1. Introduction

Retailing in India is one of the pillars of its economy and accounts for about 15% of its GDP. The Indian retail market is estimated to be USD 500 billion and one of the top five retail markets in the world by economic value. India is one of the fastest-growing retail markets in the world, with a population of 1.2 billion and a rising middle class.

As of 2015, India’s retailing industry is largely owner-manned small shops. In 2010, larger format convenience stores and supermarkets accounted for about 4% of the industry, and these were present only in large urban centers. India’s retail and logistics industry employ about 40 million employees (3.3% of Indian population).

The growing middle class is an important factor contributing to the growth of retail in India. By 2030, it is estimated that 91 million households will be ‘middle class’, up from 21 million today. Also by 2030, 570 million people are expected to live in cities, nearly twice the population of the United States of America today.

High consumer spending over the years by the young population (more than 50% of the population is below 25 years) and a sharp rise in disposable income are driving the Indian organized retail sector’s growth. Even Tier I & Tier II cities and towns are witnessing a major shift in consumer preferences and lifestyles, as a result of which, they have emerged as attractive markets for retailers to expand their presence.

The Indian retail sector is highly fragmented and the unorganized sector has around 13 million retail outlets that account for around 96% of the total Indian retail industry. However, going forward, the organized sector’s growth potential is expected to increase due to globalization, high economic growth, and improved lifestyle.

The State of Maharashtra is a leading State in Retail Business. The retail trade comprises enterprises engaged in retailing goods and services. These enterprises fall into various segments, which include food and grocery, apparel, footwear, consumer durables, home appliances and equipment, restaurants, cinema halls, multiplexes, home furnishing and furniture, jewelry, books, music, watches, pharmaceuticals, beauty and healthcare. These enterprises sell various categories of items and use multiple channels including brick and mortar, direct selling, e-commerce and other channels.

The retail distribution center provides a crucial, dynamic, and evolving link between producers and consumers across Maharashtra. At the simplest level, the retail enterprise typically makes a substantial contribution to employment - being the second largest enterprise in a national economy whilst simultaneously providing a significant contribution to both business activity and GDP shift in consumer preferences and lifestyles, as a result of which, they have emerged as attractive markets for retailers to expand their presence.
2. Key drivers of the Policy:
Retail is important since it contributes directly to the growth of the economy. The key drivers of the policy include:

- Creation of employment opportunities
- Promoting grass-root entrepreneurship
- Empowerment of women
- Empowerment of farmers
- Create demand and support industries manufacturing 'Made in India' commodities.
- Growth of Micro, Small and Medium Enterprises ('MSMEs') in retail trade
- Contribution to exchequer
- Enable stable prices and offer greater variety to consumers

The gross state domestic product (GSDP) of Maharashtra state at current prices was 13,23,768 crore in 2013-14 and accounted for 14.1 per cent of India's GDP, the highest among all the states. The state's capital, Mumbai, is the commercial capital of India and has evolved into a global financial hub. Based on the phenomenal growth in the retail enterprise in Maharashtra and considering the potential it offers to boost the State’s economy and the employment potential, the Retail Policy is being formulated for the first time in the State to look at the business of retail in a holistic manner.

3. Definition of Retailer:
Retailer is any entity that sells goods or provides service to the ultimate consumer. The ultimate consumer is one who buys these goods for personal use or consumption. The retailer therefore is one who deals with the end consumers, maintains data of dealing with such end consumers and is responsible for the service provided to the end consumer. The sale of such goods can happen over various channels - including brick-and-mortar, direct selling, e-commerce, television, mobile phones or tablets, and other channels. Any entity or brand that portrays itself as a store, retailer or seller to the end consumer would be termed as a retailer.

"Multi-brand Retail" or "Supermarket" or "Hypermarket" is where many items are sold under a single roof, e.g. Big Bazaar, Central, InOrbit etc.

"Single Brand Retailer" is the one who sells its own branded goods across its own outlets. Single-brand retailer owns whole supply chain and is the manufacturer, packer, importer and wholesaler of all goods. For example – IKEA, Decathlon, etc.

VISION

To create an efficient and seamless internal trade opportunity and to boost the economic competitiveness of the State’s economy by promoting and facilitating world-class logistics and warehouse chain, minimizing wastage and transaction cost within the retail enterprise, giving the best value for money to the ultimate consumer while at the same time maximizing returns to the producers, particularly farmers and SMEs.

MISSION

To prepare strategies to provide a globally competitive and sustainable investment environment, thereby making Maharashtra one of the most favoured economic magnets and centers of unlimited opportunities within the country and across the globe.

The objectives of the Retail Trade Policy, 2016 are as follows:

• To uphold Maharashtra’s leadership position in the Retail Trade within the country.

• To further accelerate investment flow to underdeveloped regions of the state.

• To create more employment opportunities, to educate the youth of all sections of the society across the region, especially in rural areas to take part in Retail Trade.

• Leverage Retail Trade as a tool for socio-economic development of the State.

• To strengthen existing unorganized small retailers to face globalization.

5. Policy Initiatives

Modern retail provides employment opportunities to the educated, unemployed youth as well as those who are not very literate and / or are economically backward. It also helps the growth or consumption and demand by creating a conducive environment for the consumers.

Retailing supports considerable investment by the public and private sectors in urban renewal by providing shopping facilities to the residents. Development of retail clusters also fosters cultural, civic and economic development of remote areas of the State.

This is also important in the context of tourism. These smaller towns and villages then serve to develop surrounding rural areas by providing a range of facilities and services.

The nature and scale of retailing in Maharashtra has also undergone major changes, mainly driven by economic development and also by changes within the industry itself. Specific retail planning requirements are to be met by regional authorities and planning authorities in the state of Maharashtra to carry out their regional planning and development functions respectively.

A variety of initiatives need to be introduced to provide a conducive environment for the growth of the retail enterprise. To allow the retail enterprise in the State to achieve its true potential, some exceptions and relaxations in the current regulatory framework need to be provided.
The following key initiatives are proposed in the Retail Trade Policy:

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<td>Industries Department will appoint a Nodal officer from MAITRI (Maharashtra Industry, Trade &amp; Investment Facilitation Cell). The Nodal Officer shall coordinate with all the departments and Ministries of Maharashtra vis-a-vis Central Government and members of industry to facilitate licensing, development and growth of retail enterprises. MAITRI will provide an interface to resolve issues posed by the small and organized retail industry of the state. The nodal officer will liaison with the relevant licensing authorities in the state, on behalf of the retailer, so that these licenses may be procured faster and more efficiently. An effort would be made to grant and renew various clearances, permissions, licenses, registrations for establishment and running of a retail enterprise online with no or minimal human interface.</td>
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<td>L. Allowing Open Access for power</td>
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<td>M. Formation of an Empowered Committee at the state level to monitor the implementation of this policy and develop procedures and make amendments whenever and wherever required</td>
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B. Relaxations under the Shops and Establishment Act:

(I) Self-employed establishment or establishments where less than 9 employees are in working condition, for such type of Small and Medium Retail, Traders following facilitation will be provided.

- Under Shops and Establishment Act, 1948, online registration facility will be provided. For that 'Inspection' or 'approval' under other labour laws will not be required.
- Registration for Value Added Tax (VAT) will be given online. For that 'Inspection' will not be required.
- If in any case complaint of the specific nature is received, without prior permission of a District Officer, general inspection of shops will not be carried out by Labour Department, Sales Department, etc.

(II) With regard to working hours, work shifts and employment of part-time workers and maintenance of records.

i. Retail enterprise shall be allowed to stay open every day of the year to cater to the needs of the working class and other class of customers, provided that the employees are given compulsory weekly offs on a preferential basis.

ii. Retail enterprise dealing in all goods and commodities shall be allowed to conduct retail operations between 5 am and 11 pm. The enterprises can remain open between 11 pm and 5 am only for logistics and supply purposes.

iii. Women employees shall be permitted to work up to 10 pm, provided precautions are taken for ensuring their safety during such time and provisions made for dropping them to their respective homes safely in the event they work till late in the night by concerned Management. The decision shall remain with the respective female employee as to whether she chooses to work such shifts or not.

iv. Retail enterprise shall be exempted from maintaining physical records for attendance and salary. Provision for Retail Enterprise to maintain employee-related records required under various labour laws in electronic form, and to accept returns in electronic form will be made in line with the progress of computerization in the Labour Department.

v. Retail Enterprise shall have an option for self-certification and filing of consolidated annual returns under 13 Acts administered by the Labour Department as below:

- The Maharashtra Shops and Establishment Act, 1948
- The Minimum Wages Act, 1948
- The Payment of Wages Act, 1936
- The Apprentices Act, 1961
- The Contract Labour (Regulation and Abolition) Act, 1970
- The Child Labour (Prohibition and Regulation) Act, 1986
- The Payment of Gratuity Act, 1972
- The Equal Remuneration Act, 1976
- The Payment of Bonus Act, 1964
- The Employment Exchanges (Compulsory Notification of Vacancies Act), 1959
- The Workman’s Compensation Act, 1923
- Inter State Migrant Workman (Regulation of Employment & Conditions of Services) Act, 1979
- The Factories Act, 1948

vi. Option to employ housewives and students on part-time basis. Retail enterprise can offer part-time employment to such individuals, provided the worker is not ready to work full time. For this purpose, the consent of the worker shall be taken before hand. Minimum per hour wage rate shall be proportionately determined in accordance with minimum monthly / daily wage rate specified under Minimum Wages Act. These part-timers shall be exempted from other laws. The retail unit cannot engage more than 25% of its employees as part-time employees.
C. Inclusion of Food and Grocery Business in Essential Services

Food and Grocery Retailers are entrusted the responsibility of delivering certain services to citizens which, if obstructed, affect the normal life of people.

Sometimes occurrences like bandhs result in compulsory shutting of retail establishments. This leads to disruption of product access to citizens on the one hand and huge wastage of produce on the other hand for retailers and ultimately to the nation.

Only perishable goods/items from Food and Grocery business to be included in Essential Services Maintenance Act (ESMA).

D. Relaxation of Stocking Limit under Essential Commodities Act

Ministry of Food and Civil Supplies will either repeal order issued under Essential Commodities Act or will increase stocking limits specified under these orders.

The following points will be considered:

i. The implementation of ESSCOM Orders' (Essential Commodities) shall be rationalized, considering the experience of other States in the country.

ii. The permissible stocking limits for which license is required shall be enhanced.

iii. The procedures for getting license and its renewal shall be reduced and simplified.

iv. Currently under ESSCOM licenses have to be applied commodity-wise, and these changes frequently requiring trade to update itself on Gazette Notifications. Also commodity limits are mentioned zone-wise (population based town / city / zone classification), and category-wise (wholesale / retail / processing, etc.) making implementation complex and unfriendly. The procedures shall be rationalized and simplified.

v. The stocking limits in godowns in rural areas shall be higher as space for godowns in urban areas is costly / not viable.

vi. Greater storage limits for retail chain stores based on monthly sales considering that these stores have high footfalls requiring greater storage limits.

E. Human Resource Development and Skill Development

Special emphasis needs to be given to the development of human resources and skill development for the Retail industry. It would be available to make mandatory for retail establishments to employ certified personnel / staff. The required staff for the different retail sectors should be skilled as per National Skill Qualification Framework aligned modules formulated or approved by the appropriate authorities for the concerned retail segments. Preferential treatment will be given to entrepreneurs who are certified to have undergone in training programme.

The State-run agencies and well-known private institutions will institute training-based certification and placement programmes. They would collaborate with retailer’s associations as well as the local retail industry to understand their resource requirements. Based on these requirements, a merit-based, defined certification and placement procedure shall be instituted so that appropriate manpower is created for the retail enterprise. This is particularly important for small enterprises which are not in a position to impart the required training in-house.

Based on an assessment of feasibility and other details by the task force constituted under the Empowered Committee, a proposal will be prepared for the establishment of Center of Excellence and Finishing Schools and other employment-oriented centers.
i. Skill Development Programme for the Tribal and Rural Youth: This scheme is proposed to develop various skills and knowledge for economic growth and social development of tribal and rural youth. The tribal and rural youth will be trained in various fields of the retail enterprise, retail marketing, human resource development and health conservation under their on-going schemes. Lack of employability in other sectors is one of the major reasons of unemployment in India. Thus retail enterprise is the most suitable to create employment for these youths. It is targeted to train one lakh youths over a period of 5 years. An initial provision of INR 10 crores will be made available from the sanctioned outlay received by the Skill Development Department. Consequently targets and allocation of funds will be done on a year-to-year basis.

ii. Setting up of Centre of Excellence: Centre of excellence would be set up on public private partnership (PPP) mode by Maharashtra Industrial Development Corporation. The center will have a finishing academy-cum-incubation center.

F. Pragmatic Implementation Of Packaged Commodity Regulations

i. Label declarations of pre-packaged commodities: Most of the SKUs (stock keeping units) / commodities stocked and sold by retailers are in pre-packaged form, which need to be compliant with the label declarations, provisions of the Legal Metrology Act, 2009 and the Legal Metrology (Packaged Commodities) Rules, 2011. Thus all pre-packaged commodities should have certain declarations as specified by the Act & Rules.

ii. Retailers in general, and organized retailers in particular, deal with number of products bought from hundreds of vendors. Sometimes, a few items may not carry all the requisite declarations as mandated or there could be a mis-print. This happens from the side of the manufacturers, importers, or packers.

iii. Not having mandatory declarations on the labels is detrimental to consumer interest. Logically in such cases, liability for offences should be against manufacturers, importers, or packers. Because, the former have full control in the printing of labels on products, and the associated declarations mandated by Law.

iv. Under S.53 (1) of Legal Metrology Act 2009, State Governments are empowered to make rules, after consultation with the Central Government, to carry out the provisions of this Act.

v. The State Government shall come out with a notification rationalizing the onus / actions / fines for non-compliance under S. 36 of provisions of the Legal Metrology Act 2009, and the rules made thereunder to be taken against the manufacturer / packer / importer as per the provisions of the Act and its rules, and / or against the wholesaler / retailer for the first and subsequent offences, if any. The wholesale / retail dealer from whom goods have been found or seized will be made a party or witness so as to establish the case against the manufacturer / packer / importer. Single-Brand Retailers own the complete supply-chain and are often also the manufacturer, packer, importer and wholesaler of the goods sold. Therefore, it is important not to penalize different parts (outlets) of the Single-Brand Retail organization for the same offence. In single brand environment, the store should be held liable for non-compliance.

G. Retail Entertainment Zones (REZ)

In terms of sheer space, the organized retail built-up space supply in 2013 in the country was about 0.47 million square meter. This showed a 78 per cent increase over the total mall built-up space supply of just 0.25 million sq. m. in 2012. The demand for space for organized retail is ever increasing. Retail shall be considered as an 'essential amenity'. The Regional Plan / Development Plan shall reserve spaces for retail and entertainment on the same lines as reservations for essential services and restaurants in order to make retail more affordable.
The urban town planning policy currently does not clearly reserve spaces for shopping and recreational need of citizens. Therefore shops are set up in a haphazard manner and more importantly, shops compete for spaces in commercial locations which are extremely expensive and untenable for the retail industry.

The state government shall recognize the need for shopping and recreational areas to create much needed balance in urban places between residential, commercial, industrial, shopping and recreational areas. Efforts will be made for providing retail areas with direct access to mass public transport systems; secure a traffic plan designed for the long term; secure all year round electricity, water, gas, sewage and IT connections.

Creating a zone for retail and recreation would ensure that there is an increase in consumption and more importantly, would raise the standard of well-being of citizens.

A retail park is a larger retail development, where many big box retailers and other retailers create an outlet for a day out for the entire family. Retail park concept in Maharashtra will be considered by the Government under City Development Plan for the city and retail policy. This gives the advantage of choice to the consumer, increases competition which reduces prices for the consumers and reduces vehicular usage by eliminating the need to travel to different parts of the city to compare retailers. The retail park should preferably be adjacent to a highway and with an integrated public transport system. This will support connectivity for the customer, will ease traffic in and around the city, provide customer convenience and result in cleaner/environmental-friendly city.

G (1). Zones for Retail in Regional / Development Plans:

The City Development Plans shall reserve land for retail development on the lines of Delhi, wherein they have been able to create specific centers in South and West Delhi for retail. The pre-requisite in Municipal Council will be minimum 12-meter road width & in Municipal Corporations it will be minimum 15-meter road width. This will help the industry in the following manner:

i) The large international standard malls require larger land parcels, with earmarked spaces in master plans; this will help in raising the standard of development.

ii) The earmarked spaces for retail / entertainment developments would also rationalize the land prices to support retail development.

iii) The infrastructure on the road, public transportation, power and other fronts can be planned in advance accordingly.
G (2). Simplification in Development Control Regulations (DCR):
The Sanctioned Development Plan governs retail development largely as per the norms governing the commercial properties. In reality the business uses and requirements are different for the retail development and hence there is a need to incorporate such specific business needs. The following modifications will be done to Development Control Regulations to enhance the viability and quality of development for retail centers.

i) Higher Ground Coverage - The malls house various retail components across floors, but the customer movement reduces on the higher levels (floors), hence, making the upper floors less productive. The retail developments shall be allowed higher ground coverage up to 70% (subject to setback and fire safety regulations and existing FSI norms being followed). Accordingly planning authority will facilitate this after modifications to the rules by Govt.

ii) Recreation Ground - In a retail environment there are organized players offering various types of recreational facilities and activities on commercial basis, such activities within the applicable norms should be allowed to be set up in the Recreation Ground (RG) area for the customers. No other use of Recreation Ground will be admissible.

iii) Floor-to-Floor Heights - Retail developments being public spaces, get crowded. The availability of higher floor-to-floor height allows the common areas and shop look spacious and hence provide relaxed and comfortable shopping environment to the customers. The floor-to-floor height limit shall be raised to 5.5 meters, as is allowed in several other States, looking into the capabilities of Special Planning Authority, area-wise rules will be modified.

iv) Parking Norms - The malls depending upon size and location, receive large vehicles. A limited parking space not only reduces the number of people visiting the malls but also creates traffic hassles in and around the development, causing inconvenience to the public at large. The parking rules which currently provide that parking in excess of regulation to be considered as FSI, will be changed to allow larger number of car parks in retail development without FSI implication. Accordingly existing rules will be modified to that extent.
v) Services - Unlike office spaces, retail spaces need larger services due to the goods movement and customer movement throughout the day. The retailers need to replenish their stocks in the store to service customers better, requiring higher storage space in the mall. Moreover, to cater to the large number of customers for their comfort and ease of movement, large capacity of air-conditioning, escalators and lifts are required. 15% of development will be allowed as service including storage area, in the basements. Accordingly existing rules will be modified to that extent.

vi) Changes - The space requirement of retailers changes with the changes in the demographic profile of the customers around the development. To address their needs, the stores in the mall need to be amalgamated or divided. Similarly, the use of the various spaces would change, viz. from fashion retailing to restaurant or entertainment and vice versa. The once approved retail and other user spaces will be allowed to be amalgamated or divided or interchanged with simplified approval process, provided these changes do not affect structural stability of existing building. Accordingly, with approval of planning authority, facilitation will be provided.

vii) Building height - There is a height restriction of 30 meters for buildings which house a multiplex or auditorium. Retail developments generally do not work at higher levels and hence to use the entire eligible FSI of the land, alternate commercial use like hotels, service apartment, offices are required to be developed on the upper floors. The restriction on building heights, considering other applicable norms like fire safety, etc., will be relaxed looking into the capabilities of Planning Authority as is in the neighboring states. Accordingly, existing rules will be modified to that extent.
G (3). Additional FSI for Retail Zone:

To enhance the viability and quality of development for retail centers, up to 50% of additional Floor Space Index (FSI) for development of retail and shopping center will be admissible over the base FSI on separate land only subject to payment of full applicable premium as per the prevailing ready reckoner rates. Additional FSI will not be applicable for joint use.

H. Distribution Centers shall be treated at par with service industries

Warehouses and distribution centers used by retailers and traders are locations that aid industry and commerce. They also provide employment opportunities. These establishments need to be promoted in order to develop a robust and an efficient logistic set-up. Such a set-up would help reduce wastage. This also helps in reducing wastage. Recognition of this activity is an essential backbone of retail and consumption in the state. Distribution centers shall be recognized at par with the service industry.

With the entry of many conglomerates into the organized retail sector, the Indian warehousing landscape is getting redefined from the conventional concept of ‘godown’ – a mere four-wall-and-shed to modern set ups that facilitate better stock movement and reduction in product wastage, especially food. This is achieved with high levels of automation, multi-rack and palletization, infrastructure, etc. However, the pre-requisite is the availability of facilitating space. Such space is not easy to come by as the only option available today is to set up such warehouses as commercial properties which attract high property rates, taxes and levies. This cannot be tackled unless setting up of distribution centre is seen on the same lines as setting up of an industry.

Government will allow organised retailers to set up their warehouses on agricultural land as agricultural produce contributes to a significant portion of the merchandise sold in retail stores.
I. Exemption from Agricultural Produce Market Committee Regulations

Agriculture produce contributes a significant portion of the merchandise sold in retail stores. Sourcing the farm produce from APMCs leads to delays and also reduces the quality and shelf life of the farm produce like fruits and vegetables and also adds to the procurement cost. As per the Agricultural Produce Marketing Committee (APMC) Act, a farmer cannot sell his produce directly to the retailers. The APMC Act will be suitably modified so that the farmers can sell their produce like fruits and vegetables directly to the retailers without going through the APMC. Farmers will be at liberty to sell their farm produce to retailers. Those farmers who wish to sell their farm produce through APMC will be free to do so. APMC will not charge any cess on this sale.

J. Formulation of clear operational guidelines for Mathadi Act

The Mathadi Act came into being to regulate the employment of unprotected manual workers employed in certain establishments in the State of Maharashtra. Currently the retail industry employs many people for various functions in retail business including for jobs like loading / unloading of merchandise in the retail stores and distribution centers. They are protected workforce and are either employees of the retailer or are from authorized contractors.

Exercising the power conferred under the Section 22 of The Maharashtra Mathadi, Hamal And Other Manual Workers (Regulation Of Employment And Welfare) Act, 1969 State Government shall exempt retail enterprise from the provision of this act provided that:

i) The said classes of the establishments employ the workers on their rolls as permanent employees. These workers are protected and enjoy better benefits than envisaged in the Mathadi Act.

ii) The said classes of the establishments engage contract workers as permanent employees who are getting all the benefits under various sections of the labour law and enjoy better benefits than envisaged in the Mathadi Act.
K. Permission for Store Sign Boards displaying Trade names of the company

According to Mumbai Municipal Corporation Act, 1888, Maharashtra Municipal Corporations Act & Maharashtra Municipal Council & Nagarpanchayat Act, 1965, permission of the Commissioner or Chief Officer of Municipal Council or authorized person of Special Planning Authority is required for displaying advertisement hoardings by means of surface or structure erected on ground or any portion of a roof of a building or on/above the parapet, with characters, letters or illustrations applied thereto and displayed in any manner along with payment of prescribed fees.

Sky-signs are mainly set up for advertising, which is an integral component of every retail store. As long as the sky sign is fixed in and out of the self-owned, leased or mortgaged premise of the retail store, by the trader advertising his own business it shall not attract the requirement of permission of the Commissioner or Chief Officer or Competent Authority and payment of fees. This will not be applicable if a trader is advertising for someone else’s business.

L. Allowing Open Access to Source Electricity

The modern retail outlets have large electric power requirements. Power bill substantially affects the overall operations of the trade. The retail trade set-ups having power requirements above 1 MW will be allowed open access.
M. Management Framework for Policy Implementation

(1) Constitution of Empowered Committee:
An empowered committee will be constituted at the state level to monitor the implementation of this Policy, and develop procedures and modalities where required. The composition of the empowered committee will be as follows:

i. Chief Secretary – Chairperson

ii. Principal Secretary – (Industries) – Member

iii. Principal Secretary – (Urban Development -I) – Member

iv. Principal Secretary – (Skill Development) – Member

v. Principal Secretary – (Labour) – Member

vi. Principal Secretary – (Food & Civil Supplies) – Member

vii. Principal Secretary – (Revenue) – Member

viii. Secretary – (Urban Development - II) – Member

ix. Three Nominees of the active retailer’s associations in the state – Member

x. Development Commissioner – (Industries) – Member Secretary

(2) Charter of the Empowered Committee:
The Empowered Committee will constitute a Task Force for coordinating and implementing the instruments in respect of the following key areas of the policy:

i. Promotion of Retail Zones

ii. Promotion of Green Retail

iii. Initiatives related to laws and regulations for ease of doing business

iv. Human Resource Development

v. Administrative Measures

6. Policy Applicability and Validity:
The policy will be applicable to new retail business after this policy comes into force. The policy will be valid for five years.