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3.13 IAY Supplementary Guidelines for 1998-99 communicated

Roc. No.20001/98/JVVT – 2, Dated: 03.03.98

CIRCULAR

Sub : Implementation of IAY during 1998-99 – Supplementary Guidelines communicated - Reg.

Ref : 1) DRD's Circular No.74549/96/JVVT-1, Dated: 31.03.97
2) DRD's Circular No.74549/96/JVVT-1, Dated: 09.06.97
3) G.O. Ms. No. 15, RD Dept, Dated: 29.01.98
4) G.O. Ms. No. 92, RD Dept, Dated: 26.03.97
5) DRD's Circular No.74549/96/JVVT-1, Dated: 10.09.97

The attention of Collectors and Project Officers, DRDA is invited to the reference cited.

Government of India (GOI) are yet to communicate the annual outlay for Tamil Nadu under IAY for 1998-99. However, indications are that it will be the same as last year. Although the physical target for 1997-98 was fixed as 50,689 houses by GOI the fund allocated by GOI (Rs.81.10 crores) was sufficient to take up only 48,463 houses, after deducting the 2% administrative cost and the additional cost (@ Rs.2000 per house) for houses constructed in difficult soil. Therefore, we may tentatively adopt 48,463 as the physical target for IAY 1998-99.

Further, as per the reference 3rd cited, additional funds to the tune of Rs.45.40 crores have been allotted by the Government of Tamil Nadu for the completion of 22,144 IAY houses which were taken up in 'excess' (15,364 for 1996-97 and 6,780 for 1997-98) – due to short release of funds by GOI. This is to be adjusted against next year's releases (1998-99) of the State Share. Thus the number of new houses that can be taken up during 1998-99 is (48,463 – 22,144) 26,319 houses only. The district wise break up is given in Annexure-I. Out of the new houses to be taken up, 85% should be earmarked for SC/ST and 15% for non – SC/ST.

The following supplementary guidelines are issued:

1. UNIT COST FOR IAY HOUSES:-

Government of India in their letter dated 23.07.96 have revised the unit costs for Group houses as follows:-

	Plains Area	Hill/Difficult areas
i) Construction of Houses including sanitary latrine and smokeless chulahs	Rs.17,500/-	19,500/-
ii) Cost of providing infrastructural and common facilities	Rs. 2,500/-	2,500/-
Total	Rs.20,000/-	22,000/-

In cases where the houses are not built in cluster/groups, the Rs.2,500/- provided towards infrastructure and common facilities must be given to the beneficiary for construction of his / her individual house.

All IAY houses must be compulsorily provided with sanitary latrines and smokeless, fixed chulhas.

As before, the differential cost at Rs.7,000/- house for providing RCC roofing will be given as an additionality from the State funds. Thus, the unit cost for an IAY house in TamilNadu will be Rs.27,000/- for houses constructed in 'plain soil' and Rs.29,000/- for houses constructed in 'hills area / difficult area' and Collectors should adopt these figures while giving administrative sanction.

One of the common causes of delay in many districts is the time taken to obtain revised administrative sanction for IAY houses executed in 'difficult soil'. Collectors adopt only the plain soil unit cost of Rs.27,000/- while giving the administrative sanction, as at that point of time the soil condition is not known. At the time of preparation of detailed estimates, when it transpires, that a particular work is to be executed in 'difficult soil', proposals are sent once again to the DRDA for revised administrative sanction. This process results in delays. The delays can be cut short if (1) Collectors give the (initial) administrative sanction adopting the plain soil unit cost of Rs.27,000/- for IAY houses; and (2) state clearly in the same proceedings that, if at the time of preparation of detailed estimates it transpires that the house is to be constructed in 'difficult soil', then the difficult soil unit cost of Rs.29,000/- may be adopted without sending proposals for revised administrative sanction to the DRDA.

The certificate of the authority competent to technically sanction the estimate is adequate as regards soil condition (ordinary soil or difficult soil). As the IAY houses falls within the technical sanction powers of the Block Engineer, his certificate is adequate as regards the soil condition. Insisting upon such a certificate from higher officers such as the AEE (RD) or the Project Officer, DRDA for each and every site – as done in certain districts in the past – will cause unnecessary delays without commensurate benefits.

Collectors are requested to furnish the break up of the numbers of houses taken up in 'plain area' and in 'Hilly Difficult Area' in their district to the DRD before 31.05.1998 so that the correct requirement of funds can be arrived at and claimed from Government of India and the State Government.

2. SELECTION OF VILLAGE PANCHAYATS:-

No IAY houses should be constructed in urban area.

It should be noted that IAY is a Village Panchayats scheme; Panchayat Unions do not come into the picture either in the selection of villages or of beneficiaries or in the execution of works.

The Collector should himself choose the Village Panchayats where Group House works are to be taken up in the district (without leaving this work to the panchayat unions as in the past). This exercise must be completed before 31.03.1998 and a copy the proceedings should be marked to the DRD for information.

While selecting the Village Panchayats, the Collector should take into consideration factors like the availability of house site pattas in the village; SC /ST/BC/MBC population of the village; number of Group houses constructed in the past; whether there are any victims of natural calamities, atrocities etc. Preference should normally be given to acquired sites. (This is because land acquisition is normally resorted to by the DADWO /DBCWO only in those villages where there is acute scarcity of housing; further, in such sites, houses can be built adopting micro-habitat approach.) As per DRD's Circular No.49600/97/JVVT-2, dated: 11.12.97, the Project Officers were requested to collect the data on acquired house site pattas for the past 15 years. This data should prove useful to Collectors in choosing the Village Panchayats.

In order to minimize the number of worksites and to facilitate better supervision, at least 20 Group houses in respect of SC colonies and at least 10 Group houses in respect of the others should be taken up in a Village panchayat. This is very important.

3. SELECTION OF BENEFICIARIES:-

The order of priority for selection of beneficiaries is as follows:

- i) Freed bonded labourers;
- ii) SC/ST households who are victims of atrocities;

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- iii) SC/ST households, below poverty line, headed by widows and unmarried women;
- iv) SC/ST households affected by flood, fire, earthquake and similar natural calamities;
- v) Other SC/ST households below poverty line;
- vi) Non-SC/ST households below poverty line.

3% of the target should be reserved for disable persons below the poverty line. This is a horizontal reservation i.e. disable persons belonging to sections like SCs/STs and others would fall in their respective category.

The selection of the IAY beneficiaries in the selected village panchayats will be done by a Task force committee comprising of the President and members of the village panchayat and the ABDO or his nominee – in the presence of the Grama Sabha. This meeting should be convened by the Village Panchayat president and a notice of at least 7 clear days should be given to all the members of the committee and their acknowledgement obtained. The quorum for the meeting would be 5 members.

Only beneficiaries already in possession of house site pattas should be selected and the committee should call for the Xerox copies of the pattas to be produced at the time of the selection. On no account should IAY houses be constructed on porambokes or other Government lands in the expectation that they can be regularized later. The list of selected beneficiaries, together with certificates to the effect that (i) the selection was done in the presence of the Grama Sabha, and (ii) all the persons selected are eligible and are in possession of house site pattas, should be signed by all the members of the committee who were present. The Proforma for drawing up the list of selected beneficiaries is furnished in Annexure II.

The list of selected IAY beneficiaries should be sent immediately by the Presidents of the Village panchayats concerned to the ABDO (panchayats) and the PO, DRDA. (A copy of the list should be submitted by the PO, DRDA to the DRD for information before 30.04.1998.) In the event of complaints being received about the Task force committee members not being properly informed or of the meeting being held without the quorum or of the guidelines for beneficiary selection not being properly followed, the PO, DRDA may make a summary enquiry and order another meeting of the Task force committee for the particular Village panchayat or order the deletion of the ineligible names.

In the past, there were delays in commencing the execution of IAY houses in certain districts because the ABDOS (Panchayats) were awaiting the “approval” of the DRDA for the list of beneficiaries. It is clarified that the list of beneficiaries selected should be sent to the PO, DRDA/Collector only for information and not for approval. Immediately on receipt of the list of beneficiaries from the Task force committees, the ABDO (panchayats) should take action to get the detailed estimates for the houses prepared and to commence the works.

4. RELEASE OF FUNDS:

Once the village panchayats where Group houses are to be taken up and the number of houses to be constructed are finalized by the Collector, the funds should be released by PO, DRDA directly to the “Scheme fund Account” of the Village Panchayats concerned instead of routing the same through the Panchayat Unions.

During 1997-98, there was undue delay on the part of some DRDAs in releasing the IAY funds to the Village Panchayats, which affected the implementation of the scheme. And, despite strict instructions to the effect that the Cheques/ DDs should be sent directly from the DRDA to the Village Panchayats by RPAD, certain DRDAs resorted to dispatching them through the ABDO (Panchayats) – partly because of the large number of cheques/ Demand Drafts that need to be made out and dispatched. The ABDO (Panchayats) delayed the distribution of cheques / DDs to the Village Panchayats and expected the Village Presidents to come and collect them from the Block Office. Collectors and POs, DRDA are therefore requested to strictly ensure that the cheques/ DDs are sent directly from DRDA to ‘Village Panchayat Scheme fund accounts’ by RPAD during

1998-99. They are also requested to always mail the IAY proceedings and the cheques / DDs together, so that the Village Panchayats can know for which scheme the funds were released, and to guard against funds being credited to wrong accounts.

5. MINIMUM SPECIFICATIONS OF EACH HOUSE:-

1. The inner measurements of the house should be at least 5m X 3m and the plinth area should be at least 18.90 sq.M. without "basement-offset" and 20.25 sq.m with "off-set in the basement".
2. The height of the walls should be at least 2.15 m including the bed block in the front and rear sides and 2.50 m on the sides including cable walls (above the basement level)
3. On the backside of the house, Sanitary Latrines (1m x 0.90m) should be provided with 2 leach pits filled with RCC cover slabs. The sanitary latrine should be adjacently and simultaneously constructed along with the house from the basement level itself with the roof of the house covering the latrine also.
4. The door should not be provided in front of the kitchen and it should be provided on the diagonally opposite side.
5. At least an 11 cm. thick partition wall (1m x 2m) should be provided in the house so as to separate the kitchen. The shelves should be provided in the partition wall on either side (1 m x 1m).
6. The RCC roof concrete and bed – block concrete should be laid simultaneously and should not be done separately.
7. The RCC roof should be extended at least by 15 to 20 cm on either side of the walls (front and rear) as a shade to protect from rainwater.
8. A smokeless, fixed chulah shall be provided in the kitchen. The chimney and smoke pipe (to be fitted to the chulah) should pass through the sidewall, in 'Z' shape, instead of passing through RCC roof so as to prevent rainwater leakage through the roof.
9. The 60:40 ration between wage and non-wage component is not mandatory for the houses to be constructed under IAY. (Para 52 of the JRY Manual).

6. TECHNICAL SANCTION AND MARKING OF SITES:-

Undue delays in the preparation and technical sanction of estimates for IAY houses, and in the marking of sites for foundation / excavation by Block Engineers/Overseers are two of the common reasons for the delayed commencement of works. Collectors are requested to ensure that all estimates are got technically sanctioned and work orders issued within 15 days of the selection of beneficiaries i.e before 15.05.1998 at the latest. The technical sanction register maintained in Block Offices must be verified in this connection. Collectors are also requested to organize a week –long drive for the marking of sites for foundation /excavation for all IAY houses for and a jeep may be provided exclusively to the Engineering staff for this period. Marking of sites should be completed before 31.05.98 and a completion report should be sent to DRD.

7. BAN ON ISSUE OF CASH ADVANCES:-

The instructions issued in this regard for JRY 1998-99 will be equally applicable here.

8. EXECUTION OF WORKS:-

No contractor is allowed in the construction of IAY houses. The houses should be constructed by the beneficiaries themselves, and if the beneficiaries are unwilling or unable to do so, by the Village Panchayat concerned.

The work orders should be issued by the ABDO (Panchayats) in the names of the IAY beneficiaries but they should be served on them through the Village Panchayat. Payment for the work done should be made by the President, in accordance with the procedure laid down in the reference 4th cited, by cheque to the individual beneficiaries. If the beneficiaries do not already

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have a bank account, an account should be opened for this purpose and payment made by cheque – as this will minimize leakage.

As already stated, if the beneficiaries are unwilling or unable to execute the works themselves, then the work order may be issued by the ABDO (Panchayats) in the name of the Village Panchayat (not in the name of the President) and the work should be done 'departmentally' by the Village Panchayat. In such circumstances, the President shall make payment (by cheque) for the work done to a servant of the Village Panchayat such as the Panchayat Assistant / Panchayat Clerk – in the name of the (erstwhile) RWO/Overseer/Road Inspector when the work is executed 'departmentally' by the Panchayat Union. (Please also see the reference 5th cited.)

On no account should the work order be issued in the name of any Block official (under the pretext of 'departmental execution' by the Panchayat Union) or in the name of any other third party – as this stratagem was adopted in certain cases in the past to deprive the beneficiaries / Village Panchayats of their right to execute the works. Collectors/POs of DRDAs are requested to deal severely with ABDOS who flout this instruction.

9. COMPULSORY SUPER –CHECK OF ALL GROUP HOUSES BY A.E.Es (RD):-

As each individual house costs only Rs.27,000/- the technical sanction of the work and the check measurement of the same is done only by the Block Engineers. It is noticed that AEEs (RD) seldom inspect these works – with the result that their quality of execution is not upto the mark. As 10 to 20 houses are constructed at each location, the value of works done at a site ranges from Rs.2.70 lakhs to Rs.5.40 lakhs. Further, this is a major scheme of the Government and it cannot be technically supervised only at the Overseer and Block Engineer level. Collector and PO, DRDA are therefore requested to ensure that all group houses work are compulsorily super –checked by the AEEs (RD) at these 2 stages – (1) at the foundation Raft concrete stage and (2) at the Roof concrete stage.

10. AVOIDANCE OF UNAUTHORISED DEDUCTION IN FINAL BILLS:-

The instructions issued in this regard for JRY 1998-99 will be equally applicable here.

11. CLAIMING OF 2nd INSTALLMENT OF I.A.Y FUNDS FROM GOI BY DRDAs:-

The 2nd installment claims should be preferred by all DRDAs in respect of IAY before 30.09.1998 after utilizing 60% of the available funds (i.e. Opening Balance as on 01.04.1998+ Funds released by the Centre and the State). Before this the audit of IAY 1997-98 should have been done and Collectors should ensure that this item of work is completed during May – June 1998 itself. Not doing the audit in time is one of the common reasons for delays in preferring the 2nd installment claim. Collectors are requested to go through the audit report for 1997-98 carefully even at the draft stage and see if there are any adverse comments. Wherever possible, they should try to rectify that one should look out for are :- (a) The opening balance as on 01.04.97 and the closing balance as on 31.03.98 as per the audit report for 1997-98 do not tally with the corresponding figures as per the periodicals sent to Government of India. (b) There are comments in the audit report about the diversion of funds to or from some other scheme. (In such cases, the diversion should be made good immediately and an explanatory note furnished.)

While submitting the 2nd installment proposals, the following certificates should be furnished.

1. Certified that all unfinished works are receiving priority for completion.
2. Certified that no work started more than two years ago remain unfinished.
3. Certified that only durable assets have been created.
4. Certified that all conditions laid down in guidelines are being fulfilled and all other conditions imposed from time to time are being complied with.
5. Certified that no major irregularities such as embezzlement, diversion of funds etc. have been noticed in the audit report for the year 1997-98 in respect of DRDA under IAY.
6. Certified that necessary action has been initiated to rectify the defects pointed out in the audit report for the year 1996-97 and earlier years and compliance would be sent to the Ministry shortly.

7. Certified that all the funds under the scheme have been kept in the savings bank account. No funds have been withdrawn from savings bank account and deposited in the Treasury temporarily”.

There should be a separate bank account and only one account called the 'IAY Account at the DRDA. Multiple accounts for one scheme should not be opened nor should moneys belonging to two or more schemes be kept in a common account as these create complications while claiming 2nd installment of funds from GOI.

12. TIME SCHEDULE:-

The summary of various time schedules for the implementation of IAY 1998-99 is given below: -

1. Selection of Village Panchayats by the Collector	before	31.03.1998
2. Selection of IAY beneficiaries by Village Panchayats	before	30.04.1998
3. Grant of Technical sanction	before	15.05.1998
4. Finalising the number of houses constructed in 'plain soil' & difficult soil'	before	15.05.1998
5. Marking of sites	before	31.05.1998
6. Completion of DRDA Audit for IAY 1997-98	before	30.06.1998
7. Submission of 2 nd installment claims to DRD's Office	before	30.09.1998
8. Completion of works	before	31.03.1999

Collectors are requested to immediately communicate a copy of these instructions to the Presidents of all Village Panchayats and to all BDOs / ABDOS (Pts.,) EE (RD), AEEs (RD) etc., (A Tamil copy of these instructions will be sent separately.)

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DIRECTOR OF RURAL DEVELOPMENT

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ANNEXURE- I TENTATIVE TARGET UNDER IAY FOR 1998-99						
Sl. No.	Name of the District	Target fixed by GOI during 1997-98	No. of houses that could be taken up after deducting 2% admn.cost and extra cost for difficult soil	Tentative target for 1998 -99	No. of houses taken up in excess during -97/98-99 which have to be adjusted during 1998-99	No. of New houses that can be taken during 1998 -99
1	Kancheepuram	2862	2736	2736	1188	1548
2	Thiruvallore	2513	2403	2403	1048	1355
3	Cuddalore	3148	3009	3009	1129	1880
4	Vilupuram	4131	3950	3950	1617	2333
5	Vellore	3006	2874	2874	1495	1379
6	Thiruvannamalai	2710	2591	2591	912	1679
7	Salem	2164	2069	2069	1077	992
8	Namakkal	1671	1598	1598	830	768
9	Dharmapuri	2137	2043	2043	1061	982
10	Erode	2047	1957	1957	1017	940
11	Coimbatore	2063	1973	1973	1025	948
12	The Nilgiris	676	646	646	336	310
13	Thanjavur	1927	1843	1843	668	1175
14	Nagapattinam	2067	1976	1976	718	1258
15	Thiruvannar	1790	1712	1712	617	1095
16	Tiruchy	1483	1418	1418	786	632
17	Karur	760	727	727	351	376
18	Perambalur	1448	1384	1384	697	687
19	Pudukottai	1181	1129	1129	586	543
20	Madurai	1519	1452	1452	756	696
21	Theni	773	739	739	383	356
22	Dindigul	1783	1705	1705	452	1253
23	Ramanathapuram	1070	1023	1023	533	490
24	Virudhunagar	1353	1294	1294	673	621
25	Sivagangai	857	820	820	426	394
26	Tirunelveli	2047	1957	1957	1017	940
27	Thuthukudi	1100	1051	1051	546	505
28	Kanniyakumari	403	385	385	200	185
	Total	50689	48463	48463	22144	26319

