CHAPTER - I

INTRODUCTION

Prelude

Food, clothing and shelter are the three basic necessities of mankind. Among these housing constitutes a very significant part of the social, and physical environment where an individual grows and matures as a good citizen. It also plays an important role in creating employment, maintaining health and social stability, and preserving decent human life. Nevertheless, housing is a living problem for the million shelterless, especially in the developing countries.¹

Housing: A Basic Need

A need is felt as basic when its absence endangers the survival of the individual. The physical expression of any need is a usable product or service. Naturally, such needs include food first and then shelter. While consumption of food protects the biological existence of the individual, shelter protects him/her from adverse nature and fear associated with both controllable and apparently uncontrollable forces external to the individual concerned. These forces include fire, cyclone, rain, flood, earthquake, adverse weather, and insects. Ownership of house also ensures the identify self-esteem and privacy of the individual and enhances the scope for
participation in society. Housing also promotes a family life and facilities a social and cultural life for the individual.

The protection of individuals and families privacy and security for living. The protection of individuals and families is dependent directly on the type of shelter they have. The creativity and competence of individuals is also dependent directly on where they are that is where do they live. Participation is social festivals, cultural programmes organized by individuals/communities also depends on the durable existence of the individuals is linked very much with the kind of location cum addresses the individuals have. All these aspects are essentially components of decent conditions of human living.

**Housing: The concept and the components**

Rather than trying to define ‘housing’ we describe it by the services ‘housing’ is supposed to provide. It is a universal proposition that housing provides services. But the kind of services may vary depending on ownership of houses by income rich and income poor, in rich and poor countries, and in varied locations and circumstances. As such by services taken as indices to describe housing, housing remains a heterogeneous products.

The UN Habitat conference, 1976 focussed on the inextricability of housing from the environment. This ‘environment’ includes both the
natural and man-made facilities and obstructions around people, like water supply, waste disposal facilities etc.

**Rural Housing:**

The term ‘rural housing’ is used to connote dwelling units plus utility services such as approach roads, a water supply system, sewage and garbage disposal systems, electricity and fuel, facilities such as markets, health centres etc. In the literature on housing, the distinction between ‘push’ and pull factors are known. Push factors work when the rural population has low land holding per capita as a productive asset, low productivity and hence suffer from income. Poverty pull factors work when social and economic opportunities in urban life attract population from the countryside.¹ Some of the push factors rural regions may be conspicuous by their absence, which are present in the urban regions, e.g. health care and education. After a point thus the distinction between pull and push factors becomes blurred.²

It may not be that all the facilities associated with rural housing can be ensured in one stroke. However, the minimum necessary in housing can improve the living and working conditions of low income households, increase employment in housing related public works, and stimulate the development of other sectors of the economy.
As per the 2011 Census report, there are more than 165 lakh households who are homeless. The condition in rural areas is also far from satisfactory. In most of the villages, poor families live in dilapidated shelter in inhuman conditions. The housing inadequacy has both qualitative and quantitative aspects. The problem has been worsening in India owing to rapid increase in population, fast rate of urbanization, inadequate addition to housing stock, steep rise in land prices and inadequate investment in housing.

Traditional rural dwelling are constantly under threat from powerful environmental forces such as cyclones, heavy rains and flood, as well as damage from sunrise, creeping damp and termites. Even thieves pose danger to the house and inhabitants. If thatch is not maintained properly, it will cause leakage of roofs. Mud walls are easily damaged or destroyed; rapid rain in particular erodes their base, window and door frames are often and easily damaged by termites. Posts supporting the roof in direct contact with the ground tend not to last very long. Given the poor conditions of the rural houses, it is necessary that the government has to play a significant role in the provision of housing to the rural houseless masses and the State and the Central governments have implemented polices benefiting these rural groups. In the present project it is attempted to appraise the Central government, sponsored rural housing scheme, namely the Indira Awaz
Yojana and the Tamilnadu state government run Rural housing scheme, namely the Solar Power Green Housing Scheme in Kanyakumari district, a district in the State of Tamilnadu which has the unique feature of having high per capita income, high level of literacy but a moderate level of district income with the highest share from agriculture contributing highest share to the district’s income.

**Importance of Housing**

The modest and essential need of housing is not met by millions of people in the world. This burning issue, is a challenge to both the developing as well as developed countries. The problem of housing, which came to the forefront after the World War II, though varying in extent and nature from country to country, has one characteristic feature universal in its incidence, viz., a serious shortage. The acuteness of the housing problem is correlated with the stages of economic development of a country. Underdeveloped Countries with a comparatively low per capita income and the associated socio economic problems have to exert with a housing problem much larger. About one fourth of the world's population does not have adequate shelter and it lives in extremely unsanitary and unhygienic conditions. Even for the leading nations of the world, housing is an insurmountable problem. In the United States itself there are over four million houseless people.
The housing problem of course, is more chronic in the third world
countries where estimated two thirds of population, amounting to 1.2
billion people lives below the poverty line. About 100 million people are
estimated to be shelterless. In many cites of the developing countries 20-40
percent of the people are squatters with no legal title over 150 million
people in the urban areas of the poorest countries have less satisfactory
shelter.

Among the democratic countries, the housing shortage is, perhaps
the largest in India. A total of 271 million people constituting 37.4 per cent
of the population are the below the poverty line in our country. A large
percentage of the population even above the poverty line cannot afford to
acquire houses as they hardly have any significant saving out of their low
income. The National Building Organization (NBO) has estimated that in
1981, there was a shortage of around 2.1 crore dwelling units; this shortage
rose to 2.47 crore units at the beginning of the Seventh Five Year Plan
(1985 -1990). There is a shortage of 18.8 million houses in rural areas and
5.9 million in urban areas. Apart from the existing backlog in housing, the
rapid increase in population between (1985 -1990) would generate roughly
on additional requirement of housing units to the extent of 16.2 million of
which 12.4 million will be in rural areas and 3.8 million in urban areas.
Thus we can see that the magnitude of the housing problem is gigantic.
As a developing country, Indian Government has a very large commitment to infrastructure like, building roads, power plants, irrigation, communication etc. Because of resource constraints we find it difficult to meet all of them. The relative position of expenditure on housing in this scenario is rather low. India spent about 2 to 3 percent on GNP (Gross National Production) on housing. This is much lower when compared to developed countries.

The United Nation had estimated that for developing countries like India the annual construction rate of 8 to 10 dwelling units per thousand people in the next two- three decades should be achieved, in order to prevent further deterioration of housing situation. When compared to this, the rate of house construction in India has been quite disappointing. It has been estimated that as against the requirements of 5 dwelling units per thousand populations per year due to the growth of population alone, the net addition to the housing stock was only 2-3 dwelling units per thousand populations per year up to 1971. Between 1971 and 1981 this rate increased to 4 dwellings per year. The need for improvement of old stock further adds to the housing problem.

At present in India, both public and private sectors create housing units. The Government's role will have to be restricted to the improvement of slums, direct provision of housing to the weaker section of the society,
as well as encouragement and support to housing finance. The Government had adopted many policies and programmes for the promotion of housing. Various schemes are also adapted to various sections of the people for the same purpose. Through the National Housing Bank and other institutions are providing financial assistance, the Government of India on its own trying to solve the crucial problem of housing.

**Rural Housing Problems and Policies**

Housing condition is an important indicator of economic and social evaluation of a society. The housing condition of a large percentage of Indian population in towns and villages reflect the lack of availability of houses at affordable rate.

The affordability ratio is a good measure to evaluate the case or the difficulty with which houses can be procured. This is determined by computing the ratio of cost of the house to the gross annual income of the average individual. In most developing countries this ratio is close to two. In India it is nearer five and in some of the metropolitan cities as high as ten. It would therefore take decade of saving for a person to be able to afford a house. There are four main factors that are primarily responsible for the problem in India. These are rapid increase in population, inadequate addition to housing stock, rising prices of land and construction materials and inadequate investment in housing.
It is an acknowledged fact that the supply of dwelling units has not kept pace with demand, which is increasing fast owing to the growth in population. A house to live is one of the basic human needs. It is fundamental for man's existence and survival, for the limits of man's thermal adaptive capacity are very narrow. He is able to live only under the special environmental conditions, which determine his quality of life. Climate changes beyond the adaptive capacity of man destroy his resistance power and results in illness. The shelter requirements arose because of the basic biological need. On satisfying his biological need man also attempted to satisfy his physiological needs for refuge, forest, and reproduction. Housing therefore should meet four requirements, viz., (a) shelter from extreme heat and cold and from intruders, (b) security from the dangers of fire and building collapse, (c) conditions, which promote good health such as clear and ample water and the disposal of all kinds of waste and (d) adequate space and privacy.

People are the primary and ultimate source of any wealth what so ever. If they are left out, then nothing can ever yield real fruit. Development starts with people and not with goods. It starts with people and their education, organization and discipline. Without these three, all resources remain latent, untapped and potential. So precious is a man and so decisive is his role in shaping his own future and that of the universe.
The first and the best training ground for man’s development of his varied facilities is home. To possess a home, therefore, may be considered as the first step on the road to social and economic development. Home provides the physical framework in which the human, social, economic and cultural resources of the individual are released, enriched and integrated.

Housing is one of the basic requirements for human survival. For a normal citizen, owning a house provides significant economic security and dignity in society. For a shelter less person, possession of a house brings about a profound social change in his existence, endowing him with an identity, thus integrating him with his immediate social milieu. According to the 1991 Census, the rural housing shortage was 13.72 million consisting of 3.41 million households without houses and 10.31 million living in unserviceable kutchha houses.\(^5\) It has also been estimated that another 10.75 million houses would be needed to cover the population growth during 1991-2002, at the rate of an annual growth of 0.89 million houseless.

The 2011 Census report further indicates that about 40.82% of the total of 112 million rural households remains in one-room tenements, 30.65% in two-room houses and 13.51% in three-room units or more. In terms of roof type, the percentage of houses having grass, straw and thatch is about 33%, mud and unburnt bricks 6.05% and tents 4.22%. Apart from
this, in terms of quality of walling, 47.27% of the total households have grass and straw walls and about 4% have tent and cloth walls. Nearly 70% of the rural houses are either unserviceable kutcha (9%) or serviceable kutcha (25%) or of semi-pucca (35%) category. Over 90% of the rural houses have no provision for toilet. This suggests that there is a clear correlation between poverty and housing: a poor person either does not have a house or lives in an unserviceable kutcha house.

According to the last census conducted in India, the country had a population of 115 million out of which more than 300 million lived in cities and towns. The total number of households was estimated at 250 million for the same year. As against this figure, the housing stock in the country was of the order of less than 75 per cent which accounts for 26.6% in urban areas and 73.4% in rural areas. Approximately 40% of households were in single room tenements; about 30% lived in two-room units. Only about 15% of households had four or more rooms.

In so far as the provision of civic amenities is concerned, there have been considerable improvements in the access of people to such amenities over the years although shortages in housing and infrastructure do continue.

Housing shortage is estimated in terms of excess households over houses including houseless households, congestion (number of married
couples requiring separate room/house), replacement/upgradation of kutcha/unserviceable kutcha houses and obsolescence/replacement of old houses.

**Urban Housing and Habitat Policy**

A 2010 report by McKinsey Global Institute makes projections as follows:

- By 2030, 590 million people will live in cities, twice the population of the US today. India’s urban population in 2008 was estimated at 340 million.
- Urban areas will grow at a pace unseen in any country except China. It took India nearly 40 years (between 1971 and 2008) for the urban population to rise by 230 million. It could take only half that time to add the next 250 million.

![Urban population projections](image)

Some important implications of this are as follows:

- 91 million urban households will be middle class, up from 22 million today.

- 700-900 million sq.m of commercial and residential space needs to be built – or a new Chicago every year.
- 2.5 billion sq.m of roads will have to be paved, 20 times the capacity added in the past decade.
- 7,400km of metros and subways will need to be constructed – 20 times the capacity added in the past decade.
- $1.2 trillion capital investment is necessary to meet projected demand in urban India.

**Thirteen Cites will have a population in Excess of Four Million**

At the end of the Tenth Five year plan, the housing shortage was estimated to 24.7 million. Besides, an additional requirement of 1.82 million housing units was expected during the Eleventh period. However, urban areas in our country are also characterised by shortage of basic services like potable water, well laid out drainage system, sewerage
network, sanitation facilities, electricity, roads and appropriate solid waste disposal. In view of this scenario, the National Urban Housing and Habitat policy, 2007 shifted the spotlight to multiple stakeholders namely, the private sector, the cooperative sector, the industrial sector for labour housing and the services/ institutional sector for employee housing.

The new Habitat Policy seeks to emphasise the mutual inter-dependence between towns and village. The new Policy reaffirms the importance of small and medium urban agglomerates/towns which have potential for future urban growth. The new Policy seeks to accelerate the development of such small and medium towns which can serve as generators of economic momentum while at the same time striving to reduce the rate of migration to existing large cities. It IAY's emphasis on Government retaining its role in social housing so that affordable housing is made available to EWS and LIG of the population as they lack affordability and are hopelessly out-priced in urban land markets.

The Policy seeks to develop innovative financial instruments like a development of Mortgage Backed Securitisation Market and Secondary Mortgage Market. It also seeks to attract Foreign Direct Investment in areas like integrated development of housing and new township development. This Policy draws from innovations in the area of housing and infrastructure in India and elsewhere. It also gives a menu of
actionable points which, *inter-dia* include Public-Private-Partnership, conservation of natural resources and formulation of regulations and bye-laws that are environment – friendly, investment-friendly and revenue – generating.

The Central Government will encourage and support the states to prepare a State Urban Housing and Habitat Policy and also a State Urban Housing and Habitat Action Plan. This may include passing of specific Acts by the states/UT for achieving the housing policy objectives through legal and regulatory reforms, fiscal concessions, financial sector reforms and innovations in the area of recourse mobilization for housing and related infrastructure development at the state/UT level.

The ultimate goal of this Policy is to ensure sustainable development of all urban settlements, duty serviced by basic civic amenities for ensuring better quality of life for all urban citizens. The Action Plan at the regional level in this regard must be prepared with the active involvement of all stakeholders.

**Living Condition of People settled in Rural Regions as Linked with Housing**

Historically as people came down from the tress, emerged from the caves, and came out of forests for conversion of nature seen as productive assets they started cleaning forest and land to convert it for cultivation. In parallel there came the need for housing for housing forests and land to
convert it for cultivation. In parallel there came to need for housing for living and looking after the area covered for cultivation. This included essentially collective living-cum-cultivation. Houses started being built for protection and collective living and for mutual help and hence there came living in cluster-type houses. These houses obviously used local available materials. The total scenario showed small cluster-type human settlements which were identified as villages. These villages came into being by human settlements based on their searching for other means of livelihood like availability for food, barriers from others’ aggression etc. For economies today, that are far from industrialized and urbanized, the same mode of collective living persists. Any village in less advanced regions of India show the villages as open space, though not necessarily reflecting collective living. There has come with respect to time stratification by private and public ownership of land and buildings of various types. Hence, the living conditions of people settled in the villages under transition have started changing.

A country like India shows most of the population settled in villages. Not only the number of villages out numbers the town but the villages dominates in terms of number of population settled and engagement of most of village- settled population in land-based activities. Human settlements in India by type generally show three types, rural, urban and
forest-based. The last-type generally covers the tribal population seen to be outside the mainstream society subject to the rules and regulations of the government. We focus on the mainstream society in this study.

Even inside the mainstream rural society and human settlements, we find both concentrated settlements and dispersed settlements based on social, economic and cultural factors. Concentrated settlements are likely to be established with the already existing transport-market facilities, or that the former may lead to the development of the latter. Dispersed settlements may come into being because of a number of reasons, like social segmentation, caste categories, access to CPR etc.

In this study we will examine how rural housing as a space for living ensures not only safe and comfortable living of the rural population, but also stops directionless movement of people. The employment response of planned rural housing may also retain rural population within the rural regain. An income-poor family can afford to spend an insignificant proportion of its income on housing over the other necessities of life, like food and clothing. This is because there is a lower cost threshold below which a most modest acceptable housing provision cannot be ensured. If there is a sizeable section of the rural population which is income-poor, then low-cost rural housing is one of the means of social security for them. We are going to see if the construction cost for rural houses per square
meter will be much lower relative to urban houses. Rural houses are supposed to use local raw materials and family labour for such constructions. The utilization of local hired labourers for construction of houses may also show if there had been any diffusion of technology through Government initiatives in construction of houses.

**Housing as a Policy Measure**

Housing as a policy measure dates back to the British industrial revolution. Housing as a public measure, however, dates back even before that…. The workhouses provided under the Elizabethan Poor Laws of 1601, later known as almshouses in the United States as well as in England, served as convenient containers for watching over the needy and perhaps unruly who were given work were given work and fed and clothed, if necessary. In the Mercantilist period, rulers used the inducement of better housing to lure people into urban places specializing in the production of goods for export, one of the principal goals of mercantilist policy. It is since the industrial revolution that the questions related to public intervention in housing came to be talked about particularly in the context of the –then dominant political –economic ideology of laissez faire.

**National Housing policy, 1994**

In India, the National Housing policy was adopted by the parliament in August 1994 (GOI, 1994-95, p.164). The long-term goals of the policy were reducing homelessness, improving the housing conditions of the
inadequately housed, providing a minimum level of basic services and amenities to all (GOI, 1996, Sept. p. 114) the National Housing policy, 1994 recognized the importance of both rural and urban housing in the overall development of the poor in both the rural and urban areas (GOI, 1997-98, p.148).

**National Housing and Habitat Policy (1998)**

The National Housing and Habitat policy 1998 announced the Government of India aimed at development of housing infrastructure through strong public private partnership. It aims at ensuring that housing, along with supporting services, is treated as priority sector at par with infrastructure, facilitate construction of dwelling units each year with emphasis on the poor (GOI, 2000-2001, p.206). The 1998 policy aimed to facilitate the construction of 20 lakh dwelling units each year for the poor covering both urban and rural areas (GOI, 1998-99, p.153). The policy recognized the importance of both rural and urban housing in the total development of the rural people and the urban poor (GOI, 1997-98, p-148). The thrust of the housing policy of the GOI, thus shifted from a short-term project based approach to one of being considered as an integral component of economic development. The role of the GOI has accordingly changed from an agent the provided to that of a facilitator (GOI, 1994-95, p.164).
National Housing Bank

The National Housing Bank (NHB) aims to enhance the flow of funds particularly in rural areas and its easy accessibility to the needy rural population. Tilo the end of April 1996, NHB subscribed to the ‘Special Rural Housing Debentures’ (SRHDs) of state level co-operative land Development Banks (SLDBs) to the tune of Rs.180.91 crore (GOI, 1996-97, p.193). In 1999-2000 Budget the Government of India announced that the Golden Jubilee Rural Housing Finance Scheme of National Housing Bank would target 1.25 lakh dwelling units (GOI, 1999-2000, p.178).

Rural Housing in the First Five Year Plan

The subject of housing is not specifically mentioned in the seventh schedule of the Constitution of India which deals with matters coming within the purview of the Union and State Legislatures.\(^{10}\) The Fist Five-Year Plan, however, suggested that the State Governments should concentrate on ameliorating conditions of housing in rural areas. The plan opined that the pressure of population shifts towards cities and the slum problems results there from, can not be solved without ameliorating rural living conditions.
Objectives of Housing Policy

a) Improvement in standards of rural housing in the First Plan aimed at

- Utilizing labour and materials locally available including timber, bamboo, lime, clay, stone, gypsum, sand, kaolin, murrum, junglewood, grass and waste products of various types.
- Adequate water supply,
- Simple devices for ventilation,
- Provision of chimneys in the kitchen to draw away smoke,
- Use of erosion-resistant mud plaster for walls and roofs of improved materials and designs,
- Arrangements for disposal of sewage and waste products

Government Intervention in rural housing was planned.
- By demonstrating improved standards through model houses built in selected areas.
- By assisting the villager to build better types of houses within his means and with the resources readily available to him through methods of aided self-help.
- Introducing pilot schemes of model housing and better living conditions in selected rural areas.\textsuperscript{11}
Follow Up Action

During the First Plan, in community project areas, 58,000 rural latrines, 1600 miles of drains and 20,000 wells were constructed and 34,000 wells renovated; the corresponding figures in national extension areas were 80,000 rural latrines, 2700 miles of drains, 30,000 new wells and 51,000 renovated wells. In national extension and community project areas, about 29,000 houses were constructed and about the same number reconditioned.

Rural Housing in the Second Five Year Plan (1956-61)

The plan looked at rural housing as a basic condition of rural reconstruction. The objectives of rural housing, thus, included rural water supply, drainage, sanitation, roads welfare programmes for scheduled casts and other backward classes, programmes for providing more work and better living conditions for village artisans, proper spacing of houses, and the location of community buildings.\(^\text{12}\)

Strategy of Rural Housing

The Plan stressed on non- Government forces for construction of rural houses centered on utilization of bulk of materials locally available, voluntary cooperative labour, local community action, and self-help programmes.\(^\text{13}\) The Plan stressed on Government intervention for construction of rural houses through demonstrations of model houses and
model villages, provision of improved designs and lay-outs, pilot experiments relating to the uses of local materials, organization of co-operative village programmes based on voluntary labour, financial assistance, especially for Harijans and other background classes.

**Follow Up Actions**

During the Second Five Year Plan, layout plans of 1600 villages were drawn up and loans amounting to Rs. 3.56 crores were sanctioned for construction of about 15,400 houses (GOI, Planning Commission, 1961-66, p.694).

**Rural Housing in the Third Five Year Plan (1961-66)**

The Third Plan considered rural housing as an integral part of community development and village planning. The Plan pledged to link up the programme more closely with different schemes of community development such as provision of water supply, roads drainage, public health, education’. The essential objective was to help create healthy environmental conditions for all sections of the village population and for balanced development of rural life as a whole. The specific programme for rural housing as such is intended to supplement the resources of the community development movement at the level of the block and the village by way of assistance of a number of types’ This includes technical advice, demonstration, provision of improved designs
and layouts, better use of local materials, and, to a limited extent, provision of finance.

**Strategy for Rural housing**

The Plan pledged assistance in the shape of loans up to 66.6 per cent of the cost of construction, subject to a maximum of Rs.2,000 per houses, acquisition of land required for streets, community buildings, new house sites, and thinning out densities. The Plan suggested that priority in use of resources should be for the extension of the village, site. The plan also talked about improvement of roads and drainage, allotment of land to the community as a whole, use of local materials economy of construction cost, cultural traditions and background of the locality and functional requirements of rural life.\(^\text{16}\)

**Rural Housing in the Fourth Five Year (1969-74)**

The objectives of the Fourth Plan for rural housing were to get appropriate lay-outs made for the growing villages, to provide basic amenities such as water and sanitation facilities, to stimulate private building and renewal activity. The strategy for execution of the policy relied on co-operative effort, special housing schemes in favour of scheduled casts and other disadvantageously placed classes, laws conferring property rights for SCs etc., and land vested in the State to be utilized to provide house sites.\(^\text{17}\)
Rural Housing in the Fifth Five Year Plan (1974-79)

The policy objectives of the Fifth Five Plan for rural housing were providing basic infrastructure and encouraging private so that the people can construct the bulk of the housing, large-scale provision of house-sites for landless labourers in rural areas.\(^\text{18}\)

Follow Up Actions

Rural housing did not receive much attention during the first 25 years of planning. The rehabilitation programmes of the Ministry of Refugees Rehabilitation provided, until around 1960, housing to about 5 lakh households, mainly in Northern India. A village Housing Scheme was also launched in 1957 as part of the community development movement. Under this Scheme, loans were provided to individuals and cooperatives, subject to a ceiling of Rs. 5,000 per house. 67,000 houses were built under this scheme by the end of the Fifth Plan.

Rural Housing in the Sixth Five Year Plan (1980-85)

The Policy objectives for rural housing in the Plan were to provide houses sites and assistance for housing rural landless labourers, to provide social housing schemes to cater to economically weaker sections.\(^\text{19}\)

The Policy objectives for rural housing in the Sixth Plan were to ensure housing requirements of rural landless labourers to be linked with the Minimum Needs Programme (MNP), development of residential plots,
approach roads and tubewell for each cluster of 30 to 40 families (GOI, Planning Commission, Sixth Five Year Plan, p.391).

Follow Up Actions

Of the 7.7 million landless families who have been allotted house sites by March 1985, only 0.56 million families have been given construction assistance. The Sixth Plan made provision for Rs.250 per family for developed plots, approach roads and a masonry tubewell for each cluster of 30 to 40 families. The Plan envisaged construction assistance of Rs. 500 per family. This assumes that the beneficiaries will supply all labour inputs. A major initiative was taken in the Sixth Plan (1980-85), when the public sector operations with a promotional role in housing in general and restricting its direct operations to housing for the urban poor. It also endured provision of house sites and construction assistance for rural landless laboures.

Rural Housing in the Seventh Five Year Plan (1985-90)

In order to ensure the operation of the schemes more realistic, the Seventh Plan (1985-90) proposed to provide assistance to the extent of Rs. 500 per family for provision of developed house sites 90 sq. meter each and assistance of Rs. 2,000 per family towards construction cost. All labour inputs were supposed to be provided by the beneficiary. During the Seventh Plan, the funds for rural housing from public institutions (HUDCO and GIC) would roughly amount to Rs. 240 crores.20
Rural Housing in the Eighth Five Year Plan (1992-97)

The scheme of allotment of houses sites and construction assistance to rural landless workers and artisans including SCs and STs was initiated in 1971 as a Central Sector scheme which was later transferred to State sector in 1974. This scheme is a part of a Minimum Needs Programme. Under the MNP, higher priority was according to this scheme during the Seventh Plan, setting apart a sum of Rs.576.9 crores. As many as 43.2 lakhs house sites, as against the target of 29 lakhs, were allotted and construction assistance provided to 22.5 lakhs families.21

The Eighth Plan accepted housing as a priority area, in the sense of being a basic need and a labour-intensive activity, the latter offering non-concentrated employment opportunities. The strategy aims at building an environment that provides assistance to the disadvantaged social groups including rural and urban poor, scheduled castes and scheduled tribes, physically handicapped, widows, and single women. Public housing thrust, thus, is directed towards social housing to reach out housing solutions to priority groups.

Rural Housing in the Ninth Five Year Plan (1997-2002)

During the Eighth Plan Period major activities were initiated towards the implementation of Agenda 21, endorsed at the Rio de Janeiro Environment Meeting of 1992. The Agenda 21 stressed on the deteriorating situation in conditions of human settlement. The Government
of India responded by adopting the National Housing Policy (NHP) 1994. The Ninth Plan accepted the fact that there was an enormous shortage in the housing sector and major deficiencies in the housing related infrastructure. Several programmes were initiated, such as the establishment of a housing finance system with a National Housing Bank at the apex level to overcome the problem.

While acknowledging the necessity of housing for all, the Ninth Plan identified the Priority groups of households for such support, such as people below poverty line. SC/ST, disabled, freed bonded labourers, slum dwellers and women headed households.

**Rural Housing as Evaluated by Mid-Term Appraisal of Ninth Plan (1997-2002)**

The magnitude of the housing problem grew since 1991 as documented in the Census. The 1991 Census put rural housing shortage at 137.20 lakh, of which 34.10 lakh households were without shelter and 103.10 lakh households lived in ‘kutcha unserviceable houses’.

**Rural Housing in the Tenth Five Year Plan (2002 – 2007)**

During the Tenth Plan period, free houses under IAY were planned to be provided largely to SC/ST BPL families. For other BPL families, there would be a gradual shift to a credit-linked housing programme.
As observed by the Tenth Planning Commission, the provision of free houses meant that other loan-based schemes did not take off. This included the failure of credit-cum-subsidy scheme for rural housing introduced in 1999-2000.
REFERENCES


9. Burns and Grebler, 1977, p. 69


15. Ibid

