



GOVERNMENT OF KERALA

Abstract

LOCAL SELF GOVERNMENT DEPARTMENT—VALMIKI AMBEDKAR AWAS YOJANA (VAMBAY)—GUIDELINES PRESCRIBED—ORDERS ISSUED

LOCAL SELF GOVERNMENT (B) DEPARTMENT

G. O. (Ms.) No. 135/2002/LSGD. Dated, Thiruvananthapuram, 5th August, 2002.

Read:—G. O. (Rt.) No. 269/2002/LSGD dated, Thiruvananthapuram, 21-1-2002.

ORDER

Government of Kerala are pleased to issue the appended State Guidelines of Valmiki Ambedkar Awas Yojana (VAMBAY) for implementation of the programme in the State.

By order of the Governor,

ELIAS GEORGE,
Secretary to Government.

To
The Executive Director, Kudumbashree,
The Director of Municipal Administration, Thiruvananthapuram,
All Corporation Secretaries (Through Mayor)
All Municipal Secretaries (Through Chairman)
The Regional Joint Directors of Municipal Administrations, Kochi/Kollam/
Kozhikode.
Director of Local Fund Audit, Thiruvananthapuram,
The Accountant General (Audit), Kerala, Thiruvananthapuram,
The Regional Chief, HUDCO.

GCPT. 3/3253/2002/DTF

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STATE LEVEL GUIDELINES ON VALMIKI AMBEDKAR AWAS YOJANA (VAMBAY)

1. Introduction

Shelter is a basic human requirement. For a shelterless person, getting a house brings about a profound social change in his status and welfare, endowing him with an identity and integrating him with his social milieu.

Valmiki Ambedkar Awas Yojana (VAMBAY) is a centrally sponsored scheme for the benefit of Slum Dwellers. The scheme is primarily aimed at ameliorating the housing problems for the Slum Dwellers living Below Poverty Line in different Towns and Cities of the State.

2. Objectives

The objective of Valmiki Ambedkar Awas Yojana (VAMBAY) is primarily to provide shelter or upgrade the existing shelter for people living Below Poverty Line in Urban Slums, with a view to achieve the goal of "Shelter for All".

The objective is also to utilize this initiative to achieve the Habitat goal of *slumless cities*. Equally important is the objective to provide not just shelter for the urban poor but also a healthy and enabling urban environment, to help them to come out of their poverty level. To this end, there is need to dovetail VAMBAY with NSDP and SJSRY to ensure that shelter delivery, environment improvement and income upgradation for the urban poor are synergised.

3. Target Group

The target group under the VAMBAY will be slum dwellers in urban areas who are below the poverty line including members of the EWS who do not possess adequate shelter. However, preference is to be given to people below poverty line.

3A. Slum-Definition

For the purpose of VAMBAY it is proposed to adopt the slum definition in the 2001 census, as follows:

- All areas notified as "Slum" by State/ Local Government and UT Administration under any Act.
- All areas which have not been formally notified as slum under any Act.

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- A compact area of at least 300 population or about 60-70 households of poorly built congested tenements, in an unhygienic environment usually with inadequate infrastructure and lacking in proper sanitation and drinking water facilities.

3B. Nirmal Bharat Abhiyan

The definition of slum is to be taken in a wider sense to cover not only inadequacy of houses or tenements but also other basic amenities such as water supply, toilet facilities, disposal system etc., which make habitation livable and environment friendly. It is for the local authorities to see that the water supply in the slum areas is suitably augmented either by providing connections or atleast increasing the number of stand posts to take the availability to the minimum desired level of one public source for 20 families.

Another very important basic amenities for slum dwellers especially in congested metropolitan cities is the lack of rudimentary toilet facilities. A new National City Sanitation Project under the title of 'Nirmal Bharat Abhiyan' is being launched in the slums all over the Country. Existing public toilets developed by local bodies in and around slums often become non-functional on account of lack of day-to-day maintenance. The cost of construction and the cost of maintenance can be significantly reduced and the Project made self-supporting if the tasks are entrusted to Community Based Organisation of slum dwellers. The sanitation units, notably urinals, WCs and bath units may be constructed by the local body or the State PWD or any other agency preferably with the aid of NGOs, and the selected community slum dwellers will be entrusted the job of maintaining the toilet block in a clean condition against a monthly salary of Rs. 1500-2000. In some cases, a residential quarter for him may be built on the first floor of the toilet block. It has been found that this involvement of the Community Based Organization not only leads to better upkeep of the toilet but also makes itself financing at a cost much less than that made available by other private originations. 20% of the total allocation under this VAMBAY will be used for infrastructure @ 50% as grant from GOI and 50% as loan from HUDCO. The State Government/Local Bodies of course will be free to supplement with their own grant or subsidy as the case may be.

Since in many slum areas, some form of public toilet may be already in existence, the possibility of retrofitting/repairing and upgrading the existing toilet complex which have become unserviceable for various reasons such as lack of sewerage system, lack of septic tanks, inadequate water supply etc., should be explored, since it significantly reduces the per unit cost of construction vis-a-vis units may be constructed by the local body or the State PWD or any other

agency preferably with the aid of NGOs and participation through labour by the local slum dwellers but the design and implementation of the toilet units may be made in such a way that they can be kept in good hygienic condition w. access to water supply and electric power connection. The average cost per such a community toilet unit or seat has been estimated to be Rs. 40,000 per seat. Therefore, a 10-seat or a 20-seat toilet block meant for men, women and children with separate compartments for each group and special design features will cost around Rs. 4 lakhs or Rs. 8 lakhs respectively.

The existing 'pay and use toilets scheme' operated by HUDCO which allows a subsidy per seat to NGOs, Clubs, registered and unregistered societies, etc., can also be availed of in the vicinity of slums. Similarly, the Wage Employment Component of the existing Swarna Jayanti Shahari Rozgar Yojana (SJSRY) can also be utilised for augmenting the resources for construction of toilets. Such convergence of existing plan and centrally sponsored schemes will make the project cost effective.

Each toilet block will be maintained by the slum dwellers who will make a monthly contribution of Rs. 20 per family and obtain a monthly pass or family card. The overall programmes can then be construction of new toilets and retrofitting where only improvement is required. The existing Integrated Low Cost Sanitation (ILCS) Programme can be suitably dovetailed into this programme.

4. Reservations

In selecting the beneficiaries the following reservations shall be followed:

(a) SC/ST	Not less than 50%
(b) Backward Classes	30%
(c) Other Weaker Sections (OBC, BC, etc., as defined by the State Government)	15%
(d) Physically & Mentally disabled and handicapped persons	5%

households, urban poor who are members of Self Help Groups and persons eligible for old age pension as defined by the State Government.

If a sufficient number of beneficiaries of a particular category are not available in a city or a slum, the houses under VAMBAY may be constructed for other categories after due certification by the Municipal Secretary of the concerned Urban Local Body that beneficiaries under a particular category are not available.

5. Identification of Beneficiaries

The beneficiaries shall be identified through Neighbourhood Groups, Area Development Societies and Community Development Societies under the active supervision of Municipal authorities. The Urban Local Bodies have to formulate projects, prepare estimates in consultation with Community Development Societies of that City/Town and submit the same to Kudumbashree—the State Nodal Agency for VAMBAY, which will in turn send the same to the Government of India/HUDCO for release of funds. The identification of below poverty line beneficiaries will be on the basis of the baseline survey already conducted/ to be conducted under SJSRY.

6. Allotment of Houses

Allotment of dwelling units shall be in the name of the female member of the household. Alternatively, it can be allotted in the name of husband and wife jointly. The title to the land will be in the name of the selected beneficiary. The title deed should be in the joint name of husband and wife or in the name of wife alone. Till the repayment of loan, if any, the house built with VAMBAY funds along with land shall be mortgaged to the Government/concerned Urban Local Body.

7. Location of VAMBAY

VAMBAY dwelling units shall be made available to all slums in urban areas as defined in para 3A.

8. Upper Limit of Construction

The upper financial limit for construction of VAMBAY house will be less than 15 Sq.mt. Of which, 50% i.e., Rs. 20,000 is Central Subsidy and the remaining 50% may be either grant from State Government or loan from HUDCO.

or grant with 50:50 sharing basis of Government of Kerala and Urban Local Body. The ceiling on construction assistance under VAMBAY would be as below:

	Normal areas (in Rupees)	Difficult areas (low lying, water logged etc.) (in Rs.)
Construction of House including sanitary latrine	35,000	37,500
Cost of Providing infrastructure and common facilities	5,000	7,500
Total	40,000	45,000

9. Upper Limit for Upgradation Assistance

A portion of VAMBAY, say 20% may be utilized also for upgrading existing houses in slums. The upper limit for upgradation of existing unit should not be more than 50% of ceiling specified for construction of new houses in para 8 above.

9A. Town Planning Norms to apply

Upgradation of existing constructions and construction of new houses shall only be taken up after approval of the lay out by the Urban Local Body.

10. Funding Pattern

The Government of India will release the subsidy under VAMBAY to HUDCO, which will match the subsidy on a 1:1 basis with a loan. The rate of interest on this loan will be same as the rate of interest charged by HUDCO under its EWS housing portfolio. HUDCO will release the subsidy and the loan directly to the State Nodal Agency. The central share should be matched by an equal amount either by a long-term loan from HUDCO or from any other source such as budgetary support, resources of local bodies, loan sources other than HUDCO or from the beneficiary.

11. Tenure

Under VAMBAY, the responsibility for providing land for the project rests with the Urban Local Body. Typically, three types of tenure are conceived.

- Title to the slum dwellers in-situ i.e., title to the land on which they are currently dwelling. If this is conceded by the State Government then the title or tenure rights must be given duly

keeping in view of town planning norms and layout rules. If land is scarce, such regulations and land use patterns can be revised within reasonable norms to ensure denser land use through innovative town planning.

- Tenure or title can also be given partly in-situ where the part of the land on which the slum exists is utilized for upgradation and resettlement and the rest is put to other use or not used at all in deference to the public interest. If land is scarce, the project can be planned vertically i.e., multistoried complexes, in such cases the title to the land will not rest with the beneficiaries—they shall have title to the dwelling unit.
- Land/tenure can also be provided by the State Government by relocation either on land already available or through acquisition. In the case of relocation, the convenience of slum dwellers so relocated should be paramount and as far as possible their consent should be taken.

No separate provision is made for land acquisition in VAMBAY. However, if within the unit cost provided for each house, a saving can be effected, such saving within each project, can be used to partly or fully finance land acquisition. Tenure can be made conditional to repayment of loan, if any, under each project.

12. Involvement of beneficiaries

The beneficiary should be as far as possible involve in the construction of house. The beneficiaries may make their own arrangements for construction material, engage skilled workmen and also contribute family labour. The beneficiaries will have complete freedom as to the manner of construction of the houses. This will result in economy in cost, ensure quality of construction, lead to greater satisfaction and acceptance of the house by the beneficiary. The responsibility for the construction of house will thus be on the beneficiary himself/herself.

13. Appropriate construction technology and use of local materials

Appropriate construction technology should be used for cost effective, environment friendly and disaster resistant houses under VAMBAY.

14. Type Design

No hard and fast type design is prescribed for VAMBAY dwelling than 15 sq. mtr. The lay out, size and type design of VAMBAY dwelling units would depend on the local condition and preferences of the beneficiary.

The barrier free concept may be incorporated in all the VAMBAY houses. In areas frequented by natural calamities such as fire, flood, cyclones, earthquakes etc., incorporation of disaster resistance features in design shall be made compulsory.

15. Dovetailing with other Urban Poverty Alleviation Programmes

The implementation of VAMBAY would be dovetailed and synergised with other programmes such as SJSRY and NSDP. The funds available to the State under NSDP should be used for environmental improvement and funds under SJSRY shall be utilized for income upgrading activities through self-employment ventures, particularly for women who are members of self-help (DWCUA) groups.

16. Urban Infrastructure

Though there is a provision in the unit cost of a VAMBAY unit for provision of infrastructure the Urban Local Body will need to mobilise other resources for provision of water supply, sanitation electricity etc. Community Infrastructure and availability of social infrastructure such as schools, hospitals, transport links etc., are mandatory for sanction of VAMBAY projects. Community infrastructure and social infrastructure including green areas, open spaces and recreational areas must be an integral part of VAMBAY designing.

17. Drinking Water Supply

The availability of drinking water supply should be ensured by the concerned Urban Local Body. Where necessary, a hand pump should be installed on the site before the work is started from the funds available under Urban Water Supply Programmes, other similar programmes or through Municipal resources, 25% of the funds under the scheme will be spent in providing water and sanitation which includes 20% earmarked for Community Sanitation Project—Nirmal Bharat Abhiyan.

18. Sanitation and Sanitary Latrines

A Sanitary latrine forms an integral part of a VAMBAY dwelling unit. A system of drainage from the houses should also be provided to avoid overflow from the kitchen, bathroom etc., with proper linkages to the city drainage. When, however, individual toilets are not possible or affordable, the community toilets as part of the Nirmal Bharat Abhiyan will be encouraged and established.

19. Environmental Improvement and Open/Green Spaces

Plantation of trees in the entire habitation or around the individual house should be taken up simultaneously. Trees may be planted near the housing clusters so that, in due course, enough trees are nearby. Such plantation can be taken up under the social forestry programme.

20. Involvement of Non-Government Organisations

Suitable Non-Government Organisations with proven good track record wherever available may be associated with the construction of VAMBAY dwelling units. The supervision, guidance and the monitoring of construction can be entrusted to these non-governmental organisations. In particular, can be entrusted to these non-governmental organisations. In particular, non-governmental organisations should be made use of to popularise, the use of sanitary latrines and appropriate technology. The selection of the NGO would be in consultation with the State Nodal Agency.

21. Inventory of Houses

The Urban Local Body should have a complete inventory of houses constructed/upgraded under the VAMBAY, giving details of the date of start and the date of completion of construction of dwelling unit, name of the city, area in which the house is located, occupation and category of beneficiary and other relevant particulars.

22. Display of VAMBAY Board and Logo

On completion of VAMBAY dwelling unit, the concerned Urban Local Body should ensure that for each house/colony so constructed, a display board is fixed indicating, the Government of India/Government of Kerala Logo, year of construction, name of beneficiary etc.

23. Monitoring

At the State Level Kudumbashree and HUDCO will jointly monitor the scheme. The monitoring of the programme at the State level will be the responsibility of a State Level Co-ordination Committee (SLCC) for urban housing.

At the District level, the District Mission of Kudumbashree will monitor the scheme.

At ULB level, Town Advisory Committee headed by the Chairperson of ULB shall monitor. Separate Community based monitoring will be done by the Community Development Society (CDS). The Project Officer of the CDS and Secretary of the ULB shall closely monitor all aspects of VAMBAY through visits to work sites. A schedule of inspection, which prescribes minimum number of field visits for each supervisory level functionary from the State level to the ULB level shall be drawn up and strictly adhered to.

The Secretary of the concerned ULB shall furnish monthly progress report before 10th of every month of the Executive Director, Kudumbashree with a copy to the District Mission Co-ordinator. The houses shall be completed positively within 3 months from the release of 1st instalment. The Municipal Secretaries of Urban Local Bodies shall furnish UCs to Kudumbashree within 3 months of the fund release.

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The implementation of the VAMBAY would be dovetailed and synergised with other programme such SJSRY and NSDP.

24. Evaluation Studies

The State Nodal Agency should conduct periodic evaluation studies on the implementation of VAMBAY. Evaluation studies should be got conducted by reputed institutions and organisations on issues identified during concurrent evaluation and reviews by the State Nodal Agency as well as by the Government of India. Copies of these studies should be furnished to the Government of India and remedial action should be taken by the State Nodal Agency on the basis of the findings of these studies.

25. Transparency in implementation of VAMBAY

It is of utmost importance that Centrally sponsored schemes are properly implemented and mis-utilisation of funds and other irregularities are prevented. This requires transparency in the implementation of VAMBAY at various levels.

The list of items on which information should invariably be made available to people to bring about greater transparency at the State, District and Corporation levels is given below:

State Level

- (i) List of people below poverty line in the urban area.
- (ii) List of beneficiaries identified during the preceding year and current year including details of SC/ST, BC, women beneficiaries and physically and mentally challenged persons under VAMBAY.
- (iii) Allocation made to the State under VAMBAY.
- (iv) Guidelines of VAMBAY/Criteria for selecting beneficiaries.
- (v) Display of VAMBAY sign board/logo on the allotted houses.

District/City level

- (i) Details of houses taken up in the district level with details of cost, source of funds and implementing agency.
- (ii) Access to muster rolls.
- (iii) Distribution of funds slum-wise under the scheme.
- (iv) Allocation/availability of funds under VAMBAY.

Corporation/Ward level

- (i) Distribution of VAMBAY fund for each slum.
- (ii) Details of houses taken up in the ward level.
- (iii) List of beneficiaries.

26. Criteria for allocation of resources

Central assistance under VAMBAY will be initially allotted to the State on the basis of poverty ratio, housing shortages and the population of urban slum. Based on these allocations, the State Nodal Agency will submit their projects for the 50% grant from HUDCO, clearly indicating the source from where they propose to raise the balance 50% of fund required for the project i.e. beneficiary, local body, State resources or loans other than HUDCO. HUDCO will intimate sanction to the State Government, which will first deposit the State Share of 50% in the designated account of the Implementing Agency. On receipt of such certification, HUDCO will release the grant portion to this designated account.

27. Maintenance of accounts

Kudumbashree, the State Nodal Agency will follow the accounting procedures prescribed by the Ministry of Urban Development and Poverty Alleviation. The Nodal Agency will open a separate designated account for VAMBAY and will submit utilization certificate to the HUDCO based on which further funds will be released.

28. Utilization of interest earned on deposits

The interest amount accrued on the deposit of VAMBAY funds shall be treated as part of the VAMBAY resources.