

SEVENTEENTH REPORT
STANDING COMMITTEE ON URBAN
AND RURAL DEVELOPMENT
(1995-96)

(TENTH LOK SABHA)

[Action Taken by Government on the recommendations contained in the Fifth Report of Standing Committee on Urban & Rural Development on 'Demands for Grants (1994-95) of the Ministry of Urban Affairs and Employments']



Presented to Lok Sabha on.....
Laid in Rajya Sabha on.....

15
1995

LOK SABHA SECRETARIAT
NEW DELHI

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**COMPOSITION OF THE STANDING COMMITTEE ON
URBAN & RURAL DEVELOPMENT (1995-96)**

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INTRODUCTION

I, the Chairman of Standing Committee on Urban and Rural Development (1994-95) having been authorised by the Committee to submit the Report on their behalf, present the Seventeenth Report on action taken by Government on the recommendations contained in the Fifth Report of the Standing Committee on Urban & Rural Development (Tenth Lok Sabha) on 'Demands for Grants (1994-95) of the Ministry of Urban Affairs and Employment.'

2. The Fifth Report was presented to Lok Sabha on 26th April, 1994. The Government furnished their replies indicating action taken on the recommendations contained in the Report on 13th December, 1994. The replies were examined and the draft report was adopted by the Committee at their sitting held on 27.4.1995.

3. The Report has been divided into following Chapters:—

- (i) Report.
- (ii) Recommendations/Observations which have been accepted by the Government.
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.
- (iv) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- (v) Recommendations/Observations in respect of which final replies of Government are still awaited.

4. It would be observed that out of 20 recommendations made in the Report, 7 recommendations have been accepted by the Government. The Committee desired not to pursue recommendation Nos. 1.36 and 1.45 in view of Government's reply. Replies have not been accepted in respect of 7 recommendations. Replies of Government in respect of 4 recommendations are either awaited or are of interim nature.

NEW DELHI;
May, 1995
Vaisakha, 1917 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee on Urban &
Rural Development.

CHAPTER I

REPORT

1.1 This Report of the Committee deals with the action taken by Government on the recommendations contained in their Fifth Report (10th Lok Sabha) on the Ministry of Urban Development—Demands for Grants—1994-95.

1.2 The Committee's Fifth Report (Tenth Lok Sabha) was presented to Lok Sabha on the 26th April, 1994. It contained 20 observations/recommendations. Action Taken Notes on 17 observations/recommendations have been received from the Ministry of Urban Development. Replies in respect of Recommendation Nos. 1.51, 1.53, 1.55 are awaited.

1.3 Replies to the observations and recommendations contained in the Report have broadly been categorised as under:—

- (i) Recommendations which has been accepted by the Government:
Sl. Nos. 1.14, 1.17, 1.23, 1.32, 1.37, 1.41 and 1.48
(Total 7, Chapter II)
- (ii) Recommendations which the Committee do not desire to pursue in view of Government's replies:
Sl. Nos. 1.36, 1.45
(Total 2, Chapter III)
- (iii) Recommendations in respect of which Government's replies have not been accepted by the Committee are unsatisfactory and which require reiteration:
Sl. Nos. 1.11, 1.12, 1.24, 1.29, 1.38, 1.44, 1.49
(Total 7, Chapter IV)
- (iv) Recommendations in respect of which final replies of Government are still awaited/are of Interim nature;
Sl. Nos. 1.13, 1.51, 1.53, 1.55
(Total 4, Chapter V)

1.4 The Committee will now deal with action taken by Government on some of the recommendations.

Recommendation (Para No. 1.11)

1.5 It has been observed that there is a wide scale variation between the amount estimated and the amount actually spent under this head during the last two years. The Committee would like the Ministry to state the reasons for the same and also the targets alongwith achievements made during the last two years.

Reply of the Government

1.6 The Committee commented that there is a wide scale variation between the amount estimated and the amount actually spent under this head during the last 2 years and pointed the Ministry to state the reasons for the same and also the targets alongwith achievements made during the last two years.

The Committee's observations are based on the actual expenditure of Rs. 26.06 crores during 1992-93 and Rs. 0.39 crores upto February, 1994. In this connection, it is submitted that tout of Rs. 72.61 crores provided for 1992-93, Rs. 4 crores was to be released by way of equity to HUDCO and Rs. 45 crores as OECF loan. Against the balance of Rs. 23.61 crores, Rs. 22,06 crores was utilised which amounts to 93.4%.

As regard to the remaining amount of Rs. 49 crores, it may be stated here that during 1992-93, there was a Budget provision of Rs. 45 crores for passing on rupee equivalent of OECF loan to HUDCO for W.S. schemes at Sholapur & New Bombay. Since the loan agreement between Government of India and OECF, Japan had been signed on 9th January, 1992, it could reasonably be presumed that OECF will start disbursing the loan in 1992-93 and therefore, adequate Budget provision was made. However, unfortunately no disbursement could take place due to various factors such as non-finalisation of agreement between this Ministry and HUDCO, delay in finalisation of tenders etc. The Budget provision of Rs. 45 crores therefore went unutilised.

The provision of Rs. 4 crores kept as HUDCO equity for water supply was however released on 22.3.93. Thus making a total actual expenditure for 1992-93 as Rs. 26.06 crores.

Similarly for the year 1993-94, out of the Revised Estimates of Rs. 62.1 crores under this head, Rs. 9 crores was to be given to HDCCO as equity support and Rs. 12 crores as OECF loan. Out of the balance Rs. 41.1 crores, Rs. 38.24 crores, were utilised accounting to 93%. Against the provision of Rs. 12 crores, the actual disbursement from OECF being Rs. 9.13 crores, only this much amount was released.

The equity provision of Rs. 9.00 crores was also released in March, 1994.

Therefore, the actual expenditure for 1993-94 works out to Rs. 56.37 crores against the provision of Rs. 62.10 crores, in Revised Estimates.

Therefore, it is seen that there are no wide scale variations between the estimates and the amount actually spent, The marginal shortfall has arisen mainly due to the inadequate number of proposals received for various training programmes under the PHE training. Steps are being taken to fully utilise the amount provided for the training during the current year.

[Ministry of Urban Development O.M.N.O. H-11-13/4/93-BT,
dt. 13th December, 1994]

Comments of the Committee

1.7 The Committee are not convinced with the reply of the Ministry. It has been noticed from the position explained that wide scale variations between the amount estimated and the amount actually spent during the year 1992-93 and 1993-94 under the head 'water supply and sanitation' are due to the indifferent attitude of concerned authorities resulting into delay in finalisation of agreement, tenders etc. during 1992-93 and also untimely release of funds in the year 1993-94 during which the actual expenditure of Rs. 0.39 crores incurred upto to February, 1994 reached the level of Rs. 56.37 crores within one month *i.e.* March, 1994. Moreover, the Ministry have failed to explain the position as regard the targets fixed and achievements made thereof. The Committee would like to reiterate and be apprised of the same. The Committee would also like the Ministry to ensure a sense of urgency and involvement and timely release of funds in a field like water supply and sanitation are basic requirements of life.

Recommendation (Para No. 1.12)

1.8 While examining the various aspects under water supply and sanitation, the Committee feel concerned that the areas, namely, solid waste management and urban waste disposal have been completely neglected in terms of allocation which is not in consonance with the objectives visualised as thrust areas during the 8th Five Year Plan. Keeping in mind the environmental consequences, the Committee would like the Ministry to evolve an effective time bound strategy alongwith necessary funds pertaining to the problem of solid waste management, its treatment and disposal etc.

Reply of the Government

1.9 The Committee observed that the solid waste management and urban waste disposal have been completely neglected in terms of allocation and this is

not in consonance with the objectives visualised as thrust areas during the 8th Five Year Plan. The Committee desired the Ministry to evolve an effective time bound strategy along with the necessary funds pertaining to the proposals of solid waste management, treatment and its disposal.

Considering the resource constraints and also the fact that it is primarily the responsibility of the local bodies, not much provision has been made for the solid waste management. However, we had specifically requested a provision of Rs. 10 crores for taking up solid waste management projects in 10 identified towns near air-fields. However, the Planning Commission has provided only Rs. 1 crore during the current year.

We have also taken up a demonstration project in Panaji Goa for the solid waste management in collaboration with UNDP-WB Regional Water Supply and Sanitation Group and the same is under implementation. It is expected that with the active involvement of the Goa Government and also the local municipal council and the involvement of voluntary agencies, the project will be a success and it is capable of being replicated. We feel, as far as solid waste management is concerned, more than the availability of funds, it is the proper training and motivation of the people involved in the systems starting from the households, an important factor and to start with, we will have to identify the towns where sufficient network of voluntary agencies and the committed municipal bodies are already in place. A strategy to attend to this will be evolved during the current year.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT,
dated 13th Dec. 1994]

Comments of the Committee

1.10 It has been noticed that the reply of the Ministry has not covered the recommendation of the Committee in a considered manner. So far no concerted efforts have been made by the Ministry to resolve the problem. Reply of the Ministry indicates only splitting of funds rather than a comprehensive policy. In this connection, the Committee would like to be apprised of the role played by the Ministry of Urban Development and the Action Plan evolved by the Ministry for continuous disposal of Solid Waste & Garbage in a comprehensive manner. The Committee would also like to know as to how the local bodies meet the expenditure incurred in so far as solid waste management, its treatment and disposal is concerned.

Recommendation (Para No. 1.14)

1.11 In so far as the Centrally sponsored Accelerated Urban Water Supply Scheme (Approved in March, 1994) is concerned, it has been noticed that number of towns coming under the purview of this scheme are more than 2000 with

population of about 2.4 crores. During the course of evidence, it was stated by the representative of the Ministry that a provision of Rs. 16 crores for AUWSP is a very small amount. Knowing the Government's financial constraints, the Ministry pleaded for an increase of Rs. 20 crores. Since safe and adequate drinking water supply is one of the basic requirements of life, the Committee would like to strongly recommend the judicious increase in the allocation. Simultaneously, the Committee would also like the Ministry to ensure proper utilisation of funds so as to reach the target *i.e.* minimum 90% coverage of the water supply in urban areas by the end of 8th Five Year Plan, which is one of the major pronouncements made by the Ministry during the last three years.

Reply of the Government

1.12 The Committee while strongly recommending judicious increase in the allocation for AUWSP, they have also stated that the Ministry should ensure proper utilisation of funds so as to reach the target *i.e.* Minimum 90% coverage of water supply in urban areas by the end of 8th Five Year Plan.

There are 2051 towns coming with the target group of AUWSP. We have already received proforma proposal of about 1100 of these towns with a total estimated cost of about Rs. 1100 crores. As per the pattern of funding under this programme, the Central share in respect of these towns itself comes to Rs. 550 crores whereas the 8th Plan Provision for this scheme is Rs. 50 crores. We are separately requesting the Planning Commission for enhancing the provision under this programme. However achieving the target will depend upon the availability of resources.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT,
dated 13th Dec. 1994]

Comments of the Committee

1.13 Keeping in view the rising population in urban areas, the Committee would like to reiterate the need for proper utilisation of funds and to emphasize that fresh sources of drinking water should be explored so as to make the supply of drinking water adequate in future. In this connection, the Committee desire that the matter regarding the enhancement of allocation for the Scheme "Accelerated Urban Water Supply Scheme" should be expedited with the Planning Commission and the Committee may accordingly be apprised of the steps taken in this regard.

Recommendation (Para No. 1.24)

1.14 The Committee take serious note of slow progress of the coverage of towns since its inception *i.e.* Sixth Five Year Plan. Even after the completion of 2-½ Five Year Plans, the coverage is only 600 out of 3703 towns. Taking in view, the pending coverage of towns, the Committee feel that sufficient funds for the

completion of remaining towns under the scheme may be provided in order to complete the whole target. The Committee also desire that there is a need to review the objectives of this scheme in view of recent economic reforms.

Reply of the Government

1.15 There was 100% coverage of the targeted number of towns during the Sixth and Seventh Plans and the target was substantially exceeded during the first two years of the Eighth Plan. However, it may be mentioned that the targeted number of towns for coverage under IDSMT is worked out keeping in view the available plan outlays. Therefore, with an outlay of only Rs. 96.00 crores and Rs. 88.00 crores respectively in the Sixth and Seventh Plans, it was not found possible to revise/exceed the targeted number of towns. However, for the Eighth Plan, a substantially higher outlay of Rs. 155.00 crores is available and against the initial target of 200 towns for the Eighth Plan, 128 towns have already been covered during the first two years of the Eighth Plan. Therefore, the initial targeted number of towns for the Eighth Plan has been tentatively revised to 300 towns.

With regard to the Committee's observation that there is a need to review the objectives of the IDSMT Scheme in view of recent economic reforms, it may be mentioned that based on the urban development strategy and priorities laid down in the Eighth Plan document the guidelines of the IDSMT Scheme were thoroughly reviewed and revised by the Government of India in the year 1992-93.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT,
dated 13th Dec. 1994]

Comments of the Committee

1.16 In so far as the Recommendation Para No. 1.24 is concerned, the reply of the Ministry is elusive. The Committee simply desire that the pending no. of towns coming under the IDSMT should be covered as early as possible rather in a time bound period. Therefore, the need for allocation of sufficient funds to cover the remaining towns is re-emphasized.

Recommendation (Para No. 1.29)

1.17 The Committee find that although the objectives of this Scheme are indeed praise-worthy, however, no concrete development could result since the Ministry is trying to cover such vast areas. Moreover, the scheme covers those areas in which centrally sponsored schemes of other Ministries like Human Resources Development, Home Affairs, Welfare etc. are under progress. Even the Ministry of Urban Development is of the view that the scheme is not directly related to Urban Development but consumes large chunk of money which adversely affects the urban development projects – the main concern of the

Ministry of Urban Development. The Committee, therefore, recommend that the Ministry should integrate with similar ongoing welfare schemes so that the scarce resources can be put to optimal use. Furthermore, the Committee are of the view that in order to avoid overlapping of programmes it would be better if such kind of schemes are operated in close co-ordination with the concerned Departments/Ministries in order to realise the targets.

Reply of the Government

1.18 The Scheme of Urban Basic Services for the Poor (UBSP) is based on the convergent provision of social and physical inputs in low income urban neighbourhoods through the programmes of various specialist departments with the active participation of community groups. The cardinal objective of the scheme is to improve the overall quality of life of slum dwellers. Convergence of various sectoral provisions related to the mother and child health, primary education, non-formal education, on the one hand and provision of clean drinking water, low cost sanitation and other physical services on the other hand is to be achieved at the slum level through the active involvement of Neighbourhood Development Committee.

Community participation is sought to be brought in by formation of neighbourhood groups consisting of clusters of 20-25 households represented by a women Resident Community Volunteers (RCVs). Ten RCVs constitute a Neighbourhood Development Committee representing 200-250 slum families. One representative from each of ten such Neighbourhood Development Committees along with a Community Organiser constitute a Community Development Society. Through this community structure, mini plans for the development of neighbourhoods areas are drawn up and integrated with the sectoral programmes of various line agencies.

Community development is a long drawn out process and cannot be achieved in a short run. It requires patience and diligence. Nevertheless a beginning has already been made. By improving the quality of life of the poor the quality of life of everyone in the city will be improved. As on March 1994, more than 3215 NDCs have already been set up in 280 towns spread all over the country. This covers around 41.37 lakh low income urban poor. 2737 mini plans have already been prepared and 452 Community Organisers are in the field working as catalysts for enriching community participation. State Urban Development Agencies have already been formed in 21 States/UTs. District Urban Development Agencies have also been set up in almost all States with inputs provided to facilitate monitoring and logistic support. To achieve the quality of implementation and streamlining planning State Training Institutes alongwith Field Training Institutes have been operationalised in 14 States.

This Ministry have never held the view that the scheme is not directly related to urban development. On the other hand the name itself indicates that the scheme is for the urban poor. The total outlay for the 8th Plan is Rs. 100 crores only. It is not at all disturbing the implementation of other important urban development projects. Rather it aims at better implementation of other projects with more and focussed attention on the urban poor.

In order to achieve better coordination and implementation of all the schemes in urban sector by the various Departments, a National Seminar 'Reaching the Urban Poor: An Inter Sectoral Coordination' was held on 17-18th February, 1994. An extract of the main recommendations is placed at *Annexure-II*. This Ministry is already engaged in the implementation of these recommendations.

Urban Poverty Alleviation has been included in the 12th Schedule of 74th Constitutional Amendment Act. Almost all the States/UTs have already ratified implementation of this enactment, UPA has got a shot in the arm and all the States/UTs will be giving focussed attention to all UPA programmes at the city level. To cope up with this increased responsibility and also in view of the experience gained so far, this Ministry is already engaged in the revision of the guidelines for the UBSP. A national consultation was held in December, 1993. Based on the recommendations of this National Consultation, a Core Group has been constituted to prepare a draft of the revised guidelines. The draft guidelines are under consideration of the Government in consultation with the selected States and STIs/FTIs. It is hoped that the revised guidelines will be finalised soon and enable the implementing agencies to meet the new challenges.

In view of what has been stated above, the Committee is requested to reconsider its view.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

1.19 In so far as the statement "the scheme is not directly related to Urban Development but consumes a large chunk of money" is concerned, the same is based upon the evidence of the representatives of the Ministry of Urban Development. Moreover, the main concern of the Committee is to ensure that the Ministry integrate with the similar ongoing welfare schemes launched by other Ministries/Departments in order to avoid overlapping of Programmes and wastage of scarce resources. Therefore, the earlier recommendation of the Committee is reiterated. The Committee would also like to be apprised of the latest position as regards the status of guidelines which are being finalised by the Ministry in relation to UBSP.

Recommendation (Para No. 1.38)

1.20 The Committee observe that the expenditure incurred since the inception of NCR is confined only to establishment, Planning and Organisation. Neither the performance Budget nor the Annual Report of the Ministry of Urban Development indicate as regards to the implementation and the achievement of the targets in concrete terms. The Committee is doubtful about the achievement of the target and objectives by 2001 A.D. which is set as the target year. The Committee expect the Ministry to explain inordinate delay with justification.

Reply of the Government

1.21 Since the inception of the Board (1.4.85), the expenditure on establishment, pay and allowances and office maintenance upto 31.3.94 was Rs. 2.75 crores, whereas NCR Board has released Rs. 91.34 crores as loan for implementation of projects. In addition to NCR loans, the participating States have spent approx. Rs. 74 crores during the same period for implementation of projects, thus Rs. 165.32 crores (Rs. 91.35 crores by NCR Board + Rs. 73.97 crores by participating States) has been spent on implementation of projects as compared to Rs. 2.75 crores spent on establishment, pay and allowances and office management thus constituting hardly 1.636% of the total expenditure of Rs. 168.07 crores (Rs. 165.32 crores + Rs. 2.75 crores) between 1.4.85 and 31.3.94.

As regards the progress made in the implementation of Regional Plan - 2001 it may be stated that it is too early to assess the progress made *vis-a-vis* the targets and objectives set. Such an assessment should await the implementation of the plan. It is not worthy, however, that in 1991 for the first time in three decades the overall population growth rate of Delhi has registered a marginal decline. The implementation of the Regional Plan - 2001 is expected to accelerate this welcome trend.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

1.22 It has been noticed that the Ministry have not been able to justify their stand *vis-a-vis* the progress made so far. The Committee would like to be apprised of the details and the concrete progress made in case of those projects started under N.C.R.

Recommendation (Para No. 1.44)

1.23 The Budgetary provisions of the last three years make it clear that about Rs. 216 crores have already been allocated for NRY against the total allocation of Rs. 227 crores during the 8th Five Year Plan. Only Rs. 11 crores are left for the rest

of the two years *i.e.* 1995-96 and 1996-97. The Committee take serious note of uneven allocation of money provided for NRY during the last three years. The Committee are distressed to observe the non-utilization of half of the funds allocated for the year 1993-94.

Reply of the Government

1.24 For the 8th Five Year Plan, an amount of Rs. 1500 crores was sought for implementation of NRY. However, an amount of Rs. 227 crores only was allocated for the entire Plan period. In the first two years of the Plan, *i.e.* 1992-93 and 1993-94 an amount of Rs. 71 crores and Rs. 74.97 crores respectively was released to the implementing agencies. For the year 1994-95, an amount of Rs. 70 crores has been allocated. Out of total allocation of Rs. 227 crores, an amount of Rs. 215.97 crores has been released/allocated for the first three years of the Plan and Rs. 11.03 crores only has been left for the remaining two years of the Plan period, *i.e.* 1995-96 and 1996-97.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT,
dated 13th Dec., 1994]

Comments of the Committee

1.25 The main concern of the Committee in case of Recommendation No. 1.44 remain unanswered. The Committee would like the Ministry to ensure that the present trend of uneven allocation and non-utilization of budgetary funds does not continue any further. Therefore, the earlier observation of the Committee is re-emphasized.

Recommendation (Para No. 1.48)

1.26 Keeping in mind the acute shortage of residential accommodation for Government employees in all types of categories of entitlement, the Committee are of the view that there is a need to increase allocation by a reasonable level and undertake sustained construction of accommodation to ensure that the satisfaction level increases. Simultaneously, the Committee would like the Ministry to ensure proper and timely utilization of funds in order to avoid cost escalation which it has failed to ensure during the year 1993-94 by spending only half of the money allocated *i.e.* Rs. 16.81 crores out of Rs. 30.00 crores.

Reply of the Government

1.27 The Standing Committee had observed in para 1.48 that in their view, there is a need to increase the allocation for residential accommodation for Govt. employees to a reasonable level and undertake sustained construction of accommodation to ensure that satisfaction level increases. The Committee also

desired that this Ministry may ensure proper and timely utilisation of funds in order to avoid cost escalation, as according to the information of the Committee during 1993-94 only half of the Budget allocation *i.e.* Rs. 16.81 crores, out of Rs. 30 crores allocated during 1993-94 were spent.

It may be mentioned that the information available with the Committee that only Rs. 16.81 crores out of Rs. 30 crores was spent, was based on the figure only for the period upto Feb., 94. It is, however, evident from the details of the original budget allocation and the actual expenditure for the last 4 years given below that the CPWD had been able to utilise the funds to a maximum extent. In fact, during 1992-93 not only the funds allocated were fully utilised, additional expenditure beyond the allocation was also incurred. The observations of the Committee have been noted and the CPWD would continue to ensure that the funds allocated are fully utilised.

(Rs. in crores)

Year	Budget Grant	Revised Estimate	Actual Expenditure
1990-91			
(i) Residential	22.00	24.62	22.20
(ii) Non-Residential	4.00	9.65	11.45
1991-92			
(i) Residential	30.00	28.20	24.59
(ii) Non-Residential	5.00	11.00	9.81
1992-93			
(i) Residential	20.00	20.40	24.74
(ii) Non-Residential	5.00	9.61	13.14
1993-94			
(i) Residential	30.00	38.60	25.25 (Approx.)
(ii) Non-Residential	10.00	17.27	14.05 (Approx.)

[Ministry of Urban Development O.M. No. H-11013/4/93-BT,
dated 13th Dec., 1994]

Comments of the Committee

1.28 The Recommendation No. 1.48 of the Committee is partially accepted. The Committee would like to reiterate the unanswered portion that there is a need to increase allocation by a reasonable level and to undertake sustained construction of accommodation to ensure that the satisfaction level increases. The Committee would like to be apprised of the steps taken in this regard.

Recommendation (Para No. 1.49)

1.29 In so far as the maintenance and repairs for Government residential buildings and office buildings is concerned, the rent has been increasing, during the last three years as is shown below:

(Rs. in crores)

	1992-93		1993-94			1994-95
	B.E.	R.E.	B.E.	R.E.	Actual	B.E.
1. Government Residential Buildings	55.99	61.51	65.70	65.70	62.82	74.58
2. Other Housing	13.73	14.54	16.32	17.30	14.60	19.42
3. Office Building	42.67	48.45	46.49	48.32	49.05	49.17

In view of the resource crunch the Committee feel that there is a need to check not only the increasing trend in case of maintenance and repairs but also to (apply economy in the use of) the amount so as to divert the funds for construction works.

Reply of the Government

1.30 In para 1.49, the Committee have observed that there is a need to check not only the increasing trend in the cost of maintenance and repairs but also to apply economy in the use of amount so as to divert the funds for construction works. This has been considered very carefully and it is stated that the funds for Maintenance are inadequate compared to actual requirements every year. In the current year 1994-95 itself an allocation of Rs. 81.83 crores has been made under Major Head 2216 - Repairs against a projected requirement of Rs. 102.72 crores. Similarly in respect of office buildings, the allocation of funds is Rs. 49.05 crores against the budget requirement of Rs. 66 crores. In view of the inadequate allocation of funds over the years, it is becoming exceedingly difficult to maintain the Govt. assets with inadequate funds. The buildings which are getting older with the passage of time require more care and accordingly more funds. Apart from this, additions to the residential and office accommodation in the General Pool during the last

10 years as indicated below clearly under scores requirement of increased allocation.

Year	No. of quarters completed	Office Building in Sq. Metres
1983	4862	6,536
1984	3422	Nil
1985	2057	16,080
1986	4114	60,000
1987	2989	13,048
1988	1577	13,000
1989	1419	Nil
1990	1681	18,000
1991	1108	Nil
1992	809	21,017
1993	2031	19,316 (likely)

In respect of buildings in other categories like Departmental Pools and those belonging to other Departments a similar trend exists. In view of the position stated above, it is submitted that it is not possible to effect any economy in the funds allocated for maintenance and divert some of them for construction.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT,
dated 13th Dec., 1994]

Comments of the Committee

1.31 In connection with the Recommendation No. 1.49, the Committee would like to have the details about the total no. of quarters and office Buildings required to be completed under different categories of maintenance and repairs i.e. major works, minor works etc. alongwith financial requirements. The Committee would also like to know about the mechanism of getting the works done and the basis followed in order to pay labour charges and details about labour required, charges paid during the last 10 years.

CHAPTER II

RECOMMENDATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Para No. 1.14)

1.32 In so far as the Centrally Sponsored Accelerated Urban Water Supply Scheme (Approved in March, 1994) is concerned, it has been noticed that number of towns coming under the purview of this scheme are more than 2000 with population of about 2.4 crores. During the course of evidence, it was stated by the representative of the Ministry that a provision of Rs. 16 crores for AUWSP is a very small amount. Knowing the Government's financial constraints, the Ministry pleaded for an increase of Rs. 20 crores. Since safe and adequate drinking water supply is one of the basic requirements of life, the Committee would like to strongly recommend the judicious increase in the allocation. Simultaneously, the Committee would also like the Ministry to ensure proper utilisation of funds so as to reach the target *i.e.* minimum 90% coverage of the water supply in urban areas by the end of 8th Five Year Plan, which is one of the major pronouncements made by the Ministry during the last three years.

Reply of the Government

1.33 The Committee while strongly recommending judicious increase in the allocation for AUWSP, they have also stated that the Ministry should ensure proper utilisation of funds so as to reach the target *i.e.* minimum 90% coverage of water supply in urban areas by the end of 8th Five Year Plan.

There are 2051 towns coming with the target group of AUWSP. We have already received proforma proposal of about 1100 of these towns with a total estimated cost of about Rs. 1100 crores. As per the pattern of funding under this programme, the Central share in respect of these towns itself comes to Rs. 550 crores. Whereas the 8th Plan provision for this scheme is Rs. 50 crores. We are separately requesting the Planning Commission for enhancing the provision under this programme. However, achieving the target will depend upon the availability of resources.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

Please see Para No. 1.13 of Chapter I.

Recommendation (Para No. 1.17)

1.34 While scrutinising the budgetary allocation of the last three years under Housing Sector (*Annexure IV*), it has been noticed by the Committee that the amount allocated during the VIII Five Year Plan for counterpart fund for external aid to HUDCO for KFW of Germany and Housing Census Periodic Survey and MIS through National Building Organisation constitute 33% of the total allocation *i.e.* Rs. 151 crores out of the total of Rs. 466.35 crores. In so far as the actual expenditure between 1992 to February, 1994 is concerned *i.e.* only Rs. 24.67 crores. Budget Estimates for the year 1994-95 indicate the allocation of Rs. 1.08 crores for both the heads. The Committee are surprised to note the blocking up of such a big amount of money while the Ministry is facing the problem of financial constraints in the fields of IDSMT, NCP, NRY, Mega City Programme, General Pool Accommodation, HUDCO Equity for Housing etc. as was stated by the representative of the Ministry during the evidence. In this connection, the Committee would like the Ministry to explore the possibilities to divert the funds for meeting the targets under other Heads *e.g.* HUDCO (Equity for Housing), General Pool Accommodation etc., which are said to be facing financial constraints.

Reply of the Government

1.35 In the context of mid-term appraisal of the 8th Five Year Plan (1992-97), the Ministry of Urban Development have projected reappropriation of savings available to the extent of Rs. 79 crores under pass through provision for KFW assisted projects towards equity to HUDCO and some other plan schemes in housing sector, where additional funds are needed. The proposals are under consideration in consultation with the Planning Commission.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Recommendation (Para No. 1.23)

1.36 It has been observed by the Committee that the statement showing the targets and achievements, the scheme claim 100% coverage of the targeted towns under all the previous plans and that too with less actual expenditure as against the financial outlay under each plan. Progress made during the first two years of the current five year plan also witnessed more than 100% coverage of targeted towns with an average requirement of Rs. 0.64 crores per town. The Committee fail to understand the rationale behind the demand for more funds. Keeping in mind the per town requirement in the last two years, *i.e.* Rs. 0.64 crores, the Committee would like to recommend that the excess amount should be utilised by the Ministry by increasing the number of targeted towns to be covered during the VIII Five Year Plan.

Reply of the Government

1.37 Although the targeted number of towns were covered under IDSMT Scheme during the VIth & VIIth Five Year Plans, there was short-fall in utilisation of Plan outlays in view of the fact that the State Govts./UT Admns. could not submit the utilisation certificates and physical and financial progress reports in respect of on-going schemes in time due to which the release could not be made. However, some of the State Govts. had submitted these documents subsequently. During the first two years of the Eighth Plan, 128 towns have been covered under IDSMT Scheme and Control Assistance of Rs. 33.10 crores released. This includes subsequent instalments released for on-going schemes in 36 towns covered under IDSMT during the VIIth Plan and the Annual Plans 1990-91 and 1991-92. This also includes grant-in-aid of Rs. 2.00 crores released for meeting the expenses incurred by the State Govts./Local Bodies on preparation of project reports of 107 towns which were covered under the Revised Scheme of IDSMT. But for the non-receipt of project proposals from UT Admns. and the transfer of Rs. 40.00 lakhs elsewhere for meeting urgent payments on account of Court Decrees, the final funds available for State Govts. were fully utilised during the year 1992-93. Similarly, during the year 1993-94 against the total budget of Rs. 22.00 crores, Rs. 21.50 crores were utilised and only Rs. 50.00 lakhs had to be surrendered on account of non-receipt of revised project proposals from the UT of Daman & Diu.

The tentative targeted number of new towns for inclusion under the IDSMT Scheme during the year 1994-95 is 72 towns. There is also a pressing demand from various State Governments to increase the number of towns to be covered under IDSMT during Eighth Plan period. Accordingly, the targeted number of towns for coverage during Eighth Plan has been tentatively revised from 200 to 300 towns. It may also be mentioned that as compared to the maximum eligible Central assistance of Rs. 46.00 lakhs per town during Eighth Plan provides for the following ceiling limits of Central Assistance for category 'A', 'B', 'C' & 'D' towns respectively: Rs. 36.00 lakhs, Rs. 72.00 lakhs, Rs. 120.00 lakhs and Rs. 180.00 lakhs. In other words, the average maximum entitlement of each town for Central Assistance under the Revised Scheme of IDSMT will be Rs. 102.00 lakhs. Therefore, it is expected that the available budget provision of Rs. 25.00 crores during the year 1994-95 would be fully utilised by covering the targeted number of 72 new towns and by releasing subsequent instalments for ongoing schemes in towns covered under IDSMT during the Seventh Plan period and on-wards.

However, it may be mentioned that the Central Assistance for execution of approved schemes under IDSMT is in the form of a loan. Besides, the revised financing pattern also envisages the dovetailing of loan from financing institutions ranging from 40% to 70% of the project cost. Many Urban Local Bodies are not

financially strong enough to prefer project proposals as per their maximum entitlement under the revised financing pattern. Such municipalities may, therefore, prefer modest size of project proposals. If consequently some minor savings become available despite coverage of the targeted number of towns and release of funds for ongoing scheme, some additional towns over and above the tentative target of 72 towns will be covered to ensure full funds utilisation during the year 1994-95.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Recommendation (Para No. 1.32)

1.38 The Committee are of the opinion that the city's transport system can be described as chaotic. Simultaneously, it is also believed that the problem of Urban Transport system is not only due to the inadequacy of facilities, but also because of the rapid increase in the number of vehicular population especially in case of cars, jeeps, vans, two wheelers and three wheelers choking the roads and polluting the air with their noxious emissions. The total vehicular population in the country is about 20 million. A projected three to tenfold increase in the number of these vehicles is estimated by the year 2000 A.D. The need of the hour is not only to give adequate resources in order to augment the Urban Transport Services but also to make the public transport system more efficient. The use of vehicles which are meant for personal comfort should be discouraged by using various disincentives like roads tax/vehicle tax, parking fees etc. in order to save Public Money to be used for creating additional infrastructural facilities.

Reply of the Government

1.39 As per 1991 census, there are 23 cities in India with a population of more than 1 million. In these cities, the urban mass transport demand in 2001 is estimated at 80 million trips per day. However, investment in public transport facilities has not kept pace with the growing traffic demand. The percentage of buses has decreased from 11.5% in 1960-61 to 1.8% in 1989-90. On the contrary, the percentage of the two wheelers alone has increased from 17.7% in 1960-61 to 69.4% in 1989-90 which may further increase to more than 80% by 2001. To meet this demand, it is imperative to introduce efficient urban rail services in these cities. However, additional measures to plan for transport system improvements will also be necessary.

As the cities grow, the requirement of urban transport cannot be met by road-based systems alone. Integrated multi-modal mass transit systems are needed, including rail-based systems. However, these systems are fairly capital-intensive and budgetary means almost impossible. There is a need to explore possibilities

of resources raising through dedicated levies, taxes, market borrowings, public-private partnerships/participation etc.

Keeping in view the urgent need of introducing more rapid transit systems in the cities, a beginning has been made by setting up Urban Mass Transit Company- a Joint venture by Government of India, Govt. of Andhra Pradesh and Financial Institutions. This company would be responsible for implementing Mass Rapid Transit Systems projects in the country. Initially the company would implement Light Rail Project in Hyderabad.

With a view to identify and understand the Urban Transport problems in cities, including small and medium towns, a national level study is being got conducted by Ministry of Urban Development from Rail India Technical and Economic Services. This Study will help in formulating National Urban Transport Policy keeping in view urban transport problems of cities of various sizes.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Recommendation (Para No. 1.37)

1.40 The Committee feel concerned to note that the amount of Rs. 20 crores allocated for the year 1993-94 was released in March, 1994 *i.e.* at the closing month of the financial year. If this trend continues, the Committee doubt whether the target set for the 8th Five Year Plan would be achieved. Moreover, nonfulfillment of targets within the fixed time schedule also lead to cost overrun of the project and blocking up of the financial resources.

Reply of the Government

1.41 During 1993-94 there was delay on the part of the NCR Planning Board for demand of funds for reasons beyond the control of the NCR Planning Board. The demand of the NCR Planning Board for funds depends on the projects to be submitted by the implementing agencies through their respective State Govts. After receiving the confirmed demand, NCR Planning Board scrutinises, processes the projects and recommends to Project Sanctioning and Monitoring Group for their approval and release of funds. However, in future the point will be taken care of.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Recommendation (Para No. 1.41)

1.42 In this connection, the Committee are of the view that problems relating to urban infrastructure including water supply, sewerage, drainage, sanitation, city

transport, land and slums etc. are due to the large scale migration not only from rural areas to urban areas but also from small towns to larger towns. The problems are arising mainly due to lack of proper and integrated planning. The Committee feel that the need of the hour is not only to ask for more funds but also to approach the problem in a right manner. The basic point is to generate more employment, more money and more resources in Growth Centres through the establishment of micro-industrial units agro-based industries auxilliary and horizontal industries and boosting up informal sector so as to attract more and more people to settledown in these towns and let them build to their own infrastructure.

Reply of the Government

1.43 There is an increasing contribution of the urban sector to National income. In 1980-81, the sector's contribution to India's CDP was 47% and this projected to rise to 60% by the turn of the Century. The main challenge facing the Govt is to provide orderly development of the towns and cities and to provide for urban infrastructure for improving the productivity of the urban economy and meeting the basic services required by the citizens.

2. The Eighth Five Year Plan envisages a two pronged strategy to reduce migration from rural areas to cities particularly, the larger cities, viz.

- (i) Implementation of programmes by the M/o Rural Development for generation of more employment opportunities and creation of better facilities for living in rural areas such as IRDP, JRY, DWCRA and ARWSP.
- (ii) Greater emphasis on the development of small and medium towns with a view to increasing employment opportunities and providing necessary urban infrastructure for absorbing the surplus rural labour and to provide necessary backward-forward linkage between the rural hinterland and urban areas.

3. During the 8th Plan, the IDSMT scheme has been revised giving specific emphasis to selection of towns based on an overall strategy for the respective States so that the growth potential of the town, the relative development of the town in the regional context and the linkages to the rural hinterlands on the one hand and the larger cities on the other are duly taken care of.

4. As regards generation of more employment etc., in rural areas the M/o Rural Development implements various schemes such as IRDP, JRY etc. in the urban

areas the NRY/PMRY schemes are in operation but funds allocated for NRY is negligible compared to those allocated for JRY as indicated below:-

	Rural Dev. 93-94	Urban Dev. 93-94
1. Annual Budget	Rs. 7010 crores	Rs. 385 crores
2. for IRDP 93-94	Rs. 1093 crores	for UBSP-18 crores
3. for JRY 93-94	Rs. 3306 crores	for NRY-75 crores

Funds allocation needs to be enhanced for urban programmes keeping in view the increasing problems and demands.

5. As regards growth centres, the M/o Industry has initiated a programme in 1988 for development of industrial growth centres throughout the country in order to promote and accelerate the process of economic development, industrialisation of backward areas alongwith concomitant infrastructure. Each growth centre would be provided with necessary industrial and social infrastructure at par with the best available in the country, particularly in respect of Power, Water, Telecommunication, Roads and Banking. These growth centres would act as a focal point for industries, where promotion of small scale and medium scale units would be encouraged; about 70 growth centres are proposed to be developed in the first phase.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th December, 1994]

Recommendation (Para No. 1.48)

1.44 Keeping in mind the acute shortage of residential accommodation for government employees in all types of categories of entitlement, the Committee are of the view that there is a need to increase allocation by a reasonable level and undertake sustained construction of accommodation to ensure that the satisfaction level increases. Simultaneously, the Committee would like the Ministry to ensure proper and timely utilization of funds in order to avoid cost escalation which it has failed to ensure during the year 1993-94 by spending only half of the money allocated i.e. Rs. 16.81 crores out of Rs. 30.00 crores.

Reply of the Government

1.45 The Standing Committee had observed in para 1.48 that in their view, there is a need to increase the allocation for residential accommodation for Govt. employees to a reasonable level and undertake sustained construction of

accommodation to ensure that satisfaction level increases. The Committee also desired that this Ministry may ensure proper and timely utilisation of funds in order to avoid cost escalation, as according to the information of the Committee during 1993-94 only half of the Budget allocation *i.e.*, Rs. 16.81 crores, out of Rs. 30 crores allocated during 1993-94 were spent.

It may be mentioned that the information available with the Committee that only Rs. 16.81 crores out of Rs. 30 crores was spent, was based on the figure only for the period upto Feb. 94. It is, however, evident from the details of the original budget allocation and the actual expenditure for the last 4 years given below that the CPWD had been able to utilise the funds to a maximum extent. In fact, during 1992-93 not only the funds allocated were fully utilised, additional expenditure beyond the allocation was also incurred. The observations of the Committee have been noted and the CPWD would continue to ensure that the funds allocated are fully utilised.

Year		Budget grant (Rs. in crores)	Revised estimate	Actual expdr.
1990-91				
(i)	Resdl.	22.00	24.62	22.20
(ii)	Non-resdl.	4.00	9.65	11.45
1991-92				
(i)	Resdl.	30.00	28.20	24.59
(ii)	Non-resdl.	5.00	11.00	9.81
1992-93				
(i)	Resdl.	20.00	20.40	24.74
(ii)	Non-resdl.	5.00	9.61	13.14
1993-94				
(i)	Resdl.	30.00	38.60	25.25 (Approx.)
(ii)	Non-resdl.	10.00	17.27	14.05 (Approx.)

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th December, 1994]

Comments of the Committee

Please see Para No. 1.28 of Chapter I.

CHAPTER III

RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENT'S REPLIES

Recommendation (Para No. 1.36)

1.46 A Budgetary allocation of Rs. 200.00 crores for the entire 8th Five Year Plan has been provided. Out of this, an amount of Rs. 10.00 crores and Rs. 20.00 crores for the years 1992-93, 1993-94 respectively have already been allocated. For the year 1994-95 Rs. 25.00 crores have been allocated for NCR Planning Board against the demand of Rs. 50.00 crores. The Ministry have expressed its dissatisfaction at the rate of the money is flowing. It has been observed by the Committee that in connection with the National Capital Region, the Central Ministries, *i.e.* Railways, Surface Transport and Telecommunication have also been asked to earmark requisite finances for the implementation of NCR Schemes included in the Central Sector for 8th Plan Period and to prepare their own NCR Sub Plan Performance Budget for the purpose. The Committee would like the concerned Ministries to indicate the shares which has already been contributed by them to NCR Planning Board and the amount they are going to contribute during the year 1994-95.

Reply of the Government

1.47 According to NCR Planning Board no contribution is made by the concerned Central Ministries *i.e.* Railways, Surface Transport and Telecommunication to the NCR Planning Board. The concerned Central Ministries directly implement the schemes falling within the National Capital Region out of their own budget allocations. The provisions made by the three Central Ministries for implementation of the NCR schemes in their sectors in the 8th Plan are indicated as below:-

	(Rs. in Crores)
(i) Ministry of Surface Transport	288
(ii) Ministry of Railways	143
(iii) Ministry of Communications	779

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th December, 1994]

Recommendation (Para No. 1.45)

1.48 As per the statement (*Annexure I*) of the Ministry regarding the targets fixed and achievements made in case of Nehru Rozgar Yojana, number of the beneficiaries assisted under SUME, mandays of work generated under SUWE, persons trained/undergoing training under SHASU have exceeded the targets set for the year 1992-93 and 1993-94. Physical achievements in case of persons trained/undergoing training under SUME, mandays of work generated under SHASU are below the set targets. In so far as the reasons for shortfall are concerned, the statement furnished by the Ministry points out only managerial, administrative drawbacks and non-cooperation from technical training institutions, State and Union Territories. The Committee fail to understand as to why the Centre Government and State Governments as well have not given serious thought of solving the bottlenecks faced by them during the course of implementation. The Committee, therefore, recommend that this programmes relates to poverty alleviation should not be neglected for small bottlenecks which can be sorted out through proper co-ordination between the Centre and State Governments during their periodical reviews. As one of the main objectives of the Government is to uplift the urban poor, the Committee strongly recommend adequate funds for the scheme to ameliorate maximum number of urban poor living below poverty line.

Reply of the Government

1.49 Regarding removal of the bottleneck faced in the implementation of the Nehru Rozgar Yojana, several steps have been taken in this regard as follows:

- (i) With effect from 1.4.92, a Management Information System (MIS) has been evolved for monitoring of the implementation of NRY and States have begun sending reports in the MIS proforma. Various workshops have also been held in different States to educate the State Govt. officers in the filling up the MIS proforma properly.
- (ii) A High Powered Committee on Institutional Finance for NRY (SUME) has been functioning since July, 1991 to ensure involvement of bankers in speeding up the progress under SUME (NRY). The 3rd meeting of the Committee was held on 19.9.94. In implementation of the recommendations of the HPC, task forces in various States/UTs have been constituted at the urban local body level through which banks have also been associated for joint identification of beneficiaries under SUME. The task force consists of representatives of banks, local bodies, Distt. Employment Office and if such town is covered under UBSP, community organiser or project officer is also coopted.

- (iii) The progress under NRY is reviewed at various meetings held at different levels. These include the meeting of State Secretaries held 4 times since June, 1991, the latest being in July, 1994 in Delhi and review meetings with State/UT Officers in Delhi. Recently, a proposal has been sent to the RBI to constitute a review Committee to be headed by Deputy Governor, RBI with officers from this Ministry, various institutions and State Govts. being members on the pattern of a similar Review Committee for IRDP. The Review Committee will study the overall progress made under various component schemes of NRY and will suggest various steps for further improvement in this regard beside steps for removal of bottlenecks in implementation and optimum utilisation of funds.
- (iv) Planning Commission had recently given the job of evaluation of NRY in 5 States to the Operations Research Group (Baroda). The ORG has since submitted its report to the Planning Commission. A communication from the Planning Commission in this regard is awaited.
- (v) Instructions have also been issued to the State/UTs for the setting up State Urban Development Agencies (SUDAs) and Distt. Urban Development Agencies (DUDAs) for speeding implementation of the NRY. Besides, state specific letters are also issued to each State/UT periodically indicating its progress in implementation of the scheme till date and the need for increasing the tempo of performance.

Regarding provision of adequate funds for the NRY, for the year 1994-95, keeping in view the budgetary allocation of the previous years, an amount of Rs. 90 crores was demanded but an allocation of Rs. 70 crores only has been approved. For the remaining two years of the 8th Plan, keeping in view the present trend of allocation, a minimum of Rs. 120 crores each has been demanded for the year 1995-96 and 1996-97 respectively.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th December, 1994]

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH GOVERNMENT'S REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE ARE UNSATISFACTORY

Recommendation (Para No. 1.11)

1.50 It has been observed that there is a wide scale variation between the amount estimated and the amount actually spent under this head during the last two years. The Committee would like the Ministry to State the reasons for the same and also the targets alongwith achievements made during the last two years.

Reply of the Government

1.51 The Committee commented that there is a wide scale variation between the amount estimated and the amount actually spent under this head during the last 2 years and pointed the Ministry to State the reasons for the same and also the targets alongwith achievements made during the last two years.

The Committee's observations are based on the actual expenditure of Rs. 26.06 crores during 1992-93 and Rs. 0.39 crores upto February, 1994. In this connection, it is submitted that out of Rs. 72.61 crores provided for 92-93, Rs. 4 crores was to be released by way of equity to HUDCO and Rs. 45 crores as OECF loan. Against the balance of Rs. 23.61 crores, Rs. 22.06 crores was utilised which amounts to 93.4%.

As regard to the remaining amount of Rs. 49 crores, it may be stated here that during 1992-93, there was a budget provision of Rs. 45 crs. for passing on rupee equivalent of OECF loan to HUDCO for W.S. schemes at Sholapur & New Bombay. Since the loan agreement between Govt. of India and OECF, Japan had been signed on 9th January, 1992, it could reasonably be presumed that OECF will start disbursing the loan in 92-93 and therefore, adequate budget provision was made. However, unfortunately no disbursement could take place due to various factors such as non-finalisation of agreement between this Ministry and HUDCO, delay in finalisation of tenders etc. The budget provision of Rs. 45 crores therefore went unutilised.

The provision of Rs. 4 crores kept at HUDCO equity for water supply was, however, released on 22.3.93. Thus making a total actuals expenditure for 92-93 as Rs. 26.06 crores.

Similarly for the year 93-94, out of the revised estimates of Rs. 62.1 crores under this Head, Rs. 9 crores was to be given to HUDCO as equity support and Rs. 12 crores as OECF loan. Out of the balance Rs. 41.1 crores Rs. 38.24 crores, were utilised accounting to 93%. Against the provision of Rs. 12 crores, the actual disbursement from CECF being Rs. 9.13 crores, only this much amount was released.

The equity provision of Rs. 9.00 crores was also released in March, 1994.

Therefore, the actual expenditure for 93-94 works out to Rs. 56.37 crs. against the provision of Rs. 62.10 crores, in Revised Estimates.

Therefore, it is seen that there are no wide scale variations between the estimates and the amount actually spent. The marginal shortfall has arisen mainly due to the inadequate number of proposals received for various training programmes under the PHE training. Steps are being taken to fully utilise the amount provided for the training during the current year.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th December, 1994]

Comments of the Committee

Please *see* Para No. 1.7 of Chapter I.

Recommendation (Para No. 1.12)

1.52 While examining the various aspects under water supply and sanitation, the Committee feel concerned that the areas, namely, solid waste management and urban waste disposal have been completely neglected in terms of allocation which is not in consonance with the objectives visualised as thrust areas during the 8th Five Year Plan. Keeping in mind the environmental consequences, the Committee would like the Ministry to evolve an effective time bound strategy alongwith necessary funds pertaining to the problem of solid waste management its treatment and disposal etc.

Reply of the Government

1.53 The Committee observed that the solid waste management and urban waste disposal have been completely neglected in terms of allocation and this is not in consonance with the objectives visualized as thrust areas during the 8th Five Year Plan. The Committee desired the Ministry to evolve an effective time bound

strategy along with the necessary funds pertaining to the proposal of solid waste management, treatment and its disposal.

Considering the resource constraints and also the fact that it is primarily the responsibility of the local bodies, not much provision has been made for the solid waste management. However, we had specifically requested a provision of Rs. 10 crores for taking up solid waste management projects in 10 identified towns near air fields. However, the Planning Commission has provided only Rs. 1 crore during the current year.

We have also taken up a demonstration project in Panaji Goa for the solid waste management in collaboration with UNDP-WB Regional Water Supply and Sanitation Group and the same is under implementation. It is expected that with the active involvement of the Goa Govt. and also the local municipal council and the involvement of voluntary agencies, the project will be a success and it is capable of being replicated. We feel, as far as solid waste management is concerned, more than the availability of funds, it is the proper training and motivation of the people involved in the systems starting from the households, an important factor and to start with we will have to identify the towns where sufficient network of voluntary agencies and the committed municipal bodies are already in place. A strategy to attend to this will be evolved during the current year.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT,
dated 13th December, 1994]

Comments of the Committee

Please *see* Para No. 1.10 of Chapter I.

Recommendation (Para No. 1.24)

1.54 The Committee take serious note of slow progress of the coverage of towns since its inception *i.e.* Sixth Five Year Plan. Even after the completion of 2-1/2 Five Year Plans, the coverage is only 600 out of 3703 towns. Taking in view the pending coverage of towns, the Committee feel that sufficient funds for the completion of remaining towns under the scheme may be provided in order to complete the whole target. The Committee also desire that there is a need to review the objectives of this scheme in view of recent economic reforms.

Reply of the Government

1.55 There was 100% coverage of the targeted number of towns during the Sixth and Seventh Plans, and the target was substantially exceeded during the first two years of the Eighth Plan. However, it may be mentioned that the targeted number of towns for coverage under IDSMT is worked out keeping in view the

available plan outlays. Therefore, with an outlay of only Rs. 96.00 crores and Rs. 88.00 crores respectively in the Sixth and Seventh Plans, it was not found possible to revise/exceed the targeted number of towns. However, for the Eighth Plan, a substantially higher outlay of Rs. 155.00 crores is available and against the initial target of 200 towns for the Eighth Plan, 128 towns have already been covered during the first two years of the Eighth Plan. Therefore, the initial targeted number of towns for the Eighth Plan has been tentatively revised to 300 towns.

With regard to the Committee's observation that there is a need to review the objectives of the IDSMT Scheme in view of recent economic reforms, it may be mentioned that based on the urban development strategy and priorities laid down in the Eighth Plan document, the guidelines of the IDSMT Scheme were thoroughly reviewed and revised by the Government of India in the year 1992-93.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

Please see Para No. 1.16 of Chapter I.

Recommendation (Para No. 1.29)

1.56 The Committee find that although the objectives of this Scheme are indeed praise-worthy, however, no concrete development could result since the Ministry is trying to cover such vast areas. Moreover, the scheme covers those areas in which centrally sponsored schemes of other Ministries like Human Resource Development, Home Affairs, Welfare etc. are under progress. Even the Ministry of Urban Development is of the view that the scheme is not directly related to Urban Development but consumes a large chunk of money which adversely affects the urban development projects—the main concern of the Ministry of Urban Development. The Committee, therefore, recommend that the Ministry should integrate with similar ongoing welfare schemes so that the scarce resources can be put to optimal use. Further more, the Committee are of the view that in order to avoid overlapping of programmes it would be better if such kind of schemes are operated in close co-ordination with the concerned Departments/Ministries in order to realise the targets.

Reply of the Government

1.57 The Scheme of Urban Basic Services for the Poor (UBSP) is based on the convergent provision of social and physical inputs in low income urban neighbourhoods through the programmes of various specialist departments with the active participation of community groups. The cardinal objective of the scheme is to improve the overall quality of life of slum dwellers. Convergence of various

sectorial provisions related to the mother and child health, primary education, non-formal education, on the one hand and provision of clean drinking water, low cost sanitation and other physical services on the other hand is to be achieved at the slum level through the active involvement of Neighbourhood Development Committee.

Community participation is sought to be brought in by formation of neighbourhood groups consisting of clusters of 20-25 household represented by a women Resident Community Volunteer (RCV). Ten RCVs constitute a Neighbourhood Development Committee representing 200-250 slum families. One representative from each of ten such Neighbourhood Development Committees along with a Community Organiser constitute a Community Development Society. Through this community structure, mini plans for the development of neighbourhoods areas are drawn up. Community development is a long drawn out process and cannot be achieved in a short run. It requires patience and diligence. Nevertheless a beginning has already been made. By improving the quality of life of the poor the quality of life of everyone in the city will be improved. As on March, 1994, more than 3215 NDCs have already been set up in 280 towns spread all over the country. This covers around 41.37 lakh low income urban poor. 2737 mini plans have already been prepared and 452 Community Organisers are in the field working as catalysts for enriching community participation. State Urban Development Agencies have already been formed in 21 States/UTs/District Urban Development Agencies have also been set up in almost all States with inputs provided to facilitate monitoring and logistic support. To achieve the quality of implementation and streamlining planning State Training Institutes alongwith Field Training Institutes have been operationalised in 14 States.

This Ministry have never held the view that the Scheme is not directly related to urban development. On the other hand the name itself indicates that the scheme is for the urban poor. The total outlay for the 8th Plan is Rs. 100 crores only. It is not at all disturbing the implementation of other important urban development projects. Rather it aims at better implementation of other projects with more and focussed attention on the urban poor.

In order to achieve better coordination and implementation of all the schemes in urban sector by the various Departments, a National Seminar 'Reaching the Urban Poor: An Inter Sectorial Coordination' was held on 17-18th February, 1994. An extract of the main recommendations is placed at *Annexure-II*. This Ministry is already engaged in the implementation of these recommendations.

Urban Poverty Alleviation has been included in the 12th Schedule of 74th Constitutional Amendment Act. Almost all the States/UTs have already ratified implementation of this enactment, UPA has got a shot in the arm and all the States/UTs will be giving focussed attention to all UPA programmes at the city level.

To cope up with this increased responsibility and also in view of the experience gained so far, this Ministry is already engaged in the revision of the guidelines for the UBSP. A national consultation was held in December, 1993. Based on the recommendations of this National Consultation, a Core Group has been constituted to prepare a draft of the revised guidelines. The draft guidelines are under consideration of the Government in consultation with the selected States and STIs/FTIs. It is hoped that the revised guidelines will be finalised soon and enable the implementing agencies to meet the new challenges.

In view of what has been stated above, the Committee is requested to reconsider its view.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

Please see Para No. 1.19 of Chapter I.

Recommendation (Para No. 1.38)

1.58 The Committee observe that the expenditure incurred since the inception of NCR is confined only to Establishment, Planning and Organisation. Neither the performance Budget nor the Annual Report of the Ministry of Urban Development indicate as regards to the implementation and the achievement of the targets in concrete terms. The Committee is doubtful about the achievement of the targets and objectives by 2001 A.D. which is set as the target year. The Committee expect the Ministry to explain inordinate delay with justification.

Reply of the Government

1.59 Since the inception of the Board (1.4.85), the expenditure on establishment, pay and allowances and office maintenance upto 31.3.94 was Rs. 2.75 crores whereas NCR Board has released Rs. 91.34 crores as loan for implementation of projects. In addition to NCR loans, the participating States have spent approx. Rs. 74 crores during the same period for implementation of projects, thus Rs. 165.32 crores (Rs. 91.35 crores by NCR Board + Rs. 73.97 crores by participating States) has been spent on implementation of projects as compared to Rs. 2.75 crores spent on establishment, pay and allowances and office management thus constituting hardly 1.636% of the total expenditure of Rs. 168.07 crores (Rs. 165.32 crores + 2.75 crores) between 1.4.85 and 31.3.94.

As regards the progress made in the implementation of Regional Plan-2001 it may be stated that it is too early to assess the progress made viz-a-viz the targets and objectives set. Such an assessment should await the implementation of the

plan. It is noteworthy, however, that in 1991 for the first time in three decades the overall population growth rate of Delhi has registered a marginal decline. The implementation of the Regional Plan-2001 is expected to accelerate this welcome trend.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

Please *see* Para No. 1.22 of Chapter I.

Recommendation (Para No. 1.44)

1.60 The Budgetary provisions of the last three years make it clear that about Rs. 216 crores have already been allocated for NRY against the total allocation of Rs. 227 crores during the 8th Five Year Plan. Only Rs. 11 crores are left for the rest of the two years *i.e.* 1995-96 and 1996-97. The Committee take serious note of uneven allocation of money provided for NRY during the last three years. The Committee are distressed to observe the non-utilization of half of the funds allocated for the year 1993-94.

Reply of the Government

1.61 For the 8th Five Year Plan, an amount of Rs. 1500 crores was sought for implementation of NRY. However, an amount of Rs. 227 crores only was allocated for the entire Plan period. In the first two years of the Plan, *i.e.* 1992-93 and 1993-94 an amount of Rs. 71 crores and Rs. 74.97 crores respectively was released to the implementing agencies. For the year 1994-95, an amount of Rs. 70 crores has been allocated. Out of total allocation of Rs. 227 crores, an amount of Rs. 215.97 crores has been released/allocated for the first three years of the Plan and Rs. 11.03 crores only has been left for the remaining two years of the Plan period, *i.e.*, 1995-96 and 1996-97.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

Please *see* Para No. 1.25 of Chapter I.

Recommendation (Para No. 1.49)

1.62 In so far as the maintenance and repairs for Government residential buildings and office buildings is concerned, the rent has been increasing, during

the last three years as is shown below:—

(Rs. in crores)

	1992-93		1993-94		1994-95	
	B.E.	R.E.	B.E.	R.E.	Actual	B.E.
1. Government Residential Buildings	55.99	61.51	65.70	65.70	62.82	74.58
2. Other Housing	13.73	14.54	16.32	17.30	14.60	19.42
3. Office Building	42.67	48.45	46.49	48.32	49.05	49.17

In view of the resource crunch the Committee feel that there is a need to check not only the increasing trend in case of maintenance and repairs but also to (apply economy in the use of) the amount so as to divert the funds for construction works.

Reply of the Government

1.63 In para 1.49, the Committee have observed that there is a need to check not only the increasing trend in the cost of maintenance and repairs but also to apply economy in the use of amount so as to divert the funds for construction works. This has been considered very carefully and it is stated that the funds for maintenance are inadequate compared to actual requirements every year. In the current year 1994-95 itself an allocation of Rs. 81.83 crores has been made under Major Head 2216—Repairs against a projected requirement of Rs. 102.72 crores. Similarly in respect of office buildings, the allocation of funds is Rs. 49.05 crores against the budget requirement of Rs. 66 crores. In view of the inadequate allocation of funds over the years, it is becoming exceedingly difficult to maintain the Govt. assets with inadequate funds. The buildings which are getting older with the passage of time require more care and accordingly more funds. Apart from this, additions to the residential and office accommodation in the General Pool during the last 10 years as indicated below clearly underscores requirement of increased allocation.

Year	No. of quarters completed	Office Building in Sq. Metres
1983	4862	6,536
1984	3422	Nil
1985	2057	16,080

Year	No. of quarters completed	Office Building in Sq. Metres
1986	4114	60,000
1987	2989	13,048
1988	1577	13,000
1989	1419	Nil
1990	1681	18,000
1991	1108	Nil
1992	809	21,017
1993	2031	19,316 (likely)

In respect of buildings in other categories like Departmental Pools and those belonging to other Departments, a similar trend exists. In view of the position stated above, it is submitted that it is not possible to effect any economy in the funds allocated for maintenance and divert some of them for construction.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

Please see Para No. 1.31 of Chapter I.

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT ARE AWAITED

Recommendation (Para No. 13)

1.64 It has been stated by the representative of the Ministry that there are three schemes which are not directly related to urban development but are taking away the maximum chunk of money. One such scheme is called Low Cost Sanitation for the liberation of scavengers, which came under the purview of the Ministry in 1990. This scheme was being implemented by the Ministry of Welfare till 1989. In this connection, the Committee would like the Ministry to explore the possibilities to handover the scheme to the concerned Ministry/Department in order to do justice to those schemes which are direct concern of the Ministry.

Reply of the Government

1.65 The Committee observed that since the Ministry feels that large amount of money allotted to this Ministry is going to the schemes which are not directly related to the urban development, the Ministry should explore the possibility to hand over the schemes of this nature to the concerned Department/Ministry directly concerned.

One such scheme mentioned by Secretary while giving evidence before the Committee was Low Cost Sanitation for Liberation of Scavengers. This scheme was earlier administered by the M/o Welfare. It is only in 89-90, it was decided that this scheme should be handled by the M/o UD and the pattern of funding was also modified so as to provide Loan through HUDCO. This Ministry wanted to implement this scheme on whole town basis for bringing all round improvement in the sanitary condition in the towns, by taking up not only conversion of the existing dry latrines but also construction of pour flush latrines where non-existent. However, ever since 1991, Planning Commission has been insisting that the scheme should be restricted only to conversion and subsidy should also be restricted to EWS category and thereby virtually restricting the scheme to the objective of merely the liberation of scavengers. If the objective is to remain as liberation of scavengers only, this should rightly be the business of M/o Welfare. If the overall sanitation of the urban area is not be taken up as an objective, this Ministry should not handle this scheme. However, in the context of mid-term

appraisal of the 8th Plan, it is proposed to have wider consultation on this issue before we formally take up with the M/o Welfare and the Planning Commission.

[Ministry of Urban Development O.M. No. H-11013/4/93-BT ,
dated 13th Dec., 1994]

Comments of the Committee

1.66 In the case of Recommendation Para No. 1.13, the reply of the Ministry is of interim nature. The Committee would like to know the steps taken by the Ministry in this direction.

Recommendation (Para No. 1.51)

1.67 The provisions under Demand No. 81 towards establishment expenditure as well as for purchase of some items of stationery stores for use of the Central Government offices all over the country and for establishment cost of the Government of India presses and also for procurement of Printing Paper, Trade Apprentice, Printing through Private Sources and Departmental Canteens Revised Estimates for stationery and printing during 1993-94 was Rs. 0.50 crores and Rs. 130.16 crores for plan and non-plan expenditure respectively. The budget estimate during 1994-95 is Rs. 3.00 crores in plan expenditure and Rs. 137.37 crores in non-plan expenditure.

In this connection, the Committee would like the Ministry to contain the expenditure especially in the non-plan sector under this demand and follow the austerity measure in order to cope with the problem of resource crunch faced by the country as a whole.

Recommendation (Para No. 1.53)

1.68 As far as the overtime allowances and travel expenses mentioned under various sub-heads are concerned, the non-plan expenditure have increased manifold from 1993-94 to 1994-95. The budgetary provisions under various sub-heads during 1993-94 and 1994-95 are given as below:

(Rs. in thousands)

Year	M.H.	S.H.	Planned Expend.	Non-Plan Expend.	Planned Expend.	Non-Plan Expend.
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1993-94	2052	A.1(3)	4,00	4,00	5,00	6,50
1994-95	2052	A.1(3)	10,25	10,30	15,50	16,80
1993-94	2215	C1(1)(4)(3)	-	-	-	1,45
1994-95	2215	C1(1)(4)(3)	-	-	-	1,60

(1)	(2)	(3)	(4)	(5)	(6)	(7)
1993-94	2217	D4(1)(1)(4)	-	-	-	2,65
1994-95	2217	D4(1)(1)(4)	-	-	-	3,00
1993-94	2059	A3(1)(1)(3)	-	-	10,00	11,00
1994-95	2059	A3(1)(1)(3)	-	-	10,00	12,00
1993-94	2059	A3(1)(2)(1)(3)	20,00	30,00	-	-
1994-95	2059	A3(1)(2)(1)(3)	20,00	33,00	-	-
1993-94	2059	A3(1)(2)(1)(4)	-	-	1,90	1,10,00
1994-95	2059	A3(1)(2)(1)(4)	-	-	2,00	1,30,00
1993-94	2059	A3(1)(2)(2)(2)	10,00	69,00	-	-
1994-95	2059	A3(1)(2)(2)(2)	10,00	75,00	-	-
1993-94	2059	A3(2)(1)(3)	50,00	-	-	-
1994-95	2059	A3(2)(1)(3)	60,00	-	-	-
1993-94	2059	A3(4)(1)(3)	50,00	-	30,00	-
1994-95	2059	A3(4)(1)(3)	60,00	-	40,00	-

The Committee fail to understand the reasons for this increase in overtime allowances and travel expenditure of the Ministry despite the clear-cut guidelines given by the Ministry of Finance from time to time to contain the expenditure in view of the resource crunch faced by our country. Therefore, the Committee would like to recommend that the Ministry should follow the economic austerity measures.

Recommendation (Para No. 1.55)

1.69 Since this Ministry covers a wide area of activities, pertaining to basic necessities of life ranging from shelter, health and hygiene to a comfortable standard of life, this involves multifaceted development activities to achieve the task before it. In view of the socio-economic repercussions of Urbanization on the life of people living in urban areas, the Committee strongly recommend for the enhancement of funds to the tune of Rs. 750.00 crores for the year 1994-95, so that the Urban Development schemes could be implemented in letter and spirit to benefit larger section of society living in urban areas.

NEW DELHI;
May, 1995
Vaisakha, 1917 (Saka)

PRATAPRAO B. BHOSALE,
Chairman,
Standing Committee on Urban and
Rural Development.

NEHRU ROZGAR YOJANA - TARGETS

Year	SUME Beneficiaries	Trainees	SUWE Mandays	D. units	SHASU Mandays	Trainees
1989-90	1.49	34,960	176.90	-	64.50	35,110
1990-91						
1991-92	1.38	32,952	80.94	2,84,988	182.37	26,582
1992-93	0.92	31,499	63.74	1,77,330	94.46	16,255
1993-94	1.23	42,285	5.84	1,77,500	91.89	15,839
Total	5.02	1,41,696	372.42	6,39,818	433.22	93,786

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NEHRU ROZGAR YOJANA - ACHIEVEMENTS

	Upto 1991-92	1992-93	1993-94	Total
No. of beneficiaries assisted (SUME)	1.42 Lakhs	2.37 Lakhs	1.52 Lakhs	5.31 Lakhs
Persons trained/undergoing Training under SUME	47,512	40,983	30,643	1,19,138
Mandays of work generated under SUWE	195.24 Lakhs	76.27 Lakhs	72.17 Lakhs	343.68 Lakhs
Mandays of work generated under SHASU	18.16 Lakhs	64.22 Lakhs	51.50 Lakhs	133.88 Lakhs
No. of dwelling units upgraded/ in progress under SHASU	0.28 Lakhs	2.28 Lakhs	0.56 Lakhs	3.12 Lakhs
Persons trained/undergoing training under SHASU	12,690	19,115	17,282	49,082

INFORMATION REGARDING URBAN BASIC SERVICES
FOR THE POOR

Recommendations

- The consultation concluded that concerted efforts were necessary to reflect the urban poor as a special target group in all sectoral programmes.
- An Information System to collect and disseminate segregated data for urban areas needs to be set up, not only at the national but also at the city level.
- The existing programmes in urban areas are being carried out in isolation resulting in duplication of programme inputs, increased overheads and improper targeting. There is a need to examine potential sectoral convergence with UBSP, Sub-groups of various sectors and UBSP should be set up under the chairmanship of the concerned sectoral Advisor in the Planning Commission for this purpose.
- A separate agency/department should be made responsible for the development of urban poor. In view of the 74th Constitutional Amendment, Ministry of Urban Development would perhaps be best suited for this function. However at the local level the urban local body could be a nodal agency for coordinating and managing programmes for the urban poor.
- It was recommended that the UBSP approach of community participation through a structure of community based organisation should be recognised by all sectors and wherever possible, these CBOs should be the focal point for convergence of various sectoral programmes.
- But UBSP is not designed to plan and manage a parallel or duplicative system of resources for the urban poor. It's aim is to promote community based group formation which may promote the national and development goals of all Ministries and departments in a participatory manner, through motivation, prioritisation, dialogue and mutual interest.
- UBSP could acquire greater significance now in the context of the 74th Constitutional Amendment. It was felt that 'capitalisation of UBSP could institutionalise converge separately creating a UPA fund in the municipality.'
- It was reiterated that planning for all schemes must be need based and monitoring for all programmes field based. UBSP structures should be strengthened and utilised for these activities.
- Integration of all existing urban poverty alleviation programmes was considered a necessary step towards convergence. While urban poor may be concentrated in slums, they are likewise found in unauthorised colonies; pavements; small scattered clusters; in the urban periphery. All have rights for basic needs to be fulfilled. As the NPA reflects specific objectives to reach those in need, all the urban poor must be targeted clearly and specifically.

APPENDIX

(Vide Introduction)

Analysis of Action Taken by Government on the Fifth Report of the Standing Committee on Urban and Rural Development (10th Lok Sabha)

I	Total Nos. of Recommendations	20
II	Recommendations accepted by Government	
	(Para Nos. 1.14, 1.17, 1.23, 1.32, 1.37, 1.41, 1.48)	7
	Percentage to total	35
III	Recommendations which the Committee do not desire to pursue in view of Government Replies	
	(Para Nos. 1.36, 1.45)	2
	Percentage to total	10
IV	Recommendations in respect of which reply of Government not satisfactory/accepted by the Committee	
	(Para Nos. 1.11, 1.12, 1.24, 1.29, 1.38, 1.44, 1.49)	7
	Percentage to total	35
V	Recommendations in respect of which replies are of interim nature/awaited	
	(Para Nos. 1.13, 1.51, 1.53, 1.55)	4
	Percentage to total	20