

**Reconstruction of vulnerable houses - Appointment of NGOs as Third Party Facilitators for the involvement of beneficiaries - Sanction of Rs.1.2 Crores to the NGOs as Third Party facilitators @ Rs.60/- per house**

---

Revenue (NC.IV.2) Department

G.O. (Ms) No. 391

Dated : 24.7.2007

Read :

1. G.O.Ms. No.60, Revenue (NC.IV.2) Department, Dated: 29.1.2007.
2. Agenda for the 10<sup>th</sup> Empowered Committee Meeting Dated 19.6.2007.
3. Minutes of the 10<sup>th</sup> Empowered Committee Meeting Dated 19.6.2007.
4. From the Special Commissioner and Commissioner of Revenue Administration, Lr. No. TRR-EAP4/2768/2007, dated: 4.7.2007.

**ORDER**

The devastating Tsunami that struck the coast of Tamil Nadu on 26<sup>th</sup> Dec 2004 damaged thousands of houses resulting in enormous loss of life and property. The Government initiated immediate action for the reconstruction of partly and fully damaged houses, provision of basic infrastructure and amenities and restoration of Livelihood and capacity building of local communities. The NGOs. were also involved in the reconstruction of the houses.

2. A Survey was made by the Revenue officials in the coastal districts for identifying the houses vulnerable to natural calamities along the coast. After detailed enquiry and inspection along the coastal habitations it has been enumerated that about 53000 houses in total are to be reconstructed, within 1000m from HTL which includes houses constructed under IAY other Government schemes. Based on this a decision was taken in the review meeting held on 29.12.2006 under the chairmanship of the Chief Secretary to take reconstruction of all vulnerable houses located along the disasters prone coastal areas within 0-200 m from the High Tide Line and the reconstruction of 10 year old houses as on 01.01.2006 constructed under IAY and other Government schemes which are within 1000m from the High Tide Line.

3.The Government, in order 1<sup>st</sup> read above, accorded permission to take up the reconstruction of about 22,000 vulnerable houses within 0-200 m from the HTL and also houses within 1000 metres constructed under IAY scheme and other Government schemes which are moiré than 10 years old as on 1.1.2006 and also sanctioned a sum of Rs.552 crores for the purpose.

4.The habitation-wise lists of vulnerable houses within 0-2000 m from High Tide Line and list of houses constructed under IAY and other Government schemes which are 10 years old as on 01.01.2006 were given wide publicity by displaying them in the local Government Offices including Panchayat Village office. After enquiring the representations, these lists were validated by the respective Gramasabhas. As per the final list 19831 (taken as 20000 for calculation purposes) houses are to be constructed including about 8500 houses constructed under IAY and other Government schemes.

5.The World Bank had indicated that the procurement procedure of the Bank may be adopted in the reconstruction of vulnerable houses under RGRP also so as to ensure similarity in approach.

6.As per the World Bank assisted Emergency Tsunamis Reconstruction Project (ETRP), NGOs. are to be involved as "Third Party Facilitators" for undertaking the task of enhancing awareness, capacity. empowerment and involvement of beneficiaries.

7.The task will include interacting with the beneficiaries to ascertain their design choices and ensure that the contractors customize the housing constructions within the overall frame work of the built up and average cost per housing unit specified in this project.

8.The reconstruction of 20,000 houses referred to in paragraph 4 above is spread over 11 coastal districts. For the purpose of appointing NGOs . taking into consideration of number of houses, it has been suggested to have

- at least one NGO per district irrespective of number of houses
- to have more NGOs if the number of houses identified is large

Thus it has been suggested to appoint 17 NGOs. as third Party Facilitators in the 11 Coastal Districts for a period of 12 months Each NGO should have one team leader; Community mobilizers at the rate of one per every 300 houses and technical specialists at the rate of one per every 300 houses. The Project Implementation Officer has also prescribed the qualifications experience and emoluments to the Team Leader, Community mobilizer and Technical Specialist. In addition to the cost on the professionals to be engaged by the NGOs, they have to incur administrative expenses like communication, transport, stationery, office and accommodation etc. The Project Implementation Officer has suggested that a lump-sum rate of Rs.800/- per house may be paid to the NGOs, for accomplishing the whole task spread over a period of 12 months. He has reported that the anticipated expenditure will be Rs. 160 lakhs for 20000 houses.

9.The Project Implementation Officer, Tsunami Project Implementation Unit, Rural Development and Panchayat Raj Department has submitted the above proposal for sanction of funds to the tune of Rs.1.60 crores (for about 20,000 houses) for the purpose of selecting and appointing suitable NGOs, at the rate of at least one per district or more than one wherever the number of houses to be reconstructed is large by the respective District Collectors and assigning them specific measurable tasks to be achieved under different phases of the overall project period. The Project Director (ETRP and TEAP) has placed the above proposal before the Empowered Committee at its meeting held on 19.6.2007.

10. The empowered Committee discussed the proposals in detail and felt that the amount fixed to the Technical Specialists i.e. Rs.7000/- per month and duration of 12 months is on the higher side and suggested a payment of Rs.5000/- for the Technical Specialist and also restricted their engagement to 6 months. Accordingly the total cost of engaging the NGOs. worked out to Rs.1.18 crores. On this basis, the Committee resolved to accord approval for payment at Rs.600/ - per house instead of Rs.800/- per house as suggested for accomplishing the whole task. The cost may be initially met from RGRP funds and then be reimbursed from the Emergency Tsunami Reconstruction Project (ETRP), funded by the World Bank.

11. The Government, after careful consideration, accept the proposal of the project Implementation Officer, Rural Development and Panchayat Raj Department as recommended by the Empowered Committee and accord sanction for a sum of Rs.1.20 crores (Rupees One crore and twenty lakhs only) towards payment to the NGOs. as Third Party Facilitators at the rate of Rs.600/- per house for about 20000 houses for accomplishing the whole task. The Government also accept the procedures relating to appointment of the NGOs, the tasks to be assigned to them and mode of payment to them as given in annexure I to this order. The details regarding no. of NGOs., houses and the members of the task team are given in annexure-II to this order. The qualification, experience, remuneration and the period of engagement for the Team Leader, Community Mobilizer and Technical Specialist shall be as given in Annexure III to this order.

12. The cost shall be initially met from RGRP funds and then be reimbursed from the Emergency Tsunami Reconstruction Project (ETRP) funded by the World Bank.

13. The Expenditure sanctioned in paragraph 11 above shall be debited to the following head of account:-

“2216-Housing – 80 General – 800 Other expenditure – Schemes in the Eleventh Five Year Plan II State Plan JN Tsunami Rehabilitation works – Housing – 09 Grants in Aid 03 – Grants for Specific Schemes.(DPC 2216-80-8000-JN-0938).”

14. The Special Commissioner and Commissioner of Revenue Administration is authorized to draw the above amount and disburse it to the Project Implementation Officer, Rural Development and Panchayat Raj Department who will place the funds in a separate Bank Account to be opened for this purpose in a Nationalised Bank and incur the expenditure.

15. This orders issues with the concurrence of Finance Department vide U.O. No.46527/Revenue/07, dated: 24.7.2007.

(By order of the Governor)

**AMBUJ SHARMA**  
SECRETARY TO GOVERNMENT

## **Revenue (NC.IV.2) Department**

(G.O. Ms. No.391, Revenue (Nc.IV.1) Department, dated: 24.7.2007)

### **ANNEXURE-I**

#### **I. Eligibility Criteria**

- The Consultancy team of the NGO must have at least 5 years experience and expertise with local communities in the district.
- The NGO should possess experience of working in collaboration with Government agencies on community based/driven development projects. The NGOs should have requisite technical capacity to deliver within the prescribed time and see all the project deliverables.
- They should be legal registered entity and must provide records of its (i) annual report (ii) Government Structure (iii) list of staff with details of experience (iv) accreditation with agencies such as NABARD (v) track record of partnership with Government or Non-Government donors, (vi) audited statement of accounts for the past three years that provides details of total volume of business done (vii) project management and monitoring (viii) experience in low cost housing and community infrastructure development projects and other relevant experience.
- All the key team members have to work as full time staff for the entire project period.

#### **II. The selection and appointment of NGOs**

The District Collectors in the Districts are implementing various welfare schemes administered by different Departments like Rural Development and Panchayat Raj and Social Welfare and the activities Tamil Nadu corporation for Development of Women, etc., involving the Non Governmental Organizations. In every District, a number of such NGOs are functioning with the full knowledge of the respective District Collectors. The Collectors are best suited to assess the performance of each and every NGO within their jurisdiction. So it is suggested that the District Collectors may be authorized to short-list the NGOs based on their track record, who are working within their respective jurisdiction and then call for detailed TOR in writing to assess the satisfaction of the qualification criteria as mentioned above and select and appoint the NGOs required for the District. For this purpose they may utilize the services of the Project Officer, DRDA (Project Co-coordinators of DIUs) and the Project Officers of

#### **III NGO's tasks**

##### **a) Independent validation of beneficiaries selection**

The NGO would assist the District Collector in validating the selection process of the list of beneficiaries /households and to confirm that all eligible vulnerable houses and beneficiaries have been included and no ineligible person/house is included. This validation process would be undertaken by organizing Gram Sabha/habitation level meetings. The NGO in addition may validate the eligibility through physical verification if need be.

##### **b) communication/Awareness on vulnerability Reduction of Coastal Community (VRCC).**

- The NGO shall be responsible to ensure that there is a clear understanding and awareness.
- Amongst all stakeholders of the eligibility criteria for beneficiary selection, entitlements, rights and responsibilities at each stage of the project process.
- Role of each functionary and other line departments involved in the project design and implementation the proposed implementation mechanism including process of hiring contractors, details of contractual provisions, role of beneficiary in monitoring

the work of the contractors, training/ capacity building inputs in managing housing construction.

- Amongst the beneficiaries and the community, the Gram Sabha and the Gram Panchayat about the Project design including details of housing design provisions and options, infrastructure and amenities related provisions such as water, sanitation electricity provision related arrangements, disaster preparedness related provisions.
- Amongst the beneficiaries and other stakeholders about the provisions of the environmental and social management frame work to be adhered to Amongst the beneficiaries about the grievance redressal mechanism put in place at the District levels how to access it and on all other relevant issues.

c) Beneficiary choice of housing design

To facilitate contracting efficiency the project Implementation unit would recommend a set of alternative house designs within the framework of fixed plinth area (325 Sq.ft.) and the cost per housing unit fixed Rs.2.38 lakhs for this Project. The NGO shall be responsible to ensure that the beneficiary choice is made with full knowledge of the details of each option available. Besides, any alteration in space rearrangements, location of toilets, built in shelves, kitchen platforms, etc and placement of doors and windows, are to be frozen up before the award of work order to the Contractor through social interaction.

These houses specific changes within the overall framework of built up area and unit cost will be provided to the Contractors at the time of construction. NGO will monitor these issues and report to the District Collector and DIU if the agreed upon changes are not adhered to by the Contractors.

D) Training of beneficiaries in housing construction procedures

The NGO shall provide technical information and education to the beneficiaries in the steps involved in housing construction, aspects to be supervised/monitored by the beneficiary in terms of quality of construction and quantity of materials used therein.

The NGO shall review the sanitation habits of the beneficiaries and provide them required training to use and maintain individual toilets.

e) Baseline survey and Socio-economic impact assessment

The NGO shall assist the DIU to establish individual beneficiary level files which would include the basic household the basic household and housing profiles, photo ID of the beneficiary, copy of the residency proof, copy of the land ownership and title, copy of the technical progress and certification done by the project supervision staff for payment release to the contractor, house completion certificate, certification of access to piped water and electricity from the concerned implementing agency, besides ensuring assessment of the property (house) for taxation by the local body concerned.

IV Duration of the assignment

The period of the assignment will be 12 months. The contract will be for a period of 9 months to begin with and will be extended based on the feed back provided by the concerned District Collector.

The performance of the NGOs. will be measured by the delivery of outputs within the agreed task limits as follows:-

<b>Sl. No</b>	<b>Phase</b>	<b>Task/Performance Indicators/Outputs</b>	<b>Reporting Obligation</b>	<b>Time Line</b>
1	Mobilization Phase	1) Validation of beneficiary Selection  2) Inform all households regarding validation process and grievance redress mechanism. Conduct Gram Sabha meetings	A brief inception report with the list of beneficiaries and allocation of community mobilizers  Progress report on the task and minutes of the Grama Sabha meetings.	Within 2 weeks of signing of contract  One Month from signing of contract
2	Awareness generation Phase	Community awareness on VRCC process	Progress report on the task with the finalized design choice of beneficiaries.	2 months from signing of contract
3	Training Phase	1) Begin and complete implementation of training schedule for beneficiaries on the housing construction process 2) Training on sanitation aspects	Training schedule to be submitted in advance  Progress report on monthly basis on the progress of training.	3-4 months from signing of contract
4	Implementation Phase	Strengthening Beneficiary monitoring of construction progress	progress report and documentation to be submitted to Collector every month.	4-9 months from signing of contract
5	Consolidation Phase	Completion of all housing construction activities and handing over of completed houses (as per design) to beneficiaries along with joint land titles in the woman and man's names.	Final completion report to be shared with Collector and PIU.	9-12 months of contract signing

In respect of payment to the NGOs concerned following conditions are to be followed by the DIUs concerned after above said tasks are finished by the NGOs.

- a) 15% of the Contract price shall be paid upon production of Bank Guarantee for an equal amount valid for twelve months and upon signing of the contract for the NGOs mobilization to commence community orientation, validation, grievance redressal etc., and submission of reports as defined in paragraph (IV).
- b) 30% of the Contract price amount shall be paid upon implementation phase activities and submission of reports as defined in paragraph (IV).
- c) The balance 20% of the Contract price amount shall be paid upon timely completion of consolidation Phase activities and as claimed in the NGOs final payment invoice.

**AMBUJ SHARMA**  
SECRETARY TO GOVERNMENT

**Revenue (NC.IV.2) Department**

(G.O.Ms. No 391., Revenue (NC.IV.I) Department, dated: 24.7.2007)

**Number of NGOs. for reconstruction of house – calculation  
Sheet for NGOs. – District wise****ANNEXURE-II**

<b>SI. No</b>	<b>Name of the District</b>	<b>No.of houses (approximate)</b>	<b>No.of NGOs.</b>	<b>No. of Houses allotted (approximate)</b>	<b>Team Leader</b>	<b>Community Mobilizer</b>	<b>technical Specialist</b>	<b>Total</b>
1	Tiruvallur	3186	2	1-1600 2-1586	2	11	11	24
2	Kancheepuram	205	1	1-205	1	1	1	3
3	Villupuram	372	1	1-372	1	2	2	5
4	Cuddalore	1895	1	1-1895	1	7	7	15
5	Nagapattinam	238	1	1-238	1	1	1	3
6.	Thanjavur	1290	1	1-1290	1	5	5	11
7.	Pudukkottai	3817	3	1-1300 2-1300 3-1217	3	13	13	29
8.	Ramanathapuram	4514	3	1-1500 2-1500 3-1514	3	15	15	33
9.	Thoothukudi	837	1	1-837	1	3	3	7
10.	Thiruneveli	2272	2	1-1100 2-1272	2	8	8	18
11.	Kanniyakumari	1205	1	1-1205	1	4	4	9
	Total	19831	17	0	17	70	70	157

**AMBUJ SHARMA**  
SECRETARY TO GOVERNMENT

## Revenue (NC.IV.2) Department

(G.O. Ms.No. 391, Revenue (NC.IV.I) Department, dated: 24.7.2007)

### Statement - III

Key Position	Expected person months/year	Qualification and Experience	Remuneration
Team Leader	12 Months / One per NGO	A graduate/Post Graduate with at least 10 years of experience in social mobilization, rural development, women empowerment, community driven development projects, disaster management or related areas. Experience in externally aided Projects will be an added advantage. The Team Leader should have experience in managing and monitoring similar community driven development projects and in coordinating work with different levels of functionaries in Government and contractors on such Projects.	Rs. 9,000/- p.m
Community Mobilizer	12 months/One per 300 houses.	Graduates with at least 5 years experience of working with community driven development projects.	Rs.7,000/-p.m
Technical Specialist	6 months/One per 300 houses	Diploma in Civil Engineering with at least 5 Years experience or graduates with 2 years experience of working on housing construction projects preferably in rural areas.	Rs. 5,000/- p.m

**AMBUJ SHARMA**  
SECRETARY TO GOVERNMENT