

ESTIMATES COMMITTEE
(1974-75)

(FIFTH LOK SABHA)

SIXTY-SEVENTH REPORT

MINISTRY OF WORKS AND HOUSING

Action taken by Government on the recommendations contained in the Thirty-seventh Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Works and Housing—Housing.



सत्यमेव जयते

LOK SABHA SECRETARIAT
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(1974-75)**

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(1974-75)

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13. Shri K. P. Unnikrishnan
14. Shri Phool Chand Verma

INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee, present this Sixty-seventh Report of the Estimates Committee on the action taken by Government on the recommendations contained in the Thirty-seventh Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Works and Housing—Housing.

2. The Thirty-seventh Report was presented to Lok Sabha on the 25th April, 1973. Government furnished their replies indicating action taken on the recommendations contained in that Report on 30th October, 1973. The replies were examined by the Study Group 'F' of the Estimates Committee (1973-74) at their sitting held on the 13th December, 1973. The draft Report was adopted by the Estimates Committee (1974-75) on the 10th October, 1974.

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

I. Report.

II. Recommendations which have been accepted by the Government.

III. Recommendations which the Committee do not desire to pursue in view of the Government's reply.

IV. Recommendations in respect of which replies of Government have not been accepted by the Committee.

V. Recommendations in respect of which final replies of Government are still awaited.

4. An analysis of the action taken by Government on the recommendations contained in the 37th Report of the Estimates Committee (Fifth Lok Sabha) is given in Appendix—V. It would be observed therefrom that out of 63 recommendations made in the Report, 34

recommendations i.e. 50 per cent have been accepted by Government and the Committee do not desire to pursue 16 recommendations i.e. 35 per cent in view of the replies received from the Government. Replies of Government have not been accepted by the Committee in respect of 3 recommendations i.e. 5 per cent. Final replies of Government in regard to 10 recommendations i.e. 16 per cent are still awaited.

NEW DELHI;

December 19, 1974

Agrobhavana-22, 1996 (S)

R. K. SINHA,

Chairman,

Estimates Committee

CHAPTER I

REPORT

National Housing Policy—(Sl. No. 4, Paras 1.20 to 1.33)

In Paragraphs 1.30 to 1.33 of their 37th Report, the Estimates Committee had pointed out that even after 25 years of Independence and the implementation of several Five Year Plans, the National Policy on Housing had not been spelt out by the Government so far and it is only now that a Steering Group of the Planning Commission had been asked to go into the question of spelling out national policy on Housing. This was indicative of the fact that Government have not given all these years the requisite attention to the important problem of housing. The Committee had recommended that Government should formulate the national housing policy before the end of the year so as to provide clear and firm guidelines for the housing programme in the Fifth Plan and onwards.

In their reply submitted to the Committee in October, 1973, the Ministry of Works and Housing stated that the question of evolution of a national housing policy was under action by the Planning Commission and it was expected that the policy would be spelt out as part of the Fifth Five Year Plan on Housing, keeping in view the overall resources available and the commitment involved. When asked in January, 1974 to state if the national housing policy had since been spelt out, the Ministry of Works & Housing stated as follows:

Explaining the constraints, the Draft Fifth Plan document stated as under:—
 It is extremely difficult for any developing country, even with the highest ideals of social welfare, to implement an ambitious programme of housing which is un-related to the economic level and the saving capacity of the people and to the totality of the available resources. Consequently, the Fifth Plan addresses itself to the following limited objectives in the housing sector:—

- (i) preservation and improvement of the existing housing stock;
- (ii) provision of house sites to 4 million landless labourers as a part of the Minimum Needs Programme;

- (iii) continuance of the existing schemes to provide subsidised houses to certain weaker section of the community;
- (iv) extension of support to institutional agencies such as Housing & Urban Development Corporation and Housing Boards under the State Governments to enable them to provide assistance to Schemes for the benefit of low income and middle income groups; and
- (v) intensification of research in and development of cheap building materials."

The policy contained in the Fifth Plan document lays down the limited objectives to be achieved on a short term basis. The question of drawing up a National Housing Policy on long term basis *necessarily* implies long term financial commitments and hence the task is complex keeping in view the serious constraint on resources.

The Committee regret to note that even after 25 years of Independence, Government have not been able to evolve a national policy on housing, in respect of a basic necessity like providing shelter to the common man. While agreeing that due to severe financial constraints, it may not be possible for the Government to go in for construction of houses in a big way, the objective of providing shelter to the common man has to be kept in view at least as a long-term objective. The Committee, therefore, reiterate their earlier recommendation that Government should formulate the national housing policy without any further delay so as to provide clear and firm guidelines for the housing programmes in the future plans.

The Committee would further like to stress that utmost attention should be given to the actual implementation of the objectives laid down in the Five Year Plan and Government should periodically review the progress made in the implementation of these objectives so as to bring about improvements wherever necessary. The Committee further desire that the progress made in the achievement of the objectives, should be specifically mentioned in the annual reports and budget documents of the Ministry.

Legislation on Housing (Sl. No. 5, Para 1.34)

2. In Para 1.34, the Estimates Committee had recommended that in the light of the policy, the Government should also take action to bring forward the necessary legislation on housing so as to make

clear the role and functions of the Central and State Governments and various other financial and executing agencies.

In their reply the Ministry of Works & Housing have stated that the Central Government performs the role of an adviser and a catalytic agent only. In view of this it is felt that at present, it is not expedient to bring forward any legislation on housing defining the role and functions of the Central and State Governments.

The Committee feel that the Central Government should not remain content by playing merely an advisory role in the matter of housing as the housing problem in the country has already assumed serious proportions and the conditions are getting from bad to worse every year. The Committee, therefore, recommend that a legislation defining the role of the Central Government in the matter of housing is very necessary in order to enable them to play a more effective part so as to give greater impetus to the housing programme in the country. The Committee, therefore, reiterate their earlier recommendation.

Housing facilities belonging to low income groups and Weaker Sections of Society (Sl. No. 54, Para 6.16)

3. In Para 6.16 of their 37th Report, the Estimates Committee had expressed particular concern over the problem of housing of families belonging to low income groups and weaker sections of society in the metropolitan cities and urban areas. The Committee had impressed upon Government to pay special attention to the problem of having a crash programme to tackle the problem of providing satisfactory accommodation to families in lower income groups and weaker sections of society with facilities like drinking water, drainage, easy transport, electricity etc. The Committee had expressed the view that it should be possible for Government to draw up guidelines and help in preparation of detailed plans for meeting squarely this challenging problem.

In their reply, the Ministry of Works & Housing have stated as follows:—

“Housing is in the State Sector. Formulation and execution of all housing programmes/projects rests with the State Governments. Funds for all housing programmes with the exception of subsidised Housing scheme for Plantation workers are to be provided in the State Sector. The

scheme relating to provision of house-sites for landless workers in the rural areas which was introduced in October, 1970 as a Central Sector programme, is proposed to be transferred to the State Sector during the Fifth Five Year Plan.

The recommendations of the Committee have been sent to the State Governments for necessary action and it is expected that they would formulate necessary programmes for lower income groups and economically weaker sections within the available resources of the respective State Governments.

In view of the position explained above, it is not possible for the Central Government to issue any directive to the State Governments in the matter. However on every available opportunity in meeting and Conferences, the State Governments are urged to provide adequate funds for implementation of the social housing schemes which are intended for the benefit of the lower income groups and economically weaker section of society."

The Committee feel that the urgent problem of drawing up a crash programme for housing for the low income group people and persons belonging to weaker sections of society, cannot be solved by leaving the matter in the hands of State Governments only and that the Central Government will have to play a more effective role in drawing up the crash programme in the matter of housing particularly for weaker sections of society if the fast growing slums in the urban areas are to be checked and living conditions of the people in metropolitan cities and urban areas are to be improved. While the Committee realize that it may not be possible for the Government to undertake such a programme immediately due to difficult financial position, they feel that urgent steps should be taken by Government to provide basic living facilities like drinking water, sanitation, drainage, bath rooms, latrines etc., to the large number of people who are living in slums in the most unhygienic and insanitary conditions. The Committee, therefore, recommend that a time-bound programme to provide these facilities may be taken in hand by Government for implementation.

Implementation of Committee's Recommendations

The Committee would like to emphasise that they attach the greatest importance to the implementation of the recommendations accepted by Government. They would, therefore, urge that Government

should keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. In cases where it is not possible to implement any accepted recommendations in letter and spirit for any reason, the matter should be reported in time to the Committee with reasons for non-implementation.

The Committee also desire that final replies to the recommendations included in Chapter V and further information where called for in respect of recommendations included in Chapters II and III may be intimated to the Committee expeditiously.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation (Serial No. 8, Para No. 2.23)

The Committee note that the Life Insurance Corporation is investing about 15 per cent of its investible funds in the housing schemes and together with investment on electricity, rural Water Supply and sewerage schemes, the investment of Life Insurance Corporation's funds to the socially oriented schemes come to about 26 per cent of the investible funds and the investment of Life Insurance Corporation on these schemes is increasing every year. The Committee further note that according to the Working Group on housing for the Fourth Five Year Plan institutions similar to Life Insurance Corporation in developed countries are investing about 40 per cent of their investible funds on housing. Keeping in view the pressing need for funds for housing and the preamble of the Life Insurance Corporation Act that funds would be invested in ventures which further the social advancement of the country the Committee recommend that the Corporation should increase its investment in housing and allied fields.

Reply of Government

Noted. The L.I.C. has to meet its statutory obligation of keeping invested 50 per cent of its controlled funds in Government and other approved securities, and only the balance is available for investments in socially-oriented schemes such as housing, electricity, water supply and sewerage and in shares and debentures of public limited companies. Even so, the L.I.C. has given considerable amounts of loans for housing, the investment in housing upto 31st March, 1972 being Rs. 359 crores. Further, the L.I.C. has agreed to invest Rs. 300 crores in housing during the Fifth Five Year Plan period.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 9, Para No. 2.24)

The Committee note from the information supplied by the Life Insurance Corporation that there has been perceptible increase in the number of applications for grant of loan under various schemes, particularly under 'Property Mortgage' and 'Own Your House' Schemes in 1971-72 as compared to 1970-71. While the Committee welcome this increase of more than hundred per cent, they find that the number of applications disposed of during the period has not correspondingly risen. In fact, the number of applications pending on 31st March, 1972 were more than 50 per cent of the number of applications received. The Committee need hardly stress that such applications should be disposed of most expeditiously in the interest of expediting construction of houses. The Committee note that the Life Insurance Corporation have recently taken some action to prescribe time limits for completion of various stages for processing of applications. The Committee also note that the Life Insurance Corporation have also taken steps to send round teams of officers with a view to educating the staff working in the field in the speedy processing and finalisation of applications. The Committee hope that these instructions would be implemented so as to ensure timely disposal of applications.

Reply of Government

Noted.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 10, Para No. 2.25)

The Committee would also urge that where an application has not been filled properly or some information is lacking, the applicant may be precisely advised in the matter and given guidance where necessary to facilitate completion of the application.

Reply of Government

Accepted.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Comments of the Committee

The Committee may be informed if the necessary instructions in

the matter have been issued. If so, a copy thereof may be forwarded to the Committee.

Recommendation (Serial No. 11, Para No. 2.26)

The Committee would also suggest that senior officers dealing with the loan applications may set aside a specified time during which the applicants whose applications have been pending for disposal beyond the prescribed time limit may see them so that the matters are got expedited. In view of the fact that more than 50 per cent of the applications have been shown as outstanding on 31st March, 1972, the Committee would like the headquarters and the zonal officers of the Life Insurance Corporation to keep a special watch on the disposal of pending applications by prescribing suitable returns and issue of suitable instructions after due consideration.

Reply of Government

Accepted.

[Ministry of Works and Housing, O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 15, Para No. 2.45)

Another field, in which the United Nations help can be taken, relates to modernization of building industry with a view to reduce construction cost. It is understood that the United Nations Development Programme envisages assistance equivalent to twenty per cent of the estimated cost. Since lack of availability of building material constitutes one main constraint in stepping up construction of houses. The Committee have no doubt that Government would examine in the context of expending in modernising building industry the extent of help which could be taken with advantage in the United Nations Development Programme.

Reply of Government

The recommendation of the Committee has been noted. The following two projects have been included in the India-UNDP Country Programme (1972—79) for technical assistance from the United Nations Development Programme:—

- (1) Setting up a factory at Bombay for prefabricated building components.

- (2) Improving, streamlining and mechanizing the existing methods of production in the Hindustan Housing Factory, New Delhi.

The project at serial No. (1) above is to be a joint venture of the Government of India and the Government of Maharashtra. The rated manufacturing and construction capacity of the proposed Factory is 3500 tenements per year for the low income group and economically weaker sections of the society. The project at serial No. (2) above is for improving, streamlining and mechanizing the existing methods of production in the Hindustan Housing Factory at New Delhi. It is expected that use of prefabricated components will reduce the cost of building construction and will also result in economy of time.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 16, Para Nos. 2.57 and 2.58)

The Committee note that the Housing and Urban Development Corporation Limited was set up by the Government in 1970 to coordinate the activities of the Government in the field of financing housing and urban development programmes in the country. The Committee also note that the activities of the Corporation are quite broad-based and the Corporation is expected to finance and undertake the housing and urban development programmes and setting up of building material industries and setting up of new or satellite towns etc.

The Committee note that HUDCO has so far been able to assist in the setting up of a few building material industries. The Committee cannot but strongly stress the need for a thorough investigation of the problem and drawing up and implementation of a well-coordinated programme so as to bring up the building material industry on a decentralised basis all over the country to meet effectively the requirements locally and save avoidable transport cost.

Reply of Government

HUDCO undertakes to finance any viable project for increasing the production of building materials. It is agreed that building materials are to be manufactured at locations close to the site of construction so that avoidable transport cost is saved. A proposal to set up

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a Building Materials Development Corporation has been placed before the Planning Commission for implementation during the Fifth Five Year Plan.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 17, Para Nos. 2.59 and 2.60)

The Committee are surprised to note that while there is an all-round complaint of non-availability of resources for construction of houses by the State Government etc., the representative of the HUDCO has stated that the resources available with the Corporation are not being used and there are some States who have not submitted any schemes to the Corporation.

The Committee would like Government to review the position at the earliest and take necessary action in coordination with HUDCO and State Governments and State agencies to ensure that the funds available for housing are distributed to the States in accordance with their requirements and the overall priorities determined in that behalf.

Reply of Government

Although it is true that at present the resources available with HUDCO are not fully utilised by various housing agencies undertaking construction, this is considered to be only a temporary phenomenon. The reason for non-utilisation of available resources is not lack of interest in the States but lack of existing capacity to undertake planning and construction on such a large scale. State Governments have been requested to strengthen the machinery for the execution of works in their States. On its part, HUDCO provides the construction agencies with necessary expert assistance and advice in preparing layout plans and housing designs without any charge. HUDCO further proposes to prepare model schemes including Planning, Design, Estimation etc. so that agencies which are willing to execute housing projects but which lack the expertise for planning them may also take up construction work on a large scale. Co-operative Housing Societies, Public Sector Corporations and Universities have been included in the list of agencies who are now being financed by HUDCO for construction of houses. Efforts are also being made to persuade the States who have not so far availed of the loan assistance provided by HUDCO to undertake construction work activity on a scale which its execution machinery can handle.

In order to encourage more and more construction of houses for Economically Weaker Sections and Low Income Group Housing and Urban Development Corporation has extended the repayment period of loans to twenty years and fifteen years respectively in place of the existing term of twelve years. This relaxation will help reduce the monthly hire purchase instalment so as to bring it within the paying capacity of the prospective buyers.

Housing and Urban Development Corporation now accepts composite schemes providing not only for construction of houses but development of commercial centres also so that high return from commercial part of the scheme is utilised to provide more houses of the lower category and subsidise, wherever feasible, the sale thereof.

Funds are being allotted to various State agencies based on the proposals they put forward to Housing and Urban Development Corporation for consideration. It is essential that these agencies rapidly undertake a survey of the demand for housing in each State and formulate schemes for meeting the shortage. When this is done by the State agencies, the distribution of funds according to the overall priorities will be made.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 18. Para No. 2.61)

The Committee would like the Housing and Urban Development Corporation to make special efforts to undertake housing efforts in the backward areas.

Reply of Government

The sanctioning of schemes at present is based on the demands made by various State agencies, which include housing schemes for backward areas in various States. As a further step in this direction, it has been decided to assist towns with population of not less than 50,000 whereas till recently towns with population of more than one lakh only were included. The interest of backward areas which these smaller towns represent will thus be served.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 19, Para No. 2.62)

The Committee note that one of the functions of the Housing and Urban Development Corporation is to finance and undertake the setting up of the building material industries. The Committee have, in a separate Chapter, pointed out the extent to which the shortage of building material has adversely affected the construction of houses in the country.

Reply of Government

Housing and Urban Development Corporation has so far sanctioned finances to set up two wood-working units and three semi-mechanised brick plants. Efforts are being made to conduct feasibility studies for the manufacture of other building materials. Alternative materials which have not so far been largely used for building construction are also proposed to be developed so that the gap between demand and supply of building materials may be reduced as far as possible. This is being done by Housing and Urban Development Corporation in cooperation with the National Buildings Organisation and the Central Building Research Institute.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 20, Para No. 2.63)

As regards promoting use of alternative material in place of scarce material like cement and steel, the Committee note that a number of other Government agencies are already engaged in this work namely National Buildings Organisation, New Delhi, Central Building Research Institute, Roorkee, Council of Scientific Industrial Research. The Committee have no doubt that Housing and Urban Development Corporation would ensure that maximum advantage is taken of the research already carried out and the knowledge about proven alternative materials which are cheaper reaches the construction agencies in the field.

Reply of Government

There is complete cooperation between the Central Building Research Institute, Structural Engineering Research Centre, National Buildings Organisation and Housing and Urban Development Corporation. The information on alternative building materials available with these research organisations is being utilised to the maximum

extent possible. In addition, the information available from technical journals and bulletins published by research organisations overseas is also being utilised.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 24, Para No. 3.17)

The Committee note that the scheme for Provision of House-sites to Landless Workers in Rural Areas was introduced in October, 1971 as a Central Sector Scheme and under the scheme the entire cost of acquiring and developing land for providing house-sites will be met by the Government of India as 100 per cent grant assistance. The Committee further note that 13 States have already submitted their schemes to the Central Government and projects in respect of 1167 Development Blocks/Panchayats of eight State Governments involving Central assistance of Rs. 10.75 crores for provision of 3,08,137 house-sites and other schemes have already been approved and the remaining projects are under the consideration of Government. The Committee feel that the Scheme is a right step in the direction of providing shelter to the economically weaker sections of society. The Committee would like the scheme to gain momentum at the earliest. The Committee would further like the State Governments to link the Scheme of providing house-sites with a programme of construction of low-cost housing on those sites as has been done by the Kerala Government out of their resources, public donations etc. The Committee recommend that while allotting land-sites under the Scheme, preference should be given to Harijans and Adivasis.

Reply of Government

The views of the Committee have been noted. All efforts are being made to accelerate the pace of implementation of this scheme within the available resources. As regards the recommendation of the Committee for drawing up a programme for construction of houses on the sites allotted to the landless workers in rural areas on the pattern adopted by the Government of Kerala, the State Governments have already been requested to mobilise local resources and voluntary contributions/services to the maximum extent possible for helping the allottees of house-sites for building their dwelling units.

The scheme already provides, that in formulating projects, priority should be given only to those blocks in the District which have

a sizeable concentration of landless rural labourers, particularly of those belonging to the Scheduled Castes and Scheduled Tribes. It is also envisaged in the scheme that, in allotting house-sites, such families should be suitably interspersed along with the other families being allotted house-sites in or adjoining villages.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 25, Para No. 3.18)

The Committee would like to point out that the last Conference of Housing Ministers held in July, 1972 has made a number of recommendations in respect of the scheme, *v.z.* that the legislation on land reforms and conferment of homestead rights to landless workers who are in occupation of land in the rural areas, as house-sites should be tied up with the scheme for provision of Housing sites to landless workers in rural areas, for construction of houses in rural areas emphasis should be laid on the use of locally available material, to reduce the cost of acquisition of land under the scheme, Land Acquisition Acts of Central and State Governments should be amended taking advantages of the 25th Amendment of the Constitution and that each State Government should be given a broad indication of funds that are likely to be made available to it during the current year and the next year of the scheme. The Committee recommend that action on these recommendations should be taken early and the Committee kept informed of the same.

Reply of Government

Recommendation made by the Housing
Minister's Conference held in July, 1972

Action taken by the Government

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| (i) Legislation on Land reforms and conferment of homestead rights on these landless workers, who are in occupation of land in the rural areas as house-sites, should be tied up with the Scheme for Provision of House-sites to Landless Workers in Rural Areas. This will enable Government to extend to a larger number of people the benefits that can be provided with the limited funds available with them. | This recommendation is primarily intended for implementation by the respective State Governments etc. who have been requested to take appropriate action thereon. All the States have also been advised to enact suitable legislation for conferment of homestead rights on landless workers in respect of sites on which their houses/huts stand at present. |
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- (ii) For construction of houses in rural areas, emphasis must be laid on the use of locally available building materials to the maximum extent. This will reduce the cost of construction of houses and also reduce dependence on scarce building materials such as steel, cement etc. which are also costly and have to be transported from the nearby towns.
- (iii) To reduce the cost of acquisition of land under this Scheme, Land Acquisition Acts of Central and State Governments should be amended suitably taking advantage of the 25th Amendment of the Constitution instead of leaving the amendments to the States, the Centre should provide guidelines for the amendments.

This recommendation is also primarily intended for implementation by the State Governments etc. and they have been requested to take appropriate action thereon.

The question of amendment of the Land Acquisition Act, including the fixation of amount (Compensation) after taking into account the 25th Amendment to the Constitution, is being considered by the Ministry of Agriculture, to whom the views of the Ministry of Works and Housing have been communicated.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 21, Para Nos. 3.32 and 3.33)

The Committee are distressed to note although 83 per cent of India's population live in village and about 73 per cent of the rural population reside in unsatisfactory "kutchas" structures, the problem of rural housing has not received close attention of the Government. The Committee note that although the shortage of houses in rural areas has been estimated to be about 18.6 million units, only 80,111 houses under the Village Housing Projects Scheme have been sanctioned since 1957 and only 50,525 houses *i.e.* about 2,000 houses per year on an average have been constructed. The Committee regret to note that although the Estimates Committee (1967-68) had drawn attention to the unsatisfactory performance of the Village Housing Schemes during the three Five Year Plans and the apathy of the State Governments towards the scheme, the position has not shown any improvement and even the representative of the Government of India have admitted that in the matter of rural housing, the States had not paid that much attention that was needed and the funds were being diverted for other purposes.

The Committee are further distressed to note that the first draft outline of the Fourth Five Year Plan had made a provision of Rs. 25 crores for rural housing which was subsequently reduced to Rs. 11 crores and actually the States have made so far a provision of Rs. 5.16 crores for the Village Housing Scheme. This speaks of the low prio-

rity accorded by the Government to the problem of rural housing in actual practice. The Committee urge that Government should realise the urgent need of improving housing stocks in the rural areas and for the purpose gear-up the implementation machinery and make necessary planning in this direction. The Government should also attach proper importance to the need for environmental improvement in the rural areas, and should take necessary steps for improving water supply, sanitation, sewerage etc. and sufficient funds for this purpose should be provided. Moreover, the funds provided for rural housing should be earmarked so that the same could not be diverted for other purposes.

Reply of Government

All the social housing schemes (including Village Housing Projects Scheme) introduced by this Ministry from time to time, are being administered and implemented by the State Governments and Union Territory Administrations. They have to provide adequate funds for rural housing out of their own resources, including the Central block assistance. The recommendations of the Committee have, therefore, been brought to the State Governments for necessary action.

The Conference of State Ministers incharge of Housing, Urban Development and Town Planning, held at Srinagar in July, 1973, has recommended that 'Rural Development' should be considered as a compact whole including housing, water supply, link roads education, health and sanitation etc. The State Governments should make an integrated approach for development of rural areas by pooling the resources available under various sectoral plans. This recommendation has also been communicated to the State Governments for necessary action.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 28, Para No. 3.34)

The Committee note that although the Estimates Committee (1967-68) had pointed out that the Scheme has suffered from organisational weakness at the field level, no effective steps have been taken to remedy the situation and only recently the State of Gujarat alone have thought fit to set up a Rural Housing Board. The Committee recommend that immediate steps should be taken to tone up the field organisation to implement the Village Housing Scheme

and the remaining States should be persuaded to set up at an early date Rural Housing Boards or similar other suitable organisation in their States to give an impetus to the programme in the field.

Reply of Government

The recommendations of the Committee have been communicated to the State Governments for appropriate action.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 29, Para Nos. 3.39 and 3.40)

The Committee note that the Ministry of Works and Housing has introduced 10 Social Housing Schemes to meet the housing needs of the economically weaker sections of the society, industrial workers and low income group of people etc. The Committee also note that since the inception of the Scheme about 8 lakh houses have been sanctioned out of which about 6 lakh houses have been constructed. The Committee feel that looking at the needs of economically weaker sections of the society and the magnitude of the housing problem, programmes made under these schemes so far are far from adequate and much more vigorous and concerted efforts are needed to meet the problem.

The Committee note that even in the case of middle income group housing scheme which was introduced as early as 1959, only 34520 houses have been sanctioned for construction throughout the country out of which only 25730 houses have actually been constructed so far. Similarly in the case of Integrated Housing Scheme for Industrial Workers and Economically Weaker Sections of Society which was introduced in 1952, only 2,29,992 houses have been sanctioned for construction out of which only 1,76,275 have actually been constructed. The position is worst in the case of Subsidised Housing Scheme for plantation workers which was introduced in 1956 and in which only 6,953 houses have so far been sanctioned for construction and only 1,747 that is nearly 25 per cent have only been constructed so far. The Committee are distressed to note that the physical results achieved in respect of the Social Housing Schemes are very unsatisfactory. The Committee feel that the State Governments have not taken sufficient steps to set up implementation machinery to implement the various housing schemes and have not given sufficient priority to these schemes. The Committee urge that the implementation machinery at the field level needs to be geared up and vigorous steps are needed to take to implement these housing schemes.

Reply of Government

The observations of the Committee have been communicated to all the State Governments and Union Territory Administrations for necessary action.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 30, Para No. 3.41)

The Committee have, however, noted that the programmes under the schemes during the Fourth Five Year Plan has been better and that in the Fifth Five Year Plan much larger scheme and programme for Social Housing Scheme is expected to be taken up. The Committee would like to emphasis that the success of these schemes will largely depend upon the setting up properly coordinate implementation machinery and provision of sufficient funds and priority by the State Governments. The Committee hope that the schemes will be given the proper priority and importance that it deserves.

Reply of Government

The recommendation has been communicated for necessary action to all the State Governments and Union Territory Administrations who are responsible for the execution of all the housing programmes.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 34, Para Nos. 4.15, 4.16 and 4.17)

The Committee note that in view of the urgent need of providing housing to large number of people in the country and low economic level of the people with the resultant low paying capacity, the problem of low cost housing has come to occupy an important place. The Committee note that according to a survey conducted by the Operation Research Group, Baroda, relating to the housing conditions and paying capacity of the masses in Gujarat, standard housing of a value of Rs. 6,000 is beyond the means of 51.6 per cent of the families in cities of a population of 1 lakh or more as against 62.3 per cent in smaller cities and 80.3 per cent in villages. The Committee feel that conditions in other parts of the country are in no way different and ways and means would have to be found to construct houses at cheap cost if any dent is to be made in the housing problem in the country.

4.16. The Committee note that although a number of research institutions in the country in the field of construction like Central Building Research Institute, Roorkee, Central Building Organisation, C.S.I.R. etc., have evolved new processes and techniques in the field of construction resulting in saving in the use of material and resultant costs, no concrete measures have yet been taken to popularise these processes or methods with the result that the agencies responsible for large scale construction like Central Public Works Department, Military Engineering Service etc. have failed to utilise these processes in the field. The Committee have before them the example of fly ash which has been found quite a good substitute for cement to the extent of 15 to 20 per cent, but still no concrete steps have been taken to popularise the use of fly ash in construction of buildings by Central Public Works Department etc. It has been admitted by that representative of the Government in evidence that as far as Central Construction agencies are concerned, they have been a little slow in adopting many of the recommendations of the National Building Organisation. The Committee are surprised that at a time when construction of houses in the country is suffering because of non-availability of building material like cement, bricks etc. and consequent high price of the building material, no serious efforts are being made to utilise the substitute material in the construction of houses to effect reduction in building cost and to augment the implementation of the housing programme.

4.17. The Committee recommend that serious efforts should be made by the research institutions etc. to evolve new processes/methods etc. to effect economy in the use of building material etc. and find cheap substitutes for cement, bricks, timber etc., taking into consideration the local conditions. Once the processes/methods are evolved by these research institutions, these should be passed on to National Buildings Organisation to test its effectiveness and proper use in an urgent manner. Once these are found effective, these should be passed on to construction organisations like Central Public Works Department, National Buildings Construction Corporation, Military Engineering Service, etc. for use in the field. The Committee recommend that all these organisations should function in complete coordination and mutual understanding so that maximum benefits could be derived from the research done in the field of economy in construction costs.

Reply of Government

The Government fully realise the importance of low cost housing in the country. The National Buildings Organisation are constantly engaged to evolve new designs for cheap houses, coordinate research

in the field of experimental housing for reducing the cost of construction by using cheap and locally available building materials and by disseminating the knowledge so acquired among different construction agencies. They have evolved house plans having a plinth area of 21.38 sq. meters to 34.7 sq. meters with moderate specifications to cost between Rs. 3,000 to 4,000 and have supplied those designs to all State Housing Boards etc. for guidance and adoption. They are also taking steps to popularise the adoption of new techniques/materials evolved by various research laboratories in the country for construction of houses by organising seminars and symposia, training courses, exhibitions, preparation of technical literature for those engaged in construction and by large scale experimentation and demonstration of economic and technical advantages of new technique and new materials.

2. A note (Appendix I) describing the steps taken by the National Buildings Organisation for effecting savings of the consumption of cement and steel in housing and building and another note (Appendix II) on new materials and substitute materials for savings in the materials, including fly ash, to the extent possible. There are some of the recommendations of the National Buildings Organisation such as the use of fly ash as supplementary material for cement have not been universally adopted. The Central Public Works Department has also been making use of the new techniques and new building materials, including fly ash to the extent possible. There are some practical difficulties in making large scale use of fly ash etc. by construction agencies like C.P.W.D. where work is got done on contract basis. The contractors are generally not aware of the use of the new building materials and such materials are also not readily available in the market in standard containers for ready use like cement etc. The contractors generally, therefore, quote higher rates for such materials. Gradually the efforts to popularise the use of these items will make an impact on the general outlook regarding the use of cement etc., and then it would be possible to use these materials by construction agencies on a large scale. A beginning in this regard, as stated above, has already been made and efforts are being made to encourage the use of such materials on a large scale.

3. With a view to develop new techniques of construction and evolve substitute building materials to replace scarce materials like cement, and steel and to manufacture them, a proposal is under consideration for the setting up of a Building Materials Development Corporation. This Corporation may encourage setting up of plants by private entrepreneurs for the manufacture of cellular concrete, light weight aggregate, clay pozzolona, hydrated lime and gypsum plasters etc.

4. As far as execution of Government building works by Central Public Works Department is concerned, they have been requested to consider the use of timber in North East Frontier areas where timber is available and reduce the use of scarce materials like cement and steel.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (S. No. 36, Para 4.19)

The Committee note with great regret that no concerted effort has been made by Central and State Governments building organisations or research institutes to evolve a design which would be most suited to the requirements of persons coming from the weaker sections of the society. As the result of survey conducted in Gujarat has shown, more than 50 per cent of the persons living in higher cities cannot afford to have a house costing Rs. 6,000/- or more. The position in small cities is still worse. The Committee feel that if houses for millions have to become a reality, the first and foremost task is to evolve a realistic design which would make it within the reach of these millions. There is need for intensifying research in building techniques, in the use of alternative cheaper material, the adoption of local materials and above all, in evolving a design which would be a realistic one and within the reach of these millions in the weaker sections of our society. The Committee see no reason why the initiative taken by Gujarat and Kerala should not have been initiated at least a decade earlier so as to evolve by now a proven method for alleviating the over-congested condition of living and unchecked growth of slums in larger cities of the country. The Committee would like Government to review the position at the highest level and take effective measures to bring about close coordination and integration in the activities of the Central and State organisations, building agencies and research institutions so as to evolve the most economic, workable and realistic design by providing low cost housing for the masses. The Committee should not be understood as advocating a monotonous standardisation in housing. They want only to underline the layout, the design and the construction should be such as to within the reach of the masses and that the Government help and assistance should be so organised as to be available to the weaker sections of society.

Reply of Government

As per reply against recommendation No. 35.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Further information called for by the Committee

Please intimate the steps taken for evolving an economical and realistic design of housing for the masses.

[Lok Sabha Sectt. O.M. No. 5/23/1/ECII/73 dated 3rd January, 1974].

Further Reply of Government

NBO has evolved new designs for 200 sq. yds. 250, 300, 350 and 400 sq. yds to be built in Delhi. These designs have taken into account the orientation of the house i.e. the movement of the sun and the direction of the wind to make the houses thermally more comfortable. Techniques and materials which have proved in large scale experimental construction to reduce the cost of construction and improve the livability and durability of the houses have been specified for construction of these houses. Till now approximately 8000 plans have been purchased at a nominal cost of Rs. 1/- per plan by the private house builders in Delhi.

In addition, a four storeyed high block of 16 flats is designed by NBO to be constructed in Delhi. A large number of proven techniques/materials which would reduce the cost of construction estimated to be approximately 14.8 per cent have been incorporated in the design (the conventional cost is Rs. 253.00/- sq. mt., whereas the cost of construction of this design house would be approximately Rs. 213.00 sq. mt. the total plinth area of the design flat is approximately 337.5 sq. mt.) The design estimates etc. have been approved by the Evaluation Committee of the Experimental Housing Construction consisting of top engineers and contractors drawn from private as well as public sectors, and approved by the HM. The CPWD has been asked to allot a plot of land for building this block of flats and as soon as the land is made available, the construction would be undertaken.

NBO has prepared climatic charts for 10 metropolitan cities in the country and has plans to evolve improved designs on the same lines as for Delhi to fulfill the need of private house builders as well as low cost mass housing construction.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 16th January, 1974].

Recommendation (S. No. 44) para 5.13

The Committee note that availability of building materials in adequate quantities is a necessary pre-requisite for the success of any housing programme in the country. The Committee further note that there has been an acute shortage of building material like bricks,

cement, timber, steel, etc., in the country. Even the Housing Boards have been facing considerable difficulties in completing their housing schemes because of shortage of building materials. The common man has to run from pillar to post to obtain these materials and has to purchase the same at exorbitant prices. It has been estimated that in spite of the various steps taken in the matter, the shortage of bricks will be to the extent of 51,000 millions and that of cement to the extent of 4.4 million tons in the Fourth Plan period. The Committee would like to urge the Government to pay immediate attention to the need for increased production of these building materials in adequate quantities and to take steps to set up new units and expand and modernise the existing units. The Committee need hardly point out that the greatest constraint on construction programme is considered by availability of material. If the construction programme for housing has to make a marked progress, it is imperative that essential materials like bricks, cement, iron and steel should become available in adequate quantities so as not to hold back and impede the programme for construction of houses on a large scale.

Reply of Government

The Working Group on Building Materials, Manpower and Construction Techniques has, in its Report submitted to the Planning Commission, proposed a provision of Rs. 89.75 crores in the Fifth Five Year Plan for the following items:—

- (1) Setting up of 50 mechanised brick plants, 10 sand-lime brick plants and 5 cellular brick plants.
- (2) Setting up of 10 Portland Pozzolana Cement factories in important places where flyash is available.
- (3) Setting up of 10 ready-mixed fly ash concrete plants where huge construction activities are envisaged.
- (4) Setting up of 6 light weight aggregate plants.
- (5) Setting up of 10 integrated units for seasoning and preservation of timber and joinery.
- (6) Setting up of 15 asphaltic corrugated roofing sheet plants.
- (7) Undertaking of techno economic feasibility studies for establishing new building material industries.
- (8) Setting up of demonstration plants for new materials and improvement of existing plants for tile manufacture.

2. Also, a proposal to set up a Building Materials Development Corporation has been placed before the Planning Commission for implementation during the Fifth Five Year Plan.

3. With the implementation of the above measures, building materials in adequate quantities will become available during the Fifth Plan period.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII dated the 30th October, 1973].

Recommendation (Serial No. 45, Para 5.14)

The Committee note that considerable savings can be effected in the consumption of the building material by the use of substitutes e.g. stone can be used in place of bricks in some States where it is available in plenty. fly ash can be used with cement thus effecting a saving of 15 to 20 per cent; use of steel can be reduced and some of the Housing Boards have effected economy in the use of these materials in their housing programmes. The Committee in their Chapter on Low Cost Housing have already commented how the construction agencies have been slow in the use of these substitute materials in their construction programmes. The Committee would like to reiterate that in view of alround shortage of building material, the use of substitute material on a large scale should be given utmost priority.

Reply of Government

The recommendation has been noted.

As explained in the Reply of Government against Recommendation No. 34, the new and substitute materials outlined in Annexure II to the said Reply have been brought to the notice of State Housing Boards and other construction agencies for their examination and adoption.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII, dated the 30th October, 1973].

Recommendation (S. No. 46) Para 5.15

5.15. The Committee note that the National Buildings Organisation is undertaking for every five year plan, the assessment of building material required for execution of all construction programmes and the shortfalls are also being worked out and passed on to Planning Commission. The Organisation has also worked at the requirements of building materials till 1990 according to which the requirement of cement and steel in the country will increase to 75.74 million tonnes and 20.60 million tonnes in 1990 from 17.40 million tonnes and 4.60 million tonnes respectively in 1975. The Committee feel that unless steps are taken in right earnest from now on to raise the production of these materials, the country will be facing an acute shortage of these building materials in the years to come affecting the

building programme adversely. The Committee hope that the matter will receive the attention it deserves and a well co-ordinated and time bound programme for increasing the production of these materials would be drawn up and taken in hand.

Reply of Government

The Recommendation has been noted.

As explained in the Reply of Government against Recommendation No. 44, necessary proposals for increasing the production of building materials to the requisite extent have already been formulated and are engaging the attention of the Planning Commission.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II dated the 30th October, 1973].

Recommendation (Serial No. 48), Paras Nos. 5.17 and 5.18

The Committee have been informed by the Government of Gujarat that the Housing Board in the State has undertaken the direct procurement and manufacture of building materials to ensure cheaper and durable quality materials for use in housing construction and the Board is planning to instal semi-mechanised brick plants and stone crushing plants etc. and the HUDCO has agreed to give loans for the project. The Committee feel that these are steps in the direction for ensuring smooth and regular supply of building materials for execution of housing programmes and other Housing Boards should also be persuaded to take similar steps in the matter.

The Committee note that the measures taken by Delhi Development Authority and Gujarat Housing Board to meet their requirements of material. The Committee recommend that the Government should consider whether these authorities may not extend their activities further so as at least to make available raw materials at competitive rates to persons coming from weaker sections of the society who are constructing houses in the area served by them. The Committee need hardly point out that such extension of activity is bound to have a sobering effect on the market and may result in effectively checking the spiralling up of the prices of construction materials which have been acting as a great constraint on the construction of houses.

Reply of Government

The recommendation of the Committee has been communicated for necessary action to the State Governments/Union Territory Administrations. It has also been brought to the notice of the Delhi Development Authority in so far as the question of making available

raw materials at competitive rates to persons belonging to economically weaker sections of the society are concerned.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 49) Para No. 5.27

5.27 The Committee note that the brick and tile industry has come to play an important role in the construction programme of the country and that according to an assessment made by National Buildings Organisation, there would be a shortage of about 51,000 million bricks in the country during the Fourth Five Year Plan period. The Committee further note that the National Buildings Organisation has suggested the establishment of 50 mechanised brick kilns, ten sand lime brick plants and five cellular brick plants to meet the shortage. The Committee recommend that steps to set up these units as suggested by National Buildings Organisation should be taken early to meet the acute shortage of bricks in the country.

Reply of Government

The Planning Commission is considering the Report of the Working Group on Building Materials, Manpower and Construction Techniques for the Fifth Five Year Plan, to make suitable financial provision for augmenting the production of building materials and establishment of new building material industries, including the establishment of mechanised brick plants, sand lime brick plants and cellular brick plants.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II dated the 30th October, 1973].

Recommendation (Serial No. 50) Para No. 5.28

The Committee note that although clay technology has under gone a great change all the world over and new machines have been introduced for production of bricks, in India the brick manufacture is still being carried on conventional lines by manual labour and out-moded processes of manufacture resulting in great waste of time and material with consequent increase in cost. The Committee recommend that research institutions in the country should evolve a semi-mechanised method of brick manufacture in the country and after field trial, steps should be taken to popularise the use of these methods. Government should also take initiative to set up semi-mechanised brick kilns in the country. In this connection, the Committee note that the Delhi Development Authority have already established a brick kiln for their use and they are getting bricks at a control rate of Rs. 54/- per thousand. The Commit-

tee recommend that Housing Boards in States should be persuaded to take similar steps to meet the shortage of bricks.

Reply of Government

The recommendation, that research institutions in the country should evolve a semi-mechanised method of brick manufacture and after field trial take steps to popularise the use of these methods, has been brought to the notice of Central Building Research Institute, Council of Scientific & Industrial Research and Central Glass & Ceramic Research Institute, Jadhavpur, Calcutta, for necessary action.

The recommendation, that Housing Boards in States should be persuaded to take steps to set up brick kilns for their use as done by the Delhi Development Authority, has been brought to their notice for necessary action.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973.]

Recommendation (Serial No. 51) para 5.29

The Committee note that although bricks kiln industry occupy an important place in the construction industry and has provided employment to a large number of people, the industry has not been recognised as a small scale industry. The Committee have been informed that the question of recognising the brick industry as a Small Scale Industry is under the consideration of the Development Commissioner, Small Scale Industries. The Committee recommend that an early decision should be taken in the matter and the industry recognised as a Small Scale Industry.

Reply of Government

The manufacture of structural clay products such as bricks, tiles, blocks etc. have been included by the Development Commissioner, Small Scale Industries, in the list of small scale Industries eligible for financial assistance.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973.]

Recommendation (Serial No. 52) Paras 5.30 & 5.31

5.30. The Committee note that the brick industry is suffering adversely because of non-availability of coal as sufficient wagons for transportation of coal are not being provided by the Railways. The Committee have been informed by the representative of the Ministry of Works and Housing that the issue had been taken up with the Railway Ministry and adequate quantities of rakes for movement of coal had been assured. The Committee recommend that

Railways should accord higher priority to the allotment of wagons for movement of coal for the brick industry.

5.31. The Committee are unable to understand why brick industry which is labour intensive and is capable of generating large employment should not have received urgent attention of Government with a view to develop it on sound modern lines. The Committee suggest that the Housing Boards and HUDCO should take a lead in encouraging modernisation of existing kilns and in establishing new ones, but it should be made sure that the end product becomes available to the genuine builders of houses at most competitive rates. The Committee feel that pilot brick kilns, using semi-automatic and automatic processes should be developed so that after field trials, those act as models for development in different parts of the country. The Committee would also suggest that standard specifications for bricks should be developed so as to ensure quality.

Reply of Government

Para 5.30 above has been brought to the notice of the Ministry of Railways for necessary action.

2. Para 5.31 above has been brought to the notice of the State Governments, Union Territory Administrations and HUDCO for necessary action.

The manufacture of good quality bricks depends on the availability of good clay and adequate supply of fuel. In addition, there has to be modern plants for the production of either extruded or pressed bricks and efficient kilns for burning the bricks to adequate extent. This expertise is being built up with the help of Central Building Research Institute so that more plants can be set up in various parts of the country that are deficient in the supply of good bricks. It may be recalled that HUDCO has already financed three brick making plants, one in Tamil Nadu and two in Gujarat.

The development of standard specifications for good bricks is dealt with by the Indian Standards Institution. The last sentence of the above recommendation has been brought to the notice of that Institution.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973.]

Recommendation (Serial No. 53) para 5.32

Another aspect which the Committee would like to refer relates to the exorbitant transport charges which are charged by kiln owners to increase their margin of profit at the expense of the person constructing the house. The Committee see no reason why

guidelines and criteria cannot be laid down to determine these transport charges on rational and realistic basis to obviate any malpractice.

Reply of Government

This recommendation has been brought to the notice of the State Governments and Union Territory Administrations for necessary action.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973.]

Recommendation (Serial No. 55) Paras 6.17 & 6.18

6.17. The Committee note that a number of housing schemes with the intention of increasing housing units are in operation in various cities in the States. These housing schemes are however not related to work centres. Moreover facilities like education, sanitation, provision of electricity etc. and the important facility of transport related to work centres are not available, with the result that in a number of areas even when the construction of houses has been completed, the same have remained vacant for a considerable period in the absence of these facilities. The Committee have before them the example of the construction of Government quarters in Rama Krishna Puram in Delhi where these quarters remained vacant for a considerable period of time because simultaneous action to provide water, electricity, sanitation etc., was not taken resulting in considerable loss to public exchequer and denial of facility of accommodation to eligible persons even after the construction had been completed. The Committee feel that the sectoral coordination to provide simultaneous facilities in any newly developed colony is the essence of the matter and should be given utmost attention at the time of formulation and execution of any housing scheme.

6.18. The Committee recommend that whenever any large scale housing scheme is taken up for execution a high powered authority should be designated and entrusted with the task of inter-sectoral planning which should oversee all the various activities connected with the provision of infrastructure facilities and maintain coordination between the various agencies. In this connection, the Committee have noted that the Government of India have advised the State Governments to set up Development Authorities for large metropolitan cities somewhat on the pattern of Delhi Development Authority. The Committee recommend that the setting up of such authorities should be expedited in Metropolitan and other large cities

where large scale housing projects are under execution, so as to maintain the inter-sectoral coordination and these authorities should be given necessary powers to oversee the completion of various activities connected with housing etc.

Reply of Government

This recommendation has been brought to the notice of the State Governments/Union Territory Administrations etc. who are concerned with the execution of large scale housing projects, for necessary action.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973.]

Recommendation (Serial No. 56) Para 6.19

The Committee note that Calcutta Metropolitan Development Authority has been set up to execute and implement a basic development plan for the overall development of Calcutta and the Authority has started execution of a Rs. 10 crore plan aiming at the provision of basic amenities like housing, drinking water, sanitation, drainage etc. The Committee feel that this is a step in the right direction as the problem of Calcutta has reached an alarming stage and brooks no delay. The Committee recommend that the Government of India should provide every facility and encouragement to ensure that the plan is executed expeditiously and effectively.

Reply of Government

The Rs. 150 crore Accelerated Recovery-cum-Development Programme in Calcutta Metropolitan District Area was launched in the year 1970-71 at the instance of the Prime Minister with a view to producing maximum impact within a short period. The Programme was based on the recommendations made by a team of Central Government and State Government officers headed by the Cabinet Secretary.

The Central Government is constantly reviewing the progress of this Programme. The Ministry of Works and Housing is acting as the coordinating agency at central level since March, 1973 for watching proper implementation of the Programme. Earlier, this work was assigned to the Ministry of Health and Family Planning. Review meetings are regularly held at Calcutta under the chairmanship of Union Ministers or Secretaries. These meetings are attended by representatives from the concerned Ministries of the Government of India, viz. Finance, Shipping & Transport, Railways and,

Planning Commission, concerned Departments of the State Government, Calcutta Metropolitan Development Authority, and other implementing agencies. These meetings have become a forum for policy making, coordination, evaluation and overall supervision of the Programme.

The Central Government gives priority to the proposals of the C.M.D.A. for procurement of various materials and equipments required in connection with the speedy implementation of the projects. Financial assistance is also given by the Central Government for this Programme. Besides giving direct loans and grants to the CMDA from outside the plan ceiling, Central Government also helps the CMDA in obtaining financial assistance from various institutions, viz. Life Insurance Corporation of India, Housing & Urban Development Corporation, Industrial Development Bank of India etc. Following loans and grants have, so far, been sanctioned by the Central Government for the programme:—

	Rs. in Crores		
	1970-71	1971-72	1972-73
Non-plan loans—	2.87	4.00	9.00
Bustee Improvement Grants	1.50	3.12	3.50

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973.]

Recommendation (Serial No. 58) Para 6.30

The Committee note that the Central Scheme for Environmental Improvement of Slums provides for cent percent assistance to the State Governments for improvement of slums in 14 cities and that an amount of Rs. 15 crores is expected to be released in the current year under the scheme. While 185 projects under the scheme involving an amount of Rs. 6 crores have already been sanctioned, 550 projects involving an amount of Rs. 13.76 crores are still pending approval of the Central Government. The Committee would like to stress that urgent action to clear the pending projects should be taken and steps taken to ensure the implementation of these schemes without delay.

Reply of Government

State Governments/Union Territory Administrations have been.

asked to take necessary action to speed up implementation of the projects.

[Ministry of Works and Housing O.M. No. 15(7)|73-H.II,
dated the 30th October, 1973]

Further information called for by the Committee

Have the 550 projects received from the State Governments involving the amount of Rs. 13.78 crores in respect of Central Scheme for Environmental Improvement of slums and which were pending with Central Government, since been cleared?

[Lok Sabha Sectt. O.M. No. 5|23|1|ECII|73, dated
3rd January, 1974].

Further Reply of Government

During 1972-73, 667 projects were sanctioned at a total estimated cost of Rs. 17.58 crores. The schemes which could not be sanctioned were either those which did not qualify the criteria laid-down for sanctioning the schemes, e.g. schemes relating to slums on private lands, or schemes from the cities where we had already sanctioned schemes upto the limit provided for those cities. A statement showing the latest position of schemes received and approved, value of projects sanctioned and the amounts released is enclosed. (Appendix III).

[Ministry of Works and Housing O.M. No. 15(7)|73-H.II,
dated the 16th January, 1974].

Recommendation (Serial No. 59) Para 6.31

The Committee note that during the current financial year 1972-73, the scheme has been made applicable to 14 cities and it has been decided to extend the scheme with effect from 1st April, 1973 to 6 more cities.

The Committee would like the Government to review the results of implementation of this scheme in the above cities and to remove the deficiencies, if any, in its implementation. Thereafter, action may be taken to extend this scheme to larger cities for which a perspective plan should be prepared and implemented.

Reply of Government

State Governments|Union Territory Administrations have been asked to take necessary action. They have been asked to bring to the notice of the Ministry of Works and Housing any deficiency in the implementation stage of the projects.

[Ministry of Works and Housing O.M. No. 15(7)|73-H.II,
dated the 30th October, 1973]

Recommendation (Serial No. 60) Para 6.32

The Committee note that a Slum Improvement/Clearance Scheme was introduced by the Government of India in 1956 and the primary object of the scheme was to clear the slums and resettle the slum dwellers near their place of duty but as it was found by experience that clearance of slums was very difficult, the scheme for environmental improvement of slums had to be introduced. While agreeing that the present scheme is a step in right direction, the Committee would like to stress that the problem of the slums cannot be solved by environmental improvement alone. In many cases, action has to be taken for the clearance of these slums and resettling the slum dwellers near their place of work. At least in those cities like Simla and Chandigarh where there are no extensive slums, slum clearance can be attempted easily and preventive measures can be taken to ensure that slums do not grow there. At the same time advance action should be taken in consultation with State Governments to ensure that slums are not created in other cities meanwhile.

Reply of Government

The State Governments|Union Territory Administrations have been asked to take necessary action.

[Ministry of Works and Housing O.M. No. 15(7)|73-H.II,
dated the 30th October, 1973]

Recommendation (Serial No. 61) Para 6.33

The Committee realise that in cities like Calcutta, Bombay, Delhi etc., which are already very congested and where the social utility services like water, electricity, housing are scarce, it may not always be possible to settle the slum dwellers in the heart of the

city and near their place of work, and steps may have to be taken to resettle these slum dwellers in neighbouring colonies and satellite and ring towns. But this can be successful only if adequate provision of mass transport is made from such towns and suburban areas to the Metropolitan cities and back, so that the persons working in bigger cities particularly those belonging to low income group can commute to their places of work and go back to the smaller towns where proper housing facilities, sanitation, sewerage, educational facilities for children might be provided to them. The Committee recommend that a comprehensive integrated plans for providing cheap and quick means of transport on long and short term basis should be prepared by Government in consultation with the State Governments and local authorities and necessary steps to shift these slum dwellers to those outlying colonies and towns may be taken.

Reply of Government

The policy for re-settlement of slum dwellers either near their place of work or in outlying colonies in big cities with provision of cheap transport and other services depends upon local conditions. No uniform policy can be applied for resettlement of slum dwellers in all places of the country. The decision in this regard has to be taken by the State Governments concerned in each case. This recommendation of the Committee, has therefore, to be acted upon by various State Governments and been communicated to them for appropriate action.

[Ministry of Works and Housing, O.M. No. 15(7)73-H-II,
dated the 30th October, 1973]

Recommendation (Serial No. 63) Para 6.35

The Committee have already pointed out that slums grow in the metropolitan cities because of the drift of population to the metropolitan cities in search of employment as at present employment opportunities are largely available in bigger cities. The Committee feel that the problem of slums may continue to be with us unless comprehensive plans are prepared to provide opportunities of employment in smaller cities and towns. There has to be a purposeful and action-oriented planning to inhibit the growth of industries and big offices in these metropolitan cities. It is well known that the big cities are outgrowing their physical boundaries and have become over-populated. The social and economic costs of providing housing, social utilities and services to large population in these cities

have become prohibitives. The Committee consider that a solution to these problems lies in keeping the population in these bigger cities within manageable and specified limits. Government will have to consider whether the optimum size of these cities may be fixed taking into account the prospects and costs of providing necessary social services like water, electricity, transport, education and recreational facilities etc. to their populations at reasonable costs. The big cities also pose the problem of environmental pollution. The Committee, therefore, recommend that urgent and immediate action should be taken by Government in this regard so as to avoid the growth of slum conditions and other attendant problems in the big cities.

Reply of Government

The successive Five Year Plans have shown concern over regional imbalances in development. For extension of benefit of economic progress to the less developed regions, a widespread diffusion of industry was suggested as part of the effort to even out inequalities. The Fourth Five Year Plan lays definite emphasis on certain actions to be taken by the State Governments in this direction. These are preparation of regional plans, district plans and plans for backward areas etc. within the State boundaries by respective States. The responsibility for this is essentially of the State Governments.

2. Quite a few States have already started action on the preparation of regional plans within their boundaries. For example, the State of Tamil Nadu, have divided the State into eight regions for the preparation of regional plans, which also includes identification of intermediate Urban centres for development and the work is fairly in advance stage. Andhra Pradesh has also divided its area into three major regions. Kerala has on hand preparation of plans for three regions within its boundary.

3. The Town and Country Planning Organisation, New Delhi, has prepared a regional plans for South East Resource Region. The Organisation is also preparing detailed plans for Dandakarnya region, and regional plans for Chambal Valley area.

4. In order to restrict and direct future growth of Metropolitan Cities and larger areas, preparation of Master Plans for these areas

were taken up during the Third Plan Period. Plans for all the metropolitan cities and larger urban areas are now ready. These plans emphasise deconcentration of economic activity from the metropolitan area within the region commanded by these metropolitan cities. For instance, in Delhi, it has been specifically laid down that no further expansion of Government offices be permitted, and no new larger industries should be encouraged in the Urban Area. Plans for other cities, such as Calcutta, Bombay etc. also incorporate such measures to achieve deconcentration of major economic activities. Several other States have also initiated preparation of regional plans for the metropolitan cities and larger urban areas to achieve this objective. In the Fourth Five Year Plan, instructions have been given to all the States to prepare Master Plans for all cities and towns having a population of 50,000 and above.

5. While concerted efforts on planning of various urban areas and centres are being taken by the State Governments, implementation of these plans is wanting in most of the cases because of the absence of a proper development machinery with legislative backing. All the States have been advised to take action on constituting development authorities for taking up the implementation work of the plans.

6. Metropolitan cities of Delhi, and Calcutta have development authorities constituted. Recently, some States/Union Territories have also constituted such authorities while other States/U.Ts are initiating action setting up the development authorities for their major towns and cities.

7. In order to take up the development work by the Development Authorities, it is necessary to prepare city development programmes based on the Five Year Programme of the State and on the Master Plan of these cities. Efforts were made to emphasise this necessity and eighteen such city development programmes have been prepared within various States. The implementation of these development programmes would start when the development authorities for implementation are set up.

8. On the question of environmental improvement within bigger urban areas, the Ministry of Works and Housing has directly initiated action by selecting and indentifying such urban areas for Central allocation to take up this work.

9. Though Urban Development is in the State Sector the Centre continues to give technical advice and guidance to the States and Union Territories in this matter.

[Ministry of Works and Housing O.M. No. 15(7) 73-HII,
dated the 30th October, 1973].

CHAPTER III

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

Recommendation (S. No. 1) Paras 1.4 to 1.7

The Committee note that the country today faces a gigantic housing problem which is becoming more and more acute as years roll by. The Committee note that the urban housing shortage was estimated to be 28 lakh units in 1951, 50 lakh units in 1956, 93 lakhs in 1961, 118 lakh units at the end of 1967 and by 1979 there would be an estimated shortage of about 154 lakh units. Similarly in rural areas the overall shortage was estimated at 565 lakh units in 1961, 696 lakh units in 1967, 718 lakhs in 1969 and is expected to be about 800 lakh units by 1979. Against this our rate of new house construction is extremely low, and is only about 3.5 units per one thousand persons in urban areas and 0.44 units for one thousand persons in rural areas. The private sector could roughly build about 2 lakh housing units per year and the Social Housing Schemes of the Ministry of Works and Housing have barely provided 4 lakh housing units during the last three plans.

The Committee feel that the steps taken so far have not been able to make any significant impact on the acute housing shortage. The accent on planned development and industrialisation being experienced by persons in lower income groups during the last two decades has resulted in greater population pressure in urban areas. Between 1961 and 1971, the urban population of the country has increased from 78 million to about 108 million a significant increase of about 50 per cent.

It is evident that mere formulation of a few schemes with financial assistance as in the past would not be able to solve the problem. The problem calls for a reorientation of policies in closely allied fields like physical planning legislation, taxation and other fiscal and economic matters relating to housing.

The Committee would like to point out that it is high time that the magnitude and importance of the housing problem in the country is realised in its correct perspective and concerted ef-

forts made at all levels to solve the housing problem in the country. To achieve this object and for accelerating the pace of housing construction in the country a package of practices and programmes will have to be taken up in an integrated and coordinated manner by the Central Government, State Governments and Local Self Governments.

Reply of Government

The views of the Committee have been noted.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Further information called for by the Committee

What specific action has been taken by Government in regard to undertaking a package of practices and programmes in an integrated and coordinated manner by the Central Government, State Governments and Local Self Governments may be intimated.

[Lok Sabha Sectt. O.M. No. 5|23|1|ECII|73, dated 3rd January, 1974].

Further reply of Government

Housing, at present, is a State Subject. Formulation and execution of housing projects and other related matters vest with the State Governments. The role of the Central Government is only catalytic and advisory in character and demonstrative in nature. Evolution of new practices and programmes in the field of housing requires mutual consultation between the State Governments and the Central Government and involves considerable thinking and preparatory action.

This process is a continuous one. Recently, we have introduced two new schemes viz., (i) Provision of house-sites to landless workers in rural areas and (ii) environmental improvement of slums in urban areas, because the working of the existing schemes revealed that economically the most vulnerable population, both in the urban and rural areas, were not deriving sufficient benefit out of the existing schemes as their requirements were entirely different. In the villages, a large population is not having house sites of their own. Similarly, in the urban areas considerable population has been living in filth and squalor. The two new

Schemes are now being continued in the Fifth Plan as a part of the Minimum Needs Programme. Also, we have set up a Government company—Housing and Urban Development Corporation—primarily to augment the resources for construction of houses for economically weaker sections of population, in addition to other viable programmes.

Paragraphs 11.8 to 11.10 and 11.27 to 11.33 in the Draft Fifth Five Year Plan spell out the policy and programme in regard to Housing and Urban Development that would be pursued during the next five years. Urban land policy as evolved will help to speed up Housing programme in urban areas.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 16th January, 1974].

Recommendation (S. No. 2) Para 1.16

The Committee regret that the shortfall in expenditure on social housing schemes in First Five Year Plan was Rs. 12.38 crores out of a total allocation of Rs 37.50 crores. The position in the second and Third Plans was no better. The Committee note that in the years 1966—69, the progress of housing in the Annual Plans picked up and the funds allocated for housing were fully utilised. For the Fourth Plan Rs. 74.09 crores representing 59.5 per cent of the total allocation had been utilised by 1971-72. While the Committee are glad that the financial allocations are now, by and large, being put to use, they have some apprehension that allocations to States for housing may partly get diverted to other heads of development. The Committee note that in the case of Union Territories, where utilisation of funds has been hundred per cent, the funds for housing are not permitted to be diverted to other heads of development. The Committee would strongly urge that Government should persuade State Governments to agree that it would not be permissible for the funds earmarked for housing to be diverted for other development purpose

Reply of Government

On the basis of expenditure gathered during the Fourth Five Year Plan, there appears to be no ground for the apprehension that allocations to States for housing get diverted to other heads of development. In fact, the actual expenditure likely to be incurred during the Fourth Five Year Plan is more than the outlay originally provided. Against the total outlay of Rs. 124 crores in the States and Union Territories for housing the actual expenditure is likely to be of the order of Rs. 140 crores.

From the commencement of the Fourth Five Year Plan, Central assistance to States is being given in the form of 'block grants' and 'block loans' by the Ministry of Finance without being tied to any particular scheme or head of development in accordance with the decision of the National Development Council. In view of this, earmarking sectoral outlays, which implies that diversion cannot be made without the prior consent of the Central Government, is being restricted to only a few special welfare schemes for the economically weaker sections of society, for example, provision of house-sites to the Landless Workers in Rural Areas and Housing Schemes for the Plantation Workers. It is always urged upon the State Governments that they should provide more and more funds for housing in their plans and see to it that they are fully utilised.

[Ministry of Works and Housing O.M. No. 15(7)/73-H.II, dated the 30th October, 1973].

Recommendation (Serial No. 3) Paras 1.17 & 1.18

The Committee note that housing has been given low priority in the Five Year Plans, as will be evident from allocation of financial resources for housing in the successive Five Year Plans. It would be recalled that outlay on social housing schemes in the First Plan was Rs. 37.50 crores, representing 1.6 per cent of the public sector outlay. In the Second Plan, it was Rs. 101.14 crores, representing 1.8 per cent of the outlay and in the Third Plan, it was only Rs. 179.00 crores, representing 1.6 per cent of the public sector outlay. In the Fourth Plan, the outlay is Rs. 124.53 crores, which represents only 1 per cent of the public sector outlay. The Committee note that these outlays have been lesser than that of health and education. The Committee feel that housing should receive a higher priority, for it is well-known that neither health nor education can improve if the persons are denied minimum shelter.

The Committee cannot but reach the inescapable conclusion that the importance of a basic necessity like housing has not been fully realised. The Committee feel that the lower priority to housing is not conducive to the adequate exploitation of resources for housing purposes from the financial institutions also. The Committee are of the view that housing should be considered as a basic necessity and accorded appropriate priority in our Five Year Plans.

Reply of Government

The Government are aware of the importance of providing housing to the citizens and are anxious that the problem should be solved

as quickly as possible. The resources are, however, limited. The requirements of various sectors of development have to be dovetailed in the Five Year Plans on the basis of the totality of available resources *vis-a-vis* the importance attached to different sectors. In computing the total resources of the country, the contributions of financial institutions are also taken into account. The Fifth Five Year Plan has not yet been finalised. It is hoped that the outlay for housing in the Fifth Five Year Plan will be considerably higher than in the earlier four Plans.

[Ministry of Works and Housing O.M. No. 15(7)/73-H.II, dated the 30th October, 1973].

Recommendation (Serial No. 6) Paras 2.10 & 2.11

The Committee note that although the Private Sector has been assigned a major role in the matter of housing in the Five Year Plans, the investment of the Private Sector in the field of housing has not been of an organised nature and has tended to flow towards construction of owner occupied houses or luxury type housing generally having a promise of attractive returns and that too in major Urban and Metropolitan cities only with the result that as far as objective like housing of the masses or planned regional economic growth are concerned, the contribution of the Private Sector has been negligible. The Committee understand that the Private Sector has not been coming forward for the construction of housing for the common people, as it is not economically rewarding for them. The Committee further note that the saving potential of the common man in the country is so low that he cannot invest sufficient funds for housing and neither the Government nor the financial institutions in the country have floated any major scheme to provide finances for houses construction to the common man at reasonable terms linking shelter with small savings and deferred payment system. The Committee feel that if Government intend to utilise the Private Sector in the field of house construction for the common man they will have to influence the direction of investment by Private Sector in the field of housing by making it attractive or them to invest in low cost housing.

The Committee recommend that the Government should encourage people to construct their own houses by making land available to them at reasonable cost, by providing easy credit facilities through the medium of financial institutions like banks and L.I.C. and by making available building material in time at reasonable price and sufficient quantity.

Reply of Government

The views of the Committee have been noted. A number of concessions are already available in the Income Tax Law for encouraging investments in housing by the private sector. The Taxation Laws (Amendment) Bill, 1973 provides for further concessions in this regard by way of exemption of income tax on interest, within a specified limits, on deposits with any authority constituted in India by or under any law enacted either for the purposes of dealing with and satisfying the needs for housing accommodation or for the purposes of planning, development or improvement of cities, towns and villages or for both. The investments by private sector on mass housing will be guided by profit motive. It is obvious that the rate of profit on investments in industries is much higher than in housing. Construction of houses for the common man has, therefore, to be taken up either by the Government and their designated agencies or by the individuals themselves. This policy is already being followed in the country subject to availability of resources. People in the lower income groups are being encouraged to build houses in all possible ways, for example, by making them land available at reasonable price and by granting them loans at cheap rate of interest through various social housing schemes. The Life Insurance Corporation of India are already contributing their mite towards the solution of housing problem both by way of granting loans to State Governments and Housing Cooperative etc. and through their own housing schemes. The Commercial Banks have, however, not come in the field of housing in a big way. Some beginning in this direction has, however, been made where savings have been linked directly with housing. Tamil Nadu Housing Board have introduced a scheme known as "Houses for all through daily savings" with the help of the Syndicate Bank. The Gujarat Housing Board have also introduced a similar scheme known as "Save a rupee per day and own your house" with the help of some nationalised Banks. The role of banks in the field of housing is, however, under the consideration of the Ministry of Finance on the basis of the Report of the Banking Commission.

As regards making available building materials to individuals in time and at reasonable price and in sufficient quantity, it may be stated that some controls on public distribution of steel and cement are already in operation and small consumers are being allowed some facilities in this regard. In view of the overall shortage of these essential building materials, for the present, it would be difficult to evolve any effective system of making these commodities

available to house builders. Efforts are also being made by Government to increase production of building materials through Five Year Plans and encourage the use of substitute building material so as to reduce the pressure requirements of steel and cement.

[Ministry of Works and Housing O.M. No. 15(7)/73-H.II, dated the 30th October, 1973].

Recommendation (Serial No. 7) Para 2.12 .

It has been stated before the Committee by knowledgeable sources that for the solution of housing problem the possibility of drawing black-money for housing programme might be explored by the Government and for this purpose Government may permit investments in Housing Bonds which are specifically earmarked for low cost housing. The Committee are aware that the question of black-money is a complex one and is fraught with serious implications. In view of the urgency of the problem of finding funds for the housing programme in the country, the Committee would like Government to go into the matter in all its aspects.

Reply of Government

This problem was examined in detail by the Direct Taxes Enquiry Committee popularly known as Wanchoo Committee. The Committee were of the view that sponsoring official schemes for canalising black money into specified fields, including housing, would not be desirable since that would amount to allow tax evaders to assume the role of benefactors in public eyes. The Ministry of Finance, who are concerned with this question, are in agreement with the views of the Committee.

[Ministry of Works and Housing O.M. No. 15(7)/73-H.II, dated the 30th October, 1973].

Recommendation (Serial No. 13) Para 2.39

The Committee are constrained to learn that the investment of Employees' Provident Fund money in the bonds floated by Housing Boards has decreased to Rs. 1,11,12,000 upto December, 1970 as compared to Rs. 3,78,80,000 in 1969-70. The Committee have not been furnished the information for 1971-72. If the above is an indication of the trend, the Committee would like Government urgently to review the position so as to persuade the authorities concerned with the Employees' Provident Fund to step up their investments in purchase of bonds issued by the Housing Boards, particularly in respect of schemes which would be providing housing for working class. The Committee would like to be informed of the action taken in the matter.

Reply of Government

The total investment of Employees' Provident Fund in the bonds/debentures floated by various State Housing Boards during the last 4 years was as under:—

	Rs.
1969-70	3,78,80,000
1970-71	2,02,12,000
1971-72	1,34,40,900
1972-73	2,39,75,900

The investment of Employees' Provident Fund is made strictly in accordance with the pattern of investment prescribed by the Government of India from time to time. The combined quota fixed for investment in the category of State Government and Government guaranteed securities for the last four years was:—

1969-70	50%
1970-71	30%
1971-72	25%
1972-73	25%

Under the above category, provident fund moneys are required to be invested in State Government securities and bonds/debentures issued by the various Public Sector Undertaking viz. State Cooperative Land Mortgage/Development Banks, State Electricity Board Bonds, State Financial Corporations, State Improvement Trusts, State Industrial Investment/Development Corporations, State Road Transport Corporations, State Municipal Corporation Loans, etc., and not exclusively in State Housing Board Bonds. The only guide line in selecting the securities in this category is that the return should not be less than 6 per cent.

Further, the Employees' Provident Fund Organisation entertains all requests for investment in new floatations of all public undertakings without any discrimination subject to the availability of the surplus investible funds. Hence the Employees' Provident Fund Organisation would find it difficult to ensure a fixed amount of investment in any specific security under this category. The Ministry

of Labour and Rehabilitation, who are concerned with the investment of Employees' Provident Fund, have been consulted.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 14, Para 244)

The Committee note that the World Bank have shown interests in recent months in financing housing projects and that one of the Appraisal Team of the World Bank has visited Calcutta in that connection. The Committee have no doubt that Government would follow up the matter with the World Bank authorities so as to secure the necessary financial assistance at the earliest. This could well serve as a model for securing similar assistance for projects to relieve the acute housing shortage in other metropolitan cities.

Reply of Government

The views of the Committee have been noted.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Further information called for by the Committee

Has any follow-up action been taken with the World Bank authorities to obtain financial assistance for financing housing projects in Calcutta. If so, what is the present position?

[Lok Sabha Sectt. O.M. No. 5|23|1|EC II|73, dated 3rd January, 1974].

Further reply of Government

Some informal discussions had taken place some time back between Housing and Urban Development Corporation and the bank staff about the possibility of World Bank group financing housing projects and the Bank staff have been given an indication of our need in this sector. The World Bank has not directly financed housing projects anywhere so far. It has given only assistance for urban water supply and sewerage projects. The possibility of seeking World Bank assistance in this direction is being kept in view by the Ministry of Finance, Department of Economic Affairs, taking into account the likely overall availability of assistance from the World Bank group to India and the Country's requirements of external assistance for meeting the foreign exchange needs of the Fifth Five Year programmes.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 16th January, 1974].

Recommendation (Serial No. 21, Para 2.64)

The Committee note that Housing & Urban Development Corporation have decided to go in for construction of houses in Calcutta. The Committee would like to point out that National Buildings Construction Corporation is already charged with the responsibility of undertaking the construction. The Committee would like Government to review matter at the highest level to avoid any duplication of effort in the field.

Reply of Government

In the case of houses that are being constructed in Calcutta, duplication of effort does not exist, because National Buildings Construction Corporation has been entrusted with the actual construction. Housing & Urban Development Corporation is managing and financing the scheme and consequently has not taken on any functions that National Buildings Construction Corporation normally undertakes.

[Ministry of Works and Housing O.M. No. 15(7) |73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 26, Para 3.19)

The Committee are surprised to note that some States have not yet submitted any project under the Scheme so far. As 100 per cent financial assistance for acquiring and development of land is being provided by the Central Government, the Committee fail to understand the reasons for reluctance on the part of the State Governments in submitting the Scheme. The Committee would like the Government of India to impress upon the State Governments who have not yet submitted any scheme so far about the urgent need for doing so expeditiously. The Committee note that the necessary legislation and other administrative measures for the Scheme are to be taken by the State Governments. The Committee hope that State Governments would take expeditious action for acquisition and development of land involved in the scheme.

Reply of Government

Two more States viz. Andhra Pradesh and Madhya Pradesh have since also forwarded project proposals to this Ministry. Due to constraint on resources and spill over commitment of last year to the extent of about 12 crores, the proposals received from some States

will be considered for approval during 1973-74. The State Governments have been advised to take suitable steps for speedy and expeditious implementation of the approved projects. It has also been impressed upon all the State Governments to carry out a realistic survey to assess the problem of landless and house-siteless families. It has also been urged upon them to pursue the programme of providing house sites to landless workers in rural areas effectively consistent with the resources position of the country.

[Ministry of Works and Housing O.M. No. 15(7) 73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 33. Para 3.53)

The Committee note that the various Public Undertakings have been constructing Townships for their employees and at present about 53 per cent of the employees working in the Public Undertakings have been provided houses. In this connection, the Committee would like to point out that the Committee on Public Undertakings of the Third Lok Sabha in their Eighth Report on "Townships and factory buildings of Public Undertakings" had made a number of recommendations in respect of construction of houses and Townships by the Public Undertakings viz., need to observe the utmost economy in expenditure, to avoid the construction of bungalows etc., and to maintain continuous consultation with the National Buildings Organisation etc., and the Central Building Research Institute regarding construction of houses for their employees. The Committee had also emphasised the need for availing of the assistance under the subsidised Housing Schemes by the Public Undertakings. The Committee hope that all these recommendations would be kept in mind by the various Public Enterprises while constructing houses and Townships for their employees.

Reply of Government

All the State Governments and the Ministries/Departments of the Govt. of India etc. have been requested to bring the observations of the Committee to the notice of the Public enterprises under them for necessary action.

It may, however, be stated that financial assistance under the Integrated Subsidised Housing Scheme for Industrial Workers etc. can be availed of by the Statutory Bodies, Corporations or Companies owned in part or in full by the Central or State Govts. only,

if they are liable to pay income tax in respect of their earnings or a part thereof and not otherwise.

[Ministry of Works and Housing O.M. No. 15 (7) 73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 35) Para 4.18

The Committee note that the Government of Gujarat have taken some steps to evolve new designs of low cost housing at a cost of Rs. 3,500/- and even less and for this purpose the Government of Gujarat organised a workshop on low-cost housing and some designs are already under their consideration. The Government of Kerala have also taken up construction of houses at a cost of Rs. 2,000/- each on the plots of land allotted to the landless labourers under the scheme of Provision of Sites to Landless Workers. The Committee feel that these efforts are steps in the right direction and the Government of India should take effective measures to popularise these schemes in the remaining States also.

Reply of Government

The views of the Committee have been noted. The National Buildings Organisation is constantly engaged in the evolution of low cost housing designs after taking into account all the relevant factors and the designs evolved by different agencies. Such designs are widely circulated by that Organisation for adoption by the State Governments etc. and to popularise them in the country.

[Ministry of Works and Housing O.M. No. 15 (7) 73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 38) Para 4.32

The Committee are not convinced that merely because the Housing Ministers have been meeting every year or alternate year, the National Buildings Council which is the Governing Body for the National Buildings Organisation should not have met. The Committee feel that the responsibilities in this behalf cannot be left solely to a Standing Committee which consists mostly of officials. The Committee feel that if the National Buildings Organisation is to function in a realistic manner to tackle the problems which are experienced in the field by States, it is of the utmost importance that its functioning should be reviewed at least once a year by the Governing Council, comprising of representatives of States so that its achievements can be critically examined with reference to the extension work done in the field and the future programme suitably modified to pay greater attention to problems faced in the field.

Reply of Government

The recommendation has been carefully considered.

In view of the following considerations, it does not appear necessary to revive the National Building Council:—

- (1) There is a Standing Committee of the National Buildings Organisation, whose function is to supervise and review the activities of the National Buildings Organisation with the concerned Member of the Planning Commission as Chairman.
- (2) All the Chief Engineers of the State Public Works Departments are members of the Standing Committee. In 1959 the Composition of the Standing Committee was reviewed and enlarged.
- (3) After considering the Report of the Standing Committee of the National Buildings Organisation on reorganisation of work and set up of the National Buildings Organisation, an Executive Committee of National Buildings Organisation with the following composition has been constituted to review and guide the work of the National Buildings Organisation on day to day basis and ensure that the recommendations made by the Standing Committee are implemented in the most effective manner:—

Chairman

1. Member, Planning Commission (Housing)

Vice-Chairman

2. Joint Secretary (Housing), Ministry of Works & Housing

Members

3. Managing Director, Housing and Urban Development Corporation
4. Engineer-in-Chief, Central P.W.D.
5. Engineer-in-Chief, Military Engineering Service
6. Director, Central Building Research Institute
7. Director, Structural Engineering Research Centre
8. President, Indian Institute of Architects, Northern Chapter.
9. President, Builders' Association, Delhi.
10. Chairman, Building and Housing, N.C.S.T.

11. Dy. Director General, D.G.T.D. (Chemical and Minerals Industries)

Member-Secretary

12. Director, National Buildings Organisation

(4) Also an Advisory Council of National Buildings Organisation has been formed with the following composition:—

<i>President</i>	<i>No.</i>
Minister for Works & Housing	1
 <i>Members</i>	
Minister of State for Works & Housing	1
Member, Planning Commission (Housing)	1
Secretary, Ministry of Works & Housing	1
Managing Director, Housing & Urban Development Corporation	1
Joint Secretary (Housing) Ministry of Works and Housing	1
Joint Secretary (Finance) attached to the Ministry of Works & Housing	1
Engineer-in-Chief, Central P. W. D.	1
Engineer-in-Chief, Military Engineering Service	1
Member (Engineering), Railway Board	1
Chief Engineers of State Public Works Departments (by rotation)	4
President, Institution of Engineers (India)	1
Advisor (Construction), Bureau of Public Enterprises, Ministry of Finance	1
Indian Institute of Technology and Technical Universities (By rotation)	1
Building Contractors from North, East, West and Southern Regions (by rotation)	2
President, Indian Institute of Architects	1
Chief Architect, CPWD/MES/Railways (by rotation)	1
Practising Architects, Delhi/Bombay/Calcutta and Madras regions (by rotation)	2
President, Building Materials Manufacturers Association (by rotation)	2
Central Statistical Organisation	1
Chief Executive Officer, N. S. S. O.	1
Research Institutes on the field of Economics and Sociology (by rotation)	1

<i>Members</i>	<i>No.</i>
Chairman, State Housing Boards (by rotation)	1
Director, Central Building Research Institute	1
Director, Structural Engineering Research Centre	1
Director-General, Indian Standards Institution	1
Director-General, Technical Development	1
Development Commissioner, Small Scale Industries	1
Advisor (Construction) Planning Commission	1
Director, State Public Works Department, Research Laboratories and Other Research Laboratories (by rotation)	1
Director General, Council of Scientific and Industrial Research, nominee (Scientist- Coordinator Extension and Industrial Liaison (CSIR)	1
Head of INSDOC	1
<i>Member-Secretary</i>	
Director, National Buildings Organisation	1

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the
30th October, 1973].

Recommendation (Serial No. 40) Para 4.39

4.39. The Committee note that experimental housing schemes have been introduced by the Government of India to undertake field trials of new ideas arising out of research work in the field of construction of houses and to observe under actual living conditions, the behaviour of structure so constructed and under the scheme 21 construction projects have been sanctioned and 12 projects have been completed. The Committee further note that it has been claimed by Government that considerable economy in construction could be achieved by adoption of these new materials and techniques on a large scale. The Committee feel that in view of the urgent need for reduction in the cost houses and economy in the use of scarce building materials, utmost importance should be given to popularise the results of such new materials and techniques of construction. The Committee recommend that after these techniques are found useful by the Assessment Committee, follow up action should be taken by the National Buildings Organisation to convey them to the mass construction agencies like C.P.W.D., State Housing Boards, M.E.S. etc., and impress upon them the desirability of adopting these techniques on a wide scale.

Reply of Government

Attention is invited to the reply of Government against Recommendation No. 34 (Para 4.17).

2. It may further be stated that National Buildings Organisation has been continuously engaged in dissemination of information about the use of new building materials and techniques from time to time through conferences, seminars, papers and the actual trying out in construction under their experimental projects. The new techniques and materials already tried out in experimental projects and results of these projects have been circulated to all the concerned departments for adopting the same.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 41) Para 4.40

4.40. The Committee need hardly point out that whole purpose underlying the concept of demonstration houses is that these should act as an incentive to others to emulate their style and mode of construction. The efficacy of the demonstration houses is to be judged with reference to this parameter. The Committee would like a review at the highest level about the impact which has been made so far by demonstration houses in order to locate the deficiencies from which it has been suffering so that remedial measures can be taken in the light thereof to improve the design, the mode of construction and the location of these demonstration houses so as to have the maximum impact.

Reply of Government

Demonstration houses in various parts of the country were designed and constructed by the Rural Housing Wings after taking into consideration socio-economic conditions, customs, local climate and building materials.

2. Efforts have been made to convince the villagers for adoption of the design of these houses and building materials used in their construction. It has been noticed that response of the villagers has not been very encouraging, as construction of entirely new houses in the villages is not very common. However, wherever new houses are constructed or extensions are made, many villagers have approached the Wings for technical guidance for adopting improved materials and techniques used in the demonstration houses.

3. A proposal for construction of 250 Demonstration Houses, involving an outlay of Rs. 1.25 crores, @ Rs. 2000 per house per year by each of the 5 Rural Housing Wings, has been placed before the Planning Commission for implementation during the Fifth Five Year Plan.

[Ministry of Works and Housing O.M. No. 15 (7) |73-H II, dated the 30th October, 1973].

Further information called for by the Committee

Has any study been made to find out the reasons for these demonstration houses not being popular. Have any subsequent improvements been made in the design of these houses?

(Lok Sabha Sectt. O.M. No. 5/23/1/ECII|73 dated 3rd January, 1974).

Further Reply of Government

The Rural Housing Wings are continuously evolving the new designs to suit the socio-economic requirements of the rural population. Improved design of the houses for landless agricultural labour designed by NBO and adopted by the wings to the local climatic and building material requirements has proved to be very popular. 55,000 houses of such design have been built in Andhra Pradesh. The houses constructed in Kerala are also based on the design evolved by NBO. In the Fifth Five Year Plan, it is proposed to build approximately 900 demonstration houses each costing about Rs. 2,000/-, in clusters in selected areas in the country under the technical supervision of the Rural Housing Wings. These demonstration houses would be of improved design taking into account the consumer reaction studies conducted by the wings of the rural households.

[Ministry of Works and Housing O.M. No. 15 (7) |73-H II, dated the 16th January, 1974].

Recommendation (Serial No. 47) Para 5.16

5.16. The Committee note that there has been a considerable increase in the cost of building material in the country and in respect of all building materials, the index of prices has increased by 88.4 per cent. The Committee have reason to believe that in actual practice, the common man has to pay even much more in the market to purchase these items because any delay in the supply of these materials disrupts his construction programme thus resulting in avoidable increase in cost of construction. The Committee are of the view that supply of building material at cheap and reasonable prices is an essential requisite if the individuals are to be encouraged to construct their

own houses. The Committee note that the steps taken so far have not succeeded in keeping the prices of these materials under check. While the Committee agree that the rise in the price of these materials may be, to some extent, due to the general price rise in the economy, the Committee feel that the shortage of building material has also contributed to a great extent to this rise in prices. The Committee would, therefore, urge Government to take more concrete steps to keep the price of building materials within reach of the common man and the position should be reviewed every year to see what particular steps can be taken to check the prices.

Reply of Government

There is already a system of controls on the prices and public distribution of Cement and Steel which are the two most important building materials. The observation of the Committee have been noted for appropriate action in consultation with the Ministries of Industrial Development and Steel and Mines who are concerned with the production of these two commodities.

[Ministry of Works and Housing O.M. No. 15 (7) |73-H II, dated the 30th October, 1973].

Recommendation (Serial No. 57, Para 6.20)

6.20. The Committee are surprised to learn that even in a city like Delhi which is the capital of the country and seat of the Central Government, such coordination has been lacking with the result that in many cases simultaneous action to provide facilities of provision of water, electricity, drainage, transport, medical facilities, education, etc. has not been taken. The Committee recommend that immediate action to remedy the situation should be taken. In this connection, the suggestion made by the representative of the Delhi Development Authority that the Lt. Governor of Delhi may be made head of these organisations and should enjoy all the powers of the Central Government so as to bring about necessary coordination, merits serious consideration by Government.

Reply of Government

The recommendation has been noted and the Ministry of Home Affairs have been requested to take necessary action.

Further to the reply already given, the Ministry of Home Affairs have since stated that subjects like electricity, water and sewage disposal are at present being dealt with by the statutory bodies under

the Delhi Municipal Corporation. The powers of the Central Government under the Delhi Municipal Corporation Act, 1957 are already being exercised by the Lt. Governor. In respect of Transport, the Lt. Governor is the Chairman of the Delhi Transport Corporation. Similarly, the Lt. Governor is also the Chairman of the Delhi Development Authority. After the constitution of the Corporation for Delhi Electricity Supply Undertaking and Delhi Water & Sewage Undertaking, it has been decided that several powers of the Central Government will be delegated to the Lt. Governor. Subjects like medical, education, etc. are transferred subjects, but the Lt. Governor generally presides over the meetings of the Executive Council and he can also disagree with the Councillors and make a reference to the Government of India. His advice and guidance is always available to the Councillors and the Officers of the Delhi Administration. Thus, in actual fact, the Lt. Governor of Delhi has been vested with considerable powers to coordinate the activities of the important organisations in Delhi.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 3rd January, 1974].

Further information called for by the Committee

Has any final decision been taken by Government on the suggestion that the Lt. Governor of Delhi may be made head of all organisations connected with provision of water, electricity, drainage, transport, medical facilities, education, etc. in Delhi and enjoy all the powers of the Central Government so as to bring about necessary coordination?

(Lok Sabha Sectt. O.M. No. 5|23|1|ECII|73, dated the 3rd January, 1974).

Further Reply of Government

As already stated, the Lt. Governor has been delegated the powers of the Central Government under Article 239 of the Constitution in respect of certain matters.

2. It may also be mentioned that in order to have effective coordination of the programmes of the different authorities in Delhi, the Lt. Governor has constituted a Co-ordination Committee with himself as Chairman, with the Chief Executive Councillor and other Councillors being present and the representatives of the Delhi Administration, D.D.A., Municipal Corporation of Delhi and N.D.M.C. also serving on the Committee. The concerned officers of the Departments

dealing with the subjects which come up for discussion are also invited to attend these meetings. The Coordination Committee has not four times so far. Various problems as detailed below come up for discussion in the Coordination Committee:—

1. Problems relating to land use planning in the Union Territory as per the Master Plan and the Zonal Plans.
2. Acquisition of land for plan projects.
3. Problems of squatting on public land and the removal of squatters.
4. Providing of services in newly developed colonies by the M.C.D./N.D.M.C.
5. Disputes over properties and money among the agencies.
6. Co-ordination and integration of inter-related developmental activities carried out by various agencies.
7. Problems relating to release of funds, issue of administrative approval and sanctions by the Central Government.
8. Miscellaneous problems like stay order in court cases, problems in Police, Home Guard and Civil Defence Departments etc.

The Committee reviews the action taken on the decisions of the previous meetings and tries to follow up these decisions. These meetings have helped to ensure co-ordinated action to the extent possible and also in removing bottlenecks in the implementation of vital programmes. With the Coordination Committee meeting more frequently, it should be possible to improve the existing situation.

3. In order to ensure that future programmes of the different authorities are coordinated, Government have already requested the Lt. Governor to prepare the Five Year Plan for the Delhi Administration on an integrated basis, taking into account the requirements of the different authorities like the D.D.A., Water Supply and Sewage Disposal Undertaking, DESU etc. When the planning process is integrated, it is expected that there would be less of inter-authority problems and that the Coordinating Committee should be able to deal with the problems effectively. The situation will continue to be reviewed.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 16th January, 1974]

Asked about the comment on a news-item regarding the setting up of a high level Board for Delhi development, the Ministry of Home Affairs have stated as follows:—

“The idea of setting up of an apex Planning Body at the State level was conveyed in the circular letter dated May 3, 1972 of the Planning Commission to all the State Governments. This was followed by another circular dated 16th May, 1973. The circular mentions as follows:

“There should be an apex body at the State level with the Chief Minister, the Finance Minister, the Planning Minister and Technical Experts representing various departments and disciplines.”

When the proposal for setting up of this Board was being considered by the Delhi Administration, a question arose as to whether the Board should be under the chairmanship of Lt. Governor or the Chief Executive Councillor. This Ministry when approached by the Delhi Administration in the matter, advised that in view of the fact that in other States the Chief Ministers are usually the Heads of the Planning Boards, the Chief Executive Councillor, Delhi, also may be nominated as the Head of the Planning Board for Delhi and the other Members of the Executive Council should be the ex-officio Members of the Planning Board. However, the special position of the Lt. Governor as Administrator is also recognised. Certain subjects in the reserved field may also be involved in the developmental programmes of Delhi and for those subjects the Lt. Governor has to take the initiative. The Planning Board should, therefore, send the agenda and notes circulated for discussions and the minutes of the meetings of the State Planning Board to the Lt. Governor so that he is continuously kept informed of the deliberations of the Board. Special meetings of the Planning Board can also be called by the Lt. Governor. The constitution of the Board is still under consideration of the Delhi Administration.

The news item is not based on correct appreciation of facts and does not convey the correct picture. The Planning Board mentioned above will deal mainly with the execution of development schemes in the Union Territory of Delhi. The Delhi Administration have also set up a Coordination Committee under the Chairmanship of the Lt. Governor to review inter-departmental problems relating to

execution of various schemes and all other matters of vital public importance. The constitution of the Committee is as follows:—

1. Lt. Governor—*Chairman*.
2. Chief Secretary—*Member*.
3. Vice-Chairman, DDA—*Member*.
4. Commissioner, MCD—*Member*.
5. President, NDMC—*Member*.
6. Secretary (Planning)—*Secretary of the Committee*.

They have further intimated that:

“The Coordination Committee under the Chairmanship of the Lt. Governor was constituted on April 17|18, 1973. The Committee was constituted with a view to reviewing inter-departmental problems relating to matters of vital public importance, taking necessary measures to remove bottlenecks in the implementation of vital programmes and ensuring an effective coordination among the various authorities.”

The Committee have been further informed that by a notification issued on 5th April, 1974, the Lt. Governor of Delhi has constituted a Planning Board of 13 members under the Chairmanship of the Chief Executive Councillor of Delhi. The main functions of the Planning Board will be:—

- (i) To assess the level of development in important sectors in the Union Territory of Delhi.
- (ii) To prepare shelves of projects for development under various sectors and to recommend inter-se priorities.
- (iii) To formulate a long term perspective plan. Five Year Plan and Annual Plan for the most effective, co-ordinated and integrated development of the Union Territory of Delhi.
- (iv) To review the progress in the implementation of various schemes, to ascertain the factors which have been tending to retard economic development of the Territory and to determine the conditions to be created for successful execution of the plan by, *inter-alia*, identifying the areas of the coordination between the various Departments|Agencies and to advise as to how best such coordination for a proper implementation of the plan programme can be brought about.
- (v) To advise on such other matters connected with economic development as may be referred to it by the Administration.

(Ministry of Home Affairs D.O. No. O-16012/4/74-Delhi dated 5-3-1974 and 20-4-1974).

CHAPTER IV

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

Recommendation (Serial No. 4) Paras 1.30 to 1.33

1.30. The Committee note that even after 25 years of independence and the implementation of several Five Year Plans, the national policy on housing has not been spelt out by Government so far. It is only now that a Steering Group of the Planning Commission has been asked to go into the question of spelling out national policy on housing. This is indicative of the fact that Government have not given all these years concerted attention to the important problem of housing.

1.31. The Committee understand that in several countries (both developed and developing) enactments on housing exist. These housing laws lay down at some length the programme for providing minimum shelter, the criteria and guidelines for extending financial assistance and the agencies for execution of the projects.

1.32. The Committee understand that it has not been possible to enact any housing law for the country so far as housing does not find a specific place in any of the three Lists in the Seventh Schedule of the Constitution and as admitted by the representative of the Ministry of Works and Housing in his evidence before the Committee, the position in this behalf is still "hazy". The Committee, however, understand that the Ministry of Works and Housing would like to propose that housing should be included in the Concurrent List in the Seventh Schedule of the Constitution.

1.33. The Committee recommend that Government should formulate the National Housing Policy before the end of the year so as to provide clear and firm guidelines for the housing programme in the fifth Plan and onwards.

Reply of Government

The housing problem in a vast country like India with constraint on resources is a complex one. Government have nevertheless been

giving attention to the social housing content of the problem and have in the past left the main thrust for fulfilment of this need to the private sector.

The question of evolution of a national housing policy is under action by the Planning Commission and it is expected that the policy will be spelt out as part of the Fifth Five Year Plan on Housing, keeping in view the overall resources available and the commitment involved. The further question of enactment of any housing law for the country would be considered only after the national policy has been spelt out and accepted by the Government.

[Ministry of Works and Housing O.M. No. 15(7)|73-H.H.,
dated the 30th October, 1973.]

Further information called for by the Committee

Has the national housing policy since been spelt out? If so, please give details.

[Lok Sabha Sectt. O.M. No. 5|23|1|ECII|73, dated 3rd January,
1974.]

Further reply of Government

Explaining the constraints the Draft Fifth Plan document states as under:—

“It is extremely difficult for any developing country, even with the highest ideals of social welfare, to implement an ambitious programme of housing which is un-related to the economic level and the saving capacity of the people and to the totality of the available resources. Consequently, the Fifth Plan addresses itself to the following limited objectives in the housing sector:—

- (i) preservation and improvement of the existing housing stock;
- (ii) provision of house sites to 4 million landless labourers as a part of the Minimum Needs programme;
- (iii) continuance of the existing schemes to provide subsidised houses to certain weaker sections of the community;
- (iv) extension of support to institutional agencies such as Housing & Urban Development Corporation and Hous-

ing Boards under the State Governments to enable them to provide assistance to schemes for the benefit of low income and middle income groups; and

- (v) intensification of research in and development of cheap building materials.”

2. The policy contained in the Fifth Plan document lays down the limited objectives to be achieved on a short term basis. The question of drawing up a National Housing Policy on long term basis *necessarily implies* long term financial commitments and hence the task is complex keeping in view the serious constraint on resources.

[Ministry of Works and Housing O.M. No. 15(7)|73-HII dated the 16th January, 1974.]

Comments of the Committee

Please see comments under Chapter I.

Recommendation (S. No. 5) Para 1.34

1.34. The Committee have no doubt that in the light of the policy, Government would also take action to bring forward the necessary legislation on housing so as to make clear the role and functions of Central and State Governments and various other financial and executing agencies.

Reply of Government

The views of the Government have been indicated in reply to the recommendation No. 4 (in Appendix IV).

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973].

Further Information Called for by the Committee

What action has been taken to bring forward the necessary legislation on housing so as to make clear the role and functions of Central and State Governments and various other financial and executing agencies?

[Lok Sabha Sectt. O.M. No. 5|23|1|ECII|73, dated 3rd January, 1974]

Further Reply of Government

At present, housing is not included in any of the Three Lists in the Seventh Schedule to the Constitution of India. It has been held that housing is a State subject and as such only the State Governments are competent to legislate on matters relating to housing. The Conference of Housing Ministers held at Srinagar in July, 1973 considered the question of amending the Constitution so as to include housing in the Concurrent List to enable both the Central and State Government to legislate on matters relating to housing. The Conference were, however, of the opinion that at this stage, it is not necessary to amend the Constitution so as to include housing as a specific subject in the Concurrent List. The question of legislation by the Central Government to define the role and functions of Central and State Governments etc., would depend on the housing policy which will have to be translated into action. At present, all executive action in the field of housing rests with the State Governments. The Central Government perform the role of an adviser and a catalytic agent only. In view of this, it is felt that at present, it is not expedient to bring forward any legislation on housing defining the role and functions of Central and State Government etc. What is required is to give an impetus to the Housing programmes which are being executed by the State Government.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 16th January, 1974]

Comments of the Committee

Please see comments under Chapter I

Recommendation (S. No. 54) Para 6.16

6.16. The Committee have been particularly concerned with the problem of housing of families belonging to lower income group and weaker sections of society in these metropolitan and urban areas. According to some experts, the discontent which has been prevailing in the eastern sector, particularly in Calcutta, is due not a little to the existence of slums and bustees which deny even the minimum basic amenities and facilities to human beings living there. The Committee would, therefore, impress upon Government to pay special attention to the problem of having a crash programme to tackle the problem of providing satisfactory accommodation to families in lower income groups and the weaker sections of society with facilities like drinking water, drainage, easy transport, electricity etc.

It is of the utmost importance that planning in this behalf should be done most carefully so that the scheme commands ready acceptance by all concerned and achieve the purpose of removing slums. The Committee feel that it should be possible for Government to draw up guidelines and help in preparation of detailed plans for meeting squarely this challenging problem.

Reply of Government

State Governments/Union Territory Administrations have already been advised to take suitable action.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Further Information called for by the Committee

What specific action has been taken on the recommendation of the Committee regarding having a crash programme for housing for families in lower income groups and weaker sections of society?

[Lok Sabha Sectt. O.M. No. 5.23.1.ECII.73, dated 3rd January, 1974].

Further Reply of Government

Housing is in the State Sector. Formulation and execution of all housing programmes/projects rests with the State Governments. Funds for all housing programmes with the exception of Subsidised Housing Scheme for Plantation Workers are to be provided in the State Sector. The Scheme relating to provision of house-sites for landless workers in the rural areas which was introduced in October, 1971 as a Central Sector programme is proposed to be transferred to the State Sector during the Fifth Five Year Plan.

The recommendations of the Committee have been sent to the State Governments for necessary action and it is expected that they would formulate necessary programmes for lower income groups and economically weaker sections within the available resources of the respective State Governments.

In view of the position explained above, it is not possible for the Central Government to issue any directive to the State Governments in the matter. However, on every available opportunity, in

meetings and Conferences the State Governments are urged to provide adequate funds for implementation of the social housing schemes which are intended for the benefit of the lower income groups and economically weaker section of society.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 16th January, 1974].

Comments of the Committee

Please see comments under Chapter I.

CHAPTER V

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

Recommendation (S. No. 12) Paras 2.34 and 2.35

2.34. The Committee note that banks are at present not making any significant contribution in financing of housing programmes in the country and the main reason for this is the absence of refinancing and guarantee facilities for the loans sanctioned for housing. The Committee further, note that the Banking Commission which had gone into the question of housing finance by banks in their Report submitted in 1972 have recommended in respect of urban cooperative banks that lending for long-term purposes such as house construction should be allowed subject to a ceiling that may be specified by the Reserve Bank of India and that an apex financing institution to attract savings linked to the provision for construction or purchase of house be set up. The Commission has further recommended that either the Housing and Urban Development Corporation should play the role of this apex housing organisation in which case it should shed its non-financial functions or alternatively an apex institution should be sponsored by the Reserve Bank. The Commission has further recommended that Commercial banks may give short and medium-term credit to the builders in order to enable them to undertake mass housing construction programme and to the extent administrative and personnel resources permit, commercial banks may also give credit to individuals desiring to own or construct houses.

2.35. The Committee note that the recommendations of the Banking Commission which were given in 1972 are still under the consideration of Government in consultation with the Reserve Bank of India. The Committee cannot but strongly stress the need for an early decision in the matter so that loans are available to working persons as in other countries to finance purchase/construction of a house during his working career rather than invest his life long savings to construct a house near about the time of his retirement. The Committee feel that in creating a suitable agency for making available

for finances, it should be ensured that these become available to persons who are not covered by other schemes. The Committee feel that cooperative banks and other nationalised banks, who have now opened branches in most industrial and agricultural areas could play a significant role in meeting the genuine requirements of working persons who are desirous of constructing a house and pay for it in easy instalments.

Reply of Government

The role of Banks in the field of housing is under the consideration of the Ministry of Finance on the basis of the recommendations contained in the Report of the Banking Commission. The view expressed by the Committee in this behalf will also be taken into account while taking decision.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Further Information called for by the Committee

Has any decision been taken to determine the role of banks in the field of housing on the basis of the recommendations contained in the Report of the Banking Commission? If so, please give details.

[Lok Sabha Sectt. O.M. No. 5.23.1.ECII.73, dated 3rd January, 1974].

Further Reply of Government

The recommendations of the Banking Commission and of the Estimates Committee in this regard are being considered by the Ministry of Finance, Department of Banking. No final decision in the matter has so far been taken.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 16th January, 1974].

Comments of the Committee

Final decision taken in the matter may be intimated to the Committee.

Recommendation (Serial No. 22) Para 3.8

3.8. The Committee note that availability of land for house construction is the first pre-requisite for any housing programme and that due to the exorbitant rise in price of land particularly in urban

areas and metropolitan cities, it is not possible for a common man to purchase land to construct a house. Although the question of evolving an urban land policy is receiving the attention of Government, the Committee regret that no specific policy has been laid down so far. The Committee would urge Government to lay down early land policy which should be directed towards making land of suitable size available to the common man at a reasonable price.

Reply of Government

National Housing and Urban Development Policy of which the urban land policy forms a part, is being considered by the Planning Commission and is expected to be reflected in the Fifth Plan proposals to the extent the available resources would permit its implementation. The Government's policy is mainly directed towards making land available in suitable sizes of plots to the common man at a reasonable price. The scheme known as The Land Acquisition and Development Scheme was introduced by this Ministry in the year 1959 which *inter-alia*, provides for large scale acquisition and development of land for making plots available to the lower income groups at reasonable price for building houses. This scheme is being implemented by the various State Governments. Amendment of the Land Acquisition Act including the fixation of the amount (compensation) payable for the acquired land in the light of the 25th Amendment of the Constitution is also under the consideration of the Ministry of Agriculture.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Further Information called for by the Committee

Has any final decision been taken in the matter of laying down an urban land policy? If so, please give details.

[Lok Sabha Sectt. O.M. No. 5.23.1.ECII.73, dated 3rd January, 1974].

Further reply of Government

The draft Fifth Five Year Plan states as under:—

“In view of the serious problem for urban planning and development posed by the continuous and excessive rise in urban land values in and around urban centres, the formulation of an urban land policy assumes a certain urgency. In the context of the present socio-

economic situation, such a policy should have the following broad objectives:—

- (a) To promote the optimum use of land;
- (b) To make land available for purposes consistent with economic growth and social policy to different sections of the community and in particular to the weaker sections;
- (c) To reduce and if possible prevent concentration of land ownership, rising land values speculation etc.;
- (d) To allow land to be used, as a resource for financing urban development.

Bearing in mind the various categories of urban land, the tools and policy instruments available for the implementation of these objectives could be broadly categorised as below:—

- (i) Legal and regulatory measures
- (ii) Fiscal measures
- (iii) Development measures.

Under the legal and regulatory category, there could be several measures—essentially restrictive in their scope—which would directly or indirectly aim at checking undue rise and speculation in urban land values. Some of these would be land use control, restrictions on plot sizes, restrictions on transfers of land, conversion of free-hold tenures into leasehold tenures by special legislation, and pre-emptive acquisitions. The fiscal measures could consist of various forms of taxes and levies such as:—

- (a) Differential taxes on urban land depending on various uses. Since the nature and size of land influences speculation, higher taxes could be imposed on vacant lands to discourage hoarding. Similarly, higher taxes on land under non-conforming uses could be imposed to promote redevelopment of such lands for better and more intensive purposes.
- (b) Taxes for mopping up unearned increments in the value of land.
 - (i) a recurring tax on the capital value of land and property;
 - (ii) enhanced stamp duty, or surcharge thereon on the sale or transfer of urban land and property;
 - (iii) conversion tax on the change of land from its permitted use to a more profitable use; and

- (iv) betterment levy on betterment indirectly accruing to a private land-owner as a result of execution of development schemes by local or public authorities.

Since regulatory and fiscal measures would obviously be restrictive and negative in their scope, they would not fully succeed in achieving the broad objectives of a land policy unless accompanied by a positive policy and programmes which will help in increasing the availability of urban land. It would, therefore, be essential to undertake largescale programmes of land acquisition and development to meet the several needs of the urban community in the public and private sectors.

Whilst these objectives of urban land policy may be followed broadly in all cities depending on the functions, size, intensity of problems and other factors, a flexible approach will have to be maintained by applying combination of instruments in each area. It will be difficult to work out a precise package of instruments for each of these categories. An important consideration will be the potential for and the rate of growth. For example, in towns of 3 lakhs and above, large scale acquisition and development will yield dividends if the rate of growth is high and will not if the rate of growth is poor. In metropolitan cities, fiscal instruments may be of greater relevance than regulatory measures considering that much of the land is built upon already. For new towns the case for large scale acquisition and development as also for regulatory measures is obvious."

After the Fifth Plan has been finalised, the question regarding the urban land policy will be considered further and suitable steps will be taken to implement it so far as feasible in consultation with the State Governments etc.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 16th January, 1974].

Comments of the Committee

Final decision taken in the matter of evolving an urban land policy may be intimated to the Committee.

Recommendation (Serial No. 23) Para 3.9

3.9. The Committee note that the present procedure of land acquisition is very slow, tardy and involves a lot of litigation and this is time consuming with the result that a number of housing programmes are delayed. The Committee would like that early steps be taken to make the procedure expeditious and more worklike.

Reply of Government

The observations of the Committee have been noted. The Ministry of Agriculture are considering the question of amending the Land Acquisition Act to make the process of land acquisition more expeditious.

Further information called for by the Committee

Has any decision been taken on the question of amending the Land Acquisition Act to make the process of land acquisition more expeditious? If so, please intimate the details.

[Lok Sabha Sectt. O.M. No. 5|23|1|ECII|73, dated 3rd January, 1974].

Further Reply of Government

The question of amending the Land Acquisition Act is being considered by the Ministry of Agriculture who are administratively concerned with the subject. They have informed this Ministry that the question of amending the Land Acquisition Act, 1894 is still under their consideration. As recommended by the Steering Group of the Planning Commission and by the Housing Ministers Conference held at Srinagar in July, 1973, that Ministry have decided to set up a Committee under the Chairmanship of Shri A. P. Shinde Minister of State (Agriculture) to re-examine the question of payment of 'amount' (compensation) for the acquisition of land. A comprehensive Bill will be prepared by that Ministry and submitted to Parliament after the proposed Committee has examined the matter and submitted its report. As one of the aspects examined by the Mulla Committee on Land Acquisition Act related to making the land acquisition procedure simple and expeditious, it is expected that the Ministry of Agriculture would incorporate suitable measures of achieve that objective in the draft Bill.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 16th January, 1974].

Comments of the Committee

The final report of the Committee appointed by the Ministry of Agriculture and action taken to bring forth legislation to amend the Land Acquisition Act may be intimated to the Committee.

Recommendation (Serial No. 31) Paras 3.46 to 3.48

3.46. The Committee regret to note that the position in respect of provision of houses for the Central Government employees in Delhi is very unsatisfactory and as on 1st January, 1972 only 42 per cent

of the employees have been allotted houses. The Committee have noted that there are at present 7,535 officers entitled to Type I to IV who have put in more than 18 years of service and are still waiting for allotment and that the position is worst in the case of low-paid employees viz., Type II where the percentage of satisfaction is only 26.02 per cent. The Committee are unhappy to find that most of these employees particularly low paid employees are living in unhygienic and congested areas paying exorbitant rents and have to come to their place of duty from long distances which has been affecting their efficiency adversely. The Committee urge that Government should pay immediate attention to this problem and make concerted efforts to improve the position.

3.47. The Committee have been apprised by the representative of the Ministry of Works and Housing during evidence that Government propose to provide houses to 75 per cent of its employees by the end of the Fifth Five Year Plan and have prepared a plan for Rs. 84 crores in this regard. The Committee hope that this plan would be taken in hand in right earnest and the target of 75 per cent achieved early at least in respect of lower types.

3.48. The Committee would, however, like to point out that even the completion of these quarters would depend upon a number of factors like availability of funds, materials, sites approval of plans by the Local Bodies and provision of bulk services by local bodies. The Committee would like Government to take coordinated action and do some perspective planning from now and to take necessary action for the completion of these quarters in time and provision of these bulk facilities by local bodies simultaneously with the completion of the quarters.

Reply of Government

This Ministry is already seized of the problem of shortage of accommodation for Government employees particularly of low-paid employees. In fact this Ministry approached the Cabinet with a view to improve the situation. The Cabinet Committee directed that the question of allotment of adequate funds may be taken up with the Ministry of Finance and the Planning Commission. In pursuance of the above directive this Ministry proposed an allocation of Rs. 11.47 crores in 1973-74 which was the last year of the Fourth Five Year Plan. As against Rs. 11.47 crores proposed by this Ministry only 5.27 crores were allotted by the Ministry of Finance. It will be appreciated that within this fund it was not possible for this Ministry to take up new works or to undertake the spade work for the Fifth Five Year Plan.

However, it has been decided that in the Fifth Five Year Plan 75 per cent satisfaction in all types should be achieved in Delhi|New Delhi and for the other cities where general pool accommodation exists 40 per cent satisfaction should be aimed at. It has been calculated that to achieve the above target we will require Rs. 150 crores. Accordingly the proposal for allotment of Rs. 183 crores (Rs. 150 crores for residential accommodation and Rs. 33 crores for office accommodation) has been made to the Planning Commission. Their decision about the allocation of funds in the Fifth Five Year Plan is awaited. In case adequate funds are available this Ministry intend to undertake a massive construction programme during the 5th Plan. Apart from funds there are some other constraints in the matter. These are dearth of building materials and steel, delay in approval of plans, delay caused by difficulties in respect of provision of bulk services. Steps are being taken to solve these issues adequately.

This Ministry intend to review the decision in respect of approval of plans by the local bodies. Provision of bulik services by local bodies sometimes pose difficulties. In fact it has been experienced that when quarters are almost ready bulk services could not be provided by the local bodies for lack of funds etc. This matter will also be considered to streamline the procedure as desired by the Committee.

[Ministry of Works and Housing O.M. No. 15(7)/73-H II, dated the 30th October, 1973].

Further information called for by the Committee

Please intimate the final allotment of funds made for Housing for Government employees in the Fifth Five Year Plan.

[Lok Sabha Sectt. O.M. No. 5/23/1/ECII/73, dated the 3rd January, 1974.]

Further reply of Government

In the Fifth Five Year Plan we submitted to the Planning Commission proposal for construction of residential accommodation for Central Government employees for an amount of Rs. 150.75 crores. With this funds we expect to achieve 75 per cent satisfaction in Delhi/New Delhi and 40 per cent satisfaction in other cities like Bombay, Calcutta, Madras, Nagpur, Chandigarh, Simla and Faridabad etc., where general pool accommodation exist. We have not as yet received any firm indications from the Planning Commission regarding the actual allocation made by them for the above purpose

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during the Fifth Five Year Plan. There are indications, however, that some Rs. 100 crores may be allocated for general pool accommodation both residential and office accommodation. When the actual figures are finally known to us we will have to set out priorities and re-allocate this amount available for office and residential accommodation. In short the final allocation for general pool accommodation is not yet known to this Ministry.

In the meantime we have submitted proposals to the Planning Commission for the Annual Plan for the year 1974-75 for an amount of Rs. 21.95 crores of which proposal for residential accommodation amounts to Rs. 16.64 crores.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII, dated the 21st January, 1974.]

Comments of the Committee

The final allotment made for housing for Central Government employees in the Fifth Five Year Plan as well as in the Annual Plan for 1974-75 may be intimated to the Committee.

The Committee note that provision of bulk services by local bodies sometimes poses difficulties and it had been experienced that when quarters were ready, bulk services could not be provided by local bodies for lack of funds etc. The Committee further note that this matter will also be considered to streamline the procedure as desired.

The final steps taken to streamline the procedure as stated by the Government may be intimated to the Committee.

Recommendation (Serial No. 32) Para 3.49

3.49. The Committee further note that the position in respect of housing for Central Government employees in some of the Metropolitan cities like Bombay, Calcutta and Madras is still worse and that in the city of Bombay out of 23313 Central Government employees only 2480 that is 10.63 per cent have been provided accommodation. In the city of Calcutta out of 19333 employees only 1664 that is 8.06 per cent have been provided accommodation and in the case of Madras out of 6652 employees only 397 that is 5.96 per cent have been provided accommodation. The Committee feel that housing conditions in all these Metropolitan cities is very acute and the Central Government employees particularly low-paid employees are not in a position to pay high rents being charged in these cities, Government should, therefore, take immediate steps to construct accommodation for the Central Government employees in these cities also on

a priority basis and make concerted efforts to increase the percentage of satisfaction at least equal to that of Delhi.

Reply of Government

It has been decided in the Fifth Five Year Plan steps should be taken to achieve at least 40 per cent satisfaction in other metropolitan cities like Calcutta, Bombay, Madras etc. Accordingly proposal has been made to the Planning Commission for allotment of adequate funds. If adequate funds are available an all out effort to achieve 40 per cent satisfaction in these cities during the Fifth Plan will be made. It may be mentioned in this connection that in cities like Bombay, Calcutta etc. there is also the problem of land. Adequate land is not available to take up construction. Attempts are being made to tide over these difficulties by resorting to multi-storeyed construction in these cities and also by acquiring more land.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 30th October, 1973].

Further information called for by the Committee

Please intimate the final allotment made for housing for Government employees in the metropolitan cities during the Fifth Five Year Plan.

[Lok Sabha Sectt. O.M. No. 5/23/1/ECII/73, dated the 3rd January, 1974.]

Further Reply of Government

As in the further reply to recommendation No. 31.

[Ministry of Works and Housing O.M. No. 15(7)/73-H. II, dated the 21st January, 1974.]

Comments of the Committee

Final allotment made for having for Central Government employees in metropolitan cities like Bombay, Calcutta and Madras may be intimated to the Committee, when finalised.

The Committee note that "In cities like Bombay, Calcutta etc. there is also the problem of land. Adequate land is not available to take up construction. Attempts are being made to tide over these difficulties by resorting to multi-storeyed construction in these cities and also by acquiring more land."

The specific action taken by Government for acquisition of more land for constructing quarters for Government employees may be intimated to the Committee.

Recommendation (Serial No. 37) Paras 4.30 and 4.31

4.30. The committee note that the National Buildings Organisation was set up in 1954 to ensure the best use of national resources and to co-ordinate the efforts and findings of agencies engaged in technical activities and the Organisation is also expected to provide information and assistance to Government Organisations and agencies and to serve as a clearing house of all technical information and results of research. The Committee also note that to achieve these objectives the Organisation has arranged a number of Seminars, Conferences, lectures, training courses and has brought out a number of publications, etc. As the construction of houses is still being carried on the conventional lines and old designs with the use of age old material and techniques, the Committee feel that the National Buildings Organisation has not been able to discharge its functions effectively.

4.31. The Committee note that the working of the National Buildings Organisation has been the subject of a number of reviews by expert bodies and that at present its functioning is also being examined by the Standing Committee of the Organisation. The Committee would like to stress that the success of the National Buildings Organisation should largely be judged in terms of the subjects with special reference to the break-through it has made in the field of substitution of materials by cheaper ones and by evolving designs for low cost housing, particularly for weaker sections of society. The Committee would also like that the National Buildings Organisation should pick out problems which are related to live issues faced in the field particularly in the matter of construction of houses for the masses and that care should be taken to see that the research carried out does not result in avoidable overlap and duplication.

Reply of Government

It may be mentioned that one of the principal functions of the National Buildings Organisation is to disseminate results of research and building knowledge and towards this end the Organisation has developed several activities which are being taken advantage of by the construction Departments, Housing Boards, Architects, Engineers and Builders and the Building industry in general including the common man interested in building his house. The permanent building Exhibition Centre set up by the National Buildings Organisation in 1966 in Delhi is becoming increasingly popular and proving

to be an effective means for dissemination of practical information. Similar Centres have since been set up in Madras, Baroda, Jodhpur, Ranchi and Chandigarh. More such Centres are being set up in other States.

2. As already mentioned in the reply relating to Recommendation No. 34 (para 4.17), several new construction techniques/materials successfully tried in National Buildings Organisation Experimental Construction Projects, are being propagated for adoption and some construction departments have started adopting new techniques/materials to effect economy. The impact of work done by the National Buildings Organisation is being felt; however, considering the magnitude of the colossal problem of housing and building construction in the country, the question of augmenting/strengthening the activities of National Buildings Organisation and to devise ways and means to make the work done by the Organisation effective, has been under the consideration of the Standing Committee of the National Building Organisation as also the Ministry of Works and Housing. The Report of the Standing Committee on the subject is under consideration of Government.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII, dated the 30th October, 1973].

Further information called for by the Committee

What are the recommendations of the Standing Committee to make the work of the National Building Organisation more effective? Have Government taken any decision on the Report of the Standing Committee?

[Lok Sabha Sectt. O.M. No. 5/23/1|ECII|73, dated 3rd January, 1974].

Further reply of Government

A copy of the Report of the Standing Committee on the reorganisation of work and set up of the NBO and Rural Housing Wings is enclosed. (Appendix IV).

Shri M. S. Pathak, Member, Planning Commission and Chairman of the Standing Committee wrote to this Ministry on the 15th March, 1973 saying that it was his feeling that it was unlikely that any meaningful change could be brought out in the functioning of the NBO without decisive action on the following issues:—

“(a) *Change in Structure of NBO:*

The most important recommendation which has emerged from

the Standing Committee's report is that the NBO should be made an autonomous body so that it could develop a national character and operate with greater freedom. This I am confident will enable the NBO to play its role more effectively especially, if it is compelled to raise some funds directly from the building industry to support itself. The conferring of the autonomous status to the NBO is basic to the entire issue and the Minister may desire the above Committee to make specific recommendations on the question of creating a suitable fund for financing the activities of the NBO through levies on the building industry, housing boards etc."

"(b) Changes in NBO's Internal Functioning

The Standing Committee has recognised that it would be necessary to make major changes in the procedures for selection and recruitment of talent, for the reorganisation of the various committees and for the delegation of authority and responsibility in the NBO. While the Standing Committee could function in an advisory capacity, meeting at least once a year, the executive authority would be best exercised by a smaller committee consisting of 9 members.

In pursuance of the recommendations of the Standing Committee I am constituting a committee consisting of 9 members. This committee will also review and guide the work of NBO on a day-to-day basis and ensure that the recommendations made by this Standing Committee are implemented in the most effective manner possible."

"(c) Enhancement of Funds

It needs to be noted that today NBO has a total sanctioned technical strength of about 35 and an annual budget of approximately Rs. 15 lakh and hence it seems unrealistic to expect it to effectively discharge its national functions and responsibilities. It is necessary, that the responsibility that is laid on the NBO should be matched by an equal commitment of resources made available to it. Obviously it would be necessary to ensure that any additional resources that are made available to NBO are for well thought out and carefully worked out proposals and also that the existing funds are used most efficiently. I would, therefore, recommend that the Ministry, in consultation with the NBO committee now set up, might review the

finances made available to NBO in view of its present activities and those envisaged for the future in the recommendations of the Standing Committee."

These suggestions were considered by Government. It was agreed that what was meant by autonomy was a kind of functional autonomy with wider delegations of administrative and financial powers. The details of the powers to be delegated are yet to be worked out.

As regards enhancement of funds, proposals have been made to the Planning Commission.

Government have taken a decision to appoint an Advisory Council under the Chairmanship of the Cabinet Minister for Works and Housing and also an Executive Committee of 10 members under the chairmanship of Member, Planning Commission.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII, dated the 16 January, 1974].

Comments of the Committee

The final decision taken in the matter of giving greater autonomy to the National Buildings Organisation, enhancement of funds for the National Buildings Organisation etc. may be intimated to the Committee.

Recommendation (Serial No. 39) Paras 4.33 and 4.34

The Committee note that the National Buildings Organisation has set up Rural Wings whose main functions are to undertake research in the use of local materials, evolve new designs of rural housing for the particular region, construction of improved demonstration houses and to conduct training courses in rural housing for overseers and B.D.Os. engaged in rural housing work and upto now, the Rural Housing Wings have built approximately 78 demonstration rural houses in various parts of the country. The Committee feel that rural housing is a field where much more research in the matter of use of local materials and new designs of houses in different regions has to be done and the efforts made so far have not been able to make any appreciable impact on the problem.

4.34. The Committee regret that the National Building Organisation has not paid serious attention to the problem of Rural Housing which was made one of its responsibilities right from its inception in 1958. If the National Building Organisation had made concerted efforts on its own and in conjunction with other research institutes, architectural and building Organisations, we would have by now

evolved, model rural houses suited to the requirements of different areas in States. This remains largely unrealised as would be evident from the fact that so far, the National Building Organisation in 14 years of its existence has developed only 78 houses in rural areas. As pointed out elsewhere in the Report, there is need for making a concerted and intensive effort to evolve a realistic design which would be within the reach of the millions and which would use materials readily and easily available and would serve best the essential needs of the occupants. The Committee in particular would like the National Building Organisation to pay special attention to the new bold experiments which are being carried out in Gujarat and Kerala to evolve such designs and construct houses for masses so that these could be improved upon and adopted for extensive implementation in other States.

Reply of Government

The problem of rural housing is enormous in magnitude and diverse in character. The Five Rural Housing Wings set up by the National Building Organisation are intended to serve as nucleus Centres for research; training and extension work in this field. On account of meagre allocations for rural housing made in the Five Year Plans and low priority given to rural housing by the State Governments the work done by the Rural Housing Wings could not be effectively utilised. However, the Wings have been able to generate and develop improvement in rural housing and village planning on the basis of improvement in the use of locally available building materials and socio-economic conditions. The National Buildings Organisation and the Rural Housing Wings are actively engaged in the scheme for providing houses for the landless agricultural workers. The type design of houses along with the specifications evolved by the National Buildings Organisation have been circulated to all State Governments and some of the State Governments have also adopted these designs with modifications to suit local requirements.

A proposal for construction of 250 demonstration houses, involving an outlay of Rs. 1.25 crores, @ Rs. 2,000 per house per year by each of the 5 Rural Housing Wings, has been placed before the Planning Commission for implementation during the Fifth Five Year Plan.

[Ministry of Works and Housing O.M. No. 15(7)/73-HII, dated the 30th October, 1973].

Further information called for by the Committee

Has any decision been taken by the Planning Commission on

the proposal for construction of 250 Demonstration Houses per year by each of the Regional Housing Wings for Implementation during the Fifth Five Year Plan?

[Lok Sabha Sectt. O.M. No. 5/23/1|ECII|73, dated 3rd January, 1974].

Further Reply of Government

In the 5th Five Year Plan, this Ministry proposed the following provision for the setting up of six regional housing wings, including the strengthening of the existing 5 regional housing wings; a sum of Rs. 33 lakhs is being provided for during the 5th Plan and the provision proposed for 1974-75 is Rs. 4.30 lakhs:

	Fifth Plan	1974-75
	(in lakhs)	
1. Development of environmental improvement of two model villages by each wing at Rs. 1 Lakh per village.	12.00	
2. Supporting Staff for Extension Work in 5 Wings	15.00	3.00
3. Creating of one Rural Housing Wing in U. P./Bihar	6.00	1.30
	<u>33.00</u>	<u>4.30</u>

The proposed outlay is yet to be decided by the Planning Commission.

(Ministry of Works and Housing O.M. No. 15(7)|73-HII? dated the 16th January, 1974].

Comments of the Committee

The final decision taken in the matter of setting up of six regional housing wings including the strengthening of the existing five regional housing wings and the final allotment made for the purpose may be intimated to the Committee.

Recommendation (Serial No. 42) Para No. 4.43

4.43. The Committee note that the Hindustan Housing Factory has done production of pre-fabricated houses on an experimental basis but because of incomplete equipment; the factory has not been able to make much contribution in the field of pre-fabricated housing and has been concentrating on the manufacture of electric poles and railway sleepers.

The Committee need hardly point out that all over the world:

impressive progress has been made in the method of manufacturing components to accelerate the pace of construction of houses, particularly those required for industrial labour and for weaker sections of society. The Committee are disappointed that though we have the Hindustan Housing Factory in the Public Sector, it should have failed to avail of the break-through which has been achieved in manufacturing components for housing on a mass scale and instead should have diversified its activities to sleeper manufacture and electric pole manufacture on the plea of lack of some equipment for undertaking manufacture of housing parts. The Committee would like Government to review the position urgently and take action to see that the Factory concentrates on its main objective of manufacturing components for housing. The Committee are glad that the Government are having United Nations assistance for modernising this factory. The Committee would like Government to avail of this opportunity to rationalise the working of this factory so as to facilitate the manufacture of components and parts required for housing on a scale in keeping with the requirements for mass housing. The Committee need hardly point out that if these components and parts are to find acceptance, they should be evolved with reference to Indian conditions and should be of guaranteed quality accompanied by field service and be priced most competitively. It is only then that the Factory can expect to win orders on a sustained basis and develop its activities on the right lines.

Reply of Government

The recommendation has been noted.

[Ministry of Works & Housing O.M. No. 15(7)/73-HII, dated the 13th October, 1973].

Further information called for by the Committee

Have steps been taken for rationalising the working of the Hindustan Housing Factory? If so, please furnish details.

[Lok Sabha Sectt. O.M. No. 5/23/1|ECII|73 dated 23rd January 1974].

Further Reply of Government

Government had constituted in May, 1973 a committee consisting of the representatives of this Ministry, Ministry of Finance, Bureau of Public Enterprises and the Planning Commission to examine the feasibility of streamlining of the working of the Hindustan

Housing Factory Ltd., Delhi. The report of the Committee is expected to be received shortly. In the meantime, the Government have also taken steps to get a UNDP Team to visit the Factory and prepare the basic documents for obtaining UNDP assistance. It is expected that this Team would be able to visit the Factory shortly and recommend the manner in which further steps should be taken to streamline and improve the methods of working in the Factory.

[Ministry of Works and Housing O.M. No. 15 (7) |73-H.II dated the 16th January, 1974].

Comments of the Committee

The report of the Committee appointed to examine the feasibility of streamlining the working of the Hindustan Housing Factory together with the action taken on the recommendations of the UNDP Team may be intimated to the Committee.

Recommendation (Serial No. 43) Para 4.44

4.44. The Committee feel that as transport of components for houses is a cumbersome expensive proposition, there is need for developing such construction of Housing Factories for manufacture of components in other parts of the country. This may, however, be done after the manufacturing activities of the existing Housing Factory have been established on successful lines.

Reply of Government

The setting up of a Factory for the production of pre-fabricated components at Bombay under the United Nations Development Programme assistance is already under consideration of the Government. With the experience already available to the Hindustan Housing Factory at Delhi and with further experience that may be gained in the working of the Bombay factory when set up, it may be possible to consider the question of setting up of more such factories in other parts of the country.

[Ministry of Works and Housing O.M. No. 15 (7) |73-H.II dated the 30th October, 1973].

Further Information called for by the Committee

Has any decision been taken on the question of setting up of a Factory for the production of pre-fabricated components at Bombay under the United Nations Development programme assistance? If so, please give details.

[Lok Sabha Sectt. O.M. No. 5/23/1|ECII|73, dated 3rd January, 1974].

Further Reply of Government

No decision has yet been taken on this question.

[Ministry of Works and Housing O.M. No. 15 (7) |73-H.II dated the 16th January, 1974].

Comments of the Committee

Final decision taken in the matter may be intimated to the Committee.

Recommendation (Serial No. 62) Para 6.34

6.34. The Committee note that a 'Jhuggi Jhopri Removal Scheme' is being implemented in Delhi and while the scheme is being financed by the Central Government, the D.D.A. is the implementing agency for the scheme with effect from 1st March, 1968. The Committee further note that although 1,00,000 houses have been sanctioned for construction so far, only 78,403 houses have been completed so far. The Committee further note that Public Accounts Committee of Lok Sabha had pointed out a number of lapses/irregularities in the execution of the scheme such as non-maintenance of proper accounts, diversion of funds released by Government for the scheme, non-payment of Government's share of dues from the allottees, non-recovery of dues from the allottees, non-execution of proper lease dues and non-regularisation of 'Benami' transfers made by the allottees. The Public Accounts Committee had expressed the view that the manner of execution of the scheme left much to be desired and have suggested a comprehensive examination of the working of the scheme with a view to identify various omissions that occurred taking steps to avoid recurrence through planning and close supervision. The Committee would like to emphasise the urgent need for concerted action to remove all the loopholes in the execution of the scheme and would urge that the scheme should be implemented expeditiously.

Reply of Government

The recommendation has been noted and the Lt. Governor, Delhi, has been requested to take necessary action.

[Ministry of Works and Housing O.M. No. 15 (7) |73-H.II dated the 30th October, 1973].

Further Information called for by the Committee

Has concerted action been taken to remove all the loopholes in the execution of the "JHUGGI JHOPRI SCHEME"?

[Lok Sabha Sectt. O.M. No. 5/23/1|ECII|73, dated 3rd January, 1974].

Further Reply of Government

Further to the reply already forwarded, the Lt. Governor has reported that he was having the matter reviewed and that the steps taken in this regard would be intimated shortly. It may also be mentioned that the loop-holes in the execution of the Scheme pointed out by the Public Accounts Committee are being examined and the papers have been referred to Audit for vesting before a final reply is sent to the Public Accounts Committee.

[Ministry of Works and Housing O.M. No. 15(7)/73-H.II dated the 16th January, 1974].

Comments of the Committee

Final steps taken by Government for removing the loopholes in the execution of the scheme may be intimated to the Committee.

NEW DELHI;
December 19, 1974.
Agrahayana 28, 1896 (Saka).

B. K. SINHA,
Chairman,
Estimates Committee.

APPENDIX I

[Vide Page 20 of the Report]

Construction Techniques for effecting saving in the consumption of Cement and Steel in Housing and Building

1. Adoption of Precast Roofing techniques

Following are some of the new techniques for roofing/flooring being promoted by National Buildings Organisation, by the use of which appreciable saving is achieved in consumption of steel and cement. The cost of construction is also reduced and the speed of construction is enhanced as compared to conventional R.C. Slab roofing:—

(a) *Precast Channel Units*: It is a precast RCC unit of trough shape. The units are normally 30 cm to 80 cm wide. The main advantages of this type of roofing system are:

- (i) Upto 20% saving in the consumption of steel.
- (ii) 25% to 35% saving in the consumption of cement.

Those units have been used by the following in the projects, sponsored under National Building Organisation's experimental scheme:—

- (a) College of Military Engineering at Poona (Completed: Project cost Rs. 72,348|-)
- (b) MES for construction of 16 type III quarters at Delhi (Project cost Rs. 3,10,500|-).
- (c) Structural Engineering Research Centre for a two storeyed building at Madras (Project cost Rs. 2,50,151|-).

(b) *Precast Corred Units*: These are precast RCC structural elements having two or more circular hollow cores throughout their length. The main advantages of this type of roofing system are:—

- (i) 20 per cent saving in the consumption of cement.
- (ii) 5 to 10 per cent saving in the cost of roofing.
- (iii) Good thermal comfort and sound insulation.

These units have been used by the following in the projects sponsored under National Building Organisation's experimental scheme:

- (i) Gujarat Capital Project for construction of 10 blocks (each block having four quarters of double storeyed at Gandhi Nagar Township). Gujarat (Project Cost Rs. 5,65,100|-) *Completed*.
 - (ii) College of Military Engineering at Poona (Completed: Project Cost Rs. 72,348|-).
 - (iii) Indian Standards Institute for their regional office building at Madras (Project Cost Rs. 4,51,500|-).
 - (iv) Delhi Development Authority for construction of 50 dwelling units at Delhi (Project Cost Rs. 5,40,600|-).
 - (v) Hindustan Housing Factory for construction of 32 type I quarters at Delhi (Project Cost Rs. 7,26,800|-).
- (c) *Precast Cellular Units*:—This system of roofing consists of hollow concrete units placed on fully or partially precast beams and covered with deck concrete when the supporting beams are partially precast. Advantages of this system of roof are:—
- (i) 15 to 30 per cent saving in the consumption of steel.
 - (ii) 20 per cent saving in the consumption of cement.
 - (iii) 10 to 15 per cent saving in the cost of roofing.

These units have been used by the following in the projects sponsored under National Building Organisation's experimental scheme:

- (i) Central Building Research Institute for construction of a 16 bedded hostel at Roorkee (Completed: Project Cost Rs. 69,100|-).
- (ii) Military Engineering Service for construction of 16 type III quarters at Delhi (Project cost Rs. 3,10,500|-).
- (iii) Military Engineering Service for construction of a single storeyed building at Kashmir House, New Delhi (Project Cost: Rs. 16,119|-).
- (iv) Himachal Pradesh Public Works Department for construction of 16 Type III quarters at Simla (Project Cost: Rs. 3,11,300|-).

(d) Precast battens and hollow block construction:

This system of roofing consists of concrete hollow blocks supported on inverted 'T' battens and finished with topping concrete. The main advantages by use of this type of construction are:—

- (i) upto 5 per cent saving in the consumption of steel.
- (ii) 10 to 15 per cent in the consumption of cement.
- (iii) upto 10 per cent saving in the cost of roofing.
- (iv) Good thermal comfort and sound insulation.

This type of construction has been used by the following in the projects sponsored under National Building Organisation's experimental scheme:—

- (i) Delhi Municipal Corporation for construction of 992 prefabricated quarters at Delhi (Completed: Project Cost Rs. 45,28,000|-).
- (ii) Bengal Engineering College for construction of a building for educational and recreational facilities for studies at Howrah (Completed Project Cost Rs. 1,20,000|-).
- (e) *Precast RCC T Beam Units*: This system of roofing consists of T-Beam units placed directly on walls. A modification of T-Beam roof system is hollow T-Beam roof wherein precast concrete tiles are used along with T-Beams to give a flush ceiling and better thermal comfort. The main advantages of this type of roofing system are:—
 - (i) upto 20 per cent saving in the consumption of cement.
 - (ii) upto 15 per cent saving in the cost of roofing.

These units are proposed to be used by the following in the projects sponsored under National Buildings Organisation's experimental scheme:—

- (i) Guru Nanak Engineering College for construction of 27 quarters.
- (f) *Doubly Curved Tiles*: The roofing system is based on the use of roofing units comprising precast 70 cm square doubly curved tile resting on partially precast cement concrete beams. The following advantages are achieved by incorporating these tiles in roofing system:—
 - (i) 15 per cent saving in the consumption of steel.
 - (ii) 25 per cent saving in the consumption of cement.

(iii) 20 per cent saving in the cost of roof.

These tiles have been used by the following in the projects sponsored under National Building Organisation's experimental scheme:—

- (i) Public Works Department (B&R), Madhya Pradesh for construction of two chowkidar quarters at Bhopal (Completed).
- (ii) Thapar Institute of Engineering and Technology for construction of 10 quarters for Assistant Professors at Patiala (Completed Project Cost Rs. 1,70,000|-).

2. High Strength Deformed Bars

The use of new type of steel reinforcing bars—high strength deformed bars in concrete structures and designing structures on the basis of ultimate load theory results in:—

- (i) upto 30 per cent saving in the consumption of steel.
- (ii) upto 10 per cent saving in the cost of construction.

As a result of promotional efforts made by National Buildings Organisation high strength deformed bars are being widely used by various construction departments of Central and State Governments. There is, however great scarcity of high strength deformed bars. It is estimated that about 1 million tons of plain mild steel reinforcing bars are being produced annually. If this quality of steel is made available in the form of high strength deformed bars, it can serve a demand equivalent to about 1.3 million tons of plain mild steel bars.

3. Single thickness load bearing brick walls.

Single-brick thick load bearing walls are generally adopted upto two storeyed only. By use of better quality bricks and rationalized methods of designs single brick-thick walls can be adopted for 4 storeyed residential buildings instead of R.C.C. framed structures. The main advantages are:—

- (i) About 20 per cent saving in the quantity of brick and mortar.
- (ii) upto 5 per cent saving in cost of construction.
- (iii) Standardisation of room spans in all floors which facilitates adoption of precast roofing units economically.

Single brick-thick load bearing walls have been successfully used for the construction of 96 four-storeyed quarters by Central Public Works Department and also by Military Engineering Service in Delhi under the National Building Organisation's experimental housing scheme, resulting in substantial savings in consumption of cement and steel.

4. *Precast R.C. Lintels*

Precast lintels are used on the top of openings for doors and windows. The use of thinner precast lintels not only provides speedier construction but also saving in the consumption of steel and cement. Precast lintels have been successfully tried in three experimental projects at Delhi, Bhopal and Patiala undertaken under the National Buildings Organisation's experimental scheme and these are now being used by Delhi Development Authority and Central Public Works Department in their housing projects extensively.

5. *Lower Ceiling Height*

On the basis of thermal investigations sponsored by National Buildings Organisation and actual construction of houses undertaken, it has been established that ceiling height in excess of 2.75 metres clear (9 feet) does not contribute significantly to the thermal comforts. Adoption of lower ceiling heights upto 2.75 metres for the low cost housing results in:—

- (i) 10 to 15 per cent saving in the cost of brick work;
- (ii) about 5 per cent saving in the overall cost of construction.

6. *Single Stack system of plumbing*

Instead of conventional two pipe system of plumbing, the adoption of single stack system of plumbing in which wastes from all sanitary fittings including W.Cs are carried out in a single pipe, is economical. This system dispenses with the use of ventilating pipe and main vertical waste pipes. The main advantages of this type of system of plumbing are:—

- (i) upto 60 per cent saving in material of pipes;
- (ii) about 30 per cent saving in cost of plumbing.

This system of plumbing has been used in two experimental projects at Bombay.

APPENDIX II

(Vide page 20 of the Report)

New Material|Substitute Materials for saving in the consumption of cement and steel in Housing and Building

The following are some of the new|substitute building materials being promoted by the National Buildings Organisation by the use of which appreciable saving in the consumption of steel and cement and reduction in the cost of construction is achieved.

1. *High Strength Bricks.*

With the use of high strength bricks manufactured by the mechanised brick plants, 4 storey and taller buildings with 9" load bearing brick walls could be built. These bricks laid with cement-lime-sand mortars resist rain penetration and obviate external plastering. 7 mechanised brick plants with the assistance of N.B.O. have been established in the country. These plants in addition to manufacture of high strength bricks can also produce flooring and roofing tiles, the use of which will do away with cement requirements for flooring and roofing, where sloping roofs are adopted.

Use of high strength bricks in construction of four storeyed buildings would:

- (i) reduce the use of cement by 20 per cent.
- (ii) reduce the consumption of steel by 40 per cent.
- (iii) reduce the cost of construction by 10 per cent.

The above have been realised in the following experimental constructions sponsored by the N.B.O.:

1. 96 Type-III quarters in four-storey blocks in R. K. Puram.
2. 4-storeyed blocks of 16 numbers type-III quarters at Dhaula Kuan.
3. 8 number Type-II quarters in 4-storeyed blocks at Calcutta.
4. 5-storeyed blocks of 50 residential units by Calcutta Metropolitan Planning Organisation, West Bengal.

2. Lime

Lime is a good substitute for cement and its use in mortars and plaster alone can effect conservation of 30 per cent of cement required for building purposes. Lime is locally produced all over the country. Very large quantities of standard quality lime, if required, can be produced and supplied comparatively at a very less investment as compared to cement production.

With the N.B.C.'s assistance, a few dry hydrated lime plants were established at Dehra Dun, Katni, Monda to meet the requirement of standard quality lime. The main advantage of using lime in Buildings are:—

- (i) 30 per cent saving in cement.
- (ii) 10 to 15 per cent saving in the cost of mortars.
- (iii) better resistance to rain penetration.

Lime has been used in the following experimental constructions sponsored by the N.B.O.:

- (i) single storey building at Kashmir House.
- (ii) 32 Nos. Type-I quarters at Hindustan Housing Factory Staff Colony.

Surkhi

Clay pozzolana (Surkhi) is produced all over the country and used in conjunction with lime for mortars and plasters. Standard quality surkhi in large quantities could be produced locally with very little investment. N.B.O. in collaboration with C.B.R.I. conducted a survey for location of clay deposits suitable for manufacture of clay pozzolana in the country. A pilot plant for production of standard quality clay pozzolana economically has been set up by N.B.O. at Delhi. The use of clay pozzolana for buildings has the following advantages:

- (i) saving of 20 per cent cement in mass concrete.
- (ii) saving of 30 per cent cement in conjunction with lime for mortars required for mortars and plasters.
- (iii) better resistance to rain penetration.

The clay pozzolana produced in the National Buildings Organisation pilot plant has been used in the experimental construction of Type-I quarters by the Hindustan Housing Factory.

3. Flyash

The flyash has pozzolanic properties and can be used as replacement of cement to the extent of 20 per cent in mortars and concrete

improving the properties and decreasing the cost. About 4 million tonnes of flyash is available as an industrial waste from number of thermal power stations located at different places in the country. Over Rs. 12 million is being spent on its disposal at an average cost of Rs. 3|- per ton. National Buildings Organisation had organised Seminars and Get-togethers on the use of flyash in civil construction.

The use of flyash in mortars and concrete has the following advantages:—

- (i) extending the use of cement by 20 per cent.
- (ii) saving of Rs. 3|- per ton spent for the disposal of flyash.
- (iii) saving of Rs. 40|- per ton due to replacement of cement.
- (iv) better resistance to salt waters and rain penetration.

The following experimental constructions were sponsored by National Buildings Organisation for the use of flyash:—

- (i) Eight Type-II double storey quarters, R. K. Puram, New Delhi.
- (ii) Single storey building at Kashmir House, New Delhi.
- (iii) Four storeyed block of 16 Type-III quarters at Dhaula Kuan, Delhi.
- (iv) Two storeyed building at Structural Engineering Research Centre, Madras.
- (v) Construction of 32 staff quarters of Hindustan Housing Factory, New Delhi.
- (vi) 15 dwelling units for low income group in double storey block at Pankha Road, Delhi.

4. Pozzolana Cement

Flyash-pozzolana cement is produced by inter-grinding cement clinkers and flyash to the extent of 20 per cent. The production of flyash will extend the capacity of cement industry by 20 per cent with very little additional investment and also lower the cost of production. About 4 lakh tonnes of flyash is available from 8 thermal power stations in dry form which can be straightway used for production of 2 million tonnes pozzolana cement. National Buildings Organisation has prepared a project proposal for establishment of flyash cement clinker inter-grinding plant at Delhi utilising Badarpur flyash and is under the consideration of Ministry of Works & Housing.

The manufacture and use of pozzolana cement has the following advantages:—

- (i) extension of the capacity of cement industry by 20 per cent.
- (ii) saving of Rs. 3|- per tonne spent for the disposal of flash.
- (iii) reduction in the cost of production of cement by 10 per cent.
- (iv) greater resistance to attack by corrosive waters.

5. Ready Mixed Concrete Plant

In metropolitan towns where huge quantities of concrete is consumed daily, production of concrete in a factory would save considerable quantity of cement as compared to concrete made at the site. National Buildings Organisation has prepared a project proposal for ready mixed flyash concrete plant at Delhi which would enable further economy in cement by 20 per cent in concrete and production of uniform standard quality product at a lower cost.

The production and use of ready-mixed concrete has the following advantages:—

- (i) saving of 20 per cent cement in concrete.
- (ii) reduction in the cost of concrete.
- (iii) improved quality of construction.

6. Timber

Only half a dozen primary species of timber such as teak, deodar, sal, kail, etc., are used in building construction which are in short supply. This has resulted in abnormal increase in their price and led to use of steel doors and windows for buildings. About 90 species which are locally available all over the country could be also used for building constructions after seasoning and treatment. For promoting the use of secondary species, National Buildings Organisation organised Seminars and Training Courses. To make available seasoned and treated secondary species of timber, integrated plants for seasoning and treatment have been set up at number of places—Delhi, Dhanu, Paratwada, Ballarshaw, Simla, Srinagar, Shillong, Calcutta, Madras, Bangalore, etc.

The use of secondary species in buildings have the following advantages:—

- (1) Saving of steel used for doors and windows for buildings.

- (ii) saving of cement and steel by adopting sloping roofs.
- (iii) reduction in the cost of construction by 30 per cent in items doors and windows.

7. Cellular Concrete

Cellular concrete blocks and roofing slabs are manufactured from lime|cement and flyash|sand. The use of cellular concrete would have considerable quantities of steel and cement in building construction because of its light weight and higher thermal insulation properties than bricks. With the technical assistance of National Buildings Organisation plants for production of cellular concrete at Madras and Poona were set up. The use of cellular concrete products will have the following advantages:—

- (i) saving of 20 per cent cement and steel.
- (ii) saving of 50 per cent construction time.
- (iii) saving of 80 percent of mortar used.
- (iv) saving of Rs. 3|- per tonne used for the disposal of flyash.
- (v) reduction in the cost of construction from 15 to 20 per cent.

The cellular products have been used extensively by

- (i) Tamil Nadu Housing Board at Madras,
- (ii) Military Engineering Service for the construction of 500 quarters at Poona.

8. Light Weight Aggregates

Light weight aggregates used in place of stone aggregates in concrete will lead to considerable saving in steel and cement because of its light weight and higher thermal insulation value. Light weight aggregates have great scope of manufacture and use especially in Indo-Gangetic plain where stone aggregate is not easily available and have to be transported over long distances. The suitable clay for manufacture of light weight aggregates is available throughout the country. National Buildings Organisation had prepared a feasibility report for establishment of a light weight aggregates plant after large scale test evaluation of Palta Water Works Silt at Calcutta.

The use of light-weight aggregates in buildings has the following advantages:—

- (i) 30 per cent saving in steel.
- (ii) 20 per cent saving in cement.

(iii) Reduction in the cost of building by 10 per cent.

9. Asphaltic Corrugated Roofing Sheets

Asphaltic corrugated roofing sheets are a good substitute for galvanised iron sheets and asbestos cement sheets for which steel and a cement are required respectively. These roofing sheets are light weight, water proof, not attacked by fungi or vermin and provided better thermal comforts than the asbestos roofing sheets. Based on the project proposal prepared by the National Buildings Organisation, 2 plants of total capacity 4 million sq. metres asphaltic corrugated roofing sheets have been set up at Madras and Tadimalla (Andhra Pradesh). 3 more plants are being set up in Himachal Pradesh, Uttar Pradesh and Maharashtra.

The use of asphaltic corrugated roofing sheets have the following advantages:—

- (i) saving of steel and cement used in the manufacture of galvanised iron sheets and asbestos cement sheets.
- (ii) better thermal insulation.
- (iii) not affected by rain or fungi.
- (iv) 50 per cent cheaper than asbestos cement|galvanised iron sheets.

The asphaltic corrugated roofing sheets have been extensively used in Andhra Pradesh, Tamil Nadu, Uttar Pradesh and Maharashtra.

10. Plastic Pipes

One tonne of plastic pipes replace 6 to 8 tonnes of G.I., cast iron and cement pipes for cold water supply. Plastic pipes are easy to install, light weight, corrosion resistance than the conventional steel and cement pipes. National Buildings Organisation has been promoting the use of plastic pipes for cold water plumbing for the last six years. Number of Get-togethers and Training Courses have been organised in various places in the country. Due to efforts of National Buildings Organisation 10,000 tonnes of pipes have been used so far replacing 75,000 tonnes of steel pipes.

The use of plastic pipes have the following advantages:—

- (i) one tonne of plastic pipes replaces 7.5 tonnes of steel pipes.
- (ii) 30 per cent economical.
- (iii) easy to instal and corrosion resistant.

The plastic pipes have been used widely in Uttar Pradesh, Rajasthan, Delhi, Andhra Pradesh, Tamil Nadu etc.

APPENDIX III

Statement Showing the Progress of Sanctioned Projects and Release of Funds under the Central Scheme for Environmental Improvement in Slum Areas as on 5-1-1974.

No.	Name of City	No. of Projects approved	Population benefited	Value of Projects sanctioned (Rs.)			Amount released (Rs.)
				3	4	5		6
1	Calcutta	—	10,00,000	3,33,00,000	3,33,00,000	3,33,00,000	
2	Bombay	149	13,36,449	2,47,86,729	1,86,22,500	1,86,22,500	
3	Delhi	44	3,70,040	2,22,28,138	1,25,33,000	1,25,33,000	
4	Madras	104	1,94,265	2,58,15,200	1,99,87,000	1,99,87,000	
5	Hyderabad	79	1,06,770	1,21,33,169	30,35,800	30,35,800	
6	Ahmedabad	37	23,139	1,17,61,110	10,90,125	10,90,125	
7	Bangalore	66	79,293	76,91,304	54,68,375	54,68,375	
8	Kanpur	9	1,57,931	1,46,88,083	1,08,00,000	1,08,00,000	
9	Poona	38	67,771	76,03,046	19,39,000	19,39,000	
10	Nagpur	37	1,51,846	1,42,83,893	1,02,18,198	1,02,18,198	
11	Lucknow	103	1,62,650	1,38,22,000	95,18,999	95,18,999	
12	Indore	15	38,433	45,28,500	11,00,000	11,00,000	
13	Jaipur	26	49,582	55,49,933	13,87,870	13,87,870	

14	Srinagar	.	.	.	.	.	.	.	4	1,25,955	60,00,000	15,00,000
15	Patna	.	.	.	.	.	.	.	..	..	38,81,000	9,70,000
16	Cochin	.	.	.	.	.	.	.	1	40,00,000	52,90,640	13,22,660
17	Ludhiana	.	.	.	.	.	.	.	4	48,387	16,65,000	3,94,000
18	Cuttack	.	.	.	.	.	.	.	3	15,754	..	..
19	Gauhati	.	.	.	.	.	.	.	..	..	8,30,000	4,14,000
20	Rohtak	.	.	.	.	.	.	.	5	12,112	..	..
TOTAL									724	29,80,397	20,58,58,656	13,36,02,027

APPENDIX IV
(Vide para 76 of the Report)

Report of Standing Committee on reorganisation of work and set up of National Buildings Organisation and Rural Housing Wings

1. Introduction:

The Government of India, Ministry of Works and Housing vide order No. 7/18/67-PS dated 24-7-70 desired that the Standing Committee of the N.B.O. may examine in detail the working and set up of the N.B.O. and the Rural Housing Wings and to:

- (1) Suggest ways and means as to how the NBO can play a more fruitful role in the field of work assigned to it;
- (2) Examine whether the Organisation should set up Liaison Cells in various States in furtherance of its objectives and if so, whether these cells should take over the functions of:
 - (a) The existing Rural Housing Wings (and also to consider whether these wings are doing useful work and should be continued during the Fourth Plan period).
 - (b) Rural Housing Cells and Statistical Cells set up by various State Governments.

The Committee has examined the work and set up of the Organisation and the Rural Housing Wings carefully and feels that towards the fulfilment of its objectives, very useful work has been done so far in the field of collection, documentation and dissemination of technical information of housing and building and research therein, through such activities as publications, seminars, training courses, lecturers, display centres experimental housing schemes etc. The committee further considers that there is much further scope for augmentation and reorientation of the activities of the Organisation so that it becomes more effective in the primary objective of bringing about reduction in building cost through promotion of improvement and changes in building and design techniques and building materials.

2. Further fields of study and research:

In view of the growing magnitude and importance of building

and housing as envisaged in the successive Five Year Plans, it is necessary that NBO should extend its activities of studies, research and development to the following fields, and in this work facilities available in Research Institutes should be utilised.

- (a) Planning and designing of urban and rural housing.
- (b) Planning and designing of respective types of buildings like schools, hospitals, offices, factories etc., including economy and space utilisation aspects.
- (c) Planning and designing of tall building including services and provision of fire fighting.
- (d) Productivity, site organisation and management of building operations.
- (e) Industrialisation of building process.
- (f) Modular co-ordination and system approach to building.
- (g) Building cost and cost controlling.
- (h) Mechanical and electrical services in buildings.
- (i) Training and other problems pertaining to building labour.
- (j) Availability and use of locally available materials for rural housing.

3. *Coordination of building research and documentation and dissemination:*

The present useful activities in documentation and dissemination should be intensified in the following manner:—

- (a) Apart from increasing the number of abstracts which are issued every month, it is necessary to prepare and circulate digests, synthesis, monographs and bibliographies on advances in building science and technology.
- (b) It is necessary to increase the frequency of training courses which are being organised at present, as this is a very useful medium for dissemination of knowledge. The courses should be held in different parts of country to facilitate participation from all over the country. Follow up action about the utilisation of training is also essential. It is also necessary to have every year, regular refresher course on housing, building and planning for bringing up-to-date the knowledge of inservice engineers, architects and builders.

- (c) For wider and more effective dissemination of knowledge, it is necessary that the programme of bringing out publications is taken up on a large scale.
- (d) More frequent exhibitions, displays and competitions for low cost housing should be organised.
- (e) The N.B.O. should play a more effective role in the work of coordination of building research by organising annual meetings between the Heads of Research Institutions and Heads of major construction agencies and by bringing out annual research reports. This will help to bring about closer liaison between the field and the laboratory.

4. *Application of Building Research:*

Apart from dissemination of results of research the NBO has to adopt more effective methods of converting know-how into showhow, so as to expedite the process of adoption of research results in practice. For this purpose the NBO is already operating on the experimental housing scheme under which a grant-in-aid upto 75 per cent of the cost of the building is given to the sponsoring agency which comes up with the proposal for an experimental construction project incorporating therein some innovations. The main purpose of this scheme is that if a major construction agency tries out successfully a new idea in the experimental work it will develop confidence and use it on a wider scheme in further work. It has been observed that the response to the scheme from the Government Departments has not been quite adequate. The reasons for this could be that due to their own pre-occupations the major Govt. Departments may not be having much time to spare for working out the details of the experimental works. Another reasons perhaps is that the Govt. Departments have to find the remaining 25 per cent of the cost of project from their own sources. It is also likely that the progress experimental project is hampered through contractual difficulties if it is executed through the normal methods of award of contract by tenders. It is also possible that contractors, due to insufficient knowledge about the new techniques may quote unreasonable rates. In order to overcome these inhibiting factors, it is recommended that the NBO be provided with adequate additional staff to plan and design the experimental work in consultation with the client department. It is also necessary that for such experimental project full 100 per cent grant-in-aid be given under the experimental housing scheme, so that the start of the project is not held up for

want of the sanction of remaining 25 per cent of the cost from other sources. It is further recommended that such experimental project should be preferably executed departmentally so as to avoid delays due to non receipt of reasonable tenders or due to other contractual difficulties during the course of the work.

In places, where construction agencies are not available to execute the experimental housing projects, it is necessary that NBO should have adequate staff to put up prototype buildings themselves.

The NBO is doing useful work in dissemination of information about new materials and improvement in traditional materials. In order to do this more effectively, it is recommended that the Organisation should be more closely associated with building materials industries. Wherever interested parties are available, the NBO should make finance and technical knowhow available for putting up plants for manufacture of improved quality of traditional materials or for production of new materials. Where entrepreneurs are not forthcoming, it will be necessary for NBO itself to put up pilot plants for popularising new materials or traditional materials of improved quality. For instance, for popularising the improved methods of manufacture of bricks and for introduction of metric size bricks, NBO should put up pilot brick kilns, for introduction of use of materials like fly ash and secondary species of timber or precast slab components, NBO could evolve and execute pilot project for production|procurement and supply of such items to construction agencies.

The NBO should also have adequate experienced staff to take up the planning and designing of some live projects of construction agencies so that all the results or research and studies are tested through actual use on real projects.

5. *Statistics and Socio-Economic Studies:*

At present, for collection of current housing statistics, the NBO depends on the Statistical Bureaus of the States and *ad hoc* statistical surveys are being done through the National Sample Survey Organisation. Most of the Socio-Economic Studies are also being conducted through various other research organisations. It is found that due to inadequate priority given for these statistical schemes by the State Govts., the collection of housing statistics is delayed. It will be therefore necessary that socio-economic divisions of NBO should have additional financial provision and its own staff to collect at least some of the essential housing statistics. A few socio-economic studies should be conducted directly by the Organisation's staff.

6. Set up and status of NBO:

In view of the additional activities envisaged for the organisation as detailed above, it is necessary to consider whether any change in the present status of the Organisation is called for. The Committee has considered this question carefully and feels that in order to enable the Organisation to discharge all the functions described above it should be made an autonomous body as soon as possible. However, its present activities being essentially non-remunerative, it has to depend on the Govt. for its finance. The Committee feels that a certain percentage levy should be collected from the building industry to create a fund required for the activities of the Organisation. This levy will also give a sense of involvement to the building industry which will automatically take more interest in the research and its application. The Standing Committee recommends that to examine in greater detail this matter of creating a fund for NBO through levies and to make specific proposals, the Government may appoint a special committee for this purpose.

The Standing Committee also takes this opportunity to recommend that all the major construction departments should be directed to earmark one per cent of their normal construction programme for incorporating innovations. So as to make it obligatory for them to use the result of research.

Till such time as the NBO become autonomous, it is essential that the national character of the Organisation is enhanced immediately and it should be given greater freedom to accomplish its work programme expeditiously and effectively. Towards, this end, the following steps are suggested:

- (a) The Standing Committee be reorganised and make more compact so that it functions more effectively and it should also be given full powers to approve the work programme of the NBO within the sanctioned budget.
- (b) Apart from the Standing Committee, a smaller executive committee be constituted from among the members of the Standing Committee to meet more often and to review and guide the work of the NBO.
- (c) More powers be delegated to the Director to be exercised with the approval of the Standing Committee.
- (d) Budget Provision should be appropriately enhanced to enable the organisation to take up all the activities detailed above.

- (e) To give national character to the NBO, its Recruitment Rules may be suitably modified so as to attract the best available talent in the country. The Organisation should have permanent staff to ensure continuity of work. The status of the Director and other officers be upgraded. The NBO should be suitably strengthened to augment its activities.

7. *Setting up of Liaison Cells in the States:*

In order to have closer liaison with the construction agencies in different parts of the country and in the interest of wider dissemination and for bringing about more effective implementation of results of research, it is necessary that NBO should have representatives posted at few important stations like Bombay, Calcutta and Madras. The Committee also notes that the need for setting up Liaison Cells in States has been stressed from the very inception of the Organisation and the National Buildings Councils in its 2nd Meeting in 1957 had recommended establishment of Liaison Offices in the States to carry forward the work done by the Organisation. The Standing Committee in its 7th meeting held in 1960 had also reiterated the need for creating Liaison Cells in the States in order to strengthen the machinery for implementation. The Standing Committee again strongly recommends that each State Govt. should set up such Liaison and Extension Cells attached to their major construction departments. There research centres or central designs centres|organisations exist in the State Construction departments, they can be entrusted with the work for implementation of NBO's recommendations.

As the work of Liaison Cells will be different in nature from the work of Rural Housing Wings, the wings should continue separately as such. Recommendations about the continuation of the Rural Housing Wings are given separately.

As again the functions of the rural housing cells and statistical cells set up by the various State Govts. are quite different from the work proposed to be done by the Liaison Cells, they should also continue separately.

8. *Rural Housing Wings:*

The Committee examined the work of Rural Housing Wings and felt that though much more useful work could be done by the wings, their activities are being restricted due to limited resources made available to them. At present, the wings are continuing in marginal

budget which are hardly adequate to meet the salaries of the nucleus staff engaged by them. The wings are mainly devoted to research, extension and training. Considering the magnitude and complexities of the problem of rural housing and the growing accent of development of rural areas, the committee recommends that rural housing wings should be retained in continuing basis. The wings should also be suitably strengthened and given more finances to augment their activities. The committee further recommends that the number of rural housing wings should be gradually increased so that ultimately there is a wing in every State so as to keep close liaison with the Rural Housing Departments of the State Govt.

The activities which could be undertaken by the Rural Housing Wings in a more extensive manner are:

(a) Training Courses

Apart from the training courses for the village Overseers, the Wings could start training courses in village housing suitable for Block Development Officers and the staff of Social Welfare Departments, as they can usefully use this knowledge about rural housing in their extension activities.

(b) The wings should continue their research in improvement of local materials.

(c) In view of the spurt in the rural house building activity on account of green revolution it is necessary to widely extend the knowledge about better housing and better use of local building materials. Till such time as adequate number of technologists are available to do this throughout the country, the wings can pick up a few selected areas in each State where there is greater house building activity and help the villagers of these areas to plan and construct better and economical houses. These houses built with the advice of the wings will act as focal points for dissemination of improved technology.

(d) The wings should also construct demonstration houses. This useful activity which was started a few years back was stopped for want of funds. It is necessary that funds are made available for reviving this activity.

(e) The wings may also take up a few model village schemes in which an integrated improvement in the housing and the environments is brought about.

(f) The State Govts. may be advised to make use of the services of rural housing wings for processing the applications for loans under the village housing schemes, so that the wings at this stage could render advice for improving the plans. This is already being done in Gujarat where the State Govt. gets the loan applications processed through the Rural Housing Wings at Anand

APPENDIX V

(Vide Introduction to Report)

Analysis of the action taken by Government on the recommendations contained in the 37th Report of the Estimates Committee (Fifth Lok Sabha)

1. Total number of recommendations	63
2. Recommendations which have been accepted by Government (<i>vide</i> recommendations Nos. 8, 9, 10, 11, 15, 16, 17, 18, 19, 20, 24, 25, 27, 28, 29, 30, 34, 36, 44, 45, 46, 48 to 53, 55, 56, 58 to 61 and 63).	
Number	34
Percentage to total	54
3. Recommendations which the Committee do not desire to pursue in view of Government's replies (<i>vide</i> recommendations Nos. 1, 2, 3, 6, 7, 13, 14, 21, 26, 33, 35, 38, 40, 41, 47 and 57).	
Number	16
Percentage to total	25
4. Recommendations in respect of which replies of Government have not accepted by the Committee (<i>vide</i> recommendations Nos. 4, 5 and 54).	
Number	3
Percentage to total	5
5. Recommendations in respect of which final replies of Government are still awaited (<i>vide</i> recommendations Nos. 12, 22, 23, 31, 32, 37, 39, 42, 43 and 62).	
Number	10
Percentage to total	16