by the public authority or shared by both parties. The number of contract funding agencies varies from one (the public authority) to a whole population of users.

Management Patterns

The funding pattern and collaboration between the public sector and the private sector could take any one of the following forms:

- Public funding with private service delivery and private management.
- Public as well as private funding with private service delivery and private management.
- Public as well as private funding with public/private service delivery and public/private/ joint management

Figure 19-1 : Typical PPP Framework



19.4 Policies and Proposals for District Level Planning

19.4.1 Institutions for preparation of Development Plan

Haryana Panchayati Raj Act, 1994 says that the State Government shall constitute in every district a District Planning Committee (DPC) to consolidate the development plans prepared by:

- Zilla Parishad
- Gram Panchayati and
- Municipal Councils

For preparation of development plan, that:

- i) Every Gram Panchayat shall prepare a development plan and submit to the Panchayat Samiti every year and the Panchayat Samitis would review these and submit to Zilla Parishad for consideration,
- ii) Every Zilla Panchayat shall prepare a development plan every year after including the development plans of Panchayats and submit to DPC.

19.5 Organization for Implementation

The Sub-Regional Plan is prepared under the provisions of section 17(1) of the NCRPB Act, 1985. The Act is to provide for the constitution of a Planning Board for the preparation of a plan for the 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 National Capital Region so as to avoid any haphazard development and for matters connected therewith or incidental thereto. After the commencement of this Act, the Board constituted a Committee, called the Planning Committee, for assisting the Board in the discharge of its functions. The Planning Committee consists of members including the Member Secretary of the Board.

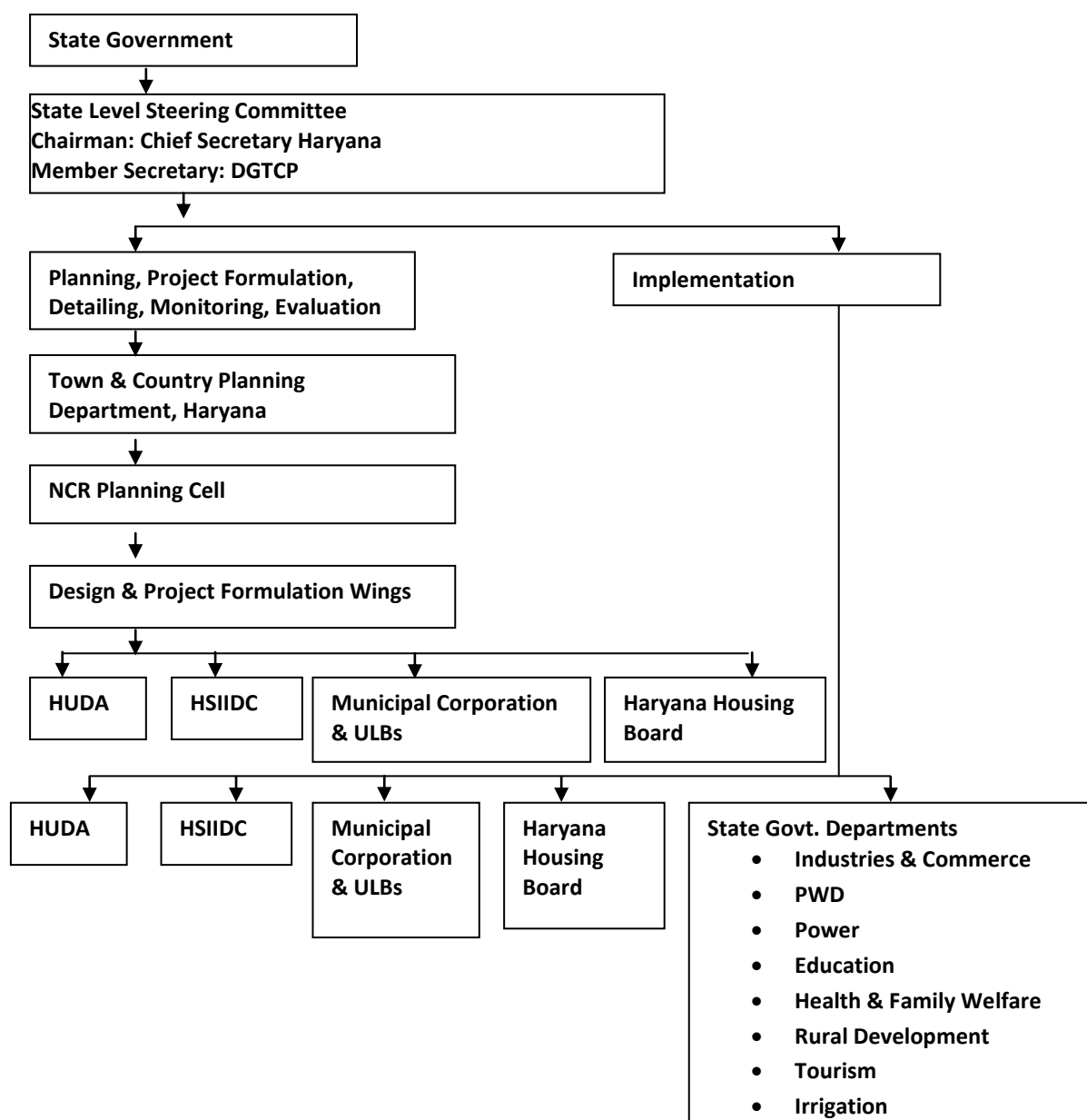
Under the NCRPB Act, the State is required to prepare a Sub-Regional Plan for the sub-region. Before publishing the Sub-Regional Plan, the State shall refer such Plan to the Board to ensure that it is in conformity with the Regional Plan. After considering the observations made by the Board, the State will finalize the sub-regional plan and ensure its implementation.

The T&CP Department is to coordinate with several State departments and parastatal bodies for effective implementation of the plan. In order to implement the above mentioned policies and strategies of the Sub-Regional, it is required to have an efficient management system for fast-track implementation of the Plan proposals and suitable monitoring of the projects. The implementation of Sub-Regional Plan requires a multi-disciplinary approach which involves tremendous amount of coordination and monitoring. The suggested management structure can be summarized as;

The State has constituted a Steering Committee under the Chairmanship of Chief Secretary, Haryana to monitor the implementation of the provisions of the Sub-Regional Plan, wherein the representatives of concerned Dept. / implementing agencies are members.

The NCRPB also provides funds in form of loans and grants to the implementing agency to implement their infrastructure projects within the Sub-Region in conformity with the Regional Plan.

Figure 19-2 : Management structure



19.6 Way forward

Some of the policy proposals as laid down in the SRP emanate from the objectives enshrined in the NCR Planning Board Act, 1985 and Regional Plan – 2021AD made there under. Paucity of funds with the State Government may at times come in the way of implementation of these policy proposals by the State. In such a situation the State expects allocation of funds from the NCR Planning Board and even from the Central Government.

The proposals relating to Mass Rapid Transit Systems in the form of Metro and RRTS require huge funding and declaring such projects as projects of national importance for the purpose of full Central funding will help in sorting out the major transportation issue.

Further, action plan shall be prepared and efforts shall be made for the implementation of the various policies and proposals elaborated in each chapter of the Sub-Regional Plan.

In addition to the above, the development plans of various towns will also assist in the implementation of the policies and proposals of the Sub-Regional Plan.