

FIFTH REPORT
STANDING COMMITTEE ON
URBAN & RURAL DEVELOPMENT
(1994-95)

(TENTH LOK SABHA)

MINISTRY OF URBAN DEVELOPMENT—
DEMANDS FOR GRANTS (1994-95)



Presented to Lok Sabha on

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LOK SABHA SECRETARIAT
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PART - II*

Minutes of the Sittings of the Committee on Urban and
Rural Development held on 24th, 30th & 31st March and
11th & 12th April, 1994

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STANDING COMMITTEE ON URBAN & RURAL DEVELOPMENT
(1994-95)

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INTRODUCTION

I, the Chairman of the Standing Committee on Urban and Rural Development (1994-95) having been authorised by the Committee to submit the Report on their behalf, present this Fifth Report on the Demands for Grants (1994-95) of the Ministry of Urban Development.

2. Demands for Grants have been examined by the Committee under Rule 331E(1)(a) of the Rules of Procedure and Conduct of Business in Lok Sabha. Demands for Grants pertaining to Ministry of Urban Development for the year 1994-95 were laid on the table of the House on 16th March, 1994.

3. The Report was considered and adopted by the Committee at their sittings held on 11th and 12th April, 1994.

NEW DELHI;

April 19, 1994

Chaitra 29, 1916 (S)

PRATAPRAO B. BHOSALE,

Chairman,

Standing Committee on

Urban and Rural Development

1. INTRODUCTORY

1.1 Urbanization is a welcome phenomenon of change and transformation in a society seeking economic advancement and modernization. Most of the advanced countries have already passed through the process of urbanization and derived benefits. In the wake of economic change, India has also witnessed a rapid growth in the population living in urban areas. As per the 1991 census the urban population accounts for 25.7% of the total population spreading over 3768 urban agglomerations. During the last three decades, the urban population has more than doubled from 107 to 217 million. The number of class I Towns with more than 1,00,000 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 ten years. It has been reported that during 1981-91, the census have taken the urban population up at the rate of 3.1% per year as compared to the annual overall growth rate of 1.8%. It is believed that by the year 2001, one third of India's population will be living in urban areas.

1.2 Considering the trend of growth of urban areas and urban population, the physical environment and quality of life in urban areas have deteriorated over the years. Most of the urban centres are financially and organisationally ill-equipped to respond to infrastructural needs and basic services. The process of urbanization has resulted in serious shortfalls in housing, public utilities and community facilities. The urban environment have deteriorated due to uncontrolled influx of population from rural to urban areas thereby giving rise to heavy population concentration in the fringe areas or the unhealthy pockets of large cities. Besides, environmental problems, it has created a challenging and exeruciating situation as regards the land use, widespread urban poverty, inadequate urban services such as water supply, sewerage and sanitation, drainage, inadequate transport, educational, recreational, health and welfare facilities. It has also affected the social fabric of the urban areas adversely.

1.3 Ministry of Urban Development is the nodal agency entrusted with the task of urban development and its management. It has two distinct sets

of responsibilities. One pertains to the construction and maintenance of Central Government buildings, including residential accommodation, with the exception of those under the Ministries of Defence, Railways and Posts & Telegraphs. It is also responsible for the management of Central Government land/property, most of which is confined to Delhi and some of the metropolitan cities. These functions are discharged through the agencies of the Central Public Works Department which has field organisations spread all over the country and the Land and Development Office located in Delhi. The other set of responsibilities pertain to the broad policy formulation and monitoring of programmes in the areas of housing, urban development, urban poverty alleviation and urban water supply. These are essentially "State" subjects but the Government of India plays a coordinating and monitoring role and also supports these programmes through Central Sector Schemes, institutional finance and expertise. The Ministry also administratively controls the Central Government Departments of Printing, Stationery and Publication.

1.4 None can deny the positive role being played by urbanisation in the field of Indian Economy. This is manifest in the increasing contribution of urban sector to national income. For instance, in 1950-51 the contribution of urban sector to India's G.D.P. 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.

1.5 The Committee have been informed that the main problems which need to be tackled during the 8th Five Year Plan to meet the added load on urban areas would be :

- (a) substantial step up in the supply of serviced land.
- (b) increase in housing activity, particularly through greater involvement of the private sector and by making housing finance available at affordable rates.
- (c) improvement in the financial and managerial capabilities of the municipal bodies.
- (d) step up in the provision of drinking water supply and sanitation, particularly for lower income settlements.
- (e) concerted efforts for integrated multi-model development of urban transport system, particularly in the metropolitan cities and for increase in bus transportation system in the middle order cities.
- (f) encouraging the growth of small and medium towns with reference to increasing employment opportunities and providing linkages for agriculture and rural development in the hinterland.

- (g) substantial step up in the availability of institutional finance for investment in infrastructure, land development and housing.
- (h) special attention needs to be paid to urban poverty alleviation programmes and programmes for providing employment to the urban poor and the educated unemployed in urban areas.

1.6 It has been stated by the Ministry that the problems in urban areas have been increasing alarmingly while the investments in the urban development sectors, housing, water supply, etc. have been much lower than what is needed to ensure the planned growth of urban centres in a sustained manner. Enhancement of the plan outlay for this sector is therefore an obvious necessity. As per the statistics provided by the Ministry during the Eight Five Year Plan 1992-97 (Annexure I) the allocation for housing and urban development and public works etc. is as follows :-

	Rs. in Crores	
	Eighth Plan Proposed	Allocation
Urban Development	Rs. 4071.00	Rs. 701.10
Housing	Rs. 850.00	Rs. 466.35
Water Supply and Sanitation	Rs. 950.00	Rs. 263.00
Public Works	Rs. 127.50	Rs. 36.05
Stationery & Printing	Rs. 15.75	Rs. 08.75

1.7 Out of the total amount allocated during the 8th Plan Rs. 293 crores was spent during the year 1992-93 and Rs. 323 crores in the IInd year of the plan *i.e.* 1993-94. Demands for Grants for the year 1994-95 envisage the allocation for different sectors as below :

Demands for Grants 1994-95 (Annexure II)

	Rs. in Crores	
	Proposed	Allocation
Urban Development	Rs. 436.00	Rs. 240.50
Housing	Rs. 171.33	Rs. 72.60
Water Supply and Sanitation	Rs. 135.65	Rs. 56.60
Public Works	Rs. 22.80	Rs. 12.30
Stationery & Printing	Rs. 3.50	Rs. 3.00
Total	Rs. 769.28	Rs. 385.00

1.8 Whether the funds allocated for the year 1994-95 are adequate or not, will be analysed in the succeeding paras under different heads alongwith the observations/recommendations of the Committee.

2. WATER SUPPLY AND SANITATION

Major Head "2215"

1.9 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.

1.10 It has been stated by the Ministry that on the basis of the experience of the first two years of the 8th Plan, the thrust areas are anticipated to be as below :-

- (i) Extending safe drinking water supply facilities to the remaining urban population to achieve the goal of cent per cent coverage of population by the turn of the century.**
- (ii) Accelerated Urban water supply programme for the towns having population less than 20,000.**
- (iii) Converting all dry latrines to low cost sanitary latrines, and liberation of scavengers.**
- (iv) Initiate steps to evolve an effective mechanism for collection, transportation and disposal of solid based in major metropolitan cities, to create waste treatment facilities, to convert as much of the bio-degradable materials into organic manures. A total allocation of Rs. 263 crores have been approved for the 8th Five Year Plan for water supply and sanitation. The budgetary provisions under this sector during the last three years are as under :-**

Water Supply and Sanitation (Annexure III)

1992-93		1993-94			1994-95
BE	Actual	BE	RE	Actual upto 2/94	BE
72.61	26.06	62.60	62.10	0.39	56.60

1.11 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.

1.12 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.

1.13 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.

1.14 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.

HOUSING

Major Head "2216"

1.15 Housing has been recognized as a major socio-economic activity leading to satisfaction of the basic human need for shelter and a major instrument for alleviation of poverty and employment generation. The core strategy of the VIII Plan on Housing consists of creating an enabling environment for housing activities by eliminating various constraints and providing direct assistance to those specially disadvantaged groups, including SC/ST, physically handicapped, widows and single women.

1.16 The total allocation of Eighth Plan for this Sector is Rs. 466.35 crores. The allocation for the year 1992-93, 1993-94 and 1994-95 is given below :

(Rs. in crores)					
1992-93		1993-94			1994-95
BE	Actual	BE	RE	Actual upto 2/94	BE
97.77	118.63	96.35	99.95	50.19	72.60

1.17 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 only 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.

4. URBAN DEVELOPMENT

(i) Integrated Development of Small & Medium Towns (IDSMT)

Major Head "2217"

Sub Head - D.2

1.18 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 and from urban areas (small and medium towns) to urban areas. It has been stated in the Annual Report of the Ministry that with a view to reduce migration of population to large cities, generate employment facilities in the Growth Centres and also to provide adequate infrastructure facilities in these towns, a centrally sponsored scheme of Integrated Development of Small and Medium Towns (IDSMT) was launched in the 6th Five Year Plan in 1979-80.

1.19 The basic objectives of the schemes are as under :-

1. Achieve a more balanced urban development in the country.
2. Provide infrastructure facilities to support employment generating activities.
3. Evolve resource generating schemes for the purpose of proper maintenance of infrastructural facilities to be created.
4. Develop growth centres for the betterment of rural hinterland by adopting a regional approach.
5. Arrest migration of rural population to larger cities.

The targets and achievements of the scheme

1.20 From 1979-80 to March, 1993 Central assistance amounting to Rs. 187.17 crores has been released and 561 towns covered as per details given below :-

Plan Period	Targetted Towns	No. of Towns covered	Financial Outlays	Actual Expenditure
1	2	3	4	5
(Rs. in Crores)				
VI Plan	231	235	96	63.60
VII Plan	145	145	88	80.05

1	2	3	4	5
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

1.21 Budgetary provisions for IDSMT during 1992-93, 1993-94 and 1994-95 are as under :-

1992-93		1993-94			1994-95	No. of towns	
BE	Actual	BE	RE	Actual upto 2/94	BE	new	covered
13.00	11.60	20.00	20.00	7.73	25.00 (92-93)	33	44
					(93-94)	54	84
					(94-95)	50	—

1.22 When asked about the problems being faced in the implementation of the IDSMT scheme, it was stated by the representative of the Ministry :-

“One of the basic strategies of our department is to concentrate on the development of small and medium towns in order to bring down the influx to major cities. For the year 1994-95, we wanted Rs. 32 crores and we have been given only Rs. 25 crores. Under this scheme, 3703 towns out of which 3468 towns have a population of less than one lakh. The target is 200 towns during the 8th Five Year Plan. With the amount allocated, we would not be able to cover the entire towns.”

1.23 It has been observed by the Committee that the statement showing the targets and achievements, 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. Progress made during the first two years of the current five year plan also witnessed more than 100% coverage of targetted 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 targetted towns to be covered during the VIII five year plan.

1.24 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.

(ii) Urban Basic Services for the Poor

Major Head "2217"

Sub Head D. 3(1)(1)

1.25 A Centrally Sponsored Scheme of Urban Basic Services was introduced as a pilot scheme in 1986 with the assistance of UNICEF for provision of basic social services and physical amenities in urban slums. Initially the scheme was implemented in 168 towns in 37 districts of the country. Based on the experience gained in the pilot stage and on the positive recommendation of the National Commission on urbanization, the scheme was revised and enlarged during the year 1990 and came to be known as Urban Basic Services for the poor.

1.26 The objectives of the revised scheme are to foster community groups in urban slums for effectively participating in development efforts and to coordinate the convergent provisions of various social services and physical amenities through the programme of different specialist departments such as non-formal education, mother and child health, assistance to needy sections of society and activities for promoting communal harmony and National Integration. This process is expected to improve the quality of life in slums and to strengthen the grass roots democracy.

1.27 Under the revised programmes 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 problems of delinquency juvenile, communalism, gambling and alcoholism.

1.28 The Scheme was launched in 1990 and an allocation of Rs. 100 crores has been made for the entire 8th Plan period. The Budgetary allocation for the last three years is given as below :

Urban Basic Services for the Poor

						(Rs. in Crores)
1992-93		1993-94			1994-95	
BE	Actual	BE	RE	Actual upto 2/94	BE	
13.00	12.53	18.00	18.00	1.94	18.00	

1.29 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 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. 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.

(iii) Urban Transport

Major Head "2217"

Sub-Head D. 4(1)(2)

1.30 With increasing urbanisation, concentration of population and employment in large cities, industries, offices, institutions etc., the problem of urban transport is becoming acute. As per the 1991 census there are twenty three cities in India with a population in excess of one million. In these cities by the year -2001, the urban mass transportation demand is estimated at 80 million trips per day. Assuming half of this trips should be carried by rail system, there is a need to plan to carry 40 million trips per day in these cities alone. Compared to the trips generated, the Indian Railways and Public/Private agencies carry for less number of passengers than required.

1.31 The Committee were informed by the representatives of the Ministry of Urban Development that about fifteen cities like Delhi, Calcutta, Bombay etc. have already prepared project reports in this connection. Implementation of these projects require massive funds e.g. for Delhi Urban transport project is likely to cost more than Rs. 8,000 crores. Similarly a proposal for LRTS (Light Rail Transit System) in Hyderabad is estimated to cost more than Rs. 5.80 crores. But the Ministry does not have money in order to cope with the problem. During the year 1993-94 Rs. 22 crores have been allotted against the demand of Rs. 55 crores.

1.32 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.

5. NATIONAL CAPITAL REGION

Major Head "2217"

Sub Head D. 1

1.33 The National Capital Regional Planning Board has completed eight years in March 1993. During this period the Board has succeeded in bringing out a detailed development plan for the National Capital Region keeping 2001 A.D. as the target year.

In the 8th Plan the proposals of the NCR Planning Board will have main thrust in the following areas :

- (i) Development of Regional Infrastructure in the field of Transport, both rail and road and telecommunications, in a separate Special Component Plan for the NCR.
- (ii) Large scale employment generation in priority towns by making developed land available for Industries, wholesale trade and commerce.
- (iii) Development of local infrastructure in priority and DMA towns.
- (iv) Improvement of State Highways and Transmission and Distribution system for power in the State Grid.

The requirement of funds for the 3rd Plan 1992-97 will be as follows :

(Rs. in Crores)

1.	Land Acquisition and Development for	
	(a) Residential Use	648.00
	(b) Economic Activities	

2.	Development of Sub-Regional Centres	66.00
3.	Development of Counter Magnet Areas	100.00
4.	Bridging interest differentials	10.00
5.	Institutional Strengthening for Plan Implementation	5.00
6.	Upgradation of Regional Roads (Inner and Outer Grid)	176.00
7.	Power Development (Under Discussion)	—
8.	Augmentation and rehabilitation of urban infrastructure in DMA and priority towns	111.00
Total		1116.00

1.35 It has been stated by the Ministry that out of the Rs. 1116.00 crores, the share of the NCR Planning Board will be Rs. 421.00 crores, the share of State's will be Rs. 584.00 crores and the balance from institutional sources. In so far as the NCR Planning Board allocation is concerned, a budgetary support of Rs. 276.00 crores would be needed from the Ministry of Urban Development and the balance is proposed to be made through market/institutional borrowing and internal accruals of NCR Planning Board.

1.36 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.

1.37 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, non-fulfilment of targets within the fixed time schedule also lead to cost overrun of the project and blocking up of the financial resources.

1.38 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.

6. MEGA CITY SCHEME

Major Head "2217"

Sub Head "D. 3(1)(4)"

1.39 On the basis of the recommendation made by the National Commission on Urbanization and request received from the State Governments, the Planning Commission decided to introduce a Centrally Sponsored Scheme for development of infrastructure in cities having population of 4 million and above (as per 1991 census) during the year 1993-94. The Scheme would be applicable to Bombay, Calcutta, Madras, Bangalore and Hyderabad.

The Scheme would be administered through the Ministry of Urban Development. The pattern of funding would be as under :

Central Government	25%
State Governments	25%
Loans from financing Institutions and Capital Market	50%

1.40 The budgetary support for the scheme in the year 1994-95 is Rs. 75 crores as against the demand of the Ministry *i.e.* Rs. 181 crores. When asked about the Mega City Scheme, the representative of the Ministry pointed out during the evidence :

"Till date, we have released Rs. 20 crores for Bombay, another Rs. 20 crores for Calcutta and Rs. 15 crores each for Madras and Hyderabad. In addition, we have given about Rs. 10 lakhs to each of these States to prepare a project report. The allocation of fund for the scheme is only half of what we asked for."

1.41 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.

7. NEHRU ROJGAR YOJANA

Major Head "3475"

Sub-Head E.1

1.42 In response to the challenge posed by urban poverty, the Nehru Rojgar Yojana was launched by the Government of India on 2 October, 1989. The Programme of Nehru Rojgar Yojana consists of the following three schemes :

- (i) The scheme of Urban Micro Enterprises, (SUME)
- (ii) The scheme of Urban Wage Employment and (SUWE)
- (iii) The Scheme of Housing and Shelter Upgradation (SHASU).

The sharing pattern of the expenditure in the scheme as existing today differs from component to component being 50:50 in the case of Micro enterprises scheme and 80:20 in the other two components viz. Urban wage employment and shelter upgradation. It is proposed that expenditure on all the three schemes should be shared between Central Government and State Government on a 60:40 basis. The Scheme is meant for those persons who are living below the poverty line *i.e.* households with an annual income of less than Rs. 9950.

1.43 For the implementation of the programme, the total 8th Plan provision of Rs. 227 crores has been made as against the proposed demands of 15,00 crores put forward by the Ministry. The total number of beneficiaries proposed to be covered during the plan period is 3.9 million by way of self-employment, 1.5 million by way of training, and to generate 490 million mandays of employment under wage employment. Under shelter upgradation component one million units are proposed to be covered. In so far as the Budgetary provisions during the preceding three years are concerned the position is as below :-

(Rs. in Crores)					
1992-93		1993-94			1994-95
BE	Actual	BE	RE	Actual upto 2/94	BE
71.00	70.80	74.97	74.97	38.56	70

1.44 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.

1.45 As per the statement (Annexure V & VI) 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.

8. GENERAL POOL ACCOMMODATION

Demand Nos. 79 & 80

Major Head "2216" Sub-Head C(1)(1)

Major Head "2059" Sub-Head A. 1

1.46 There is a considerable shortage of general pool accommodation in practically all the cities, where Central Government Employees are posted. The position of General Pool Accommodation has not improved much over the years as the additional accommodation constructed is hardly sufficient to meet the additional demand.

1.47 While explaining the position regarding the general pool accommodation, the Committee was informed by the representative of the Ministry :

“In so far as the major cities are concerned, the net shortage of the houses is 70% and in case of other cities it comes to 50%. The need is to construct 8,000 units every year for the next 20 years to meet this shortage. Our demand for VIII Five Year Plan was Rs. 959 crores against which we were allotted only Rs. 135 crores. Similarly during the VIII Five Year Plan we had asked for Rs. 1240 crores but the allocation made is Rs. 145 crores.

It was further stated :

“The problem in non-residential accommodation is worst as compared to the residential accommodation. A number of Central Government Offices are functioning in rented buildings for which huge amount has to be paid by way of rent. The situation is not likely to improve unless additional funds are allotted.

1.48 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.

1.49 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.

9. STATIONERY AND PRINTING

Major Head "2058"

Demand No. 81

1.50 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.

1.51 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.

10. OVERTIME ALLOWANCES AND TRAVEL EXPENSES

1.52 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
1993-94	2217	D.4(1)(1)(4)	-	-	-	2,65

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

1.53 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.

11. CONCLUSION

1.54 In view of the growing trend in Urbanization, Ministry of Urban Development has been entrusted with the task to formulate action plans of various schemes under their administrative control. One of the major thrust areas of development is to uplift urban poor living below poverty line who are deprived of basic amenities of life namely proper sanitation, safe drinking water, shelter, health, education, employment generation avenues etc. Most of the schemes are under the control of Ministry of Urban Development which percolate to grass root level through State Governments and other related agencies. In addition to this, Ministry of Urban Development is being faced with the challenges of development of Mega cities, NCR, Urban Transport, Land use, Public Works and Housing Programmes etc. After an

in-depth scrutiny of Demands for Grants of the Ministry, the Committee observe that the Ministry of Urban Development have been allocated only 0.6% of the total budget of the Government of India.

1.55 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;

April 19, 1994

Chaitra 29, 1916 (S)

PRATAPRAO B. BHOSALE,

Chairman,

Standing Committee on

Urban and Rural Development

MINISTRY OF URBAN DEVELOPMENT

(Rs. in crores)

Sl. No.	Name of the Scheme	Eighth Plan	
		Proposed	Allocation
I. URBAN DEVELOPMENT			
1.	I.D.S.M.T. (a) Loan	450.00	145.00
	(b) Grants		
2.	Contribution to N.C.R.P. Board	276.00	200.00
3.	Urban basic Services	500.00	100.00
4.	Urban Transport Consortium Fund	275.00	1.60
5.	Equity to Urban Development & UWS Finance Corp./HUDCO	335.00	11.00
6.	Research in Urban & Regional Planning & Urban Mapping	40.00	
7.	Central Urban Infrastructure Support Scheme	15.00	
8.	Nehru Rozgar Yojana	1500.00	
9.	Scheme for educated employment generation in Urban Localities	250.00	227.00
<u>New Schemes</u>			
10.	(a) Mega City Scheme	-	-
	(b) Grants for from Metropolitan cities	400.00	-
	(c) Integrated conservation & Environmental Improvement Programme in Urban slums	30.00	-
TOTAL : URBAN DEVELOPMENT :		4071.00	707.10

Sl. No.	Name of the Scheme	Eighth Plan	
		Proposed	Allocation
II. HOUSING			
11.	General Pool Accommodation	390.00	140.00
12.	HUDCO (Equity for Housing)	215.00	140.00
13.	i) H.P.L. (Equity & Loans)	1.00	0.10
	ii) H.P.L. (VRS)	-	-
14.	Housing Census Periodic Survey & M. ILS. through N.B.	25.05	13.00
15.	Science & Tech. and Grants to Institute & Other programme including Building Centres	15.00	5.00
16.	Night Shelter Scheme	10.00	6.50
17.	Contribution to Central Govt. Employees Housing Welfare Organisation	15.00	10.00
18.	Building Material & Tech. promotion Council	40.00	14.50
19.	I.Y.S.H. Activities/Conferences	5.00	0.50
20.	Grants-in-Aid to N.C.H.P.	1.00	0.75
21.	Counter Part Fund for External aid to HUDCO from K.F.W.	113.00	138.00
22.	Counter Part Fund for External aid to H.D.F.C. (Loan from K.F.W.)	25.00	-
22.	(a) Central housing Schemes	10.00	-
<u>New Schemes</u>			
23.	Special plan scheme for areas affected by natural calamities	-	-
Total : HOUSING :		850.05	466.35

Sl. No.	Name of the Scheme	Eighth Plan	
		Proposed	Allocation

III. WATER SUPPLY & SANITATION

24.	Training in P.H.E.		
25.	Research	25.00	8.00
26.	Monitoring & M.I.S.		
27.	Urban Waste Disposal		
28.	Low Cost Sanitation for Liberation of Scavengers	545.00	150.00
29.	Equity to Urban Development & UWS Financing Corp./HUDCO	90.00	45.00
30.	Central Scheme for Urban Water Supply & Sanitation	20.00	10.00
31.	Extension of ARWSP to small towns	270.00	50.00
32.	Counter part Fund for External Asstt. to HUDCO from OECF		

New Schemes

33.	Support to Water supply schemes of major cities facing acute water shortage	-	-
34.	Pilot Project on Solid Waste Management ports in few selected cities in the country	-	-

TOTAL : WATER SUPPLY & SANITATION	950.00	263.00
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Sl. No.	Name of the Scheme	Eighth Plan	
		Proposed	Allocation
IV. PUBLIC WORKS :			
35.	C.P.W.D. Training Institute		
	R. & D Cell	18.00	5.00
36.	General Pool Accommodation		
	(Non-residential)	100.00	25.00
37.	North Eastern Zone	8.50	6.00
38.	N.B.C.C. Ltd. (VRS)	-	0.05
39.	(a) N.B.C.C. (Equity & Loan)	1.00	-
TOTAL : PUBLIC WORKS		127.50	36.50

V. STATIONERY & PRINTING :

40.	M.E.T.P.	15.75	0.50
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ANNEXURE II

**MINISTRY OF URBAN DEVELOPMENT
ANNUAL PLAN 1994-95**

(Rupees in Crores)

Sl. No.	Name of the Schemes	1994-95	
		Proposed	Allotted
I. URBAN DEVELOPMENT :			
1.	I.D.S.M.T. (a) Loan	30.00	25.00
	(b) Grants	2.00	
2.	Contribution to N.C.R.P. Board	50.00	25.00
3.	Urban Basic Services	22.00	18.00
4.	Urban Transport Consortium Fund	52.00	22.00
5.	Equity to Urban Development & UWS Finance Corp./HUDCO	3.00	3.00
6.	Reserach in Urban & Regional Planning & Urban Mapping	6.00	2.50
7.	Central Urban Infrastructure Support Scheme	-	-
8.	Nehru Rozagar Yojana	90.00	70.00
9.	Scheme for Educated employment generation in Urban Localities		
<u>New Schemes</u>			
10.	Mega City Schemes	181.00	75.00
TOTAL : URBAN DEVELOPMENT :		436.00	240.50

(Rs. in Crores)

Sl. No.	Name of the Scheme	Eighth Plan	
		Proposed	Allocation
II. HOUSING :			
11.	General Pool Accommodation	101.00	50.00
12.	HUDCO (Equity for Housing)	23.00	14.00
13.	(i) H.P.L. (Equity & Loans)	10.00	-
	(ii) H.P.L. (VRS)	-	-
14.	Housing Census periodic Survey & M.I.S. through N.B.O.	0.58	0.58
15.	Science & Tech. and Grants to Institute & Other Programme including Building Centres	2.00	1.00
16.	Night Shelter Scheme	0.10	0.07
17.	Contribution to Central Govt. Employees Housing Welfare Organisation	3.00	3.00
18.	Building Material & Tech. promotion Council	4.00	2.50
19.	I.Y.S.E. Activities/Conferences	0.50	0.30
20.	Grants-in-aid to N.C.H.F.	0.15	0.15
21.	Counter Part Fund for External aid to HUDCO from K.F.W.	1.00	0.50
22.	Counter Part Fund for External aid to H.D.F.C. (Loan from K.F.W.)	1.00	0.50
<u>New Schemes</u>			
23.	Special plan scheme for areas affected by natural calamities	25.00	-
TOTAL : HOUSING :		171.33	72.60

(Rupees in Crores)

Sl. No.	Name of the Scheme	Eighth Plan	
		Proposed	Allocation
III. WATER SUPPLY & SANITATION :			
24.	Training in P.H.E.	0.85	0.85
25.	Research	0.55	0.50
26.	Monitoring & M.I.S.	0.20	0.25
27.	Urban Waste Disposal	0.05	-
28.	Low Cost Sanitation for Liberation of Scavengers	30.00	26.00
29.	Equity to Urban Development & UWS Financing Corp./HUDCO.	9.00	7.00
30.	Central Scheme for Urban Water Supply & Sanitation	-	-
31.	Extension of ARWSP to small towns	20.00	16.00
32.	Counter Part Fund for External Asstt. to HUDCO from OECF	35.00	1.00
<u>New Schemes</u>			
33.	Support to Water Supply Schemes of major cities facing acute water shortage	30.00	4.00
34.	Pilot Project on Solid Waste Management near airports in few selected cities in the country	10.00	1.00
TOTAL : WATER SUPPLY & SANITATION :		135.65	56.60

(Rupees in Crores)

Sl. No.	Name of the Scheme	Eighth Plan	
		Proposed	Allocation
IV. PUBLIC WORKS :			
35.	C.P.W.D. Training Institute, R. & D Cell	1.18	1.50
36.	General pool Accommodation (Non-residential)	19.80	9.50
37.	North Eastern Zone	1.82	1.30
38.	N.B.C.C. Ltd. (VRS)	-	-
TOTAL : PUBLIC WORKS :		22.80	12.30
V. STATIONERY & PRINTING :			
39.	M.E.T.P.	3.50	3.00
TOTAL : STATIONERY & PRINTING :		3.50	3.00
GRAND TOTAL :		769.28	385.00
I.E.B.R. (H.U.D.C.O.)		200.00	400.00

PLAN OUTLAY AND EXPENDITURE DURING 1992-93 TO 1994-95

Name of the Scheme	1992-93		1993-94		Actual Up to 2/1994		1994-95		Remarks
	BE	Actual	BE	RE	5	6	7	BE	
1	2	3	4	5	6	7			
II. WATER SUPPLY & SANITATION									
Training in P.H.E. Research	0.85	*0.30	0.85	0.65	0.30	*0.85			Savings was due to receipt of lesser proposals.
Monitoring & M.I.S.	0.50	*0.13	0.50	0.50	0.08	*0.50			
Urban Waste Disposal	0.20	*0.01	0.20	0.20	0.01	*0.25			
Low cost Sanitation for Liberation of Scavengers	0.05	-	0.05	-	-	-			
Equity of Urban Development UWS Financing Corp./HUDCO	20.00	21.62	26.00	26.00	-	26.00		26.00	
Central Scheme for Urban Water Supply & Sanitation	4.00	4.00	9.00	9.00	-	7.00		7.00	
Extension of ARWSP to Small Town Counter Part for External Assst. to HUDCO from OECF	2.00	-	2.00	1.75	-	-		-	Savings was due to non-receipt of proposals
	0.01	-	12.00	12.00	-	7.00		7.00	
	45.00	-	12.00	12.00	-	1.00		1.00	The entire provision remained unutilised due to non-finalisation of agreement.
NEW SCHEMES									
Support to Water Supply Schemes of Major Cities Facing Actue Water Shortage.	-	-	-	-	-	-		4.00	
Pilot Project on Solid Waste Management Near Airport in few Selected Cities in the Country	-	-	-	-	-	-		1.00	
WATER SUPPLY & SANITATION	72.61	26.06	62.60	62.10	0.39	56.60		56.60	

MINISTRY OF URBAN DEVELOPMENT — ANNUAL PROPOSALS PLAN 1994-95

(Rs. in Crores)

Name of the Schemes	8th Plan Allocation 1992-93	Allocation 1992-93	Actual 1992-93	Allocation 1993-94	1994-95	
					Proposed	Allotted
1	2	3	4	5	6	7
HOUSING :						
General pool Accommodation	140.00	20.00	4.74	30.00	101.00	50.00
EUDCO (Equity for Housing)	140.00	20.00	45.00	20.00	23.00	14.00
(i) H.P.L. (Equity & Loans)	0.10	0.02	0.01	10.00	10.00	-
(ii) H.P.L. (VRS)	-	-	-	-	-	-
Housing Census Periodic Survey & M.I.S. Through N.B.O.	13.00	1.00	0.65	1.00	0.58	0.58
Science & Tech. and Grants to Institute & Other Programme including Building Centres	5.00	1.00	0.84	1.00	2.00	1.00
Night Shelter Scheme	6.50	2.50	1.00	0.10	0.10	0.07
Contribution to Central Govt.	10.00	3.50	3.50	3.50	3.00	3.00
Employees Housing Welfare Organisation	12.50	2.50	2.61	2.50	4.00	2.50
Building Material & Tech. Promotion Council	0.50	0.10	0.03	0.10	0.50	0.30
I.Y.S.E. Activities/Conferences	0.75	0.15	0.10	0.15	0.15	0.15
Grants-in-aid to N.C.H.F.						
Counter Part Fund for External aid to HUDCO from K.F.W.	138.00	39.00	23.45	30.00	1.00	0.50
Counter Part Fund for External aid to H.D.F.C. (Loan from K.F.W.)		8.00	16.70	8.00	1.00	0.50
New Schemes :						
Special plan scheme for areas affected by natural calamities.	-	-	-	-	25.00	-
TOTAL : HOUSING :	466.35	97.77	118.63	96.35	171.33	72.60

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

ACHIEVEMENTS (NEHRU ROZGAR YOJANA)

	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 SUWE	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	49,087