

THIRD REPORT

STANDING COMMITTEE ON URBAN & RURAL DEVELOPMENT
(1993-94)

(TENTH LOK SABHA)

ANNUAL REPORT OF THE MINISTRY OF
URBAN DEVELOPMENT
(1992-93)



Presented to Lok Sabha on ^{9.12.93} ~~7.12.1993~~

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LOK SABHA SECRETARIAT
NEW DELHI

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PART – II*

Minutes of the sittings of the Committee on Urban and Rural Development held on 14th, 26th, 27th May 1993, 30th June 1993, 8th, 9th July 1993 and 28th September 1993.

* Not printed, One cyclostyled copy laid on the Table of each of the Houses and 5 copies placed in Parliament Library.

LIST OF THE MEMBERS OF THE STANDING COMMITTEE
ON URBAN AND RURAL DEVELOPMENT
(1993-94)

—
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Shri Prataprao B. Bho^aṣṭe

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SECRETARIAT

Shri G.L. Batra	—	<i>Additional Secretary</i>
Shrimati Revathi Bedi	—	<i>Deputy Secretary</i>
Shri Haripal Singh	—	<i>Under Secretary</i>

INTRODUCTION

I, the Chairman of the Standing Committee on Urban and Rural Development (1993-94) having been authorised by the Committee to submit the Report on their behalf, present this Third Report on the Annual Report (1992-93) of the Ministry of Urban Development.

The Annual Report of the Ministry of Urban Development has been examined by the Committee under Rule 331E(C) of Rules of Procedure and Conduct of Business in the Lok Sabha.

The Committee have undertaken a selective analysis of the Annual Report of the Ministry and have concentrated mainly on Water supply and sanitation. Rural-Urban migration, Integrated development of small and medium towns and Integration with other Ministries and State Government. In this connection, the Committee examined the representatives of the Ministry of Urban Development on 30th June, 8th and 9th July, 1993.

The Report was considered and adopted by the Committee at their Sitting held on 28th September, 1993.

PRATAPRAO B. BHOSLE^A
CHAIRMAN
STANDING COMMITTEE ON
URBAN AND RURAL DEVELOPMENT
(1993-94)

NEW DELHI;

December , 1993

CHAPTER I

INTRODUCTORY

1.1 Urbanisation is a natural consequence of economic changes that take place as a result of development. Urbanisation helps to contribute to the growth process at large. For instance, in 1950-51 the contribution of urban sector to India's GDP was estimated at only 29% which increased to 47% in 1980-81 and is likely to rise to 60% by the turn of the century.

1.2 Simultaneously, due to mass migration from rural areas to urban areas and the widening gap between demand and supply of essential services and infrastructure, the physical environment and quality of life in urban areas is deteriorating day by day. The challenge of reorienting the urbanisation process lies in overcoming the infrastructural deficiencies and taking the best advantage of economic momentum inherent in urbanisation.

1.3 One of the responsibilities pertains to the broad policy formulation and monitoring of programme in the area of housing, urban development, urban poverty alleviation and urban water supply. These are essentially State subjects but the Central Government plays a coordinating and monitoring role and support these programmes through Central Sector Schemes, institutional finance and expertise. This role has progressively dealt with the growing awareness for quality of life, upgradation in the urban areas and seeks to find solution to problems of urbanisation in holistic manner by developing the required synergies between the different programme implementation bodies.

1.4 As it is estimated that a large section of India's population would be living in urban and semi-urban areas within the next decade, the role of the Ministry of Urban Development from that of mere house-keeping work, has changed to that of planning and policy formulation. With the addition of the subject on urban transport and the formulation of the comprehensive National Housing Policy, the working and function of this Ministry has

undergone a new re-orientation. The Ministry also administratively controls the Central Government Departments of Printing, Stationery and Publication.

1.5 The Government is empowered to take legislative, organisational and administrative measures for meeting the challenges of urban development. Despite that, what one generally finds that none of the cities in India including Delhi, Bombay, Calcutta and Madras can be classified as livable cities by any standard. The quality of life in cities has become highly inferior because of the exploitation of resources in urban areas beyond its potential. Rapid migration of rural population to urban areas, inadequate water supply and sewerage system, cramped living space, housing shortage, traffic congestion, environmental pollution etc. have pushed Indian cities to the lowest rung of the worlds 100 most livable cities.

1.6 One of the major problems responsible for growing deterioration of quality of life in urban areas is the accelerated growth of urbanisation. In the last three decades, the urban population in the country has more than doubled from 107 to 213 million. The number of class I towns with more than 100,000 people has nearly trebled from 102 to 296. While the number of metropolitan cities with a million people or more has gone up from 12 to 23 in the past 10 years. This has led to fatal consequences depriving the people from better quality of life, basic infrastructure, even minimum civic amenities of life. Keeping in mind the challenges of urban development and the plight of people living in urban areas, the Committee have taken up for examination the Annual Report of the Ministry of Urban Development for 1992-93, with special reference to Integrated Development of small and medium Towns, Water Supply and Sanitation and the mechanism of coordination with other Ministries and State Governments.

Since the Annual Report is a tool specifically to reflect the activities of the Ministry the Committee have decided to examine the Annual Report of the Ministry in order to assess whether it reflects the multifarious activities of the Ministry in a true and fair manner.

CHAPTER II

INTEGRATED DEVELOPMENT OF SMALL AND MEDIUM TOWNS

2.1 The Post Independence era witnessed a rapid growth of urbanisation in the country. It increased from 62 million to 217 million during 1951 to 1991. In 1951 more than 50% of the urban population was living in small and medium towns, by the year 1991, this percentage had gone down to 35%. This indicates that there was clear shift towards larger towns. This indication was either of lack of infrastructure in the small and medium towns or the large scale migration from rural areas to urban areas.

2.2 In order to improve infrastructure and other facilities in small and medium towns, a Centrally sponsored scheme of Integrated Development of these towns was launched in the 6th Five year Plan in 1979-80. The basic objectives of the schemes are as under:—

- (a)** Achieve a more balanced urban development in the country.
- (b)** Provide infrastructure facilities to support employment generating activities.
- (c)** Evolve resource generating schemes for the purpose of proper maintenance of infrastructural facilities so created.
- (d)** Develop growth centres for the betterment of rural hinterland by adopting a regional approach.
- (e)** Arrest migration of rural population to larger cities.

2.3 The selection of towns to be covered under the scheme is left to the State Governments/Union Territories within the frame work of guidelines formulated by the Central Government. Upto 1991-92, towns having population upto one lakh were selected and preference was given to district headquarters, sub-divisional towns, marketing centres and other important growth centres. Towns having population upto 3 lakhs and recommended by the National Commission on Urbanisation as Generators of Economic Momentum (GEMs) were also covered.

From 1992-93 onwards, State Governments have been advised to formulate urban strategy for the next 10 years and give comprehensive reasons for selection of towns under the Scheme of IDSMT. Now the towns having population upto 3 lakhs have been covered under the Scheme. The towns are divided into 4 different categories based on population of 1991 census.

2.4 The targets and achievements of the Scheme are as follows:--

Plan Period	Targetted Towns	No. of Towns Covered	Financial Outlays	Actual Expenditure
<i>(Rs. in Crores)</i>				
VI Plan	231	235	96	63.60
VII Plan	145	145	88	80.05
Annual Plan 1990-91	No targets fixed	77	21	19.10
Annual Plan 1991-92	No targets fixed	60	15	13.42
VIII Plan	200	44	13	11.60

2.5 The funds are allocated on the basis of the total population of the State and the Urban Population and the total area of the State.

Admitting during the evidence that the scheme, though well conceived, did not have the desired impact in terms of providing sufficient infrastructure in the small and medium towns as the funds were inadequate, the representative of the Ministry stated that if more funds were available it would be possible for State Governments to take up larger number of cities under the programme.

2.6 The Ministry also said that the selection of Towns will be made with respect to an overall strategy and the urban development strategy. Before that, it will be prepared by the State which will

identify what are the growth centres, what is the importance of different towns; how they privatise, make investment in various towns and how do they fit in between rural centres and urban centres. The representative of the Ministry elaborated:-

"Earlier we were just taking up two-three schemes in the towns. In the present guidelines what we have laid down is that they must make complete assessment of the towns. Once we have made a total plan for the town there, we start looking at what will be the sources of finance. We are also asking the states to bear a portion of the burden. We have put a different ratio depending upon the size of the town. The basic idea is to bring about a financial discipline so that the projects can be completed within the amount sanctioned."

CHAPTER III

WATER SUPPLY AND SANITATION

3.1 Water supply and sanitation are State subjects. The Ministry of Urban Development is responsible for policy formulation and coordination of the urban water supply and sanitation programmes; technical guidance; central assistance to a limited extent for Low Cost Sanitation and Liberation of Scavengers; Urban Water Supply; Solid Waste Management; development of trained manpower, research activities; Management Information system, organisation of seminars/conferences; securing international cooperation and assistance, etc. CPHEEO plays the nodal role for monitoring the status of urban water supply & sanitation. The Ministry stated that a computerised MIS has been developed by them & disseminated to the States for purposes for obtaining a proper feed-back. However, information is not received on a regular basis from the State Governments. As far as the overall direction is concerned all policies are formulated in consultation with State governments.

3.2 The provision population coverage based on the information collected from States/UTs was 85% in respect of Urban Water Supply and 46% in respect of urban sewerage/sanitation as on 31.12.1991.

As per the information furnished by the Ministry of Urban Development, the Status of Urban Water Supply and Sanitation as on March 1981, 1985, 1987 and December, 1991 is shown as below:-

STATUS OF URBAN WATER SUPPLY & SANITATION END OF MARCH 1981, 1985, 1987 AND DECEMBER 1991.

(Population in Million)

	1981	1985	1987	Feb. 1992 (Tentative)
1. Estimated Population (1981 Census)	159.815	174.551	186.753	216.622
2. Population served with water supply	115.470	127.229	148.212	183.379
3. Percentage of population served with water supply (% of Col. 2)	72.25	72.88	79.36	85
4. Population served with swerage and sanitation	40.030	49.556	74.203	99.012
5. Percentage of population served with swerage & Sanitation (% of Col. 4)	25.04	28.39	39.73	46

3.3 During the evidence, it was stated by the representative of the Ministry of Urban Development:-

"As far as figures are concerned, these are optimistic because it does not take into account the distribution aspects, but we have to rely on what the State Government state."

3.4 When asked about the adequacy of water supply, the Ministry stated that it is difficult to assess due to the fact that the requirement of water differs from locality to locality and from city to city.

It has further been stated that during the conference of Secretaries, Chief Engineers and Heads of the Implementing Agencies, incharge of Urban Water Supply and Sanitation held at Mysore during May 1989, following recommendations were made:-

The conference recommended a minimum per-capita supply of drinking in different classes of cities and towns as:-

- (a) 140 litres per-capita per day (ℓpcd) including distribution losses and industrial requirements for Class-I cities;
- (b) 70 ℓpcd plus distribution losses and industrial requirement for Class II to Class VI towns. In so far as the requirement of water for Animals is concerned, it may be mentioned that normally this requirement is negligible in urban areas as compared to rural areas and, therefore, no special allowance for water supply is made for animals in urban areas. However, this requirement is inclusive in the above recommendations.

On the basis of the information collected from the States and UTs during 1988-89, it was estimated that the requirement of water for domestic purposes only from surface, ground and combined (surface + ground) sources during the year 2001 would be about 35.5 Km³/year as compared to the requirement of 9.2 Km³/year during 1981. This clearly indicates that the requirement of water for the domestic purposes is likely to increase four times during a span of 20 years.

3.5 The Committee have been informed that Urban Water Supply is a state subject. It is the responsibility of the State Govt.,

Local Bodies to provide adequate and safe water supply facilities to the people in urban areas. Budget provision for urban water supply scheme is made under the State sector. Due to the low economic base and lower priority given by the State Governments to provide water supply to smaller towns, these are often neglected during normal times and are worst hit during the periods of drought as was observed in 1987. Therefore, there is a need to extend financial support to the State Governments/Local Bodies for providing water supply facilities in the towns having population less than 20,000 (1991 Census). With this in view a Centrally Sponsored Accelerated Urban Water Supply Scheme has been included in the VIII Five Year Plan and is proposed to be initiated from the Annual Plan 1993-94.

II OBJECTIVE

Under the Centrally Sponsored Accelerated Urban Water Supply Programme (AUWSP) of the Government of India, it has been envisaged to provide water supply facilities in order to:-

- i) Provide safe and adequate water supply facilities to smaller towns.
- ii) Improve the environment and quality of life; and
- iii) For better socio-economic conditions and more productivity to sustain the economy of the country.

III TARGET GROUP-TOWNS TO BE GIVEN PRIORITY

Priority to be given to smaller towns having:-

- i) Excess salinity, fluoride, iron content and other water-borne diseases;
- ii) No source or distance or deeper water source;
- iii) Drought prone areas;
- iv) Inadequate or low per-capita supply.

IV. SALIENT FEATURES

Urban Scenario:

(i)	Total No. of towns (1991 census)	3768
(ii)	Population (1991 Census)	23.34 Crores
(iii)	Percent of total population (1991 Census)	23%
(iv)	No. of towns having population less than 20,000 (1991 Census)	2151
(v)	Population of these towns	2.4 Crores

The EFC is yet to approve the scheme before it is submitted for approval of the Cabinet, though there is a proposal to launch this programme from the year 1993-94

3.6 SEWERAGE/SEWAGE TREATMENT AND LOW COST SANITATION:

The Ministry have stated that due to the fact that meagre quantum of funds has been provided for urban sanitation sector, not much progress could be achieved during the VIIth Plan. Both Central and State Governments are keen that water supply and sanitation should both go hand in hand. It is expected that at least during the VIII Plan sufficient emphasis and adequate funds could be provided for the urban sanitation sector. The target population which is likely to be covered at the beginning of the VIII Plan is around 47%. It is considered that during the VIII Plan, the population coverage should at least reach 75% of the urban population. In terms of population that is to be covered additionally with urban sanitation during the VIII Plan will be of the order of 78 million out of the total urban population of 235 million as on 31.3.1995.

As already decided by the Apex Committee, efforts would be made to cover all the Class I cities and State Capitals with sewerage and sewage treatment facilities. However, the outskirts and fringe areas of Class I cities would be provided with 1 low cost

sanitation facilities with a view to cut down the capital investments. The Ministry stated that all out efforts will be made to convert all the existing dry latrines into water-seal latrines. All other Classes of towns will be covered by low cost sanitation. Projection of funds required for covering the above targets during the VIII Plan has been made with the assumption that the per capita cost of sewerage and sewage treatment will be Rs.800 and for low cost sanitation Rs.400/-. The percentage of population to be covered by sewerage and low cost sanitation has been taken as 60% and 40% respectively. A Low Cost Sanitation Programme for the liberation of scavengers is being operated through HUDCO. The Ministry monitors the programme through HUDCO.

3.7 SOLID WASTE MANAGEMENT

Due to rapid urbanisation and population increases the problem of solid waste management is becoming severe day by day in cities and towns of the country. Therefore, it has become very necessary to tackle this problem in a systematic way. The approach during the VIII Plan is to cover about 40 Towns having population of 5 lakhs and above. Depending upon the extent of problems and how to tackle it, various alternatives can be worked out in consultation with Central Government, State Govt. and Local Bodies. In order to provide better facilities for collection, transportation and disposal for solid waste in these towns about Rs.200 Crores would be required.

3.8 Asked how many urban areas has the schemes for sewerage facilities completely and how many urban areas were lagging behind, it was stated that as per the Central Pollution Control Board Report published during 1988, it has been indicated that only two cities, namely, Chandigarh and Bhilai in the Country have 100% sewerage facilities. However, in so far as the other urban areas in the country are concerned, town-wise information is not available.

3.9 FINANCIAL REQUIREMENTS

The Committee have been informed that the estimated financial requirements have been re-assessed due to the shift in the VIII Five year Plan from 1990-95 to 1992-97 which is given below:-

Population Estimate:-

- | | |
|--|---|
| 1. Urban population (1991 Census) | 21.72 Crores |
| 2. Projected urban population for 1997 as per Census report 1991 | 27.20 Crores considering annual growth rate of 3.6% |

1. Water Supply:

(i) Augmentation of water supply schemes

- | | |
|-------------------------|-----------------|
| (a) Existing facilities | Rs. 5460 Crores |
| (b) New facilities | Rs. 7200 Crores |

- | | |
|--|-----------------|
| (ii) Rehabilitation/Improvement of old water supply schemes. | Rs. 2184 Crores |
|--|-----------------|

Sub-Total	Rs.144844 Crores
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2. Sewerage/Low Cost Sanitation:

- | | |
|-----------------------------------|-----------------|
| (i) Sewerage and Sewage Treatment | Rs. 7750 Crores |
| (ii) Low Cost Sanitation | Rs. 2585 Crores |

Sub-Total	Rs.10335 Crores
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- | | |
|---|----------------|
| (iii) Solid Waste Management providing Solid waste management facilities in 40 towns (population more than 5 lakhs as per 1991 census). | Rs. 200 Crores |
|---|----------------|

Grand Total	Rs.25379 Crores
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3.10 It has been stated in the Annual Report that the Ministry has been pursuing proposals for possible external assistance in respect of number of projects. During the evidence, it was stated by the representative of the Ministry of Urban Development:

"We have in fact been pressing for more assistance from UNDP. We have a group called Regional Water Supply Sanitation Group in South Asia which is stationed in New Delhi. They are helping us in all ways. This Group, however, is hampered because of lack of funds. There is a proposal pending in the Finance Ministry to give us a small portion of funds because water supply and sanitation is a sector which needs a lot of institutional reforms because we are trying to move towards the sector which has to be self-sustained. The funds needed for this sector are very enormous. The institutional reforms can only come if we have funds. We cannot expect the little municipalities in the States to look after every thing from water supply to road maintenance. So, taking the limitations as they are, the UNDP South Asia Group is very much here."

CHAPTER IV

INTEGRATION WITH OTHER MINISTRIES AND STATES

4.1 The Constitutional provision on the division of responsibilities between the Centre and the States regarding urban settlements are somewhat ambiguous. Entry 5 of List II (State List) of the Seventh Schedule places local Government including urban local Government, improvement trusts etc. within the legislative competence of States. Entry 18 makes a similar provision for land which is one of the major sources of urban development. Entry 17 of the same list relates to water that is to say water supply, irrigation and canals, drainage and embankments, water storage etc. Water supply, sanitation and civic services therefore fall under the State's jurisdiction. While there is no specific provision relating to urban planning, it would fall within the ambit of Entries 5 of List II and Entry 20 of List III (Concurrent List) which relates to "Economic and Social Planning". The land and services under Cantonment Boards are governed by the Cantonment Boards Act administered by the Defence Ministry.

Under the Indian Governmental structure, as stated by the Ministry of Urban Development, housing and urban development are considered to be State subjects and housing schemes are formulated and implemented by States/UTs, with budget provisions and finance. The role of Central Govt. is seen as evolving a rational approach to housing and urban planning, civic services, legal and institutional framework and financial support. Under the framework of inter-state consultation, the conferences of inter-state Council of Government Ministers under the Chairmanship of Union Minister for Urban Development are regularly held to discuss various common issues.

4.2 The VIIIth Plan document says that the Ministry should undergo a change from the present practice of implementing urban development programme in an adhoc and isolated manner. The plan document not only stresses the need for orientation of the programmes of the Ministry of Agriculture, Rural Development and Telecommunications to the needs of the small towns which

will serve as rural service centres, but also the need for a better coordination of the various related programmes with the Urban Development Ministry; the Programme of IDSMT, Housing and Infrastructural Developmental Programme of HUDCO and also Employment Generation Programme under Nehru Rozgar Yojana.

4.3 Many steps have been taken by the Ministry of Urban Development for better integration of various programmes. The National Housing Policy was formulated after close discussions not only with the State Governments but also with various Ministries of the Government of India. In the field of water supply and sanitation, there was very close discussion between the Ministry and the State Governments concerned regarding the types of schemes to be taken up like tariff policy, cost recovery issue etc. There is also a series of seminars regarding Land Policy issues, which are a major problem. As a result of these discussions, various types of changes such as administrative and local etc. would be effective. The Ministry of Urban Development have also asked the State Governments to prepare the State Urban Strategy paper at the State level. The Ministry would also be formulating an Urban Policy Paper during this year so that there would be broad framework which would have an impact on other sectors.

4.4 The VIIIth Plan document stresses the need for a decentralised framework of the Urban Government with an excessive participation of local communities in Planning, implementation and monitoring of the Urban Development Programmes. In order to provide for greater involvement of the elected representatives in local authorities, the Constitution (74th Amendment) Act, 1992, envisages the establishment of District Planning Committees and Metropolitan Planning Committees. These are expected to consolidate the plans prepared by the Panchayats and Municipalities and in consultation with various concerned agencies, draw up a District Development Plan/Metropolitan Development plan. It is expected that through the feed-back provided by the elected representatives of the different local authorities as well as the representatives of the different sectoral agencies, the integration and coordination process would improve.

4.5 Asked whether any mechanism has been evolved to integrate various programmes, the Committee has been informed that Urban Development is not essentially a sector and it may not be practical to think of any mechanism which could totally integrate the programmes of various Ministries and State Departments. As far as the services dealt in the Ministry of Urban Development like water supply, sanitation, roads, etc., are concerned, it is normally the responsibility of the local authorities to coordinate and provide these functions. In some of the larger cities, on account of the existence of other local authorities surrounding the larger corporation, Metropolitan Development Authorities have been set up, which are responsible for planning on a coordinated basis and coordinating the investments and activities of different Ministries and State Departments. While these authorities do attempt to bring about some form of coordination, there are considerable difficulties in coordinating Ministries and Departments which have large investment programmes and which have their own priorities since the Development Authorities do not have a direct control on the operations of these Ministries/Departments.

4.6 Asked whether the local Governments were facing any resource constraints for the implementation of various programmes, the Ministry has stated that the resources available with the local Governments are very limited. The average per capita income of Municipal bodies in the country is Rs.153/-. Smaller municipalities too get only Rs.40 to 50 per capita per year. However, the functions of these local Governments are far too many. So there is a mis-match of the resources and functions. There is, therefore, a need for strengthening some of these local municipal Governments, the training needs of these local Governments, their powers to use the current accession of property taxes and House tax which now, after the abolition of octroi, has become the major source. As the budgetary resources of the Central or the State Governments are limited, the Cities are supposed to be funding themselves.

CHAPTER V

OBSERVATIONS/RECOMMENDATIONS

1. The Committee find that the Ministry of Urban Development has the overall responsibility for laying down broad policy formulations in the field of housing, urban development, urban poverty alleviation and urban water supply. For this purpose, the Ministry has established a close monitoring system for getting information and feedback of programmes and also for issuing policy directives in the case of all schemes. The Committee, however, note that the Annual Report of the Ministry does not furnish details regarding the progress of various schemes, targets achieved and monitoring of various schemes/programmes. Annual Report, in the opinion of the committee, is an important document by which not only the progress of various schemes can be known but also the performance of the Ministries concerned can be verified. It is also relied upon by Members of Parliament while participating in the discussion on the Annual Budget. It is, therefore, not clear to the Committee why the information regarding achievements and progress of various schemes is not included in the Annual Report. The Committee strongly feel that the Annual Report of the Ministry should furnish complete information regarding progress and achievements of various schemes, programmes and recommend that the necessary action may be taken in this regard.

2. It has been stated that the challenge of reorienting the urbanisation process lies in overcoming the infrastructural deficiencies and taking the best advantage of economic momentum inherent in urbanisation. It has also been noticed by the Committee that improper and inadequate development of infrastructure is one of the main reasons for slow development of urban areas. In this connection, the Committee recommend that a clear cut direction must be issued to the concerned authorities that in respect of each programme/scheme where the funds have been allocated for infrastructural development it must be ensured that the funds are not diverted for any other purpose.

3. It has also been observed by the Committee that the Ministry is not adequately equipped for collection of factual data as regards the implementation of various centrally sponsored schemes/programmes. By and large, the achievements shown by the Ministry contradict with the reports of various independent authorities as has been noticed in case of achievements with regard to sewerage and sewage treatment facilities. It has been stated by the Ministry that the urban population covered by sewerage and sewage facilities, based on the information collected from States/UTs, is 46% as on 31.12.1991. However, as per a W.H.O. report of the Commission on Health and Environment -1992, out of 3119 towns and cities in India only 209 have partial sewerage and sewage treatment facilities. The Committee are unable to comprehend how the Ministry has arrived at the statistics of 46% while only 7% towns have been covered so far that too with partial sewerage and sewage treatment facilities. The Committee reiterate that the task of collection of data in respect of various areas of planned development should be assigned to an independent authority so that statistics given are not unrealistic. The Committee would also like to be apprised of the basis of the statistics given by the Ministry in case of various centrally sponsored programmes/schemes.

4. The Ministry of Urban Development have undertaken various centrally sponsored schemes/programmes pertaining to Urban Development. In connection with one such scheme *i.e.* Urban Basic Services for the Poor (UBSP) introduced in 1986 with the assistance of UNICEF, the Committee have noticed that the emphasis of the scheme is on community participation, the convergent provisions of social services such as non-formal education, mother and child health, assistance to needy sections of the society and activities geared at promoting communal harmony and national integration. Under the revised programme the scope of social services has been enlarged to provide special inputs tailored for children, handicapped, aged and destitute on the one hand and for solving socio-economic problems characterising slums like juvenile delinquency, communalism, gambling and alcoholism.

The Committee have not been able to understand what precisely the Ministry plans to achieve through this scheme. Moreover, the extended scheme covers those areas in which centrally sponsored schemes/programmes of other Ministries like Health & Family Welfare, Human Resources Development, Home Affairs and Welfare are under progress. Annual Report does not reflect whether the Ministry is aware of such programmes undertaken by other concerned ministries, what is the mechanism for coordinating with other Ministries, what has been the progress over the years since the inception of the scheme, whether there has been any overlapping of programmes etc. The Committee recommend that the Annual Report which is the main source of information to Parliament, must mention these aspects which have not been covered at all. The Committee feel that although the objectives of the scheme are indeed praise-worthy, however, since the Ministry is including such vast areas, no concrete development could result. The Committee therefore recommend that the Ministry should integrate with similar on-going schemes so that the scarce resources can be put to optimal use. Aims and objectives of the schemes must be specified in clear cut terms in order to avoid wastage of time, money and energy.

5. The Committee note that the funds for integrated development of small and medium towns are allocated to the States on the basis of total population of State, the urban population and the total area of the State. In the case of small towns the Ministry makes a similar exercise for allocations. The Ministry take population figures. In towns where population is below three lakhs, there are different schemes. The Ministry decides which towns are to get which quantity of amount. Similar exercise was done while preparing the details for Eighth Plan.

The Ministry has admitted during the evidence that the IDSMT Scheme has not been able to create sufficient infrastructure in the small and medium towns because the funds are inadequate. However, the statement showing the targets and achievements of the scheme claim 100% coverage of the targetted towns under all the previous plans and that too with less actual expenditure as

against the financial outlay under each plan. The Committee are concerned to note this contradiction and wonder how there can be 100% achievements of the targets if the deposition of the Ministry regarding inadequate funds is taken into account.

In this connection the Committee observe that the average requirement for a town during the previous plans comes around Rs. 0.27 crores only. The Committee would like to know why the financial outlay is Rs. 145 crores for the VIII Five Year Plan when 200 towns have been targetted which require an outlay of only Rs. 54 crores as per the achievement shown by the Ministry. The Committee fail to understand the justification behind the statement of the Ministry during evidence for more funds to take up larger number of towns under the scheme. Keeping in mind the per town requirement the Committee would like to recommend that the excess amount should be utilised by the Ministry by including larger number of small and medium towns to be covered during the VIII Plan. The Committee further recommend that the Ministry should take effective measures to re-examine their demand for more funds in case of other programmes schemes undertaken by the Ministry. Action taken in this regard may be intimated to the Committee.

While the Committee do agree with the Ministry that one of the problems is resource crunch. The Committee at the same time feel that there is a need to strengthen the level of management. The mechanism to monitor the scheme is not upto the expectation as only the financial element and its allocation to the targetted towns are taken into account at the stage of reviewing the performance. The Committee recommend that effective steps be taken to strengthen the monitoring system to ensure the proper utilisation of resources and to see whether the objectives of the scheme have really been achieved or not in each town. If required, the State Governments may be asked to furnish all the reasons for the failure and the concerned authority should be made accountable for the losses due to its negligence. The Committee are not convinced by the specious argument putforth by the Ministry, that the Ministries role is minimal and that the

scheme is to be implemented by the States. The Committee reiterate that the Ministry should effectively discharge its role of proper management and ensuring accountability of the States for the implementation of the scheme.

6. The problem of migration from rural areas to urban areas has been engaging the attention of the Government for the last four decades through various schemes engaging large chunk of financial resources. The Committee is concerned to note that despite the introduction of plethora of schemes/programmes, according to official estimates the Urban Population have rapidly increased from 62 million to 217 million during 1951 to 1991. Devoid of the basic amenities of a decent life, this increasing trend is one of the main reasons for deterioration in the environment in cities/towns. In the opinion of the Committee the problem of migration cannot be tackled on an *ad-hoc* basis. It calls for some concrete solution. There is an urgent need to change the basic strategy to tackle the problem for proper management of urban areas. In this regard, the Committee would like to recommend the re-introduction of the slum clearance scheme introduced during the Second Five Year Plan instead of periodically regularising slums in order to curb the mass migration from rural to urban areas and to divert the financial assistance so far given in case of various schemes launched for the purpose of migrated population to avail them a source of livelihood in rural areas.

7. The Committee is unhappy to note that the quality of drinking water and sanitation system provided is not only woefully inadequate but also socially unacceptable. The Committee have been informed by the Ministry that the adequacy of drinking water supply to urban areas is difficult to assess due to different requirements of all localities and cities. The Committee feel that merely stating that the population coverage is 85% in case of urban water supply and 46% in respect of urban sewerage/sanitation till now does not solve the problem. The main point is whether the required population is getting adequate facility or not, whether the quality of facility available is socially acceptable or not. Therefore, the Committee would like to recommend that

population coverage under water supply and sanitation system must take into account the adequacy and the quality of the facility provided in order to avoid nullification of the very purpose for which the facilities are meant for.

The Committee also feel that the problem of water supply and sanitation also require perspective planning. The achievements and the targets should, therefore, be decided by keeping in mind the increasing trend of population in each urban town during the last 10 years and the anticipated increase in population during the next 10 years. There is an urgent need to reassess periodically the targets fixed keeping in mind that elasticity of Urban Population.

8. The Committee are very distressed to note that inadequate sanitation system, garbage collection and its disposal are seriously affecting the quality of water and land in particular and environment in general. The decade programme on Water Supply and Sanitation which was started in 1981 with the object of increasing urban population coverage with water supply facilities from 72.25% in 1981 to 100% in 1991, sewerage and sanitation facilities from 25.041% in 1981 to 80% in 1991. However, the achievements are stated only to the extent of 83.81% in case of water supply; and 40.76% in case of sanitation facilities as per statistics available for the year ending December, 1990. The Committee have noticed that apart from financial assistance by the Central Government and the State Governments, international assistance with crores of rupees had also been received from World Bank for the purpose of water supply and sanitation for different parts of the country. Even then the Committee are unhappy to find that the progress and coverage of Urban Population is very minimal especially in case of sewerage and sanitation facilities.

The civic works and maintenance relating to drinking water, sanitation and drainage etc. are the subjects which are handled by the local authorities. The Committee would like to recommend that apart from strengthening the local authorities with adequate financial personnel, technical resources and legislative powers, State Governments should also ensure the proper utilisation of

resources and that too within the time limit set along with the targets aimed to achieve.

Thereupon Ministry of Urban Development should coordinate the activities of State Government. in order to ensure that facilities are provided and maintained properly with adequate coverage on regular basis.

9. The Committee note that till now a centrally controlled and dominated system have been tried. When it comes to States, the principal difficulty is about implementing agencies. The Committee have also been informed during the evidence by the representatives of the Ministry that the Ministry has emphasised the need to make local bodies more accountable towards Urban Developmental schemes. The Committee strongly recommend that the Ministry should give greater priority to delegating powers to the local bodies in order to ensure local accountability as far as Urban Development is concerned. The Committee would therefore like the Ministry to consider to select in some of the Union Territories such municipalities and to provide them with adequate financial sources and technical expertise and decision making powers. The problem of raising adequate municipal finances also needs urgent rethinking by the Ministry. The Municipal authorities should take into account difference in the levels of Urban population, geographical factors, per capita requirements etc.

10. It has been observed that division of responsibilities regarding urban development includes not only the Ministry of Urban Development but also other Ministries like agriculture, rural development, environment, transport etc. Moreover, the Constitutional responsibilities in this connection are divided between the Centre and the States under the VII Schedule. It has also been stated by the Ministry of Urban Development that as far as the services dealt in the Ministry of Urban Development like water supply, sanitation, roads etc. are concerned, it is normally the responsibility of the local authorities to coordinate and provide these functions which are placed under the legislative competence of States as per Entry 5 of List II (State List) of the Seventh Schedule.

The Committee feel that the issues of urban development are not limited to one sector. The complexity of cross sectoral issues is due to multiple jurisdictions. It is the interdependence on several factors and the inter-organisational requirements for action which pose a great challenge. It is seen that the Ministry of Urban Development has adopted a general approach to housing and urban planning, civic service, legal and institutional frame-work and financial support.

Occasional Inter-Ministerial and Inter-State conferences, discussions and seminars etc. are not the proper solution to the problem of coordination which is one of the essential roles of the Ministry of Urban Development. The Committee feel that given the continuing lack of resources in the country, all agencies and Ministries, State Governments, Local Bodies, whose work has some influence on the urban development should review their norms, procedure and institutional structure.

The Committee would recommend that the Ministry of Urban Development should also develop some permanent suitable structure and process for the coordinated inter-sectoral and inter-state planning and implementation of various programmes/schemes of urban development. It must also be ensured that the resulting observation/recommendations must have the element of enforceability subject to amendments necessitated by the circumstantial changes. Meeting should be held regularly and periodically to take stock of the whole situation. The Committee would like to be apprised of the action taken in this regard.