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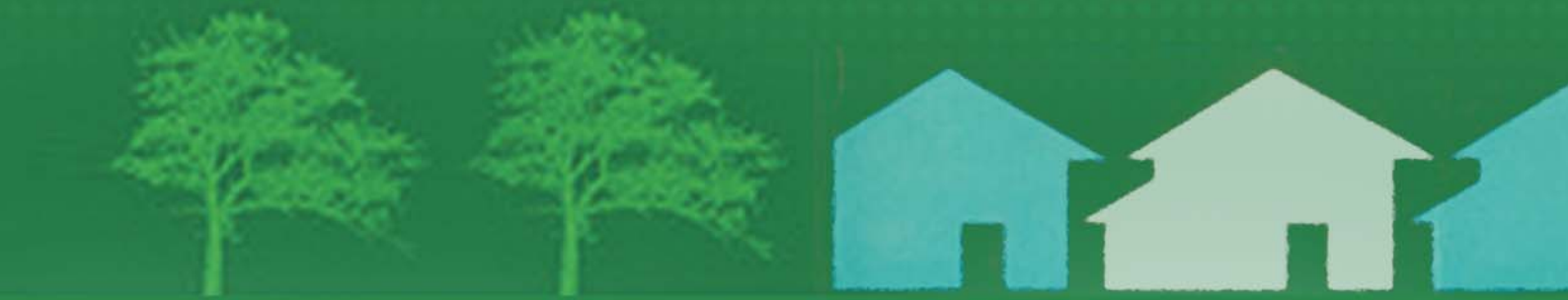
A monthly Newsletter of the Ministry of Rural Development

Grameen Bharat

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RURAL HOUSING



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Snapshots of the Month



Union Minister for Rural Development and Panchayati Raj, Shri Vilasrao Deshmukh with the Ambassador of South Korea in India, Kim Joong Keun



Union Minister for Rural Development and Panchayati Raj, Shri Vilasrao Deshmukh and Chief Minister of Bihar, Shri Nitish Kumar



Shri Deshmukh with women farmers and swarojagaries



A village woman quenches her thirst while working in the fields



Village house constructed under the IAY scheme



Tilshawari Devi, Secretary Chameli SHG



Shri B.K Sinha, Secretary, Rural Development, in his Office

India, with its predominantly rural populace dispersed in villages with marginal to low levels of economic development, faces a unique challenge in the task of addressing adequate housing for all. The task is multi dimensional and many factors like area specific geo-climatic features, low level of disposable income of majority of people, technological and information gaps and inadequate delivery mechanisms come into play. Realizing this, the Government has been assisting the rural poor through several schemes. The Indira Awaas Yojana (IAY), a flagship scheme for rural BPL families has been in operation since May 1985, first as a sub-scheme of Jawahar Rojgar Yojana (JRY) and later as an independent scheme w.e.f. 1/1/1996. It is a 100% grant based scheme. It is the largest scheme in the country to provide financial assistance to rural BPL families. Many state governments are also supplementing this effort and have launched their own schemes. Some state governments have taken the initiative to plan for eradication of houselessness within a definite time frame. The Indiramma scheme of Andhra Pradesh and similar schemes in Tamil Nadu and Kerala are examples in this direction.

Over time and with experience it has been realized that adequate housing is not just the mere provision of four walls and a roof but implies access to basic amenities of water, sanitation and domestic energy, offering a sense of privacy, safety and dignity and opportunities for income generation. In addition to this, large segments of the rural population have low levels of income and the poorest do not even have house-sites. Formal finance options, on the other hand are still few and largely remain inaccessible to the rural population. For BPL households in the rural areas access to credit is critical and access to affordable housing is constrained primarily on account of low level of household income and negligible savings. Therefore, a need has been felt to improve the house infrastructure in the rural areas of the country by moving from allocation-based schemes to a broader perspective having a basket of bankable schemes to eradicate shelterlessness from the country by the end of the 12th Five Year Plan. Achieving this target requires a paradigm shift in the approach of state governments from implementation of the allocation and category based housing schemes to a comprehensive approach for house and habitat development.

The period of the 10th and the 11th Five Year Plans witnessed rigorous action by the Government in furthering access to housing by the poor. These were also informed by constant

interaction and feedback from civil society groups and NGOs. Based on this process of reflection and learning, this Ministry has developed a vision document to provide a broad approach and direction for further work in Rural Housing. In the vision document, the ministry has committed itself to "Provision of affordable housing in rural areas and thereby ensuring homestead plots to all rural poor and replacement of all *kutcha* houses by 2016-17". Towards this end, the following steps are being taken:

- (i) There is need to address concerns of rural housing for all and to expand the scope of IAY to include sustainable habitat development in the country. In such an effort, states need to partner with central government. For this, all states have been requested to prepare an Action Plan for the purpose of achieving the goals of the vision/ policy i.e. to eradicate houselessness by the end of the 12th Five Year Plan; and to indicate therein the source of funding and timelines.
- (ii) Provide adequate funds for land purchase/acquisition and to incentivize states to allot homesteads to all the poor who do not have any kind of land. All states have been requested to submit proposals for the Homestead Scheme.
- (iii) Provide grants for house construction for the poorest, vulnerable and the Below Poverty Line (BPL). Also make credit accessible at concessional rates of interest for BPL, Economically Weaker Sections (EWS) and at relatively low rates to enable Above Poverty Line (APL) for taking up rural housing. For this, the Ministry has set up a Committee on Bankable Scheme for Rural Housing which has given its recommendations on formulation of a few bankable schemes so that funding is available at concessional rates and is affordable for rural housing for BPL, EWS and APL.
- (iv) Grants are to be provided for the poorest and vulnerable under IAY so that this category of people need not depend on credit from banks.
- (v) Involve SHGs to act as facilitators in generating additional investment and in constructing houses.
- (vi) A need has been felt by building sector professionals and beneficiaries of MoRD projects for a compilation of resource persons, success stories, case studies, best practices related to rural housing. The purpose of creating a knowledge network is to help in developing, promoting and transferring use of appropriate, local environment-friendly, energy efficient and disaster-resistant technology, designs and building materials for rural housing and habitats. The Knowledge Network is being conceptualized and created in collaboration with IIT, Delhi.

The above steps will help to ensure sustainable and inclusive development of rural human settlements. It will also help in promoting 'adequate shelter' and better quality of life for all citizens using the potential of all stakeholders.

Shri B.K. Sinha
Secretary, Rural Development

Vision Plan for Rural Housing

Rural Housing

Shelter is a basic need of every citizen which is critical for determining the quality of human life. A roof over the head endows a shelterless person, with an essential asset and improves his/her physical and mental well being. Hence, fulfilling the need for rural housing and tackling the housing shortage particularly for the poorest is an important task to be undertaken as part of the poverty alleviation efforts of the government. The Indra Awas Yojana (IAY) is a flagship scheme of the Ministry of Rural Development to provide houses to Below Poverty Line (BPL) families in rural areas. It has been in operation since 1985-86. Outlined below is the Vision Plan of the IAY and the strategies for achieving the goals.

Vision

Provision of affordable housing in rural areas and thereby ensuring homestead plots to all rural poor by 2011-12 and replacement of all kutchha houses by 2016-17.

Strategy

- a. Finalization of National Rural Housing and Habitat Policy** - The scope of IAY is limited to providing grants as per the budget allocation. There is a need to address concerns of rural housing for all and to expand the scope of IAY to include sustainable habitat development. In such an effort States need to partner with the Central Government and there is a need to launch the National Rural Housing and Habitat Policy.
- b. Preparation of state action plans** - Each State needs to take ownership and prepare an action plan for the purpose of achieving the goals of the vision/policy and to indicate therein the source of funding and timelines.
- c. Access to land and finance** - Adequate funds need to be provided for land purchase/acquisition and to incentivize States to allot homesteads to all poor within the prescribed time frame. Funds need to be provided not just for the purchase of land but also to provide grants for house construction for the poorest, vulnerable and Below Poverty Line (BPL) individuals. Credit at concessional rates of interest needs to be made accessible for the BPL and Economically Weaker Sections (EWS) of the rural population, and at relatively low rates to enable Above Poverty Line (APL) population for taking up rural housing.
- d. Availability of grants** - Grants are to be provided for the poorest and vulnerable under IAY so that this category of people need not depend on credit from banks.
- e. Formulation of bankable schemes** - Bankable schemes need to be rolled out so that funding is available at concessional rates and is affordable for rural housing for BPL, EWS and APL families.
- f. Involvement of Self Help Groups (SHGs)** - SHGs can act as facilitators in generating additional investment, design and construction inputs for building rural homes.



Village house constructed under the IAY scheme

Vision*Provision of adequate housing***Strategy**

- a. Access to basic amenities** - Ensure access to basic amenities such as water, sanitation, electricity, clean fuel, health care, education as well as gainful employment through convergence of IAY with other schemes being implemented by the Government as well as through private enterprise and innovation in these fields.
- b. Provision of kitchen garden** - This will help improve nutritional status and supply of food and provide an additional source of income.
- c. Access to insurance coverage** - Such coverage is part of risk management which is very critical for BPL families.

Vision*Development of sustainable and inclusive housing and habitat***Strategy**

- a. Access to information** - Disseminate information to enable development of sustainable and planned habitats.
- b. Access to technology and building materials** - Develop, promote and transfer use of appropriate, local environment-friendly, energy efficient and disaster-resistant technology, designs and building materials for rural housing and habitats.
- c. Skill upgradation** - Impart training to masons, carpenters, plumbers and others for upgrading their skills according to the latest and sustainable technologies.
- d. Directory of houses** - Such a directory would include designs of IAY houses, the estimates and special features.

Vision*Participation and capacity building of stake-holders***Strategy**

- a. Access to participation** - Improved coordination among Centre, States, District, PRIs, target groups and stakeholders will ensure smoother functioning of planning and implementing the rural housing scheme.
- b. Access to training** - Strengthening and improving the competencies of local elected bodies such as Panchayati Raj Institutions (PRIs) and other stakeholders through, capacity building will ensure better implementation of the housing and habitat development schemes in the rural communities.

Vision*Effective implementation of IAY scheme***Strategy**

- a. Timely release of funds and transparency** - Timely release of funds and disbursement of loans under the differential rate of interest (DRI) scheme is essential for the effective implementation of the IAY scheme. To hasten efficiency and transparency, online submission of proposals by districts is recommended as is the creation of a core accountancy system for cashless transfer of funds.
- b.** Other important parameters to ensure the effective implementation of the IAY scheme include the achievement of physical targets, making certain that the homes that are built follow the set quality standards and transparency in selection of beneficiaries.
- c. Launching of a Management Information System (MIS)** will help to capture complete data on a real-time basis in respect of IAY and will help in monitoring, transparency and awareness.
- d.** The concerns of scheme also need to be incorporated in BPL Survey and Census 2011 to track current and future housing needs of the rural poor.

South Korean Ambassador Assures Support for the Model Village Project



*Union Minister for Rural Development and Panchayati Raj,
Shri Vilasrao Deshmukh with the Ambassador of
South Korea in India, Kim Joong Keun*

The Ambassador of South Korea in India, Kim Joong Keun called on Union Minister for Rural Development and Panchayati Raj, Shri Vilasrao Deshmukh at Krishi Bhawan on **4 May 2011**. Mr. Kim Joong Keun proposed the idea of a model village project in India and sought the guidance and assistance of the Rural Development Ministry in this regard.

Shri Deshmukh assured support to the initiative and said it will further strengthen co-operation between the two countries. Mr. Kim Joong Keun said that the project based on the New Village Movement Initiative in South Korea envisages developing a model village in India where the

villagers choose their leader, get trained and then decide what could be the best way to develop the village. The basic material support and assistance is proposed to be provided by the Government and or the collaborating agencies.

Shri Deshmukh said that such initiatives are a reflection of growing cooperation between India and South Korea and hoped that the initiative will gather momentum in the times to come. Both India and South Korea are members of Afro-Asian Rural Development Organization (AARDO), an inter-governmental agency which helps share expertise in rural development among member countries from the Asia Pacific and African Region.

Bihar Chief Minister calls on Union Minister for Rural Development

The Union Minister for Rural Development and Panchayati Raj, Shri Vilasrao Deshmukh met with the Chief Minister of Bihar, Shri Nitish Kumar at Krishi Bhawan on **12 May 2011**. Shri Deshmukh assured full cooperation from the Centre for the speedy implementation of the Pradhan Mantri Gram Sadak Yojana (PMGSY), IAY and other flagship Programmes under the Ministry of Rural Development and Panchayati Raj in the State of Bihar. The issue of finalizing the core network of rural roads in Bihar and monitoring the quality and progress of these roads figured prominently in the discussions. In response to a request for increasing the assistance for the Homestead scheme under Indira Awas Yojana, the Minister said that it would be examined. Shri Nitish Kumar was also informed that efforts are underway to get the BPL census expedited in time by the Ministry of Rural Development. The presence of arsenic and fluoride contents in the ground water and the sanitation scenario in Bihar also came up during the discussions. The deliberations are expected to speed up the progress of implementation of rural development programmes in Bihar.



*Union Minister for Rural Development and Panchayati Raj,
Shri Vilasrao Deshmukh and Chief Minister of Bihar, Shri Nitish Kumar*

Shri Vilasrao Deshmukh inaugurates the launch workshop of World Bank Assisted Rural Roads Programme Phase-II

Addressing the launch workshop of the Second Phase of World Bank Assisted Rural Roads Programme under the Pradhan Mantri Gram Sadak Yojana (PMGSY) at a function on **19 May 2011**, Union Rural Development and Panchayati Raj Minister Shri Vilasrao Deshmukh said that the Government is committed to providing quality roads for better connectivity in rural areas. He emphasized the need to connect rural habitations across the country in a systematic manner so that the benefits of development reach out to the rural areas. The Minister called upon the programme implementation agencies to ensure that quality and maintenance are an integral part of the road construction project.

In her remarks, the Union Minister of State for Rural development Ms. Agatha Sangma underlined the need to expand the connectivity in the rural areas for all round development. Secretary, Rural Development, Shri B.K. Sinha highlighted the importance of rural roads

representatives from the Ministry of Rural Development, National Rural Roads Development Authority, the World Bank along with the representatives from the states.

Rural Roads Project-II (RRP-II) under the PMGSY is aimed at construction and maintenance of rural roads in seven states in collaboration with the World Bank. This programme is based on a sector wide approach and covers the seven states, Himachal Pradesh, Jharkhand, Meghalaya, Punjab, Rajasthan, Uttarakhand and Uttar Pradesh. The project would cover 8,263 habitations spread over 24,174 Kms over a period of five years from 2011 to 2016. It will cost around US\$ 1,706 billion.

PMGSY is a 100 % centrally sponsored scheme to provide road connectivity in the rural areas of the country. The primary objective of PMGSY is to provide connectivity to all habitations with a population of 500 persons and above in the plains areas and 250 persons and above in the hill

S. No.	State	Tentative Allocation US\$ m	Total	
			Habitations	Length in km
1	Himachal Pradesh	215	819	2,724
2	Jharkhand	223	2,209	4,133
3	Meghalaya	238	515	1,625
4	Punjab	111	0	1,062
5	Rajasthan	443	2,734	8,651
6	Uttar Pradesh	200	1,590	2,401
7	Uttarakhand	276	456	3,578
	Total	1,706	8,323	24,174

in building the infrastructure capability in the country. World Bank Representative Michel Audige said that the collaboration would further strengthen the cooperation with the multilateral agencies in India towards adding growing economic prowess. The launch workshop was attended by

states (North-East, Sikkim, Himachal Pradesh, Jammu & Kashmir, Uttarakhand), desert areas (as identified in the Desert Development Programme) and tribal (Schedule V) areas through good and all weather roads. In addition, it also permits upgradation of existing through routes of the rural core network.



Rural workers earning their daily wage

The Union Cabinet gave approval for conducting the Below Poverty Line (BPL) Census in rural and urban areas on 19 May 2011. The Census will be conducted by the Ministry of Rural Development in association with the Ministry of Housing and Urban Poverty Alleviation (HUPA) and the Registrar General of India (RGI). The BPL Census would pave the way to identify the households living below the poverty line in rural and urban areas of the country. The entire process will be completed by December 2011. The results of the BPL Census would be utilized in the 12th Five Year Plan (2012-13 to 2016-17). The enumeration of castes will also be done simultaneously along with the BPL census.

Union Minister of Rural Development Shri Vilasrao Deshmukh said that the Centre's decision to hold Below Poverty Line (BPL) Census in rural and urban areas will ensure the enumeration of those who are poor and can avail the benefits of the pro-people and pro-poor welfare programmes of the Government.

The six month long exercise for enumerating the BPL population will be undertaken with the help of state Government personnel who will collect door-to-door

information in the first phase which will subsequently be collated by the Ministry of Rural Development, the Office of RGI and HUPA. Subsequently the Ministry of Social Justice and Ministry of Tribal Affairs will use and classify the data into categories for the beneficiaries of the targeted welfare programmes of the Government.

This paper-less exercise will be carried out with the help of low-cost hand-held devices to be manufactured by state-run Bharat Electronics Limited (BEL). All relevant households which have been enumerated will be revisited with the enumerators, mostly from the state Governments, going door-to-door. The identification of the urban poor is being carried out for the first time as earlier only the rural population was enumerated to help them avail targeted BPL benefits.

Criteria for identification of the BPL will be on the basis of automatic inclusion, exclusion, and a ranking on the basis of a seven point deprivation index. The rural population will be divided into three categories: exclusion of those above poverty line, automatic inclusion of those in the BPL category, and the third category will enable identification of the targeted population by using seven parameters

Census and Surveys

called the deprivation index and ranked accordingly. These include among others, households with only one room, those without any adult member between 16-59 years of age and no literate adult above 25 years. The responses will be fed into a hand-held PC tab and the data uploaded onto a central server at the tehsil level.

Methodology: The first BPL Census was conducted in 1992 for the 8th Five Year Plan and has been subsequently carried out every five years for the subsequent five year plans. The Ministry of Rural Development constituted an Expert Group in 2008 to advise the Ministry on the methodology for conducting the BPL Census for the 11th Five Year Plan. The Expert Group submitted its report under the Chairmanship of Dr. N.C. Saxena on 21st August 2009. The Expert Group recommended detailed methodology for conducting the Census and appropriate appeal mechanisms. The Report of the Expert Group was posted on the Ministry's website www.rural.nic.in soliciting comments and suggestions. It was circulated among the State Governments/UT administrations and the concerned Central Ministries for their comments. The Ministry also discussed the issue of finalization of methodology with experts in the related field. The experts suggested pre-testing the methodology with alternative methodology options. Accordingly, MoRD has conducted a BPL Pilot

survey to field test alternative methodologies. The BPL Pilot has been conducted in two stages.

- (a) Stage I: Household Survey has been conducted through conventional Questionnaire Method in 254 villages (drawn from the NSSO sample lists of villages for 66th round) across the rural areas of the country.
- (b) Stage II: Participatory Socio-Economic Study (PSES) has been conducted based on Participatory Rural Appraisal (PRA) technique. The PSES has been conducted in the same 254 villages where the household survey has been conducted. The results of the PRA would be used for corroborating the findings of the survey.
- (c) Based on the findings of the analysis after consultations, the methodology for the BPL census along with the Questionnaire has been worked out.

The BPL Census will pave the way to identify households living below the poverty line in rural and urban areas of the country. The entire process will be completed by December 2011 and the results of the BPL Census will be utilized in the 12th Five Year Plan (2012-13 to 2016-17). The enumeration of castes will also be done simultaneously along with the BPL census. The process will go a long way towards meeting the inclusive growth agenda of the Government.



Shopping for daily needs in the village shop

National Drinking Water and Sanitation Council (NDWSC) Ensures Sustainability of Water Resources in Rural Areas



A village woman quenches her thirst while working in the fields

Addressing the first meeting of the National Drinking Water and Sanitation Council (NDWSC) at Vigyan Bhawan on 10 May 2011, the Union Minister for Rural Development and Panchayati Raj, Shri Vilasrao Deshmukh underlined the need to ensure the sustainability of water resources in rural areas of the country.

The Minister called upon Council members to explore ways to make optimal use of available water sources and ensure the best possible means for recycling of water so that dependence on groundwater is reduced. There is an urgent need to improve the availability of domestic water supply in view of an increase in population and number of habitations and at the same time to cope with the increasing demand for water in sectors like agriculture and industry.

The Minister called upon the council members to discuss areas of convergence with the various Government schemes such as Mahatma Gandhi NREGA, Indira Awas Yojana, National Rural Health Mission, and schemes of the various ministries to provide safe drinking water and sanitation to every household in the rural area.

The Minister of State, Ministry of Rural Development Shri Pradeep Kumar Jain “Aditya” highlighted the importance of providing safe drinking water in rural areas specially the Bundelkhand area of Uttar Pradesh. Ms. Agatha Sangma, Minister of State, Ministry of Rural Development underlined the importance of availability of water in the tribal and remote areas of the country. In his welcome address, the Secretary, Department of Drinking Water Supply highlighted the initiatives taken by the Ministry and said the Department would strive to ensure that all rural households have access to safe and sustainable drinking water and improved sanitation facilities.

This was the first meeting of the high level committee, headed by the Rural Development Minister aimed at bringing inter-sectoral convergence and coordination between the Centre and the States. It provided an opportunity to seek inputs from experts in the field of drinking water and sanitation. The Council is comprised of Ministers of State of the Rural Development Ministry as members, Secretaries from the Planning Commission, Water Resources, Panchayati Raj, Environment and Forests, Rural Development, Expenditure, Urban Development, School Education, Agriculture and Cooperation, Health and Family Welfare and Industrial Policy and Promotion, representatives from five states, zilla parishad presidents, civil society organisations and scientific organisations, and one representative each from the Confederation of Indian Industry (CII) and Federation of Indian Chambers of Commerce and Industry (FICCI). The Secretary, Drinking Water and Sanitation is the member convenor of the body.

The deliberations are expected to bring in greater inter-sectoral convergence and coordination between Ministries/ Departments at the Centre, between the Centre and the States and with representatives of scientific and educational institutions and civil society organizations in the areas of rural water supply and sanitation.

Building a Business Brick by Brick: Metro Women Self Help Group



About the village

Perambalur, one of the 32 districts in the State of Tamil Nadu is the District Headquarters and a taluk and municipality. Spread across 1,762 Sq Kms, it has a total population of 4,93,646 and is divided into three taluks and four town panchayats.

The Metro Women Self Help Group (MWSHG) is operating in village Arasalur under Vepanthattai taluk and Vepanthattai town panchayat. Located beneath the green hills, the village is about 20 Kms away from Perambalur's new bus stand. The villagers are dependent on agriculture for their livelihood.

About the Metro Women Self Help Group

The Metro Women Self Help Group was started in March 2002 by 20 enthusiastic women. They opened their first bank account with the Agricultural Cooperative Bank in Annamangalam in April 2002 (Bank Account No: 2653).

The group collects ₹ 50 as monthly contribution from each member and deposits it in the bank. These monthly savings are rotated as internal loans for members with the greatest need for money for which an interest of 2% is charged. In the initial stages of its formation, the group also received ₹ 50,000/- from a charitable organization named Subiksha at an interest of 1.25% and managed to repay the entire amount including the interest within a year. In the next six months, the Metro Women Self Help Group underwent a rating conducted through the Perambalur District Mahalir Thittam and received an amount of ₹ 25,000 for the month of November 2002 as a Revolving Fund. Of the total amount received, ₹ 10,000 was in the form of subsidy and ₹ 15,000

in the form of debt for which they paid interest once in three months at an interest rate of 0.75 paise per month.

Members use this loan amount to pay for their children's studies, pesticides for their crops, goats, food for their cattle and other expenses like marriages and delivery and hospital costs.

Establishing the brick factory

Some of the members who worked in the nearby brick manufacturing factories participated in the entrepreneurship training programmes organized by the Perambalur District Mahalir Thittam. As a result of participating in these programmes, the Metro Self Help Group members gained confidence and discussed plans during one of their monthly meetings to start and run their own business. At the end of the meeting, a resolution was passed by the members to take a loan given for business aspirants by the Perambalur District Mahalir Thittam and to establish their own brick manufacturing factory with the help and direction of experienced members already working in the nearby brick factories.

The Metro Women Self Help Group approached the Perambalur District Mahalir Thittam and submitted their application. Appreciating the MWSHG group for their interest and enthusiasm, the Perambalur Mahalir Thittam examined all the documents pertaining to the previous loans taken, payment history and checked their eligibility criteria for granting this business loan. Finally a business loan of ₹ 3,00,000 was sanctioned out of which ₹ 1,00,000 was disbursed as subsidy and ₹ 2,00,000 as loan through the Agricultural Cooperative Bank.

Success Story

There were five members in this group who had worked in nearby brick factories and had the basic skills and knowledge needed to run a brick factory. These members trained another five members thus bringing the skilled labour force to ten which was an optimum number needed to start and run a brick factory successfully.

To get their factory started, the MWSH group leased 1.5 acres of land under the green hills. They bought an oil engine for drawing water. The budget for starting this brick factory is mentioned below.

Budget in Rupees

	₹
Lease amount	20,000
Oil-engine	45,000
Firewood	15,000
Drawing vehicle	35,000
Carpet	90,000
Red sand	20,000
River sand	2,000
Black sand	8,000
Roof cap	10,000
Total	2,60,000

The first order for one lakh bricks was given by the Annamangalam Sirumalar Primary Convent School. Each brick was sold for ₹ 3.40. Several other customers also bought bricks, some of these being group members themselves. A retired teacher named Periyasamy helped the group by purchasing 5,000 bricks for building a Society house in the village.

Impact

There are eight members in this group who are widowed and two members have been abandoned by their husbands. This is a good example which shows that women can achieve a lot through their own hard work and dedication and do not always need the help of men.

One member of this group is from a Scheduled Caste (SC) and others are from the downtrodden or Most Backward Caste (MBC). To see these women working together and achieving their goal is indeed heartening and encouraging especially for other women in Tamil Nadu who are keen to succeed on their own and who do not always have the support of their men-folk.

The group members benefit by purchasing bricks from their factory at a minimal cost. Even though the market price for bricks is high, the group has kept the price low for the group members. This shows that the group's objective is not one of making mere profit but of helping each other as well.

Until now, that is within 19 months of operation, the group has settled debts of ₹ 1,30,000. They have kept ₹ 25,000 in hand as a deposit amount to invest in the next project. They have also distributed bricks to the house building projects being undertaken by the government in that area.

Future plans

The group members plan to approach the District Women Group officer for providing loans to manufacture around one lakh bricks per month for the Kalaignar housing scheme in which houses will be built by the honorable Chief Minister.



Shri Deshmukh with women farmers and swarojgaries

Initial situation of the household

Tilleshwari Devi, 50, is from one of the downtrodden schedule castes. She is married and has five children (two sons and three daughters). They own about 1/8th of an acre of land and the family's main source of livelihood is the rickshaw pulling done by her husband. Her elder son had to quit his education to work as a daily wage labourer to support the family. Tilleshwari Devi too started working as a vegetable vendor to further supplement the household income along with the agriculture wages that she earned during the cropping season. The household's income however was still not sufficient to ensure food security round the year. What made matters worse was the fact that the household had taken two loans of ₹ 20,000 and ₹ 10,000 at a high interest rate of 10% per month from a local moneylender. The first loan was taken for the marriage of her daughter and the second loan was for a health emergency.

Interventions accessed

Tilleshwari Devi joined the Chameli Self Help Group (SHG) in 2008 when she saw other village women benefitting from the SHG. She immediately took a loan of ₹ 20,000 and ₹ 10,000 from the SHG at a much lower interest rate to repay the loan she had taken from the local moneylender. She was also able to avail a BPL card with the support of the local voluntary organisation (VO). She also took rice on credit thrice (50 kg each time) to bridge her household's food gap as part of the Food Security Intervention taken up by the VO. Later on, she was trained in the SRI methodology and used the SRI methodology to grow rice in the 2.5 katta land that the family had. In the first year, the household got a yield of about 5.6 quintals which was more than twice the quantity that they usually got. This quantity was enough to sustain the family's food requirement for the entire year. Given what she has been able to achieve in her capacity as a SHG member, she has been selected and trained as the Community Resource Person (CRP) for forming SHGs in new villages. As a CRP she successfully formed five SHGs in a new village. She is also the Secretary of Chameli SHG and this means that she goes regularly to the nearest bank to operate the group's accounts. This has given her a lot of self-confidence in terms of dealing with external people and institutions



Tilleshwari Devi, Secretary Chameli SHG

Way forward

Tilleshwari Devi now wants to ensure the economic security of her family and is keen to purchase a buffalo through a loan from the SHG. She estimates that she could earn nearly ₹ 100 a day from this activity. She also has plans to scale up her vegetable vending business with some investment and hopes to move to a bigger market in the nearby town. Tilleshwari Devi is today a role model for many in terms of coming out of the shackles of poverty and leading her life with dignity.

The Legacy of Social Housing in India

The government has been focusing on providing housing to the poor since the time India gained Independence. A formal village housing scheme was launched in 1957 as part of the Community Development Movement. The Integrated Rural Development Programme (IRDP) in 1980 and later the Rural Landless Employment Guarantee Programme (RLEGP) in 1983 also had significant components on rural housing.

In 1985-86, the Indira Awas Yojna (IAY) was launched as a sub-scheme of RLEGP. IAY was taken up as a sub-scheme of the Jawahar Rozgar Yojana (JRY) in 1989. On 1 January 1996, IAY was delinked from JRY and made an independent scheme.

Current provisions under IAY

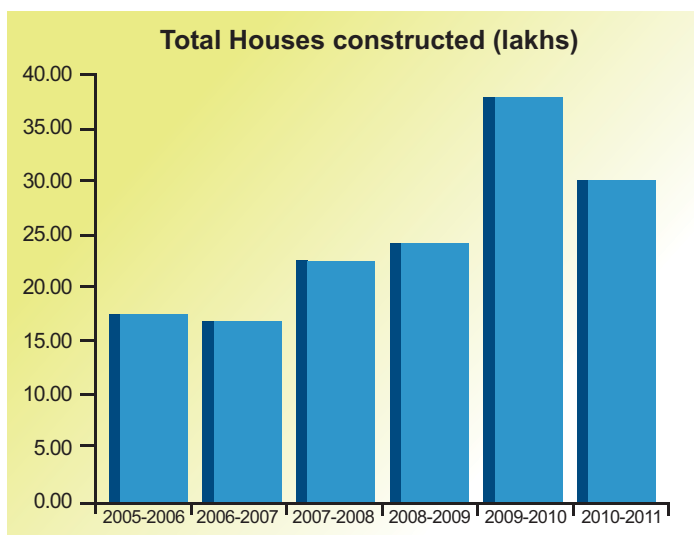
Rural Housing is one of the six components of Bharat Nirman. The Planning Commission has set 27 monitorable socio-economic targets. One of these targets is "to provide homestead sites to all by 2012 and to step-up the pace of house construction for the rural poor to cover all the poor by 2016-17". Provisions of IAY have been revised to improve the quality and effectiveness of the scheme.

Financial assistance is provided to BPL rural households for construction/upgradation of houses. The funding of IAY is shared between the Centre and States – 75:25 in all states except NE where funding is shared in the ratio of 90:10. Five per cent of IAY allocation is kept aside as the central share to meet exigencies arising out of natural calamities etc. The maximum limit is ₹ 70.00 lakh (including the State's share) or 10% of the district's annual allocation, whichever is higher. Sixty per cent of the funds are to be utilized for the benefit of Scheduled Caste and Scheduled Tribe households. From 2006-07, 15% of IAY funds and physical targets have been earmarked for rural BPL minorities.

Financial assistance for construction of new houses is ₹ 45,000/- in the plains and ₹ 48,500/- in difficult areas. The RBI has advised all banks to include IAY houses under the DRI scheme for lending upto ₹ 20,000/- per unit at 4%. IAY houses are allotted (in this order of preference) in the name of the woman or jointly between husband and wife. For construction of sanitary latrine, additional financial assistance is provided from Total Sanitation Campaign. ₹10,000/- per homestead site is provided jointly by Centre and States (50:50) for households eligible for IAY but do not have a house site either through regularization of existing occupied land or allotment of Government land.

Progress under IAY

S. No.	Year	Total Houses constructed (Lakhs)
1	2005-2006	15.51
2	2006-2007	14.93
3	2007-2008	19.92
4	2008-2009	21.34
5	2009-2010	33.35
6	2010-2011	26.56
Total		133



Looking towards the future and issues for deliberation

As we move towards the 12th Five year Plan (2012 – 2017), a working group is being formed to examine and review the programme for its effectiveness and progress, based on the concerns below:

1. Some districts have achieved full coverage of houseless families. Should funding continue for such districts that have achieved full coverage?

States	Fully Saturated Districts
Uttar Pradesh	Baghpat, Gautam Budh Nagar, Ghaziabad, Meerut, Ferozabad, Mathura, Muzaffar Nagar, Hathras, Aligarh
Gujarat	Ahmedabad, Jamnagar, Junagadh, Kutch, Navsari, Porbander, Bhavnagar.
Punjab	Bhatinda, Hoshiarpur, Jalandhar, Kapurthala, Ludhiana, Moga,

2. Many states running separate schemes for providing houses to all eligible BPL families are likely to achieve saturation within a short time frame. If states want to pursue “housing for all” in a time bound manner, can IAY funds be utilized differently to compliment the efforts of the states?
3. Some districts in many states have achieved full coverage of SC/ST families under IAY. Financial targets cannot be transferred between districts. What is the way out?
4. Some states do not have enough minority families to be covered under IAY. Financial targets cannot be transferred between districts. What is the way out?
5. Uptake of homestead plot provision in most states has been slow; families continue to be homeless because they do not have land. How can we address the bottlenecks faced on the ground?
6. Why has the uptake of DRI loans under IAY been slow in most states while some have made steady progress?
7. Many IAY houses are poorly constructed although with *pucca* materials in the absence of necessary technical guidance. How can unit cost be optimized as well as technical skills be made available to meet the necessary structural performance?
8. There is a need to shift focus from house construction / shelter provision to habitat development. How can development of habitats be facilitated so that housing provision becomes more ‘holistic’?
9. Many IAY houses although constructed with *pucca* materials, need repairs and maintenance. How can such families be assisted to ensure safety of families and their houses?
10. Why is there limited uptake of the IAY funds available for natural calamities although disaster vulnerability of many districts is high?
11. "Shelter for all" is yet to be achieved. What is the exact scale of shortage currently and who are the people still left out?

Finding answers to the above questions will provide further direction for the rural housing programme in ensuring housing for all.

