

ESTIMATES COMMITTEE
(1977-78)

(SIXTH LOK SABHA)

SEVENTEENTH REPORT

MINISTRY OF WORKS AND HOUSING

Action taken by Government on the recommendations contained in the Ninety Seventh Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Works and Housing-Slum Clearance and Housing Schemes.



Presented to Lok Sabha on 30.3.1978

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(1977-78)

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(iii)

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*Elected w.e.f. 30-11-1977 *vice* Shri Samar Guha resigned and Shrimati Renuka Devi Barkataki, Sarvashri S. Kundu, Janeswar Mishra, Fazlur Rehman and Sher Singh ceased to be members on their appointment as Ministers of State.

STUDY GROUP 'G'
ESTIMATES COMMITTEE
(1977-78)

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3. Smt. Mrinal Gore.
4. Shri Krishan Kant.
5. Shri Mohd. Shafi Qureshi.
6. Shri Annasaheb P. Shinde.
7. Shri K. P. Unnikrishnan.

INTRODUCTION

I, the Chairman of the Estimates Committee having been authorised by the Committee to submit the Report on their behalf, present this Seventeenth Report on Action Taken by Government on the recommendations contained in the Ninety Seventh Report of the Estimates Committee (Fifth Lok Sabha) on the Ministry of Works and Housing—Slum Clearance and Housing Schemes.

2. The Ninety Seventh Report was presented to Lok Sabha on 30 April, 1976. Government furnished their replies indicating action taken on the recommendations contained in that Report by 18 July, 1977. Further information called for by the Committee was furnished by Government during April, 1977 to June, 1977. The replies were examined by the Study Group 'G' of the Estimates Committee (1977-78) at their sitting held on 29 October, 1977 and it was decided that evidence of the representatives of the Ministry of Works and Housing might be taken to seek clarification on certain points arising out of Government replies. The Committee took evidence of the representatives of the Ministry at their sitting held on 24 January 1978. The draft Report was considered by the Study Group 'G' on 20 March, 1978. It was adopted by Estimates Committee on 23 March, 1978.

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

I. Report

II. Recommendations which have been accepted by Government.

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

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 Ninety Seventh Report of the Estimates Committee (Fifth Lok Sabha) is given in Appendix VI. It would be observed therefrom that out of 76 recommendations made in the

Report, 55 recommendations i.e. 72.4 per cent have been accepted by Government and the Committee do not desire to pursue 9 recommendations i.e. 11.8 per cent in view of Government's replies. Replies of Government have not been accepted by the Committee in respect of 3 recommendations i.e. 4 per cent. Final replies of Government in respect of 9 recommendations i.e. 11.8 per cent are still awaited.

5. The Committee place on record their appreciation of the commendable work done by the Action Taken Study Group of Estimates Committee (1976-77) in obtaining additional information on the points arising from the Government's replies.

6. The Committee wish to express their thanks to the officers of the Ministry of Works and Housing for placing before them the material and information which they desired and for giving evidence before the Committee.

NEW DELHI;
March 25, 1978.
Chaitra 4, 1900 (S).

SATYENDRA NARAYAN SINHA,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

1. This Report of the Estimates Committee deals with the action taken by Government (Ministry of Works and Housing) on the recommendations contained in their Ninety Seventh Report (5th Lok Sabha) on the Ministry of Works and Housing—Slum Clearance and Housing Schemes—which was presented to Lok Sabha on the 30 April, 1976.

2. Action Taken notes have been received from Government in respect of all the 76 recommendations contained in the Report.

3. The Action Taken notes on the recommendations of the Committee have been categorised as follows:—

(i) Recommendations|observations that have been accepted by Government.

Sl. Nos. : 4, 6, 7, 8, 11, 12, 13, 14, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 33, 35, 36, 37, 38, 39, 40, 42, 45, 46, 47, 48, 49, 50, 51, 52, 54, 55, 56, 57, 58, 60, 63, 64, 65, 66, 67, 68, 69, 70, 71, 74, 76, 77,

(Total : 55)—Chapter II.

(ii) Recommendations|observations which the Committee do not desire to pursue in view of Government's replies.

Sl. Nos. 5, 9, 10, 15, 31, 41, 53, 73, 78. (Total : 9)—Chapter III.

(iii) Recommendations/observations in respect of which Government's replies have not been accepted by the Committee.

Sl. Nos. 3, 44, 75. (Total : 3)—Chapter IV.

(iv) Recommendations|observations in respect of which final replies of Government are still awaited.

Sl. Nos. 29, 30, 32, 34, 59, 61, 62, 72, 79. (Total : 9)—Chapter V.

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

Definition of Slums

Recommendation No. 3 (Paragraph 1.25 to 1.27)

5. The Estimates Committee (1975-76) were of the view that the scope of the definition of the slum area should be narrowed to bring within the compass of the Act only those areas with predominantly undesirable structures and poor environmental conditions which afforded no possibilities for safe habitation even after effecting certain critical improvements. The Committee felt that a more

precise definition of slums would be of considerable help to the local authorities to determine the priorities for action and to enable them to take up the worst slums first. The Committee suggested that Central Government might issue guidelines to the State Governments for defining slums in their respective Acts with particular reference to their physical and social aspects so that the scope of the problem was limited to the clearance or improvement of such of the areas as needed the utmost urgency in terms of the enormity of the problem.

6. In their reply (November, 1976) the Ministry of Works and Housing *inter alia* stated that "when the Central Government initiated the scheme of slum clearance/improvement in 1956, the State Governments were advised that they should concentrate attention only on the worst slums".

7. When the scheme for Environmental Improvement in Slum Areas was proposed as Central sector scheme, in a letter issued in November, 1971, the Government of India's emphasis on "tackling the problem of the worst slums" was again made clear to the State Governments.

The Ministry have added that:

"Starting from the Slum Clearance/improvement Scheme the emphasis laid by the Government of India was on the clearance and/or betterment of the worst slums in the cities and this point has been impressed on the State Governments also. The funds for undertaking these programmes being limited, it could be expected that the State Governments would be judicious in the utilisation of these funds and would incur expenditure only in those slum areas which need urgent attention. It is, therefore, not considered necessary to issue any guidelines to the State Governments on the definition of slums".

8. At the instance of the Committee, the Ministry of Works and Housing furnished a statement (Appendix I) showing the definitions of slums as laid down in the Central Act and Acts of some of the States on the subjects

9. The Committee also took evidence of the representatives of Ministry of Works and Housing on 24 January, 1978 to seek clarification on certain points in this regard.

10. Asked about the views of the Government with regard to the definition of "slums", "worst slums" or 'slums areas as adopted in various States, the Secretary, Ministry of Works and Housing in his evidence stated:

"...most of the States have legislation which contain definition of 'slums'. Most of these definitions are not identical in words, but in content they are almost the same as the definition adopted in the Central Act. They relate mostly to the conditions of the structure or the environmental or to the services available in the area."

11. The Committee drew attention to the difference between the definition of slums as given in the Central and West Bengal legislations, as reproduced below:

Section 3 of the Slum Areas (Improvement and Clearance) Act, 1956 (Central Act)

"(1) Where the competent authority upon report from any of its officers or other information in its possession is satisfied as respects any area that the building in that area—

- (a) are in any respect unfit for human habitation; or
- (b) are by reason of dilapidation, overcrowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities or any combination of these factors are detrimental to safety, health or morals, it may, by notification in the official Gazette declare such area to be a slum area."

Section 3 of the West Bengal Slum Areas (Improvement and Clearance) Act, 1972.

"3. If the State Government is satisfied that the conditions of the land, huts or other structures in any area is such that the continued existence of such conditions would be injurious to public health or safety or to the health, hygiene or morals of the inhabitants of such, it may, by notification, and in such other manner as may be prescribed, declare such area to be a slum area."

12. The Committee observed that the definition of slum areas given in the Central Act appeared to be rather restricted as compared to that given in West Bengal Act. Asked whether the Central Government would consider changing the definition of slum area given in the Central Act to make it as comprehensive by

including the word 'land' as that in the West Bengal Act, the Secretary, Ministry of Works and Housing replied:

"...it would not make such difference if we were to change the definition because it is upto the States to have their own definition. Even from the point of slums, which I believe, is the concern of all of us, it does not matter much whether the definition is the same as in the Central Act and in the State Acts. By and large, we are fairly clear about what slums are. It does not matter very much whether the definitions are identical or not. In any case, we will not be able to force our definition on the States."

13. On being asked whether the Central Government would have any difficulty in amending the definition on the aforesaid lines, the witness added that "there should be no difficulty whatsoever particularly if the Committee recommends it. But at the same time I would say that we have no experienced even the slightest difficulty in applying the Act because of the absence of the word 'land'".

14. When asked whether the Centre can set the pattern for the States by evolving some kind of model definition the Secretary, Ministry of Works and Housing stated, "I agree that Centre can set the pattern. But I shall submit that the definition as States have is pretty adequate. I do not think we can improve on it."

15. Asked whether the State Government had recommended certain "worst slums" for environmental and other type of improvement when the scheme was Centrally sponsored, the Secretary, Ministry of Works and Housing stated as under:

...we have left it to the State Governments to choose the slums which they will clear or improve and in the letter of the Central Government which introduced this scheme—at that time it was Central Scheme—we suggested that the State Governments should pick the worst slums and we said that in the belief that the choice of the worst slums was something which the State Governments could well exercise."

16. The witness added that State Governments used to submit their schemes to the Central Government when the scheme was Centrally sponsored.

17. In a written reply furnished subsequently (February, 1978) the Ministry of Works and Housing have stated that when the

scheme was centrally sponsored "the State Governments were not required to submit individual projects of slum clearance for approval of the Central Government. The Central financial assistance was allocated provisionally at the beginning of the financial year and final release of funds was made after actual figures of expenditure on the schemes were received from the State Governments."

18. When asked whether there was any difficulty in issuing guidelines to the State Governments in regard to the slum clearance and follow up action, the Secretary, Ministry of Works and Housing stated "None, whatever. We can certainly send guidelines to the State Governments. But they will be purely advisory." He added that "we will do so."

19. The Committee asked whether after clearance of slums, priority was given to the persons displaced from the slum areas in allotment of new houses constructed on the same site. The Director, Department of Urban Development stated that when the scheme was in the Central Sector till 1969, one of the important principles on which it was based was 'there should be the minimum dislocation of slum dwellers and efforts should be made to re-house and/or on sites nearby in order to ensure that they are not uprooted from their fields of employment.' But after 1969 when the scheme went over to the State Sector, "the States were free to adopt their own principles. So far as we know, broadly speaking, in the majority of cases, attempts have been made to see that the slum dwellers who have been evicted in the clearance process have been rehoused in tenements, may not be in the same site but in an alternative site... as near as possible."

20. The Committee find that the definitions of 'slum' given in the Central and State Acts are not identical although these are stated to be so in content. To quote an example, the difference in the definitions given in the Central and the West Bengal Acts on the subject appears to be significant. According to the Central Act for declaring an area as slum, condition of the "buildings" in the area is to be taken into consideration whereas according to the definition in the West Bengal Act, condition of "land, huts or other structures" in the area is to be the basis for declaring it as a slum area. The Committee feel that the Ministry of Works and Housing should carefully review the present definitions of slums given in the Central and State Acts with a view to improving the definition in the Central Act and issuing guidelines to the States for defining slums in their respective Acts with particular reference to their physical and social aspects so that the scope of the problem is limited to

the clearance and improvement of such areas as need utmost urgency in terms of the enormity of the problem. The Committee reiterate that a more precise definition of slums in the Central and State Acts would be of considerable help to the local authorities to determine the priorities for action in respect of slums and to enable them to take up the worst slums first.

21. The Committee were informed during evidence that after 1969 when the slum clearance schemes were included in State Sector, "the States were free to adopt their own principles" for resettling the people displaced from slum areas and in the majority of cases "the people evicted in the process of slum clearance were rehoused in tenements, may not be on the same site but in an alternative site..... as near as possible". The Committee strongly feel that the slum dwellers who may have to be evicted in the slum clearance process must have priority over all others in the matter of allotment of tenements built at the same site and all of them should be settled, as far as possible, at the same site and if it is not so possible, they should be settled as near the original site as possible so as to ensure that they are not uprooted from their fields of employment. The Committee also feel that if measures are taken well in time to prevent the growth of slums, complications that arise on that account later on can be avoided. The Committee recommend that comprehensive guidelines should be issued by the Central Government for the benefit of State Governments and Union Territories advising them about the need and nature of timely measures to be taken to prevent the growth of slums, impressing upon them the need to build tenements for rehousing the slum dwellers preferably at the sites of the slums or as near to those sites as possible and to give over-riding priority to the people displaced in the process of slum clearance in the matter of allotment of tenements built at or near the original sites. The Committee would also like the Ministry of Works and Housing to emphasise upon the State Governments and Union Territories the importance of following these guidelines in letter and spirit in order to avoid any hardship being caused to the weaker sections of society.

National Urbanisation Policy Resolution

Recommendation No. 25 (Paragraph 2.62)

22. Considering that the migration of rural population to urban areas was one of the the prime factors responsible for the mushrooming of uncontrolled settlements in the urban fringe, the Committee felt that to avoid the rapid growth in urban population and to reduce the widening gap between urban and rural areas, a careful

and methodical planning for human settlements, including measures to disperse population with adequate housing, employment opportunities, health and education facilities etc. would have to be carried out systematically in the rural areas. The Committee were of the view that Gandhiji's idea of India living in villages and making villages self-sufficient and self-reliant to the extent possible had more relevance now than at any other time. The Committee also felt that the resources could be more profitably utilised in rural areas and small towns to arrest the drift of population to the metropolitan cities.

23. In their reply the Ministry of Works and Housing stated that a National Urbanisation Policy Resolution with objective of evolving a spatial pattern of economic development and location of hierarchy of human settlements had been drafted and was under consideration. It was stated that it was proposed to have the Resolution accepted at the national level.

24. Asked to state the latest position in regard to the acceptance of the National Urbanisation Policy Resolution at the national level, the Ministry have stated (May, 1977) that the question of acceptance of the National Urbanisation Policy Resolution at the national level is still under consideration in consultation with the Planning Commission.

25. In paragraphs 5.16, and 5.17 of their 97th Report the Committee had urged the Government to finalise the National Policy on Urbanisation at a very early date. The Committee had also desired that the National Policy Resolution should be placed before the Parliament so as to provide an opportunity to Members and Public for expression of views. The Committee feel concerned that the question of acceptance of the National Urbanisation Policy Resolution at the national level is still under consideration in consultation with the Planning Commission. The Committee desire that the question should be brought to an early decision

National Housing Policy

Recommendations Nos. 37 and 44 (Paragraphs 3.12—3.17 and 3.27—3.30)

26. The Estimates Committee had observed that during a span of four decades (1931—1971) the urban population increased three-fold from 34 million to 110 million and the housing shortage was aggravating rapidly as the years rolled by. The present housing shortage of 15.6 million units—3.8 million in urban areas and 11.8

million in rural areas—was expected to go up to 65.6 million units in 2001 A.D. The highest incidents of shortage had been stated to be in low income categories in the urban areas. The Committee suggested that it was high time that concerted measures were taken to narrow the widening gap between the requirements and availability of housing in the country so that the situation did not become unmanageable in future.

27. Noting that the statement on Housing Policy made for the first time in Parliament in August, 1957 was not followed up by setting forth National Housing Policy so as to provide clear and firm guidelines for the housing programmes, the Committee had expressed their unhappiness at the delay in coming to a decision in this important matter which needed to be dealt with on an urgent footing. Referring to the earlier recommendations made in their 37th Report (1972-73) and 67th Report (1974-75) the Committee had urged the Government to bring out the National Housing Policy without further loss of time.

28. In their reply the Ministry of Works and Housing stated as follows:

“Consistent with the availability of resources, all possible efforts are being made to boost the housing activity in the country particularly for persons belonging to the weaker sections and low income groups. The question of according high priority to housing in planning is under consideration.”

29. Asked to state the positive steps taken to boost the housing activity in the country particularly for the economically weaker sections and low income groups and also the decisions taken, if any, on the question of according high priority to housing, the Ministry *inter alia* stated (May, 1977) as follows:

“Housing is a State Subject. Central financial assistance for all the State Sector Schemes (including Housing) taken together is made available to the State Governments in the form of ‘block loans’ and ‘blockgrants’ without being tied to any specific scheme or head of development. The scheme for the provision of house sites to landless workers in rural areas is included in the National programme of Minimum Needs. For the implementation of this scheme specific funds are earmarked by the Planning Commission in the Annual Plan outlays of the State Governments/Union Territory Administrations.

In view of the complexities of the problem of housing and with a view to giving an impetus to construction of houses, the Conference of the State Ministers of Housing and Urban Development held at Madras in May-June, 1974 and Bhopal in October, 1975 had recommended *inter alia* that efforts should be made by the Centre and the States to evolve a National Policy on Housing and for this, a National Commission should be appointed to go into this question in depth and make recommendations on the policy to be adopted in future. The proposal for the appointment of a National Housing Commission is under consideration of Government. The proposal for according a high priority to housing in planning is also receiving the attention of the Government."

30. The Ministry also stated that the Working Group appointed by Government in November, 1975 to study the existing material connected with housing and to indicate the areas for further study had submitted its report. (A copy of the Report had been furnished to the Committee). The working group had *inter alia* recommended the necessity for setting up a National Commission on 'Housing'. The Commission when set up would help in evolving a National Housing Policy.

31. In reply to SQ. No. 501, the Minister for Works and Housing stated in Lok Sabha on the 18th July, 1977 that it has been decided not to pursue the proposal for setting up a National Commission to study the various facts of housing policy and programme due to constraint of resources. In reply to a supplementary on the question, the Minister added that his Ministry were considering whether the problem of shortage of houses can be tackled by formulating a housing policy without setting up the proposed Commission.

32. The Committee note that while Government have decided not to set up a National Commission on Housing to study the various aspects of housing policy and programmes on account of constraint of resources, they are considering the question of formulation of a housing policy without setting up the Commission. The Committee regret to note that even though they had made a recommendation to this effect in their 37th Report (1972-73), the question of formulation of National Housing Policy has been hanging fire even after the lapse of five years. The Committee would like Government to bring out the National Housing Policy without any further loss of time and accord high priority to Housing in planning in order to narrow the widening gap between the requirements and availability

of housing in the country, particularly for low income groups and weaker sections of society, so that the situation does not become unmanageable in future.

HOUSING REQUIREMENTS

Recommendation No. 38 (Paragraph 3.14)

33. The Estimates Committee had desired Government to initiate steps in consultation with the State Government for the collection of data in regard to the housing requirements so that the problem was viewed in correct perspective and measures taken to deal with it in the context of the resources on hand and the resources which could be generated. The Committee emphasised that assessment of the actual housing needs particularly for the economically weaker sections of the society and low income groups might be made and perspective plans prepared for meeting the housing shortage within a time bound programme.

34. In their reply (December, 1976) the Ministry of Works and Housing *inter alia* stated that "at present the National Building Organisation is engaged in the collection of housing statistics to the extent possible."

35. The Ministry also stated that in July 1975 an Advisory Group on Housing and statistics was set up with the following terms and conditions:

- (i) to review the existing arrangement for collection, tabulation and analysis of housing and building statistics;
- (ii) to examine the problem involved in the collection of statistics;
- (iii) to advise on further development of statistics in the housing and building sector.
- (iv) to examine and standardise concept definitions and technical procedures, in regard to housing and building statistics.

36. It was added that the group was working under the auspices of National Building Organisation and was likely to finalise its report by December, 1976 and submit to the Ministry by January, 1977.

37. On being asked to state the progress made in assessing the actual housing needs particularly for the economically weaker sections of society and low income groups and to furnish a copy of the

report, if finalised, along with a statement showing the action taken/proposed to be taken thereon, the Ministry have stated (May, 1977) as follows:

"The Advisory Group has not yet submitted its report.

No reliable data in regard to the actual housing needs particularly for the economically weaker sections of the society is available. However, according to the assessment made by the National Building Organisation which is based on the preliminary data of the census of 1971, the useable housing Stock increased from 57.1 million housing units in 1961 to 66.4 million units in 1971 in rural areas and from 11.3 million units in 1961 to 16.1 million units in 1971 in Urban areas. The housing shortage on the eve of the Fifth Plan i.e. 1st April, 1974 was estimated at 15.6 million units—3.8 million in urban area and 11.8 million units in rural areas."

38. The Committee regret to note that no reliable data in regard to the actual housing needs particularly of the economically weaker sections of society is available with the Government. In the absence of reliable data not only is it difficult to have a correct perspective of the magnitude of the problem of the shortage of houses but it is also difficult to make time-bound programme to meet the housing requirements of the people. The Committee, would, therefore, reiterate their earlier recommendation that assessment of the actual housing needs particularly for the economically weaker sections of society and low income groups may be made expeditiously and prespective plans prepared to meet the housing shortage within a time bound programme.

39. The Committee hope that the Advisory Group on Housing and Statistics will finalise its report without further delay and the Government will lose no time in initiating measures to stream-line the system of collection, tabulation and analysis of housing and building statistics so that the difficulty being experienced now for lack of reliable data in formulating sound house building plans, to meet the housing shortage is not experienced in the future.

Urban Land Acquisition Policy

Recommendation No. 62 (Paragraph 5.23)

40. Noting the slow progress made in the acquisition and development of land, the Estimates Committee felt that the main reason for the failure of Government to tackle the problem of acquisition

of land on a large scale and at a reasonable price for housing programme might well be due to lack of firm and clear cut policies on urban land and housing with the result that the States had been following different policies on urban land and housing. The Committee hoped that the High Level Committee set up under the Chairmanship of the Minister of Works and Housing would make an in-depth study of all these matters and make suitable recommendations in this behalf.

41. The Ministry of Works and Housing have stated that "with the enactment of the Urban Land (Ceiling and Regulation) Act, 1976, availability of urban land at a reasonable price for housing programme etc. has been envisaged. Again, a model urban land and Housing Policy has been drawn up by the Ministry of Works and Housing and has been recommended for adoption by the State Governments with suitable modifications where required as part of the guidelines for Central assistance under the integrated Urban Development Programme."

42. The Ministry have further stated (May, 1977) that the High Level Committee on Urban Land Acquisition Policy has not submitted its report as yet. The Government have recently appointed a working group to assist the Committee in its work and place before it a comprehensive document, for taking policy decision. The working group has not yet completed its work.

43. The Committee note that a Working Group has been appointed to assist the High Level Committee on Urban Land Acquisition Policy in its work. The Committee hope that the Working Group would complete its work expeditiously to enable the High Level Committee to take a decision in the matter without further delay so as to ensure speedy acquisition and development of land for housing programmes.

Shifting of Offices/Establishments

Recommendation No. 68 (Paragraph 5.41)

44. The Estimates Committee had urged that in order to relieve the congestion as also to reduce pressure on civic amenities in the metropolitan cities, it is high time that Government should identify at a very early date such offices as can be shifted from Delhi and other metropolitan cities and take concerted follow-up action to shift them according to a time-bound programme.

45. In their reply (July, 1976) the Ministry of Works and Housing stated that:

"Constant efforts are made by a very high level body to stop new offices being established in Delhi and to shift some of the existing offices outside. For shifting of such offices from Delhi as can function from outside places, statistical information is being compiled for preparation and consideration of proposals in this regard.

As regards shifting of the Central Government offices from other metropolitan cities it is stated that only such offices as are essential to operate in these cities have been located there. However, the recommendation of the Estimates Committee is noted and efforts will be made to shift some of the offices from those cities."

46. In a subsequent note (November, 1976) the Ministry have stated:

"As regards Delhi, a working group has been set up to make in depth studies on the decentralisation of Government offices etc. from Delhi. Their recommendations are awaited. As regards Bombay action is being taken by the Government of Maharashtra. 21 Government offices have been shifted from Bombay according to the information available with the Ministry of Works and Housing. The Ministry of Works and Housing have also decided to construct office accommodation for Government of India offices in New Bombay."

47. On being asked to state the action taken to identify the Central Government offices which could be shifted from Delhi and other metropolitan cities and the actual progress made in shifting of such offices the Ministry have stated (April, 1972) that:

"Proposals for shifting some of the offices from Delhi to its Satellite/ring towns and from greater Bombay to New Bombay are under consideration. Actual shifting will be carried out in phases as and when suitable office/residential accommodation and other necessary facilities at new places become available."

48. The Committee urge that the report of the Working group set up to make in depth studies on the decenarlisation of Government offices etc. from Delhi will be expedited and follow up action taken to shift offices from Delhi and from other metropolitan cities

according to a time bound programme. The Committee would like that the recommendations made by the Working Group and the decision taken thereon and proposals for shifting of offices from other metropolitan cities, when finalised, may be brought to the notice of Parliament. The Committee would like to add that their intention was not only to shift the Central Government offices from New Delhi, Bombay and other metropolitan cities to satellite/ring towns but also to develop other towns in the States and locate these offices there.

Central Scheme of Integrated Urban Development

Recommendation No. 71 (Paragraph 5.53)

49. The Committee had emphasised that a time bound programme should be prepared to extend the scheme for integrated development of metropolitan cities and areas of national importance to the cities having population of 3 lakhs and above, other than 5 cities covered by the scheme in 1974-75, the first year of the Fifth Plan. The Committee also suggested that in the light of experience gained, the scheme might be considered for extension to cities with 1 lakh population. In their reply (November, 1976) the Ministry of Works and Housing stated that efforts were being made to cover as many new cities as possible under the programme. Financial limitations were, however, coming in the way of extension of the programme to all the cities.

50. In a subsequent note (February, 1978) the Ministry have stated that the Central assistance provided to 19 cities and towns viz Bhopal, Indore, Ludhiana, Cochin, Vishakapatnam, Allahabad, Hyderabad, Raipur, Calcutta, Bangalore, Lucknow, Asansol, Bombay, Madras, Kanpur, Haldia, Ahmedabad, Baroda, Jullunder, from 1974-75 to 1976-77 was Rs. 62.65 crores. During 1977-78 a sum of Rs. 13.64 crores has so far been sanctioned under the scheme against the revised provision of Rs. 40 crores. This amount has been sanctioned for implementation of the scheme in Ludhiana, Jullunder, Cochin, Raipur, Bangalore, Lucknow and Calcutta. The remaining amount is expected to be released before the close of the financial year 1977-78. The Ministry have further stated that the present emphasis on land acquisition and development is based on the view that the resources base of the local bodies/implementing agencies could be strengthened through transactions in valuable urban land. However, it is now felt that this emphasis neglects some of the critical problems of infrastructure and services, such as water supply and sewerage, roads, environmental hygiene etc., in the urban areas. A revision of guidelines of the Integrated Urban Development pro-

gramme is therefore under consideration to provide Central support for infrastructure development also.

51. The Committee note that during the years 1974-75 to 1976-77 Central assistance amounting to Rs. 62.65 crores was provided to 19 cities and towns for implementation of the integrated urban development programme. The revised provision for the year 1977-78 was Rs. 40 crores out of which an amount of Rs. 13.64 crores was sanctioned till February, 1978 and the remaining amount was expected to be released by the end of financial year (1977-78). The Committee also note that the present emphasis of the scheme on land acquisition and development does not include some critical problems of infrastructure and services, such as supply of water and sewerage, roads, environmental hygiene etc. in the urban areas. The revision of the guidelines of the integrated urban development programme is stated to be under consideration to provide central support for infrastructure development also. The Committee attach great importance to proper and timely handling of the problems of infrastructure and services. The Committee are of the view that if these problems are effectively handled, the growth of slums would be largely prevented. They desire that the guidelines in this regard should be revised in the light of experience without any further loss of time and communicated to the State agencies for compliance and adequate central assistance provided also for infrastructure development which is an inseparable aspect of integrated urban development.

52. The Committee would like to reiterate that a time-bound programme should be prepared to extend the integrated urban development scheme to all other cities having population of 3 lakhs and above not covered by the scheme at present. Further in the light of the experience gained the schemes might be considered for extension to cities and towns with one lakh population.

Financing of Social Housing Schemes

Recommendation No. 75 (Paragraph 6.24)

53. Noting that 60 per cent of the funds of the Housing and Urban Development Corporation went to the State Housing Boards, the Committee considered it of paramount importance that this expenditure was incurred on financing the social housing schemes which were primarily intended for housing the economically weaker sections of society and low income groups. To achieve this end, the Committee had desired government to review the position in coordination with the Housing and Urban Development Corporation, State Governments and State agencies to ensure that the funds were judiciously distributed to the State Housing agencies with

reference to the magnitude of housing shortage of economically weaker sections of society, lower income groups and not on the basis of the capacity of the State Governments to prepare and execute the housing schemes.

54. In their reply (November, 1976) the Ministry of Works and Housing stated as follows:

"As on 31-7-1976, 83.5 per cent of the total dwelling units sanctioned were for economically weaker sections and low income groups. HUDCO continues to give priority to sanctioning the EWS and LIG Housing.

In order to encourage the housing agencies from the States, that have not so far adequately availed of HUDCO's financial assistance, HUDCO sometimes sends its own Project Appraisal Teams consisting of officers from technical and financial disciplines to formulate, scrutinise and accept the scheme on the spot. This has helped in encouraging the backward States to submit schemes to HUDCO.

A scheme for determining the priority in loan sanction to various States on the basis of their needs is also under consideration in HUDCO."

55. While the Committee appreciate that 83 per cent of the total dwelling units sanctioned (as on 31-7-1976) were for economically weaker sections and low income groups and that Housing and Urban Development Corporation sometimes sends its own Project Appraisal Teams to formulate, scrutinise and accept the schemes on the spot in order to encourage the state housing agencies that have not so far adequately availed of its financial assistance, they still feel that it is necessary to review the position in coordination with Housing and Urban Development Corporation, State Governments and State agencies in order to ensure that funds are judiciously distributed to the state housing agencies with reference to the magnitude of the housing shortage for the economically weaker sections of society and lower income groups and not on the basis of their capacity to prepare and execute the housing schemes.

Implementation of Recommendations

56. 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 Govern-

ment 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 the recommendations in letter and spirit for any reason, the matter should be reported to the Committee in time with reasons for non-implementation.

57. The Committee would also like to draw attention to their comments made in respect of the replies of Government to the Recommendations at Sl. No 4, 6, 7, 11, 12—14, 16, 18—21, 24, 36, 50, 52, 54, 58, 67 & 77 (Chapter II) and desire that Government should take action in pursuance thereof and also furnish the requisite information to the Committee.

58. The Committee also desire that final replies of the Government in respect of recommendations contained in Chapter V of this Report may be furnished to the Committee expeditiously.

CHAPTER II

RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation No. 4 (Para 1.42)

The Committee are surprised to note that only 9 States, viz., Andhra Pradesh, Gujarat, Madhya Pradesh, Karnataka, Tamil Nadu, Uttar Pradesh, Punjab and West Bengal have enacted legislation on Slum Clearance and Improvement and the remaining States have not so far enacted such a legislation. The Committee have been informed that provision exists for slum clearance/improvement in the rules of business etc. of Improvement Trusts, Municipalities and Country Town Planning Organisations of other States and that "to the extent that these administrations can do it, these are provided, if not in enactments, in their rules of business administration." The Committee, however, consider that the rules of business/administration of the Improvement Trusts, Municipalities etc., do not constitute effective alternative for undertaking meaningful measures for Slum Improvement/Clearance in the absence of proper enactments for the purpose. Absence of statutory backing and limitations of funds will result, by and large, in the efforts of the local authorities being sporadic in character, and any large scale clearance of slums will be ruled out especially where the initial cost of acquiring slum areas and payment of compensation therefor are beyond their resources. The Committee would therefore, urge the Government to persuade the remaining States for taking immediate steps for enacting a legislation so as to facilitate the clearance and improvement of slums in a purposeful and coordinated manner.

Reply of Government

The recommendation of the Committee has been brought to the notice of those State Governments which have not yet enacted legislation on slum clearance/improvement, with the request that they should take urgent action in the matter.

(Min. of W.&H. O.M. No. H-11013/7/76-UD. IV-A dated 30-11-76)

Comments of the Committee

The Committee hope that the Government will watch the progress made by the State Governments which have not yet enacted legislation on Slum Clearance/improvement with a view to persuading them to initiate action in this direction at the earliest.

Recommendation No. 5 (Para 1.43)

The Committee are concerned to note that all these years no effort has been made to ascertain the exact magnitude of slum problem in the country and that Government have been proceeding in the matter of clearance and improvement of slums on an *ad hoc* basis. The Committee feel that if Government had assessed the problem at regular intervals in the past and taken remedial steps simultaneously, the problem might not have assumed the alarming proportions as it has today.

Recommendation No. 6, (Para 1.44)

The Committee note that the Working Group on Slums set up by the Planning Commission before the Fifth Five Year Plan had, on the basis of information collected from some of the metropolitan and major cities above 5 lakhs people, estimated that about 20 to 25 per cent of the urban population might be living in slum areas and that on that basis, out of the urban population of 108.7 millions in 1971, nearly 22 million might be living in slum areas. As the conclusions drawn by the Working Group are merely estimates and do not cover the towns and cities with less than 5 lakh population where also slums exist, it is evident that the slum population in the country is much more than estimated by the Working Group. The Committee are surprised to note that even the States which are badly affected by slums have not gathered authentic information on this subject, except in the case of Bombay in Maharashtra State where an enumeration of the slum dwellers has recently been carried out.

Recommendation No. 7 (Para 1.45)

The Committee would like Government to have special survey of slums made on an all-India basis particularly of the worst slums so that the magnitude of the problem is known and effective and realistic measures could be evolved to deal with this problem. In order to keep a watch over further growth of slums, it is necessary that such surveys are made near about the time of each National Census. These surveys should include information about the socio-economic conditions of slum dwellers. In this connection the Committee would like that the utility of the data of the slum dwellers gathered at Bombay may be evaluated to identify significant aspects which should be specifically covered in the census/surveys.

Reply of Government

It was realised that funds set apart by the Central Government for financing slum clearance projects in the Second and Third Plan.

periods were not adequate to solve even the problem of the worst slums in the country and it was, therefore, emphasised on the State Governments that particular care should be taken by them in selecting projects for financing under the Scheme. While no all-India survey of the slum problem was made, in so far as financing of specific projects of slum clearance was concerned, it was done only after information on the slum areas, the number of slum families, their income and other vital details were collected and analysed. Therefore, for each project taken up by the State Government for implementation under the Scheme, there had been a complete survey of the slum area.

This Ministry has requested the State Governments and Union Territories to furnish statistics regarding the total slum population in their cities, the type of structures which constitute the slums, the measures adopted to solve the problem of slums and their success, suggestions for future action etc. The attention of the State Governments has also been invited to the census of slums conducted by the Maharashtra Government in Greater Bombay with the suggestion that they might consider undertaking similar surveys in the cities so as to have an idea of the problem and programmes that could be drawn up. A copy of the Maharashtra Vacant Lands (Prohibition of Unauthorised Occupation and Summary Eviction) Act, 1975 has also been sent to the State Governments so that future encroachments on vacant lands could be dealt with effectively.

The observations of the Committee have been brought to the notice of the State Governments for appropriate action.

(Min. of W.&H. O.M. No. H-11013/7/76-UD. IV-A dated 30-11-76)

Comments of the Committee

The progress made in conducting a special, survey of slums particularly worst slums on an All India basis regarding socio-economic conditions of slum dwellers may be intimated to the Committee.

Recommendation No. 8 (Para 1.46)

The Committee would also like Government to pay attention to the sanitary and hygienic conditions in rural areas by providing for lay-out plans, paved pathways, drainage etc., so as to improve the living conditions in villages, particularly in larger villages, which would also help in arresting the drift of rural population to the urban areas which mainly results in the growth of slums.

Reply of Government

This recommendation requires action by the various State Governments and it has been brought to their notice.

(Min. of W.&H. O.M. No. H-11013/7/76-U.D. IV-A dated 31-12-76)

Recommendation No. 11 (Para 2.14)

The Committee note that during the period the Slum Clearance/Improvement Scheme was in the Central Sector from 1956 to 1969, only 67,657 houses were completed against a total of 108,215 units sanctioned. Thus the number of houses completed, constituted 62 percent of the units sanctioned. The average number of houses completed per year since the inception of the Scheme works out to 5204 units. The Committee also note that there is a wide gap between the number of units sanctioned and the units completed in respect of many States. The gap is particularly wide in the case of States such as Bihar, Mysore, Orissa, and Delhi where the number of houses completed was less than even 50 per cent of the units sanctioned. While fully realising that the number of units sanctioned was itself not sufficient to make any sizeable impact on the slum problem in the country, it is a matter of regret that even these modest targets could not be fulfilled. It is a sad reflection on the planning and organisational set-up. The Committee recommend that if any substantial progress is to be made in alleviating the human misery which the slums represent, it is important that any lacunae in the fields of planning and organisational set up should be immediately removed.

Reply of Government

The recommendation of the Committee has been brought to the notice of the State Governments concerned.

(Min. of W&H O.M. No. H-11013/7/76-UDIV-A dated 30-11-76)

Comments of the Committee

The Committee may be informed whether any guidelines have been issued to the State Governments to improve their planning and organisational set up in order to achieve the targets for the completion of dwelling units and what progress has been made by the State Governments and Union Territories particularly Delhi in this respect.

Recommendation No. 12 (Para 2.15)

After noting the poor performance of the scheme during the 13 years it remained in the Central Sector, the Committee have come to the conclusion that no amount of financial assistance whether at central or state level for construction of tenements for the slum dwellers can resolve the gigantic slum problem in an effective manner, particularly when the slum population has assumed the proportion of about 20—25 percent of the country's urban population. The Committee would like to point out that the Working Group on slums had estimated that by 1979, the towns with a population of 3 lakhs or above, would have 7.5 million slum dwellers requiring a provision of nearly 2 million slum housing units. On an average expenditure of Rs. 7000 per unit, the cost involved would be about Rs. 1400 crores which is beyond any foreseeable resources for the purpose. The Committee realise that the task of slum clearance is immense and that with the present physical and financial limitations, complete elimination of slums may not be possible. The Committee, however, feel that if the problem has to be solved in a more meaningful manner, the emphasis may have to be shifted to the improvement of the slums and substandard areas and implementation of "sites and services schemes."

Reply of Government

The Scheme of Environmental Improvement in Slum Areas which was started in the Central Sector in April, 1972 and is in the State Sector since 1-4-1974 aims at improving the environmental conditions of the slums as it was realised that clearance of slums would be beyond the financial resources of the Government. The scheme of provision of sites with adequate services has been taken up by some of the implementing agencies and it is expected that this will gain wider acceptance in the years to come. The Housing and Urban Development Corporation is exploring the possibility of obtaining World Bank assistance for financing schemes of sites and services on a continuing and large-scale basis.

(Min. of W&H O.M. No. H-11013/76-UDIV-A dated 30-11-76)

Comments of the Committee

The Committee may be informed of the results achieved by Hindustan Urban Development Corporation in obtaining assistance from the World Bank for financing schemes of "sites and services", and whether any guidelines/instructions have been issued for environmental improvement in slum areas.

Recommendation No. 13 (Para 2.17)

The Committee during their visit to Madras were informed that the rent being charged for slum tenements is Rs. 10 per month (without water and electricity charges) whereas the economic rent worked out to about Rs. 70 per month per unit. The Committee gathered an impression that the subsidized rent of Rs. 10 per month per tenement may not even be sufficient for maintaining the tenement. In that case, these new tenements which have been developed at high costs may degenerate into sub-standard living conditions after some time and thus defeat the very objective for which they were constructed. The Committee would, therefore, like Government to consider whether it would not be more appropriate to give a sense of involvement to the occupants by making available these tenements on long term hire-purchase basis instead of collecting the license fee. The Committee would like this aspect to be gone into more carefully by an Expert Body which should have representatives of leading social organisations, actually working in that area and Finance etc.

Reply of Government

This Ministry had issued instructions in June, 1965, allowing sale of tenements built under the Slum Clearance|Improvement Scheme. The important features of the instructions are given below:—

- (i) The allottee will pay the full cost of the house i.e. the cost of both the acquisition and development of land and of construction, as determined by the Government.
- (ii) He may pay this cost in one lumpsum or in instalments spreading over a period of 20 years.
- (iii) If he elects to pay in instalments, he will pay 5 per cent of the full cost in advance and the balance in 19 annual equated instalments, with interest at the rates prescribed by Government from time to time.
- (iv) He will not transfer the house by sale, gift, mortgage or otherwise till he has paid the full cost and for a period of 5 years thereafter.
- (v) In addition to the instalment payable towards the full cost of the house, he will pay the ground rent for the land on which the house and its appurtenances stand to the Government and Municipal taxes, water charges and scavenging charges etc. to the Local Body.

(Min. of W.&H. O. M. No. H-11013/7/76-UD. IV-A dated 30-11-76)

Comments of the Committee

The extent of implementation by State Governments of the instructions issued by Government in June, 1965 allowing sale of tenements under the Slum Clearance/Improvement scheme may be intimated to the Committee.

Recommendation No. 14 (Para 2.26)

The Committee note that the primary object of the Slum Clearance/Improvement Scheme was to clear the slums and to re-settle the slum dwellers near their place of work, but as it was found by experience that clearance was very difficult, the Central Scheme for Environmental Improvement in Slum Areas was introduced with effect from 1-4-1972. They further note that during 1972-73 and 1973-74 when the Scheme was in the Central Sector, Government had provided cent per cent assistance to State Governments for effecting environmental improvement of slums in 20 cities and that an amount of Rs. 20.24 crores was released against Rs. 30 crores allocated.

Recommendation No. 14, (Para 2.27)

The Committee regret to note that the implementation of the Scheme has suffered retardation during the two years (1974-75 and 1975-76) after its transfer to the State Sector from 1-4-74 in as-much-as the total population benefited from the Schemes has declined from 33.85 lakhs during 1972-73 and 1973-74 to 14.96 lakhs during 1974-75 and 1975-76. It is, therefore, doubtful whether the anticipated coverage of 6 million people under this scheme during the Fifth Plan period will be realised. While the Committee appreciate that the Central Government have no direct control over the execution of the scheme after its transfer to the State sector, the Committee would like to stress that in the overall national interest, the matter should not be left entirely to the discretion of the State Governments, particularly when the Scheme had been sponsored by the Government of India for a specific object and the object is far from fulfilment. The Committee would therefore like the Government to go into the reasons which retarded the progress of the scheme and persuade the State Governments to take up remedial measures so as to make up the deficiency in the remaining years of the Fifth Plan.

Reply of Government

The draft Fifth Plan contained a provision of Rs. 298.95 crores as outlay on Urban Development in the State sector out of which Rs. 105.47 crores was for implementation of the Scheme for Environ-

mental Improvement in Slum Areas. During the years 1974-75 and 1975-76 the total allocation approved by the Planning Commission for this scheme in the State sector was Rs. 16.88 crores. Considering the investment made during the two years the scheme has been in the State sector, the coverage of slum population of 14.96 lakhs cannot be considered inadequate.

The 5th Plan has recently been finalised and the revised 5th Plan outlay under Urban Development in the State sector is Rs. 206.73 crores. It is expected that the slums in all cities with a population of three lakhs and above would be covered under the Scheme before the end of the Fifth Plan.

The observations of the Committee have been brought to the notice of the State Governments with the suggestion that they should take adequate steps to ensure that all the left over slum population in cities with a population of over three lakhs is covered before the end of the Fifth Plan.

(Min. of W.&H. O.M. No. H-11013/7/76-UD. IV-A dated 30-11-76)

Comments of the Committee

The Committee would like Government to keep a constant watch over the progress made by the State Governments and to take necessary steps to ensure that the slums in all the cities with a population of 3 lakhs and above are covered under the scheme before the end of the Fifth Plan Period.

Recommendation No. 16 (Para 2.36)

It appears that a considerable proportion of the houses in many un-planned areas may be of good or of reasonable standard. The main reason for the deplorable condition in such areas is lack of basic infrastructure facilities such as sanitation, roads, water, sewerage, electricity etc. The Committee feel that such areas may be selected for upgrading by undertaking better planning and by providing latrines, water supply, drainage paved streets and widening of the roads etc. Before upgrading is started, it is imperative to undertake proper planning and where necessary acquire land in nearby areas for providing facilities like schools, markets, dispensaries, police station, green areas etc. The owner could also be encouraged to provide basic facilities in their houses while the local authorities may provide water supply, public latrines, drainage facilities and improve in general the layout of roads, streets, pathways etc.

The Committee note that World Bank has extended financial assistance for low cost upgrading projects in a number of countries and also supported the schemes for integrated development of Calcutta area. The Committee have no doubt that in the light of experience gained at Calcutta, Government may like to seek World Bank help for this purpose in a larger measure.

Reply of Government

The Scheme of Environmental Improvement in Slum Areas has as its basic objective the betterment of environmental conditions of slum areas by providing essential facilities like, drinking water taps, sewerage and drainage facilities, widening and paving of lanes, provision of street lights, etc. The Slum Acts also contain provision under which owners of buildings in slum areas could be required to undertake necessary improvement works to the buildings so as to make them habitable.

(Min of W.&H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76).

Comments of the Committee

The Committee may be apprised of the decision taken by Government with regard to seeking World Bank assistance for low cost upgrading projects in the light of the experience gained at Calcutta.

Recommendation No. 17 (Para 2.37)

The Committee need hardly point out that the problem of slum conditions in big old cities can be greatly reduced if close and timely attention is given to the repair and maintenance of old buildings so that they are not allowed to be reduced to shambles. The Committee learn that in some American cities 'House Code' has been introduced under which the bonus of maintaining a house in good condition is thrown both on the occupant as well as the owner. The Committee are also informed that the Maharashtra Government have enacted "Bombay Building Repairs and Reconstruction Board Act" which under certain conditions provides for undertaking maintenance of old buildings by the State Government. Measures like 'Housing Code' in American cities and Bombay Building Repairs and Reconstruction Board Act may not only prove useful in prevention of slum conditions but may also help in maintaining the existing old buildings in a good state of repair. The Committee would like Government to study the provisions of these measures and bring the beneficial aspects to the notice of the State Governments for appropriate action.

Reply of Government

The observations of the Committee have been brought to the notice of the State Governments who have been requested to examine the provision of the Maharashtra Building Repairs and Reconstruction Act, 1973 and consider setting up similar boards in cities where deterioration of housing stock had taken place in a large number.

(Min. of W.&H. O.M. No. H-11013/7/76-UD. IV-A dated 30-11-76)

Recommendation No. 18 (Para 2.43)

The Committee understand that the policy of providing sites of limited area to squatters, and others is being adopted as it is not possible at present to provide houses for such large numbers. The Committee need hardly point out that these areas which may seem to be distant at present may become in due course nucleus of cities and townships. It is, therefore, imperative that from the very beginning the land sites are provided in a planned manner with the necessary infrastructure and basic amenities to take care of future developments. Care should be taken to see that all important vocations and supporting services are represented in these areas in order to lay the foundations of a self-sustaining community right from the beginning.

Recommendation No. 19 (Para 2.44)

The Committee would further suggest that the squatters and others may be provided guidance and assistance so as to put up shelters which are least expensive but have necessary utility value. In this context, the Committee commend the idea of modular construction with the attendant facilities. Standardised fittings may be made available at rates within the reach of the people affected.

Recommendation No. 20 (Para 2.45)

It may also be advisable to prepare plans for group housing which could be built with the participation and cooperation of these persons in the years to come, to meet the rising standards and to overcome the problem of scarcity of land. The Committee need hardly point out that suitable provisions to take care of these possible developments in the future should be built into the terms and conditions on which land sites are given.

Recommendation No. 21 (Para 2.46)

The Committee would like to point out that the major tasks before the authorities in the upgraded slums and 'Sites and Services' projects etc. would be to maintain efficiently the common services

like latrines, water taps, pathways etc. in good working condition. In this connection, it may be pertinent to point out that the Committee during visit to Calcutta Slum Bustees found instances where the common latrines were clogged. It is, therefore, imperative that arrangements should be made for the maintenance of these common services which tend to be neglected after the first flush of enthusiasm is over, causing wide-spread nuisance and squaller in the area and making the hygienic conditions deplorable which pose a positive health hazard to inhabitants.

Reply of Government

The Scheme of sites and services, which is being implemented by some State Governments, is expected to have wider acceptance as a better and relatively cheaper solution to the problem of re-settlement of slum dwellers and squatters. In framing a scheme of sites and services, it has to be ensured by the implementing agencies that the scheme fits in and is integrated with the overall development plan of the city. The Housing and Urban Development Corporation is exploring the possibility of obtaining assistance from the World Bank for financing programmes of sites and services on a large and continuing scale. The observations of the Committee have been brought to the notice of the State Governments with the suggestion that these should be kept in view while preparing and executing schemes of sites and services.

(Min. of W & H. O.M. No. H-11013/7/76-UD. IV-A dt. 30-11-76)

Comments of the Committee

The specific action taken to provide necessary infrastructure and basic amenities and also to ensure that all important vocations and supporting services are represented in the resettlement areas particularly in the Union Territory of Delhi may be intimated to the Committee.

Recommendation No. 22 (Para 2.47)

In this connection the Committee would also like to point out that the the Maharashtra Government has appointed a Controller of Slums for Bombay who is responsible for collection of revenues and maintenance charges from slum dwellers. Under the Slum Clearance and Improvement Scheme, each slum dweller is required to pay Rs. 10/- for the site and Rs. 9/- for maintenance services which are paid to the Corporation, plus Rs. 1/- for administrative charges. A separate fund for slum clearance and improvement is proposed to be created out of the realisation of Rs. 10/- per hut. The Committee would like the Government to examine how it has worked and consider bringing its useful features to the notice of the State Governments for appropriate action.

Reply of Government

The scheme of licencing of sites in Greater Bombay launched by the Maharashtra Government has been in operation for only 9 months now and it will be too early to have an assessment of its working. Nevertheless, the main features of the recent steps taken by the Government of Maharashtra to identify the problem of slums in Greater Bombay, to find a solution to this problem by a combination of licencing of existing slums and shifting of slum dwellers to alternative sites and prevention of encroachments on vacant lands through an enactment conferring summary powers for removal of unauthorised encroachers have been brought to the notice of the State Governments. They have been advised to consider taking similar steps in respect of the cities in their States.

(Min. of W.&H. O.M. No. H-11013/7/76-UD. IV-A dt. 30-11-76)

Recommendation No 23 (Para 2.48)

The Committee consider that it is but fair that the beneficiaries of conservancy services should bear atleast a part of the expenditure for the maintenance of these facilities which have been built at great costs for their benefit and which would improve their surroundings. The Committee need hardly emphasise that ways and means must be found for the involvement and participation of the dwellers themselves in managing the maintenance of these services. It should not be difficult to persuade the dwellers to realise the benefits accruing from better maintenance and upkeep of these services.

Recommendation No. 23 (Para 2.49)

The Committee have no doubt that if the maintenance of the common services provided in the upgraded areas and the new Sites and Services projects are neglected, these areas will again degenerate into slums. The Committee would, therefore, like to emphasise that the provision and maintenance of these services is very essential for which resources have to be found by the Centre and the State Governments. As already stated the slum dwellers may be required to contribute for the maintenance of these services after they have been provided by Government.

Reply of Government

The recommendations of the Committee have been brought to the notice of the State Governments.

(Min. of W.&H. O.M. No. H-11013/7/76-UD. IV-A dt. 30-11-76)

Recommendation No. 24 (Para 2.50)

During their visit to Bombay the Committee were informed of the various enactments such as (i) Maharashtra Vacant Lands (prohibition of Unauthorised Occupation and Summary Eviction) Act; (ii) Maharashtra Slum Areas Act; (iii) Maharashtra Slum Improvement Board Act; (iv) Bombay Building Repairs and Reconstruction Act, under which schemes for slum improvement/Slum Clearance are being implemented by the Maharashtra Government in Bombay. Apart from improving the existing slum areas, the Maharashtra Government is also encouraging the slum dwellers to construct their own houses at cheap rates. The Committee would like Government to study all these schemes and bring their positive controls and beneficial features to the notice of all State Governments for appropriate action.

Reply of Government

The main features of the Maharashtra Vacant Lands (Prohibition of Unauthorised Occupation and Summary Eviction) Act, 1975 have been brought to the notice of the State Governments. The census of slums conducted by the Government of Maharashtra in Greater Bombay and the main features of their scheme for licencing of tenements, recovery of compensation charges, provision of alternative sites to those who are occupying land required for immediate development work, etc. have been brought to the notice of the State Governments and Union Territories. They have been advised to consider taking similar steps to assess the magnitude of the slum problem and to formulate realistic schemes for solving the problem.

(Min. of W.&H. O.M. No. H-11013/7/76-UD. IV-A dt. 30-11-76)

Comments of the Committee

The progress made by the State Governments in assessing the magnitude of slum problems and formulating realistic schemes for solving them may be intimated to the Committee.

Recommendation No. 25 (Para 2.62)

The Committee consider that the migration of rural population to urban areas is one of the prime factors responsible for the mushrooming of uncontrolled settlements in the urban fringe. The Committee feel that to avoid this type of rapid growth in urban population and to reduce the widening gap between urban and rural areas, a careful and methodical planning for human settlements, including measures to disperse population with adequate housing, employment opportunities, health and education facilities etc. will have to be carried out systematically in rural areas. The Committee are of the

view that Gandhiji's idea of India living in villages and making villages self-sufficient and self-reliant to the extent possible is more relevant today than at any other time. Thus Committee feel that resources could be more profitably utilised in rural areas and small towns to arrest the drift of population to the metropolitan cities.

Reply of Government

Recognising the need for a harmonious development of human settlements, a National Urbanisation Policy Resolution has been drafted and is under consideration of this Ministry. The Resolution has the objective of evolving a spatial pattern of economic development and location of a hierarchy of human settlements. The Resolution also aims at securing the optimum distribution of population between rural and urban settlements, bringing about the distribution of economic activities in small and medium towns and providing basic amenities for improving the quality of life in rural and urban areas and reducing differences between rural and urban living. It is proposed to have this accepted at national level.

(Min. of W. & H. O.M. No. K-14011/59/76-UD. III-A dated 30-11-76)

Further information called for by the Committee

Please state the present position in regard to the acceptance of the National Urbanisation Policy Resolution at the National level.

(L.S.S. O.M. No. 5/23/1-EC/76 dt. 19-3-77)

Further reply of Government

The question of acceptance of the National Urbanisation Policy Resolution at the national level is still under consideration in consultation with the Planning Commission.

(Min. of W.&H. O.M. No. K-14011/59/76-UD. III-A dt. 26-5-77)

Comments of the Committee

Please see para 25 of the Report—Chapter I.

Recommendation No. 26 (Para 2.63)

One of the remedies for slum prevention is the dispersal of industries from over-crowded cities to new growth centres or to backward areas. The need for dispersal both of the industries and population from the more congested centres has been recognised long ago, but the Committee regret to note that no concerted measures have been taken in this respect so far.

Reply of Government

The proposed National Urbanisation Policy Resolution aims at bringing about distribution of economic activities in small and medium towns and in new growth centres. It also aims at controlling and where necessary arresting the further growth of metropolitan cities by dispersal of economic activities. Several State Governments have already initiated action in this respect.

(Min. of W.&H. O.M. No. K-14011/59/76-UD. III-A dated 30-11-76)

Recommendation No. 26 (Para 2.64)

The Committee understand that such growth centres and satellite towns have been developed with considerable measure of success in some countries like U.K., U.S.A., and Italy. It has however, to be ensured that the growth centres/satellite towns are self-sufficient with respect to means of livelihood, residential accommodation, community development and utility services. The Committee have dealt with this subject separately in the Chapter of 'Urbanisation'.

Reply of Government

The draft National Urbanisation Policy Resolution proposes development of new counter magnets and new urban centres in a planned manner to help in securing balanced distribution of economic activities in medium and small cities and towns. It may be pointed out in this connection, however, that self-sufficient growth of satellite towns takes a long time to create any sizable impact on the metropolitan cities.

(Min. of W.&H. O.M. No. K-14011/59/76-UD. III-A dated 30-11-76)

Recommendation No. 27 (Para 2.65)

The Committee need hardly point out that only those industries should be allowed in metropolitan and other big towns which are permitted under the Master Plans and concerted action should be taken to shift the others away from the congested areas. Obnoxious industries may not be allowed in the centre of the city as these constitute hazards to health.

Reply of Government

The draft National Urbanisation Policy Resolution proposes the undertaking of advance planning in regard to the location of new large and medium scale industrial units in order to achieve industrial dispersal away from metropolitan and large cities. Generally, Master Plans provide for proper location of industries having

regard to environmental and other factors and do not permit obnoxious industries to be set up in the centre of the city. However, the shifting of existing non-conforming and obnoxious industries to new location is not without some practical difficulties. The Urban Land (Ceiling and Regulation) Act also places restrictions on holding of vacant land and in the guidelines for exemption for industrial purposes, the State Governments have been advised to adopt a rigorous policy in metropolitan and bigger cities. The recommendation is also being brought to the notice of various State Governments and Union Territory Administrations for necessary action.

[Min. of W&H O.M. No. K-14011|59|76-UDIII-A dated 30-11-76]

Recommendation No. 28 (Para 2.66)

Another important reason for the congestion in big and metropolitan cities and the consequential generation of slum conditions is that in spite of the acceptance by Government of the Policy of dispersal of industries and offices from these saturated centres, new offices, government as well as private, new industries and undertakings as also new educational institutions and hospitals are being opened in these big metropolitan areas which provide avenues of employment and tend to attract people from smaller cities, towns and rural areas to these urban conglomeration. As housing and other infra-structure facilities are not available to the new migrants, it is obvious that further slum conditions are created in these places. The Committee consider that unless positive and concerted action is taken by Government to deflect industries, Government and other offices as also large educational institutions from these metropolitan towns, it may not be possible to arrest the migration of population to these over-saturated centres and disperse the population to the smaller cities, town and new growth centres. The Committee would, therefore, like Government to give a lead in this matter to implement in letter and spirit the policy of dispersal of offices and industries etc., to the new growth centres to avoid slum conditions in big cities.

Reply of Government

The policy for dispersal of offices and industries etc. from metropolitan cities to new growth centres has already begun to be implemented. For example, it is reported that in Bombay, about 21 offices have been dispersed to New Bombay. The Ministry of Works and Housing have also taken a decision to construct office accommodation for Government of India offices in New Bombay.

[Min. of W&H O.M. No. K-14011|59|76-UDIII-A dated 30-11-76]

Recommendation No. 33 (Para 2.80)

It has been suggested to the Committee that Government should build reception centres or 'Sarkari Dharamshalas' where the visitors to the city could stay for short periods by paying reasonable rents. The Committee feel that this suggestion is useful and may be considered for implementation by providing much needed shelter to the casual visitors to the city. Such centres may be of dormitory type. The Community services provided there should be maintained in a clean state. These centres should not, however, be allowed to be converted into permanent abodes by strictly enforcing the rules in this behalf. Nutritious food at reasonable rates may be made available also in the Reception Centres. The feasibility of enlisting the help of voluntary and charitable organisations for this purpose, may also be examined.

Reply of Government

The recommendation of the Committee has been brought to the notice of the State Governments for appropriate action.

(Min of W.&H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76).

Recommendation No. 35 (Para 2.89)

The Committee also feel that apart from the role which the municipalities and the local bodies are expected to play for the provision of essential basic amenities like water supply, sewerage, sweeping of streets and pathways etc., the residents themselves have a primary duty to keep their abodes and environments in a tidy condition. They should be made fully conscious of their civic responsibilities through community development programmes.

Recommendation No. 35 (Para 2.90)

The Committee feel that there is immense scope for enlisting the aid of voluntary social organisations in the programmes for community development and education of the slum dwellers in cleaner ways of living. In this context, the Committee consider that the organisations like Nehru Yuvak Kendras may be given a useful role in the matter of channelising the energies of the youth for self-help and community service in slum and rural areas.

Reply of Government

The recommendations of the Committee have been brought to the notice of the State Governments for necessary action.

(Min of W.&H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76).

Recommendation No. 36 (Para 2.91)

The Committee consider it of paramount importance that the economic condition of the slum dwellers is improved to enable them to adopt cleaner ways of living. The Committee feel that assistance of the nationalised and other commercial banks which have built up adequate deposits during the last few years may be sought to ameliorate the conditions of the dwellers in sub-standard areas. For this purpose, it would be desirable if a bank working in the Sector|City adopted a sub-standard area on its own or in coordination with other banks operating there and earmarked a certain percentage of its income generated in the city for the general welfare and economic development of the area in a well planned and coordinated manner. In this connection, the Committee commend the efforts of Bank of Baroda which has financed a large number of small traders and slum dwellers in Dharavi, the biggest slum pocket in Bombay.

Recommendation No. 36 (Para 2.92)

The Committee further suggest that the active assistance of the State Industries Institutes and States Small Industries Associations may also be sought in carrying out mini-techno-economic surveys for each group of slums as to identify the potential entrepreneurs for setting up small scale and cottage industries to provide employment and means of livelihood to the people. It is important that emphasis should be laid on introducing self-employment schemes in such areas. In this connection, the Committee need hardly stress that the best method of meaningful improvement in the economic conditions of the slum dwellers and it is here that the banks etc. can play a leading role.

Reply of Government

The recommendations of the Committee have been brought to the notice of the State Governments for appropriate action. Recently the Reserve Bank of India has issued guidelines under which Commercial Banks are now permitted to finance housing projects relating to slum clearance and provision of house to the economically weaker sections of Society. The attention of the State Governments has been invited to this development and they have been advised to seek loan from commercial banks for their slum clearance projects and housing projects for the Economically Weaker Sections.

(Min of W.&H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76).

Comments of the Committee

The specific steps taken to seek the assistance of the State Industries Institutes and the Small Scales Industries Associations in carrying out mini-techno-economic surveys for each group of slums to

identify potential entrepreneurs for setting up small scale and cottage industries and also for introducing self employment schemes may be intimated to the Committee.

Recommendation No. 37 (Paras 3.12 & 3.13)

The Committee note that the country is today facing a gigantic housing problem which is aggravating rapidly as the year roll by. The present housing shortage of 15.6 million units, 3.8 million in urban areas and 11.8 million in rural areas is expected to go up to 65.6 million units in 2001 A.D. It is estimated that the construction rate is only 2 dwellings per 1000 population per annum. It is observed that between 1931 to 1971, the urban population increased from 34 million to 110 million, which is a three fold increase in the span of four decades. The highest incidence of shortage has been stated to be in low income categories in the urban areas. It is evident that the steps taken so far have not been able to make any significant dent on the acute housing shortage.

The Committee agree that the problem of housing such a large population is of "a colossal order" but as housing is a basic need of human beings, next to food, the Committee consider that it is high time that concerted measures are taken to narrow the widening gap between the requirements and availability of housing in the country, so that the situation does not become unmanageable in the future.

Reply of the Government

Consistent with the availability of resources, all possible efforts are being made to boost the housing activity in the country, particularly for persons belonging to the economically weaker sections and low income groups. The question of according high priority to housing in planning is under consideration.

[File No. 15 (8)/76-HII].

Further information called for by the Committee

Please state the positive steps taken to boost the housing activity in the country particularly for the economically weaker sections and low income groups and also the decision taken, if any, on the question of according high priority to housing.

(L.S.S. O.M. No. 5/23/1-EC/76, dated the 19th March, 1977)

Further reply of Government

MP Housing is a State Subject. Central financial assistance for all the State Sector Schemes (including Housing taken together is made available to the State Governments in the form of 'block loans' and

'block grants' without being tied to any specific scheme or head of development. The State Governments have accordingly complete freedom to determine the programmes and to allocate suitable amounts, within the approved plan outlays, to various schemes according to their own requirements and priorities.

The scheme for the provision of house-sites to landless workers in rural areas is included in the National programme of Minimum Needs. For the implementation of this scheme specific funds are earmarked by the Planning Commission in the Annual Plan outlays of the State Governments|Union Territory Administrations. The funds so provided are expected to be spent for the cost of acquisition, wherever reasonable, and for the development of house-sites.

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 sections of the society.

In view of the complexities of the problem of housing and with a view to giving an impetus to construction of houses, the Conferences of State Ministers of Housing and Urban Development held at Madras in May-June, 1974, at Bhopal in October, 1975 and at Calcutta in December, 1976 had recommended *inter-alia* that efforts should be made by the Centre and the States for evolving a National Policy on Housing and for this purpose, a National Commission should be appointed to go into this question in depth and make recommendations on the policy to be adopted in future. The proposal for the appointment of a National Housing Commission is under consideration of the Government.

The proposal for according a high priority to housing in planning is also receiving the attention of the Government.

(F. No. 15(8)|76-HII)

Comments of the Committee

Please See para 32 of the Report—Chapter I.

Recommendation No. 38 (Para 3.14)

One of the problems with regard to housing as indicated in the Draft Fifth Five Year Plan is the lack of availability of data regarding the shortage of housing in the urban and rural sectors, the available data is stated to be 'unreliable and unsatisfactory'. The Ministry of Works and Housing have admitted that in the absense if re-

liable and satisfactory data regarding housing it is not possible to formulate short and long term plans for dealing with the housing problem. The Committee, therefore, would like Government, in consultation with State Governments to initiate necessary steps for collection of data in regard to housing requirements so that the problem is viewed in its correct perspective and measures taken to deal with it in the context of the resources on hand and the resources which can be generated. The Committee need hardly emphasise that assessment of the actual housing needs particularly for the economically weaker sections of society and low income groups may be made and perspective plans prepared for meeting the housing shortage within a time bound programme.

Reply of the Government

The Conferences of State Ministers of Housing and Urban Development held at Madras and Bhopal in May/June 1974 and October, 1975, respectively recommended that a National Commission on housing be set up to evolve a national policy as early as possible. The recommendation is under consideration. In case Government agree to set up the said Commission, it will assess the existing shortage in the country and project the short, medium and long-term needs of housing and related services for the development of healthy and proper human settlements throughout the country in the rural and urban areas. However, at present the National Building Organisation is engaged in the collection of housing statistics to the extent possible.

It may also be mentioned that in July, 1975, Ministry of Works and Housing set up an Advisory Group on Housing and Statistics under the Chairmanship of the Director, Central Statistical Organisation, New Delhi, with the following terms and conditions:—

- (i) to review the existing arrangement for collection, tabulation and analysis of housing and building statistics;
- (ii) to examine the problems involved in the collection of statistics;
- (iii) to advise on further development of Statistics in the housing and building sector;
- (iv) to examine and standardise concept definitions and technical procedures in regard to housing and building statistics.

The Group is working under the auspices of National Building Organisation. The Group is likely to finalise its report by December, 1976 and submit to the Ministry by January, 1977.

(F. No. 15(8)|76-HII)

Further information called for by the Committee

Please furnish a copy of the report of the Advisory Group, if finalised, alongwith a statement showing the action taken|proposed to be taken thereon.

The progress made in assessing the actual housing needs particularly for the economically weaker sections of the society and low income groups to serve as a basis for perspective planning may also please be intimated.

(L.S.S. O.M. No. 5/32/1-EC/76, dated the 10th March, 1977)

Further reply of the Government

The Advisory Group has not yet submitted its report.

No reliable data in regard to the actual housing needs particularly for the economically weaker sections of the society is available. However, according to the assessment made by the National Building Organisation which is based on the preliminary data of the Census of 1971, the useable housing stock increased from 57.1 million housing units in 1961 to 66.4 million units in 1971 in rural areas and from 11.3 million units in 1961 to 16.1 million units in 1971 in urban areas. The housing shortage on the eve of the Fifth Plan i.e. 1st April, 1974, was estimated at 15.6 million units—3.8 million units in urban areas and 11.8 million units in rural areas.

(F. No. 15(8)|76-HII).

Comments of the Committee Please see paras 38-39 of the Report—Chapter I

(Recommendation No. 39 (Para 3.15))

The Committee agree that formulation of housing plans is primarily the responsibility of State Governments, but considering the gravity and vastness of the problem and limited resources of the States, the matter cannot be left entirely to the State Governments and the Central Government will have to accept a large measure of responsibility for financing and guiding the State Governments to undertake perspective planning in respect of housing programmes, at least, in the metropolitan and other big industrial cities where congestion and shortage of housing have become acute in recent

years. It is also imperative that Government should watch closely the implementation of policies and programmes under the Urban Land Ceiling Act which has recently been enacted by Parliament for socialisation of land in certain selected towns.

Reply of Government

The Central Government is playing an effective role in determining the housing programme for the country in consultation with the State Governments. A Conference of State Ministers of Housing and Urban Development is held practically every year to solve the problems and difficulties being faced by the State Governments in the implementation of the Housing Schemes and programmes in the States. Above all progress of housing is also, *inter-alia*, reviewed at the time of annual plan discussions, which are held in the Planning Commission with the representatives of the State Governments. A close watch is being kept on the implementation of the provision of Urban Land Ceiling legislation through a Central Coordination Committee for Urban Land Ceiling which has been set up in March, 1976, under the Chairmanship of Secretary, Ministry of Works and Housing. All States in which the Act has come into force are represented on this Committee. Problems arising out of the implementation of the Urban Land (Ceiling and Regulations) Act, 1976, are considered by this Committee. The recommendations made by the Committee are examined by Government and on their acceptance, suitable guidelines/instructions are issued to the State Governments.

(File No. 15(8)|76-HII)

Recommendation No. 40 (Para 3.16)

The Committee consider that in the context of social housing schemes, the construction of luxury houses has no place. Effective action should therefore be taken to discourage the construction of large and luxury houses to ensure social use of land in the light of provisions of Urban Land Ceiling Act. This idea was also expressed in clear terms by the late Prime Minister Nehru in the following terms:—

“If we are to have large scale housing construction we must undertake various sizes of houses of course, but the really big ones must be avoided and not even encouraged so far as private owners are concerned.”

Reply of Government

To discourage the construction of luxury houses in big cities Government have taken the following measures:—

- (1) The Social Housing Schemes introduced by the Central Government, which are implemented by the various State Governments do not permit construction of houses with a plinth area of more than 2000 sq. ft. (185 sq. meters) in any case;
- (2) The Housing and Urban Development Corporation, which finances housing schemes, is encouraging construction of more and more cheap houses for economically weaker sections and Low Income Groups of the Society. In sanctioning loans for housing schemes for Middle Income Group and High Income Groups, the Corporation imposes the following restrictions, which have the effect of discouraging construction of luxury houses:—
 - (a) the cost of M.I.G. houses should not exceed Rs. 42,000/- and of a H.I.G. house should not exceed Rs. 1,00,000/-. These ceilings include the cost of land development, construction, supervisory charges and interest during construction.
 - (b) for constructing a house costing Rs. 1,00,000/- the borrowers can get only 60 per cent of the cost as loan from Housing and Urban Development Corporation;
 - (c) the maximum plinth area of a house for the Middle Income Group should not exceed 95 sq. metres and that of a H.I.G. house 185 sq. metres;
 - (d) to induce the borrowers to construct low cost houses, the Corporation has introduced a sliding scale of providing loans. Under the system, as the total cost of a house goes up, percentage of assistance by HUDCO comes down.
- (3) The Urban Land (Ceiling and Regulation) Act, 1976, imposes a restriction on the plinth area of dwelling units to be constructed in urban agglomerations covered by the Act.
- (4) The maximum plinth area for residential accommodation to be constructed by the Central Government for its own employees has been restricted to 157.95 sq. metres.
- (5) The financial assistance in the form of house building advance is given only to those Central Government servants, who keep the cost of construction/acquisition of the

house within the ceiling of 75 times their monthly pay or Rs. 1.25 lakhs, whichever is less. In sanctioning such advances, care is being taken to ensure that at least two-thirds of the funds available every year are utilised for construction of houses by low paid employees.

[File No. 15(8)/76-HII]

Further information called for by the Committee

Please state the extent to which the restriction regarding the cost of MIG and HIG houses is implemented by the Improvement Trust/D.D.A. etc. as also the specific steps taken to keep a watch in this regard.

[L.S.S. O.M. No. 5/23/1-EC/76 dated the 19th March, 1977]

Further reply of Government

The Housing and Urban Development Corporation, which provides finance to different housing agencies, keeps a watch through prescribed returns, monitoring, inspections, etc. to ensure that the conditions laid down in the agreements are fulfilled.

2. The State Governments generally adhere to the ceiling cost prescribed for the construction of houses under the plan schemes. The norms adopted by the Delhi Development Authority for its social housing schemes are different. This Ministry keeps a watch on the implementation of plan schemes by State Governments through periodical returns.

[F. No. 15(8)/76-HII (Part III)]

Recommendation No. 42 (Paras 3.18 & 3.19)

The Committee need hardly stress that the complexes to house the district offices and provide accommodation to the officers and staff nearby should also be developed simultaneously as per a time bound programme so that the rationalised scheme is implemented smoothly and successfully.

The Committee would further urge Government to simplify the laws of property over land in the metropolitan and other big cities so as to ensure social use of the property in the interest of the community.

Reply of Government

The observations contained in para 3.18 have been brought to the notice of the State Governments. It is expected that the implementation of the Urban Land (Ceiling and Regulation) Act, 1976 and the complementary measures would substantially achieve the objective mentioned in para 3.19 of the Report.

[Min. of W&H O.M. No. H-11013/7/76-UDIV-A dated 31-12-76]

Recommendation No. 45 (Para 4.11)

The Committee note that the Ministry of Works and Housing had introduced 10 Social Housing Schemes to meet the housing needs of the economically weaker sections of the society, low-income group of people, industrial and plantation workers etc. All these schemes, except the scheme of Provision of House Sites to Landless Workers which was introduced in 1971, were introduced between 1952 to 1960. The Committee also note that since the inception of the schemes, out of about 9 lakhs houses sanctioned, 6 lakhs houses have been constructed. The Committee feel that considering the long period these schemes have been in operation and the ever increasing housing shortage, particularly for the economically weaker sections of society, the programmes undertaken under these schemes are far from adequate. There is need for perspective and comprehensive housing programmes in the national framework, getting out specific goals and targets specifically for catering to housing needs of the urban and rural poor, and those belonging to the low income groups. The Committee feel that the Government should review the progress made under each of the schemes with particular reference to the targets fixed and achieved in order to identify the reasons for short-fall and to see how far these schemes have fulfilled the aims and objectives for which they were introduced. In this connection, the Committee would also like to draw the attention of the Government to the reference made in the draft Fifth Five Year Plan document that "the existing system of financing and execution of various social housing schemes on a compartmentalised basis will have to be reviewed", preference being given to composite housing schemes catering to all income-groups so that whilst such schemes are economically viable as a whole, it is possible to subsidise the economically weaker sections at the expense of persons belonging to the upper income brackets. For social housing it is proposed to shift the emphasis from public housing constructed for rental purposes to housing whose ownership can be transferred by outright sale or through hire-purchase system.

Reply of Government

Due to constraints of resources it has not so far been possible to undertake large scale housing programme for construction of houses under the various social housing schemes. For increased allocation of funds, housing needs to be accorded higher priority in planning. There is need for perspective and comprehensive housing programme in the national framework, setting out specific goals and targets specially for catering to the housing needs of the urban and rural poor, and those belonging to the low income groups, as recommended by the Estimates Committee. This will be kept in view while evolving a National Housing Commission for this is under consideration.

As regards the observations of the Estimates Committee about composite housing schemes, it may be stated that the Housing and Urban Development Corporation has been sanctioning loans to State Housing Boards etc. for composite schemes envisaging construction of houses for various categories of persons viz. economically weaker sections, a low income group, middle and high income groups. With a view to helping the economically weaker sections and low income groups, HUDCO has adopted the system of charging differential rate of interest on the loans advanced by them to State Housing Boards etc., for construction of houses for various categories of persons. The interest rates on the loans advanced by HUDCO for construction of houses for various categories of persons are as under:—

Category	Gross rate of interest	Rebate to be allowed for prompt repayment	Effective rate of interest
	%	%	%
EWS .	5.25	0.25	5.00
LIG .	7.25	0.25	7.00
MIG .	9.75	0.25	9.50
HIG	11.75	0.25	11.50
Commercial Building Materials.	14.25	0.25	14.00

The question whether the system of differential rates of interest, as in HUDCO, could mutatis-mutandis be introduced by the State Governments, is under consideration.

[F. No. 15(8)/76-HII]

Further information called for by the Committee

Please state the progress made with regard to the formulation of a National Policy and the decision taken for setting up a National Housing Commission. The decision taken on the question of introduction of differential rate of interest by the State Governments may also please be intimated.

[L.S.S. O.M. No. 5/32/1-EC/76, dated the 19th March, 1977]

Further reply of Government

The proposal for the appointment of a National Housing Commission for evolving a National Policy on Housing is still under the consideration of the Government.

The question of giving the benefit of a Low rate of interest within the means of low income groups and economically weaker sections was considered by the Ninth Conference of State Ministers of

Housing & Urban Development held at Calcutta in December, 1976. The recommendation made by the Conference in this regard is reproduced below:—

“The Conference recommends that same interest rates should be charged from the allottees of houses belonging to various income groups all over India irrespective of the sources from which the funds were raised; if necessary, by subsidising the difference between the borrowing and lending rates by the respective State Governments.”

The above recommendation of the Conference has been accepted and the State Governments have been advised to adopt a pattern of differential rates of interest on the lines of HUDCO rates for loans advanced to the beneficiaries under the various social housing schemes.

[File No. 15(8)/76-HII]

Recommendation No. 46 (Para 4.12)

As regards shortfall in expenditure during the Plan period, the Committee note that in the First Plan it was Rs. 13.33 crores out of a total allocation of Rs. 37.50 crores (about 35 per cent). The position in the Second and Third Plans was also far from satisfactory as the shortfall in expenditure was Rs. 11.39 crores (about 10 per cent) and Rs. 31.45 crores (17 per cent) against the allocations of Rs. 101.14 and Rs. 179.00 crores respectively. The Committee are, however, glad to note that the financial allocations during the Plan holiday (1966—69) and the Fourth Plan were put to full utilisation. The Committee note that a provision of Rs. 348 crores has been made for various social housing schemes in the draft Fifth Plan. The Committee hope that optimum use will be made of the resources available as also achieve the physical targets laid down.

Reply of Government

The recommendation has been brought to the notice of the State Governments and Union Territory Administrations for implementation.

[File No. 15(8)/76-HII]

Further information called for by the Committee

Please state the utilisation of the provision made for the various social housing schemes and the achievements of physical targets during each year of the Fifth Plan.

Please also intimate whether any watch is kept by the Central Government on the progress made by the State Governments and the Union Territory Administrations in implementing the various social housing schemes.

(L.S.S. O.M. No. 5/23/1-EC/76, dated the 19th March, 1977).

Further reply of Government

The Fifth Five Year Plan document provides an outlay for housing to the extent of Rs. 505.56 crores in so far as the implementation of the housing programme in the State Sector is concerned. In the Central Sector, the document envisages a provision of Rs. 5.00 crores for the implementation of the Subsidised Housing Scheme for Plantation Workers. According to the Fifth Five Year Plan document, the anticipated expenditure on the housing schemes in the State Sector in 1974—77 is Rs. 260.09 crores. As regards Subsidised Housing Scheme for Plantation Workers which is in the Central Sector, the expenditure in 1974—77 was Rs. 2.40 crores.

In the Fifth Five Year Plan document, the physical targets for housing have not been given.

The State Governments and Union Territory Administrations are required to send periodical reports showing the progress made in the matter of the implementation of the social housing schemes. It is through these reports, that the progress of the State Governments and the Union Territory Administration in the field of housing is watched.

[File No. 15(8)/76-HII]

Recommendation No. 47 (Para 4.13)

The Committee further note that there is a declining trend in public investment in housing in relation to total public investment from one plan to the other. The percentage of public investment in housing to total public investment had declined from 16 per cent in the First Plan to 8 per cent in the Second Plan, 7 per cent in the Third Plan, 5 per cent in the Fourth and to 3 per cent in the Fifth Plan. It is a matter of concern that the priority for housing is progressively getting lower from one plan period to the other, though it is generally recognised that a positive housing policy contributes to economic development and social welfare. The Committee would like to point out that already various countries are putting more investible funds in housing because not only it raises the productivity in general but also generates employment opportunities for labour, engineers, architects etc. In developed and developing countries like USA, Canada, West Germany, UK, Italy, Iran, Iraq, Sri Lanka etc., the housing investment has been about 20 per cent or more of

total investment. The Committee, therefore, recommend that Government should undertake a review of the housing policy, the priority accorded to housing in the national plans and funds allocated therefor urgently and accord a higher priority to housing which is a basic need.

Reply of Government

The question of according a higher priority to housing was discussed at the Conference of State Ministers of Housing and Urban Development held at Calcutta from the 17th to the 19th December, 1976. The Conference made the following recommendation:

Considering the fact that house-sites have been allotted to more than 7 million homeless landless persons throughout the country and having regard to the acute shortage of housing, the Conference recommends that housing be taken into "priority" sector.

The Conference also resolved that as recommended in the Madras and Bhopal Conferences, a National Housing Commission should be set up early to study the various facts of housing policy and programmes. The Conference felt concerned about the low priority being given to investment in housing in total plan investment in the country, and recommended that in order to assign adequate attention and resources to housing in the Sixth Plan, the necessity for the setting up of such a Commission was of paramount importance.

The above recommendations of the Conference will be examined in consultation with the Planning Commission and the Ministry of Finance, and action taken on the basis of the decisions arrived.

[File No. 15(8)/76-HII]

Recommendation No. 48 (Para 4.14)

While the Committee note that there are large avenues open for the Scheduled Castes and Scheduled Tribes for getting houses out of the existing social schemes, they apprehend that on account of their weak financial position, the members of Scheduled Castes and Scheduled Tribes may not derive the benefits out of the social housing programme. The Committee would, however, like Government to give wide publicity to the social housing schemes for Scheduled Castes and Scheduled Tribes and weaker sections of society so that these schemes are well known to these people.

Reply of Government

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

[File No. 15(8)/76-HII]

Further information called for by the Committee

Please state:

- (i) the steps taken by the State Governments to give wide publicity to the social housing schemes for SC and ST and weaker sections of society;
- (ii) the number of houses reserved for SC & ST and the number of houses actually taken by them; and
- (iii) measures taken if any, to extend financial assistance to SC/ST for purchase of houses on instalment basis.

(L.S.S. O.M. No. 5/23/1-EC/76, dated the 19th March, 1977)

Further reply of Government

Housing is a State subject. The recommendation of the Committee to give wide publicity to the social housing schemes for Scheduled Castes and Scheduled Tribes and Weaker sections of society so that these schemes are well-known to these people, has been communicated to all the State Governments and the Union Territory Administrations. The State Governments etc. are, therefore, expected to take appropriate measures to give wide publicity of the benefits of the social housing schemes to the Scheduled Castes and Scheduled Tribes and weaker sections of the society.

The social housing schemes introduced by the Ministry of Works and Housing are intended for the benefit of general public irrespective of their caste, creed or community. However, the question of quantification of the benefits which should accrue to the Scheduled Castes and Scheduled Tribes under the social housing schemes was discussed at the Conference of the State Ministers of Housing and Urban Development held at Bhopal in October, 1975. The Conference made the following recommendations in this regard:

“The Conference is satisfied that the Members of Scheduled Castes and Scheduled Tribes can derive considerable benefits out of the existing social housing schemes. The

Conference, however, recommends that the State Governments may be advised to quantify funds out of their Annual Plan allocations for 'Housing' for Scheduled Castes and Scheduled Tribes in their social housing programmes having regard to the population of these communities.

The Conference also recommends that the State Governments should fix targets for providing housing facilities to the Scheduled Castes and Scheduled Tribes during the Fifth Plan period and ensure that these are fulfilled."

The above recommendations of the Conference were communicated to the State Governments and they were requested to take appropriate action on them. Replies have been received from some of the Governments. The Government of Maharashtra have intimated that 20 per cent of the tenements constructed by the Housing Boards in the State under the urban housing schemes, have been reserved for members of the Scheduled Castes and Scheduled Tribes, etc., while the population of these communities in the State is about 12½ per cent of the total population. Besides, the Government of Maharashtra are implementing the Backward Class Co-operative Housing Scheme which is exclusively meant for the benefit of Scheduled Castes and Scheduled Tribes etc. The Government of Nagaland have informed that their State is a Scheduled Tribes area, no special facilities are required for any community. In Orissa, limited allocation is made for housing of Scheduled Castes and Scheduled Tribes. The people belonging to these categories will be largely benefited under the Integrated Housing Scheme for industrial Workers and economically weaker sections of the community. In the case of West Bengal, the State Government have intimated that 5 per cent of the houses built for sale and for allotment on rental basis have been reserved for persons belonging to the Scheduled Castes and Scheduled Tribes. The Government of Kerala have intimated that they provide specific funds for construction of houses for Scheduled Castes and Scheduled Tribes. The State Government allotted about 28,000 houses/house-sites to the Scheduled Castes/Scheduled Tribes under their one-lakh housing scheme. The Government of Karnataka have intimated that out of 52,000 houses allotted under People's Housing Scheme, more than 50 per cent have been allotted to Scheduled Castes/Scheduled Tribes.

As stated above, all the social housing schemes of the Ministry of Works & Housing are equally applicable to all members of the public irrespective of caste, creed and community. However, in

view of their poor economic conditions, persons belonging to the Scheduled Castes and Scheduled Tribes are expected to derive considerable benefit especially from the following housing schemes:—

- (i) Village Housing Projects Scheme;
- (ii) Scheme for Provision of House-sites to Landless Workers in Rural Areas;
- (iii) Low Income Group Housing Scheme;
- (iv) Slum Clearance/Improvement Scheme; and
- (v) Subsidised Housing Scheme for Plantation Workers.

All these Schemes excepting the scheme at (v) above, which is in the Central Sector, are in the State Sector and are implemented by the State Governments and Union Territory Administrations who are competent to frame rules for the administration of the schemes subject to the fulfilment of broad principles laid down in the respective schemes. Central financial assistance to the States etc. for all the State Sector Schemes is given to the State Governments by the Ministry of Finance in the shape of 'block loans' and 'block grants' without their being tied to any particular scheme, project and head of development. The State Governments are free to allocate and utilise the assistance on various schemes according to the requirements and priorities to be determined by them.

Recommendation No. 49 (Para 4.15)

The Committee need hardly emphasise that funds may be allocated for housing for these communities in the State Plans with reference to their population. Besides this, the State Governments may also be asked to arrange loan for them on easier terms in consultation with financial institution. The Advisory Committees for Scheduled Castes and Scheduled Tribes may also review the position in this regard from time to time. It may also be desirable to earmark areas in integrated colonies for housing them in years to come as these communities grow in economic strength.

Reply of Government

The recommendation has been communicated for necessary action to all the State Governments and Union Territory Administration.

[File No. 15(8)/76-HII]

(Recommendation No. 50 (Paras 4.18 and 4.19))

The Committee are unhappy to note that the State Governments who are required to furnish to the Ministry of Works and

Housing, quarterly/half yearly progress reports under the various social housing schemes have not been sending such reports regularly and in time. They observe that in some cases, progress reports have not been furnished since 1968 or 1969 and in a majority of cases the reports have been due for two years and more. The Committee note that the need for sending these progress reports to the Ministry in time has been emphasised at the Conference of State Ministers for Housing and Urban Development, held at Madras in 1974 and at Bhopal in 1975. The Committee would like the Government to urge upon the State Governments the importance of the progress reports again.

The Committee suggest that Government may call the State Housing Commissioners or the Senior Officers incharge of Housing to sort out the matter where the reports have not been received persistently for a long time. The Committee need hardly emphasise that the Reports should contain only essential data for meaningful monitoring and for extending assistance as required.

Reply of Government

The recommendation has been brought to the notice of the State Governments and Union Territory Administrations for necessary action. The matter is proposed to be discussed again at the next Conference of State Ministers of Housing and Urban Development, which is to be held at Calcutta in December, 1976.

[File No. 15(8)/76-HII]

Further information called for by the Committee

Please intimate:

- (i) the actual position with regard to the receipt of the quarterly/half yearly reports from the State Governments under the various social housing schemes and the follow up action taken thereon; and
- (ii) the outcome of the discussion at the Conference of the State Ministers of Housing scheduled to be held at Calcutta in December, 1976 and the follow up action taken thereon.

(L.S.S. O.M. No. 5|23|1-EC|76, dated the 19th March, 1977)

Further reply of Government

Statements showing the position with regard to the receipt of the periodical reports from the State Governments under the various social housing schemes are attached (Appendix II). The State Governments are requested from time to time to ensure that the progress reports are sent to the Ministry regularly.

The need for the timely submission of periodical progress reports under the various social housing schemes was considered by the Ninth Conference of State Ministers of Housing and Urban Development held at Calcutta in December, 1976. The Conference noted with satisfaction that as a result of their recommendations in the Madras and Bhopal Conferences, there had been general improvement in transmission of progress reports in respect of the various social housing schemes of the Government of India. It, however, noted with regret that report from some of the State Governments were not being received regularly. The Conference, therefore, reiterated the need on the part of the State Governments to ensure that these progress reports were sent to the Government of India regularly and by the prescribed date.

The above recommendation of the Conference has been communicated to the State Governments for compliance.

[File No. 15(8)/76-H-II].

Comments of the Committee

The Committee would like Government to take positive steps to ensure that the progress reports are received from all the State Governments regularly and by the prescribed dates.

Recommendation No. 51 (Paras No. 4.38 & 4.39)

The Committee are distressed to note that while 80 per cent of the population live in rural areas, the housing condition of people living in rural areas are by no means satisfactory. The Committee note that according to the assessment made by the Study Group on Rural Housing (1975) the numerical rural housing shortage on the eve of the year 1976 would be about 13-14 million units. As regards quality of the houses, essential services, space standards etc. the Committee note that about 76 per cent of the houses in rural areas have 1-2 rooms and that sanitary facilities generally do not even fulfil health standards as about 97 per cent of the rural houses have no latrines or bath-rooms. The Committee are further surprised to note that despite planning process, housing standards in the rural areas have not improved, but on the contrary there has been some degeneration, the reason being the absence of that sectoral balanced allocation. For example, it is unfortunate that less than 10 per cent of the total planned provision for housing is allocated to rural housing in the Plans. The housing situation has further deteriorated on account of low rate of construction of rural dwelling units, including 'Kutchha' serviceable and non-serviceable units, which has been 2-3 units per 1000 population per annum.

The Committee note that the Village Housing Projects scheme introduced during the Second Plan in 1957 has not made much headway as since the inception of the scheme only 59,659 houses have been completed against a total of 96,299 units sanctioned. Some States like Madhya Pradesh, Maharashtra, Punjab, Rajasthan and Tamil Nadu do not appear to have shown the desired enthusiasm towards the scheme as construction in those States has ranged between 36 to 54 per cent as compared with the total units sanctioned. The Fourth Plan Sub-Committee on Rural Housing recognised that the progress in the village housing since 1957 and upto the end of Third Plan did not touch the enormous problem of rural housing and tackled only 5,000 villages or less than one per cent of the 5,67,000 villages in the country. Within this frame, upto the end of 1963, of the 5,000 villages, actual schemes were started in only 2,003 villages. The main reasons for slow progress are stated to be inadequate administrative and technical machinery for implementation of the scheme and low priority accorded to Village Housing Schemes by the State Governments. The Committee urge that Government should realise the urgent need for improving housing stock in the rural area and for that purpose, gear-up the implementation machinery and make necessary planning in this direction. The Committee consider that the emergency measures conceived under the new Economic Programme can speed up the process only if accompanied by necessary financial assistance to develop the land, build houses and provide such amenities as bringing water and sanitation etc. This has to form part of a package programme to make the rural poor economically self-reliant.

Reply of Government

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

[File No. 15(8)/76-H-II].

Recommendation No. 52 (Para 4.40 & 4.41)

The Committee consider that an entirely new approach is called for by the State Governments and that a lesson may be drawn from the scheme for rural housing in some states, which aimed at development of newly acquired sites and house construction through an integrated effort, combining Government planning and financing, with the mobilisation of voluntary labour and capital of the beneficiaries themselves. The new approach should

therefore lay emphasis on State involvement through planning, direction and investments and organised and active participation by the rural people themselves.

The Committee note that the Study Group on Rural Housing (1975) has made a number of valuable suggestions on the problem of rural housing, as a part of integrated Development of rural areas. Taking this as a basis, the Conference of State Ministers of Housing and Urban Development held at Bhopal in October, 1975, has recommended that (1) 3.5 per cent of bank deposits and accruals from LIC should be immediately made available for rural housing programmes, (2) the rural housing programme should be sufficiently linked up with rural development programme, consisting of a deliberate public policy of decentralisation of production and employment in the rural areas, and (3) a Rural Housing and Development Corporation as recommended by the Study Group on Rural Housing may be set up to concentrate on rural housing. The Committee feel that these suggestions call for expeditious and conclusive action to give them a practical shape.

Reply of Government

The views of the Estimates Committee contained in para 4.40 have been communicated for necessary action to all the State Governments and Union Territories.

As regards para 4.41, it may be stated that the recommendations made by the Conference of State Ministers of Housing and Urban Development held at Bhopal in October, 1975 regarding (i) immediately making available 3-5 per cent of bank deposits and accruals from LIC for rural housing programme and (ii) setting up a Rural Housing and Development Corporation as recommended by the Study Group on Rural Housing, are under consideration. In so far as the recommendation of the Housing Ministers' Conference regarding linking up of the rural housing programme with the rural development programme is concerned. It is stated that all the State Governments and Union Territories have been requested to initiate appropriate action in the matter.

[File No. 15(8)/76-H-II].

Further information called for by the Committee

Please intimate the decision taken on the recommendations made at the Conference of State Ministers of Housing and Urban Development held in October, 1975.

(L.S.S. O.M.No. 5|23|1-EC|76, dated the 19th March, 1977)

Further reply of Government

The recommendations of the Conference of State Ministers of Housing and Urban Development held at Bhopal in October, 1975 for making available 3 to 5 per cent of bank deposits and accruals from L.I.C. for rural housing programme and for setting up of a Rural Housing and Development Corporation as recommended by the Study Group on Rural Housing are still under the consideration of the Government.

{File No. 15(8)/76-H-II}.

Comments of the Committee

The Committee desire that decision on the recommendations made by the Conference of the State Ministers of Housing and Urban Development held at Bhopal in October, 1975 may be expedited and the final position intimated to the Committee.

Recommendation No. 54, (Para No. 4.54)

The Committee note that the scheme for provision of house-sites for landless workers in the rural areas was introduced in October, 1971 as a central sector scheme with cent per cent grant assistance to meet the entire cost of acquiring and developing land for providing house-sites. The Committee also note that the scheme was transferred to the State sector from the commencement of the Fifth Plan i.e. 1st April, 1974. During the period the scheme was in the central sector 15 States had submitted 1507 projects to the Central Government involving an assistance of Rs. 10.5 crores for development of 317,645 house-sites against 885,502 sites approved for development. The Committee feel that though the scheme was a step in the right direction, yet the progress made upto the end of the Fourth Plan was not upto the expectations and aspirations of the rural people. The Committee are, however, glad to note that the implementation of the scheme has picked up after the declaration of the Emergency in the country. The scheme is now a part of the Prime Ministers's 20-Point Economic Programme which has created a new awareness and sense of urgency for expeditious implementation of this programme. The Committee are informed that as per the reports received upto 31st January, 1976, about 6 million workers out of the estimated 12 million landless workers in the country, have been allotted house-sites since the inception of the scheme. The Committee are aware that the task of providing house-sites to nearly 12 million landless workers in the rural areas who are denied this basic amenity is, no doubt, a stupendous and challenging task. The

Committee, however, consider that for the successful completion of the scheme, the present tempo of implementation will not only have to be maintained but accelerated. A time-bound programme may be formulated in each of the States to complete this job. The Committee need hardly point out that to make this scheme a success it is necessary to plan and implement it at the grass-root level.

Reply of Government

This recommendation has been brought to the notice of State Governments/Union Territory Administrations for implementation.

(Min. of W&H O.M. No. H-11013/6/76—U.D. IV B dated 27th November, 1976).

Comments of the Committee

The actual progress made by the State Governments (State-wise) and the Union Territories (Territory-wise) in allotting house sites to landless workers in the rural areas and in the formulation and implementation of a time bound programme for the purpose may be intimated to the Committee.

Recommendation No. 55 (Para 4.55)

Though the scheme did not envisage any grant of financial assistance for construction of houses on the sites allotted, yet the Committee note that some States like Karnataka, Kerala, Madhya Pradesh, Maharashtra, West Bengal and Tamil Nadu have on their own made some arrangements for construction of houses on the house-sites and according to the information furnished to the Committee, the number of such houses is 1,02, 628. While commending these efforts on the part of some States, the Committee urge that other States may emulate these examples. In this connection, the Committee suggest that State Government may arrange financial assistance for the landless workers from financial institutions like banks, LIC, etc. at concessional rates of interest. At the same time the Committee also feel that with the best of intentions the official machinery alone cannot grapple with such a gigantic problem unless complete involvement of the beneficiaries themselves in the programme is assured. In this connection, the Committee would like to sound a note of caution that the construction of houses, whether through Government or voluntary efforts, should be according to a well-planned layout, with approved construction designs combined with provision of infra-structure facilities, so as to avoid degeneration of the areas into slums.

Reply of Government

This recommendation has been brought to the notice of State Governments|Union Territory Administrations for implementation.

[Min. of W.&H. O.M. No. H-11013/6/76-U.D. IV B dated 27th November, 1976]

Recommendation No. 56 (Para 4.56)

The Committee further note that there are certain bottlenecks which slowed down the progress of the scheme. These are stated to be (1) the State Governments had not made a survey of the landless workers in rural area, (2) inadequacy of present norm of Rs. 150 for development per site due to rise in cost of development, and (3) inadequate machinery to implement the scheme. The Committee would like the Government to analyse in detail the reasons for slow progress of the scheme and take remedial measures expeditiously so as to accelerate its implementation.

Reply of Government

Since its inclusion in the 20-point Economic Programme, the scheme for provision of house-sites to landless workers in rural areas has gathered momentum which apparently is due, among other things, to the State Governments having improved and geared up their machinery for implementation of the scheme. The State Governments have also determined the number of landless families ineligible for allotment of house sites in their State through surveys/estimates. As regards inadequacy of norm of Rs. 150 for development of a house-site, the Government have since revised the cost of development and it is now Rs. 300 per house-site in case of plain areas and Rs. 500 in case of hilly areas.

The progress made in the scheme for provision of house-sites to landless workers in rural areas was reviewed at the last conference of State Ministers of Housing and Urban Development held at Bhopal from 4th to 6th October, 1976. The conference noted with satisfaction that all the State Governments were taking earnest steps to implement this scheme. This scheme also came up for discussion in the conference of Chief Ministers held at New Delhi on 5th and 6th March, 1976. All the State Governments were requested to give high priority to the implementation of this scheme.

(Min. of W&H O.M. No. H-11013/6/76—U.D. IV B dated 27th November, 1976).

Recommendation No. 57 (Para No. 4.57)

The Committee further note that the Conference of State Ministers of Housing and Urban Development held at Bhopal in October, 1975 has made a number of recommendations such as (i) allottees be given actual possession of sites (ii) scope of the scheme be extended to all landless workers, artisans, fishermen etc. (iii) present ceiling of Rs. 150/- be raised, etc. The Committee would like the Government to take decision on these recommendations expeditiously so that the implementation of the scheme is expedited.

Reply of Government

The Housing Ministers' Conference held at Bhopal had made the following recommendations pertaining to the scheme for provision of house-sites:—

- (i) the house-sites allotted to landless workers should be developed as expeditiously as possible;
- (ii) it should be ensured that the allottees are actually given possession of the house-sites;
- (iii) the cost of development should be revised from Rs. 150/- per site to Rs. 300/- in case of plain areas and Rs. 500/- in case of hilly areas;
- (iv) the scheme should be transferred back to the Central Sector;
- (v) the scope of the scheme should be extended to all landless workers whether they are agricultural workers or not; and
- (vi) the State Governments might be permitted to utilise savings on account of development in any rural area on the construction of houses in that area.

Recommendations at (i) and (ii) have been brought to the notice of the State Governments for implementation. Recommendations at (iii) and (v) have been accepted by the Government and orders issued (copies enclosed). Recommendations at (iv) and (vi) are being examined by this Ministry in consultation with the Planning Commission/Ministry of Finance and no decision has been taken as yet.

(Min. of W&H O.M. No. H-11013/6/76—UD IV B dated 27-11-76)

Further information called for by the Committee

Please intimate the decision taken in respect of the recommendations of the Housing Ministers Conference mentioned at (iv) and (vi) of the reply.

(L.S.S. O.M. No. 5/23/I-EC/76, Dated 19th March, 1977).

Further reply of Government

The position in regard to the two recommendations is as under:—

Recommendation mentioned at (iv): The Planning Commission have not agreed to the transfer of the scheme to the Central Sector as they feel that the involvement of the States in a scheme of this nature which is being administered as a part of the Minimum needs Programme is important. Further, they have added that the final draft of the Fifth Plan was prepared on the basis that this scheme will continue to be administered as a part of the M.N.P. and since the National Development Council has approved of the final draft of the Fifth Plan they will have naturally to proceed on that basis during the period of Fifth Plan.

Recommendation mentioned at (vi): The Planning Commission are not agreeable to the acceptance of this recommendation. The matter is being re-considered in the Ministry.

(Min. of W&H O.M. No. H-11013/6/76—UD IV B dated 7-4-77)

Recommendation No. 58 (Para No. 5.14)

It is well known that serious problems have been created by heavy concentration of urban population and industries in metropolitan and large cities and continuous flow of immigrants from rural areas to these cities, etc. These have resulted in impoverishment of villages and unbalanced growth of cities, shortage of houses and worsening of social and economic conditions in urban areas, leading to slums and social tensions. The already inadequate essential services of transport, water supply, drainage, power, schools, hospitals etc., also come under heavy strains. It is therefore imperative that a strategy for arresting these trends should be evolved and implemented without delay before the situation become unmanageable.

Reply of Government

A new Central Sector Programme for implementation of Integrated Urban Development Projects in metropolitan cities and areas of national importance has been introduced in the 5th Plan period. One of the objects of this programme is to divert migration of rural population to satellite towns/new growth centres and thus evolve a healthier and balanced pattern of human settlements. Under this

programme, Central assistance has been provided for the development of urban nodes and satellite towns around Bombay, Madras and Calcutta.

Under the Central Sector Programme for the development of the National Capital Region, also introduced in the 5th Plan period, Central assistance has been provided for the development of Meerut, Gurgaon and Alwar with a view to diverting the migration of the rural population to these towns instead of metropolitan Delhi.

The proposed National Urbanisation Policy Resolution also contemplates a comprehensive regional approach to relieve the pressure of population on the metropolitan and large cities and to considerably reduce the disparity in the levels of living between urban centres and rural areas, apart from development of new counter magnets and new urban centres.

[Min. of W&H O.M. No. K-14011/59/76-UD III A-dated 30-11-76]

Further information called for by the Committee

Please intimate the progress made in the implementation of the Integrated Urban Development Projects in Metropolitan cities and areas of National Importance.

[L.S.S. O.M. No. 5/23/1-EC/76/dated 19-3-77]

Further reply of the Government

Central assistance under the Integrated Urban Development Programme is being made available increasingly to more and more cities and towns in the country. A statement showing the Central assistance provided in 1974-75, 1975-76 and 1976-77 to various cities and towns is attached (Appendix V).

[Min. of W&H O.M. No. K-14011/59/76-UD III A dated 26-5-77]

Comments of the Committee

The achievements made in the implementation of the Integrated Urban Development Projects in the metropolitan cities and areas of national importance may be intimated to the Committee.

Recommendation No. 60 (Para No. 5.16)

The Committee need hardly emphasise that the problem of urbanisation has to be solved by concerned efforts of the Centre and the States on an urgent footing and would therefore urge Government to finalise the National Policy on Urbanisation as the first step at a very early date, so as to provide clear and specific guidelines for development of urban and rural areas in an integrated and co-ordinated manner. It is of crucial importance that the strategy indicated in the policy resolution should be translated into concrete time-bound programmes for meaningful implementation.

Reply of Government

Action is being taken to get approval of the Government to the Policy Resolution.

[Min. of W&H O.M. No. K-14011/59/76-UD III A-dated 30-11-76]

Recommendation Nos. 63, 64 and 65 (Paras Nos. 5.24, 5.25 and 5.26)

The Committee welcome the enactment of the Urban Land (Ceiling and Regulation) Act, 1976 which aims at bringing about socialisation of land in urban areas and hope that this measure will enable the State Governments to acquire the excess land in their urban areas for constructing houses in a big way for the people, particularly those belonging to economically weaker sections of society and lower-income groups. It is well known that the housing needs of these sections of people have not received due attention so far because of land scarcity, high cost of land and building materials etc.

The Committee feel that finance for land acquisition should not now pose a great constraint as the price at which the excess land would be acquired has already been specified in the Act. Committee need hardly emphasise that Government will have to play a more active role in the implementation of the provisions of the Act and in drawing up an effective plan of action to utilise the land for social purposes and the benefit of the weaker sections of society.

The Committee further suggest that a meaningful monitoring system may be devised to collect information regarding the acquisition of land under the Act and the purposes for which it has been utilised so that suitable guidelines may be provided at the earliest for the utilisation of land for the intended purposes.

Reply of Government

The Estimates Committee has expressed the hope that the Urban Land (Ceiling and Regulation) Act, 1976 will enable the State Governments to acquire the excess land in urban areas for constructing houses in a big way for the people particularly those belonging to economically weaker sections of society and lower income groups.

The Estimates Committee has suggested that:—

- (i) the government should play a more active role in the implementation of the Act and in drawing up an effective plan of action to utilise the land for social purposes and the benefit of the weaker sections of the society; and

- (ii) that a meaningful monitoring system may be devised to collect information regarding the acquisition of land under the Act so that suitable guidelines may be provided at the earliest for the utilisation of the land for the intended purposes.

The Government of India have considered the valuable suggestions of the Estimates Committee and they appreciate the direction for further action given by them. The Government of India have therefore taken note of the Estimates Committee's suggestions and have also brought them to the notice of the State Governments in their letter No. 1/182/76—UCU dated the 6th August, 1976.

In this connection, it is submitted for the notice of the Estimates Committee that the Ministry of Works and Housing have already set up a Central Coordination Committee for Urban Land Ceiling, with the Secretary, Ministry of Works and Housing as its Chairman and representatives of the State Governments as members to watch the progress of implementation of the Urban Land Ceiling Act. Three meetings of the Committee have already been held. This Committee will no doubt watch and ensure that the excess vacant land acquired by State Governments is put to proper use. No separate machinery for monitoring is therefore considered necessary.

[Min. of W&H O.M. No. G—25013/3/76 Bt. dated 13-8-76]

Recommendation No. 66 (Para 5.39)

The Committee consider that the formulation of the Regional Plans, *viz.*, the National Capital Region Plan, Bombay Metropolitan Regional Plan, the Basic Development Plan, Calcutta Metropolitan Development and the Plan for the Madras-Chengleput Region, is a step in the right direction. They would, however, stress that there is need for concerted follow-up action for the implementation of these Plans according to well laid priorities and time-bound programmes.

Reply of Government

Action on almost all the major metropolitan and other urban development plans have been initiated during the last few years at the instance of the Government of India.

Committees with the Secretary, Ministry of Works and Housing as Chairman have been set up to review the development programmes

of the Bombay, Madras and Calcutta Metropolitan regions. The Committees generally meet once in a quarter and guide the implementation of the development plans according to accepted priorities.

As regards the NCR plan, the High Powered Board for the NCR with the Minister for Works and Housing as the Chairman and the Chief Ministers of U.P., Haryana and Rajasthan and representatives of various Central Ministries as members, guides the implementation of the NCR Plan. The High Powered Board as also constituted a Committee of the Board, with the Minister of State for Works and Housing as the Chairman, to consider matters of detailed planning. There is also an official level Planning and Implementation Committee to go into details relating to the implementation of the plan. There is also a Sanctioning Committee under the Chairmanship of Secretary, Ministry of Works and Housing and with representatives from other Ministries to review periodically the progress made in the implementation of other urban development programmes in the country as are assisted by Central Government loan.

[Min. of W&H O.M. No. K-14011/59/76-UD III-A dated 30-11-76]

Recommendation No. 67 (Para No. 5.40)

The Committee are distressed to note that the National Capital Region Plan which was conceived several years ago has not made much headway in the deflection of the population of Delhi to the ring towns which are required to be developed suitably for the purpose. It has been brought to the notice of the Committee during their visit to Gurgaon and Faridabad ring towns in February, 1976 that as the decentralisation of trade and official activities were not being done by the Centre as envisaged in the National Capital Region Plan, building activity in Gurgaon and Faridabad has almost come to a standstill. The Committee are concerned to learn that even the funds earmarked in the draft Fifth Plan for the National Capital Region have not been released according to schedule. As against an allocation of Rs. 20 crores made in the draft Plan, the Haryana Government have received Rs. 10 lakhs only for the year 1974-75 and that too on the last day, i.e., 31st March, 1975. Allocation for the year 1975-76 has also not been released till February, 1976. The Committee need hardly point out that the project has not been given the close attention that it deserved to speed up the development of the region.

Reply of Government

The Central Sector Programme for development of the National Capital Region was commenced in the 5th Plan period. During the year 1974-75, the allocation approved under the Scheme was Rs. 36 lakhs. As against this, a sum of Rs. 34 lakhs was released in the financial year for the development of the priority towns of Meerut, Gurgaon and Alwar identified by the State Governments. In 1975-76, the allocation approved for the Scheme was Rs. 25 lakhs only. The Ministry of Works and Housing had, however, got the allocation increased to Rs. 134 lakhs and the full amount of Rs. 134 lakhs was released in the financial year for the development of the three regional towns indicated earlier. As regards 1976-77, the allocation approved was Rs. 100 lakhs only. However, the allocation has been increased and a sum of Rs. 135 lakhs as the first instalment has been released in August, 1976 for the development of Meerut and Gurgaon on the basis of an assessment made of the requirement of funds for the regional towns. It will thus be seen that the releases made by the Central Government have been according to the allocations approved each year and have been exceeded the allocations approved in 1975-76 and 1976-77.

As regards the decentralisation of trade, Government offices etc. from Delhi to the regional towns, a Working Group has been appointed under the Chairmanship of the Secretary, Ministry of Works and Housing, to study the matter in depth and make recommendations. The recommendations are expected to be received shortly.

In the meanwhile the High Powered Board for the National Capital Region recommended that the Committee of the High Powered Board might visit some of the regional towns and meet the representatives of various interests concerned to know their views at first hand regarding the infrastructural facilities provided in these towns and to consider removal of the deficiencies pointed out. Accordingly, the Committee of the High Powered Board visited eight regional towns, viz., Sonapat, Panipat, Gurgaon, Faridabad-Ballabgarh, Ghaziabad, Meerut, Hapur and Alwar in July, 1976 and met the representatives of various interests in the towns. A meeting was also held with the representatives of various interests of Delhi. The discussions revealed that there was need for rationalisation of the tax structure, free movement of traffic, development of transport and communication facilities, housing etc. in the regional towns before the regional towns could effectively attract population and

economic activities. The question of removal of the deficiencies is being pursued vigorously with the various authorities concerned and a meeting of the Committee of the High Powered Board was held to discuss the matter personally with some of the authorities concerned in September, 1976.

[Min. of W & H O.M. No. K-14011/59/76-UDIIIA dt. 30-11-76]

Further information called for by the Committee

Please intimate:

- (i) the recommendations of the Working Group appointed to study the question regarding decentralisation of trade, Government offices etc., and the action taken in pursuance thereof.
- (ii) the actual progress made in implementing the National Capital Region Development Plan.

[L.S.S. O.M. No. 5/23/1-EC/76 dated 19-3-77]

Further reply of Government

The Working Group on decentralisation of trade, Government offices etc., has submitted its report which has to be placed before the Committee of the High Powered Board for the National Capital Region at whose instance the Working Group was set up. The date of the next meeting of the Committee has not yet been fixed. Further action will be taken after the Committee has considered the report of the Working Group.

A Central assistance of Rs. 165 lakhs was made available for the development of Meerut and Gurgaon in 1976-77. A new town viz. Panipat was also included in the Scheme in 1976-77. A Central assistance of Rs. 10 lakhs was sanctioned on 21-2-1977 for development of this town. A Task Force has also been set up to which the implementation of the Narela Development Project. The developments in the cities of Meerut, Gurgaon and Alwar are as follows:

Meerut: A loan assistance of Rs. 14.00 lakhs in 1974-75, Rs. 63.00 lakhs in 1975-76 and Rs. 100.00 lakhs in 1976-77 was provided to the Government of Uttar Pradesh as seed capital for land acquisition and development in Meerut

under the Central Scheme for development of the National Capital Region. The State Government have identified six projects namely:

- (a) Transport Nagar Scheme between Meerut-Delhi and Meerut-Bagpat Road—Phase I.
- (b) Land Development and Housing Scheme No. 3 between Meerut-Hapur and Meerut-Garh Mukteshwar Road.
- (c) Commercial Complex Scheme No. 1 between Meerut-Garh Mukteshwar and University Road.
- (d) Central Business District Scheme between Meerut-Delhi and Meerut-Bagpat Road—Phase II.
- (e) Land Development and Housing Scheme No. 6 between Meerut-Hapur and Meerut-Garh Mukteshwar Road.
- (f) Land Development and Housing Scheme No. 7 between Meerut-Hapur and Meerut-Garh Mukteshwar Road.

Progress of the Project

(a) *Transport Nagar Scheme*: This is a commercial scheme intended to provide parking days, booking agencies, repair shops, petrol pump, bus stand, restaurant etc. for transport operators who are to be removed from the congested areas of the city. The total area involved in the project is 52.2 acres and the total cost of acquisition (Rs. 20.98 lakhs) and development (Rs. 39.02 lakhs) is estimated at Rs. 60.00 lakhs. The entire land involved has since been acquired and development has almost been completed. The total expenditure incurred on the project till 31-3-1977 is reported to be Rs. 50.50 lakhs. The project is likely to be completed in 1977-78.

(b) *Land Development and Housing Scheme No. 3*: This is a residential scheme intended to provide developed sites for housing. A part of the project would also be developed for commercial purpose. About 50 per cent of the residential area will be sold as plots (1500 numbers) varying in size from 200 sq. yds. to 500 sq. yds. A total number of 1784 houses will be constructed under the scheme, out of which 428 will be for MIG, 270 for LIG and 1086 for EWS. The project involves an area of 366 acres. The total cost of land acquisition (Rs. 185.50 lakhs) and development (Rs. 266.10 lakhs) is estimated at Rs. 451.60 lakhs. The project commenced in 1974-75 in

which year the entire area involved was acquired. The total expenditure incurred on this project so far is reported to be Rs. 270.74 lakhs. The project is expected to be completed in 1978-79. Returns from sales till 1976-77 are Rs. 63.77 lakhs.

(c) *Commercial Complex Scheme No. 1 between Meerut-Garh Mukteshwar and University Road*: This is a commercial project intended to provide shops, cinema sites, office sites, hotels, motels, clubs etc. The developed plots are intended to be sold by auction. The total area involved is 103.6 acres and the total cost of acquisition and development is estimated at Rs. 125 lakhs. The entire land was acquired in 1974-75. Development is expected to be completed in 1978-79.

Development in the other three projects has not yet commenced. Land acquisition proceedings are in progress.

Gurgaon:

Under the Scheme for Development of the National Capital Region, the Central Government had provided a loan assistance of Rs. 10.00 lakhs in 1974-75, Rs. 38 lakhs in 1975-76 and Rs. 65.00 lakhs in 1976-77 to the Government of Haryana for projects in Gurgaon.

The following projects have been identified for execution with Central assistance.

- (a) Sector 14 (Residential Scheme)
- (b) Sector 17 (Industrial Scheme)
- (c) Sectors 4 and 7 (Residential Scheme)
- (d) Sector 15 (Residential Scheme)
- (e) Commercial and Urban Renewal Schemes:
 - (i) Cawan Sarai and Ghamandan Sarai
 - (ii) Mandi Market
 - (iii) Motor and Vegetable Market.

Progress of the Project

(a) *Sector 14 (Residential Scheme)*: This project envisages acquisition and development of 205.58 acres of land out of which 157.18 acres were acquired and developed by 1974-75. Out of the remaining area, 36.40 acres were acquired in 1975-76 and the balance of 12 acres

is proposed to be acquired in 1977-78. Development works are in progress and are expected to be completed by 1978-79. 1084 developed plots of various sizes from 160 sq. yds. to 500 sq. yds. have been sold.

(b) *Sector 17 (Industrial Scheme)*: This project involves acquisition and development of 907.74 acres of land. Upto March 1977, 757.87 acres of land have been acquired. The remaining area is proposed to be acquired in 1977-78. Development of part area has been completed and the entire sector is expected to be completed in 1978-79. Industrial plots of various sizes have also sold in this sector.

(c) *Sectors 4 and 7 (Residential Scheme)*: This Project involves an area of 414.62 acres of land, out of which 344.62 acres of land were acquired from 1965-66 to 1975-76. Development works in respect of sector 4 have been completed. 2876 plots of various sizes from 160 sq. yds. to 500 sq. yds. were developed and sold. The remaining land of 70 acres (in sector 7) is proposed to be acquired in 1977-78, so as to provide developed plots to the economically weaker sections. Development work is expected to be completed by 1978-79.

(d) *Sector 15 (Residential Scheme)*: This project involves acquisition and development of 275 acres of land. It is proposed to acquire about 200 acres of land in 1977-78.

(e) *Commercial and Urban Renewal Scheme*:

- (i) *Cawan Sarai and Ghamandan Sarai*. The project involves development of 2 pockets of Govt. land for commercial purposes. The project has not yet commenced as some alternative sites has to be found for some persons already occupying the land. Development is proposed to be completed in 1978-79.
- (ii) *Mandi Market*: The existing grain Mandi which is creating congestion in the heart of the town is to be relocated in spacious surroundings. The land required for this project has already been acquired and development works which are in progress are likely to be completed in 1978-79.
- (iii) *Motor and Vegetable Market*: It is proposed to acquire an area of 10.50 acres of land in a new location where trucks, auto workshops and the vegetable market could operate in more spacious surroundings. Acquisition of land as well as development is expected to be completed in 1978-79.

Alwar: The Central Government had provided a loan assistance of Rs. 10.00 lakhs in 1974-75 and Rs. 33.00 lakhs in 1975-76 for land acquisition and development projects in Alwar. No further Central assistance was provided in 1976-77 as the progress was slow. The State Government have taken up 18 land acquisition and development schemes in various small pockets covering a total area of 624 acres. The total expenditure incurred up to 1975-76 on land acquisition and development is Rs. 25.54 lakhs.

The matter regarding expeditious development of the towns in the NCR is being pursued. In pursuance of the recommendations made by the High Powered Board for NCR in its meeting held on 1-5-1976, the Committee of the High Powered Board has since visited 8 regional towns namely Ghaziabad, Hapur, Meerut, Sonapat, Panipat, Gurgaon, Alwar and Faridabad-Ballabgarh, with a view to ascertain the deficiencies in the infrastructural facilities provided in these towns and to suggest remedial measures for their improvement. They had discussions with the various interests concerned in those towns as well as in Delhi. The Committee formulated its recommendations at its meeting held on 4-12-1976 for submission to the High Powered Board. A comprehensive working paper has also been prepared at the instance of the Committee and this working paper takes into account the valuable suggestions and ideas that emerged during the meeting and discussions held by the Committee. This Working paper has to be considered by the High Powered Board for NCR at its next meeting.

[Min. W & H O.M. No. K-14011/59/76-UD.IIIA dt. 26-5-77]

Comments of the Committee

The Committee would like Government to maintain a close and effective coordination with the State Governments concerned with a view to speeding up the development of the priority towns *viz.*, Meerut, Gurgaon & Alwar and to ensure that the projects under execution are completed according to schedule.

The Committee would also like to be informed of the decision taken on the recommendations made by the Committee of the High Powered Board regarding deficiencies in the infrastructure facilities in the 8 regional towns as also the action taken in pursuance thereof.

Recommendation No. 68 (Para 5.41)

As regards shifting of the offices/establishment to the ring towns of National Capital Region, the Committee are distressed at the lack of progress made in this regard. In this connection, the Committee

would like to draw the attention of Government to the recommendation made in their 74th Report (1974-75) wherein it has been pointed out that "although it is the policy of Government since 1948 to shift offices outside Delhi with a view to relieving congestion both in the matter of office and residential accommodation as also to relieve excessive pressure on land and various civic amenities in the Capital and that no new office of the Central Government or semi-Government organisation can be opened or shifted to Delhi without the express approval of the Cabinet, there has been no worthwhile progress in the implementation of the policy." The Committee had further emphasised "the need to shift offices outside Delhi and other Metropolitan towns, not only in the interest of relieving congestion from these over-saturated cities of population but also to give a fillip to the development of ring towns." The Committee urge that in order to relieve the congestion as also to reduce pressure on civic amenities in the Metropolitan cities, it is high time that Government should identify at a very early date such offices as can be shifted from Delhi and other Metropolitan cities and take concerned follow-up action to shift them according to a time-bound programme. It need hardly be pointed out that the example in this regard has to be set by the Government themselves, if congestion in cities is to be reduced.

Rep'y of Government

Constant efforts are made by a very high-level body to stop new offices being established in Delhi and to shift some of the existing offices outside. For shifting of such offices from Delhi as can function from outside places, statistical information is being compiled for preparation and consideration of proposals in this regard.

2. As regards shifting of Central Government offices from other Metropolitan cities, it is stated that only such offices as are essential to operate in these cities have been located there. However, the recommendation of the Estimates Committee is noted and efforts will be made to shift some of the offices from those cities.

[Min. of W & H No. 22012(7)/76-Pol. IV dated 28-7-76]

As regards Delhi, a Working Group has been set up to make indepth studies on the decentralisation of Government offices etc. from Delhi. Their recommendations are awaited. As regards Bombay, action is being taken by the Government of Maharashtra. 21 Government offices have been shifted from Bombay to New Bombay according to information available with the Ministry of Works and

Housing. The Ministry of Works and Housing have also decided to construct office accommodation for Government of India offices in New Bombay.

[Min. of W & H O.M. No. K-14011/59/76-UD. III-A dated 30-11-76]

Further information called for by the Committee

Please state the action taken to identify the Central Government offices which can be shifted from Delhi and other metropolitan cities and the actual progress made in shifting of such offices.

[LSS. O.M. No. 5/23/1-EC/76 dated 19-3-77]

Further reply of Government

Proposals for shifting some of the offices from Delhi to its satellite ring towns and from Greater Bombay to New Bombay, are under consideration. Actual shifting will be carried out in phases, as and when suitable office/residential accommodation and other necessary facilities at new places become available.

Comments of the Committee

Please see para 48 of the Report—Chapter I.

[Min. of W & H O.M. No. 22012(7)-Pol. IV dated 23-4-77]

Recommendation No. 69 (Para 5.42)

As regards other cities, the Committee consider that there is need that the growth potential of the existing small and medium towns is fully explored so that new centres of growth are developed in the region to serve as counter magnets to wean the population from larger cities. The Committee may point out that even in advanced countries, like U.S.A. there is a growing trend to move from the larger over-crowded cities to smaller cities and towns. As reported in the press between 1970 and 1974, over 1.7 million more Americans left the big metropolitan areas than moved into there. Out of the 16 Metropolitan areas with more than 2 million people each, eight are reported to have lost population since 1970. The Committee need hardly emphasise that while planning the new growth centres, care may be taken to ensure that the planning is on sound lines and that infra-structure and basic amenities are fully provided for and that there is sufficient margin for an orderly expansion and growth in the years to come.

Reply of Government

The National Urbanisation Policy Resolution envisages the development of new counter magnets and new urban centres in a

planned manner to ensure balanced distribution of economic activities in medium and small cities and towns. Further, a Task Force also been appointed to study the growth of small and medium towns.

[Min. of W & H O.M. No. K-14011/59/76-UD IIIA dated 30-11-76]

Further information called for by the Committee

Please intimate as to when a Task Force was appointed to study the growth of small and medium towns and whether it has submitted its report. A copy of the report may also please be furnished and the action taken on the recommendations/suggestions made by the Task Force intimated.

[LSS O.M. No. 5/23/1/EC/76 dt. 19-3-77]

Further reply of Government

The Task Force was appointed on the 15th October, 1975. It has recently submitted its report. The copies of the report are being printed and shall be supplied as soon as they become available.

It is proposed to appoint an Empowered Committee to take decisions on the various recommendations made by the Task Force. This Committee shall be appointed as soon as the printed copies of the report become available.

[Min. of W & H O.M. No. H-110/3-13/2/77-UD. IV-B dt. 26-5-77]

Recommendation No. 70 (Para 5.52)

The Committee are surprised to note that the Scheme was introduced without ensuring proper machinery and expertise for formulation and execution of projects under the Scheme. The Committee are informed that now some workshops have been organised for imparting training to State officers to build up necessary expertise for formulation of suitable projects under the Scheme. The Committee feel that in addition to the training of State officers in the workshops, it will be of great help to the State Governments if the Centre extends help and makes available expertise as required to the States in the formulation of the projects/schemes.

Reply of Government

Experts in the Town and Country Planning Organisation of the Government of India actively assist the State Government officers in the preparation of projects under the Integrated Urban Development Programme. Officers of the TCPO also visit the States for this purpose and assist in the various stages of the Preparation of the programmes.

[Min. of W. & H. O.M. No. K-14011/59/76-UD. III-A dated 30-11-76]

Recommendation No. 71 (Para 5.53)

The Committee would also like to emphasise that a time-bound programme may be prepared to cover the remaining cities with a population of 3 lakhs and above in the first instance. In the light of the experience gained the scheme may be considered for extension to the cities with one lakh population. It would be desirable if suitable guidelines are provided for the development of these cities, which should take into account the potentiality of population growth over a period of time and makes provision for a modular type of growth.

Reply of Government

Efforts are being made to cover as many new cities as possible under the programme. Financial limitations are, however, coming in the way of extension of the programme to all the cities. Thus, the allocation under the programme for the year 1976-77 is Rs. 30 crores only and the allocation for the remaining two years of the 5th Plan is Rs. 85 crores only. Within this allocation, attempts will be made to include as many new cities as possible consistent with the need of the cities already covered under the programme.

[Min. of W. & H. O.M. No. K-14011/59/76-UD. III-A dated 30-11-76]

Comments of the Committee

Please see paras 51-52 of the Report—Chapter I.

Recommendation No. 74 (Para 6.23)

The Committee note that as one of its objectives is to finance or undertake wholly or partly the setting up of satellite towns, the Corporation has been financing the projects in New Bombay, Yehlanika (a new town near Bangalore), Austin Town (near Bangalore), Hubli Dharwar, Mohali (Chandigarh), Panchkula (Chandigarh) etc. The Committee hope that efforts of HUDCO in this direction will continue in an increasing measures so that a chain of new satellite towns is set up to deflect the over-population of major cities.

Reply of Government

HUDCO's efforts in financing the urban development projects/satellite towns, etc. are continued. Since the receipt of the report of the Estimates Committee, HUDCO has, in addition to the townships mentioned, therein, financed the development of new Aurangabad and new Nasik schemes. A scheme by Pimpri-Chinchwad, new township is being considered for financing.

[Min. of W & H O.M. H-11013/3/76 PS dt. 29-11-76]

Recommendation No. 76 (Para 6.30)

The Committee note that 16 States and 3 Union Territories have set up Housing Boards under their enactments and that they are the main agencies to implement housing programmes in the States both in the Urban and rural areas though their activities are largely confined to the urban areas. The Committee also note that Gujarat, Haryana, Tamil Nadu and Punjab States have set up a separate Housing Board for undertaking housing programme in rural areas. The Committee have recommended elsewhere that Government should give more attention to the housing programme in rural areas and that separate Housing Board for rural areas may be set up in each State. The Committee feel that where due to paucity of resources or other reasons, it is not feasible to do so, the State Governments may consider extending the activities of the existing Housing Boards to the rural areas as well so that this important sector is not neglected in the matter of Housing, particularly when under the Prime Minister's 20-Point Programme, all-out efforts are required to be made to make the programme a success.

Reply of Government

The recommendation have been brought to the notice of all State Governments and Union Territory Administrations for necessary action.

[File No. 15(8)/76-H-II]

Recommendation No. 77 (Para 6.31)

It has been brought to the notice of the Committee that certain Housing Boards suffer from various difficulties in the matter of accelerating the construction of houses, particularly for the weaker sections of society and lower income groups such as, inadequate funds for carrying out socio-economic survey, non-existence of technical organisation for advance planning, delay in getting land, adequacy of loan assistance from financing institutions etc. The Committee would like the Government to go into this matter so as to enable the Housing Boards to work more effectively.

Reply of Government

The recommendation of the Committee has been noted and it is proposed to discuss this recommendation at the next Conference of State Ministers of Housing and Urban Development to be held at Calcutta in December, 1976.

[File No. 15(8)/76-H-II]

Further information called for by the Committee

Please intimate the outcome of the consideration of the matter at the Conference of the State Ministers of Housing and Urban Development held at Calcutta in December, 1976 and the follow up action taken thereon.

[L.S.S. O.M. No. 5/23/1-EC/76, dated the 19th March, 1977].

Further reply of Government

The above recommendation of the Estimates Committee was placed before the Conference of State Ministers of Housing & Urban Development held at Calcutta in December, 1976. The Conference had recommended that a Working Group might be constituted by the Ministry of Works and Housing to study in depth the problems inhibiting the performance of Housing Boards.

The above recommendation of Conference is under consideration of the Government.

[File No. 15(8)/76-H-II]

Comments of the Committee

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

CHAPTER III

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

Recommendation No. 5 (Para 1.33)

The Committee also note that there are varying provisions and procedures in the enactments for acquisition of land and for payment of compensation etc. No such provision however exists in the Gujarat legislation. In this connection, the Committee would like to draw the attention of Government to Paragraph 6.56 of the Report of the Selected Building Project Team on Slum Clearance (1958) where it has been recommended that "a critical study of the various Acts should be made by a special committee which should formulate a Model Slum Clearance legislation for the guidance of the States. The legislation should include measures for slum prevention, acquisition of slum sites and rehousing sites, slum servicing and improvement and also rehabilitation of sub-standard housing. The slum problem has to be tackled on an all India basis and it is essential to have a uniform legislation for this purpose."

Recommendation No. 5 (Para 1.34)

The Committee regret to note that no action has so far been taken on the recommendation. They would, therefore, urge upon the Government to examine the recommendation of the Team in all its aspects and bring forward at an early date a model legislation for slum clearance and improvement so that the problem is tackled in a systematic manner all over the country.

Reply of Government

The Selected Buildings Project Team made a study of the slum problem and an assessment of the progress of slum clearance work in the then States of Bombay, Madras, Mysore, Uttar Pradesh and West Bengal through a panel set up by it. Their recommendations were, therefore, based mainly on the experience of their field visits in these States. No mention of the Slum Areas (Improvement and Clearance) Act, 1956 which is a Central Act and is applicable to Union Territories, has been made in the Report presumably because the panel did not visit any of the Union Territories.

The necessity for enactment of a special legislation for slum clearance/improvement by the States had been recognised by the Conference of State Ministers of Housing on a few occasions and this Ministry had advised the States to enact legislation on the lines of the Central Act. This Ministry has, therefore, been treating the Central Act as the basis on which the legislation of the States could be modelled.

The Selected Buildings Project Team made its recommendation more than 17 years back. During this period the magnitude of the problem has increased and there has also been a gradual shift in emphasis from slum clearance to slum improvement and from the provision of ready built tenements to the provision of sites, with services. For this reason and for the following additional reasons, it is not considered necessary to evolve model legislation on slum clearance/improvement:—

- (i) During the intervening period many States have enacted comprehensive legislation on slum clearance/improvement and some of them have also set up separate authorities under the Act to carry out the purposes of the Act.
- (ii) It is expected that, in the succeeding years, in addition to increasing emphasis on improvement of slums, the provision of sites and services as a better alternative would also be recognised and implemented.
- (iii) If increased emphasis is to be laid on the scheme if 'sites and services' it would be necessary for State Governments to have powers to acquire urban/urbanisable land speedily and at reasonable rates. While the imposition of ceiling on vacant urban land is likely to result in surplus urban land vesting in the Government the question of amendment of the Land Acquisition Act, 1898 to facilitate speedy acquisition of urban and urbanisable land, in the context of the 25th Amendment of the Constitution, is also being separately considered by a Committee appointed by this Ministry.

[Min. of W. & H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76]

Recommendation No. 9 (Para 2.6)

The Committee note that in order to deal with the growing problems of slums, the Slum Clearance/Improvement Scheme was introduced by the Government of India in May, 1956 with the primary object of improving the slums and resettling the slum dwellers near their place of employment. While the actual execution of the scheme

was entrusted to the State Governments, financial assistance by way of loans and grants was provided by the Central Government to the extent of 75 per cent of the cost of projects upto 1-4-66 and 87½ per cent of the cost of the projects from 1-4-1966. The scheme was transferred to the State sector with effect from 1st April, 1969.

Recommendation No. 9 (Para 2.7)

The Committee further note that during the period the scheme was in the Central sector, against a total allocation of Rs. 52 crores for the period upto 31-3-69, a total amount of about Rs. 34 crores was disbursed to the State Governments under the scheme. There was thus a shortfall of about Rs. 18 crores in expenditure against allocation. The reasons for shortfall are stated to be that the Central assistance was dependent on the amount approved for inclusion in the Annual Plan of the States and the expenditure incurred by the State Governments on the execution of the schemes, and that the assistance provisionally released to the State Governments was found not to have been fully utilised and that in some cases, no releases were made as a few State Governments had not incurred any expenditure under the scheme in a particular financial year.

Recommendation No. 9 (Para 2.8)

The Committee are constrained to observe that the shortfall in the utilisation of the amount allocated for Slum Clearance/Improvement Scheme indicates lack of purposeful planning and programming to deal with the problem of slums which is assuming large dimensions. The Committee consider that in a planned economy, where scarce resources have to be distributed for various developmental purposes under a system of overall priorities, it becomes incumbent on the authorities to formulate and implement their programmes in such a way as to ensure effective utilisation of the amounts which have been allocated with difficulty, in the face of other competing demands from various sectors of the economy. The need for evolving a strategy for making the best use of the resources by well-planned and well coordinated programmes and by rationalising and streamlining the administrative machinery for execution of the programmes need hardly be emphasised. The Committee recommend that the deficiencies in preparing programmes for slum clearance|improvement and in implementation thereof should be clearly identified and concerted efforts made for taking remedial action so as to make meaningful use of the available resources for dealing effectively with the growth of slums.

Recommendation No. 10 (Para 2.9)

The Committee note that while 5 States|Union Territories have drawn over Rs. 300 lakhs each as central assistance during the period from 1956 to 1969, 12 States have drawn less than Rs. 300 lakhs each out of which ten have drawn less than Rs. 100 lakhs. The Committee consider that whereas financial assistance is released to the State Governments on the basis of expenditure incurred by them under the Scheme, it may well be that the States which have lagged behind in availing of the Central assistance, may not possess the requisite machinery and technical competence to formulate and implement the schemes, even though the magnitude of the problem of slums in such States may be no less or rather may be even more than the States which have secured larger measure of central assistance. The Committee feel that it would only be equitable if the central assistance to the States is given with reference to the gravity of the problem of slums which requires to be solved rather than on the basis of the capacity of the States to formulate schemes and incur expenditure. In the opinion of the Committee, the Central Government should provide guidance and assistance to the States with large slum population, which lag behind in the formulation and execution of the schemes so that they are enabled to tackle their slum problem effectively and do not lag behind the better equipped States.

Reply of Government

The Slum Clearance|Improvement Scheme was transferred to the State Sector with effect from 1-4-1969 and necessary funds are to be provided by the State Governments in their respective annual plans for financing the scheme. The Central assistance for State Plan Schemes is given in the shape of block loans and block grants which the State Governments may utilise for various sectors of development according to their own scheme of priorities. The recommendation has, therefore, been brought to the notice of the State Governments for appropriate action.

[Min. of W. & H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76]

Recommendation No. 15 (Para 2.28)

The Committee note that the scheme for Environmental Improvement in Slum Areas was initially introduced in all cities with a population of not less than 2 lakhs but later on it was extended to 9 more cities on the basis of one city each of the remaining States, thereby making a total of 20 cities. The Committee see no reason

as to why the schemes which was intended to improve the environmental conditions in the slum areas has been extended to all the States without reference to the magnitude of the slum problem. Since there is constraint of resources, the Committee need hardly point out that funds from the Centre under such schemes should be made available in respect of such cities where the problem of slums is acute so that the worst slum areas can be improved first and made liable.

Reply of Government

The Conference of State Ministers of Housing held in Delhi in July, 1972 recommended that the Scheme of Environmental Improvement in Slum Areas should be extended to States where the Scheme was not then in existence also to enable them to implement the same in at least one important city in each of such States. This recommendation was considered in consultation with the Planning Commission and on the basis of population and magnitude of slum improvement work required to be undertaken the following cities were selected for being brought within the purview of the Scheme:

1. Jaipur
2. Indore
3. Patna
4. Cochin
5. Srinagar
6. Ludhiana
7. Cuttack
8. Gauhati
9. Rohtak

[Min. of W. & H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76]

Recommendation No. 31 (Para 2.76)

The Committee would like to point out that the problem of squatters is intimately linked with the problem of shelter and employment opportunities. It is, therefore, of utmost importance that while taking action to evict the squatters in the big cities, it may be ensured that integrated schemes for providing house sites are formulated so that the basic need of shelter for these persons is solved. The Committee would, therefore, like Government to formulate a well thought out programme of providing house sites and inexpensive building material to resolve the housing problems of squatters and slum dwellers.

Reply of Government

There is no scheme under the Central Sector for assisting the State Governments in formulating and financing projects of sites and services. However, the Housing and Urban Development Corporation is exploring the possibility of obtaining assistance from the World Bank which is proposed to be given to the State Governments for undertaking programmes of sites and services. The National Buildings Organisation has also evolved various designs of low cost housing and the technical assistance and advice of this organisation would be available to the State Governments and other public housing agencies.

[Min. of W. & H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76]

Recommendation No. 41 (Para 3.17)

The Estimates Committee which visited some of the towns in Haryana were given to understand that under an imaginative rationalisation scheme, new complexes housing all the district offices of the Deputy Commissioner, Magistrates, Civil Supply Officers etc. have been housed in one integrated complex. The officers and staff have also been provided with residential accommodation nearby on a planned basis. The old houses with huge compounds of the civil officers from colonial days have been done away with and the land released put to public use either for construction of houses by co-operative societies or auctioned to the public at remunerative prices to generate resources. The money realised from the disposal of the valuable land has been utilised for building the modern complex of integrated offices as mentioned above.

The Committee have been given to understand that one of the constraints coming in the way of undertaking a meaningful programme of housing for the weaker sections, is paucity of land. The Committee feel that the approach adopted by the Haryana Government as outlined above, may well provide an answer.

The Committee would like Government to study the matter in depth and prepare a model scheme for circulation to the State Government etc. for putting to rational use the huge land existing in the colonial houses of civil officers in the districts and put it to use for providing houses to the people in general, particularly those coming from the weaker sections of society.

Reply of Government

The State Governments who are required to prepare development plans for the district headquarters would be in a better position to work out the economics of housing the various district offices in an integrated complex and putting the existing land for either remunerative purposes or for housing people belonging to economically weaker sections. This scheme has also to be viewed in the larger context of decentralisation of the administrative set up at the district level and devolution of adequate powers to lower levels of administration, which will require careful consideration at the State Government level. The observations of the Committee have, therefore, been brought to the notice of the State Governments for examination of the scheme drawn up by the Government of Haryana.

[Min. of W. & H. O.M. No. H-11013/7/76-UD IV-A dated 30-11-76]

Recommendation No. 53 (Para 4.42)

The Committee note that the Government of Gujarat, Haryana, Tamil Nadu and Punjab have already set up a separate organisation like Rural Housing Board or similar organisation to take up the work of rural housing etc. The question of formulation of a rural housing board is stated to be under consideration of the West Bengal State Government also. As regards the question of setting up a rural housing board by other States, the Committee do not share the views of the Conference of State Ministers held at Madras in 1974 that it was not necessary to set up such a Board in every State. The Committee feel that the housing problems of the rural poor have not been given close attention so far and as such there is need of a separate body which should exclusively look into such matters and draw up a package programme in consultation with other bodies for an integrated development of the rural areas and arrange for finances to implement such programmes. The Committee would, therefore, urge Government to prevail upon the remaining States to take urgent steps to set up rural housing boards or similar other suitable organisations without loss of time, so as to serve as a focal point for purposeful direction of efforts in rural housing.

Reply of Government

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

(File No. 15(8)/76-HII)

Further information called for by the Committee

Please intimate the action taken by the State Governments and Union Territories in setting up Rural Housing Boards or similar organisations.

[L.S.S. O.M. No. 5/23/1-EC/76 dated the 19th March, 1977]

Further reply of Government

None of the State Governments has so far communicated to this Ministry their reaction to recommendation of the Estimates Committee for setting up Rural Housing Boards in the States. In this connection, it may, however, be stated that the Conference of State Ministers of Housing and Urban Development held at Calcutta in December, 1976 recommended *inter-alia* that the existing Housing Boards in the States should be empowered to extend their activities to the rural areas. The State Governments etc. have been requested to take appropriate action in this regard.

[File No. 15(8)/76-HII]

Recommendation No. 73 (Para 6.20)

The Committee note that the Housing and Urban Development Corporation (HUDCO) was set up in 1970 to co-ordinate 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 as these include setting up new or satellite towns, setting up building material industries, besides financing and undertaking the housing and urban development programmes.

Reply of Government

Noted.

[Min. of W&H O.M. No. H-11013/3/76 PS dt. 29-11-76]

Recommendation No. 73 Paras 6.21 to 6.22)

The Committee further note that out of 695 schemes received by HUDCO since its inception 289 schemes have been sanctioned, whereas 201 schemes have either been withdrawn or not sanctioned.

The Committee feel that the number of schemes withdrawn or not sanctioned is on the high side. They consider that the time and energy involved in the processing of such schemes can be saved if the Corporation gives wide publicity to the guidelines which lay

down the pre-requisites for submission of schemes for loans so that the schemes are submitted only where they fulfil the conditions. As regards the applications still pending, the Committee see no reasons why such a large number of applications remain pending. The Committee need hardly emphasise that concerted action should be taken for their quick disposal. The Committee further feel that there is need for streamlining the procedure under which the schemes should be scrutinised at the preliminary stage to see whether they fulfil the conditions for meriting grant of loan so that only those schemes remain on the live register which need final and detailed scrutiny.

Reply to Government

In the initial stages when the borrowers were not familiar with the HUDCO norms, etc. some difficulties were experienced. HUDCO has already given wide publicity to the guidelines as well as norms. etc. on the basis of which the schemes are considered for financial assistance. HUDCO has also circulated to the borrowing agencies, a check list of engineering, architectural and finance points generally considered while scrutinising the projects. The borrowers are requested to check their loan applications, against these points to avoid infructuous work in formulating the projects. With increased familiarity of the HUDCO's norms by the borrowers, the situation has considerably improved.

In order to give maximum publicity to the HUDCO policies, guidelines etc. and to understand the problems of the borrowers and consequently help in expediting the scheme scrutiny; from January 1977, HUDCO has planned regional conference in different parts of the country which will be attended by the delegates of the borrower in that region.

The majority of the 205 schemes indicated as pending were, in fact, pending not with HUDCO but with the borrowers. In these cases, HUDCO had sent its observations, comments etc. to various agencies for necessary compliance by them. These schemes are considered for sanction as and when the applicants comply with the requirements conveyed to them.

The procedure for the scrutiny of schemes is that under the Chief (Projects) there are three Projects Appraisal Teams for different regions of the country. Each appraisal team consists of an Engineer, an Architect and a Finance Officer. Therefore, the entire scrutiny of the Projects is completed within the group itself, thereby avoiding the delays through the movement of files between one section to another dealing with different disciplines. From the date of the

receipt each scheme appraisal reports are normally sent within 15 days. However the borrowers, instead of fulfilling the requirements indicated by HUDCO start questioning them or making counter suggestions and correspondence ensues.

[Min. of W & H O.M. No. H-11013/3/76-PS dt. 29-11-76]

Recommendation No. 78 (Paras 6.41 & 6.42)

The Committee note that the Life Insurance Corporation is investing in the socially oriented sectors, i.e., public/cooperative OYH sector to the tune of 25 per cent. of its investible funds. They also note that L.I.C. has emerged as one of the most important suppliers of long term credit for housing in India and that in the formulation of the Annual Plans of the States, it is only L.I.C.'s loans to State Governments for social housing schemes that are reckoned as resources for the Plan. The Committee also note that the L.I.C. investment on these schemes is progressively increasing every year i.e. from an average of about Rs. 12 crores per annum during the Third Plan, it has risen to Rs. 17.8 crores during 1975-76, the second year of the Fifth Plan.

The Committee note that the Working Group appointed to consider the various aspects of investment of funds of L.I.C. in housing programmes has since submitted its report and has *inter-alia* recommended that the allocation of L.I.C. funds for housing sector may be reviewed from year to year basis through discussions, between the L.I.C., Ministry of Works and Housing, Ministry of Finance and Planning Commission. The Group has recommended an allocation of Rs. 53 crores for the year 1975-76 for housing sector to State Governments, HUDCO and Apex Cooperative Housing Finance Societies.

The Committee consider it more appropriate if the allocation of funds of L.I.C. to State Governments is made on the basis of certain prescribed percentage of Corporations accruals so as to avoid delays and uncertainties in such allocations which are likely to occur under the procedure, proposed by the Working Group.

Reply of Government

According to the existing investment policy of the L.I.C., funds available for investment in the socially oriented sector are to be not less than 25 per cent. of the annual additions to the controlled fund. Since the approved purposes of L.I.C.'s investments in the socially oriented sector comprise electricity, housing, water supply and sewerage, cooperative sugar factories and industrial estates, the

demands on the L.I.C. for these purposes will have to be accommodated within this broad limit. The need for making available for these socially purposive sectors within the constraints of the existing investment policy of the L.I.C. makes it imperative that a comprehensive view is taken of the demands on the L.I.C. of electricity, housing and sanitation sectors in the perspective of the relative priorities accorded for them in the Plan. Keeping these considerations in view, it would be rather difficult to prescribe allocation of funds of L.I.C. to the State Governments for housing on the basis of a fixed percentage of Corporations' annual accruals to the controlled fund. Moreover, the fixation of a definite percentage in the housing sector will introduce too much rigidity in the pattern of L.I.C.'s investment policy because as a corollary, definite percentages may have to be settled for L.I.C.'s investments in electricity, water supply and sewerage schemes also.

In the above circumstances, the existing procedure of allocating L.I.C.'s funds to State Governments for various housing schemes does not call for any change.

[Min. of W&H. File No. 15(8)/76-HII].

CHAPTER IV

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

Recommendation No. 3 (Paras 1.25—1.27)

The Committee note that the definition of slums is broadly similar in the enactments of the Central and State Governments relating to Slum Improvement and Slum Clearance. The Committee, however, feel that the definition of slums is wide-ranging and liable to different interpretations and may bring within the compass of the Acts sub-standard housing without services and amenities, inhabited by very low income groups, which could with some marginal improvements be made habitable for a long period without being detrimental to safety health or morals. They feel that according to the legal definition very substantial portions of urban areas in the country may well come within the encompassing definition of slums. The Committee consider that slums is in fact an inappropriate word to be used in Indian conditions where people forced by circumstances and deficiencies in socio-economic conditions have to put up in certain areas. Most old and historical cities have congested residential areas, not properly served by sanitary and other amenities, yet they have a healthy social structure with economic activity and they cannot, therefore, be declared as slums although they do constitute sub-standard housing conditions. As for instance, the representative of the Delhi Development Authority admitted during evidence that "the notification showing the entire area of walled city of Delhi as slum ignoring among it is not a correct definition because in the context of some of the beautiful areas of the walled city, we cannot declare the whole of the walled city is slum area".

The Committee therefore are of the view that the scope of the definition of a slum area should be narrowed to bring within the compass of the Act only those areas with predominantly undesirable structures and poor environmental conditions which afford no possibilities for safe habitation even after effecting certain critical improvements. In such a case the magnitude of the problem of slums will be limited and more manageable and it would be well within the means and resources of Government to tackle the problem in a purposeful and selective manner and to concentrate its activities in the

eradication of the worst slums. The Committee also feel that a more precise definition of slums would be of considerable help to the local authorities to determine the priorities for action in respect of slums and to enable them to take up the worst slums first.

The Committee would, therefore, suggest that Central Government may issue guidelines to the State Governments for defining slum in their respective Acts, with particular reference to their physical and social aspects so that the scope of the problem is limited to the clearance or improvement of such of the areas as need the utmost urgency in terms of the enormity of the problem. The Committee, however, would like to make it clear that this does not apply to unauthorised slums.

Reply of Government

The definitions of slum area in the various State enactments is more or less the same. In dealing with slum areas in a particular city the State Governments as well as the agency charged with the task of carrying out the programme of slum clearance/improvement could be expected to take up for treatment only those slum areas which have all the worst features contained in the definition. The Government of India have also from time to time been urging the State Governments to devote their attention towards the worst slum areas in view of the magnitude of the problem and the limited resources available for financing programmes. Thus, when the Central Government initiated the scheme of slum clearance/improvement in 1956 the State Governments were advised that they should concentrate attention only on the worst slums. In a circular letter dated the 30th May, 1956 to the various State Governments the following observations were made by the Government of India:—

“While drawing up your slum clearance programme for the Second Five Year Plan period, it should be remembered that the limited funds that the Centre has been able to set apart for the purpose are hardly adequate to deal with all the slums in the country. As such, your programmes should for the present be confined to larger towns and should cover, as far as possible, only the worst slums. The programme should be carefully spread out over the Plan period and your precise requirements for each year should be separately indicated in respect of each individual project.”

Again in July, 1961 while communicating the decision of the Government of India permitting the State Governments to utilise a por-

tion of their allocation for slum clearance/improvement for programmes in cities other than Bombay, Calcutta, Madras, Kanpur, Ahmedabad and Delhi the following points were emphasised by the Government of India:—

“The Government of India are of the opinion that the problem of slum clearance in the six major cities still remains very acute, although the limited funds allocated for slum clearance operations in these cities during the Second Plan period have helped the State Governments to some extent, in taking up a few of the worst slums and in providing alternative accommodation to the slum evictees. It is, therefore, necessary to ensure that the maximum effort is concentrated on these six cities and that the bulk of the limited funds made available for slum clearance during the Third Plan Period are utilised for the clearance of slums in those cities.”

When the Scheme for Environmental Improvement in Slum Areas was proposed as Central Sector Scheme, in a letter dated the 29th November, 1971 the Government of India's emphasis on tackling the problem of the worst slums was made clear to the State Governments in the following words:—

“The question of tackling this problem has been engaging the attention of the Government of India. It is felt that if the slums cannot be cleared, at least improvement of the environmental conditions in the existing slums should be taken up. The Government of India are prepared to consider specific schemes drawn up initially for one or two of the worst slums in the largest city in the State.”

Thus, starting from the slum clearance/improvement scheme the emphasis laid by the Government of India was on the clearance and/or betterment of the worst slums in the cities and this point has been impressed on the State Governments also. The funds for undertaking these programmes being limited, it could be expected that the State Governments would be judicious in the utilisation of these funds and would incur expenditure only in those slum areas which need urgent attention. It is, therefore, not considered necessary to issue any guidelines to the State Governments on the definition of slums.

[Min. of W. & H. O.M. No. H-11013/7/76-UD. IV-A dated 30-11-76]

Comments of the Committee

Please see paras 20-21 of the Report—Chapter I

Recommendation No. 44 (Paras 3.27—3.30)

The Committee note that a statement on the Housing Policy was for the first time made in the Parliament on the 14th August, 1957. The statement laid emphasis on subsidy in housing to the needy persons with meagre income and on setting up Housing Corporations in the States to help with financial assistance to those who could perhaps do without subsidy. The Committee, however, note that this statement has not been followed up by setting forth National Housing Policy so as to provide clear and firm guidelines for the housing programmes.

The Committee would in this connection refer to their recommendation in the Thirty-Seventh Report (1972-73) and sixty Seventh Report (1974-75) that Government should formulate the National Housing Policy without any further delay. The Conferences of State Housing Ministers have also recommended formulation of such a Policy. The Committee are concerned to note that no conclusive action has been taken by Government on their recommendations and the matter is still engaging the attention of the Government.

The Committee are not convinced by the necessity of setting up another Working Group in November, 1975 to study the material already collected on matters connected with housing and indicate the areas for future study, when the spade work had already been done by a Steering Group at the time of the formulation of the Fifth Five Year Plan.

The Committee are unhappy at the delay in coming to a decision in this important matter which needs to be dealt with on an urgent footing. They would urge Government to bring out the National Policy on Housing without further loss of time. The National Housing Policy may, *inter-alia* spell out in clear terms the responsibilities of the State/local Governments in the matter of area planning, acquisition and development of land, environmental improvements, provision of infrastructure facilities, development of growth centres and satellite towns etc. It would also be desirable if the obligation of employers in providing houses to their employees as also the role of the financial institutions in providing necessary

finance for housing activity may also from part of the National Housing Policy. The Committee further suggest that the National Housing Policy should be reviewed periodically in the light of experience gathered and availability of resources.

Reply of Government

The conferences of State Ministers of Housing and Urban Development held at Madras and Bhopal in May/June 1974 and October, 1975, respectively recommended the setting up of a National Commission on Housing which should go into the various complex issues relating to role of housing in national development, suggest the policies and programmes to be adopted on a long term perspective. The recommendations made by these Conferences were considered in consultation with the Ministry of Finance and Planning Commission. It was pointed out by them that a large number of studies on matters concerning Housing had already been carried out and it would be useful if a Working Group of experts were to be set up to study the existing materials and indicate the areas for further study. The question of appointment of a National Commission, if necessary, could be considered after such an exercise had been done by the Working Group. Accordingly, a Working Group was appointed in November, 1975. The Working Group has since submitted its report and *inter-alia* recommended the necessity for setting up a National Commission on 'Housing'. The question of setting up a National Commission on 'Housing' is under consideration. The Commission, when set up, will help in evolving a national housing policy and the recommendations made by the Estimates Committee in this regard will be kept in view.

(F. No. 15(8)/76-HII).

Further information called for by the Committee

Please state when the report of the Working Group was submitted. A copy of the report may also please be furnished.

(L.S.S. O.M. No. 5/23/1-EC/75, dated the 19th March, 1977).

Further reply of Government

The Working Group appointed to study the existing materials connected with housing etc. submitted its report on the 11th August, 1976. A* copy of its Report is attached as Annexure.

(F. No. 15(8)/76-HII).

*Not printed

Comments of the Committee

Please See para 32 of the Report—Chapter I.

Recommendation No. 75 (Para No. 6.24)

The Committee note that 60 per cent of HUDCO's funds go to State Housing Boards for housing schemes. The Committee consider it of paramount important that this expenditure is incurred on financing the social housing schemes which are primarily intended for housing the economically weaker sections of society and lower income groups. To achieve this end, the Committee would like the Government to review the position in co-ordination with HUDCO, State Governments and State Agencies to ensure that the funds are judiciously distributed to the States housing agencies with reference to the magnitude of housing shortage of EWS and LIG and not on the basis of capacity of the State Governments to prepare and execute the housing schemes.

Reply of Government

As on 31-7-1976, 83.5 per cent of the total dwelling units sanctioned were for economically weaker sections and low income groups. HUDCO continues to give priority to sanctioning the EWS and LIG Housing.

In order to encourage the housing agencies from the States, that have not so far adequately, availed of HUDCO's financial assistance, HUDCO sometimes sends its own Project Appraisal Teams consisting officers from technical and financial disciplines, to formulate, scrutinise and accept the schemes on the spot. This has helped in encouraging the backward States to submit schemes to HUDCO.

A scheme for determining the priorities in loan sanction to various States on the basis of their needs is also under consideration in HUDCO.

(Min. of W.&H. O.M. No. H-11013/3/76-PS dated 29-11-76).

Comments of the Committee

Please see para 55 of the Report—Chapter I.

CHAPTER V

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

Recommendation No. 29 (Para 2.67)

The Committee note that the question of provision of housing by industrial concerns to its employees has been discussed in the past at several levels and the latest recommendations of the High Level Committee of Ministers appointed during 1974 is that "Every big industrial concern should build houses for its eligible industrial workers after five years of establishment and provide residential accommodation to all the eligible industrial workers in a phased programme spread over a period of 10 years". The Committee note that as the Ministry of Labour had not favoured this recommendation, it is not considered desirable by the Government to make it obligatory for big industrial concerns to build houses for their employees. The Committee have not been informed of the detailed reasons which weighed with the Ministry of Labour to reject the recommendation of the High Level Committee of Ministers. The Committee are, however, inclined to think that industrial units set up in the metropolitan and other big cities have some obligation to pay for the special benefits which they draw upon.

As all costs are at present passed on to Government and the community has ultimately to pay for it, it is desirable that the industrialists should also bear their due share of the costs by providing housing to a prescribed minimum percentage of their employees, particularly to those belonging to low income groups. In the opinion of the Committee the employer should not grudge the provision of this facility to the workers as the latter are the backbone of any industrial unit.

Reply of Government

The provision of amenities, such as housing etc., to the workers is covered by the laws governing industrial relations and these laws are being administered by the Ministry of Labour. Accordingly, the recommendation made by the High Level Committee of Ministers was referred to them. The Ministry of Labour, in

their reply, stated that taking due note of the unsatisfactory experience of legal compulsion on the plantation side, they were not very hopeful about the ultimate results of extension of the area of legal compulsion in the matter of workers' housing. They further stated that the National Commission on Labour (1969) had considered the question of statutory obligation on employers to build houses for industrial workers in a comprehensive manner, but did not favour the extension of the area of legal compulsion on employers in the matter of housing. This matter was also discussed in the Secretaries meeting held in the Cabinet Secretariat on 4th February, 1976, where, *inter-alia*, the view taken was that it may not be practicable for each industrial unit to construct houses for its workers for want of land and resources.

However, in view of the importance of the matter, it is proposed to take it up again with the concerned Ministries.

Further information called for by the Committee

Please intimate the final decision taken regarding extension of the area of legal compulsion in the matter of workers' housing.

[L.S.S. O.M. No. 5/23/1/EC/76, dated 19-3-77].

Further Reply of Government

No final decision in the matter has so far been taken.

(File No. 15 (8)/76-HII).

Recommendation No. 30 (Para 2.75)

The Committee feel that the present law in the country is not effective enough to deal with encroachers and squatters. In this connection, the Committee agree with the views of the Working Group on Slums that "There is a tendency to view squatters settlement in human terms and to discourage any strong action in removing them. While these sentiments are laudable, the ultimate losses are to the community as a whole since indiscriminate squatting pre-empts the option upon a community for the optimum use of urban land. Where necessary, more effective legislative powers should be assumed which make squatting on Government or public lands as a cognisable offence punishable with fine as well as imprisonment...". The Committee are informed that the Maharashtra Government have recently passed an enactment which provides for summary eviction of persons in unauthorised occupation of vacant lands and courts have been barred from entertaining any petition against evictions undertaken under the Act. The Act also provides for a minimum penalty of 6 months imprisonment and fine of Rs. 500/-, the maximum imprisonment being

3 years. The Committee have further been informed during evidence that similar measures, particularly for Delhi to make squatting an offence are under consideration of Government. The Committee would like the Government to finalise the matter without further delay so that they are not faced with renewed problem of squatters after these have been once cleared.

Reply of Government

The question of having effective legislation to prevent encroachments on public lands is under consideration of this Ministry.

[Min. of W&H O.M. No. K-16013/7/76-UDIV-A dated 30-11-76].

Recommendation No. 32 (Para 2.77)

During their visit to Bombay, the Committee were informed that a large area of land on which about 75,000 huts of slum dwellers are located, belonging to various Ministries/Departments of Government of India, is under unauthorised occupation of squatters. They were informed that under the law the State Governments had no power to directly evict them. The Committee are concerned to note that the Ministry of Works and Housing have no information available with them about the extent to which land belonging to Central Government in Metropolitan and other big cities is under unauthorised occupation. The Committee need hardly point out that Government should collect all relevant data from the State Governments and the Ministries/Departments concerned, such as Railways, Industry and Civil Supplies, Defence, Civil Aviation, Shipping and Transport etc. regarding the area of land belonging to the Central Government which is at present under unauthorised occupation in each State and may devise suitable effective measures in consultation with the State Government to clear such land of unauthorised occupants and take concerted measures to see that such encroachments are not allowed to occur in the future.

Reply of Government

The Central Government Departments and State Governments have been requested to furnish details of land belonging to the Central Government unauthorisedly encroached upon. The question of having effective legislative powers to prevent and summarily remove unauthorised encroachments on Central Government lands is under consideration of this Ministry.

[Min. of W&H O.M. No. K-16013/7/76-UDIV-A dated 30-11-76].

Recommendation No. 34 (Para 2.78)

The Committee note that the Advisory Committee on Slum Clearance (1958) had recommended that the most effective way of dealing with the slum problem would be to set up Urban Community Development Centres and Extension blocks through which the slums and depressed neighbourhoods in every urban area could be developed. Similarly, the Committee for Slum Clearance/Improvement Scheme etc. (1975) set up on the recommendations of the Conference of the State Housing and Urban Development Ministers held in Madras in 1974, have also recommended that the Urban Community Development Programme must be taken up in all areas where Slum Clearance/Improvement Scheme or the Scheme for Environmental Improvement of slums has been taken up.

Recommendation No. 34 (Para 2.88)

The Committee consider that mere physical improvements effected under the Scheme for Environmental Improvement in Slum areas cannot solve the human sufferings of the Slum dwellers unless these are followed up and supplemented by measures to improve the ways of living of the community to increase its own self-reliance. It would be difficult for the improved environments to be maintained as such unless proper community development programmes are initiated in these areas simultaneously. The Committee would, therefore, like to stress that Government should take action expeditiously on the recommendations of the Committee on Slums etc. (1975) and draw up a detailed programme in consultation with the Department of Social Welfare and other organisations in this field both at the Centre and the States, for an integrated urban community development in all cities, and towns where the scheme for environmental improvement is in vogue. The Committee are of the view that such programmes would help to infuse a sense of responsibility among the people inhabiting slum areas and enthuse them to improve their living conditions.

Reply of Government

The recommendations of the Committee appointed to review the Schemes of Slum Clearance/Improvement and Environmental Improvement in Slum Areas are being examined in consultation with the Planning Commission.

[Min. of W&H O.M. No. H-11013|7|76-UDIV-A dated 30-11-76]

Recommendation No. 59 (Para 5.15)

The Committee note that the question of formulation of a National Urbanisation Policy for a rational and equitable approach in

guiding future urbanisation trends, has been engaging the attention of the Government for a long time. This matter has also been highlighted at the Conferences of the State Ministers for Housing and Urban Development. It has been discussed thoroughly in January, 1975 by a Group of Experts drawn from various disciplines. The Committee also note that after all these exercises, a Resolution on this subject has been drafted which has since been circulated to all concerned Ministries i.e., Agriculture, Industry and Civil Supplies, Science and Technology, Energy and Planning Commission. The main objectives of the Resolution on National Urbanisation Policy are to secure optimum distribution of population between rural and urban settlements, bringing about the distribution of economic activities in small, medium towns and new growth centres, arresting further growth of metropolitan cities by dispersal of economic activities and providing basic amenities like housing, water-supply, health, education etc., for improving the quality of life in rural and urban areas.

Reply of the Government

The comments received from the various Ministries/Departments concerned are being examined.

[Min. of W. & H. O.M. No. H-11013/7/76-UDIV-A dated 31-12-76]

Further information called for by the Committee

Please intimate the final decision taken on the Resolution on National Urbanisation Policy.

[L.S.S. O.M. No. 5/23/1-EC/76 dt. 19-3-77]

Further Reply of Government

The question of acceptance of the National Urbanisation Policy Resolution at the National level is still under consideration in consultation with Planning Commission.

[Min. of W.&H. O.M. No. K-14011/59/76-UD. IIIA dt. 26-5-77].

Recommendation No. 61 (Para 5.17)

The Committee would like Government to place the National Urbanisation Policy Resolution before the Parliament so as to provide an opportunity to the Members and the public for expression of views.

Reply of the Government

This will have to be considered at the appropriate time. This is noted.

[Min. of W. & H. O.M. No. K-14011/59/76-UD-III-A dated 30-11-76]

Recommendation No. 62 (Para 5.23)

The Committee note that the Land Acquisition and Development Scheme which was initially introduced as a Central scheme in 1959, is now in the State sector like other social housing schemes. The Committee regret to note the slow progress made in the acquisition and development of land. Only 17 States out of 22 have reported progress since inception of the Scheme. Moreover against a total area of 73,000 acres sanctioned for acquisition and development, 28,000 acres have been acquired and about 15,000 acres only have been developed. As availability of land is the first pre-requisite for any housing programme, under the social housing schemes for economically weaker sections of society and other low-income groups, the Committee feel unhappy at the unsatisfactory progress made in the acquisition of land. The main reason for the failure of the Government to tackle the problem of acquisition of land on a large scale and at a reasonable price for housing programmes, may well be due to lack of firm and clear cut policies on urban land and housing, with the result that the States have been following different policies on urban land and housing. The Committee hope that the High Level Committee set under the Chairmanship of the Minister of Works and Housing will make an indepth study of all these matters and make suitable recommendations in this behalf.

Reply of Government

The High Level Committee on Urban Land Acquisition Policy has not yet submitted its report.

It may, however, be mentioned that with the enactment of the Urban Land (Ceiling and Regulation) Act, 1976, availability of urban land at a reasonable price for housing programmes etc. has been envisaged. Again, a model urban land and Housing policy has been drawn up by the Ministry of Works and Housing and has been recommended for adoption by the State Governments, with suitable modifications where required, as part of the guidelines for Central assistance under the Integrated Urban Development Programme.

[Min. of W. & H. O.M. No. K-14011/59/76-UD-III-A dated 30-11-76]

Further information called for by the Committee

Please intimate whether the High Level Committee on Urban Land Acquisition Policy has submitted its report. If so, a copy of the report may please be furnished and the decision taken thereon intimated.

Further reply of the Government

The Committee has not submitted its Report as yet. The Government have recently appointed a Working Group to assist the Committee in its work and place before it a comprehensive document for taking policy decision. The Working Group has not yet completed its work.

[Min. of W.&H. O.M. No. H-11013/2/77-UD-IVB dated 27-11-76]

Comments of the Committee

Please See para 43 of the Report—Chapter I.

Recommendation No. 72 (Para 5.58)

The Committee note that Government have constituted a Task Force on Housing and Development of medium and small towns and cities in November 1975 to (i) assess the pattern of evolution of towns and cities since Independence; (ii) suggest suitable modifications to the laws relating to local administration and urban development in order to assist in the planned growth of small and medium towns; (iii) formulate guidelines and regulations relating to matters such as zoning, set backs, building controls, etc. The Committee would like the Government to ensure that the Task Force completes its studies within a specified time-schedule so that the results of the studies are utilised for drawing future policies and programmes for an integrated development of medium and small towns.

Reply of Government

The Task Force is expected to submit its report before the end of December, 1976.

[Min. of W.&H. O.M. No. K-14011/59/76-UD.III-A dated 30-11-76].

Recommendation No. 79 (Paras 6.51 & 6.52)

The Committee note that commercial banks are at present extending financial support for housing programmes mostly through

subscription to market borrowing or debentures that may be floated by the State Housing Boards etc. and that due to increasing commitments to borrowings of Central and State Governments and the requirements of the priority sectors and schemes of high production significance, the capacity of banks for direct lending to housing programmes is rather limited. Another reason for not lending substantial amounts for housing directly is that the housing schemes are stated to be having long gestation periods.

The Committee regret to note that the recommendations of the Banking Commission made in 1972 which *inter alia* include giving of short and medium term credit to house builders in order to enable them to undertake mass housing construction programmes are still under consideration of Govt. in spite of the fact that the Committee in their 37th Report (1972-73) stressed the need for early decision in the matter. The Committee are unhappy over Govt.'s taking such a long time in coming to a decision on this vital matter which affects the basic need of human beings. The Committee consider that apart from the fact that the acquisition of a house adds to an individual's welfare and is a highly coveted asset, the construction of houses helps a chain of ancillary industries and generates employment. It is well known that commercial banks flourish largely on the deposits of common people and as housing serves one of the social needs of a common man, it is desirable that banks should spare a prescribed percentage of their income and deposits for providing funds for housing, particularly for those belonging to weaker sections of society and lower income groups.

Reply of Government

The Banking Commission while examining the need for specialised financial institutions for catering to the needs of different specific sectors of the economy had envisaged a two-tier system of housing finance with an apex housing finance institution at the national level and local housing finance institutions at the district or regional levels sponsored by the local community with active encouragement of central finance institution, the primary function of the local institutions being to attract savings linked to the provision of credit for construction or purchase of houses and that of the apex institution to encourage, supervise and provide temporary finance to local institutions. It was also recommended that commercial banks may give short and medium term credit to the builders in order to enable them to undertake mass housing construction programmes. Prospective purchasers of houses may borrow from the specialised institutions to purchase houses from the builders who, in turn, can repay their loans to commercial banks.

In view of the limited resources of the banks, a large part of which are of a short-term nature and the huge dimensions of the financial requirements of housing construction in this country, it has not been possible to determine till now the extent of the role which the banks can play for providing finance for construction activities without seriously affecting the flow of finance to other productive sectors with the result that no decisions have been taken on the recommendations of the Banking Commission. A Working Group has recently been appointed by the Reserve Bank of India to examine the role of the banking system in providing finance for housing schemes. The Group is expected to submit its report shortly. Pending an indepth examination of the various aspects of banks' role in extending finance for housing and in view of the importance of the housing for the weaker sections of the community, certain tentative guidelines were framed and issued by the Reserve Bank in June, 1976. Rural housing schemes, housing as well as hostels for Scheduled Castes and Scheduled Tribes slum clearance schemes and urban housing schemes for low income groups have been covered under these tentative guidelines for assistance on concessional terms and to the extent of available resources.

As regards banks' sparing a prescribed percentage of their income and deposits for providing funds for housing for the weaker sections of the society, earmarking of funds for this purpose does not appear expedient because various priority areas, which deserve special attention, have been indicated to the banks and, if earmarking is done in one case, similar claims will arise in respect of other priority sectors also.

[Min. of W. & H. O.M. No. G 25013/3/76-BT dated 18-7-77].

NEW DELHI;
March 25, 1978

Chaitra 4, 1900 (Saka).

SATYENDRA NARAYAN SINHA,
Chairman,
Estimate Committee.

APPENDIX I

(Vide para 8—Ch. I)

Section 3 of the Slum Areas (Improvement and Clearance) Act, 1956 (Central Act).

3. (1) Where the competent authority upon report from any of its officers or other information in its possession is satisfied as respects any area that the buildings in that area—

- (a) are in any respect unfit for human habitation; or
- (b) are by reason of dilapidation, overcrowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities, or any combination of these factors, are detrimental to safety, health or morals,

it may, by notification in the Official Gazette, declare such area to be a slum area.

(2) In determining whether a building is unfit for human habitation for the purposes of this Act, regard shall be had to its condition in respect of the following matters, that is to say—

- (a) repair;
- (b) stability;
- (c) freedom from damp;
- (d) natural light and air;
- (e) water supply;
- (f) drainage and sanitary conveniences;
- (g) facilities for storage, preparation and cooking of food and for the disposal of waste water;

and the building shall be deemed to be unfit as aforesaid if and only if it is so far defective in one or more of the said matters that it is not reasonably suitable for occupation in that condition.

Section 3(1) of the Andhra Pradesh Slum Improvement (Acquisition of Land) Act, 1956.

3. (1) Where the Government are satisfied that any area is or may be a source of danger to the public health, safety or convenience of its neighbourhood by reason of the area being low lying, insanitary, squalid or otherwise, they may, by notification in the Andhra Pradesh Gazette declare such area to be a slum area.

Section 3 of the Gujarat Slum Areas (Improvement, Clearance and Re-development) Act, 1973.

3. (1) Where the State Government is satisfied—

- (a) that any area is a source of danger to health, safety or morals of the inhabitants of that area or of its neighbourhood by reason of the area being low-lying, insanitary, squalid, over-crowded or otherwise; or
- (b) that the buildings in any area used or intended to be used for human habitation are—
 - (i) in any respect, unfit for human habitation; or
 - (ii) by reason of dilapidation, overcrowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities, or any combination of these factors, detrimental to safety, health or morals;

it may, by notification in the Official Gazette, declare such area to be a slum area and such declaration shall also be published in that area in such other manner as may be prescribed.

(2) In determining whether a building is unfit for human habitation, for the purposes of this Act, regard shall be had to its condition in respect of the following matters, that is to say,—

- (i) repair;
- (ii) stability;
- (iii) freedom from damp;
- (iv) natural light and air;
- (v) water supply;
- (vi) drainage and sanitary conveniences;
- (vii) facilities for storage, preparation and cooking of food and for the disposal of waste water.

and the building shall be deemed to be unfit has aforesaid, if it is not reasonably suitable for occupation in that condition.

Section 4 of the Maharashtra Slum Areas (Improvement, Clearance and Re-development) Act, 1971.

4. (1) Where any competent authority, upon report from any of its officers or other information in its possession, is satisfied as respects any area, that the buildings in that area,—

- (a) are unfit for human habitation, or
- (b) are by reason of dilapidation, over-crowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities, inadequacy of open spaces and community facilities, or any combination of these factors, detrimental to safety, health or morals;

it may, by notification in the Official Gazette, declare such area to be a slum area. Such declaration shall also be published in such other manner (as will give due publicity to the declaration in the area) as may be prescribed.

(2) In determining whether buildings are unfit for human habitation for the purpose of the Act, regard shall be had to the condition thereof in respect of the following matters, that is to say,—

- (a) repairs;
- (b) stability;
- (c) freedom from damp;
- (d) natural light and air;
- (e) provision for water supply;
- (f) provision for drainage and sanitary conveniences;
- (g) facilities for disposal of waste water;

and the building shall be deemed to be unfit as aforesaid, if, and only if, it is so far defective in one or more of the said matters, that it is not reasonably suitable for occupation in that condition.

(5) Any person aggrieved by a declaration made under subsection (1) may, within thirty days after the date of such declaration in the Official Gazette, appeal to the Tribunal.

(6) On an appeal, the Tribunal may make an order either confirming, modifying or rescinding the declaration; and the decision of the Tribunal shall be final.

Section 3 of the Mysore Slum Areas (Improvement and Clearance) Act, 1973.

3. *Declaration of slum areas.*—(1) Where the Government is satisfied that,—

(a) any area is or is likely to be a source of danger to health, safety or convenience of the public of that area or of its neighbourhood, by reason of the area being low-lying, insanitary, squalid, over-crowded or otherwise; or

(b) the buildings in any area used or intended to be used for human habitation are,—

- (i) in any respects, unfit for human habitation; or
- (ii) by reason of dilapidation, over-crowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities, or any combination of these factors, detrimental to safety, health or morals,

it may, by notification, declare such area to be a slum area.

(2) in determining whether a building is unfit for human habitation, for the purposes of this Act regard shall be had to its condition in respect of the following matters, that is to say—

- (i) repair.
- (ii) stability,
- (iii) freedom from damp.
- (iv) natural light and air,
- (v) water supply.
- (vi) drainage and sanitary conveniences,
- (vii) facilities for storage, preparation and cooking of food and for the disposal of waste water.

and the building shall be deemed to be unfit as aforesaid if it is so defective in one or more of the said matters that it is not reasonably suitable for occupation.

Section 3 of the Punjab Slum Areas (Improvement and Clearance) Act, 1961.

3. (1) Where the competent authority upon report from any of its officers or other information in its possession is satisfied as respects any area that the buildings in that area—

- (a) are in any respect unfit for human habitation, or
- (b) are by reason of dilapidation, overcrowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities or any combination of these factors, detrimental to safety, health or morals,

it may, by notification in the Official Gazette, declare such area to be a slum area.

(2) In determining whether a building is unfit for human habitation for the purposes of this Act, regard shall be had to its condition in respect of the following matters, that is to say—

- (a) repairs;
- (b) stability;
- (c) freedom from damp;
- (d) natural light and air;
- (e) water-supply;
- (f) drainage and sanitary conveniences;
- (g) facilities for storage, preparation and cooking of food and for disposal of waste water;

and the building shall be deemed to be unfit as aforesaid if and only if it is so far defective in one or more of the said matters that it is not reasonably suitable for occupation in that condition.

Section 3 of the Tamil Nadu Slum Areas (Improvement and Clearance) Act, 1971.

3. *Declaration of slum areas.*—(1) Where the Government are satisfied that—

(a) any area is or may be a source of danger to the health, safety or convenience of the public of that area or of its neighbourhood, by reason of the area being low-lying, insanitary, squalid, over-crowded or otherwise; or

(b) the buildings in any area, used or intended to be used for human habitation—

- (i) in any respect, unfit for human habitation; or
- (ii) by reason of dilapidation, over-crowding, faulty arrangement and design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities, or any combination of these factors, detrimental to health, safety or morals,

they may, by notification, declare such area to be a slum area.

(2) In determining whether a building is unfit for human habitation, for the purpose of this Act, regard shall be had to its conditions in respect of the following matters, that is to say,—

- (i) repair,
- (ii) stability,
- (iii) freedom from damp,
- (iv) natural light and air,
- (v) water-supply,

- (vi) drainage and sanitary conveniences,
- (vii) facilities for storage, preparation and cooking of food and for the disposal of waste water;

and the building shall be deemed to be unfit as aforesaid, if any only if it is so defective in one or more of the said matters that it is not reasonably suitable for occupation in that condition.

Section 3 of the Uttar Pradesh Slum Areas (Improvement and Clearance) Act, 1962.

3. (1) Where the Competent Authority upon information received or otherwise in its possession is satisfied as respects any area that a majority of the buildings in that area—

(a) by reason of dilapidation, over-crowding, faulty arrangement or design of such buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities, or any combination of these factors, detrimental to safety, health or morals of the inhabitants in that area; or

(b) otherwise in any respect unfit for human habitation; it may, by notification in the Official Gazette, declare such area to be a slum area.

(2) In determining whether a building is unfit for human habitation, regard shall be had to the following matters, that is to say—

- (a) extent of necessary repairs;
- (b) stability;
- (c) extent of dampness;
- (d) availability of natural light and air;
- (e) water-supply;
- (f) arrangements for privies, drainage and sanitation;
- (g) facilities for storage, preparation and cooking of food and for the disposal of waste matter and water;

and the building shall be deemed to be unfit as aforesaid if it is so far defective in one or more of the aforesaid matters that it is not reasonably suitable for occupation in that condition.

Section 3 of the West Bengal Slum Areas (Improvement and Clearance) Act, 1972.

3. If the State Government is satisfied that the conditions of the land, huts or other structures in any area is such that the continued existence of such conditions would be injurious to public health or safety or to the health, hygiene or morals of the inhabitants of such, it may, by notification, and in such other manner as may be prescribed, declare such area to be a slum area.

APPENDIX II

(Vide S.R. No. 50—Paras 4, 18—4, 19—Chapter II)

(I)

Name of the Scheme : Low Income Group Housing Scheme

S. No.	Name of State/Union Territories	Period upto which progress reports have been received
1.	Aadhra Pradesh	30-6-1973
2.	Assam	30-6-1976
3.	Bihar	30-6-1976
4.	Gujarat	31-12-1968
5.	Haryana	30-9-1975
6.	Himachal Pradesh	30-9-1976
7.	Jammu & Kashmir	31-3-1976
8.	Kerala	30-9-1976
9.	Karnataka	30-9-1976
10.	Maharashtra	31-3-1973
11.	Madhya Pradesh	31-3-1976
12.	Manipur	30-6-1976
13.	Meghalaya	30-9-1976
14.	Nagaland	31-3-1972
15.	Orissa	31-3-1975
16.	Punjab	30-9-1976
17.	Rajasthan	31-3-1976
18.	Sikkim	
19.	Tamil Nadu	31-12-1976
20.	Tripura	30-6-1976
21.	Uttar Pradesh	30-9-1976
22.	West Bengal	30-6-1975

S. No.	Name of State/Union Territories	Period upto which the progress reports have been received
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Union Territories

1.	Andaman & Nicobar Administration	30-9-1976
2.	Chandigarh	30-9-1976
3.	Dadra & Nagar Haveli	31-12-1976
4.	Delhi	31-12-1976
5.	Goa, Daman & Diu	30-6-1976
6.	Mizoram	31-3-1976
7.	Pondicherry	31-12-1976.

(II)

Name of the Scheme: *Middle Income Group Housing Scheme**Progress since inception of the Scheme*

1.	Andhra Pradesh	30-9-1976
2.	Assam	30-9-1976
3.	Bihar	30-6-1975
4.	Gujarat	30-9-1976
5.	Haryana	30-9-1975
6.	Himachal Pradesh	31-3-1975
7.	Jammu & Kashmir	31-3-1976
8.	Karnataka	30-9-1976
9.	Kerala	30-9-1976
10.	Madhya Pradesh	31-3-1976
11.	Maharashtra	31-12-1974
12.	Manipur	Not implementing
13.	Meghalaya	30-9-1976
14.	Nagaland	Not implementing
15.	Orissa	31-3-1976
16.	Punjab	30-9-1976
17.	Rajasthan	31-3-1976
18.	Sikkim . . . . .	..
19.	Tamil Nadu	30-9-1976
20.	Tripura	30-6-1976

Sl. No.	Name of State/Union Territories	Period upto which the progress reports have been received
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21.	Uttar Pradesh	30-6-1975
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22.	West Bengal	31-12-1976
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Union Territories ³

1.	Chandigarh	30-9-1976
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2.	Dadra & Nagar Haveli	30-9-1976
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3.	Delhi	30-9-1976
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4.	Goa, Daman & Diu	30-6-1976
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5.	Pondicherry	31-12-1976
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(III)

Name of the Scheme : *Slum clearance Improvement Scheme*

1.	Andhra Pradesh	December, 1974
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2.	Bihar	December, 1974
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3.	Gujarat	March, 1976
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4.	Haryana	December, 1974
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5.	Kerala	December, 1974
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6.	Karnataka	December, 1973
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7.	Madhya Pradesh	September, 1976
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8.	Maharashtra	December, 1974
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9.	Manipur	December, 1974
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10.	Orissa	March, 1973
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11.	Punjab	December, 1974
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12.	Rajasthan	December, 1974
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13.	Tamil Nadu	October, 1976
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14.	Tripura	December, 1974
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15.	Delhi	December, 1974
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16.	Goa, Daman & Diu	December, 1974
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17.	Pondicherry	March, 1965
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18.	Uttar Pradesh	December, 1974
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19.	Chandigarh	March, 1976
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As on 28-2-1977

Name of the Scheme : **VILLAGE HOUSING PROJECT'S SCHEME***Position of reports received thereunder*

Sl.No.	Name of the State/Union Territories	Period upto which the progress reports have been received
		<i>Qr. Ending</i>
1.	Andhra Pradesh	30-6-1976
2.	Assam	30-6-1973
3.	Bihar	30-6-1976
4.	Haryana	30-6-1975
5.	Himachal Pradesh;	31-12-1975
6.	Jammu & Kashmir	Not implementing the Scheme.
7.	Gujarat	Discontinued implementation of the Scheme.
8.	Karnataka	31-12-1970
9.	Kerala	31-12-1975
10.	Madhya Pradesh	31-3-1976
11.	Maharashtra	Discontinued implementation of the Scheme.
12.	Manipur	} Not implementing the Scheme.
13.	Meghalaya	
14.	Nagaland	
15.	Orissa	31-3-1975
16.	Punjab	30-9-1976
17.	Rajasthan	Discontinued implementation of the Scheme.
18.	Sikkim . . . . .	..
19.	Tamil Nadu	30-9-1976
20.	Tripura	31-3-1974
21.	Uttar Pradesh	30-9-1976
22.	West Bengal	Discontinued implementation of the Scheme.
<i>Union Territories :</i>		
1.	Delhi	31-12-1976
2.	Goa, Daman & Diu	30-9-1976
3.	Lakshadweep	30-9-1975
4.	Pondicherry	31-12-1976

(V)

Name of the Scheme : *Rental Housing Scheme for State Government Employees*

S. No.	Name of the State/Union Territories	Period upto which the progress reports have been received
1.	Andhra Pradesh	30-9-1976
2.	Assam	31-3-1976
3.	Bihar	30-6-1976
4.	Gujarat	31-12-1971
5.	Haryana	Not implementing the Scheme.
6.	Himachal Pradesh	Do.
7.	Jammu & Kashmir	Do.
8.	Karnataka	30-9-1976
9.	Kerala	30-6-1976
10.	Madhya Pradesh	30-9-1974
11.	Maharashtra	31-3-1976
12.	Meghalaya	30-9-1976
13.	Manipur	Not implementing the Scheme.
14.	Nagaland	Do.
15.	Orissa	31-3-1976
16.	Punjab	30-9-1976
17.	Rajasthan	30-9-1976
18.	Sikkim . . . . .	..
19.	Tamil Nadu	31-12-1976
20.	Tripura	Not implementing the scheme.
21.	Uttar Pradesh	Do.
22.	West Bengal	30-9-1976

(VI)

Name of the Scheme:—*Integrated Subsidised Housing Scheme for Industrial Workers and Economically Weaker Sections of Community.*

1.	Andhra Pradesh	30-6-1976
2.	Assam	30-9-1972
3.	Bihar	30-6-1976
4.	Gujarat	30-6-1976
5.	Haryana	30-9-1976

S. No. Name of the State/Union Territories Period for which the progress reports have been received.

6.	Himachal Pradesh	.	.	.
7.	Jammu & Kashmir	.	.	..
8.	Karnataka	.	.	30-6-1976
9.	Kerala	.	.	31-12-1976
10.	Madhya Pradesh	.	.	30-9-1976
11.	Maharashtra	.	.	30-9-1971
12.	Manipur			
13.	Meghalaya			
14.	Nagaland	.	.	..
15.	Orissa	.	.	31-3-1976
16.	Punjab	.	.	31-12-1976
17.	Rajasthan	.	.	30-6-1976
18.	Sikkim			
19.	Tamil Nadu	.	.	30-9-1976
20.	Tripura			..
21.	Uttar Pradesh	.	.	30-6-1976
22.	West Bengal	.	.	30-9-1976

Union Territories

1.	Goa, Daman & Diu	.	.	30-6-1976
2.	Chandigarh	.	.	..
3.	Delhi	.	.	31-12-1976
4.	Pondicherry	.	.	31-3-1976

Name of the Scheme: Subsidised Housing Scheme for Plantation Workers

Position of progress reports

1.	Assam	.	.	31-12-1975
2.	Tripura	.	.	30-6-1976
3.	West Bengal	.	.	30-6-1976
4.	Tamil Nadu	.	.	30-6-1976
5.	Karnataka	.	.	31-12-1973
6.	Kerala	.	.	31-3-1976

APPENDIX III

(Vide SR. No. 57—para 4.57—Chapter II)

No. N-21014/2/75-UD. IV-B ..

GOVERNMENT OF INDIA/BHARAT SARKAR

MINISTRY OF WORKS AND HOUSING

(NIRMAN AUR AWAS MANTRALAYA)

New Delhi, dated the 11th August, 1976

To

The Secretaries to all the State Governments/
Union Territory Administrations.

SUBJECT:—Conference of State Ministers of Housing and Urban Development held at Bhopal in October, 1975—Recommendation No. 17(iv) under item III(A) relating to enhancement of ceiling on the cost of development of house-sites under the scheme for provision of house-sites to landless workers in rural areas—

Sir,

I am directed to say that the last Conference of State Ministers of Housing and Urban Development held at Bhopal from 4th to 6th October, 1975 made *inter alia* the following recommendation:—

17(iv) : In view of the increase in cost of development the present ceiling of Rs. 150/- per plot may be raised to Rs. 300/-. In case of hilly areas, the ceiling may be raised to Rs. 500/- per house-site.

2. The Government of India have examined the above recommendation and they are pleased to accept it. The State Governments may, however, fix the norms within the above ceiling for the plains as well as hilly areas within their respective States, on the basis of local conditions.

Yours faithfully,

B. K. Verma

Deputy Director (Monitoring)

Copy forwarded to:—

1. The Planning Commission, New Delhi.
2. The Ministry of Finance, Department of Expenditure, Plan Finance Division, New Delhi.
3. The Ministry of Agriculture, New Delhi.
4. The Ministry of Home Affairs, New Delhi.
5. The Chief Planner, TCPO, New Delhi.
6. The Director, NBO, New Delhi.

Copy also to:—

1. US to HM/PS to HM(S)/PS to Secretary (for Reader's File).
2. PS to JS(H)/Director (UD)/Director (H)/PA to US(H)
3. The Information Officer/US (H. III)/H.I. Sec./H. II Sec.
4. Guard File—(100 copies)

B. K. VERMA

Deputy Director (Monitoring)

APPENDIX IV

(Vide SR. No. 57—para 4.57—Chapter II)

No. N-21014/3/75-UD. IV-B

GOVERNMENT OF INDIA/BHARAT SARKAR

MINISTRY OF WORKS AND HOUSING

(NIRMAN AUR AWAS MANTRALAYA)

New Delhi, dated the 11th Nov., '76

To

The Secretaries to all the State Governments/
Union Territory Administrations
(Dealing with the Scheme for Provision of House-sites to
Landless Workers in Rural Areas).

SUBJECT:—Conference of State Ministers of Housing and Urban
Development held at Bhopal from 4th to 6th October,
1975—recommendation thereof regarding extending the
scope of the scheme for provision of house-sites to land-
less workers in rural areas to all landless workers, artisans,
fishermen etc.

Sir,

I am directed to say that the Conference of State Ministers of
Housing and Urban Development held at Bhopal from 4th to 6th
October, 1975 made *inter alia* the following recommendation:—

- 17 (iii) : As the 20-point programme is intended to cover the
weaker sections, the scope of the scheme for provision of
house-sites to landless workers in rural areas should be
extended to all landless workers, artisans, fishermen etc.
irrespective of the fact whether they are agricultural
workers or not.

The above recommendation has been considered in consultation
with the Planning Commission and the Ministry of Finance. It has
been decided that all landless workers irrespective of the fact
whether they are agricultural workers or not will be eligible for
allotment of house-sites under the scheme for the provision of house-
sites to landless workers in rural areas, if otherwise eligible in terms

of paragraph 2(b) of the scheme. The State Governments etc. are requested to ensure that the benefits of the scheme flow really to the weaker sections of the community.

Yours faithfully,

B. K. VERMA,

Deputy Director (Monitoring)

Copy forwarded to:—

1. Ministry of Agriculture (Deptt. of Community Development), New Delhi.
2. Ministry of Agriculture (Land Reforms Unit), New Delhi.
3. Ministry of Home Affairs, New Delhi.
4. Planning Commission, New Delhi.
5. Ministry of Finance (Plan Finance Division)
6. Integrated Finance (W & E)

B. K. VERMA,

Deputy Director (Monitoring)

Copy also forwarded to:—

1. PS to HM.
2. PS to DM.
3. PS to Secretary.
4. PS to JS(H).
5. Information Officer.
6. US(H-I).
7. H-II Section (5 copies)
8. Guard File (100 spare copies)

B. K. VERMA,

Deputy Director (Monitoring).

APPENDIX V

(Vide Sr. No. 58—Para 5.14—Chapter II)

Statement indicating the Central assistance sanctioned under the Scheme for Integrated Urban Development of Metropolitan Cities and Areas of National Importance and the Scheme for development of the National Capital Region.

Name of City/Town	Amount sanctioned—Rs. in lakhs		
	1	2	
	1974-75	1975-76	1976-77
IUDP			
1. Bhopal	15	75	100
2. Indore	15	75	110
3. Ludhiana	54	75	150
4. Cochin		60	60
5. Kanpur (IUDP)		61	107
Kanpur (IDA Water supply)		50	
6. Allahabad (IDA Water supply)		50	..
7. Hyderabad (IUDP)		43	40
Hyderabad (Six Point, Formula)	30	60	151
8. Visakhapatnam		75	..
9. Haldia		50	180
10. Ahmedabad		35	75
11. Bangalore			30
12. Lucknow			20
13. Asansol			10
14. Raipur			10
15. Jullundur			10
16. Baroda			10
17. Calcutta	750	600	750
18. Bombay	387	315	1100
19. Madras	200	265	112
TOTAL (A)	1451	1889	2925

APPENDIX VI

(Vide Introduction)

*Analysis of Action taken by Government on the 97th Report of the Estimates Committee
(Fifth Lok Sabha)*

I.	Total number of recommendations	76
II.	Recommendations which have been accepted by Government (Nos. 4, 6, 7, 8, 11, 12, 13, 14, 16, 17, 18, 19, 20, 21, 22, 23, 24, 25, 26, 27, 28, 33, 35, 36, 37, 38, 39, 40, 42, 43, 46, 47, 48, 49, 50, 51, 52, 54, 55, 56, 57, 58, 60, 63, 64, 65, 66, 67, 68, 69, 70, 71, 74, 76, 77)	
	Number	55
	Percentage to total	72.4%
III.	Recommendations which the Committee do not desire to pursue in view of Government's replies (Nos. 5, 9, 10, 15, 31, 41, 53, 73, 78)	
	Number	9
	Percentage to total	11.8%
IV.	Recommendations in respect of which Government's replies have not been accepted by Committee (Nos. 3, 44, 75)	
	Number	3
	Percentage to total	4%
V.	Recommendations in respect of which final replies of Government are still awaited (Nos. 29, 30, 32, 34, 59, 61, 72, 79)	
	Number	9
	Percentage to total	11.8%