

# Chapter 10

## **Conclusion and Recommendations**

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## 10.1 Conclusion

DDA has a crucial role in the governance of the city as it has been entrusted with the responsibility of promoting and securing the development of Delhi as per the Master Plan of Delhi.

DDA has a major role in acquisition, development as well disposal of land in Delhi. Efficient planning and execution of land management activities require proper co-ordination with various agencies including the Ministry of Urban Development and Delhi Government. Audit observed lack of coordination among these agencies as a result of which development and implementation of a land pooling policy in land assembly and development, disposal of industrial land etc. were pending since long.

A critical issue noticed in audit was non-availability of consolidated information in respect of land stock with DDA. The information relating to land acquisition, utilization, development, disposal as well as land lying vacant was inadequate, incomplete and outdated.

In respect of land acquisition processes, long delays in payment of compensation/enhanced compensation to land owners, excess payment of compensation, non-receipt of utilization certificates for the expenditure incurred on payment of such compensations, non-receipt of land even after full payment, possibility of lapse of acquisition due to enactment of a new statute in cases of considerable delays over five years since announcement of award etc were observed in audit.

Land development works suffered from weaknesses in planning of the projects and lack of compliance with codal requirements and delays in start and completion of various development works.

Developed lands are to be disposed for various intended purposes such as industrial, institutional, residential and commercial. Disposal activities are required to be carried out in accordance with Nazul Rules. Disposal activities were adversely affected due to lack of clear policy in the areas of valuation, prioritizing, scheduling and planning. Land was allotted to various institutions on concessional rates but there was no uniform policy for deciding eligibility of cases for this category. Progress in auction of commercial plots was slow. There were cases of considerable delays in allotment of land to even Government department and agencies.

In the area of land protection, there were shortfalls in execution of planned demolition programmes and instances of late reporting of encroachment, non handing over of land to engineering department after carrying out demolition programme and non construction of

boundary wall in time after regaining the land were noticed. In this scenario, a large number of vacant tracts of land lay unutilized for years and DDA could not guard against the risk of encroachment and haphazard development of those areas.

Majority of leases under Nazul-I category i.e. land transferred from erstwhile Delhi Improvement Trust, Land & Development Office, Gaon Sabha lands of urbanized villages etc., had expired and there was no mechanism to regularly watch and monitor the status of these lands. Various deficiencies were noticed in processing of cases of conversion from lease hold to freehold and there was no mechanism for regular monitoring and collection of outstanding ground rent and damage charges.

DDA neither had a proper record management system nor did it have a robust internal control system which was evident from the fact that coverage of units in internal audit was quite low. There was lack of a regular and effective reconciliation mechanism among different set of records.

Joint Inspections carried out by audit alongwith DDA representatives revealed instances of shortage of land *vis-à-vis* DDA records, encroachment/unauthorised use of vacant land, land lying undeveloped even after transfer to user department etc., signifying poor state of affairs of the functioning of the land management activities in DDA.

DDA in its reply (June/October 2016) as well as in the Exit Conference held in June 2016 stated that many Standard Operating Procedures (SOPs) relating to Land Management and Mobile Applications for land protection and e-Measurement Books have been developed (2015-16) and are being implemented. These are welcome steps but the systemic issues still remain to be resolved.

## 10.2 Recommendations

In the light of weaknesses in planning, implementation, monitoring of the land management activities at DDA, some general and specific recommendations have been made. Specific recommendations relating to individual land management processes have been included in the concerned chapters of this Report. General recommendations meant to address systemic deficiencies, are given below:

- DDA should prepare an Office Manual laying down the organization structure and defining roles and responsibilities across levels of the organization along with Standard Operating Procedures for various activities and processes with defined timelines for land management. The recently introduced SOPs and initiatives should be institutionalized and monitored to ensure that these are integrated into the work processes of DDA.
- As DDA is dealing with varied activities in Land Management, where multiple wings are dealing with different aspects with a high level of public interface, it may consider implementation of an Enterprises Resource Planning (ERP) system, integrating all aspects of its functioning.

- DDA should maintain all the prescribed records and ensure their completeness, accuracy, timely updation and proper upkeep. A comprehensive database of land stock with all details and present status must also be maintained. Further, considering the importance, age and quantum of records, DDA should complete the digitalization of its records at the earliest.
- It is important to have an effective co-ordination and co-operation mechanism between DDA and Delhi Government. An effective mechanism should be evolved where all the pending issues between DDA and Delhi Government are settled.
- DDA needs to implement a strong system for effective internal monitoring of land management activities.

**Dated: 23 November 2016**  
**Place: New Delhi**

  
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Director General of Audit  
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**Countersigned**

**Dated: 25 November 2016**  
**Place: New Delhi**

  
(SHASHI KANT SHARMA)  
Comptroller and Auditor General of India

