

CHAPTER II

WORKING OF INDIRA AWAAS YOJANA IN INDIA

2.1 Introduction:-

Housing is a basic need which is critical for determining the quality of human life. A roof over the need endows a shelter less person, with an essential asset and improves his physical and mental well-being. Hence fulfilling the need for rural housing and tackling rural housing shortage is an important task to be undertaken as part of the poverty alleviation efforts of the Government. The Indira Awaas Yojana (IAY) is a subsidy based scheme of the Ministry of Rural Development to provide houses to the poor in the rural areas.

Indira Awaas Yojana is a Government of India social welfare program to provide housing for the rural poor in India. The differentiation is made between rural poor and urban poor for a separate scheme operate for the urban poor. It is one of the major flagship programs of the Rural Development Ministry to construct houses for BPL population in the village. Under the scheme, financial assistance worth Rs.72, 000/- in plain areas and Rs.75, 000/- in difficult areas is provided for construction of houses. The houses are allotted in the name of the women or jointly between husband and wife. The construction of the houses is the sole responsibility of the beneficiary and engagement of the contractors is strictly prohibited. Sanitary latrine and smokeless chullah are required to be constructed along with each IAY house for which financial assistance is provided from total sanitation campaign and Rajiv Gandhi Grameen Vidyutikaran yojana

(RGGVY)respectively. This scheme operating since 1985 Provides subsidy and cash –assistance to people in villages for construct their house themselves.

2.2 History of Indira Awaas Yojana

Indira Awaas yojana was started in 1985 as a part of the Rural Landless Employment Guarantee Program (RLEGP); Indira Awaas Yojana (IAY) was subsumed in Jawahar Rojgar Yojana (JRY) in 1989 and has been operating as an independent scheme since 1996. From 1995-96 the scheme has been further extended to widows or next-of-kin of defense personnel killed in action. Ex-servicemen and retired members of the paramilitary forces who wish to live in rural areas as long as they meet basis eligibility criteria.

Given that India has been historically a populous and poor country. The need of proper housing for the refugees and villagers has been a focus of Government welfare schemes. Since the time of India's independence as a result various welfare schemes like house sites cum construction assistance scheme have been ongoing since the 1950s. However, it was only in the 1983 that a focused fund for scheduled caste (SCs), Scheduled Tribes (STs) and freed bonded labor was set up under Rural Landless Employment Guarantee Program (RLEGP). This gave birth to IAY in the fiscal year 1985-86.

2.3 Approach and Strategies:-

To have a comfortable home is the fulfillment of deep and, often, long cherished wish. By giving shape and form to desires and preferences, in turn the home shapes family and social life. It is a major factor in molding the

life and behavior of individuals and contributes significantly to formation of character and creates an ecosystem for holistic development. A house is both a consumer good as well as capital good.

Public housing essentially aims to provide the basic requirement of functional space for a family that is, a 'Core house' or a 'Starter house'. While it provides essential dwelling space in a limited area, it is complete in all respects including a toilet. Such a house lends itself to expansion and development as the family grows or improves its economic status. Design and adequacy of a core house would vary from culture to culture.

Rural housing development has to be seen in the context of poverty alleviation and overall rural development and strengthening the ongoing process and helping people to carry it forward by supporting the process and not supplanting it with inappropriate designs and technologies.

2.4 Silent Features of the Scheme:-

A) Components of IAY-

The scheme is designed to enable Below Poverty Line (BPL) households identified by the community through Gram Sabhas following criteria suggested for such identification from time to time, to build their houses, upgrade their dilapidated houses or get house sites with financial and technical assistance from the Government.

I Components of the scheme are-

Assistance for constructions of a new house under IAY, with effect from 1.4.2013 and shelter less BPL family is given assistance of Rs. 70,000/- in plain areas and Rs. 75,000/- in difficult areas. Before it was Rs.

45,000/- plain areas and 48,500/- hilly or difficult areas. This has to be shared by center and state in the ratio of 75:25 except in North-east states and Sikkim where it will be 90:10, in UT's 100% center.

II Up gradation of kutcha or dilapidated house-

This would involve up gradation of roof walls, repair/ replacement of parts and the like. Up gradation may reuse/ recycle materials. Through use of additional inability durability and lore better workmanship, the house should with reasonable maintenance, be capable of lasting at least 30 years. Assistance would be Rs. 15,000/- and will be shared by the Centre and state/ UT's in the same ratio as in the case of assistance for construction of new house.

III Provision of house sites-

Assistance for purchase of house sites has been fixed at Rs. 20,000/- to be shared by Centre and state in the ratio of 50:50. Ideally 10 cents of land should be provided. For the house site component, the district collector should identified public lands available in the habitations and allot to the eligible landless. In case public land is not available the required land may be purchased by following the procedure prescribed by the state Government. If this is not possible, land acquisition may be under taken as the last resort.

IV Special Project:

5% OF IAY allocation would be retained at the central level as reserve fund to be used with the approval of the Empowered Committee for the following purposes :

- 1) Rehabilitation of BPL families affected by natural calamities.
- 2) Rehabilitation of BPL families affected by violence and law and order problem.
- 3) Settlement of freed bonded laborers and liberated manual scavengers.
- 4) Settlement of particularly vulnerable tribal groups.
- 5) New technology demonstration especially with focus on affordable and green technologies.

V Administrative Expenses:-

Up to 4 % of the funds released can be utilized for administering the scheme, of which up to 0.5% can be distributed to the districts.

2.5 Empowered Committee

An Empowered Committee (EC) chaired by secretary (RD)/ Additional secretary (RD) consisting of the following members have been constituted.

1. Joint secretary (Rural Housing)
2. Adviser (Planning Commission)
3. Representative of HUDCO
4. Representative of knowledge network
5. Representatives of two eminent NGO's from the field of building construction.
6. Secretary dealing with Rural Housing of the state concerned.

7. Representative of I.F.D

The Empowered committee may invite experts as required to assist it in its meetings.

The functions of the Empowered Committee are:-

- 1) To approve states criteria for determination of difficult areas.
- 2) To decide on targets for completion of houses and for new construction.
- 3) To approve any alternative formula adopted by states for the district wise allocation of targets.
- 4) To decide on reallocation of funds.
- 5) To sanction special projects for the 5% allocation.
- 6) To clear special projects for subsidy linked schemes availing bank loans.
- 7) To permit cash payments temporarily in exceptional case.
- 8) To permit transfer of central share by state agency in a single installment to difficult areas.
- 9) To approve new construction technologies proposed by state Governments; which have not been approved by any technical body.
- 10) To review the program, suggest studies etc.
- 11) To issue clarifications in matters where there are genuine difficulties in operationalization of guidelines.

2.6 Objectives of Indira Awaas Yojana

The objective of Indira Awaas Yojana is primarily to help construction / up gradation of dwelling units of members of scheduled castes/ scheduled tribes(SCs/STs), freed bonded laborers, minorities in the below poverty line(BPL), Non-SC/ST rural households by providing them a lump sum

financial assistance. The vision of the Government is to replace all temporary (kutchha) houses from Indian villages by 2017.

2.7 Funding Pattern of IAY

Indira Awaas Yojana is a centrally sponsored scheme funded on cost sharing basis between the Government of India and the state Government's in the ratio of 75:25 .However, in the case of north-eastern states and Sikkim, funding will be shared between the Government of India and these states in the ratio of 90:10 rest. In the case of union territories, the entire funds under this scheme are provided by the Govt. of India (GOI).

2.8 Allocations of Funds

95% of the total budget would be utilized for the components relating to new houses, up gradation of houses and provision of house sites and administrative expenses. The remaining 5% would be reserved for special projects as indicated.

Allocation to states/ UTs and from states/UTs to districts, blocks and wherever the states so desire, to the village panchayats would be on the basis of houseless people from among the BPL population for each category i.e. SCs, STs and minorities and others, once the socio-economic caste census (SECC) currently under way is finalized.

Till such time data are available to make such allocations, the ministry would fix the annual allocations for the states/UTs broadly on the basis of 75% weightage to housing shortage in rural areas as per the census data and 25% weightage the number of people below poverty line (BPL). Within this overall targets, allocation of funds for SCs/STs and minorities would be

made on the basis of the proportionate population of these categories in the states/UTs suitably adjusted to avoid distortions. State shall follow this principle for allocating targets below the state level. States which decide to adopt any other alternative formula using data/relevant to the scheme should seek prior approval of the Empowered committee with full justification.

2.9 Proposals to be made State-wise

The state shall be the unit for purpose of sending proposals to the Government of India (GOI). The state shall send one consolidated proposal to Ministry so Rural Development for each installment, giving district wise information required for the release of installment as required in para.2.8 and 2.9. The state government will have to put in place a robust mechanism to ensure adequate scrutiny of the district level documentation. Due diligence on district level proposals will be carried out by the state Govt. department concerned. The consolidated proposal for the first installment should also indicate the district wise allocations and the formula and methodology used to arrive at the allocation. Conditionality's will now be applicable at state level, monitoring mechanisms will also need to be improved to ensure that delay or default any one district does not affect flow of funds to the state.

The Ministry will continue to release funds to districts directly on the basis of the consolidated proposal, till such time an alternative system is worked out.

2.10 Release of Funds

Funds releases shall be follows:

1. The annual allocation will be released in installments.

2. First installment shall be equal to 50% of annual allocation fixed in accordance with the provision in para.2.5.
3. Second installment shall be equal to the annual allocation minus first installment and applicable deductions as in para.2.10.
4. All release would be made to designated accounts of districts as per guideline issued by the ministry from time to time.
5. In the case of districts/UTs namely Kinnaur, Lahul Spiti and Kargil districts and the UT of Andaman and Nicobar. Iceland's having limited working season and any other such areas as may be decided by the Empowered Committee, the entire central assistance may be released in one installment. The state should also release its share in one installment.

2.10.1 Procedure for Release of First Installment

First installment shall be released in respect of all districts who have taken the 2nd installment in the previous year.

District who have not received the 2nd installment of previous financial year have to submit proposals for 1st installment along with all requisite documents which were required to all requisite documents which were required to be submitted for the release of 2nd installment of previous financial year.

2.10.2. Procedure for Release of Second Installment

Release of second installment to the state will be subject to the following conditions:-

- 1) Utilization of at least 60% of total available funds. (Equal to opening balance plus releases during the year and miscellaneous receipts).

- 2) Fulfillment of conditionality's, if any, indicated during earlier releases.
- 3) Completion of 100% of sanctioned houses more than three years old and 75% of houses sanctioned two to three years ago.
- 4) Data entry in Awaas Software reflecting utilization of funds and completion of houses.

2.11 State Share:-

The state Government should release the full state share corresponding to the central share and allocate it among the districts within 15 days of release of central share. The state share of 4% administrative expenses should also be released simultaneously. A copy of the allocation order should be endorsed to the ministry.

If there is shortfall in state share pertaining to the previous financial year proportionate deduction shall be made to the extent of unmatched central release from the 2nd installment of central share.

2.12 Reallocation:-

No proposal for 2nd installment will be entertained after end of the financial year however, for states to adjust to the new cycle, a grace period of three years from 2013-14. Would be given during which period the proposals could be submitted till end of January. If proposal for 2nd installment is not received by this date, the balance allocation earmarked for the defaulting states as well as any available savings out of the 5% reserve fund shall be proportionately reallocated among other states in the month of February on the basis of magnitude of expenditure of above 60% including second installment as the determining factor. Reallocation would be done to state

governments submitting specific proposal for additional release after having utilized 60% of available funds by January. And if reserve fully committed and there is more eligible proposal for special projects, they would be given priority. Reallocation will be done with the approval of the Empowered Committee.

2.13 Management of IAY Account

1. At the district level, IAY funds (central share as well as state share) shall be kept in a nationalized bank in an exclusive and separate savings bank in an exclusive and separate savings bank account by the Zillah perished /DRDA. The state government will communicate to the ministry details of the bank branch and account numbers and also enter the details in Awaas Soft and CPSMS.
2. The interest amount accrued on the deposits of the IAY funds shall be treated as part of the IAY resources. (It is the ratio of 75:25 as central and states share).
3. The district will follow the accounting procedures prescribed by the Ministry of Rural Development. The finalized district level accounts of the previous year shall be got approved by the Zillah perished on or before 30th June, and got audited on or before 31st August of the same year. The accounts Zillah Perished /DRDA shall show the interest earned separately.
4. Drawl of funds from the accounts shall only be made for incurring expenditure under the IAY.
5. All such accounts will be auditable by the CAG.

2.14 Payment of Beneficiaries

Payment of beneficiaries shall be made into her / his Bank / Post office account only except in cases where prior permission to pay in cash has been taken from the Empowered Committee. The account details and Adhar Number, if any, shall be entered in Awaas Soft so that the account of the beneficiary can be directly credited using the e-FMS, module of Awaas-soft as soon as the module is operational zed. All payments to beneficiaries must be reflected in Awaas soft so as to enable the implementing agency and the ministry to know the status of expenditure and balance in hand at the district level and below.

2.15 Identification of Selection of Beneficiaries:-

2.15.1 Identification of beneficiaries:-

The district panchayat / Zillah perished / District Rural Development Agencies (DRDA's) 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 beneficiaries, restricting to this number, will be selected from the permanent IAY waitlists prepared on the basis of BPL lists in order of sonority in the list. The Gram panchayats may draw out the shelter less family from the BPL list strictly in order of ranking in the list. A separate list of SC's/ST's families in the order of their ranks may be derived from the larger IAY list so that the process of allotment of 60% of houses under the scheme is facilitated. Thus, at any given time, there would be two IAY waitlists for reference, one for SC / ST families. Once the list is prepared, they need to be approved by the

Gramsabha to be attended by a government servant who would be a nominee of the collector. Selection by the Gramsabha is final. No approval by a higher body is required. Zillah parish ad's / DRDA's and Block Development Offices should, however be sent a list of selected beneficiaries for their information. The permanent IAY waitlists so prepared will be displayed at a prominent place either in the Gram panchayat office or any other suitable place in the village. The lists will also be put on the website by the concerned DRDA's.

2.15.2 Priority of Selection of Beneficiaries:-

Prioritization of beneficiaries will be as follows:-

1. Freed bonded laborers.
2. SC's / ST's households.
 - SC / ST households who are victims of atrocity.
 - SC / ST households headed by widows and unmarried woman.
 - SC / ST households affected by flood, natural calamities like earthquake, cyclone and man-made calamities like riot.
 - Other SC / ST household.
3. Families / Widows of personnel from defense services / paramilitary forces, killed in action.
4. Non-SC/ST BPL households.
5. Physically and mentally challenged persons.
6. Ex-serviceman and retired members of the paramilitary forces.

7. Displayed persons on account of developmental projects nomadic / semi-nomadic and de notified tribal's, 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 families or widows of personnel from defense services / paramilitary forces killed in action.

2.16 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 workers and also contribute family labor. The beneficiaries will have complete freedom as to the manner of construction of the house. Zillah parish ads / DRDA's can help the beneficiaries in acquiring raw material on control rates, if they so desire or request the Zillah parish ads / DRDA's in this regard. This will result 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 co-ordinate the work. The committee shall be sensitized to incorporate hazard-resistant features in the design of the houses.

2.17 Performance of Indira Awaas Yojana:-

The Government is making all efforts to bring down the housing shortage in the rural areas of the country and the size of the scheme has increased substantially in recent years. The budgetary outlay for rural housing has been enhanced Rs. 11075 crore in 2012-13 for the construction of 30.10 lakh

houses where it was Rs. 1991 crore in 2001-02 with a physical target of construction of 12.94 lakh houses.

Table 2.1 Performance during the Year 2012-13.

Total outlay for Rural Housing	Rs. 11075crore
Central budget for IAY	Rs. 10513.20 crore
Total available funds (Including state share)	Rs. 13531.38 crore
Utilization of funds	Rs. 8647.99 crore
Percentage of utilization	63.9%

Source: - Ministry of Rural Development Annual report, 2012-13 (p. 72)

Table 2.1 shows that the Financial Allocation of Indira Awaas Yojana in year of 2012-13. In year 2012-13 the total outlay on Rural Housing specially Indira Awaas Yojana was Rs.11075 crore .Central budget outlay for IAY was Rs. 10513.20 crore. The total fund of Rs. 13531.38 crore was allotted by Government of India (including share of state government). Out of this total available fund Rs 86 47.99 crore were utilized which was just 63.9% of the total available fund. It implies that near about 37 percent of total available fund were unutilized in the year 2012-13.

As pointed out earlier the IAY scheme is funded by central and state Government. The budgetary allocation, released, and availability of fund from the central Government on IAY has been presented in table 2.2. The general observation of the table is that the amount of total allotted fund is less than actually released and utilized, amount except only year 2007-08 where allocation of fund is more than the released fund. Furthermore observations can be drawn as below.

Table 2.2 Performance of IAY During 2002-03 to 2010-11.**(Rs. In lakhs)**

Year	Central Allocation	Central Release	Utilization	Target No. of Houses	Houses Constructed/ Completed
2002-03	165640	622852.86	279496.46	13.14 lakh	15.49 lakh
2003-04	187050	18710778	258009.69	14.84 lakh	13.61 lakh
2004-05	246067	2883100.2	326208.64	15.62 lakh	15.21 lakh
2005-06	273240	2738228	365409.05	14.41 lakh	15.52 lakh
2006-07	290753	2902753.0	425342.45	15.33 lakh	14.98 lakh
2007-08	403270	388237.01	546454.30	21.27 lakh	19.92 lakh
2008-09	564570	879579.39	834834.33	21.27 lakh	21.34 lakh
2009-10	849470	863573.99	1329236.4	40.52 lakh	33.86 lakh
2010-11	1005370	1013945.4	1346572.7	29.08 lakh	27.15 lakh
CGR	25.86	17.58	25.20	12.74	10.34
Average	442826	3444783	634618	20.61	19.68
CV	68.26	168.83	68.60	43.71	34.72

Source: - Ministry of Rural Development Annual report, 2011-12.

Above table 2.2 reveals that the actual houses constructed /completed are more than targeted no. of houses in the years 2002-03, 2005-2006 and 2008-09 which shows efficiency in fund utilization. In the year 2009-10 targeted houses was 40.52 lakh and actual constructed houses was 33.86 lakh which means constructed houses are lesser than the targeted houses by nearly 6

lakh. The average utilization is of Rs 634618 crore per annum on IAY whereas average constructed houses during the study period are 19.67 lakh. The annual compound growth rate of the central allocation is 25.86 percent whereas it 17.58 percent in case of central released. This means that budgetary allocation for IAY has increasing by nearly 26 percent but the actual released fund is not growing in that extent. This means that there is no problem with fund but with the released fund. The highest CV of 168.83 percent is found in case of central released fund which indicating very extreme variation in average and actual value. Whereas it is moderate and lowest in case of constructed or completed houses i.e 34.72 percent.

2.18 Impact of IAY

In the present form, IAY is one of the popular schemes of the Ministry of Rural Development. The popularity scheme enables beneficiaries to participate and involve themselves in construction of their home. The role of the state government is limited to release and to facilitate use of appropriate technology. In spite of criticism from certain quarters about IAY being a full subsidy scheme, experience reveals that houses get completed more or less on time which may not have been case if credit was part of the assistance not surprisingly; evaluation studies reveal high levels of occupancy and satisfaction.

Providing houses to the poorest also has a positive impact on peoples physical and mental health. Once the basic need of housing is fulfilled, citizens develop a sense of opportunity for livelihood, for improving living conditions and for continuing children's education. Undoubtly, there is

direct link between a safe and secure housing to better standards of living and reduction in vulnerability.

2.19 Capacity Building

I) National Institute of Rural Development (NIRD)

NIRD has approved 120 training program on “planning and management of IAY with a focus on cost effective technologies.” Out of these 30 TOT programs to be held at NIRD / SIRD and 90 TOT programs to be held at RIRD / ETC’s / reputed training institutions (NGO’s), about 30 participants from all the major states will be mobilized so as to orient these institutions to organize training programs at their end. The training cum workshop will be conducted at NIRD, Hyderabad. The objectives of training program are:-

1. To orient the participants on various issues related to housing needs of rural poor in the context of shelter for all.
2. To import select tools, and techniques on participatory planning, and management of housing scheme. (IAY)
3. To equip the participants with the technique of sensitizing, facilitation and adoption of location specific and cost effective housing technologies.
4. To expose to a few best practices in the implementation of IAY.

II) 35 training programs in ‘Rural housing to Panchayatraj institutions and RD functionaries’ have been improved for Assam, SIRD. Out of this, 20 programs were organized by them during the year 2009. Approval for organizing remaining 15 programs has been given by the ministry in January, 2013.

Table 2.3 Achievement in the 11th five year plan

Years	Total allocation (c+s) (crore)	Total releases (c+s) (Crore)	Total available funds	Utilization on crore	% utilization	Physical target (lakh)	Physical achievement (in lakh)	% achievement
2007-08	5374.19	5175.10	6527.17	5464.54	83.72	21.27	19.92	93.65
2008-09	7523.85	11727.04	14460.35	8348.34	57.73	21.27	21.34	100.32
2009-10	11131.59	11316.90	15852.34	13292.46	83.85	40.52	33.86	83.55
2010-11	13181.32	13295.22	17956.54	13465.73	74.99	29.09	27.15	93.36
2011-12	12436.47	12920.36	19159.30	12926.33	67.47	27.27	24.71	90.64
CGR	25.09	21.59	26.74	24.60	--	---	--	--
Average	9929.484	10886.9	14791.1	10699.5	--	---	--	--
CV	33.71	30.27	33.57	33.78	--	---	--	--

Source: - Government Report, Ministry of Rural Development.

Following some of the interesting findings can be drawn based on table 2.3.

1. Out of the total available fund for IAY during the 11th five year plan in an average 73.55 percent amount has been utilized. In other words in an average 26.44 percent amount were not utilized. It means that there is surplus allocation of the fund. Again it provides evidence to the statement that “there is no problem with fund but with utilization of fund”.

2. Except the year 2008-09 none of the year has achieved 100 percent of the physical target. The lowest target achieved in the year 2009-10 i.e 83.55 percent.

3. Again it is interesting to note that the compound growth rate of the total available fund is 26.74 percent whereas in case of utilization of fund it is 24.60 percent. This means that the availability of fund is growing faster than that of fund utilized.

4. The coefficient of variance is almost constant of 33 percent except total release fund which indicates moderate variation in average and actual value.

In brief from the table 2.3, it can be concluded that the total available fund on IAY is raising more rapidly but the utilization of the fund is not growing in that extent as much it has to be grow. Still there are lots of peoples who does not have proper housing facility in one hand and on the other hand we have very large portion of the fund which is unutilized. Hence there is need of proper and efficient use of fund on the targeted segment of the society.

2.20. IAY in the Context of Bharat Nirman:-

Bharat Nirman Program is business a plan comprising six different component addressing the rural sector housing is one of them. Rural Housing was one of the six components of 'Bharat Nirman' program. Under 'Bharat Nirman', 60 lakh houses were envisaged to be constructed under the scheme of IAY in four year from 2005-06 to 2008-09. Against this target, 71.76 lakh houses were constructed there by exceeding the target of 'Bharat Nirman' period. The target under phase II "Bharat Nirman" is for construction of 120 lakh houses for a period of 5 years starting from 2009-10. During the first 4 years (information gathered up to 31.7.2013) of the Bharat Nirman program period phase II, approx. 107.58 lakh houses have been constructed. The year wise breakup is given below.

Table 2.4 Targeted and constructed houses under IAY

Year	Target Houses (in Lakh)	Constructed Houses (in Lakh)	Expenditure (Rs. in Lakh)
2009-10	40.52	33.86	13292.46
2010-11	29.09	27.15	13406.51
2011-12	27.27	24.71	12926.33
2012-13	30.1	2.86	9386.22
Total	126.98	107.58	49011.52
Average	31.74	22.14	12252
CV	0.19	0.61	0.16
CGR	-9.12	-52.8	-10.24

Source: - Government Report, Ministry of Rural Development.

The Table 2.4 and figure 2.1 shows that the targeted houses (in lakh), houses constructed (in lakh), for the period of 2009-10 to 2012-13. There are total 126.98 lakh houses targeted and out of that 107.58 houses were constructed in given period. The expenditure on Indira Awaas Yojana has been presented in in figure 2.2 and table 2.4. It shows that average expenditure on IAY was 12252.88 lakh during the period under considered. The total expenditure on Indira Awaas Yojana was Rs. 49011.52 lakh during the period under study. The compound growth rate in all the cases is negative. It is -52.8 percent in case of constructed houses whereas it is -9.12 percent in case of targeted houses. Again it is exciting to note that the CGR of available fund is 26.74 percent which has been seen from the table 2.3, on the contrary the CGR of expenditure on IAY is – 10.24 percent during the same period. It implies that there is still scope for efficient fund management.

Figure 2.1 Targeted and Constructed Houses Under IAY

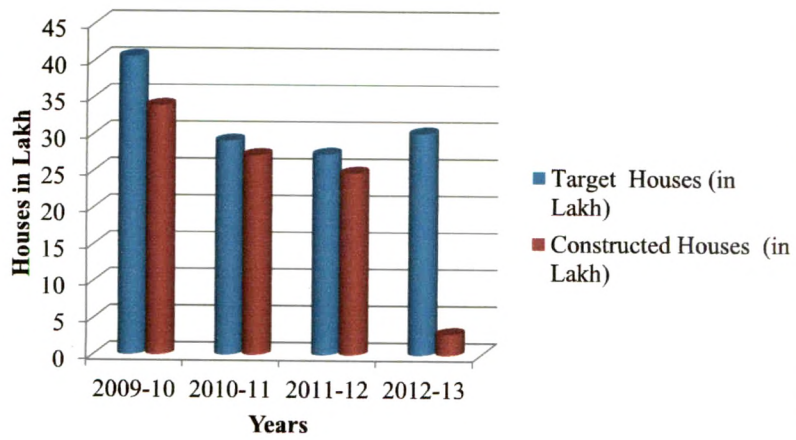
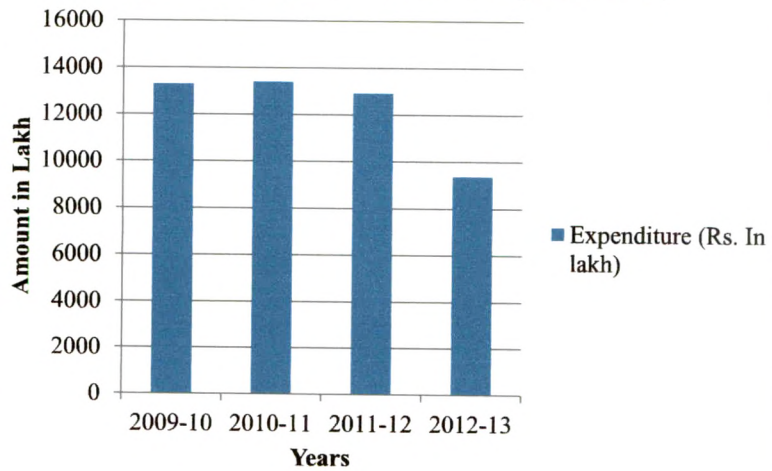


Figure 2.2 Expenditure on IAY (Rs. In lakh)



Further, for the financial year of 2013-14, the total budgetary outlay for rural housing is Rs. 15184 crore with a physical target for construction of 24.80 lakh houses.

2.21 Monitoring and Evaluation Mechanism:-

A) Monitoring:-

1) State level functionaries:

Officers dealing with the IAY at the state headquarters should visit districts regularly and ascertain through field visits whether the program is being implemented satisfactorily and whether construction of houses is in accordance with the prescribed procedure. Likewise, officers at the district, sub-division and block levels must closely monitor all aspects of the IAY through visits to worksites. A schedule of inspection which prescribes a minimum number of field visits for each supervisory level functionary from the state level to the block level should be drawn up and strictly adhered to. The state Government should prescribe the periodical reports / returns through which it should monitor the performance of IAY in the districts and also get appropriate reports and returns prescribed, to be collected by the Zillah Parishads / DRDA's. The monitoring of the program at the state level will be the responsibility of state level vigilance and monitoring Committee for Rural Development, Programs. A representative of nominee of the Ministry of Rural Development, Government of India should invariably be invited to participate in the meetings of the committee.

2) AWAAS SOFTWARE: From April 2007 onwards, an online monitoring mechanism has been put in place to enable DRDA's to upload their monthly progress reports into the website of the Ministry. The ministry has also

launched a web-based local language enabled MIS Rural Housing Division has launched IAY Management Information System (IAY – MIS) software “AWAAS SOFT”. Awaas soft is local language enabled workflow based transaction level Management Information System to facilitate governance in the system. The MIS will be accessible not only to all the stake holders including beneficiaries but also citizens at large.

The objectives of Awaas soft are as follows: -

- 1) To capture beneficiary- wise data.
- 2) Accessible to stakeholders, beneficiaries and citizens at large.
- 3) Empowerment of beneficiary – can check selection, fund transfer, status of complaint.
- 4) Tool for management – generate all reports, fund released, and progress in construction of houses and tracks convergence of all benefits.

A series of workshop on Awaas soft for all states / UT’s (Except Andhra Pradesh and Uttar Pradesh) were held from 21.8.2012 to 13.9.2012 at NIC, Headquarters, and New Delhi. Andhra Pradesh held the workshop on 22 September, 2012 and Uttar Pradesh conducted the workshop on 25-26, September, 2012.

Monthly progress reports are being generated through Awaas soft photograph are to be uploaded on Awaas soft every three months to show the progress of construction of houses.

From 2013-14, releases of IAY installment will be linked with 100% uploading of data on AWAAS SOFT. The reporting of complete and comprehensive data ranging from physical, financial targets and achievement, details of beneficiaries, progress of houses sanctioned and fund

released along with convergence with various schemes etc. at all levels of implementation of the scheme should be uploaded through Indira Awaas Yojana- Management Information System (IAY-MIS) only. The details of AWAASSOFT e-governance solution are available in the user manual on the site.

3) Complaint Monitoring System:-

To deal with complaints, an effective complaint monitoring system with adequate staff should be set up at the state level which can visit, independent of the regular execution wing, and give a report to the implementing agencies about the short-comings / shortfalls, for effective redressal. The complaints received in the Ministry are forwarded to the respective State Governments for taking action in the matter. The action taken report is to be submitted by the concerned State Governments within a month. In case of serious complaints, National Level Monitors (NLMs) are appointed to examine the complaint. The report of NLM is then forwarded to state Government for necessary action.

The status of the complained received in the Ministry is uploaded on the website of IAY regularly.

4) Transparency in the implementation of Indira Awaas Yojana: List of items (illustrative not exhaustive) on which information should invariably be made available to people to bring about greater transparency at village, block and district level is given below.

Village Level:

- i) List of people below poverty line in the village.

- ii) Permanent IAY waitlist both for SC / ST and non-SC / ST BPL households.
- iii) List of disaster resistant construction features suitable for the region / locality.
- iv) List of beneficiaries identified during preceding year and current year including details of SC / ST, women beneficiaries and physically, mentally challenged persons under Indira Awaas Yojana.
- v) Allocation made to the village under Indira Awaas Yojana, guidelines of Indira Awaas Yojana and criteria of selection beneficiaries.
- vi) Display of Indira Awaas Yojana signboard / logo on the allotted houses.

Block Level:

- i) Details of houses taken up at Block level with cost, sources of funds and implementing agency.
- ii) Distribution of funds village – wise for the scheme.
- iii) Allocation / availability of funds and progress in implementation of the Indira Awaas Yojana.

District Level:

- 1) Distribution of the IAY funds block- wise village wise for the scheme.
- 2) Criteria for distribution of funds to blocks / village including norms for its selection under the Indira Awaas Yojana.
- 3) Central Plan Scheme Monitoring System (CPSMS)

A Central Plan Scheme Monitoring System (CPSMS) is implemented by the office of Controller General of Accounts (CGA). CPSMS should be fully implemented expeditiously for IAY in order to make the visibility of funds at the lower levels available, the lower level agencies should also be registered on CPSMS. On complete registration; the Ministry, State level

implementing agencies, DRDAs and Block would be able to see the availability of funds at all levels and monitor the trend of utilization.

1) Other Mechanisms:

Indira Awaas Yojana is also monitored through the following mechanisms;

a) The Indira Awaas Yojana is being continuously reviewed through Monthly and Annual Reports received from the States /s UT's.

b) Senior officers at the level of Deputy Secretaries and above in the Ministry are appointed as Area officers for different States / UTs. These Area officers visit the allotted states / UTs from time to time and inspect the actual implementation of the program in the field. They also participate in the State Level Co-ordination Committee Meetings providing thereby, a source of effective link between the policy makers, i.e., Government of India (GOI) and the implementing agencies (States / UT Governments). The program is also reviewed at the meetings with the state Secretaries of Rural Development and with Project Directors of DRDAs in the workshops held every year.

B) Evaluation:-

I) Evaluation Studies: The central Government may conduct periodic Evaluation studies on the implementation of the Indira Awaas Yojana. These evaluation studies may be got conducted by institutions and organizations of repute on the implementation as well as the issues thrown up by the concurrent evaluation, conducted by the Government of India. The states / UTs may also conduct evaluation studies on their own regarding the implementation and impact of the program in their state. Copies of the reports of these evaluation studies conducted by the States / UTs should be furnished to the Government of India. The States should take remedial

action / UTs on the basis of the observations made in these evaluation studies and also in the concurrent evaluation conducted by or on behalf of Government of India.

Social Audit: Social audit is a continuous and ongoing process, involving public vigilance and verification of implementation of the scheme. Formal Social Audit is to be conducted in every gram panchayat at least once in year, involving a mandatory review of all aspects. The basic objective is to ensure public accountability in implementation and provide an effective means for its achievement.

Social Audit Units (SAU) set up by the State Government under MGNREGA can be roped in to facilitate conduct of Social Audit of all components of IAY including implementation of the house site program. Resource persons identified social audit. The resource person can be drawn from primary stakeholders, civil society organizations, SHGs under NRLM, Bharat Niraman Volunteers (BNV) and other organizations or individuals, who have knowledge and experience in working for the rights of the people.

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