

**TENTH REPORT**  
**COMMITTEE ON PETITIONS**  
**(SIXTEENTH LOK SABHA)**

**MINISTRY OF RURAL DEVELOPMENT**



**LOK SABHA SECRETARIAT**  
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**COMPOSITION OF THE COMMITTEE ON PETITIONS  
(2015-2016)**

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4. Shri Jitendra Chaudhury
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| 3. Shri Raju Srivastava       | - | Additional Director  |
| 4. Shri Jyoti Prakash Krishna | - | Executive Assistant  |

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**TENTH REPORT OF THE COMMITTEE ON PETITIONS**  
**(SIXTEENTH LOK SABHA)**

*INTRODUCTION*

I, the Chairperson, Committee on Petitions, having been authorised by the Committee to present the Report on their behalf, present this Tenth Report (Sixteenth Lok Sabha) of the Committee to the House on the representation received from Shri Bishnu Charan Swain, regarding provision of special package to small and marginal farmers of Jagatsinghpur, Odisha for construction of cyclone and fire-proof houses.

2. The Committee considered and adopted the draft Tenth Report at their sitting held on 09 December, 2015.
3. The observations / recommendations of the Committee on the above matters have been included in the Report.

**NEW DELHI;**

**BHAGAT SINGH KOSHYARI**

*Chairperson,*

**Committee on Petitions**

***09 December, 2015***  
**18 Agrahayana, 1937 (Saka)**

## REPORT

### **REPORT ON THE REPRESENTATION FROM SHRI BISHNU CHARAN SWAIN REGARDING PROVISION OF SPECIAL PACKAGE TO SMALL AND MARGINAL FARMERS OF JAGATSINGHPUR, ODISHA FOR CONSTRUCTION OF CYCLONE AND FIRE-PROOF HOUSES.**

Shri Bishnu Charan Swain submitted a representation to the Committee on Petitions regarding provision of special package to small and marginal farmers of Jagatsinghpur, Odisha for construction of cyclone and fireproof houses.

2. In his representation, the Petitioner has stated that even after a passage of almost seven decades of our Independence, the farmers of Jagatsinghpur, Odisha have neither received any assistance from the Central Government nor the State Government towards the amelioration of their socio-economic condition. The devastation caused by natural calamities to the people, animals and crops in the area further aggravated the problem. The Petitioner has therefore, requested to grant special package to the small and marginal farmers of the area for construction of cyclone and fire-proof houses on the pattern of the Indira Awaas Yojana meant for the BPL households of the rural areas of our Country.

3. The Committee on Petitions took up the matter for examination in terms of Direction 95 of the Directions by the Speaker, Lok Sabha. Accordingly, the representation was referred to the Ministry of Rural Development on 11.09.2014 for furnishing their comments on the issues raised in the representation.

4. In response thereto, the Ministry of Rural Development *vide* their OM dated 24 September, 2014 submitted as under:-

- (a) *Indira Awaas Yojana (IAY) implemented by the Ministry of Rural Development is a rural housing scheme for BPL families who are either houseless or living in dilapidated and kutcha houses. The scheme also has a component of providing house sites to the landless poor.*
- (b) *Under IAY, a shelter less BPL family is given assistance of Rs.70,000/- in plain areas and Rs. 75,000/- in hilly/difficult areas/ IAP Districts for construction of a new house. For upgradation of kutcha/ dilapidated house, Rs. 15,000/- is provided. Assistance for purchase of house sites is Rs.20,000/-.*

- (c) *As per the eligibility criteria prescribed for the scheme, a beneficiary should belong to a BPL Household in rural area. While there is no separate allocation for persons based on occupation like, 'small and marginal kisans', those 'small and marginal kisans' fulfilling the eligibility criteria prescribed under the scheme, are entitled for assistance under the scheme.*
- (d) *State Governments have also been advised to develop options in consultation with experts, for construction of houses with appropriate disaster resistant technology with locally available building material.*

5. Keeping in view the requirement of extending the Indira Awaas Yojana Scheme for providing financial assistance to APL small and marginal farmers, the Ministry, in their written reply, submitted as under:

*"Indira Awaas Yojana (IAY) is solely for BPL rural houseless families and those living in dilapidated and kutcha houses. There is no separate allocation for a particular group or persons based on their occupation alone."*

6. During the course of examination of the representation, the Committee desired to be apprised about the facilities made available to small and marginal farmers for getting access to housing loan by financial institutions at concessional rate of interest. The Ministry, in their written reply, submitted:

*"Since there is no separate allocation for a particular group or persons based on their occupation, no separate facilities are made available to APL small and marginal farmers under IAY for getting access to housing loan."*

7. On being specifically asked as to whether the Government has housing policy to provide housing to all, and if so, how and by when all the small and marginal farmers are proposed to be provided housing by way of intervention by the Government, the Ministry, in their written reply, submitted:

*"In pursuance to the announcement of the Government to provide 'Housing to All', it has been decided to revamp IAY and implement the scheme in a mission mode, and these details are being worked out "*

8. Referring to the challenges faced by the marginal farmers in relation to their housing requirements in cyclone prone areas who are not covered under the IAY scheme, the

Committee asked about the steps taken by the Government for these sections of the farmers. The Ministry, in their written reply, submitted as under :-

*"Indira Awaas Yojana (IAY) implemented by Ministry of Rural Development is a rural housing scheme for BPL families who are either houseless or living in dilapidated and kutcha houses.*

*The scheme of Indira Awaas Yojana is a part of the larger strategy of the Ministry's poverty eradication efforts, supporting the development of an environmentally sound habitat with adequate provisions for incremental expansion and improvement.*

*As per the eligibility criteria prescribed for the scheme, a beneficiary should belong to BPL Household in rural area. There is no separate allocation for a particular group of persons based on occupation.*

*Under the scheme of Indira Awaas Yojana (IAY), five percent of the allocation is reserved for special projects which is utilised for rehabilitation of BPL families affected by natural calamities viz., cyclones, floods and earthquakes.*

*Small and marginal farmers fulfilling the eligibility criteria prescribed under the scheme are entitled to assistance under the scheme."*

9. Noting that there is no separate allocation for specific group of persons based on occupation, the Committee desired to know as to whether there is any proposal to provide any assistance to small and marginal farmers for construction of houses. The Ministry, in their written reply, have submitted as under:

*"Currently there is no proposal in the Ministry to provide assistance to small and marginal farmers for construction of houses. However, the Ministry is in the process of revamping IAY based on the stated objectives of the Government to provide 'Housing for All by 2022'. The proposal envisages covering all the houseless and households living in dilapidated houses in rural areas. This would also include all small & marginal farmers of rural areas who are houseless and living in dilapidated houses."*

10. On being asked about any scheme sponsored by the Central Government for extending assistance to the farmers who have been residing in geographical locations that are prone to natural calamities viz. cyclones and/or earthquake, the Ministry, in their written reply, have submitted as under:



*"There is no scheme in the Ministry Rural Development for extending assistance to small and marginal farmers including those residing in geographical locations prone to cyclones and earthquake.*

*However, under the scheme of Indira Awaas Yojana (IAY), five percent of the allocation is reserved for special projects which is utilised for rehabilitation of BPL families affected by natural calamities viz., cyclones, floods and earthquakes.*

*Small and marginal farmers whose houses are destroyed by cyclones and earthquake and fulfilling the eligibility criteria prescribed under the scheme, entitled to assistance under the special projects of Indira Awaas Yojana.*

*"Department of Financial Services has introduced a provision in the Interest Subvention Scheme 2014-15 to provide relief to farmers on occurrence of natural calamities."*

11. In order to have a better insight into the Interest Subvention Scheme for providing relief to the farmers on occurrence of natural calamities, the Committee enquired as to whether there is any proposal to initiate a pilot project for extending financial as well as technical assistance to the farmers residing in cyclone/ earthquake prone areas of the Country in the wake of the recent occurrence of natural calamities in various parts of the country. The Ministry, in their written reply, have submitted as under:

*"The scheme of Indira Awaas Yojana is a part of the larger strategy of the Ministry's poverty eradication efforts, supporting the development of an environmentally sound habitat with adequate provisions for incremental expansion and improvement.*

*With this strategy, the housing scheme of the Ministry has been designed in such a way that Below Poverty Line Households who are houseless and living in dilapidated houses are provided assistance for construction of the house.*

*Even in the proposal of revamping of IAY in the context of "Housing for All", the target population being proposed is not related to a particular group of persons based on occupation etc. but envisages coverage of all the houseless and households living in dilapidated houses in rural areas."*

12. Dwelling upon further on the policy of "Housing for All", the Ministry, in their written reply, have further submitted as under:

*"Department of Rural Development, in pursuance to the announcement of the Government to achieve the goal of "Pucca Houses for All by 2022", is in the process of restructuring IAY. The proposal envisages covering all the houseless and households living in dilapidated houses in rural areas.*

*The proposal would be submitted for approval of the Competent Authority after seeking comments of the State Governments and related Ministries."*

13. Among other things, the Committee also desired to know as to whether the concerns of farmers are being addressed in the new scheme of things proposed by the Government. The Ministry, in their written reply, have submitted as under:

*"The proposal of revamping of IAY in the context of 'Housing for All', envisages coverage of all the houseless and households living in dilapidated houses in rural areas. The proposal is not specific for a particular section of people based on occupation etc. This is a part of strategy of the Ministry's poverty eradication efforts, supporting the development of an environmentally sound habitat with adequate provisions for incremental expansion and improvement."*

14. To a query about the policies and programmes contemplated and implemented by the Government to mitigate the sufferings of the small and marginal farmers, agricultural labourers, artisans, etc. residing in the areas affected by natural calamities, the Secretary Ministry of Rural Development stated during the evidence:

*"Indira Awas Yojana, a scheme of my Department, is continuing since 1985. Under this scheme, house is given to poor villagers. The BPL criteria is in force since the inception of the scheme and it is still there. Government allocates funds for 18-20 lakhs housing units every year. Priority is determined on the basis of BPL list of 2002. The scheme has a special provision that in case of any natural calamity, 5% funds that we keep as extra will be allocated to States which face natural disaster and raise demand for such allocation. But it should be remembered that such allocation is made to BPL families only. This provision is still in force. This scheme is not open for any specific occupation group like marginal farmers, agricultural labourers, artisans, etc. As you have given suggestion for the revision of the scheme, I would like to inform you that a scheme named "Housing for All" is under consideration with the Government of India. This scheme may not include the provision of BPL families, but it may consider to allocate housing unit on another basis. We have already sent EFC note for this. I hope that this scheme may give priority to marginal farmers, agricultural labourers, artisans, etc."*

15. About a query of the Committee on the impact of the Socio Economic Census initiated by the Government in the year 2011 on extending the benefit of secured pucca houses to small and marginal farmers, the Secretary, Ministry of Rural Development further stated during the evidence:

*"It is in the discussion. But I would like to inform you that my Ministry had conducted a Socio Economic Census in the year 2011 which figured in media also and which is in final stage. In this socio-economic census, 628 Districts have been covered. In this (SECC), there are 7 deprivation criteria for information of every family. We are giving proposals for those persons who are deprived and who are not having any concrete house safe for living."*

16. Responding to a query of the Committee regarding prospects of the small and marginal farmers under the proposed scheme, the Secretary, Ministry of Rural Development submitted that the petitioners are small and marginal farmers and therefore, they have some kind of deprivation which would cover them under the "Housing for All" projects of the Ministry.

17. When asked about the time frame under which the new scheme of the Government would be launched, the Secretary, Ministry of Rural Development submitted before the Committee as under:

*"This scheme should be final, as per our assessment, within the next two months because EFC note we have already circulated. Some further discussion has also taken at the highest level. I think, in the next two months we should be able to finalise the scheme which should take care of concerns of the people that you have mentioned."*

18. On being asked about the irregularities in identifying beneficiaries under IAY and the inability of the Government to help the farmers who are regularly affected by the cyclones, etc. the Secretary, Ministry of Rural Development submitted as under:

*"All the shortcoming related to old scheme, whether they are related to implementation or monitoring or supervision, Government have tried to remove those shortcoming in this new scheme and provisions are being formulated for the same. This new scheme will have technology-backed monitoring system. This scheme will give space for physical monitoring, not only by District agencies and local staff but also with the help of modern technology we can have a sight on the progress of the scheme regularly. We are vying for transparency by putting all information on public domain."*

## OBSERVATIONS/RECOMMENDATIONS

19. The Petitioner, in his representation under examination, has submitted that small and marginal farmers living in coastal areas across the country and particularly in Jagatsinghpur, Odisha face serious housing problem in the wake of frequent cyclone occurring in the area. Apathy on the part of the Government for providing cyclone and fire-proof houses to these farmers, living in cyclone prone coastal areas, have compounded their problem and left them at the mercy of the natural furore. The large scale devastation caused by natural calamities to the people, animal and property, in general, aggravate the problems. The Petitioner has requested for intervention of the Committee for granting special package to the small and marginal farmers of the area for construction of cyclone and fire-proof houses on the pattern of the Indira Awas Yojana (IAY) meant for the Below Poverty Line (BPL) households of the rural areas of our Country.

20. Pursuant to this, the Ministry of Rural Development informed the Committee that as per the eligibility criteria prescribed in the scheme, a beneficiary should belong to a BPL household in rural area. While there is no separate allocation for persons based on occupation like, 'small and marginal farmers', those fulfilling the eligibility criteria prescribed under the scheme are entitled for assistance under the scheme. The State Governments have also been advised to formulate options in consultation with experts, for construction of houses with appropriate, disaster-resistant technology, with locally available building material.

21. The Committee were further informed that since there is no separate allocation for a particular group or persons based on their occupation, no separate facilities are made available to Above Poverty Line (APL) small and marginal farmers under the Indira Awaas Yojana (IAY) for getting access to housing loan. In pursuance of the announcement of the Government to provide 'Housing to All by 2022', it has been decided to revamp the IAY and implement the scheme in a mission mode. The details of the scheme are being worked out.

22. The Committee are constrained to note the apathy of the Government towards the small and marginal farmers who are residing in cyclone prone coastal areas for not formulating any comprehensive policy for giving special package to them for

construction of cyclone and fire proof houses. The Committee strongly recommend that the small and marginal farmers residing in disaster prone coastal areas and whose dwelling units are destroyed due to recurrence of natural calamities should be given special package in terms of financial assistance for construction of houses so as to mitigate their problems/sufferings.

23. During the course of the deliberation held on the matter with the representatives of the Ministry of Rural Development, the Committee were informed that the Government has been working upon a new scheme of housing called 'Housing for All' based on the deprivation of the households in the country as obtained in the recently concluded Socio Economic and Caste Census (SECC) (2011).

24. The Committee note that the Ministry is in the process of revamping IAY based on the stated objectives of the Government to provide 'Housing for All by 2022'. The proposal envisages covering all the houseless and households living in dilapidated houses in rural areas. This would also include all small and marginal farmers of rural areas not related to a particular group of persons based on occupation, etc. Since the provisional data from the SECC, 2011 for rural India which also contained detailed deprivation data has been released by the Government in July, 2015, the Committee, desire that the Ministry should make sincere efforts to revamp IAY in a time bound manner with specific target dates set and their strict adherence for ameliorating the difficulties being faced by small and marginalised farmers living in cyclone prone coastal areas.

The Committee would like to be apprised of the action taken by the Ministry of Rural Development in this regard.

**NEW DELHI ;**

**BHAGAT SINGH KOSHYARI**  
Chairperson,  
Committee on Petitions

**09 December, 2015**  
**18 Agrahayana, 1937 (Saka)**