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

TENTH LOK SABHA

MINISTRY OF URBAN AFFAIRS & EMPLOYMENT

— DEMANDS FOR GRANTS (1995-96)

TWENTY-FIRST REPORT



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No 21/2

**LOK SABHA SECRETARIAT
NEW DELHI**

December, 1995/Agrahayana, 1917 (Saka)

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

(TENTH LOK SABHA)

DEMANDS FOR GRANTS (1995-96)

MINISTRY OF URBAN AFFAIRS & EMPLOYMENT

[Action taken by Government on the Recommendations
contained in the Fifteenth Report of the Standing Committee
on Urban and Rural Development (Tenth Lok Sabha)]

Presented to Lok Sabha on..... 22 DEC 1995
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LOK SABHA SECRETARIAT
NEW DELHI

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

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Shri Prataprao B. Bhosale

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SECRETARIAT

- | | | |
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| 4. Smt. Sudesh Luthra | — | <i>Under Secretary</i> |

*Ceased to be a Member of the Committee consequent on appointment as Minister in the Council of Minister w.e.f. 11.06.1995.

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URBAN AND RURAL DEVELOPMENT
(1995-96)**

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6. Dr. B.B. Dutta
7. Shri Rajesh Khanna
8. Shri Debabrata Biswas
9. Shri Prabhulal Rawat
10. Shri Ram Pal Singh

INTRODUCTION

I, the Chairman of the Standing Committee on Urban and Rural Development (1995-96) having been authorised by the Committee to submit the Report on their behalf, present this Twenty-First Report on the action taken by Government on the recommendations contained in the Fifteenth Report of the Standing Committee on Urban and Rural Development (Tenth Lok Sabha) on "Demands for Grants (1995-96)" of the Ministry of Urban Affairs and Employment.

2. The Fifteenth Report was presented to Lok Sabha on 15th May, 1995. Replies of the Government to all the recommendations contained in the Report were received on 1st November, 1995. The Committee took evidence of the officials of Ministry of Urban Affairs and Employment on 27th September, 1995. The Replies of the Government were examined on 16th October, 1995 and the Report was considered by the Sub-Committee II on Urban Affairs and Employment on 22nd November, 1995. The Committee considered and adopted this Report at their sitting held on 6th December, 1995.

3. An analysis of the action taken by Government on the recommendations contained in the Fifteenth Report (1995-96) of the Committee is given in Appendix V.

NEW DELHI;
December 19, 1995

Agrahayana 28, 1917 (Saka)

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

CHAPTER I

REPORT

This Report of the Standing Committee on Urban and Rural Development (1995-96) deals with the action taken by the Government on recommendations contained in their Fifteenth Report on Demands for Grants (1995-96) of Ministry of Urban Affairs and Employment which was presented to Lok Sabha on 15th May, 1995.

2. Action Taken notes have been received from Government in respect of all the 21 recommendations which have been categorised as follows:—

- (i) Recommendations/Observations, that have been accepted by the Government.
Sl. Nos. 2.6, 3.2, 3.16, 4.7, 4.15, 5.4, 5.5, 6.7, 6.8, 7.5 to 7.7 and 9.4
- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:-
Sl. Nos. 2.7 and 4.14
- (iii) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
Sl. Nos. 3.7, 3.8 and 8.4.
- (iv) Recommendations in respect of which final replies of Government are still awaited.
Sl. Nos. 3.3, 3.12 and 8.5

3. The Committee require that final replies in respect of the recommendations for which only interim replies have been given by the Government should be furnished to the Committee within three months of the presentation of the Report.

4. The Committee will now deal with Action Taken by Government on Some of the recommendations.

A. Allocations for Urban Basic Services for Poor (UBSP)

Recommendation (Para 2.7)

5. The Committee had observed that during the year 1994-95 as far as the financial allocation and expenditure pertaining to UBSP was concerned, there is wide gap between the budget estimate and actual expenditure upto February, 1995. The Committee failed to understand the rationale behind the same keeping in

mind the plight of urban poor. The Committee, therefore, desired that it be apprised of the steps taken in this regard.

6. The Government in their reply have stated that the budget estimate and expenditure pertaining to UBSP Programme for the year 1994-95 was reduced to Rs. 16.00 crores in the revised estimate stage. Out of this Rs. 16.00 crores, the actual expenditure as on Feb., 1995 was Rs. 1057.55 lakhs and as on 31.3.95 the actual expenditure was Rs. 1600.00 lakhs.

7. The Ministry in the action taken notes have stated that the actual expenditure on Urban Basic Services for the Poor up to the end of February, 1995 was Rs. 1057.55 lakhs whereas in the written replies furnished before the Committee the figures for the same period had been given at Rs. 6.59 Crores (as given at para 2.5 of the 15th Report of the Committee). The Committee take serious note of the misleading figures presented before the Committee and are at a loss to comprehend on how any meaningful conclusion can be drawn without knowing the exact data. The Ministry should ensure the correctness of the information furnished before the Committee. Moreover, even after taking into account the revised estimate figure at Rs. 16 crores for 1994-95 under UBSP and the actual expenditure up to the end of February, 1995 at Rs. 1057.55 Lakhs, the Committee are constrained to note that around 34% of the total Budget allocation was spent at the fag end of the year during the last month of Budget Year 1994-95. The Committee need hardly emphasise that expenditure should be planned and incurred throughout the year in a phased manner during the financial year in order to ensure that the schemes are properly implemented and the benefits accrue to the intended persons at the right time.

B. Guidelines For Urban Development Plans

Recommendation (Para 2.3)

8. The Committee had observed that Urban development is lacking proper planning and prioritisation which is significant in view of new initiatives taken by the Government. The Committee had, therefore, desired the Ministry of Urban Affairs and Employment to pay due attention to this aspect and if required, more budgetary allocation to be provided to achieve the said objectives.

9. The Government in their reply stated that urban development is a State subject and urban planning falls under the jurisdiction of State Governments. Under the 12th Schedule inserted into Para XI of the Constitution under the 74th Amendment Act, planning for social and economic development and urban and town planning are included as legitimate functions of municipal authorities. However, Government of India can play an important role in providing guidelines and promoting certain important objectives through Centrally sponsored schemes.

The Ministry organized a national seminar on 24-25 February, 1995 for formulation of guidelines for Urban Development plans and on Master Plan

Approach in which many planning issues in the context of 74th Amendment Act were discussed and certain recommendations have been drawn. It is hoped that within a period of 6 months, guidelines will be communicated to the State Governments. The major recommendations are at Appendix-III.

The Ministry intends to strengthen its scheme of Urban mapping and already a proposal has been made to the Planning Commission in this regard since preparation of city/town maps and periodically updating them are very important.

10. When asked whether the guidelines with regard to formulation of urban development plans proposed to be formulated within six months of the discussions and conclusions arrived at the seminar on Master Plan Approach organized in the context of 74th Amendment Act by the Ministry in February, 1995 have been finalised, the Secretary stated during evidence as under:—

“The Institute of Town Planners would be consulted and the guidelines would be evolved. Subsequently we have asked for a study from the Town Planners. We have also written to all the State Governments. I also wrote to the Chief Secretaries to activate one of the mandatory provisions of the 74th Amendment, which is the constitution of District and Metropolitan Planning Committees. The idea under this is that the local elected representatives and specialists involved at the local level should be involved in the preparation of the Plan. So, we want the State agencies to be associated in the finalisation of these guidelines, which have to be implemented by them. As soon as these Committees have been constituted at least in some States, we want to have a workshop with them, in which the Report of the Institute of Town Planners is presented and deliberated upon for drafting the guidelines. The progress has been rather slow in the constitution of these Committees because the elections have not been held in all the States now. So, the constitution of these local Committees and the response from the States have not been as fast as one would wish. We are pursuing at all levels. Once this is done, the formal guidelines can be constituted. In the meanwhile, we are already communicating the States on the procedure that should be taken for evolving Regional Development Plans and Metropolitan Development Plans.”

11. When asked further as to what is the revised time frame for formulation of these guidelines, the secretary stated:—

“My hope is that we will probably do it in another six months. I would not hazard a definite deadline. We do not want to circulate these guidelines before we have deliberations with the State level bodies. From our side we can draft the guidelines, what we consider to be the broad guidelines. I will tell you that we will formulate them as draft guidelines within six months but the formal communication and completion of them will depend on when the State Governments, at least the majority of the States, are ready with the Metropolitan Committees and the State level Committees.”

12. The Committee note that pursuant to its recommendation that due attention be paid to all the aspects of planning and prioritisation in respect of formulation of Urban Development plans, the Government have recognised that it could play an important role in providing guidelines for formulation of urban development plans and attain certain important objectives of planning for social and economic development and urban and town planning though the subject as such falls in the exclusive domain and legitimate jurisdiction of the municipal authorities. They further note that a seminar was organized by Government in February, 1995 where many planning issues in the context of the 74th Amendment Act were discussed and certain recommendations were drawn. However, the Committee feel constrained to observe that even after the lapse of nine months of the deliberations/conclusions arrived at the seminar, nothing concrete has emerged in the shape of some guidelines which the States could follow for formulation of urban development plans. The Committee, therefore, urge the Ministry to take follow up action earnestly in this regard urging the States to constitute the Metropolitan and State level Committees and formulate the guidelines after necessary consultations with State Governments in the shortest possible time.

They further note that the Ministry intends to strengthen its scheme of Urban mapping and a proposal has already been made to the Planning Commission as also that Government recognizes the importance of city/town mapping and their periodical up-dation. It would not be out of place to mention here that strengthening the scheme of urban mapping would not yield desired results unless the Government is first ready with basic land records. They also desire that the proposal made to the Planning Commission regarding strengthening the scheme of Urban mapping may be got cleared expeditiously. They recommend that the basic land records in cities/towns be first maintained/updated as a prelude to strengthening the scheme of urban mapping and necessary guidelines may be formulated and issued to the State Governments in this regards at the earliest. They would also like to be apprised of the guidelines formulated and action taken thereon.

C. Relocation of Slums and Encroachment on Public Lands

Recommendation (Paras 3.7 & 3.8)

13. The Committee observed that the expenditure incurred for slum development has been increasing manifold over the years. The Committee were very perturbed to note that the Ministry does not have any policy for earmarking certain areas for slum dwellers, which resulted into the increasing problems of encroachment of public lands and caused serious environmental problems. The Committee felt that the Government policy for environmental improvement and *in situ* development of slums cannot solve the problem of illegal encroachment of public land. The Committee recommended that steps be taken to earmark certain portion of land in each city for slum dwellers.

The Committee further emphasized that growing number of slums have resulted in innumerable socio-economic problems, especially, in those cities which are commercially important to national economy giving rise to shortage of land, infrastructure, basic services, illegal encroachment of land, law and order and environmental problems etc. The Committee were of the view that the problem of slums require a fresh look and change in the basic strategy. The Committee desired the Ministry to explore the possibilities of having a legally viable solution in order to curb migration and land occupied by slum dwellers should be relocated so that such land could be utilized more effectively. It desired to be apprised of the steps taken in this regard.

14. The Government in their reply stated that it has been observed from the past experiences that relocation of slums to satellite areas over a period of time leads to encroachment of some new area by the dwellers due to various factors, viz. commutation time to workplace, transportation cost, sale of allocated land etc. Often new encroachments are made in hope of getting reallocated land. Apart from this, forcible relocation of slum dwellers leads to general resentment and also law and order problems.

It is not possible to have a legal solution to curb migration as it would be contrary to the fundamental rights provided in the Constitution of India. In order to check growth of slums, Ministry is implementing the Scheme of Integrated Development of Small and Medium Towns (IDSMT). The main strategy is to identify Small and Medium Intermediate Towns and develop them as growth centres so that population migration to bigger towns and cities is arrested.

Encroachment of public land can be curbed within the existing legal framework and defaults generally are due to disinterest shown by the authorities concerned and practical constraints like delay in enforcement of orders due to legal suits, shortage of required workforce to check such encroachments and paucity of funds for erection of fencing, walls, etc.

The two recommendations made in the Fifteenth Report of the Committee, are therefore contrary to the stipulations of the National Housing Policy and, therefore, unacceptable.

15. The Committee are not satisfied with the ambiguous and evasive reply of the Government as an attempt has been made to sidetrack the issues raised by the Committee in their Report and take shelter behind the Constitutional provisions of fundamental rights of citizens. It is needless to stress that the Constitution does not provide immunity to persons encroaching on public land and premises and instead there are laws to prevent such encroachments. It may be emphasised here that the problem of encroachment on public lands, the origin and growth of slums and their relocation after creating serious environmental and other related problems is the result of the apathy and negligence of the implementing agencies as also their tendency to blame other agencies for not solving of the problems so created. This speaks volumes of the inept, inefficient and lacadaisical handling of the matters by Government in

respect of problems related to growth of slums and encroachment of public lands. The Ministry appears to be farfetched in its interpretation of the word 'Migration'. The Committee meant it to be the inter-city movement of people which remained unchecked on account of many factors viz., employment, schooling opportunities etc. And which is the harbinger of the insurmountable problems being now encountered by Government while taking steps for arresting the growth of slums and their relocation. In the Committee's view arresting the growth of slums as a result of inter-city movement and their relocation is no violation of anyone's right to settle anywhere one likes but at the same time it is also nobody's fundamental right to occupy someone else's land or land meant for public purposes. The Committee strongly feel that the problem of inter-city migration and the resulting problems of encroachments, relocation of slums etc. could be overcome only if the Government takes appropriate steps to decongest cities and take effective steps for planned urban development in an integrated way by providing basic needs of civilisation taking a holistic view of the ground realities in an earnest manner. The Committee, therefore, reiterate their earlier recommendation of finding ways and means of a viable solution to arrest migration to cities and relocation of slums. They would also like to be apprised of the action taken by the Government in this regard.

D. Urban Transport Project

Recommendation (Para No. 3.12)

16. The Committee noted that the VIIIth Plan allocation for the purpose of Urban Transport under the Ministry of Urban Affairs & Employment is only Rs. 4.60 crores, while the allocation made during the last four years has exceeded that level increasing to Rs. 40 crores. The Committee desire that it be apprised of the reasons for the same and also the reasons for the wide gap between the estimated allocation and the actual expenditure over the years. The Committee also desired to know the details about projects undertaken and progress made so far under the Head Urban Transport.

17. The Ministry of Urban Affairs & Employment in their reply stated that it being the nodal Ministry for planning and coordinating the urban transport matters provides financial assistance to various cities for carrying out urban transportation feasibility studies. It also extends financial assistance wherever agreed upon, for implementation of urban transport projects in metropolitan cities.

Central assistance to the extent of 40% of total cost of feasibility study is presently given as grant. During 1992-93, 1993-94 and 1994-95, Central assistance upto 45% of the total cost of feasibility studies in the case of Hyderabad—Light Rail System; NOIDA Transportation Study for Ghaziabad; Cuttack — Bhubaneswar Traffic & Transportation Plan; Calcutta Metro Rail (2nd Phase) & Circular Rail; Cuttack — Bhubaneswar (Bye-Pass) Traffic Bye-Pass; Bangalore — Mass Rapid Transit System; Jammu comprehensive Transport Plan; Madras—Urban

Rail system; Nagpur, Vijayawada, Jaipur, Lucknow—Traffic & Transportation Study; and Delhi Detailed Project Report (DPR) has been provided by Govt. of India.

With a view to prepare a National Urban Transport Policy, a Study was awarded to M/s Rail India Technical & Economic Services Ltd., at a cost of Rs. 1.25 crores. The study was awarded in March, 1993 and is likely to be completed in August/September, 1995. For this purpose, Traffic & Transportation Policies & Strategies in 21 sample cities of different population sizes are being studied by M/s. RITES.

It will, therefore, be seen that all the projects which may be anticipated in the next few years may not mature due to one reason or the other. However, the Budget provision has to be kept for the same. The Planning Commission has been constantly requested to provide more funds.

It is, therefore, clear that additional allocation of funds have been made by the Planning Commission in recognition of the increasing and critical importance of this sector.

18. The Committee regret to find that no mention has been made in the reply of Government as to the reasons for the wide gap between the 8th plan allocation of Rs. 4.60 crores and the estimates of over Rs. 40 crores made during the last four years as also the actual expenditure over the years for Urban Transport Projects. They expect the replies to their recommendations to be complete and expressed in unambiguous terms. They are also at a loss to understand as to how Central assistance to the extent of 45% of total cost of feasibility study has been given in respect of some projects at Hyderabad, NOIDA, Cuttack and Calcutta etc. while the stated norm is to the extent of 40% of total cost of feasibility study. They further note that a study was awarded to Rail India Technical and Economic Services Ltd. for formulation of National Urban Transport Policy at a cost of Rs. 1.25 crores which was to be completed in August/September, 1995. The Committee, therefore, desire that the study initiated through RITES Ltd. may be got completed expeditiously, if not already completed. The Committee find that Government's reply has not indicated the steps taken/being taken to tackle the multifarious problems being faced by the big cities in the urban transport sector. The Committee therefore desire that priority be accorded to the resolution of problems of urban transportation in big cities viz. Bombay, Calcutta, Delhi and Madras etc. They would also like to be apprised of the results/recommendations made and the action taken by Government within six months of the receipt of the Study Report on the subject.

E. Urban Land Use Policy

Recommendation (Paras 7.5 to 7.7)

19. The Committee opined that land plays a very pivotal role in the matters of Urban Affairs and Employment. The Committee were very much disappointed to note that the Ministry of Urban Affairs & Employment do not have any Urban Land use Policy. The Committee recommended that the Ministry must evolve an urban land policy which should include the issues *e.g.* acquisition of large chunks of land in advance for the purpose of various schemes/programmes, distribution of lands in a fair manner, regulation of price and cost of land, control and regulation of unauthorised encroachment of public land etc. The Committee desired the Ministry to evolve a centralised system for collection of data on public land in urban areas (unauthorised occupation of public land) and also to be apprised of the steps taken in this regard.

The Committee felt that effective steps be taken in order to strengthen land management and its control so as to curb illegal encroachment of public lands which will certainly further enable the Ministry to implement various programmes and schemes well in time.

Further, the Committee observed that Land & Development Office is not well equipped with staff to remove the illegal encroachments. Moreover, the assistance from other concerned authorities is not forthcoming in most of the cases. Therefore, the Committee recommended to the Ministry to ensure that the Land & Development Office and its works do not suffer because of inadequate personnel and technical inputs.

20. The Ministry in their reply stated that it has noted the concern of the Committees for formulation of Urban Land Use Policy. It stated that preparation of National Policy being an important & specialised work, should take into consideration the existing provisions relating to various facets of urbanisation, provision of infrastructural development 'using *inter alia* the Zonal variations and fully taking into consideration, the location-specific potentials thereby prescribing Physical, Spatial and Regional Planning to ensure balanced growth. This requires detailed local level studies on location-specific basis as contemplated by the development authorities and other agencies. Moreover, land being a State subject, such a process would require close liaison and co-relation with the State Governments & its agencies.

Formulation of land use policy is under consideration of this Ministry. On a Cabinet note formulated by the Ministry of Agriculture for restructuring of the Land Use and Conservation Board, it was decided to establish a National Land use Council with Prime Minister, as Chairman, Dy. Chairman, Planning Commission as Vice Chairman, all Chief Minister and Minister of concerned Ministries in the Central Government as Members. A Cabinet note to this effect was submitted by the Planning Commission. Therefore, need for Urban Land Policy has to reviewed keeping in view the areas which are not covered by the National Land Use Policy. The position will be reviewed further after the draft paper on National

Land Use Policy is formulated by the Planning Commission. As regards strengthening of Land & Development Office for removal of illegal encroachments and streamlining the functioning of L&DO the matter for providing eviction squads is under consideration.

21. The Committee are constrained to note that the reply furnished in respect of the above recommendations is incomplete as though the Government has stated that it is preparing a National Land Use Policy, but no mention has been made about the Committee's recommendation regarding the steps taken by the Government to evolve a Centralised system for data collection on Public Land under unauthorised occupation in urban areas. In the absence of this basic information the proposed National Land Use Policy will not be a comprehensive and effective one. It is also emphasised that the Central Government has a coordinating role to play and they have to give guidance to the States so that there is uniformity in Urban Land Use Policies being adopted by various State Governments. As such it cannot absolve itself of this responsibility by taking a stand that land is a state subject.

The Committee further note that National Land Use Council under the Chairmanship of the Prime Minister is being restructured and that Planning Commission is seized of the matter of formulation of Land Use Policy. The Committee would like to be apprised about the outcome of the deliberations of the National Land Use Council in this regard. The Ministry should therefore, review the matter of Urban Land Use Policy as and when the Planning Commission formulates the draft paper on National Land Use Policy and in the light of these recommendations. The Committee also desire that the Ministry may expeditiously decide the issues regarding strengthening of Land and Development Office with eviction squads for removal of encroachments on lands meant for public purpose.

F. Modernisation of Government Presses

Recommendation (Para 8.4)

22. The Committee were very perturbed to note that as far as printing work is concerned, the equipments used for it are obsolete and the quality of papers and printed material is very poor. Due to lack of printing capacity or suitable equipments in Government of India Presses, most of the printing jobs were being entrusted to private printers as a result of which the expenditure made thereon increased substantially. The Committee emphasised the need for adoption of new printing technology and appropriate retraining programme for improving the quality of work as well as to bring economy in expenditure being incurred thereon.

23. In their reply, the Government have stated that there are 21 Government of India Presses under the Directorate of Printing of which 9 use Offset Technology (which is the latest technology) and the remaining 12 use Letter Press Technology. The Letter Press printing machines are of old technology and have become

obsolete. Partial modernisation has already been done in the Government of India Presses at Faridabad, Nilokheri, Rashtrapati Bhawan, Coimbatore, Nasik and Temple Street Calcutta. The Presses at (including its Photolitho unit) Minto Road, New Delhi Aligarh and Koratty have been fully modernised. Modernisation of Government of India Press, Mayapuri, New Delhi has been undertaken and the Press will start functioning in phases by 3rd quarter of 1995-96.

The jobs involving imported paper or rare varieties of paper not available with the Government of India Presses and jobs involving some processes of printing like silk screen printing, embossing etc., which cannot be undertaken in the Government of India Presses are got executed through the private presses. These printing processes cannot be introduced in Government of India Presses due to economy reasons. As and when any job is allocated to any private press, the same is done only after obtaining the approval of the competent authority *i.e.* Ministry of Urban Affairs and Employment and therefore, "NO OBJECTION CERTIFICATE" is issued by Directorate of Printing. Such cases are few and far between. Instructions were issued to all, to stop all printing work from private printers and to entrust all work to the Directorate of Printing.

24. At the outset, the Committee notes that the reply of Government to this recommendation is incomplete as it does not mention the steps taken by the Ministry to initiate retraining programmes for improving the quality of work in the Government Presses as well as the adoption of new printing technologies. The Committee is further disturbed to find that out of the 21 Government Presses only 9 use the latest Offset Technology. Furthermore, the pace of modernisation of Printing Presses is also very slow. It, therefore, appears to the Committee that printing capacity of the existing Government Presses is hampered on account of slow pace of modernisation resulting in increased expenditure on printing jobs entrusted to private parties.

The Committee hopes that by now the modernized Government of India Press at Mayapuri, New Delhi has started functioning. The Committee, therefore, reiterate their earlier recommendation that new printing technologies be adopted and the workmen may suitably be retrained so as to improve the quality of printed works. It appears from the reply of the Government that no importance had been given to modernisation of Government presses located at places away from the national Capital. The Committee feel that no fixed criterion has been adopted for selection of presses for modernisation. The Committee, therefore, would like to be apprised of the criterion for selection of presses for modernisation. They further desire that the remaining 12 Government Presses may be modernised at an early date and if required more funds may be sought for the purpose. They would also like to be apprised of the steps taken by Government in this regard within 3 months of the presentation of this Report.

G. Stationery, Printing and Publication Directorates

Recommendation (Para 8.5)

25. The Committee opined that the functions of the Office of the Directorate of Printing, Stationery and Publications are not the direct concerns of the Ministry of Urban Development. The Committee desired the Ministry to explore the possibilities to take-up the issue with appropriate authority to hand it over to a separate Department or the Cabinet Secretariat and they be apprised of the steps taken in this regard.

26. In their reply Government have stated that the functions of the offices of Directorate of Printing, Government of India Stationery Office and Department of Publications have all along been dealt with in this Ministry, although there were a number of changes in the name of this Ministry in the past.

However, a proposal is under consideration for either closure or re-organisation/modernisation of four Units under the Directorate of Printing.

Regarding the Government of India Stationery Office, it may be stated it was closed down in October, 1987 but was revived in February, 1991. A study of the economic viability of the office has been entrusted to Department of Administrative Reforms & Public Grievances, and the future of the office shall depend on the outcome of that study.

The question of identifying another Ministry/Department to look after the functions of Printing, Stationery and Publications will, therefore, be appropriate after decisions on the issues mentioned above have been arrived at. Therefore, action would be taken accordingly.

27. The Committee note that pursuant to its recommendation, the Government have initiated certain steps to re-organise/modernise units under the Directorate of Printing and also that a study has been initiated to look into the economic viability of the Government of India Stationery Office (GISO) which was revived in February, 1991 after it was closed down in October, 1987. The Committee desire that the study initiated on the economic viability of GISO entrusted to Deptt. of Administrative Reforms and Public Grievances be got completed expeditiously. They further desire that the matter of either closure or re-organisation/modernisation of the units of Directorate of Printing may also be decided upon in the shortest possible time so as to minimise/reduce the expenditure being incurred on these. The action taken in this regard may be intimated to the Committee.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 2.6)

It has been observed by the Committee that the recent re-organisation of the Ministry of Urban Affairs and Employment has mainly been effected in order to provide for sharper focus on formulation of policies and strategies of sustained attack on Urban poverty. The Committee are of the opinion that despite launching of so many schemes to eradicate urban poverty, the performance seems to be quite far from expectations. The Committee are very perturbed to note that the recent re-organisation of the Ministry has been done without evaluating and modifying the present policies. The Committee feel that all urban poverty alleviation programmes are intended to uplift the Urban poor from poverty line. Keeping in mind the lack of proper planning, co-ordination and problem of resource crunch, the Committee would like the Ministry to explore the possibilities of integrating all these schemes/programmes into a single cohesive developmental programme.

Reply of the Government

The suggestion of the Committee is well taken and the Ministry will look into the possibilities seriously.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Recommendation (Serial No. 3.2)

Every year, the budgetary provisions are made separately under the above mentioned Heads. The Committee feel that since all these organisations/institutions mentioned above are engaged in a similar nature of work, which facilitates Urban Planning and formulation of various schemes and policies for the urban areas, there is a need to merge all these mechanisms under the auspices of one organisation in order to avoid wasteful expenditure and to have better coordination and formulation of programmes and policies.

Reply of the Government.

The Committee has kindly observed that more than one organisation are performing more or less the same functions or interlinked functions as far as urban planning is concerned. The examples given include Town & Country Planning Organisation (TCPO) and National Institute of Urban Affairs (NIUA). A mention has been made regarding Research in Urban and Regional Planning and Urban Mapping. As far as TCPO is concerned, it is the technical arm of the Ministry which coordinates with various Divisions in the Ministry such as U.D. Division, LSG Division, UPA Division, Housing Division, Delhi Division, etc., and also the State Town & Country Planning Organisations in matters of planning. TCPO is the apex organisation as far as physical planning is concerned and the aspects of physical planning are not handled by NIUA. TCPO has specialised wings such as physical planning, metropolitan planning, transportation planning environmental planning, industrial planning, etc., with the objectives of integrating spatial and economic planning. The basic functions of TCPO are to assist Central and State Governments in developing city/town, metropolitan and regional master/development plans in which physical planning including land use zoning plays a crucial role.

NIUA is the apex research institution of the Ministry which is engaged in research and training activities of national importance. It is not engaged in the planning for urban areas in the sense of development of master plans/development plans as TCPO does. It engages in urban research, e.g., the impact of 74th Amendment Act on Municipal Administration, Financing of Urban Infrastructure, Development of a Municipal Bonds Market, Levels and Costs of Urban Services, Inter-governmental Transfers, etc. NIUA also serves as a coordinator of training programmes in connection with certain schemes such as the UNICEF-supported Urban Basic Services for the Poor (UBSP).

Research in urban and regional planning refers to a scheme of the Ministry under which support is provided to various research institutions for conducting research studies which are of importance to the Ministry. NIUA & TCPO are only two of the institutions which avail assistance under the scheme based on specific proposals. Several Govt. sponsored and private institutions including universities, research centres, etc. also receive assistance under the Ministry's urban research programme. Urban Mapping scheme of the Ministry is coordinated by TCPO which further coordinates with the National Remote Sensing Agency and State Governments. The objective of the scheme is to prepare aerial photographs, using remote sensing techniques and develop city/town and regional plans. Since the main objectives of NIUA and TCOP are different, there is generally no duplication between programmes of TCPO and NIUA. Moreover, at the Ministry of Urban Affairs & Employment, JS (UD) who is the Chairman of TCPO, looks after the activities of NIUA, and, therefore, care is taken of ensure that duplication in the annual programmes of the two institutions is avoided. The schemes of urban and regional research and urban mapping are also handled by JS (UD) and coordination and implementation programmes are achieved at JS (UD) level at the Ministry which is responsible for development of policies and programmes with the help of institutions and organisations.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Recommendation (Serial No. 3.16)

It has been noticed by the Committee that Megacity Scheme cover problems pertaining to Metrocities such as Calcutta, Bombay, Madras, Hyderabad except Delhi. But the basic problems faced by Delhi are similar to the problems of the above mentioned cities. Moreover, the National Commission on Urbanisation in its report had also recommended to declare Delhi alongwith Calcutta, Bombay and Madras as national cities. Keeping in mind the contribution of Delhi to planned economic development as well as the emerging manifold problems faced by this capital city, the Committee would like the Ministry to incorporate Delhi in the Megacity Scheme. Keeping in mind the future growth of population and process of urbanisation in big cities, the Committee would also like the Ministry to formulate perspective plan to curb migration as well as for the overall development of other adjoining areas of megacities.

Reply of the Government

The Committee has kindly suggested that the Megacity Scheme should cover Delhi. Since there is a National Capital Region Planning Board (NCR) and the Ministry allocates separate funds to the Board for taking up plans and programmes to curb migration to Delhi, Delhi has not been included under the Megacity Scheme. Moreover, problems such as Mass Rapid Transit and High Speed Tamways for the NCR are separately looked after by GOI. The Ministry is now developing a financial proposal for Delhi MRTS involving Central share, State share and external assistance. Given these reasons and the fact that Delhi is almost a city-State having access to a large share in State revenues and also receiving Central support, it was not included in the Megacity Scheme by the Planning Commission which initiated the Scheme. As regards perspective plan to curb migration as well as ensure overall development of other adjoining areas of Megacities, the Ministry has already made a provision for allocation of funds on a sharing basis (50% Centre: 50% State) to develop perspective master plans/development plans for overall development of megacities and their adjoining areas. The Ministry will take follow-up action in this regard.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Recommendation (Serial No. 4.7)

The Committee are of the opinion that the increasing reliance on market borrowing for mobilising the resources will adversely affect the beneficiaries under the social housing schemes who will be required to pay the cost of market borrowings in terms of increased rate of interest which HUDCO is likely to revise upwards. Keeping in mind the core strategy of 8th Five Year Plan in line with the National Housing Policy of creating an enabling environment for housing activity by eliminating various constraints and providing direct assistance to the

vulnerable sections of society, the Committee would like to recommend that HUDCO is required to be supported by providing greater equity support and access to low cost fund for the purpose of social housing schemes.

Reply of the Government

Budgetary provision for equity for housing during the last four years is as follows:-

Year	Budget Estimates	Rs. in crores
		Actuals
1992-93	20.00	45.00
1993-94	20.00	20.00
1994-95	14.00	14.00
1995-96	15.00	
Total		79.00

As can be seen, Rs. 79 crores have already been released to HUDCO as equity for housing out of 8th Plan allocation of Rs. 140 crores. Provision for another Rs. 15 crores has been made in B.E. 1995-96, which can be stepped up subject to availability of funds. Apart from this, Ministry also helps HUDCO in access to low-cost fund from lending agencies like LIC, GIC, UTI, EPF, etc. and by way of Public Sector Bonds (tax free/taxable) and Government guaranteed debentures. Low Cost fund is also made available to HUDCO from external agencies like KFW (Germany) and OECF (Japan). Proposed resource mobilisation programme of HUDCO during 1995-96 is at Appendix-IV.

In addition to equity support to HUDCO for its housing operation, equity is also released to them by Government for infrastructure. Budgetary provision for equity for infrastructure purposes during last four years are as follows:—

Year	(Rupees in crores)			
	Water Supply		Urban Development	
	B.E.	Actuals	B.E.	Actuals
1992-93	4.00	4.00	3.00	3.00
1993-94	9.00	9.00	3.00	3.00
1994-95	7.00	7.00	3.00	3.00
1995-96	8.0	N.A.	3.00	N.A.

However, actual equity support to HUDCO both for housing and infrastructure depends on overall fund availability and allocation by the Planning Commission/Ministry of Finance.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Recommendation (Serial No. 4.15)

Keeping in mind the acute shortage of residential accommodation for Govt. employees in all categories of entitlement, the Committee strongly recommended that judicious increase in allocation should be made in the budgetary provision to ensure to increase in the satisfaction level. Simultaneously, the Committee would also like to recommend that there should be a time bound programme/scheme to achieve the target in order to avoid rising cost of land, building materials and labour expenditure. Moreover, the Committee desire that the Ministry of Urban Affairs and Employment should also draw an alternative scheme by providing ways and means to lessen the burden on General Pool Accommodation. The Committee would like to be apprised of the same.

Reply of the Government

The Government have been taking necessary steps for augmentation of general pool housing with a view to meet the increasing demand for Govt. accommodation from the employees. Efforts have been made continuously from time to time for augmenting the availability of funds for construction of general pool houses. Based on the recommendations of the Committee of Secretaries dated 27.5.92 and in accordance with the CCA decision of 27.12.93, the Hon'ble Minister for Urban Affairs & Employment had requested the Hon'ble Minister of Finance for making available funds to the tune of 100 crores per annum for construction of general pool houses. The Ministry of Finance regretted their inability to enhance the provision made in the budget but promised to review the matter when the overall situation improves. The provision of Rs. 50 crores was accordingly made in the Financial year 1994-95 and Rs. 40 crores in the current financial year.

The Committee's recommendations for drawing an alternative scheme by providing ways and means to lessen the burden on general pool housing has been considered and keeping in view the need for increased availability of general pool housing and encouraging Government employees for construction of their own houses, the following suggestions have been made by this Ministry to the Vth Central Pay Commission:-

- (a) Increasing the House Rent Allowance based on the annual return on construction and maintenance of each individual house by the Government;
- (b) Exempting HRA from the purview of Income Tax; and
- (c) Increasing the quantum of House Building Advance to encourage construction of houses by the Government employees.

It is felt that increase in the amount of HBA to the Government employees to encourage them to undertake construction of their own houses and rise in the House Rent Allowance would encourage the house-owners to move to their own houses which would reduce the demand of Government houses. Exemption of HRA from the purview of Income-Tax would be another incentive for the Government employees to move to their own houses.

For augmentation of the general pool housing, the following steps have been taken:—

- i) A proposal for construction of 96 Type-IV and 106 Suits in hostel accommodation has been undertaken in R.K. Puram area in Delhi by the CPWD;
- ii) HUDCO is making available 60 flats in Type-VI, 199 flats in Type-V and 314 flats in Type-IV accommodation and 326 flats in transit type accommodation to the Directorate of Estate in terms of the terms and conditions of allotment of land to HUDCO in Andrews Ganj; and
- iii) A proposal to purchase 120 Type-II flats and 440 one roomed transit accommodation flats from Ghaziabad Development Authority is under active consideration.

It is hoped that the above steps, while increasing the availability of general pool housing, would also help to reduce the burden on General Pool housing in the long run.

As regards suggestions of the Committee for evolving a time-bound programme to achieve targets fixed in each case, it may be stated that CPWD already has a system of monitoring the physical/financial progress achieved in each case periodically vis-a-vis the targets fixed.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Recommendation (Serial No. 5.4)

The Committee are very perturbed to note that the Ministry of Urban Affairs & Employment are neither maintaining any information nor monitoring this scheme. Therefore, the Committee strongly desire the Ministry to provide monitoring mechanism for its effective implementation.

Reply of the Government

The Centrally Sponsored Urban Low Cost Sanitation Scheme for liberation of scavengers started from 1980-81 initially through the Ministry of Home Affairs and later on through Ministry of Welfare from 1989-90 it came to be operated through the Ministry of Urban Development, now renamed as the Ministry of Urban Affairs & Employment. The objectives of the scheme are to convert the existing dry latrines into low cost pour flush latrines and provide alternative employment to the liberated scavengers.

The scavengers liberated are also entitled to secure employment under the Urban Poverty Alleviation Programme operated by this Ministry through the Department of Urban Poverty Alleviation and Employment. That Department is

being requested to give preference to scavengers liberated under this programme in order to facilitate early rehabilitation of the scavengers. They are also being requested to explore the possibility of maintaining separate record of providing employment to scavengers so liberated so that effective monitoring can be carried out.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Recommendation (Serial No. 5.5)

It has also been observed by the Committee that though it is one of the prime objective of the 8th Five Year Plan to convert all dry latrines into low cost sanitary latrines and to liberate all manual scavengers, the Ministry could achieve a very low percentage i.e. 10,227 (No. of scavengers liberated) even after passing of three years of this plan period. Therefore, the Committee would like the Ministry to take sincere efforts to achieve the set targets within the 8th Five Year Plan period.

Reply of the Government

The Centrally Sponsored Urban Low Cost Sanitation Scheme for liberation of scavengers started from 1980-81 initially through the Ministry of Home Affairs and later on through Ministry of Welfare from 1989-90 it came to be operated through the Ministry of Urban Development, now renamed as the Ministry of Urban Affairs & Employment. The objectives of the scheme are to convert the existing dry latrines into low cost pour flush latrines and provide alternative employment to the liberated scavengers.

The scheme is being implemented through the agency of HUDCO. While it is true that the progress of implementation has been somewhat slow, this Ministry has been taking active steps to speed up its implementation. This programme has to be implemented through the State Governments and as such, the success of the programme depends on the interest taken at the State as well as the Municipal levels. Secretary, Ministry of Urban Affairs & Employment has addressed all the Chief Secretaries on 7.8.95 drawing their attention to the poor progress of the schemes in their States and requesting them to speed up the process of conversion of dry latrines and liberation of manual scavengers. The matter is also being taken up with the Chief Ministers by the Minister for Urban Affairs & Employment

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Recommendation (Serial No. 6.7)

It has been observed by the Committee that the proportion shown by the Ministry as regards the wages of workers to be paid, material cost and percentage

of amount left for actual annual repairs, does not seem to be convincing. The Committee feel dissatisfied is so far as the disproportionate allocation of money made for wages of workers (60-70%) material cost (8-10%) actual annual repairs (20-25%) is concerned. Further, the Committee have failed to understand the rationale behind the distinction made between the amount allocated for material cost (8-10%) and annual repairs (20-25%).

Reply of the Government

It is a fact that a considerable part of the budget provision provided for repairs is spent on payment of salaries and wages to the workers employed in the CPWD, particularly so on the electrical side, where the repairs/maintenance could, many a times carried out by the staff without using much material, and thus, the wages are higher than the material cost. The overall position in regard to annual repairs, etc. is that a major portion of the funds provided are utilised on payment of wages and salaries to the concerned workers.

(Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995)

Recommendation (Serial No. 6.8)

It has been observed by the Committee that there has been marked increase in the Non-Plan expenditure under the Demand number 81 related to public works since 1992-93. It has also been noticed that the amount allocated for Plan expenditure and Non-Plan expenditure is highly disproportionate and the inclination is towards Non-Plan expenditure. The Committee would like in connection with Demand No. 81 and follow the austerity measure in order to cope with the problem of resource crunch.

Reply of the Government

The demand under Grant 81 relates to construction and maintenance of non-residential buildings.

2. The allocation of funds under the Plan Head is decided by the Planning Commission based on the relative priorities assigned to different sectors of development. on the other hand, Non-Plan expenditure, which essentially relates to day-to-day administration of the Department including expenditure on salaries/wages, travelling expenses, office expenses etc. is estimated on the basis of past trends and likely future projections. Thus, the allocation under Plan and Non-Plan are for different purposes and no definite proportion between these two Heads of Account has been or could be laid down.

3. The increase in the expenditure under the Non-Plan Major Head: 4059 (Capital) is partially accounted due to escalation of costs in construction as also

due to demands for purchase of land by different Departments in various parts of the country for construction of office accommodation.

4. The increase under the Revenue Head, namely, Non-Plan Major Head: 2059 is attributable to unavoidable administration expenditure including liability on account of regularisation of services of a large number of casual employees and consequent liability for payment of pay and allowances, as a result of the Supreme Court judgement. economy instructions issued by the Government from time-to-time to contain Non-Plan expenditure are been followed by the CPWD. Since officers of the CPWD, who have All India transfer liability have fixed tenure at a particular station including postings in hard areas, periodical transfer of officers from one station to another has become necessary on administrative grounds and expenditure there-on cannot also be avoided.

(Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt., dated 1.11.1995)

Recommendation (Serial Nos. 7.5, 7.6 & 7.7)

The Committee are of the opinion that land plays a very pivotal role in the matters of Urban Affairs and Employment. The Committee are very much disappointed to note that the Ministry of Urban Affairs and Employment do not have any Urban Land use policy. In order to have a balanced urban development, the Committee find it necessary to recommend that the Ministry must evolve an urban land policy which should include the issues e.g. acquisition of large chunk of land in advance for the purpose of various schemes/programmes, distribution of lands in a fair manner, regulation of price and cost of land, control and regulation of unauthorised encroachment of public land etc. The Committee would like the Ministry to evolve a Centralised system for collection of data regarding urban land. The Committee would like to be apprised of the steps taken in this regard.

The Committee feel that effective steps are required to be taken in order to strengthen land management and its control so as to curb illegal encroachment of public lands. Once the land is taken for public purpose, it should be released for various schemes/programmes without any delay and minimum time period should be fixed for this purpose. It will certainly facilitate to curb administrative expenditure involved in land management and cost escalation incurred by delaying the release of land. It will further enable the Ministry to implement various programmes and schemes well in time.

It has been observed by the Committee that Land & Development Office is not well equipped with staff to remove the illegal encroachments. Moreover, the assistance from other concerned authorities is not forthcoming in most of the cases, whenever a request is made. Therefore, Committee would like to recommend the Ministry to ensure that the Land & Development Office and its works do not suffer because of inadequate personnel and technical inputs.

Reply of the Government

In this regard, it may be stated that while the Ministry of Urban Affairs & Employment has noted the concern of the Committee on Urban & Rural Development for formulation of Urban Land Use Policy, it may be submitted that preparation of National Policy being an important & specialised work, should take into consideration the existing provisions relating to various facets of urbanisation, provision of infrastructural development using *inter-alia*, .. the zonal variations and fully taking into consideration, the location-specific potentials thereby prescribing Physical, Spatial and Regional Planning to ensure balanced growth. This process requires detailed local level studies of the existing/proposed development/utilisation proposals on locations-specific basis as contemplated by the development authorities and other agencies. Moreover, land being a State subject, such a process would require close liaison and co-relation with reference to utilisation, if any proposed by the State Government and its agencies.

While the matter relating to formulation of land use policy is under consideration of this Ministry, on a Cabinet note formulated by the Ministry of Agriculture regarding restructuring of the Land Use and Conservator Board, which was functioning under the Ministry of Agriculture, it was decided to establish a National Land Use Council with Prime Minister, as Chairman, Deputy Chairman, Planning Commissioner as Vice Chairman, all Chief Ministers and Minister of concerned Ministries in the Central Govt. as Members. A Cabinet note to this effect was submitted by the Planning Commission. Therefore, in view of this development, it was felt that the Planning Commission having taken a lead role in formulation of National Land Use Policy, need for Urban Land Policy has to be reviewed by this Ministry keeping in view the areas as are not covered by the National Land Use Policy.

In this process, the position will be reviewed further after the draft paper on National Land Use Policy is formulated by the Planning Commission.

As regards strengthening of Land & Development Office for removal of illegal encroachments and streamlining the functioning of L&DO the matter for providing eviction squad is under consideration.

(Ministry of Urban Affairs & Employment, OM No. H-11013/194-Bt.,
dated 1.11.1995)

Comments of the Committee

(Please see Paragraph No. 21 of Chapter I of the Report.)

Recommendation (Serial No. 9.4)

In view of the above, the Committee would like the Ministry to contain the Non-Plan expenditure as much as possible. Secondly, the Committee would like

the Ministry to pay due attention to proper planning and prioritization in the field of Urban Affairs and Employment since it will facilitate not only efficiency and economy in expenditure in view of resource crunch, but will also ensure success of urban policies and programmes. There is a need to redefine the role of the Ministry of Urban Affairs and Employment in view of new economic realities so that the underprivileged section of the society do not get marginalised.

The above para is the concluding para of 15th Report of the Committee and has been noted for guidance.

2. In regard to the need to contain Non-Plan expenditure as much as possible, it is submitted that Non-Plan expenditure of this Ministry consists of Revenue and Capital items. The Capital component of Non-Plan Budget Estimate for 1995-96 is Rs. 179.41 Cr. in all the three grants. Though this capital component is Non-Plan, it is in the nature of assets or loans etc.

3. On the Revenue (Non-Plan) side, one of the major items entrusted to this Ministry relates to Maintenance and Repairs of Central Government buildings, both residential and non-residential. Every year by virtue of additional to the existing pool of Government accommodation, incremental provision for care and maintenance becomes necessary on the Non-Plan side. Other Non-Plan revenue expenditure is the barest minimum.

4. In all the schemes of this Ministry, adequate care is taken to benefit the backward and unprivileged sections of the society.

5. The experience gained during the course of implementation of the schemes and the feed back obtained is utilised for prioritization and improving upon the schemes.

(Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995)

CHAPTER III

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

Recommendation Serial No. 2.7

In so far as the financial allocation and expenditure pertaining to U.B.S.P. is concerned, it has been observed that during the year 1994-95, there is wide gap between the budget estimate and actual expenditure upto (Feb., 1995). The Committee fail to understand the rationale behind the same keeping in mind the plight of urban poor. The Committee therefore, would like to be appraised of the steps taken in this regard.

Reply of the Government

So far as the budget estimate and expenditure pertaining to UBSP Programme is concerned, it may be stated that the budget estimate for the year 1994-95 was reduced to Rs. 16.00 crores in the revised estimate stage. Out of this 16.00 crores, the actual expenditure as on Feb., 1995 was Rs. 1057.55 lakhs and as on 31.3.95 the actual expenditure was Rs. 1600.00 lakhs.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.
dated 1.11.1995]

Comments of the Committee

(Please see Paragraph No. 7 of Chapter I of the Report)

Recommendation (Serial No. 4.14)

It has been observed by the Committee that due to shortage in housing stock with the Directorate of Estates, applications have been called from the eligible Government employees on a restricted basis i.e. only to those employees who have completed, atleast, 9 to 22 years of services for Type-I to Type-IV. The Committee fail to understand the rationale behind the eligibility criterion for getting Government accommodation as it requires 9 to 22 years of Government Services which is a cause of dissatisfaction among the employees. Therefore, the Committee would like the Ministry to make changes in the criterion by taking into

account the social and economic position of the employees; not the years of service while making allotment of Government accommodation.

Reply of the Government

As per the existing practice, applications are invited on restrictive basis in an Allotment Year. The Allotment Year is of a duration of two years and applications are called for from Government Servants who are senior enough to be covered for allotment of Government accommodation during the allotment year. The rationale for inviting applications on restrictive basis is that it reduces the unnecessary and unproductive paper work of the Directorate of Estates as also the sponsoring Ministries/Departments. Inviting applications from all Government Servants would increase their expectations and would result in frustrations, as with the limited availability of general pool accommodation, it would practically not be possible to accommodate all the applicants in an Allotment Year.

In accordance with the Allotment Rules, allotments are made in accordance with the Waiting List which is prepared in the order of Date of Priority (DOP). DOP is the date of entry of an employee in Government Service. It is neither advisable nor possible to have Waiting List on the basis of social and economic position of the employees. Since allotment of a particular type of accommodation is made on the basis of pay drawn by the Government Servant on the crucial date, his position in the hierarchy is an important consideration for his eligibility for a particular type of accommodation. The present procedure for preparation of Waiting List and allotment of Government accommodation appears to be based on sound footing and has stood the test of time. The suggested criteria for allotment of Government accommodation by taking into account the social and economic position of the employee may not stand to the test of legal scrutiny and constitutional provisions and, therefore, is not considered feasible. However, suitable provisions have been made in the Allotment Rules providing for reservation for SC/ST employees to the extent of 10% in Type 'A' & 'B' and 5% in Type 'C' & 'D'. There are also provisions in the Rules for making allotments to the wards of retiring/deceased employees with a view to ensure that the family retiring/deseased allottee does not face unnecessary hardships.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

CHAPTER IV

RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF THE GOVERNMENT HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation (Serial Nos. 3.7 & 3.8)

It has been observed by the Committee that the expenditure incurred for slum development has been increasing manifold over the years. The Committee are very perturbed to note that the Ministry do not have any policy for earmarking certain areas for slum dwellers, which has resulted into the increasing problems of encroachment of public lands and caused serious environmental problems. The Committee feel that the current policy of the Government for environmental improvement and *in situ* development of slums is not going to solve the problem of illegal encroachment of public land. The Committee would like to recommend that steps should be taken to earmark certain portion of land in each city for slum dwellers. The Committee would also like to be apprised to the steps taken in this regard.

The Committee hardly need emphasize that growing number of slums have resulted in innumerable socio-economic problems, especially in those cities which are commercially important to national economy. It has also given birth to shortage of land infrastructure, basic services, illegal encroachment of land, law and order problem and environmental problems etc. The Committee are of the view that the problem of slums require a fresh look and a change in the basic strategy. The Committee would like the Ministry to explore the possibilities to have a legally viable solution in order to curb migration and occupied by slum dwellers should be reallocated so that such land could be utilized more effectively.

Reply of the Government

It has been observed from the past experiences that relocation of slums to satellite areas overtime leads to encroachment of some new area by the dwellers due to various factors, *viz.* commutation time to workplace, transportation cost, sale of allocated land etc. Often new encroachments are made in hope of getting reallocated land. Apart from this forcible relocation of slum dwellers leads also to general resentment and law and order problems.

It is not possible to have a legal solution to curb migration as it would be contrary to the fundamental rights provided in the Constitution of India. In order to check growth of slums, Ministry is implementing the Scheme of Integrated Development of Small and Medium Towns (IDSMT). The main strategy is to

identify small and medium intermediate towns and develop them as growth centres so that population migration to bigger towns and cities is arrested.

Encroachment of public land can be curbed within the existing legal framework and defaults generally are due to disinterest shown by the authorities concerned and practical constraints like delay in enforcement of orders due to legal suits. Shortage of required workforce to check such encroachments and paucity of funds for erection of fencing, walls etc.

The National Housing Policy envisages to arrest the growth of urban slums by adopting policies of planned growth of urbanisation, keeping in view, simultaneously the objectives of poverty alleviation and increased income support to the poor. These include:—

- (a) avoiding forcible relocation or dishousing of slum dwellers and encourage *in-situ* upgradation, slum renovation, and progressive housing development with conferment of occupancy rights wherever feasible, and to undertake selective relocation with community involvement only for clearance of priority sites in public interest;
- (b) expanding provision of water supply, sanitation and other basic services in slums and ensuring proper maintenance of amenities through community involvement and decentralised institutional arrangements;
- (c) integrating the provision of physical amenities with basic services including maternal and child welfare services and health care, structured on community participation and involvement of voluntary agencies and management by local bodies;
- (d) promoting incremental construction and upgradation by poorer households through access to land and services like technical support, outlets for low cost technology and materials, opportunities for skill upgradation and access to housing finance on flexible terms; and
- (e) providing night shelters and sanitary facilities for the footpath dwellers and the homeless.

The National Housing Policy has been formulated after extensive discussion with concerned Departments of Central Government, State Governments and their implementing agencies concerned with housing and urban development as also experts in housing and urban development. The policy has recently been approved by Parliament.

The two recommendations made in the Fifteenth Report of the Committee, are contrary to the above stipulations in the National Housing Policy and, therefore, unacceptable.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt., dated 1.11.1995]

Comments of the Committee

[Please see Paragraph No. 15 of Chapter I of the Report]

Recommendation (Serial No. 8.4)

The Committee are very perturbed to note that so far as printing work is concerned, the equipments used for it are obsolete and the quality of papers and printed materials is very poor. Due to lack of printing, capacity or suitable equipments in Government of India Presses, most of the printing jobs are entrusted to private printers as a result of which the expenditure made thereon increases substantially. The Committee would like to emphasise the adoption of new printing technology and appropriate retraining programme for improving the quality of work as well as to bring economy in expenditure incurred thereon.

Reply of the Government

There are 21 Government of India Presses under the Directorate of Printing of which 9 use Offset Technology (which is the latest technology) and remaining 12 use Letterpress Technology. The Letterpress printing machines are of old technology and have become obsolete. Partial modernisation has already been done in the Government of India Presses at Faridabad, Nilokheri, Rashtrapati Bhawan, Coimbatore, Nashik and Temple Street-Calcutta. The following Presses have been fully modernised:-

(I) Minto Road (PLU) (II) Aligarh and (III) Koratty.

We have undertaken modernisation of Government of India Press, Mayapuri, New Delhi and the Press will start functioning in phases by 3rd quarter of 1995-96.

2. The jobs involving imported paper or rare varieties of paper not available with the Government of India Presses and jobs involving some process of printing like silk screen printing, embossing etc., which cannot be undertaken in the Government of India Presses are got executed through the private Presses. The printing processes as aforesaid cannot be introduced in Government of India Presses due to economy reasons. As and when any job is allotted to any private press, the same is done only after obtaining the approval of the competent authority *i.e.* Ministry of Urban Affairs and Employment only thereafter, "No Objection Certificate" is issued by this Directorate. Such cases are few and far between. Instructions were issued to all the Ministries/Depts. at the level of Secretary, Ministry of Urban Affairs and Employment to stop all printing work from private printers and to entrust all work to the Directorate of Printing.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Comments of the Committee

[Please see Paragraph No. 24 of Chapter I of the Report]

CHAPTER V

RECOMMENDATIONS IN RESPECT OF WHICH FINAL REPLIES OF THE GOVERNMENT ARE STILL AWAITED

Recommendation (Serial No. 3.3)

“Moreover, Urban development is lacking in proper planning and prioritisation which is significant in view of new initiatives taken by the Government. Therefore, the Committee would like the Ministry of Urban Affairs and Employment to pay due attention to this aspect and if required, more budgetary allocation may be provided to achieve the said objectives”.

Reply of the Government

The Committee has observed that urban development is lacking proper planning and prioritisation and desired that the Ministry should pay sufficient attention to these aspects. Urban development is a State subject and Urban planning falls under the jurisdiction of State Governments. Under the 12th Schedule inserted into Para XI of the Constitution under the 74th Amendment Act, planning for social and economic development and urban and town planning are included as legitimate functions of municipal authorities. However, Government of India can play an important role in providing guidelines and promoting certain important objectives through centrally sponsored schemes.

As far as guidelines for formulation of urban development plans are concerned, on 24-25 February, 1995 the Ministry organised a national seminar on Master Plan Approach in which many planning issues in the context of 74th Amendment Act were discussed and certain recommendations have been drawn. The major recommendations are at Appendix III.

The Recommendations of the National Workshop on “Master Plan Approach: its Efficacy and Alternatives” have been sent to Chief Secretaries of State Governments. As part of the follow-up action on the recommendations of the Master Plan Approach Seminar, the Ministry of Urban Affairs & Employment has already taken steps to prepare guidelines for preparation of outline development plans, resource plans, development plans including the core plans consisting of projects of top priority in consultation with the Institute of Town Planners, India. It is hoped that within a period of 6 months, guidelines will be communicated to the State Governments.

Since preparation of city/town maps and periodically updating them are very important, the Ministry intends to strengthen its scheme of urban mapping; already a proposal has been made to the Planning Commission in this regard.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Comments of the Committee

[Please see Paragraph No. 12 of Chapter I of the Report]

Recommendation (Serial No. 3.12)

The Committee have noted that the VIIIth Plan allocation for the purpose of Urban Transport under the Ministry of Urban Affairs and Employment is only Rs. 4.60 crores, while the allocation made during the last four years has exceeded that level by reaching to the point of Rs. 40 crores. First of all, the Committee would like to be apprised of the reasons for the same and also the reasons for the wide gap between the estimated allocation and the actual expenditure over the years. The Committee would also like to know the details about the project undertaken and progress made so far under the Head Urban Transport.

Reply of the Government

The Ministry of Urban Affairs & Employment being the nodal Ministry for planning and coordinating the urban transport matters provides financial assistance to various cities for carrying out urban transportation feasibility studies. It also extends financial assistance wherever agreed upon, for implementation of urban transport projects in metropolitan cities.

The rapid increase in urbanisation has resulted in the urban transportation sector becoming an extremely sensitive and critical one. The worsening air pollution levels in urban areas as well as severe congestion in several metropolitan cities has highlighted the need for a close look at the existing transportation system as well as the need for introducing more efficient transportation systems, particularly, Mass Rapid Transit Systems. Keeping these in view, the Ministry of Urban Affairs & Employment had originally proposed an allocation of Rs. 175 crores during the VIIIth Five Year Plan for urban transport. However, against this, an allocation of only Rs. 4.60 crores was made for the VIIIth Five Year Plan.

Central Assistance to the extent of 40% of the total cost of the feasibility study is presently given as grant. However, the proposals for such feasibility studies are received from the State Govts. from time to time and it is generally not possible to anticipate the proposals emanating from different States. The Central Government also extends Central Assistance in the construction of Urban Transport Projects such projects are highly capital intensive and it is not possible either for the

State Government or the Municipal Corporations alone to finance these projects. This is a new concept in Urban Transport Planning and no standard guidelines are available as to the extent/percentage of participation by the Government of India towards the implementation of such projects. Every individual proposals is to be considered on its merit and the Central Assistance is to be realised in each case as approved by the Government. It is, therefore, necessary that adequate funds are available in order to extend this Central Assistance.

The proposal for introducing Light Rail Transit System in Hyderabad was approved by the Government of India in Sept., 1992 when it was also decided that the project may be implemented by way of setting up a company with Government of India participation to the extent of 15% of the initial equity of the Company viz. Urban Mass Transit Company was set up in April 1993. The Government of India has realised Rs. 15 lakhs towards March, 1993 towards equity of the company and another Rs. 7 crores during March, 1994 was released as advance towards equity. In the case of Delhi MRTS Project also the Government of India has given its in principle approval to the implementation of the project and a company viz. Delhi Metro Rail Corporation Ltd., has been established with an authorised capital of Rs. 1000 crores. An amount of Rs. 6 crores had to be spent by the Government of India for getting a DPR prepared for the present.

During 1992-93, 1993-94, 1994-95 Government of India provided Central assistance upto 45% of the total cost of feasibility studies in the case of following cities:

- 1) Hyderabad – For Light Rail System
- 2) NOIDA – Transportation Study for Ghaziabad
- 3) Cuttack – Bhubaneswar-Traffic & Transportation Plan
- 4) Calcutta – Metro Rail (2nd Phase) & Circular Rail
- 5) Cuttack – Bhubaneswar (Bye-Pass)-Traffic Bye-Pass
- 6) Bangalore – Mass Rapid Transit System
- 7) Jammu – Comprehensive Transport Plan
- 8) Madras – Urban Rail System
- 9) Nagpur
- 10) Vijayawada
- 11) Jaipur
- 12) Lucknow
- 13) Delhi – Detailed Project Report (DPR)

Traffic & Transportation
Study

With a view to prepare a National Urban Transport Policy, a Study was awarded to M/s. Rail India Technical & Economic Services Ltd., at a cost of Rs. 1.25 crores. The Study was awarded in March, 1993 and is likely to be completed in August/Sept., 1995. For this purpose, Traffic & Transportation Policies & Strategies in 21 sample cities of different population sizes are being studied by M/s. RITES.

Similarly, in Bangalore, a Mass Rapid Transit Company has been set up for introducing the Mass Rapid Transit System in the city of Bangalore. Though no proposal has been received upto now from the State Government for equity participation by the Government of India, there is a likelihood of such a request.

It will, therefore, be seen that all the projects which may be anticipated in the next few years may not mature due to one reason or the other. However, the Budget provision has to be kept for the same.

The Planning Commission has been constantly requested to provide more funds. The Planning Commission has recognised MRTS Project in Delhi as a priority scheme and assured that necessary financial support will be extended at the appropriate time.

It is, therefore, clear that additional allocation of funds have been made by the Planning Commission in recognition of the increasing and critical importance of this sector.

However, all the projects so far formulated are still in the pipe-line and not even a single project has so far matured for implementation due to the need for detailed technical studies and prolonged consultative process required to obtain the funds for such highly capital intensive projects. The actual requirement of funds for implementation of funds for implementation of the rail based Mass Urban Transport Systems would, in fact, *increase at least 100-fold*, once the implementation of a few such projects in cities like Delhi, Hyderabad, Bombay, etc. is taken up in hand. If the increasingly chaotic urban transport situation in India is to be arrested/improved, there seems to be no escape from the same.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Comments of the Committee

[Please *see* Paragraph No. 18 of Chapter I of the Report]

Recommendation (Serial No. 8.5)

The Committee are of the opinion that one functions of the Office of the Directorate of Printing, Stationery and Publication are not the direct concerns of the Ministry of Urban Development. The Committee would like the Ministry to explore the possibilities to take-up the issue with appropriate authority to hand it over to a separate Department or the Cabinet Secretariat. The Committee would like to be apprised of the steps taken in this regard.

Reply of the Government

The functions of the offices viz. Directorate of Printing, Government of India Stationery Office and Department of Publications have all along been cealt with in this Ministry, although there were a number of changes in the name of this Ministry in the past.

2. A proposal is, however, under consideration for either closure or re-organisation/modernisation of four Units under the Directorate of Printing.

3. Regarding the Govt. of India Stationery Office, this was closed down in October, 1987 but was revived in February, 1991. A study of the economic viability of the office has been entrusted to Department of Administrative Reforms and Public Grievances, and the future of the office shall depend on the outcome of that study.

4. The question of identifying another Ministry/Department to look after the functions of Printing, Stationery and Publication will, therefore, be appropriate after decisions on the issues metioned above have been arrived at. Action would be taken accordingly.

[Ministry of Urban Affairs & Employment, OM No. H-11013/1/94-Bt.,
dated 1.11.1995]

Comments of the Committee

[Please see Paragraph No. 27 of Chapter I of the Report]

NEW DELHI,
December 19, 1995

Agrahayana 28, 1917 (Saka)

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

APPENDIX I

MINUTES OF THE 17TH SITTING OF THE COMMITTEE ON URBAN AND RURAL DEVELOPMENT (1995-96) HELD ON 27TH SEPTEMBER, 1995

The Committee sat from 1100 hrs. to 1315 hrs.

PRESENT

Shri Prataprao B. Bhosale — *Chairman*

MEMBERS

- 2. Shri Vijayaramaraju Satrucharla**
- 3. Shri J. Chokka Rao**
- 4. Shri K.M. Mathew**
- 5. Shri Prithviraj D. Chavan**
- 6. Shri. Ram Singh Kashwan**
- 7. Shri Surendra Pal Pathak**
- 8. Shri Devi Bux Singh**
- 9. Shri Sudhir Giri**
- 10. Shri Subrata Mukherjee**
- 11. Shri Gulam Mohammad Khan**
- 12. Shri P.R. Kumaramangalam**
- 13. Shri Ram Deo Bhandari**
- 14. Shri Nilotpal Basu**
- 15. Shri Shivprasad Chanpuria**
- 16. Shri Debabrata Biswas**
- 17. Shri Jagmohan**
- 18. Prof. Vijay Kumar Malhotra**
- 19. Dr. B.B. Dutta**

SECRETARIAT

- | | | |
|-------------------------|---|---------------------------|
| 1. Smt. Roli Srivastava | — | <i>Joint Secretary</i> |
| 2. Shri G.R. Juneja | — | <i>Deputy Secretary</i> |
| 3. Smt Sudesh Luthra | — | <i>Assistant Director</i> |

REPRESENTATIVES OF M/O URBAN AFFAIRS & EMPLOYMENT

- | | | |
|-------------------------|---|-----------------------------|
| 1. Shri C. Ramachandran | — | <i>Secretary</i> |
| 2. Shri N.P. Singh | — | <i>Additional Secretary</i> |
| 3. Shri B.S. Minhas | — | <i>Joint Secretary</i> |
| 4. Shri A.P. Sinha | — | <i>Joint Secretary</i> |

2. The Committee then took oral evidence of the representatives of the M/o Urban Affairs & Employment in connection of examinations of the Action taken Replies of Government on the recommendations contained in the Fifteenth Report of the Committee on 'Demands for Grants (1995-96).

Guidelines for Urban Development Plans

3. When asked whether the guidelines with regard to formulation of urban development plans which were proposed to be formulated within six months of the discussions and conclusions arrived at the Seminar on Master Plan Approach organized in the context of 74th Amendment Act by the Ministry in February, 1995 have been finalised, the Secretary stated during evidence as under:—

"The Institute of Town Planners would be consulted and the guidelines would be evolved. Subsequently we have asked for a study from the Town Planners. We have also written to all the State Governments. I also wrote to the Chief Secretaries to activate one of the mandatory provisions of the 74th Amendment, which is the constitution of District and Metropolitan Planning Committees. The idea under this is that the local elected representatives and specialists involved at the local level should be involved in the preparation of the Plan. So, we want the State agencies to be associated in the finalisation of these guidelines, which have to be implemented by them. As soon as these Committees have been constituted at least in some States, we want to have a workshop with them, in which the Report of the Institute of Town Planners is presented and deliberated upon for drafting the guidelines. The progress has been rather slow in the constitution of these Committees because the elections have not been held in all the States now. So, the constitution of these local Committees and the response from the States have not been as fast as one would wish. We are pursuing at all levels. Once this is done, the formal guidelines can be constituted. In the meanwhile, we are already communicating the States on

the procedure that should be taken for evolving Regional Development Plans and Metropolitan Development Plans.”

4. When asked further as to what is the revised time frame for formulation of these guidelines, the Secretary stated:

“My hope is that we will probably do it in another six months. I would not hazard a definite deadline. We do not want to circulate these guidelines before we have deliberations with the State level bodies. From our side we can draft the guidelines, what we consider to be the broad guidelines. I will tell you that we will formulate them as draft guidelines within six months but the formal communication and completion of them will depend on when the State Governments, at least the majority of the States, are ready with the Metropolitan Committees and the State level Committees.”

5. The Committee then sought clarifications on other related issues on the Action Taken Replies of the Government on Demands for Grants 1995-96.

6. A verbatim record of the proceedings of the sitting has been kept separately.

Thereafter, the Committee desired the Sub-Committee II constituted to examine Action Taken Replies and consider and approve the draft Report to take up further examination of the action taken replies and finalise the Report at their end. Thereafter, the draft Report would be placed before the Main Committee for approval and adoption.

The Committee then adjourned.

**MINUTES OF THE 19TH SITTING OF THE COMMITTEE ON
URBAN AND RURAL DEVELOPMENT (1995-96)
HELD ON 6TH DECEMBER, 1995**

The Committee sat from 1500 hrs. to 1655 hrs.

PRESENT

Shri Prataprao B. Bhosale — *Chairman*

MEMBERS

2. **Shri Surendra Pal Pathak**
3. **Shri Rampal Singh**
4. **Shri Devi Bux Singh**
5. **Shri Girdhari Lal Bhargava**
6. **Shri Ram Singh Kashwan**
7. **Shri Sudhir Giri**
8. **Shri Subrata Mukherjee**
9. **Shri Dharmabhiksham**
10. **Shri Nilotpal Basu**
11. **Shri Ram Deo Bhandari**
12. **Shri Shivprasad Chanpuria**
13. **Smt. Meera Das**
14. **Dr. B.B. Dutta**
15. **Shri B.K. Hariprasad**
16. **Shri Thennala Balakrishna Pillai**

SECRETARIAT

1. **Smt. Roli Srivastava** — *Joint Secretary*
2. **Shri G.R. Juneja** — *Deputy Secretary*
3. **Smt. Sudesh Luthra** — *Assistant Director*

I. Consideration and Adoption of Draft Action Taken Reports.

2. XX XX XX XX XX XX

3. The Committee then took up for consideration the Draft Report as approved by the Sub-Committee II of the Committee on Urban and Rural Development on Action Taken by Government on the recommendations contained in the 15th Report on Demands for Grants of the Ministry of Urban Affairs & Employment for the year 1995-96 and adopted it with certain modifications as indicated in the Annexure.

4. The Committee then authorised the Chairman to finalise the Report on the basis of factual verifications by the Ministry concerned and to present the same to Parliament.

II. Selection of additional Subjects

5. XX XX XX XX XX XX

6. XX XX XX XX XX XX

The Committee then adjourned.

Page No. 1	Para No. 2	Modifications 3
6	9	<p><i>Add the following as sub-para of Para 9</i></p> <p>“The Ministry intends to strengthen its scheme of Urban mapping and already a proposal has been made to the Planning Commission in this regard since preparation of city/town maps and periodically updating them are very important.”</p>
9	12	<p><i>Add the following before last sentence of Para 12</i></p> <p>“They further note that the Ministry intends to strengthen its scheme of Urban mapping and a proposal has already been made to the Planning Commission as also that Government recognizes the importance of city/town mapping and their periodical up-dation. It would not be out of place to mention here that strengthening the scheme of urban mapping would not yield desired results unless the Government is first ready with basic land records. They also desire that the proposal made to the Planning Commission regarding strengthening the scheme of Urban mapping may be got cleared expeditiously. They recommend that the basic land records in cities/towns be first maintained/updated as a prelude to strengthening the scheme of urban mapping and necessary guidelines may be formulated and issued to the State Governments in this regards at the earliest. They would also like to be apprised of the guideliness formulated and action taken thereon.”</p>
15	18	<p><i>Add the following before last sentence of Para 18</i></p> <p>“The Committee find that Government’s reply has not indicated the steps taken/being taken to tackle the multifarious problems being faced by the big cities in the urban transport sector. The Committee therefore desire that priority be accorded to the resolution of problems of urban transportation in big cities viz. Bombay, Calcutta, Delhi and Madras etc.”</p>

1	2	3
16-17	19-21	Delete Paras 19-21.
23	27	<p><i>Add the following before the last sentence of Para 27</i></p> <p>“It appears from the reply of the Government that no importance had been given to modernisation of Government presses located at places away from the National Capital. The Committee feel that no fixed criterion has been adopted for selection of presses for modernisation, the Committee, therefore, would like to be apprised of the criterion for selection of presses for modernisation. They further desire that the remaining 12 Government Presses may also be modernised at an early date and if required more funds may be sought for the purpose.”</p>

APPENDIX II

MINUTES OF THE THIRD SITTING OF SUB-COMMITTEE II OF THE COMMITTEE ON URBAN & RURAL DEVELOPMENT (1995-96)

The Sub-Committee met on 16th October, 1995 from 1520 Hrs. to 1630 Hrs. in Committee Room No. 'B', Parliament House Annexe, New Delhi.

PRESENT

1. Shri Ghirdhari Lal Bhargava
2. Shri Prabhulal Rawat
3. Shri Ram Pal Singh

SECRETARIAT

- | | | |
|-------------------------|---|---------------------------|
| 1. Smt. Roli Srivastava | — | <i>Joint Secretary</i> |
| 2. Shri G.R. Juneja | — | <i>Deputy Secretary</i> |
| 3. Smt. Sudesh Luthra | — | <i>Assistant Director</i> |

2. The Sub-Committee then took up for discussion (para-wise) the Action Taken Replies of the Government on the recommendations contained in the Fifteenth Report of the Committee on Demands for Grants (1995-96) of the Ministry of Urban Affairs & Employment. The Sub-Committee considered the reply of the Government on the recommendations at Paras 3.7 & 3.8 of the Report and desired that the action taken reply of the Government on these paras be circulated amongst Members of the Committee on Urban & Rural Development and their comments be obtained as the solution of slum encroachment is a formidable task for the Government that needs national consensus. The Sub-Committee opined that the comments of the Members of the Committee would help in finalising the Action Taken Report on the subject. The Sub-Committee also desired that action taken replies of Government on remaining recommendations may be obtained from the Ministry expeditiously.

The Sub-Committee then adjourned.

**MINUTES OF THE SIXTH SITTING OF SUB-COMMITTEE-II
OF THE COMMITTEE ON URBAN AND RURAL DEVELOPMENT (1995-96)
HELD ON 22ND NOVEMBER, 1995**

The Committee sat from 1500 hrs. to 1600 hrs.

PRESENT

1. **Shri Ghirdhari Lal Bhargava** — *Convenor*
2. **Shri Shobhandreeswara Rao Vadde**
3. **Shri Prabhulal Rawat**

SECRETARIAT

1. **Shri G.R. Juneja** — *Deputy Secretary*
2. **Smt Sudesh Luthra** — *Assistant Director*

2. The Sub-Committee considered the Draft Report on the action taken by the Government on the recommendations contained in the Fifteenth Report of the Committee on 'Demands for Grants (1995-96) of the Ministry of Urban Affairs and Employment. After some discussion the Sub-Committee approved the draft Report.

3. The Sub-Committee then desired that the Report as approved by the Sub-Committee may be placed before the Main Committee for adoption at their next sitting.

The Sub-Committee then adjourned.

APPENDIX III

STATEMENT TO RECOMMENDATION AT SERIAL NO. 3.3

Major Recommendations of the National Seminar on Master Plan Approach

1. To develop realistic and effective urban development plans, steps need to be taken to evolve: (a) spatial development plan-depicting broad land use zones and major spatial proposals, (b) resource mobilisation plan, (c) institutional mechanism to implement the development plan, (d) a set of comprehensive and simplified development management/promotion rules/regulations/laws which can be easily understood by the public and (e) a mechanism to involve the participation of the public—especially the poor, socially disadvantaged groups, women. Non-government and Community-based organisations—in the planning process in case of all cities/metropolitan areas/regions. For the smaller towns, outline development plans/interim general plans with shorter time horizons may be prepared with adequate regard to the above aspects. The growth potential and special functions performed by the urban areas such as marketing, industrial, tourism, pilgrim centres etc. need to be explicitly recognised. The planning exercises should aim at guiding the activities of public agencies as well as the private sector including the growing informal sector while keeping the larger interests of the society in view. The Ministry of Urban Development and the State Governments should take immediate action to develop model guidelines in this regard by constituting Expert Committees to provide appropriate advice to the concerned agencies.

2. The plan formulation exercises must be completed within a specified time period and the time schedule for plan preparation, public notification/hearing and approval must be statutorily prescribed in the relevant acts. Considering the importance of metropolitan cities, the approval of the major changes in their development plans should be done at the highest level and within prescribed time periods so as to accord a sanctity to the development plans.

3. In view of the severe strains on infrastructure and services in cities due to rapid urban growth and concentration, the preparation and implementation of development plans need to take into account the availability (existing and potential) of the environmental resources in the region. Land use, development management/promotion, building byelaws and other regulations should take into account the availability of water, quality of air, traffic density and carrying capacity of roads, rail and other transportation networks, capacity of water distribution, drainage and sewerage systems, power supply, open spaces, etc.

4. The periodic review and revision of plans are essential components of the planning process and mid-term reviews of the plans should be undertaken at regular intervals to impart flexibility to the planning process and necessary statutory provisions need to be made in the town planning/urban development/municipal acts in this regard.

5. Keeping in view the provisions of the Constitution (74th) Amendment Act, a strong push to the preparation of integrated development plans for urban areas—integrating physical and socio-economic planning and taking into account the urban-rural spatial and functional linkages, environmental protection and financial and non-financial resources available for implementation of plans—is called for. These plans should be prepared utilising the latest techniques and tools like remote sensing, aerial photography, geographical information systems (GIS) and other computer applications for preparing the base maps. In this regard, the Planning Commission should give utmost priority to regional and urban planning including urban mapping, since after the 3rd Five Year, the priority accorded to these activities in terms of budgetary support has not kept pace with the growing complexities of urban problems and the demands of cities and towns. Both the Central and State Plans should make adequate budget provisions in their annual and five year plans in this regard.

6. State Government should take expeditious steps to constitute the District Planning and Metropolitan Planning Committees, with full regard to the need for inclusion/involvement of adequate number of experts in the fields of physical and socio-economic planning. They should initiate equitable policies and programmes including a package of financial reforms so as to ensure the availability of necessary resources to implement the plans as prepared.

7. The District and Metropolitan Development Plans should take into account cost-efficient and environmentally-sound technologies and innovative implementation practices such as public-private partnership and private sector initiatives, while recognising the role of the Government as a facilitator.

APPENDIX IV

STATEMENT TO RECOMMENDATION AT SERIAL NO. 4.7

Resource Mobilisation Programme of HUDCO during the year 1995-96

	(Rs. in crores)
- Public Sector Bonds (taxfree/taxable)	405.00
- SILR Bonds (Govt. Guaranteed)	44.00
- Loan from GIC	65.00
- Loan from LIC	60.00
- Loan from UTI	165.00
- Loan from Govt. for CGEIHS	5.00
- Loan from EPF	27.00
- Banking Sector Funds	50.00
- Line of Credit from NHB	150.00
- OECF (Japan)/KFW (Germany)	50.00
- Deposits from Borrowing Agencies/Public Deposit Scheme	150.00
Total	<u>1171.00</u>

APPENDIX V

(Vide Para 3 of Introduction)

Analysis of the Action Taken by Government on the recommendations contained in the Fifteenth Report of the Standing Committee on Urban and Rural Development (10th Lok Sabha).

I.	Total number of Recommendations.	21
II.	Recommendations that have been accepted by Government (Para Nos. 2.6, 3.2, 3.16, 4.7, 4.15, 5.4, 5.5, 6.7, 6.8, 7.5 to 7.7 and 9.4) Percentage to Total	13 61.90
III.	Recommendations which the Committee do not desire to pursue in view of the Government's Replies (Para Nos. 2.7 and 4.14) Percentage to Total	2 9.52
IV.	Recommendation in respect of which replies of Government have not been accepted by the Committee (Para Nos. 3.7, 3.8 and 8.4) Percentage to Total	3 14.29
V.	Recommendation in respect of which final replies of Government are still awaited (Para Nos. 3.3, 3.12 and 8.5) Percentage to Total	3 14.29