CHAPTER-3
EVOLUTION AND IMPLEMENTATION OF IAY, SSA, AND PMGSY

The education, housing and roads are the basic minimum needs and they play important role in social development. People in rural areas are generally deprived from these basic needs. The education helps in the development of human resource of the development and housing provide identity. The roads contribute in the development of the areas and help in the fulfilment of various other needs and facilitate provision of services through all-weather connectivity. The present study has taken three flagship programmes (FPs) related to these needs. The programmes are Indira Awaas Yojana (IAY), Sarva Shiksha Abhiyaan (SSA) and Pradhan Mantri Gram Sadak Yojana (PMGSY). IAY and PMGSY are presently administered by the Ministry of Rural Development (MoRD) and the SSA is managed by the Department of School Education and Literacy (DEEL) under the Ministry of Human Resource Development (MoHRD). The IAY was started in 1985 and it deals with rural housing and provides financial assistance to BPL families belonging to Schedule Castes (SCs), Scheduled Tribes (STs), and other weaker sections to construct pucca houses and also for undertaking repair works. The main objective of the SSA is to provide free and compulsory elementary education to all the children between in the age group of 6-14 years. It aims to universalise basic education by sending every child of the country to school. The roads has pivotal role not in the development of the infrastructure of particular the connected area but it also has profound association with health and progress of the people living in and around the connected area. The PMGSY was launched with this particular mandate to connect rural habitations with all-weather pucca roads in plain as well as hilly areas. The NDA government initiated SSA and PMGSY during new millennium. All the three FPs are pan-India programmes and hence, they cover the entire country. The chapter describes IAY, SSA and PMGSY from the point of view of their objectives, main features and manner of implementation. The evolution and modification of the programmes over the time has also been discussed in the chapter along with processes and agencies involved in the implementation.
Evolution of the Rural Housing Scheme

It is very difficult to survive without shelter.1 “The identity and social recognition associated with ownership of a house provides an individual with immense confidence to get involved into many social activities. Stable, affordable and accessible housing is directly and indirectly linked to human well-being.”2 Besides providing identity to individuals in household “housing is universally recognized as one of the basic human needs which are required to be fulfilled. The right to adequate housing is interpreted as a human right as it is linked to right to living with dignity.”3 In 1947, India got independence and witnessed a large number of people being rendered homeless on account of partition of the country. The government of India rehabilitated nearly 5 lakh people through its Ministry of Refugee Rehabilitation after partition upto 1960. There was wide-spread poverty particularly in rural areas and people were living in unserviceable kutcha houses. Therefore, “rural housing development has to be seen in the context of poverty alleviation and overall rural development”4 since that period.

Construction of rural housing was added as a component in Community Development Programmes of 1952 with provision of Rs. 5000 per house for

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construction. However, this programme could not achieve success as only 67000 houses were constructed till 1980.\textsuperscript{5} The House Sites cum Construction Assistance Scheme was among the several initiatives launched during 1970s to deal with housing shortage problem.\textsuperscript{6} In 1980 and 1983, two wage employment programmes were commenced by the central government in the form of National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP) respectively. Both these schemes had construction of houses as one of the components. The states had their own different policies regarding housing construction. Some states allowed full expenditure on this component under NREP and RLEGP, while some permitted only partial expenditure. Diversity was also seen among states regarding permission of construction of new housing units or repair of existing ones under above two programmes.\textsuperscript{7} The target of constructing one million houses was set up under RLEGP during the Seventh Five Year Plan.\textsuperscript{8} The scheme contained feature of seed capital to be set up by the states to start IAY Societies to finance home loans for SCs and STs.\textsuperscript{9} In 1989, NREP and RLEGP were merged to initiate new wage employment scheme Jawahar Rozgar Yojana (JRY) to provide employment to SCs, STs, freed bonded labourers and women with objective of creating rural infrastructure.\textsuperscript{10} The IAY and the MWS\textsuperscript{11} were sub-schemes under the JRY.\textsuperscript{12} Keeping focus on rural housing under JRY, 6 per cent of the funds were earmarked under IAY for rural housing.\textsuperscript{13} The rural housing as a social development initiative is not confined to the central government only. The state governments also launched their own housing schemes such as Ashraya

\begin{itemize}
\item\textsuperscript{5} Ministry of Rural Development, “Guidelines for Indira Awaas Yojana (IAY),” (New Delhi: Government of India, 2004): 2.
\item\textsuperscript{6} On the recommendation of the National Development Council, this scheme was transferred to State Sector from April 1, 1974.
\item\textsuperscript{7} Ministry of Rural Development, “Guidelines for Indira Awaas Yojana (IAY),” (New Delhi: Government of India, 2004): 3-4.
\item\textsuperscript{9} Vinay D. Lall, “Budget and Housing Sector,” \textit{Economic and Political Weekly} 22, no. 15 (April 11, 1987): 675.
\item\textsuperscript{10} Raghav Gaiha, “Poverty, Development and Participation in India: A Progress Report,” \textit{Asian Survey} 35, no. 9 (September 1995): 868.
\item\textsuperscript{11} MWS is Million Wells Scheme launched for building irrigation systems.
\end{itemize}
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Yojana and Ambedkar Scheme by Karnataka in 1980s\textsuperscript{14} and Samanthuvapuram\textsuperscript{15} by Tamil Nadu government in 1997.\textsuperscript{16} For nearly a decade, IAY remained tied to different programmes as a rural housing component or as a sub-scheme. In 1996, it was delinked from JRY and was made independent FP with individual budgetary allocation through the Ministry of Rural Development (MoRD).\textsuperscript{17} Since then, it is being implemented as an independent FP with some modifications being added to it from time to time regarding scope and quantum of financial assistance to cover cost of erecting housing units. Besides IAY, there are several other housing schemes\textsuperscript{18} in operation in the country that are aimed at tackling rural shelterlessness.\textsuperscript{19}

**Priority in Selection of Beneficiaries**\textsuperscript{20}

During the initial years of the programme in 1980s, the intended beneficiaries were SCs, STs and freed bonded labourers living below poverty line (BPL) in rural areas. In 1992-93 the funding was enhanced for IAY under JRY to 10 % from 6 % and the scope was also extended to include non-SCs/STs BPL households living in rural areas with a condition that expenditure on such beneficiaries should not cross 4 per cent of the total allocation for IAY.\textsuperscript{21} Later on in 1995-96 benefits of IAY were extended to widows and next-of-kin of defence personnel died in action. The retired military and paramilitary personnel and minorities were brought under the scope of IAY in 2006.\textsuperscript{22} Presently, the BPL Census 2002 is used to prepare IAY waiting list for purpose of


\textsuperscript{15} Initially it had budget of Rs 35 crore to establish 100 model villages. Its aim was to provide homestead sites with all civic amenities as also addressing spatial equality aspect as people of all castes were provided houses in Samathuvapuram that means a model village. Till 2002, 150 Samathuvapuram units have been created that have benefitted over 15000 households.


\textsuperscript{17} Indira Awaas Yojna, http://www.iay.nic.in/netiay/abtus.htm, accessed on 30-03-12.


\textsuperscript{19} The other rural housing schemes are includes the Samagra Awaas Yojana, Credit-cum-Subsidy Scheme for Rural Housing, Rural Building Centres, Innovative Stream for Rural Housing and Habitat Development, and Pradhan Mantri Gramodya Yojana-Gramin Awas.


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giving assistance to selected IAY beneficiaries. The BPL list prepared by the gram panchayat is used for determining eligibility of the beneficiaries for providing housing assistance or homestead site.²³

The housing assistance is offered on priority basis according to well established criteria of the central government. It is mandatory in the scheme that beneficiaries of IAY should be people belonging to BPL except families/widows of personnel from defence services/paramilitary forces who are killed in action.²⁴ To encourage female ownership of the house and to empower women, the allotment of dwelling units is made in the name of female member of the beneficiary household. In case, there is no eligible or alive female member in the household that unit is allotted to male member of the household. As far as implementation is concerned, there are two main approaches used by the implementing agencies of IAY i.e. cluster approach and individual household approach. The implementing agency has to observe following prioritisation of beneficiaries in order to provide financial assistance for construction, upgradation or giving housing site in case of cluster approach:

(i) Freed Bonded labourers/Manual Scavengers.

(ii) SC/ST households-
- SC/ST households who are victims of atrocity.
- SC/ST households, headed by widows and unmarried women.
- SC/ST households affected by flood, natural calamities like earthquake, cyclone and man-made calamities like riots.
- Other SC/ST households.

(iii) Families/widows of personnel from defence services/paramilitary forces, killed in action.

(iv) Non-SC/ST BPL households.

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(iv) Physically and mentally challenged persons.

(vi) Ex-servicemen and retired members of the paramilitary forces.

(vii) Displaced persons on account of developmental projects, nomadic/semi-nomadic, and de-notified tribes, families with physically/mentally challenged members.\(^{25}\)

In individual household approach, mainly women are given importance.\(^{26}\) Wherever individual household approach is used, priority is exercised in the following manner for the selection of the eligible beneficiaries:

- Women in difficult circumstances, including widows, divorced or deserted, victims of atrocities and those whose husbands are missing for at least three years, and, women headed families
- Mentally challenged persons (with at least 40% disability)
- Physically challenged persons (with at least 40% disability)
- Transgender persons
- Widows and next-of-kin of members of defense/paramilitary/police forces killed in action (even if not BPL).\(^{27}\)

The programme has provision of earmarking of funds for different categories of beneficiaries in the districts. It is done to ensure that more vulnerable sections of the population in a district receive more funds. It also ensures that only the targeted groups receive housing benefits.\(^{28}\) Since 1990s, there were three categories of beneficiaries for whom funds were being earmarked. However, the BPL minorities have been added as another category in 2006-07. The earmarking of funds is done in the following manner\(^{29}\).

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\(^{28}\) Ibid.

1. Of total IAY funds for particular year, funds to the tune of 60% are to be utilized for constructing or upgrading of houses belonging to SC/ST households of BPL category.

2. A maximum of 40% funds are kept for non-SC/ST BPL rural households.

3. Funds and the targets upto 15% can be earmarked for BPL minorities as per directions of the Ministry of Rural Development of the Centre.\(^\text{30}\)

4. 3% of funds are to be utilized for physically and mentally challenged persons among above categories.\(^\text{31}\)

At the district level, Zilla Parishad or District Rural Development Agencies (DRDA) are responsible for implementing the programme.\(^\text{32}\) There are two situations in which Zilla Parishad or DRDA can exercise discretion for altering earmarking of funds. First, if implementing agency finds that the targets for any particular category has been achieved and no households belonging to that particular category is shelterless anymore. Second, when any particular category is not available in the district. The Zilla Parishad/DRDA concerned can certify such situations and allocation can be utilized for other categories according to priorities assigned in the guidelines of IAY.\(^\text{33}\) Besides above provisions, the implementing agency can utilize “5% of the total allocation for meeting exigencies arising out of natural calamities and other emergent situations like riots, arson, fire, rehabilitation and others.”\(^\text{34}\) Implementing IAY as per the order of priority ensures meeting the housing needs of the most vulnerable sections of the society as well as of those people who become vulnerable and shelterless due to man-caused or natural calamities. Housing to these people provides them an immense psychological relief and mental satisfaction along with sense of security. It ensures them a safety and security.\(^\text{35}\)

In the long run it is good for democracy as it may help in strengthening faith of people in governance and democratic institutions.

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\(^\text{32}\) Ibid.


Funding Pattern and Housing Assistance

IAY is funded jointly by the centre and the state governments in the ratio of 75:25. However, north-east states are required to spend 10% of the funds and rest 90% are provided by the central government. In case of UTs, the entire funding is borne by the centre. Since 1990, the hilly areas started receiving more financial assistance due to more cost of construction of houses in hilly areas.\textsuperscript{36} While allocating funds for states, 75% of weightage is given to housing shortage and 25% to poverty ratio as defined by the Planning Commission. The criteria for allocation of IAY funds to districts are different. For districts, housing shortage receive 75% weightage and 25% to SC/ST population in the district.\textsuperscript{37} The housing assistance provided to beneficiaries has increased over the period of time keeping conformity with the rise in prices of the building material and labour costs.\textsuperscript{38} Table 3.1 provides the chronological detail of financial assistance provided under the IAY for construction of houses in the rural areas.

Table 3.1: Rise in Per Unit Construction Financial Assistance under IAY

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Year</th>
<th>Financial Assistance (in rupees)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>In Plain Areas</td>
</tr>
<tr>
<td>1.</td>
<td>1985</td>
<td>10000</td>
</tr>
<tr>
<td>2.</td>
<td>1990</td>
<td>12700</td>
</tr>
<tr>
<td>3.</td>
<td>1994</td>
<td>14000</td>
</tr>
<tr>
<td>4.</td>
<td>1996*</td>
<td>20000</td>
</tr>
<tr>
<td>5.</td>
<td>2004</td>
<td>25000</td>
</tr>
<tr>
<td>6.</td>
<td>2008</td>
<td>35000</td>
</tr>
<tr>
<td>7.</td>
<td>2010</td>
<td>45000</td>
</tr>
<tr>
<td>8.</td>
<td>2013</td>
<td>70000</td>
</tr>
</tbody>
</table>


Note: *IAY was made an independent programme.


\textsuperscript{37} Ibid.

\textsuperscript{38} Ibid.
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The NDA government raised amount of financial help given to IAY beneficiaries by 25% during last year of its term in 2004 as compared to the UPA government which raised it by 40% in 2008 during its five year rule. The UPA government in its second term revised it twice in 2010 and 2013. The present limit as per hike of 2013 is Rs. 70000 and Rs. 75000 for plain and hilly areas correspondingly. Housing sites measuring 100-150 sq. mt are provided to those households which do not have housing sites. The centre and the states share cost of housing sites of Rs. 20000 in the ratio of 50:50. Financial assistance to the tune of Rs. 15000 is provided for upgradation of *kutcha* or dilapidated house. There were a large number of people in rural areas who were living in unserviceable houses. The NDA government made provision in the guidelines of IAY in 2004 to use 20% of IAY funds to convert unserviceable *kutcha* houses into semi-*pucca/pucca* houses in rural areas. Keeping in view the ever increasing prices of building materials, even the current amount of financial assistance under the programmes seems insufficient to construct a good quality and disaster-proof house. However, due to embedded feature of contribution of labour by the beneficiaries in the construction or upgradation of house, this problem is offset to some extent. To ensure the full participation of the beneficiaries in the construction of house, the IAY makes mandatory that family labour should be contributed. The programme prohibits employing contractor or any government department at any stage of construction or upgradation of houses of beneficiaries. However, on written request by old age and disables people, the government departments may extend help in the construction of houses.

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Credit-Cum-Subsidy Scheme and Loans under DRI Scheme

The NDA government commenced Credit-cum-subsidy scheme (CCSS) in 1999 and it fixed annual income at Rs. 32000 for availing this scheme. The limit for subsidy under the CCSS was Rs. 12500, while maximum loan for construction of dwelling unit could be taken was Rs. 50000. The centre was to share 75 % of the cost of subsidy while rest was to be borne by the state. However, the NDA government merged the CCSS into normal allocation of IAY and separate allocation and targets for CCSS were abandoned. The states and districts were authorised to use funds for CCSS from main allocation of IAY. The another reform was carried out in the housing programme by allowing implementing agency to utilise 20 % funds earmarked for upgradation on CCSS. The programme has a provision of differential rate of interest (DRI) for beneficiaries. The nationalised banks offer loans to IAY beneficiaries to maximum of Rs. 20000 with annual interest of 4 % to meet shortfall of money to construct a good quality and disaster proof pucca house.  

Convergence of IAY with other Central Programmes

The IAY guidelines recommend use of low cost materials; durable and environmental-friendly technology for building house. The state government is responsible for providing all the necessary information in this regard. It ensures provision of drinking water, smokeless chullah, sanitary latrine and planting of trees as part of social forestry for keeping environment clean and green. Implementing agencies should encourage the participation of the Non-Government Organisations (NGOs) in the process of supervision and monitoring construction of houses by beneficiaries and the NGOs should also guide people to use of materials and technology.  

The convergence of IAY has been approved with other central programmes in 2008 for the advantage of beneficiaries to tap resources of other rural development programmes and synergise efforts to ensure construction of good quality and disaster-resistant houses

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with all the basic minimum necessary provisions. It was made mandatory for beneficiaries to construct toilets for which financial support to the tune of Rs. 2200 per beneficiary was made available from Total Sanitation Campaign (TSC) later renamed as Nirmal Bharat Abhiyaan (NBA). IAY beneficiaries can get electricity connection under the Rajiv Gandhi Grameen Vidyutikaran Yojana (RGGVY). IAY households are provided drinking water facility by converging drinking water related programmes of the centre and the states. IAY beneficiaries are people belonging to BPL category and therefore, they can be enrolled under any of insurance schemes of the state or the centre such as Rastriya Swasthiya Bima Yojana (RSBY), Janshree Bima Yojana (JBY) or Aam Aadmi Bima Yojana (AABY) of central government which are managed by the Life Corporation of India. IAY households constructed using cluster approach can be provided connectivity through roads using MGNREGA and PMGSY.

IMPLEMENTATION OF IAY

IAY is implemented by the states and their agencies at district levels which are responsible for running development programmes in rural areas. The role of the state is related to facilitation and monitoring. The district agencies work in tandem with block and village functionaries to perform actual implementation of IAY.

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Evolution and Implementation of IAY, SSA, and PMGSY

Chart 3.1: Implementation of IAY at Village Level

Selection of Approach

- Cluster or Habitation
- Individual Household

Identification of Eligible BPL Households in Village

Preparation of Separate Lists of SC/ST and non-SC/ST Beneficiaries

Finalisation of Annual Select List of Beneficiaries in Gram Sabha

Entering Lists of Beneficiaries in AwaasSoft by DRDA

Sensitisation of IAY Beneficiaries

Issue of Sanction Letter, 1st Instalment of Assistance and Allotment of House

Construction of House in Two Stages

**Stage 1:** Upto Lintel Within 9 Months from Sanction and Release of 2nd Instalment of 60% of Unit Cost

**Stage 2:** Completion Within 9 Months from Stage 1 and Release of 3rd Instalment of 15%.

Completion of House within 2 years or maximum of 3 years

Role of District and Sub-District Institutions

At district level, Zilla Parishad or DRDA is tasked with the implementation of IAY. Below them, block level officials and panchayat at village level implement the programme. The implementation of the programme starts with the selection of approach for identification of households and culminates with final construction/upgradation of house of beneficiaries with several steps in between involving functions of gram panchayat, block and district agencies, state and national agencies and officials. Chart 3.1 shows steps involved in the implementation of the programme at the village level. The village panchayat performs all the functions related to implementation of IAY under the guidance and supervision of block and district officials. The process of implementation is discussed below stepwise.

Selection of approach:- The states are authorised to use strategy suitable to them which is based on needs and benefits of habitations which are selected according to locally relevant and transparent socio-economic criteria. There are two kinds of approaches that are used by the states i.e. cluster approach and individual household approach. Under the cluster approach, also known as habitation approach, all eligible households living at one place are selected. The cluster approach helps to achieve economies in construction and providing basic minimum services to households. It also makes easy to monitor construction. The individual household approach is used to cover eligible households at different places in the village. The states may take final decision to use either cluster or individual approach or both approaches and fix ratio of beneficiaries to be taken up under two approaches.

Identification and selection of beneficiaries:- The village panchayat identify homeless households or those living in kutcha and dilapidated houses from the BPL list of the village. Recently, the UPA decided to use socio-economic caste census (SECC) data for

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49 Ibid.
50 Ibid.
52 Ibid.
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identification of the eligible households for the programmes. The village panchayat calls meeting of the gram sabha to give final approval to lists of beneficiaries. The meeting is attended by the villagers, identified beneficiaries of IAY, panchayat members and one person from the office of deputy commissioner (DC) of the district. The meetings have to be completed before 30 November every year. The selection made by the panchayat is final and no approval of higher authorities is required. “The lists are sent to block and district level offices for intimation by 31 December every year. The names of the beneficiaries are entered in special software AwaasSoft which are uploaded on the website of the rural development ministry of the central government.”

Sensitisation of Beneficiaries, Release of 1st Instalment and Allotment of House: the selected beneficiaries for current year are invited to assemble at place and time convenient to them. The information related to their rights and responsibilities, quantum of assistance, conditions they are to adhere to etc. is provided to them along with details on design and technologies of construction of house. At this meeting, the beneficiaries are given sanction letters containing terms and conditions, entitlement card having rights and responsibilities, and payment order of 1st instalment of 25% of construction cost to be paid through bank or post office account of the beneficiaries. However, the Empowered Committee (details in annexure III) can approve exemption for paying in cash upon fulfilment of some conditions. The house is allotted most preferably in the name of female member of the households or jointly in the name of husband and wife.

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54 Ibid.
55 Ibid.
57 Ibid.
58 It is established by the MoRD and it is chaired by either Secretary or Additional Secretary of rural development. It members are from rural housing wing of ministry, advisor from planning commission, Secretary (rural development) of state concerned, representative of HUDCO and persons from eminent NGOs etc.
The individual beneficiaries such as widow, unmarried, disabled and separated can be allotted a house in her name.\textsuperscript{59}

\textit{Construction and Completion of House:-} The programme bars involvement of contractors for construction of IAY houses and if any such case comes to knowledge of the ministry of rural development, it has right to recover funds from the state concerned.\textsuperscript{60} The government departments of the state are also prohibited for construction of houses except for old age and disabled beneficiaries who make written request to seek help in construction. The government departments can provide technical details about design and technology of housing construction and can arrange supply of building materials for beneficiaries. The funds to beneficiaries are given in three instalments of 25 \%, 60 \% and 15 \% depending upon stage of construction. At the time of allotment 1\textsuperscript{st} instalment of 25 \% of unit cost is given and 2\textsuperscript{nd} instalment of 60 \% is handed over when progress reaches upto lintel level and finally, 3\textsuperscript{rd} instalment is transferred upon completion of house.\textsuperscript{61} Before releasing each instalment, the authorised officials carry out inspection and take out photographs of houses being constructed to be uploaded on AwaasSoft. The ministry has fixed time of 2 years and maximum of 3 years for completion of construction. However, it has been obligatory upon district agencies to support beneficiaries to complete construction within two years and report cases of delay to the ministry. The programme has provision of Rs. 100 from the central funds for display board to be fixed at constructed house carrying IAY logo, name of beneficiary and year of construction.\textsuperscript{62}

\textbf{Role of the States}

The state is considered as the units for receiving district-wise proposals for construction of houses. Each state sends to the MoRD one combined proposal containing district wise allocation required. The proposal also contains information

\begin{itemize}
\item \textsuperscript{60} Ibid.
\item \textsuperscript{62} Ibid.
\end{itemize}
related to approach and methodology used for determining allocations.\footnote{Ministry of Rural Development, “Indira Awaas Yojana Guidelines,” (New Delhi: Government of India, 2004).} The grants are released by the centre to districts directly in two instalments on the basis of proposal received from states. However, districts having limited working season such as Kinnaur, Lahul-Spiti of Himachal Pradesh, Leh and Kargil of Jammu and Kashmir and Andaman and Nicobar Islands, are released entire allocation in single instalment.\footnote{Ministry of Rural Development, “Indira Awaas Yojana Guidelines,” (New Delhi: Government of India, 2012).} The states are to release their share for IAY including 4\% administrative cost within 15 days of receipt of the central funds. For receiving second instalment, the state has to ensure that it has utilised 60\% of funds, constructed all houses sanctioned more than three years ago and completed 75\% houses sanctioned in last two to three years.\footnote{Planning Commission, “Evaluation Study of Indira Awaas Yojana,” Report No. 216 (New Delhi: Government of India, 2013).} All this information of fund utilisation and completion of houses should have been uploaded in AwaasSoft. The support system is arranged by the states that include training, enhancement of capability, housing technology and fixing prices of building materials.\footnote{Ministry of Rural Development, “Indira Awaas Yojana Guidelines,” (New Delhi: Government of India, 2012).} The states also furnish various certificates and reports to the central ministry for getting next instalments for IAY. The states send utilisation certificates, audit certificates; bank details, expenditure and availability of funds, certificate to the effect that no diversion or embezzlement has taken place and financial assistance to beneficiaries have been made as per programme guidelines. It ensures effective implementation of IAY along with the efficient and full utilisation of funds.\footnote{Ministry of Rural Development, “Indira Awaas Yojana Guidelines,” (New Delhi: Government of India, 2013).}

**Accountability Through Transparency and Audit**

IAY guidelines ensures accountability through various ways such as display of all information in the public, concurrent monitoring, photography of houses, audit and grievance redressal mechanism.\footnote{Ibid.} Following are the measures which makes all concerned accountable in the implementation of IAY:
Evolution and Implementation of IAY, SSA, and PMGSY

Display of Information, concurrent monitoring and Photography:- The gram panchayat has to display information at village level on wall or notice board at prominent place related to details of names and addresses of beneficiaries under different components, norms of selection, amount of money one can avail, expenditure incurred and year of completion of construction. The information is also passed on to beneficiaries related to their rights and responsibilities, technical or other support available, AwaasSoft registration and where and how to complain to get resolution.\(^6\)\(^9\) The programme has provision of concurrent monitoring that can be done with the help of civil society organisations and students of schools and colleges using recommended format. IAY guidelines makes mandatory to take photographs of beneficiaries in front of their existing house and newly upgraded or constructed house with IAY money. The photographs are also taken at different stages of construction of house and are uploaded on the website of MoRD through AwaasSoft.\(^7\)\(^0\)

Audit and Social Audit:- under IAY, the state has to ensure that the accounts of IAY are audited by the chartered accounts which are on the panel of Comptroller and Auditor General (CAG) of India. The ministry has fixed 31\(^{st}\) August as the date by which auditing should be completed every year.\(^7\)\(^1\) Besides, the accounts of IAY should be open to be inspected for internal audit as well as by the CAG. The programme has provision of social audit to be conducted atleast once a year is done in case of MGNREGA. The social audit units set up for MGNREGA by the state can be requisitioned to perform audit of IAY covering all aspects of implementation at village level. The social audit is to be done in the meeting of gram sabha attended by beneficiaries, auditors that should desirably include women members, SC/ST members, disabled persons etc.\(^7\)\(^2\) After completion of audit, the findings are discussed by the elderly person and the issues can be raised by the beneficiaries or other person in the meeting. One observer deputed by the government may come to attend meeting.

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\(^7\)\(^1\) Ibid.

social audit report is prepared in local language and it is signed by the chairperson of the social audit team and it is displayed at designated place in the village. The gram panchayat sends action taken report to social audit team.  

Grievance Redressal: the programme specifies that that there should be several channels to file complain such as written complains directly to concerned higher officials or on to website of the programme or the MoRD. All the complaints are entered in Management Information System (MIS) and are taken to next higher level after 30 days if they are not resolved at lower level. The complaints can be registered regarding selection of beneficiaries, transferring of instalments and lack of support services as well as convergence with other programmes.

Monitoring of IAY

The monitoring of the IAY is performed at national, state, district including block level, and at village level by community. The national level monitoring is done through MIS software AwaasSoft and photographs of the IAY houses are uploaded in the MIS. Monitoring through MIS is very effective. It is work-flow based programme which is available in local language to ensure e-governance of IAY. The MIS has nine modules to monitor the IAY related to targets, beneficiaries, verification of houses and fund management etc. The number of different reports generated by the MIS are utilised for monitoring and reporting objectives. The national level monitors and area officers of the MoRD can also visit for field inspection of houses. The state level monitoring is done to ensure adherence of quality in all aspects of the construction of houses such as site, technology, design, sanitary latrine, smokeless chullah, electricity wiring and plumbing etc. Monitoring at district and block level is performed by the officials of the implementing agencies by physically inspecting 2% and 6% of houses respectively. The houses to inspect are randomly selected from AwaasSoft. The

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75 Ibid.
77 Ibid.
78 Ibid.
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community monitoring is done in the gram sabha meetings by reading out details of beneficiaries, houses completed and under construction and displaying all such information on notice board or wall of village.  

SARVA SHIKSHA ABHIYAN (SSA)

Evolution of Primary Education in India

Before independence, the Indian provinces passed Compulsory Education Acts by late 1920s. These Acts made elementary education responsibility of the local institutions and the provision was made to impose cess on taxes to meet the expenditure. After coming to power in 6 out of 11 provinces in elections of 1937, the Congress made intensive efforts for spread of elementary education. As a result “primary schools for compulsory education were established in 229 cities and more than ten thousands villages for boys and however, for girls schools were established only in 10 cities and nearly 1400 villages, thus, displaying huge gender gap.”

The elementary education scenario in the country after independence is described as:

Free India needed expansion of education at all stages and especially at stage of primary education. The National government took active and sincere steps to make the primary education free, compulsory and universal. The principle of compulsory education was declared through Article 45 of the Constitution of India. It was also recommended that this education would be of basic type. Board of National Education was established on this basis. Government made vigorous efforts to expand compulsory primary education in all corners of the country.

81 Ibid, 186.
Evolution and Implementation of IAY, SSA, and PMGSY

In 1964 Kothari Commission was established to study system of education in the country and to suggest measures to improve it in the form of National Education Policy. According to Commission, education was intended to increase productivity, develop social and national unity, consolidate democracy, modernize the country and develop social, moral and spiritual values. To achieve this, the main pillar of Indian education policy was to be free and compulsory education for all children up to the age of 14. Even till early 1980s, the government of India was not able to secure universalisation of elementary education. In this light, India framed National Education Policy in 1968 which was revised in 1986 and 1992. To achieve goal of universalisation of elementary education, various schemes were initiated by the central and the states governments in India during 1980s and 1990s. The following were the major intervention in the direction of the elementary school education during the two decades:

- **Operation Blackboard (1987–8)**
- **Restructuring and Reorganization of Teacher Education (1987)**
- **Minimum Levels of Learning (1991)**
- **National Programme for Nutritional Support to Primary Education (1995)** provided a cooked meal
- **District Primary Education Programme (DPEP)(1994)** emphasized decentralized planning.

Since the launch of National Education Policy, the elementary education has seen massive expansion throughout the country. However, all efforts in the form of schemes and programmes aimed at universalisation of elementary education failed to send every child to school and ensured their retention till completion of basic education

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84 Various schemes included Operation Black Board (OBB), Shiksha Karmi Project (SKP), Andhra Pradesh Primary Education Project (APPEP), Bihar Education Project (BEP), U.P Basic Education Project (UPBEP), *Mahila Samakhya* (MS), Lok Jumbish Project (LJP), and Teacher Education which put in place a decentralized system of teacher support through District Institutes of Education and Training, District Primary Education Programme (DPEP).
85 Marie Lall, “The Challenges for India’s Education System,” (London: Royal Institute of International Affairs, 2005).
by checking drop-out rates among both boys and girls. Even after more than five decades, the universalisation of elementary education could not be achieved.\textsuperscript{86} There was plethora of problems plaguing the elementary education during the period of 1990s which have been highlighted by the National University of Education Planning and Administration\textsuperscript{87} (NUEPA) in its report in 2001. The following issues and problems were mentioned by NUEPA in 2001\textsuperscript{88}:

- Inadequacy of Infrastructure and non-utilisation wherever it was available.
- Shortage of teachers and low levels of competency and lack of zeal to work.
- Old text books, lack of modern and updated syllabi and curriculum.
- Teacher training institutes were not working properly or were not operational and the coordination between state and district level agencies was missing.
- Large scale of absenteeism among the teachers and postings of teachers lacked any rationale.
- Community participation was not given due attention as it was not statutory.
- Lack of qualitative improvement in the wake of inadequate funding by both the centre and the states.
- Continued poor monitoring and evaluation of elementary education programmes.

The government started DPEP in 1994 to address the problems associated with elementary education. However, the educational indicators were improving very slowly such as enrolment in primary classes.\textsuperscript{89} It is in this direction that the NDA government initiated new centrally aided programme Sarva Shiksha Abhiyaan (SSA) in the year 2001. This programme was started as a part of India’s commitment to Millennium

\textsuperscript{86} Marie Lall, “The Challenges for India’s Education System,” (London: Royal Institute of International Affairs, 2005).

\textsuperscript{87} National Institute of Education Planning and Administration (NIEPA) was made University, hence, became NUEPA.


Development Goals of the United Nations that were commenced in 2000. The mission statement declared:

“Sarva Shiksha Abhiyan (SSA) is Government of India's flagship programme for achievement of Universalization of Elementary Education (UEE) in a time bound manner, as mandated by 86th amendment to the Constitution of India making free and compulsory Education to the Children of 6-14 years age group, a Fundamental Right.”

The Programme Evaluation Organisation of Planning Commission gives main reason behind the launch of SSA in the following words:

Despite decades of educational reform through various schemes such as Operation Blackboard, District Primary Education Programme (DPEP), it was realized that a vast majority of children were still out of the educational stream and efforts made by the states were insufficient to achieve universal elementary education.

SSA was initiated following recommendations from the state education ministers’ conference in 1998. The objective of the scheme was “to improve enrolment, retention, and the quality of education to enable children to achieve grade appropriate levels of learning… to eliminate gender differences and gaps between different social categories.”

The SSA set the different goals to be achieved by different deadlines including that of universal enrolment in a time-bound manner. The SSA had following objectives:

- All children in the age group of 6-14 years should be in school by 2003 which was extended to 2005.
- To bridge all gaps related to gender and social category at primary level by the year 2007 and same to be done for elementary level by 2010.
- To ensure universal retention by the end of decade i.e. by 2010.

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Evolution and Implementation of IAY, SSA and PMGSY

- Emphasis on quality of education upto elementary level with education for life. SSA covers all the government and government-aided schools of the country.

The private schools are out of domain of SSA. There are twin aspects of the SSA-one as a programme that has provision of budget to achieve goal of universalisation of elementary education and second as a convergent framework for implementation of schemes related to elementary education. The main elements of the SSA includes

regular schools/alternative schooling facilities are to be provided within one km of every habitation, strengthen existing school infrastructure through provision of additional classrooms, toilets, drinking water, to improve teacher strength through recruitment of additional teachers, capacity building of teachers by extensive training, provision of grant for developing teacher-learning material and development of academic support infrastructure.

After four years of launch of SSA, the UPA government introduced Information and Communication Technology (ICT) in the school education a few months after coming to power in December 2004. The ICT scheme was revised by the UPA government to ensure that all government and government-aided schools are covered to “strengthen teacher capacity, provision of broadband connectivity and e-content development.”

Funding of the SSA

Though education is the state subject, however, the central government takes bigger responsibility of the education. The SSA is centrally sponsored flagship programme, so major portion of its funding comes from the centre. The SSA is “…supplemented partially by external funding from the World Bank’s International Development Association (IDA), United Kingdom’s Department for International Development (DFID) and the European Commission (EC). The states contribute their

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94 Ibid.
share in the form of matching grant. In the initial years, the centre and states shared financial burden of the SSA in the ratio of 85:15 for Ninth Five Year Plan. Gradually, it was to change into 75:15 during the Tenth Plan and 65:35 during the Eleventh Plan before turning into 50:50 by the end of 2012. The SSA remained under financed since its commencement during the term of the NDA government till 2003-04. The UPA augmented funds for SSA twice. To deal with funds problem, “in 2004-05, the central government imposed an education cess of 2 percent on all taxes to mobilise additional funds for SSA and the Mid Day Meal Scheme. In 2008-09, this surcharge was increased to 3 percent.” With that step, the UPA government mobilised financial resources for SSA and endeavoured to ensure efficient implementation of the programme. Now, SSA covers 19.4 crore children and 12.3 lakh habitations throughout the country.

**Implementation of SSA**

The SSA is implemented by the centre with the help of states and districts. The two main “thrusts of the activities financed under SSA” are “universalising access” and “promoting equity and improving quality with equity.” The SSA mandates to create national as well as state level missions to implement the programme to achieve the main objective of universalising the elementary education and to ensure education for all. The ministry of human resource development (MHRD) of the centre through its department of elementary education and literacy (DEEL) controls and guides the implementation of the SSA. Chart 3.2 gives details about the organisational structure of SSA at national and state level. At national level, the SSA mission has General Council (GC) and Executive Council (EC) or Committee, and Project Approval Board (PAB). The GC is chaired by prime minister and chairperson of the EC is HRD minister at national level.

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The DEEL’s role in the implementation of SSA relates to “policy, appraisal of plans, release of funds to State Implementation Societies, overall review of the programme, technical support to States, research, evaluation, supervision, monitoring, etc.” The national GC and the EC include vice-chairperson and members from central as well as state education ministries and representatives from various bodies related to education. The EC at national level has Director General and Deputy Director General in its hierarchy. The GC is mainly planning and advisory body. On the other hand, the EC is responsible for implementation of the programme. At the state level, mission’s GC is headed by the Chief Minister who is assisted by the members of the GC. The state EC is chaired either by education minister or chief secretary of the state and it includes members, state project director who is also designated as director general school education (DGSE).

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Chart 3.2: Organisational Structure of SSA at National and State Level

National Mission of SSA

National Level
- General Council
- Executive Council
  - Chairperson (Prime Minister)
  - Vice-Chairperson
  - Members*
  - Director General
  - Deputy Director General
  - Members**

State Level
- General Council
- Executive Council
  - Chairperson (Education Minister/Chief Secretary)
  - Members
  - State Project Director
  - District Project Director


Note: * includes central ministers, deputy chairman of planning commission, ministers of parliament, ministers of education of six states, representatives of teachers, educations, scientists, NGOs, persons working for women and SC/ST, officials from department of elementary education and from NIEPA, NCERT, NCTE and CSIR etc.
** includes Director or Chairmen of NIEPA, NCERT, CSIR, NLM, NCTE, officials from planning commission, NGOs, Education Secretaries of States etc.
The DGSE is main authority to implement SSA at state level through district project directors under its direct control. The organisational mission (chart 3.3) of SSA at the district level is headed by the district education officer for elementary education who is assisted by district project coordinator who is further assisted by district resource persons and assistant project coordinator. At block level, the block primary education officer is assisted by block resource persons implements SSA.

![Chart 3.3: Organisational Structure of SSA at District Level](chart3.3.png)


The village education committee (VEC) is set up at village level for community participation in the implementation of SSA. Other grass root level institutions such as school management committee (SMC), parents and teachers association (PTA) and women’s groups help VEC in the implementation of the programme. All the districts get opportunity to make District Elementary Education Plans (DEEP) with targets for universalisation of elementary education (UEE) to implement interventions of the programme as per their local requirements and capacity to implement. The DEEP is also known as Annual Work Plan and Budget (AWP & B). The districts develop perspective and annual plans with the help of core planning teams established at district, block and village levels that reflect local context and requirements. The demographic as

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well as education information for general population and for 6-14 age group of the
district related to SC/ST and minority groups, urban and rural components, gender wise
is provided block wise along with information about enrolment, retention and out of
school children in the perspective plans. The studies are conducted under SSA
framework at the district level on the aspects of “(a) Learning Achievement, (b)
retention, (c) access, (d) gender equity, (e) social equity, and (f) physical infrastructure
e tc.” The DEEPs are consolidated to make state perspective and annual plan for UEE
within the fixed time frame. “One of the focus areas of the SSA is to establish linkages
with other social sector schemes and programmes of various agencies and draw benefit
from them.” Like IAY, SSA draws on convergence of other programmes of socio-
educational development such as Accelerated Rural Water Supply Programme (ARWSP)
for provision of drinking water in rural schools and Total Sanitation Campaign (TSC)
for building toilets in the rural schools. For achieving convergence, SSA authorities
coordinate with other departments and agencies such as electricity department, public
works department (PWD), department of drinking water etc.

**Sarva Shiksha Abhiyaan and Right to Education Act-2009**

Two years after the launch of SSA, the NDA government made elementary
education a fundamental right by bringing 86th amendment in the Constitution in 2002
to achieve the goal of universalisation of education upto elementary level. The UPA
strengthened the commitment to universalise the elementary education by enacting
Right of Children to Free and Compulsory Education Act (RTE) in August 2009. The
Act seeks to accelerate and strengthen all efforts aimed at free and compulsory
elementary education. About the importance of the RTE, Anil Bordia Committee expressed as:

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may18th/Pages-1%20to%2020100- Revised%20Manual-FM-P.pdf.

105 Ibid.

106 Centre for Development Finance, “Sarva Shiksha Abhiyaan-Scheme Brief,” (Chennai: Institute for

Right of Children to Free & Compulsory Education Act, 2009 and The Resultant Revamp of Sarva
It provides a justifiable legal framework that entitles all children between the ages of 6-14 years to an education of reasonable quality, based on principles of equity and non-discrimination. It provides for children’s right to free and compulsory admission, attendance and completion of elementary education. More importantly, it provides for the child’s right to education that is free from fear, stress and anxiety.

The UPA government implemented the RTE Act from 1 April, 2010 as a flagship initiative in elementary education to achieve the goal of education for all. But, all the states did not accept it in full letter and spirit due to ambiguity on funding pattern. The states wanted the centre to contribute maximum of funding to implement the RTE. “In the present phase of SSA, it is mandatory to ensure that the approach and strategies for universalizing elementary education are in conformity with the rights perspective mandated under the RTE Act.” The SSA funding was to gradually come down to 50:50 between the centre and states. However, in view of implementation of RTE, the funding for 2010-11 to 2014-15 has been determined in the ratio of 65:35 (90:10 for north-east states. The share of north-east states was being financed through allocation of Department of North-East Region (DONER) so far). Though central government has been spending enormous money on RTE since its enforcement in 2010, but the people are not aware about its provisions particularly in the rural areas. The states were providing free books and uniforms etc. form their own allocation for school education and also from SSA funds. The RTE marked shift from this incentive based approach to entitlement perspective. The RTE provided hosts of features to enforce


109 “Flagship Programmes of UPA suffering from implementation blues,” The Economic Times (Jan 2, 2010).


right based approach towards elementary education in the country.\textsuperscript{113} The salient provisions of the RTE are given in box 4.1.

\begin{table}[h]
\begin{center}
\begin{tabular}{|l|}
\hline
Box 3.1: Main Provision of the RTE Act 2009 \\
\hline
1. The right of children to free and compulsory education till completion of elementary education in a neighbourhood school. \\
2. It clarifies that ‘compulsory education’ means obligation of the appropriate government to provide free elementary education and ensure compulsory admission, attendance and completion of elementary education to every child in the six to fourteen age group. ‘Free’ means that no child shall be liable to pay any kind of fee or charges or expenses which may prevent him or her from pursing and completing elementary education. \\
3. It makes provisions for a non-admitted child to be admitted to an age appropriate class. \\
4. It specifies the duties and responsibilities of appropriate governments, local authority and parents in providing free and compulsory education, and sharing of financial and other responsibilities between the central and state governments. \\
5. It lays down the norms and standards relating \textit{inter alia} to Pupil Teacher Ratios (PTRs), buildings and infrastructure, school-working days, and teacher-working hours. \\
6. It provides for rational deployment of teachers by ensuring that the specified pupil teacher ratio is maintained for each school, rather than just as an average for the state or district or block, thus ensuring that there is no urban rural imbalance in teacher postings. It also provides for prohibition of deployment of teachers for non-educational work, other than decennial census, elections to local authority, state legislatures and parliament, and disaster relief. \\
7. It provides for appointment of appropriately trained teachers, i.e. teachers with the requisite entry and academic qualifications. \\
8. It prohibits (a) physical punishment and mental harassment; (b) screening procedures for admission of children; (c) capitation fee; (d) private tuition by teachers and (e) running of schools without recognition. \\
9. It provides for development of curriculum in consonance with the values enshrined in the Constitution, and which would ensure the all-round development of the child, building on the child’s knowledge, potentiality and talent and making the child free of fear, trauma and anxiety through a system of child friendly and child centered learning.\textsuperscript{114} \\
\hline
\end{tabular}
\end{center}
\end{table}


Information, Monitoring and Evaluation of SSA

The information plays very important role for planning, formulation, and evaluation of the development programmes. The “development of a sound information system is critical for successful monitoring and implementation of any programme, particularly in social sectors.” At the national and state levels there were many agencies such as National Sample Survey Organisation (NSSO), Planning Commission, Census Team, Union Ministry of Human Resource of Development, Ministry or Department of Education in the states to gather information about school education but information was not able to reveal real picture of the education scenario of the country. The need was felt to have comprehensive data on elementary education particularly for the educationally lacking districts. Realising the vitality of information in education, the government of India decided in 1994 to set up mechanism to create database on school education and updating it regularly. While commencing District Primary Education Programme (DPEP) in 1994, the District Information System for Education (DISE) was implemented as a management information system to create database of education to help achieve universalisation of elementary education in the educationally backward districts of the country. The National Institute of Educational Planning and Administration (NIEPA) was given the task of designing and creating information system for elementary education. The objective of the DISE was to collect school level information on various dimensions of gender and social groups on all age groups and grades. The DISE was rolled out as Education Management Information System (EMIS) in the middle of the 1995. The software system underwent review in 1997-98 and then in 2000 that resulted in DISE 2001. Earlier confined only to the DPEP districts, the DISE was made available in SSA districts. Now the DISE plays very significant role in monitoring and evaluation of the SSA.

The SSA design had embedded mechanism of monitoring to help keep track of the programme across range of aspects. The programme is monitored and evaluated

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115 Champak Chatterjee, forward to Arun C. Mehta, “Elementary Education in India: Where Do We Stand?,” State Report Cards 2005-06 (New Delhi: National University of Educational Planning and Administration, 2007).
116 Database was to be created as a part of District Primary Education Programme (DPEP) through computer software.
through reports generated by the DISE and surveys both government-sponsored for instance ‘Out of School Children’ (OOSC) and independent studies such as Annual Status of Education Report (ASER) by the NGO Pratham since 2005. The government of India and other partner agencies such as World Bank and European Commission conduct joint review of SSA every six months, in addition to periodical studies commissioned by the SSA mission. With the implementation of RTE, the annual report is presented to the Parliament about its progress. However, the RTE mandates for setting up of National Advisory Council (NAC) at national level and State Advisory Council (SAC) at state level for performing advisory functions and setting up of commissions for protection of child rights at national and state level to oversee the implementation and monitoring of the RTE. Under the SSA, ICT scheme was launched in 2004 for which monitoring is done by special cell created at the state level along with that the states are advised to get evaluation conducted by external agencies such as Indian Institutes of Technologies (IITs), Indian Institutes of Information Technology (IIITs) and National Institutes of Information Technologies (NIITs). The senior officers of the ministries visit states as part of monitoring process at the national level.

PRADHAN MANTRI GRAM SADAK YOJANA

Evolution of Rural Roads Programme

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The roads are the life lines of rural areas. It is one of the basic components of basic and essential infrastructure in the countryside.\textsuperscript{121} “Rural road connectivity is a key component of rural development, since it promotes access to economic and social services, thereby generating increased agricultural productivity, non-agriculture employment as well as non-agricultural productivity, which in turn expands rural growth opportunities and real income through which poverty can be reduced.”\textsuperscript{122} At the time of independence percentage of surfaced roads in the country was very low i.e. 39\% in 1950-51. There has been very slow progress in the development of the surfaced roads reaching just 43.5\% in 1970-71 and after twenty years it further rose to 48.5\% in 1990-91. The rural connectivity was on priority of the government of India since First Five Year Plan. For development of road network in India, three plans of perspective nature were formed comprising vision of 20 years i.e. Nagpur Plan (1941-61), Bombay Plan (1961-81) and Lucknow Plan (1981-2001).\textsuperscript{123} Only the 20 percent villages were connected to all-weather roads in early 1950s.\textsuperscript{124} Table 3.2 shows progress of road construction in India at three levels i.e. at national, state and district including village levels.

**Table 3.2: Development of Roads in India Since Independence (figures in thousands)**

<table>
<thead>
<tr>
<th></th>
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<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>National Highways</td>
<td>22</td>
<td>24</td>
<td>24</td>
<td>32</td>
<td>34</td>
<td>58</td>
</tr>
<tr>
<td>State Highways</td>
<td>45</td>
<td>62</td>
<td>70</td>
<td>95</td>
<td>127</td>
<td>132</td>
</tr>
<tr>
<td>Other roads (including district and village roads etc.)</td>
<td>333</td>
<td>429</td>
<td>821</td>
<td>1358</td>
<td>2166</td>
<td>3010</td>
</tr>
<tr>
<td>Total</td>
<td>400</td>
<td>515</td>
<td>915</td>
<td>1485</td>
<td>2327</td>
<td>3200</td>
</tr>
</tbody>
</table>


The data in table 3.2 shows that the length of national and state highways has grown very slowly while the district and village roads exceeded their targets. The

\begin{thebibliography}{9}
\end{thebibliography}
Evolution and Implementation of IAY, SSA, and PMGSY

central government has been funding the road projects throughout the country since the beginning of the development planning in India. The main medium of funding for rural roads has been the poverty alleviation programmes since implementation of the First Five Year Plan. The road connectivity was also taken up when Indira Gandhi launched Minimum Needs Programme (MNP) in 1974 at the beginning of Fifth Five Year Plan. The MNP had provision of connecting all villages with a population of 1500 with all-weather roads and providing all-weather roads to at least half of all villages with a population count between 1000 and 1500.\textsuperscript{125} In 1996 rural road component was merged with Basic Minimum Services (BMS) programme of the central government.\textsuperscript{126} The successive central governments have implemented various programmes to connect the country with network of all weather roads. The state governments too have contributed with their efforts in this regard. As a result the country has now wide road network. Table 3.3 displays percentage of villages with a population above 1000 persons connected with all weather roads in the country over the period of five decades since 1950.

**Table 3.3: Rural Connectivity in the Country before 2000**

<table>
<thead>
<tr>
<th>Year</th>
<th>Villages with a population above 1000 (in Percentage)</th>
<th>Overall village connectivity (in percentage)</th>
<th>Average distance of a village from a road (in kms)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1950-51</td>
<td>32</td>
<td>20</td>
<td>10</td>
</tr>
<tr>
<td>1960-61</td>
<td>36</td>
<td>22</td>
<td>8</td>
</tr>
<tr>
<td>1970-71</td>
<td>40</td>
<td>25</td>
<td>5</td>
</tr>
<tr>
<td>1980-81</td>
<td>46</td>
<td>28</td>
<td>4</td>
</tr>
<tr>
<td>1990-91</td>
<td>73</td>
<td>44</td>
<td>3</td>
</tr>
<tr>
<td>2000-01</td>
<td>90</td>
<td>54</td>
<td>2</td>
</tr>
</tbody>
</table>


There were large number of villages with population below 1000 which were unconnected from all-weather roads. Having realised the importance of the road connectivity “to all unconnected villages, Government of India constituted a National Rural Road Development Committee (NRRDC) during the year 2000. The Committee was assigned the task of identifying the road length required for total connectivity, the detailed specifications for construction of all weather road, fund requirement and suggestions for implementation mechanism.” The NRRDC recommended setting up of a national agency to raise resources and finance funds for construction of rural roads to connect unconnected villages as also creating a separate cell at the district level to implement the actual construction of rural roads. The NRRDC suggested raising financial resources for rural roads by imposing cess on high speed diesel, by issuing of tax-free bonds, and raising loans from both domestic as well as external sources. The Committee also favoured establishment of ‘Online Management and Monitoring System’ (OMMS) and ‘National Rural Road Development Agency’ (NRRDA).

On the basis of recommendations of the NRRDC, the NDA government commenced Pradhan Mantri Gram Sadak Yojana on December 25, 2000 as fully funded programme. The UPA government in 2005 integrated the PMGSY with Bharat Nirman Programme (BNP), thus, providing further boost to rural connectivity efforts. Under the BNP, construction of rural roads is one of the six components to be undertaken through PMGSY. The programme aimed at bridging the rural-urban gap of road connectivity. Priorities have been changing in the Five Year Plans for the rural road sector. Since Fifth Five Year Plan, the government of India has been giving utmost attention to rural road connectivity. The criterion of 1500 and above population adopted in MNP was lowered to 1000 and above for villages in the Eight Five Year Plan for

128 Ibid.
Evolution and Implementation of IAY, SSA, and PMGSY

connectivity which was again revised during the Ninth Five Year Plan.\footnote{Programme Evaluation Organization, “Evaluation Study of the Rural Road Component of Bharat Nirman,” Report No. 201, (New Delhi: Planning Commission, 2010).} The Evaluation Report (2010) of the Planning Commission conducted by its Programme Evaluation Organisation (PEO) mentions the following revised criteria:

- Plain areas: (i) 100\% of all villages with population above 1000 and (ii) 75\% of all villages with population between 500-1000.
- Hilly areas: (i) 100\% of all villages with population above 500 (ii) 75\% of the villages with population in range of 200-500.
- Tribal, coastal, riverine and desert areas: 100\% of the villages with population above 500 and (ii) 75\% of the villages with population in range of 200-500.\footnote{Ibid.}

PMGSY made departure from previous efforts in terms of criteria for providing rural connectivity with all weather roads by adopting habitation as a unit of selection instead of village. Under PMGSY, all the habitation with a population of 500 and above were to be connected with all-weather roads in a phased manner.\footnote{Ibid.} However, taking lenient view in the respect of hilly, tribal and desert areas, the population of habitation was further brought down to 250.\footnote{Programme Evaluation Organisation, “Evaluation Study of the Rural Roads Component of Bharat Nirman Programme,” (New Delhi: Planning Commission, Government of India, 2010): 2-3.} Table 3.4 exhibits the decadal targets of rural road connectivity of PMGSY to be achieved in a time of decade from the launch of PMGSY prepared by the Indian Road Congress under the Road Development Plan Vision 2021.
Table 3.4: Rural Roads Targets under the Road Development Vision 2021

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Year of Target</th>
<th>Village Connectivity as per Population Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>2003</td>
<td>Villages with a Population of more than 1000</td>
</tr>
<tr>
<td>2.</td>
<td>2007</td>
<td>Villages with a Population between 500 and 1000</td>
</tr>
<tr>
<td>3.</td>
<td>2010</td>
<td>Villages with Population of less than 500</td>
</tr>
</tbody>
</table>


The Vision 2021 envisaged connecting all villages with population of more than 1000 by the end of 2003, while by 2007 all villages having population between 500 and 1000 would get connectivity with all weather roads. The later most deadline is 2010 for all the villages inhabited by 500 people. Table 3.5 presents five sets of priorities under the PMGSY:

Table 3.5: Priorities of Rural Connectivity

<table>
<thead>
<tr>
<th>Priority</th>
<th>Size of Habitations based on Population Criteria</th>
</tr>
</thead>
<tbody>
<tr>
<td>I</td>
<td>Habitations with a Population 1000 and above</td>
</tr>
<tr>
<td>II</td>
<td>Habitations with a Population between 500 and 999</td>
</tr>
<tr>
<td>III</td>
<td>Habitations with a Population between 250 and 499 (Hilly, Desert and Tribal areas)</td>
</tr>
<tr>
<td>IV</td>
<td>Upgradation of Through Routes</td>
</tr>
<tr>
<td>V</td>
<td>Upgradation of Selected Link Roads</td>
</tr>
</tbody>
</table>


The PMGSY accorded first priority to large villages in terms of population size of 1000 and more to be connected in first three years of launch i.e. by 2003 and second priority was given to villages with a population range of 500 but below 1000 to be provided connected with all-weather roads by the end of the 10th Five Year Plan (2002-

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The third priority was assigned to habitations located in the difficult areas that including the hilly, desert and tribal areas. Due to difficult living conditions in these geographical areas, the government scaled down population criteria fixing it between minimum of 250 and less than 499. The hill states covered under the PMGSY included North-East states, Sikkim, Himachal Pradesh, Uttarakhand (later renamed as Uttarakhand) and Jammu & Kashmir.\textsuperscript{137} The upgradation of Through Routes\textsuperscript{138} and Link Roads\textsuperscript{139} was allocated fourth and fifth priority respectively. Under the implementation process, no road works project can be undertaken outside the core network prepared for the district.

### Implementation of PMGSY

The PMGSY is applicable only for rural areas. Implementation of the PMGSY starts with the preparation of core network plan and district rural road plan. Both these plans are basis of all the activities of road construction under the PMGSY. The district rural roads plan implies all the existing roads and also roads that have been identified to be constructed to provide connectivity to unconnected habitations in the district. The core network includes “minimum network of roads or routes that is essential to provide basic access to essential social and economic services to all eligible habitations in the selected areas through at least single all-weather road connectivity.”\textsuperscript{140} The village, block and districts panchayats, local Member of Legislative Assembly (MLA) and Member of Parliament (MP) and state level standing committee are involved in the planning along with dedicated and designated agency to make comprehensive planning for rural roads by accommodating views of all stakeholders in the planning process. The district project implementation units (PIUs) at district level, State Rural Road

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\textsuperscript{138} The PMGSY Guidelines of 2004 defines Through routes as the routes “which collect traffic from several link roads or a long chain of Habitations and lead it to Marketing centres either directly or through the higher category roads i.e., the District Roads or the State or National Highway.”

\textsuperscript{139} The PMGSY Guidelines of 2004 defines Link Routes as the “roads connecting a single Habitation or a group of Habitations to Through Routes or District Roads leading to Market Centres.”

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Development Agency (SRRDA) at state level and National Rural Road Development Agency (NRRDA) at the national level implement rural roads programme. The chart 3.4 shows the process of implementation of the PMGSY from the block level to NRRDA. First of all, master level plan is prepared for the all blocks of the district based on local socio-economic and infrastructure variables; criteria given by the district panchayat, and proposals of the local MP and MLAs. The plans prepared at block level are sent to intermediate panchayat/block samiti for consideration and approval. In the next step, all the block master plans are sent to District Planning Committee (DPC) for scrutiny of any deviations and according approval. The chief executive officer of the DPC sends block road plans to District Panchayat or Zilla Parishad where they are discussed, adopted and approved in a meeting attended by the MLAs and MPs of the district. All the DRRPs approved by the respective district panchayats are sent to SRRDA which forwards all district plans to State Level Standing Committee (SLSC). The SLSC examines all DRRPs to ensure that the DRRPs have been prepared by following all the necessary guidelines of the government of India and the proposals of the MPs and MLAs are included in the plans. After approval by the SLSC, a copy of the DRRP is sent to NRRDA for matter of record.  

The PMSGY mandates involvement of reputed institutions of technical expertise in the implementation of the rural roads programme. The national institutes of technology and government engineering colleges of repute have been assigned the role of State Technical Agencies (STAs) in consultation with states to undertake scrutiny of project proposals and training programmes in states for PMGSY. There are fifty STAs working for PMGSY. Seven Principal Technical Agencies (PTAs) have been chosen by the NRRDA to oversee and coordinate STAs, check project proposals, organise

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142 The seven PTAs are Central Road Research Institute, IIT Mumbai, Civil Engineering Department of University of Bangalore, IIT Kharagpur, IIT Roorkee, Birla Institute of Technology-Pilani and National Institute of Technology Warangal.
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training programmes, develop training modules, provide technical support and act as resource institutions. Since the inception of the PMGSY, the World Bank is associated with it and it has been financing construction of rural roads in some districts of Jharkhand, Himachal Pradesh, Uttar Pradesh and Rajasthan. It has been providing technical assistance to ministry of rural development which includes setting up the Core Road Network approach to prioritize the selection of habitations. A highlight of the association has been the mandatory provision for peoples’ participation and “developing maintenance management capacity of the states and exposure to global good practices through training.”

Monitoring and Evaluation of PMGSY

Apart from STAs and PTAs which are involved in the technical aspects of the implementation of the PMGSY, there is comprehensive mechanism of monitoring and evaluation. The quality control mechanism in PMGSY operates at three-tier i.e. district, state and national. The first tier is the district where PIU headed by the executive engineer handles monitoring of the all road projects in all blocks. The field tests are conducted for quality and results are recorded in the quality control register. The monitoring done at the second tier is independent of the first tier and it is done to verify the works and entries recorded in the quality control register. Last and third tier is handled by the National Quality Monitors (NQMs) who are generally retired chief engineers, experts from reputed engineering colleges or universities and other specialised intuitions. In 2009, the UPA government set up monitoring unit “in the Prime Minister’s Office (PMO) to oversee various prestigious flagship programmes and ensure prompt output and transparency in its functioning” and for “improving monitoring arrangements, delivery of output and transparency.” The UPA government planned on-ground assessment of implementation of flagship programmes

145 Ibid.
146 Ibid.
147 “Monitoring mechanism in PMO to oversee flagship programmes,” Business Standard, (July 8, 2009).
after the visit of Rahul Gandhi to houses of dalits where he inquired about flagship schemes.\footnote{Ibid.} The advisors of the planning commission were deputed to make surprise visit to villages to check implementation of the flagship programmes. “All ministries handling social sector schemes to make presentations highlighting the status of ongoing flagship programmes in different states, while highlighting the problem areas.”\footnote{Mahendra Kumar Singh, “Govt Plans Micro-Level Review of Flagship Programmes,” \textit{Times of India}, (October 7, 2009).} In her address to newly elected Lok Sabha in 2009, the President Pratibha Patil observed that the country had moved towards inclusive development on account of MGNREGA, NRHM, and SSA. “To ensure transparency and public accountability, independent monitoring and grievance redressal mechanisms” would be set up at the district level.\footnote{“UPA to Continue Flagship Programmes: President,” \textit{India Today}, (June 2, 2009).} Besides quality monitoring, the PMGSY guidelines recommend setting up of district vigilance and monitoring committee to monitor the programme. Monitoring of rural road works is also done through online computer software Online Management and Monitoring System (OMMS) which works round the clock. The NRRDA supplies OMMS to district and state agencies which provide manpower, space and facilities for setting up of the software. The executive engineer or head of the PIU ensures feeding of all the necessary data of new connectivity and upgradation of rural roads in the software at regular intervals. The state government appoints one state Information Technology Nodal officer for the programme to supervise and coordinate all the activities related to operation of OMMS in the state.\footnote{NRRDA, “Online Monitoring Management and Accounting System-Quality Monitoring System,” (New Delhi: Ministry of Rural Development, 2012).}

\textbf{Conclusion}

The SSA started by the NDA is aimed at human resource development for the future and its main objective is to universalise the elementary education. The IAY started by the Congress government and PMGSY initiated by the NDA are the major interventions in rural development and poverty alleviation. These programmes have mandatory provision of ensuring participation of local people in the planning, implementation and to some extent monitoring. After the 73rd Constitutional Amendment, the role of the panchayats has become important in the planning and
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implementation of the programmes. In all the three programmes dedicated implementing agencies are established or identified to plan, implement and monitor. To ensure quality in the physical and financial activities of the programmes, there is provision of concurrent monitoring, evaluation and auditing. The monitoring is done at district, state and national level by the government agencies as well as by the private bodies, NGOs, specialised institutes, colleges and universities. The separate websites are maintained by the three programmes. The online management ensures monitoring and transparency through making public the data related to implementation of FPs.
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