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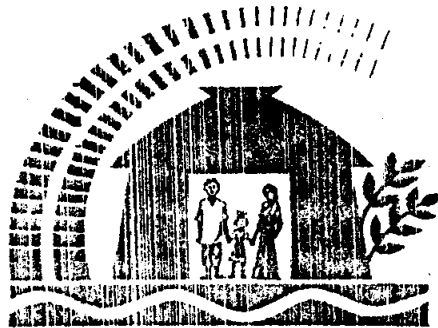


GUIDELINES

for

INDIRA AWAAS YOJANA (IAY)

[Effective from 01.04.2004]



Government of India
Ministry of Rural Development
Department of Rural Development
Krishi Bhawan
New Delhi-110001

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RURAL HOUSING PROGRAMME

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RURAL HOUSING PROGRAMME

Introduction

Housing is one of the basic requirements for human survival. For a normal citizen owning a house provides significant economic and social security and status in society. For a shelterless person, a house brings about a profound social change in his existence, endowing him with an identity, thus integrating him with his immediate social milieu. A housing programme for the rehabilitation of refugees was taken up immediately after partition by the Ministry of Refugee Rehabilitation and this lasted till around 1960. Approximately 5 lakh families were housed in various centres mainly located in Northern India. A Village Housing Scheme was also launched as part of the Community Development Movement in 1957, in which loans to individuals and cooperatives were provided up to a maximum of Rs. 5000/- per house. However only 67000 houses were built under this scheme by the end of the Fifth Plan (1980). In 1972-73, the Estimate Committee of the Lok Sabha in its 37th Report pointed out that "the Committee is distressed to note that although 83% of India's population lives in villages and about 73% of the rural population reside in unsatisfactory kutcha structures, the problem of rural housing has not received the close attention of the Government". Following this, certain initiatives were undertaken by Government including the launching of the House Sites cum Construction Assistance Scheme which began as a Central Scheme in the 4th Plan and was transferred to the State Sector with effect from 1.04.1974 on the recommendation of the National Development Council (NDC).

The genesis of the Indira Awaas Yojana (IAY) can be traced to the programmes of rural employment, which began in the early 1980s. Construction of houses was one of the major activities under the National Rural Employment Programme (NREP), which began in 1980, and the Rural Landless Employment

Guarantee Programme (RLEGP), which began in 1983. There was, however, no uniform policy for rural housing in the states. For instance some states permitted only part of the construction cost to be borne from NREP/ RLEGP funds and the balance was to be met by beneficiaries from their savings or loans obtained by them. On the other hand, others permitted the entire expenditure to be borne from NREP/ RLEGP funds. Further, while some states allowed construction of only new dwellings, others permitted renovation of existing houses of beneficiaries. As per announcement made by the Government of India in June 1985, a part of the RLEGP fund was earmarked for the construction of houses for SCs/STs and freed bonded labourers. As a result, Indira Awaas Yojana (IAY) was launched during 1985-86 as a sub-scheme of RLEGP. IAY thereafter continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching in April, 1989. 6% of the total JRY funds were allocated for implementation of IAY. From the year 1993-94, the scope of IAY was extended to cover below the poverty line Non Scheduled Castes/ Scheduled Tribes families in the rural areas. Simultaneously, the allocation of funds for implementing the scheme was raised from 6% to 10% of the total resources available under JRY at the national level, subject to the condition that the benefits to Non-Scheduled Castes/ Scheduled Tribes poor should not exceed 4% of the total JRY allocation. IAY was de-linked from JRY and made an independent scheme with effect from 1st January 1996.

Since 1999-2000, number of initiatives have been taken to improve the Rural Housing (RH) Programme by making provision for upgradation of unserviceable kutcha houses and by providing credit with subsidy for certain sections of the poor. Emphasis has also been laid on use of cost affective, disaster resistant and environment friendly technologies in rural housing.

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CHAPTER – I

BROAD OUTLINES AND OBJECTIVES

1.1. Indira Awaas Yojana (IAY)

The *Indira Awaas Yojana (IAY)* is a flagship scheme of the Ministry of Rural Development to provide houses to the poor in the rural areas.

1.2 Objective

The objective of the Indira Awaas Yojana is primarily to help construction/upgradation of dwelling units of members of Scheduled Castes/Scheduled Tribes, freed bonded labourers and other below the poverty line non-SC/ST rural house holds by providing them a lump sum financial assistance.

1.3 Funding Pattern

The Indira Awaas Yojana is a Centrally Sponsored Scheme funded on cost-sharing basis between the Government of India and the State Governments in the ratio of 75:25. In the case of Union Territories, the entire funds under this Scheme are provided by the Government of India.

1.4 Target Group

The target groups for houses under the IAY are below poverty line households living in the rural areas belonging to Scheduled Castes/Scheduled Tribes, freed bonded labourers and non-SC/ST BPL rural households, widows and next of-kin to defence personnel/paramilitary forces killed in action residing in rural areas (*irrespective of their income criteria*), ex-servicemen and retired member of paramilitary forces fulfilling the other conditions.

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1.5 Earmarking of Funds for SC/ST Beneficiaries

Funds available under the Scheme in a district are earmarked for various categories as under:

- (i) Atleast 60% of the total IAY allocation during a financial year should be utilized for construction/upgradation of dwelling units for SC/ST BPL households.
- (ii) A maximum 40% for non-SC/ST BPL rural households.
- (iii) 3% of the above categories for physically and mentally challenged persons.

- If any particular category is exhausted or not available in a district, allocation can be utilized for other categories as per priorities given in the Guidelines after it has been certified to this effect by the Zilla Parishad/DRDA concerned.

1.6 Strategy for the implementation of the Programme

The Programme will be implemented through the Zilla Parishads/DRDAs and houses will be constructed by the beneficiaries themselves.

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CHAPTER – II

IDENTIFICATION AND SELECTION OF BENEFICIARIES

2.1. Identification of beneficiaries

The District Panchayat/Zilla Panchayat/District Rural Development Agencies (DRDAs) on the basis of allocations made and targets fixed shall decide the number of houses to be constructed/upgraded Panchayat wise under IAY, during a particular financial year. The same shall be intimated to the Gram Panchayat concerned. Thereafter, the Gram Sabha will select the beneficiaries from the list of eligible BPL households, restricting this number to the target allotted as per the Programme Guidelines. Selection by the Gram Sabha is final. No approval by a higher body is required. Zilla Parishads/DRDAs and Block Development Offices should however, be sent a list of selected beneficiaries for their information.

2.2. Priority in Selection of Beneficiaries

Prioritization of beneficiaries will be as follows:

- (i) Freed bonded labourers
- (ii) SC/ST households
 - ◆ SC/ST households who are victims of atrocity
 - ◆ SC/ST households, headed by widows and unmarried women
 - ◆ SC/ST households affected by flood, natural calamities like earthquake, cyclone and man-made calamities like riot.
 - ◆ Other SC/ST households
- (iii) Families/widows of personnel from defence services/paramilitary forces, killed in action.
- (iv) Non- SC/ST BPL households.
- (v) Physically and mentally challenged persons.
- (vi) Ex-servicemen and retired members of the paramilitary forces.

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- (vii) Displaced persons on account of developmental projects, nomadic/semi-nomadic, and de-notified tribals, families with physically/mentally challenged members.

The selection of the beneficiaries will be subject to the condition that the households of all the above categories except (iii) are Below Poverty Line (BPL)

2.3. Involvement of beneficiaries

The beneficiaries should be involved in the construction of the house. To this end, the beneficiaries may make their own arrangements for procurement of construction material, engage skilled workmen and also contribute family labour. The beneficiaries will have complete freedom as to the manner of construction of the house. Zilla Parishads/DRDAs can help the beneficiaries in acquiring raw material on control rates, if they so desire or request the Zilla Parishads/DRDAs in this regard. This will result in economy in cost, ensure quality of construction, lead to greater satisfaction and acceptance of the house by the beneficiary. The responsibility for the proper construction of the house will thus be on the beneficiaries themselves. A Committee may be formed, if so desired, to coordinate the work. The Committee shall be sensitized to incorporate hazard-resistant features in the design of the houses.

2.4. Allotment of Houses

Allotment of dwelling units should be in the name of female member of the beneficiary household. Alternatively, it can be allotted in the name of both husband and wife.

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CHAPTER -- III

UNIT COST OF THE INDIRA AWAAS YOJANA HOUSES

3.1. Unit Cost for Construction of IAY Houses and Upgradation

The ceiling on grant of assistance per unit cost under the Indira Awaas Yojana for construction of new house and upgradation of unserviceable kutcha house is given as under: -

		Plain Areas	Hilly/ Difficult Areas
(a)	Construction of house including Sanitary latrine and smokeless Chulha	Rs. 25,000/-	Rs. 27,500/-
(b)	Upgradation of un-serviceable households	Rs. 12,500/-	Rs. 12,500/-

3.2 Construction of Sanitary latrines and smokeless chulhas

Sanitary latrine and smokeless chulha will be provided with each IAY house. Latrine could be constructed separate from the IAY house on the site of the beneficiary. Wherever possible, efforts should be made to dovetail funds from Total Sanitation Campaign (TSC) for providing sanitary latrine so that more money could be made available for construction of the IAY house. In case, the beneficiary is unable to construct sanitary latrine, due to some reasons, an amount of Rs. 600/- would be deducted from the assistance to be provided for construction of the new IAY house or for up gradation of an unserviceable kutcha house. Similarly, where smokeless chulha is not possible, deduction will be Rs. 100/-.

3.3 Loan for IAY Beneficiaries

In addition to the assistance provided under the IAY, loan for construction of IAY houses or for up gradation of unserviceable kutcha houses can be obtained from the banks/other financial institutions. It will be the responsibility

of the State Governments/DRDAs concerned to coordinate with the financial institutions to make available the credit facility to those beneficiaries who are interested.

3.4 Credit-cum-Subsidy for construction / up gradation of rural houses

Upto 20% of the total funds can be utilized for up gradation of existing kutcha houses and toward subsidy for construction of houses with credit from Banks/Financial Institutions. Credit-cum-subsidy will be provided subject to the following conditions:

- (i) Rural households having an annual income of upto Rs. 32,000/- only.
- (ii) Ceiling of subsidy under the Scheme Rs. 12,500 per household.
- (iii) The upper limit of construction loan under this scheme will be Rs. 50,000 only. Credit arrangement will be as mentioned in para 3.3.

3.5 Location of the Indira Awaas Yojana

The Indira Awaas Yojana dwelling units should normally be built on individual plots in the main habitation of the village. The houses can also be built in a cluster within a habitation, so as to facilitate the development of infrastructure, such as, internal roads, drainage, drinking water supply etc. and other common facilities. Care should always be taken to see that the houses under the IAY are located close to the village and not far away, so as to ensure safety and security, nearness to work place and social communication. To the extent possible, the site should not be located in disaster prone areas for example frequently floodable areas.

CHAPTER – IV

CRITERIA FOR ALLOCATION AND RELEASE OF FUNDS

4.1 Criteria for Allocation of Resources

Central assistance under the Indira Awaas Yojana will be allocated to the States/UTs on the basis of poverty ratio and housing shortage, with each of these variables being given equal weightage. The poverty ratios prepared by the Planning Commission are used for this purpose, while housing shortage is determined on the basis of the last Census. The proportions of rural SC/ST population and housing shortage in a district to the total rural SC/ST population and housing shortage in the State/UT are the criteria of inter-district allocation of the Indira Awaas Yojana funds within a State/UT. Both these variables are given equal weightage in the inter-districts allocation. The targets for the Blocks within a District will be decided on the same principles. Diversion of resources from one district to another is strictly prohibited. Upto 20% of the total funds can be utilized for upgradation of existing kutcha houses and towards subsidy for construction of houses with credit in accordance with Para 3.1 and 3.4.

4.2 Release of Central Assistance to Zilla Parishads/DRDAs.

The Indira Awaas Yojana funds are operated by the Zilla Parishads/DRDAs at the district level. Central assistance will be released every year to the Zilla Parishads/DRDAs, in two instalments, subject to the fulfillment of the following conditions: -

- (a) The first instalment amounting to 50% of the total allocation for a particular district is released in the beginning of the financial year. This is subject to condition that the second instalment during previous year was claimed and released without any condition. However, if any specific conditions had been imposed at the time of

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release of the last instalment of the previous year, its compliance will have to be ensured before release of the first instalment.

- (b) The second instalment for the districts will be released on receipt of request from the DRDAs as per Proforma at **Annexure - I** on fulfillment of the following conditions: -
- (i) 60% of the total available funds, that is opening balance of the year (*in case of proposal for the first instalment, opening balance of the previous year*) plus the amount received including the State share (*if the State share has not been released against the first instalment, notional State share will be taken into account for the purpose of calculation of total availability*) and other receipts should have been utilized at the time of submitting the proposal for the second instalment.
 - (ii) The opening balance of the District should not exceed 15% of the funds available during the previous year. In case, the opening balance exceeds this limit, the Central share of the excess will be deducted proportionately at the time of release of the second instalment.
 - (iii) The State Government has made sufficient provision in their Budget to match the Central financial assistance.
 - (iv) The State Government should have released all its contribution (including that of the previous years) due, up to the date of the application. In the event of shortfall in State share, corresponding amount of Central share (*i.e. three times the shortfall of State share*) will be deducted from the amount of Central share of the second instalment of the current year.

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- (v) Submission of Audit Reports for the IAY for the last year and submission of Action Taken Report on the comments made in the audit report of the previous year. The Audit Report should consist of Bank Reconciliation Statement and a Certificate from the Chartered Accountant that while auditing the district account of the IAY, the accounts of all Implementing Agencies such as block-wise expenditure etc. have been taken into account.
 - (vi) Submission of Utilization Certificates for the DRDAs based on reports received from the other Implementing Agencies such as Block Development Office etc. for the previous year should be submitted in the prescribed Proforma as per **Annexure - II**.
 - (vii) Submission of non-diversion and non-embezzlement certificate.
 - (viii) Annual Plan should have been approved by the Zilla Parishad or the Governing Body of the DRDA as the case may be.
 - (ix) All pending progress/monitoring reports should have been sent.
 - (x) Any other condition imposed from time to time will also have to be complied with.
 - (xi) All documents must be checked/enclosed with the proposal as per the Checklist. (**Annexure - III**)
- (c) In case of districts/UTs having limited working season or any peculiar problem such as Kinnaur, Lahaul and Spiti, Leh, Kargil,

Andaman and Nicobar Islands and Lakshadweep and any other areas as decided, the entire Central assistance may be released in one instalment. The State shall also release its share in one instalment. In the case of these districts, to which funds are released in one instalment, funds will be released only on fulfillment of the conditions laid down.

4.3 Cuts to be imposed on late receipt of proposals

4.3.1 The proposal for release of second instalment by the Zilla Parishad/DRDA complete in all respects should be submitted latest by 31st December every year.

4.3.2 To maintain financial discipline, a mandatory deduction (s) on account of late submission of proposal by the State Government shall be imposed depending upon the date of receipt of complete proposal for release of second instalment under the IAY. Under the system, there will be progressive deductions for proposal(s) received in the month of January and February @ 10% and 20% respectively on the total Central allocation for the year. Incomplete proposals will not be accepted. The date on which last information is received from the State shall be treated as date of receipt of the proposal.

4.3.3 Notwithstanding the above provision (Para 4.3.2), State should submit the proposal for the second instalment before 15th February every year. Acceptance of proposal(s) after 15th February upto 28th February will be considered only in exceptional circumstances. Proposals will not be accepted after February. However, if the proposal received in the month of March is accepted under special circumstances, 30% cut in the allocation will be imposed.

4.3.4 Zilla Parishads/DRDAs are required to complete all the incomplete houses sanctioned/taken up in the previous years first (*with the funds available during the current year*) even if there is a deduction while releasing the 2nd instalment

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in the previous year due to unavoidable circumstances. The targets fixed at the time of allocation of funds to the districts/states during the current year would be adjusted accordingly keeping in view the deduction/additional release, if any, during the previous year.

4.4 Earmarking of Resources under the IAY

4.4.1 5% of the total allocated funds under IAY will be kept apart to meet the exigencies arising out of natural calamities and other emergent situations like riot, arson, fire, rehabilitation under exceptional circumstances etc.

Proposals for this purpose have to come from State Governments/Admn. of UTs showing the extent of damage and the estimated fund requirement in respect of the proposed IAY houses provided assistance has not been obtained from other sources. Funds to be released for this purpose shall not exceed Rs. 50 lakhs per district. The relief will be as per the norms with regard to per unit ceiling of assistance for IAY house prescribed under the scheme.

4.4.4 The unutilized amount, if any, of this provision of 5% of the funds of the scheme, will be utilized for allocation to the better performing States/Districts. The Ministry of Home Affairs or any other Ministry/Department handling the natural calamity or other emergent situation will also be informed about the allocation of these funds, in order to avoid any duplication in relief work. Physical and financial progress reports of the funds so spent have to be furnished by the State Governments concerned on the work done within the provision of the allocation made for these contingencies.

4.5 Maintenance of Accounts

Zilla Parishads/DRDAs will follow the accounting procedures prescribed by the Ministry of Rural Development. The finalized accounts of the previous year shall be got approved by the General Body of the concerned DRDA on or before

30th June and got audited on or before 31st August of the same year. Copies of the Audit Report as accepted by the General Body of the concerned DRDA shall be sent to the State Government and Central Government on or before 30th September of the year. The above procedure will be in addition to any other procedures to be followed and requirements to be fulfilled by the DRDA as per the Articles of Memorandum of the Association.

4.6 Release of State share to DRDAs

The State Government shall release its share to the Zilla Parishads/DRDAs within one month after the release of Central assistance and copy of the same should be endorsed to Ministry of Rural Development.

4.7 Separate Bank Account for the Indira Awaas Yojana

The IAY funds (*Central share as well as State share*) shall be kept in a nationalized/scheduled or cooperative bank or a Post Office in an exclusive and separate savings bank account by the DRDAs.

4.8 Utilization of Interest Earned on Deposits

The interest amount accrued on the deposits of the IAY funds shall be treated as part of the IAY resources.

4.9 Drawal of funds by the DRDAs

Drawal of funds from the accounts shall only be made for incurring expenditure under the IAY.

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4.10 Payment to beneficiaries

Payment should be made to the beneficiary on a staggered basis depending on the progress of the work. The entire money should not be paid to the beneficiary in lump sum. Installments of payment to be linked to the progress of work can be decided by the State Government or at the District level.

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CHAPTER - V

MISCELLANEOUS

5.1 Ban on contractors or departmental construction

No contractor shall be involved in the construction of dwelling units under the IAY, by the Zilla Parishad/DRDA/Implementing Agency. If any case of construction through contractors comes to notice, Government of India will have the right to recover the releases made to the State for those IAY houses. The house should also not be constructed by any Government department. Government departments or organizations can, however, give technical assistance or arrange for coordinated supply of raw materials such as cement, steel or bricks if the beneficiaries so desire. The spirit of the IAY is that the house is not to be constructed and delivered by any external agency. On the other hand, the house is to be constructed by the beneficiary himself/herself.

5.2 Appropriate Construction Technologies and Local Materials

Effort should be made to utilize, to the maximum possible extent, local materials and cost effective disaster resistant and environment friendly technologies developed by various institutions. Zilla Parishad/DRDA should contact various organizations/institutions for seeking expertise information on innovative technologies, materials, designs and methods to help beneficiaries in the construction/upgradation of durable, cost effective houses and disaster resistant houses. Help of Building Centres may also be taken to get the information on cost effective technologies/materials and conducting training for rural artisans. The State Governments may also arrange to make available information on cost effective environment friendly technologies, materials, designs etc., at district/block level. This information should only be for guidance and any other suitable location specific technology can be adopted by the beneficiaries.

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5.3 Type Design

No type design should be prescribed for the IAY dwelling units, except that the plinth area of the houses should not be less than 20 sq.mts. The layout, size and type design of the IAY dwelling units should depend on the local conditions and the preference of the beneficiary. The houses, should be designed in accordance with the desire of the beneficiaries, keeping in view the climatic conditions and the need to provide ample space, kitchen, ventilation, sanitary facilities, smokeless chulha, etc. and the community perceptions, preferences and cultural attitudes. The barrier free concept may be incorporated in the houses meant for the physically challenged, with a view to facilitating their smooth and free movement in the house. In areas frequented by natural calamities such as fire, flood, cyclones, earthquakes, etc., incorporation of disaster resistant features in design should be encouraged.

5.4 Fuel Efficient Chulhas

It should be ensured that each Indira Awaas Yojana dwelling unit is provided with a smokeless chulha, which is a fuel-efficient alternative, smoke free, healthy for clean environment and more convenient to use.

5.5 Drinking Water Supply

The availability of drinking water supply should be ensured by the agencies responsible for the implementation of the Indira Awaas Yojana.

5.6 Environmental Improvements and Social Forestry

Plantation of trees in the entire habitation or around the individual house may be taken up simultaneously. Trees may be planted near the housing clusters so that, in due course, enough trees are available nearby, to enable the beneficiaries to source fuel/fodder/small timber. Such plantations can be taken up under the social forestry programme. Some of the popular indigenous species whose plantation can be undertaken include Neem (*Azadirachta indica*); Mahuva (*Madhuca indica*); Amla (*Emblīca officianlis*); Coconut (*Cocos nucifera*); Deodar

(Credreos deadora); Mango (*Magnifera indica*); Oak (*Quercus & Spp.*); Rose wood (*Dalbergia latifolia*); Chandan (*Santalum alburn*); Pipal (*Ficus religiosa*) etc. This list is merely illustrative, and not exhaustive. Species may vary with region, location and geo/agro-climatic conditions. Cultivation of fruits and vegetables at household level in the houses may also be encouraged for improving nutritional status.

5.7 Training

Officers dealing with the IAY at the State, district and Block levels must be trained in various disaster resistant features to be adopted in the houses and they should ensure that this is complied with during their field visits. In addition, local carpenters and masons should be trained for skill upgradation and use of low cost technology and local material under the SGSY. The awareness among the beneficiaries must be created about the disastrous resistant and environment friendly technology through exhibitions of low cost technologies at the district and block level, seminars, workshops etc. The services of State Institutes of Rural Developments (SIRDs), Extension Training Centres may be taken up for this purpose.

5.8 Involvement of Non-Governmental Organizations

Suitable local Non-Governmental agencies with proven good track record wherever available may be associated for assistance in construction of dwelling units under the Indira Awaas Yojana. The supervision, guidance and the monitoring of construction can be entrusted to these non-governmental organizations. In particular, non-governmental organizations should be made use of to popularize the use of sanitary latrine and smokeless chulhas, as well as innovative technologies, materials designs, etc for cost effective construction. If necessary, funds can be utilized for this purpose from the earmarked funds for training or by dovetailing with the total sanitation campaign.

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5.9 Inventory of Houses

The implementing agencies should have a complete inventory of houses constructed/upgraded under the IAY, giving details of the date of start and the date of completion of construction of dwelling unit, name of the village and Block in which the house is located; occupation and category of beneficiaries and other relevant particulars.

5.10 Display of IAY Board and Logo

Completion of a dwelling unit in no case should take more than two years. On completion of an IAY dwelling unit, the Zilla Parishad/DRDA concerned should ensure that for each house so constructed, a display board is fixed indicating the Government of India Rural Housing logo, year of construction, name of the beneficiary etc. The expenditure on this account can be met from the funds available under the scheme accruing due to interest. The cost of each logo should not exceed Rs.30/-.