

**COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND  
SCHEDULED TRIBES  
(1996-97)**

**(ELEVENTH LOK SABHA)**

**SECOND REPORT**

**on**

**MINISTRY OF RURAL AREA & EMPLOYMENT  
(DEPARTMENT OF RURAL EMPLOYMENT  
& POVERTY ALLEVIATION)**

**Employment and Financial assistance provided to  
Scheduled Castes and Scheduled Tribes under  
Jawahar Rojgar Yojana**



*Presented to Lok Sabha on 28/1/96  
Laid in Rajya Sabha on 28/1/96*

**LOK SABHA SECRETARIAT  
NEW DELHI**

*November 1996 / Agrahayana, 1918 (Saka)*

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CORRIGENDA TO SECOND REPORT, (ELEVENTH LOK SABHA)

<u>Sl.No.</u>	<u>Page No.</u>	<u>Statement</u>	<u>Remaine_Corrected as.</u>
1.	9, line 4	The Committee would like to create...	The Committee would like the Government to create...
2.	21, line 24	Programme as very constructive...	Programme very constructive...
3.	25, line 2	wage of male and female workers...	wage pattern of male and female workers...
4.	25, line 17	to periodical meetings of the Secretaries-in-charge of JRY...	to periodical meetings of the Secretaries-in-charge for implementation of JRY...
5.	25, line 18	as so far no irregularity...	as, so far, no irregularity...
6.	40, line 2	institutions, technical...	institutions, Technical...

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**COMPOSITION OF COMMITTEE ON THE WELFARE OF  
SCHEDULED CASTES AND SCHEDULED TRIBES  
(1996-97)**

**Shri Khagapati Pradhani — *Chairman***

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**SECRETARIAT**

**Shri J.P. Ratnesh — *Joint Secretary***

**Shri B.R. Kanathia — *Deputy Secretary***

## INTRODUCTION

I, the Chairman on the Committee on the welfare of Scheduled Castes and Scheduled Tribes, having been authorised by the Committee to finalise and submit the Report on their behalf present this Second Report (Eleventh Lok Sabha), on the Ministry of Rural Area & Employment (Department of Rural Employment & Poverty Alleviation) and financial assistance provided to Scheduled Castes and Scheduled Tribes under Jawahar Rojgar Yojana.

2. The Committee took evidence of the representatives of the Ministry of Rural Area & Employment (Department of Rural Employment & Poverty Alleviation) on 18th December, 1995. The Committee wish to express their thanks to the Officers of the Ministry of Rural Area & Employment (Department of Rural Employment & Poverty Alleviation) for placing before the Committee material and information the Committee wanted in connection with the examination of the subject.

3. The Report was considered and adopted by the Committee on 17th October, 1996.

4. A summary of conclusion / recommendations contained in the Report is appended (Appendix).

NEW DELHI;

November, 1996

*Agrahayana, 1918 (Saka)*

**KHAGAPATI PRADHANI**

*Chairman,  
Committee on the Welfare  
of Scheduled Castes and  
Scheduled Tribes.*

## CHAPTER I

### INTRODUCTORY

1.1 Alleviation of rural poverty and reduction of socio-economic inequalities and bringing down the percentage of people below the line of poverty have been some of the priority areas and major objectives of the current Five year plan. Since the inception of the Planning Commission, on the observance that the "trickle down theory" does not yield the desired result, redesigning of various programmes has been taken up with an aim to create supplementary employment opportunities for the rural poor, especially during the lean agricultural seasons by coming up with new work programme. The thrust of these programmes has been at providing self-employment and wage employment to the poorer section of the Community. As a strategy for poverty alleviation the Planning Commission churned out various programmes like The Rural Manpower Programme, Crash Scheme for Rural Employment Programme, Integrated Rural Development Programme (IRDP), National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP) etc.

1.2 These poverty Alleviation programmes, however, could not tackle the targeted rural poverty effectively as these programmes were conceived without really taking into consideration the day-to-day requirement of the local people *vis-a-vis* the asset productivity. Hence, the Planning Commission came out with a new strategy involving the merger of the two wage employment programmes, *i.e.* National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP) as a single Rural Employment Programme to be known as *Jawahar Rozgar Yojana*.

1.3 Jawahar Rozgar Yojana is implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the State in the ratio of 80:20, with entire bearing on the Centre in case of Union-territories. People below the line of poverty are to be the beneficiaries under the Yojana, with preferential thrust on the members of Scheduled Castes and Scheduled Tribes and freed bonded labourers. 30% of the Employment opportunities are reserved for women under the Yojana. To achieve the objectives of the Yojana, the programme have been placed into three streams. First Stream of the Yojana which is being (I) implemented throughout the country broadly. The second Stream (II) which is to be implemented in 120 identified backward districts in different states in the Country. And the third stream, which is to be implemented by taking up

special and innovative projects leading to sustained employment for the rural poors (III).

1.4 Jawahar Rozgar Yojana and its schemes having been considered of great importance in solving the basic problems of the rural productivity, unemployment, including under Employment and regional imbalances, and for also being instrumental in reduction of socio-economic inequalities etc., the Committee decided to examine the subject Jawahar Rozgar Yojana and to report there on.

## CHAPTER II

### OBJECTIVES AND STRATEGIES

2.1 The Committee have been informed that the first stream of Jawahar Rozgar Yojana has been implemented in villages all over the country based on the poverty estimates prepared by the Planning Commission. People below the line of poverty constitute the target group under Jawahar Rozgar Yojana. The prime objective of the programme is to generate constructive supplementary employment for the unemployed and under-employed people of the villages, with preference to the members of the Scheduled Castes and Scheduled Tribes and freed landless bonded labourers. 30% of the envisaged employment opportunities are to be earmarked for women.

2.2 The objectives under Jawahar Rozgar Yojana and its sub schemes can be classified as Primary Objectives and Secondary Objectives.

*Primary Objectives:*

To create additional gainful employment for the rural unemployed and under employed men and women.

*Secondary Objectives:*

1. To create sustained employment by strengthening the rural economic infrastructure.
2. To create community and social assets in favour of the rural poor for their direct and continuing benefits.
3. To create positive impact on wage levels, and
4. To induce overall improvement in the quality of life in the rural areas.

2.3 The Committee have been given to understand that Jawahar Rozgar Yojana is a Centrally sponsored programme. Out of the total budgetary allocation for the programme, Centre's Contribution is 80%, with 20% being shared by the respective States. Financial resources are percolated to the States/UTs based on the proportion of rural population, in the particular State/UT to that of the total rural population in the country as per the estimates of the National sample Survey. The financial resources from the State/UT are further percolated to the districts based on the index

of backwardness of the population of the respective districts. The index of backwardness is formulated on the following basis:—

(a) 20% weightage for the proportion of agricultural labourers to that of the total workers in the rural areas.

(b) 60% weightage of the proportion of rural Scheduled Castes and Scheduled Tribes population in relation to that of the rural population.

(c) 20% weightage to the inverse of Agricultural productivity.

2.4 In the Eight Five Year Plan, an amount of Rs. 18,400 crores as Central assistance has been tentatively approved for implementation of JRY. For the year *i.e.* 1994-95 a provision of Rs. 3862 crores had been made, and for the year of 1995-96 Rs. 4544.97 crores have been made as a Central assistance (This includes allocation of Intensified JRY).

2.5 The funds released/utilised and the employment generated under JRY are as under:—

1	2	3	4	5
Year	Funds Released (Rs. in Crores)	Expenditure Incurred	Target	Employment Generated (in Lakh Mandays)
1989-90	2684.65	2458.08	8757.25	8643.87
1990-91	2538.64	2588.52	9291.04	8745.59
1991-92	2346.95	2663.23	7354.35	8092.01
1992-93	3182.34	2709.59	7537.95	7821.02
1993-94	4038.49*	3878.71	10383.26	9958.40
1994-95	4370.67*	4268.04	9865.45	9516.13
1995-96	4554.97*	96.28	9207.07	207.03
	(Upto April)		(Upto April)	
(Allocation)	23706.62	18658.41	62396.37	53278.05

\*Including Intensified JRY.

\*\*Including allocation of Intensified JRY.

2.6 When the Committee pointed out that the expenditure incurred during 1990-91 and 1991-92 was more than the funds released for that period, and also that from the years 1992-93 onwards the expenditure declined in comparison to the funds released for the same period, the Ministry stated that during the years 1991-92 all the States put together had an opening balance of Rs. 761.40 crores and Rs. 709.90 crores respectively.

However the total availability of funds during the years for any given State comprises the opening balance plus the funds released by the Centre and the States Respectively. Thus taking into account the opening balance along with the funds released during the year, it is possible that the expenditure incurred during 1990-91 and 1991-92 were more than the funds released under the Scheme for the period. As per the guidelines of JRY the balance funds at the end of the year are allowed to be carried forward to the next year. This has been done keeping in view the ongoing nature of the projects taken up under the Schemes.

2.7 When asked as to why there has been fluctuations in the employment generation under JRY between the years 1989-91 to that of 1992-93, the Ministry have stated that the achievements of physical targets in terms of number of mandays has been over 94%, which can be considered as very good. The target fixed in terms of mandays for any given year is indicative of the total potential for creating employment under the quantum of resources. The prevailing wage employment programmes such as JRY depends on the demand conditions for such employment *vis-a-vis* the availability of financial and physical resources. The year to year variations in employment generation cannot be eliminated as it is a basic feature of wage employment programme.

2.8 The financial and physical achievement under JRY, (Ist Stream and IIInd Stream) during 1993-94 and 1994-95 are as under :—

Year	Financial (Rs. in Crores)			Physical (Million M.Ds)		
	funds released by the Centre	State matching	Total	Expenditure	Target	Achievement
1993-94 (Ist Stream)	2541.36	636.76	3178.13	3590.21	1038.33	952.35
(IIInd Stream)	668.50	172.07	860.37	288.50	—	73.50
1994-95 (Ist Stream)	2884.72	719.94	3604.66	3359.59	799.34	745.27
(IIInd Stream)	612.81	153.20	766.01	908.45	186.81	206.35

2.9 The Ministry were asked to furnish both the physical and financial (both set Targets and Achievements) performance with regard to SCs/STs under the JRY.

The Ministry have stated that as per the existing guidelines of JRY,

the funds for SCs/STs are not separately earmarked because the basis of allocation of funds to the districts takes into account the relative proportions of SC/ST in the districts population. For the same reason no physical targets are fixed for the employment target to be achieved in respect of SC/ST. It has been further stated that under two beneficiary oriented Sub-Scheme namely, (Indira Awas Yojana and Million Wells Scheme), the %age share of SCs/STs in the total targets to be achieved and in the funds have been stipulated.

#### 2.10 Percentage Share of SC and ST Beneficiaries under JRY

Sl.	Year	SC	ST	Other
1.	1989-90	37.76	17.09	45.15
2.	1990-91	36.36	18.12	45.52
3.	1991-92	37.57	18.57	43.86
4.	1992-93	38.17	18.48	43.35
5.	1993-94	37.04	18.92	44.08
6.	1994-95	34.60	20.85	44.55
7.	1995-96	37.81	18.07	43.71

2.11 The Ministry have also stated that as regards employment generation under the JRY programme as a whole, the State Government reports the number of mandays of employment generated under the Scheme category-wise, which enables the Ministry to derive the relative employment share achieved in respect of the SCs/STs.

2.12 According to the initial strategy of funding under the Jawahar Rozgar Yojana funds have been earmarked for the implementation of two of its important sub-schemes, viz. Indira Awass Yojana and Million Wells Scheme.

Indira Awas Yojana (IAY) which was initially an important component of RLEGPs has been continued under JRY with targets to construct dwelling units, free of cost for the poorest of the poor belonging to Scheduled Castes/Scheduled Tribes and the free bonded labourers. Ten per cent of the allocation of JRY was earmarked for IAY at the National Level and ten percent of the resources are earmarked at the State level. IAY funds are to be operated by the DRDAs/ZPs at the district level.

Million wells scheme (MWS) and Land Improvement, which were initially launched as Sub-Schemes of National Rural Employment Programme (NREP)/Rural Landless Employment Guarantee Programme (RLEGPs) have been continued as a Sub Scheme of JRY with objective of providing open irrigation wells, free of cost, to poor, small and marginal farmers belonging to Scheduled Castes and Scheduled Tribes and freed

bonded labourers. Thirty Percent of (1) the Jawahar Rozgar Yojana's National Allocation for (MWS) and 30% (2) of the total resource at the State level are earmarked for the implementation of MWS.

2.13 A minimum of 2% of the JRY funds are earmarked for (1) administrative costs, inclusive of any additional staff. Eighty (2) percent of the funds allocated to each district, after providing for earmarked sector, will be distributed to the village Panchayat. The Balance of 20% funds are to be utilised at the (3) district level for interblock/village works.

2.14 Regarding the major modifications brought about in Jawahar Rozgar Yojana and its sub-schemes since its inception, with regard to utilisation of funds and effective implementation of the programme, the Ministry have stated that in the context of the new economic policy, it has been felt necessary to continue JRY as the largest single employment generation programme during the eight five year Plan period in the country. The following major changes have been brought into the Yojana:—

(i) Seventy five percent of the funds allocated under JRY in a year, subject to a minimum of Rs. 2546 crores, which was the revised Budget allocation for JRY for the year 1992-93 will be utilised for the implementation of JRY throughout the country broadly on the guidelines newly prescribed.

(ii) The funds under JRY will continue to be allocated to the States/UTs on the basis of proportion of rural poor in the State/UT to the total rural poor in the country from the latest available poverty estimates based on the results of latest National Sample Survey Organisation's survey in this regard. From the State to the district the allocation of funds would, however, be made on the index of backwardness formulated on the basis of equal weightage to the proportion of SC/ST population in a district to the SC/ST population in the State and inverse of per capita production of agricultural workers.

(iii) The sub-schemes of JRY viz., Million Wells Scheme (MWS) Indira Awas Yojana (IAY) would continue. However, earmarking of funds for MWS will be increased from existing 20% to 30% and its coverage extends to non-SC/ST poor, small and marginal farmers subject to the condition that, benefits in financial terms to the non-SCs/STs do not exceed 10% of the total allocation under JRY. Similarly, earmarking of funds at the national level for construction of houses under IAY will be increased from 6% to 10% and its coverage will be extended to non-SC/ST poor people subject to the condition that financial assistance provided to non-SC/ST poor people (excluding freed bonded labourers) does not exceed 4% of

the total allocation. However, during the year 1995-96 Rs. 1000 crores have been earmarked as Central Share for implementation of IAY and Rs. 446.40 crores for implementation of MWS out of a total Central allocation of Rs. 3862 crores for JRY.

(iv) Twenty per cent of the funds under JRY subject to a minimum of Rs. 700 crores will be used to implement an intensified JRY in 132 backward districts in different States of the country where there is concentration of unemployment and under employment. For this purpose, funds will be placed at the disposal of the concerned District Rural Development Agency (DRDAs)/Zila Parishads (ZPs) who may identify the pockets of unemployment and underemployment within the districts for implementing intensified JRY in these pockets.

(v) 5% of the JRY funds subject to a maximum of Rs. 75 crores will be earmarked for taking up special and innovative projects such as those aimed at prevention of migration of labour, enhancing women's employment, special programmes through voluntary organisations aimed at drought proofings as well as watershed development wasteland development resulting in sustained employment.

(vi) Expenditure on wage and non-wage component have been kept at the existing 60:40 ratio but the wages paid to the skilled labourers are allowed to be included under the wage component subject to the limit of 10% of the total wage.

**2.15** The Committee note that all the planning and implementation of the Schemes under Jawahar Rozgar Yojana have been left with the DRDAs/ Zila Parishad. Panchayat Samitis/Intermediate level Panchayat etc. at the State level. It is also observed that DRDAs are over loaded with multiplicity of programmes to be implemented with no other organisation to support the step-wise implementation of the Programme. The Committee also note that there are no Centrally sponsored implementing agencies or Central enforcement agencies to oversee the implementation of the JRY schemes. The Committee is of the view that the Ministry should streamline the number of sub-schemes to be implemented by the DRDAs and the Central Government should depute some officials to oversee the works undertaken in this regard. However they may take the advantage of the technical advice of the voluntary organisation. The Committee also recommend that a Central scrutiny-cum-vigilance body should be created with jurisdiction over the other implementing bodies to oversee the actual implementation of the JRY Schemes.

**2.16** The Committee are happy to observe that the people below the poverty line form the target beneficiaries, with preferred thrust being layed on the members of the Scheduled Castes and Scheduled Tribes, freed bonded labourers and women. The Committee hope that the intended benefits of the

**JRY Schemes would really percolate to the identified target group consisting of the poorest of the poor. The Committee urge the Ministry to undertake a Centrally overviewed project to identify the beneficiaries individually, if no such survey has already been done. The Committee would like to create a permanent record of the identified beneficiaries at district/blocklevel and the same should be updated annually.**

**2.17** The Committee observe that Jawahar Rozgar Yojana is instrumental in raising employment opportunities and creating durable productive assets. The Committee, however, feel unhappy about the two pronged approach of the First Stream of JRY, with two sub schemes namely Indira awass Yojana and Million Wells Scheme making it mandatory for the State to implement both the schemes. The Committee, recommend that the first stream of JRY should be modified by converting it into a single component stream with freedom for implementing agencies to select items of works in accordance with the needs of the local population of the State and the feasibility of the scheme which differs from place to place. This would avoid blocking up of huge amount of money by the States/UTs on the pretext of implementing the schemes, which they may be unable to implement due to certain technicalities and other problems.

## **CHAPTER III**

### **IMPLEMENTING STRUCTURE**

3.1 The Ministry of Rural Areas and Employment are the Nodal Department responsible for Planning, implementing, monitoring and evaluating the Programme under JRY. However, the actual implementation and monitoring of the schemes under JRY is done by the Centre through the States.

3.2 A Committee have setup within the Ministry to provide all guidance, and lays down guidelines to undertake continuous monitoring and supervision of the implementation. A State Level Coordination Committee holds the responsibility to implement the Programme within the State.

3.3 At the District level, the District Rural Development Agency, Zila Parishad (DRDA/ZP) are entrusted with the responsibility for executing all kinds of work under the schemes whereby they Coordinate, review, supervise and monitor the overall Programme. The DRDA/ZPs are accountable to the State Government for ensuring timely submission of Reports/returns in respect of the work under taken.

3.4 DRDA is headed by a Project Officer, and Zila Parishad is headed by a Chairman. Both these bodies are supported by Technical/ Administrative staff of the level of Executive Engineer etc. on the technical side and by Assistant Project Officer, Clerks, Stenographers, etc. on the general side. Apart from these, BDOS/Block Samiti Staff renders help to the district authorities in implementing and monitoring the Programmes. At the village level, the JRY Schemes are to be implemented through the village Panchayat. The village Panchayat appoints a Committee to oversee, supervise and monitor the works under the schemes in every village. Such a Committee includes at least one representative of SC/ST. The members of the Panchayat are assisted by the village Secretary.

3.5 Regarding the machinery set up at State level to review, the implementation of JRY, the Ministry have stated that the State level Coordination Committee (SCLCC) for the Rural Development monitors the progress of implementation of the Programme. It has also been stated that representatives of the Ministry are invariably invited to participate in the meetings of the State Government to review the progress with a view to affecting improvement in the quality of implementation. Officer at the district, subdivision, and Block level closely monitor all aspects of the Programme through visits to work sites. A scheme of inspection with a minimum number of field visits for each supervisory level functionary from State Government to block level is strictly adhered to.

**3.6** Regarding training imparted to the personnels at various level, selected to work under JRY in the State, the Ministry have stated that training to the personnel at various level in planning and implementation of the Rural Development Schemes including JRY, taken up by the Ministry of Rural Areas and Employment has been given special attention at the National, State and sub-levels. It has also been stated that a maximum of the Rs. 50,000 has been earmarked for each DRDA/ZP under JRY to meet the training expenses of the officials/non-officials involved in the implementation of the JRY at the District/Block/Village & Panchayat level provided that at least 50% of this must be spent on the training of non-officials.

**3.7** When asked as to whether any service training is provided to personnel undertaking JRY works, the Ministry replied that the personnel responsible for implementation of the programme are imparted training from time to time at National Institute of Rural Development (NIRD) Hyderabad, and State Level Rural Development Training Institute (SIRD) by the State Governments. It has also been stated that the training imparted to the officials help them to implement the programme effectively.

**3.8** The Committee note that service training are provided to the personnels responsible for the implementation of the programmes of JRY. The Committee desire that the training should also be imparted to the members of the Village Panchayats and Gram Sabhas in order to help them carry out the effective monitoring of the implementation of the programmes.

**3.9** The Committee note that training to personnels at various levels, elected to undertake work under JRY in States, are imparted both by the Centre as well as the State but the non-officials, who are the real organs of implementation of the Scheme, have been neglected in this regard. The Committee, therefore, recommend that the training for implementation of the JRY programmes should also be imparted to non-official participants (i.e Mukhias, Sarpanchas and Panchayat members etc.)

## CHAPTER IV

### WORK UNDER THE YOJANA

4.1 The Jawahar Rozgar Yojana contemplates an increase in the rural productivity through its multi-pronged attack on the rural poverty by facilitating improvement in the quality of life of rural poor and also the villages by creating durable and productive asset. It also aims at achieving social justice by providing gainful employment to the rural poor, especially by concentrating on the member of SC/ST and the free bonded labourers through well designed plans of development of real resource potential and productivity, with emphasis on individual as well as community-oriented schemes.

4.2 All rural works resulting in the creation of durable productive community assets are to be taken up under the Yojana. A list of the works that could be taken up for the said purpose are as follows:—

- (i) Social forestry works on Government and community land, Panchayat land etc., road side plantations, plantation along canal banks or on wasteland, on sides of railway lines etc. involving planting of fuel, fodder and fruit trees, distribution/ sale of saplings for plantation on private lands, provided the sale proceeds are credited to respective DRDAs and the same are ploughed back to JRY works.
- (ii) Soil and water conservation works, water harvesting structures etc.
- (iii) Minor irrigation works such as construction of community irrigation wells, construction of intermediary and main drains and field channels etc. and their improvements, deepening etc.
- (iv) Flood protection, drainage and water logging works
- (v) Construction/renovation of village tanks for providing water for human use or cattle use or for irrigation or pisciculture etc.
- (vi) Irrigation wells and field channels on individuals holding of members of SC/ST and allottee of ceiling surplus land, Bhoojan land and Government lands.
- (vii) Construction of institutional sanitary latrines in rural areas and institutional rural sanitation works like drains soakage pits near hand-pumps/stand / posts on community/institution basis.
- (viii) Construction of rural houses for individual members of SC/ST and freed bonded labourers.

- (ix) Construction of rural road subject to prescribed standards and specification and in accordance with the MNP criteria.
- (x) Land development and reclamation of wasteland or degraded land with special emphasis on ecological improvement in hill and desert areas.
- (xi) Augmenting existing groundwater resources through micro-level ecological planning involving afforestation, soil and moisture conservation and water management.
- (xii) Construction of community worksheds for target group beneficiaries, community centre, Panchayats ghar, DWCRA centres, market yards in areas with concentration of population of weaker sections etc.
- (xiii) Works of purely social and community nature such as, dispensaries, Panchayat ghars, community centres, creches, anganwadis, balwadis etc.
- (xiv) The primary school building will be constructed only in those revenue villages which have sanctioned schools without buildings of their own. The building will have two large rooms of approximately 30 sq. meters each with a deep varandah and lavatories/urinals separately for boys and girls in a separate corner. If any construction works is proposed to add to expand the existing school building, it would be limited to bridging the gap between the existing building and the two room building envisaged under these guidelines.
- (xv) Construction of building for the Jana Shikshan Nilayams.
- (xvi) Development of play fields in the schools.

4.3 Preference are to be given to works (i) with potential of maximum direct and continuing benefits to the members of poverty group (ii) which are, or can be, owned by or are assigned to such groups of beneficiaries either for direct use of the assets by the group(s) or for sale of services/ facilities created by the assets to ensure continuing income to the group(s).

Priority is also to be accorded to works which are required for providing infrastructures for other poverty alleviation programmes (*i.e.* IRDP, DWCRA, DPAP, & DDP) and construction of Primary School buildings in those revenue villages which have Primary Schools without building.

4.4 Some of the development activities (infrastructures) for which JRY resources could be used are as under:—

1. Planting of mulberry trees;
2. Establishment of nurseries;

3. Chawki rearing Sheds and reeling sheds for sericultures;
4. Poultry sheds;
5. Handlooms sheds;
6. Work sheds for agro-processing;
7. Retail outlet of district supply and marketing societies, and villages Haats;
8. Raw materials, godowns and common worksheds for DWCRA groups.

4.5 Special Beneficiary oriented Individual programmes for economically Weaker Sections including SCs/ STs have been proposed. Under this proposal, works can be taken up for the benefit of *identified individuals* below poverty line. Works to be taken up under such programme are as under:—

- (i) Construction of houses for individuals along with development of infrastructural facilities;
- (ii) Development of allotted land in the case of allottees of ceiling surplus land, Bhoojan land, Government land whether they belong to SC/ST category or not;
- (iii) Social forestry works, such as firewood and fodder plantations and agro-horticulture on the private lands belonging to the target group.
- (iv) Minor irrigation wells and group wells.
- (v) Drinking water wells etc.

4.6 The Committee have been informed that one of the most preferred programme under JRY is Social Forestry and Agro-horticulture works. The main objective to be achieved in the implementation of the Social Forestry & Agro-horticulture is to insure that its benefits accrue to the rural communities and more particularly to the rural poor. The works under social forestry and Agro-horticulture are to be taken up on Government and Community lands. These works are also to be undertaken on degraded forest lands, provided no suitable Community land are available, and also that the entire produce from such land are made available for the Community use. NGO's may also be involved in all activities relating to Social forestry from nursery raising to plantations through the rural poor. Funding for the NGO's may be done directly by the State Government or through DRDA's.

4.7 The DRDAs/Village Panchayats selects the species of fruit plants, fodder plants and fuel & non-fuel trees with due consideration to the needs of the community and the agro-climatic conditions of the area. Quick growing fuel trees of local variety are to be preferred over the exotic species. The DRDAs/Panchayats are also to involve farmers, particularly

the small & marginal farmers below the line of poverty, to raise nurseries in their own fields and backyards.

4.8 Farm forestry and Agro-horticulture are also to be taken up under JRY. However, these are to be taken up only on the lands belonging to the SCs/STs, Freed bonded labourers and all land allottees whose names figure in the IRDP Survey Register.

4.9 Wherever tree plantation are taken up under JRY on Community land and for Community benefits, the cost of maintenance of such plantations upto the time the trees are able to survive or upto the period of 3 years from the year of plantation, whichever is earlier, are to be met from JRY funds. The cost of saplings and also the cost of labour put in by the tree-permit holders/tree patta holders in planting the saplings and also the cost of maintenance of such plantation upto the time the tree are able to survive may be met from the JRY funds. The usufruct rights under the scheme includes rights to gather dead branches, etc., cropping of trees, hypothecate the trees to financial institutions for loans by deposit of tree planting/tree patta with the financial institutions, and devolution of the tree planting permit/patta on death of the patta holder.

4.10 The Committee have been informed that two sub-schemes of the Yojana which constitute the major chunk of work under the first stream of JRY are Indira Awas Yojana (INDIRA AWAS YOJANA) and Million Well Scheme (MWS).

#### INDIRA AWAS YOJANA

4.11 The major objective of INDRA AWAS YOJANA is to provide dwelling units to members of SC/ST, freed bonded labourers in rural areas and also to non-SC/ST rural poor's below the line of poverty, free of cost subject to a condition that the benefits to non-SC/ST poor should not exceed 4% of the total JRY allocation. Ten percent of the resources at the National/State level is earmarked for INDRA AWAS YOJANA, of which, funds are distributed amongst the districts on the basis of number of rural SCs/STs in the districts. These INDRA AWAS YOJANA funds are to be operated upon by the DRDAs/ZPS at the district level. However, during the year 1995-96 out of a total of Rs. 3862.00 crores for JRY, Rs. 1000 crores are being allocated to the INDRA AWAS YOJANA.

4.12 By the beginning of every financial year, every DRDA / ZP are required to prepare an annual action plan equivalent to 125% of its share of funds allocated in the preceding year. No work are to be taken up unless it forms part of the annual action plan. Top priority is accorded to incomplete work in the Annual Action Plan. And also no work is taken up by DRDAs/ZPs which cannot be completed with in two financial years. All plans for development are required to be discussed at the Gram Panchayat meeting. Enough care is to be taken to safeguard the interest of the weaker sections in the village with top priority to the works benefiting

SCs/STs, women, (and other weaker section of the village and community) while preparing the work plan. No sectorial earmarking of resources are done at the village Panchayat level except that 22.5% of the annual allocation must be spent on items of work which directly benefit SCs/STs. The diversions of funds meant for SCs/STs is, however, not permissible.

4.13 The order of priority for selection of beneficiaries amongst largest group is as follows:—

1. Freed bonded labourers.
2. SC/ST households who are victims of atrocities.
3. SC/ST households below the line of poverty, headed by widows and unmarried women.
4. SC/ST households affected by flood, fire, earthquake and similar natural calamities.
5. Other SC/ST households below the line of poverty.
6. Non SC/ST households below the line of poverty.

4.14 The houses under INDIRA AWAS YOJANA are generally allotted in the name of the female member of the beneficiary household. However, it can be allotted in the joint names of husband and wife also. The houses are normally to be built of individual plots in the main habitation of the village. The houses could also be built on micro habitat approved or in a cluster within a habitation with a thrust on the facilities on the development of infrastructure wherein internal roads, drains, drinking water supply etc., are to be taken care of. Enough care is also being taken not to construct the houses under INDIRA AWAS YOJANA far of outside the villages. It is also seen to it that the houses are located within the village or close to it so as to ensure safety and security, nearness to work place and social communication. In very many States/UTs INDIRA AWAS YOJANA houses are to be constructed adopting micro habitat approach, on the house sites or house plots which have been distributed to the rural poors, particularly SCs/STs over a period of time.

4.15 The financial and physical achievements under INDIRA AWAS YOJANA since inception are as under:—

Year	Allocation (Rs. in crores)	Target Houses (Nos.)	Constructed achievement (Nos.)	Expenditure (Rs. in crores)
1	2	3	4	5
1985-86	132.00	144170	51252	57.93
1986-87	165.33	158420	160197	149.18
1987-88	165.35	158420	169302	235.37
1988-89	139.81	134793	139192	149.65
1989-90	157.38	151454	186023	188.50
1990-91	157.38	122100	181800	213.07

1	2	3	4	5
1991-92	157.38	120626	207299	263.01
1992-93	223.96	117133	192585	238.83
1993-94	318.12	280363	360047	464.50
1994-95	437.69	353353	371354	475.16
(including * JRY) allocation 1995-96 Total	2054.40 *1000.00 3054.40	1740832 — —	2019051 — —	2435.20 — —

4.16 When the Committee pointed out that the expenditure on construction of houses and also the achievements under INDIA AWAS YOJANA was more than the allocation and targets specified during the year 1987-88 to 1994-95, and desired to bring the reasons therefor, the Ministry of Rural Areas and Employment replied: "INDIA AWASS YOJANA is an important Sub-Scheme of JRY and the expenditure on INDIA AWAS YOJANA houses were more than the allocation because of the felt need of the people in the rural areas for housing. In addition to the earmarked funds for INDIA AWAS YOJANA, the funds from general JRY can also be used by Panchayats and district level administration to provide houses to the rural poor. The State Government can also dovetail their funds in addition to their minimum contribution of 20% as a State share for providing more houses to the people below the line of poverty. It is due to this that the expenditure are more than the allocation, and hence the achievement of houses constructed were more than the target."

4.17 When questioned about the average cost per house under the INDIA AWAS YOJANA Scheme in the plain area *vis-a-vis* the hilly areas, the Ministry have stated that the average cost of the INDIA AWAS YOJANA houses depend upon the availability of materials, labour, and geographical conditions in the rural areas. The average cost varies from State to State in plain area as well as in hilly areas. Moreover, it is very difficult to get the average cost since, the expenditure shown also includes the expenditure on houses under construction. However, the unit cost has been fixed at Rs. 14,000 in plain areas and Rs. 15,800 in hilly areas on the basis of the National Average Calculated at the time of fixing up of the unit cost.

4.18 As regards the total number of houses constructed for SC/ST, free bonded labourers and women, the Ministry have furnished the following statement:

Statement indicating the Allocation, expenditure and the number of houses built for SC/ST beneficiaries of the total number of houses constructed is as under:—

Year	Allocation (Rs. crores)	Expenditure (Rs. crores)	House Constructed		Total
			SC/ST	Other	
1985-86	132.00	57.93	51252	—	51252
1986-87	165.33	149.18	160197	—	160197
1987-88	165.33	235.37	169302	—	169302
1988-89	139.81	149.65	139192	—	139192
1989-90	157.88	188.50	186023	—	186032
1990-91	157.88	213.07	181800	—	181800
1991-92	157.88	263.01	207299	—	207299
1992-93	223.96	238.83	192585	—	192585
1993-94	318.12	464.50	—	—	**360047
1994-95	437.69*	474.26@	272514	100861	#372275
1995-96	1249.60	491.36	207462	81329	288791

**Funds & beneficiaries**

\* Includes Rs. 87.82 of (10% of I-JRY) Allocation.

@ Revised as per Annual Progress Report.

\*\* The allocation under IAY was increased from 6% to 10% of JRY.

# Funds at the end of 1993, to extend the benefits to Non-SC/ST. Hence, category-wise breakup for IAY houses are not available for 1993-94. However, State Government were not permitted to spend more than 40% of funds on non-SC/ST beneficiaries.

4.19 The Committee have also been informed that no contractors are allowed in the construction of IAY houses. The spirit of IAY is, that the houses are not constructed and delivered by any external agency. On the other hand, the houses are constructed by the ultimate occupier of the house. The beneficiaries are given a free hand to arrange for the construction of their house by engaging their own skilled workmen and also contribute family labour. The present project cost not being sufficient the amount should be increased in view of the increased cost of the building materials and the increase in wages. The responsibility for proper construction of the house will thus be on the beneficiaries themselves. A Committee of the beneficiaries should be formed to coordinate the work and they should be consulted in all matters relating to IAY.

4.20 Suitable local voluntary agencies with proven track record, wherever available, should be associated with the construction of IAY houses to take care of supervision, guidance and the monitoring of constructions. The involvement of these voluntary agencies are to be made use of, especially to popularise the use of sanitary latrine and also in the constructions of smokeless chullahs.

### MILLION WELL SCHEME (MWS)

4.21 This Scheme was launched with the objective of providing open irrigation wells, free of cost, to the small and marginal farmers among the rural poor. At least 2/3rd of the allocation for MWS is to be spent for benefiting persons belonging to SCs/STs and the category of freed bonded labourers. Wherever construction of wells are not feasible due to geological factors, the amounts allotted under Million Wells Scheme may be utilised for other schemes of minor irrigation like irrigation tanks, water harvesting structures and also for the development of lands belonging to small and marginal farmers, the amount cannot be diverted for any other schemes.

4.22 The State Governments allocate MWS resources to the district with reference to the unirrigated land with potential's for well irrigation held by the target group. 22.5% of the resources earmarked under JRY for SC/ST works can also be used for the scheme. The order of priority for selection of beneficiaries from different categories of the target group shall be as follows:—

1. Freed bonded labourers; and
2. SC/ST poor, small and marginal farmers who are victims of atrocities; and
3. Poor, small and marginal farmers belonging to SC/ST households below the line of poverty headed by widows and unmarried women; and
4. Poor, small and marginal farmers belonging to SC/ST households affected by flood, fire, earthquake and similar natural calamities; and
5. Poor, small and marginal farmers belonging to other SC/ST households below the line of poverty; and,
6. Poor, small and marginal farmers belonging to non-SC/ST households below the line of poverty.

4.23 The cost and the area norms in respect to works under MWS are decided upon by a Committee comprising of Chief Secretary, Secretary (Rural Development), Secretary (Planning), Secretary (Irrigation) and Chief Engineer (Minor Irrigation) of the State.

4.24 The beneficiaries are themselves the executing agency to undertake the construction of their works through their own labour, and through the local labour for which they are paid. In case of a failed well compensations are provided to the extent of 100% of the expenditure actually incurred by the farmer towards digging of the well. If a beneficiary intends to install a lifting device on a well constructed under MWS he is given preference under the IRDP programme.

4.25 During 1995-96 Rs. 449.40 crores have been earmarked as central share for implementation of MWS. A total of 8,65,756 wells have been constructed since the inception of the programme upto the end of May, 1995.

4.26 The year-wise details of wells constructed under the Million Wells Scheme during the period 1988-94 is given in the following table:—

Year	Allocation	Expenditure	No. of wells Constructed During the year
(Rs. IN CRORES)			
1988-89	271.44	132.99	50345
1989-90	—	108.16	87634
1990-91	524.63	279.74	56433
1991-92	524.63	495.74	172328
1992-93	605.33	534.05	180995
1993-94	954.37	639.04	149231
1994-95	1049.61	712.99	154658
1995-96	447.40	—	—
(Provisional)			
Total :	4377.41	2902.10	851658

4.27 From the statement of allocation of funds and actual expenditure incurred on the projects, the Committee observed that the actual expenditure on the projects undertaken under the MWS is less than the allocations right from 1989-90 to 1994-95. When the Committee desired to know the reasons for non-utilisation of all the allocated funds for the schemes, the Ministry replied that the utilisation of funds primarily depends upon the demands from beneficiary. Less utilisation of funds than the actual allocations may be due to less demand. It may also depend upon the geographical and geological conditions of a particular state where the wells are required to be dug. It has also been stated that prior to 1993-94, the scheme was only for SCs/STs. However, during 1994-95, the scheme was extended to non SC/ST rural poor with a limit of not utilising more than 33% of funds allocated for MWS. In view of this, wells constructed upto 1993-94 were totally for SCs/STs. From the year 1994-95, more than 67% wells were constructed for SCs/STs.

4.28 When asked about the failed wells out of the total constructed wells, the Ministry stated that complaints regarding failed wells are received by the DRDA's which are established on the basis of norms fixed by the centre for the field works that the wells are actually failed. The compensation has been given to the beneficiary to the extent of 100% of the expenditure actually incurred towards digging of the wells.

4.29 Regarding lift irrigation devices installed independently or in combination with the wells, the Ministry have stated that after the well is completed the list of the beneficiaries is handed over to the DRDAs, and if required by the beneficiaries, assistance is provided under Integrated Rural Development Programme (IRDP) for installation of lift irrigation

devices. The Ministry has also stated that this aspect is not monitored under JRY at the Central level.

#### **Maintenance of Assets**

4.30 The assets created under the Yojana are to be taken over by the concerned regular departments of the State Governments/Panchayat Raj Institutions (PRIs) and are to be maintained by those departments/PRIs. Maintenance of assets created under the wage employment programmes for which maintenance funds are not ordinarily available shall be done by the Village Panchayats/Mandals with the funds made available with them for that purpose under the Yojana.

4.31 The Committee are happy to note the list of works to be taken up for creation of durable productive community assets and also the developmental activities (infrastructural) which could be taken up on the JRY resources. The Committee are of the strong feeling that the villagers (the target group) have neither been made aware nor educated about these options of works to be taken up. The Committee desire the Ministry to take up the issue of educating the people (the ultimate beneficiaries) in their own language. The Ministry may also issue necessary instructions to State Governments to bring out the study materials in their regional languages and circulate the same to the rural masses including SCs/STs. The Centre may also prompt the States to involve Non-Governmental Organisations and Voluntary Organisations for effective education of the people.

4.32 The Committee find the Special Beneficiary Oriented Individuals Programme as very constructive. However, the Committee are uncertain about the proper identification of the individuals below the line of poverty. The Committee strongly recommended that the Centre must involve the Planning Commission alongwith other Governmental Bodies/Organisations to help the State Governments to prepare a genuine list of identified individuals for the programme.

4.33 The Committee are impressed by the objectives of the Social Forestry and Agro-horticulture works to be preferred under JRY. The Committee are of the opinion that since the subject involves a substantial amount of scientific know-how, the people must be adequately educated/informed about the long term benefits of the whole programme. Leading Institutions like Indian Agricultural Research Institute (IARI), Indian Institute of Forest Management (IIFM) and other Organisations may be asked to lend advice in this regard. The Committee also desire that Non-Governmental Organisations and Voluntary Organisations should also be involved in the educational as well as in implementation aspects of the programme. The Committee also desire the Centre to make use of the print and the audio-visual medias for campaigning the cause of the Programme.

4.34 The Committee note that out of 3862 crores earmarked for 1995-96 an amount of one thousand crores have been allocated to IAY. The Committee also note that no separate allocations have been earmarked for

SCs/STs. The Committee, therefore, recommend that separate allocation should be made for SCs/STs in the annual budget plan of the IAY. The funds earmarked should also be utilised on priority basis during the same year.

4.35 The Committee are not happy about the dovetailing of funds of Million Wells Scheme with other Schemes like the development of Irrigation tanks and Water harvesting structures etc. as these become a community holding. The Committee strongly recommend that the Centre must prepare village-wise/panchayat-wise/district-wise and State-wise lists of intended target groups, the majority of which are SCs/STs, and later help the beneficiaries to execute the work of digging/construction of wells with adequate skilled/technical support so that the benefits must reach the SCs/STs beneficiaries directly.

4.36 The Committee note that 100% compensation is given to the beneficiary whose well is declared failed. However, keeping in view the helpless condition of the farmers the Committee feel that under such circumstances the implementing agencies should not only help the farmer with the advice of going for a much better alternative source of water but should go ahead and help them with the construction of a bore-well which would be a major source of water for the farmers both for the Rabi and the Kharif crops.

## CHAPTER V

### WAGES UNDER JRY

5.1 Jawahar Rozgar Yojana is a programme which aims at providing opportunities for both wage employment and Self Employment visualising the fast increasing labour force in rural areas. The Committee were informed that the objective of generation of additional gainful employment for the unemployed and under employed men and women in rural areas were designed to enhance the purchasing power of rural workers. It has been stated that the wages under Jawahar Rozgar Yojana are paid at the rate notified for the prescribed Schedule of Employment under the Minimum Wages Act for the relevant works and may be paid partly in food-grains and partly in cash. The rate of distribution of food-grains has been prescribed at 2Kg. per man-day. This payment of wages in food-grains has been made optional since 1993 due to fluctuations in the prices of Food-grains in the open market. Payment of wages has to be made on a fixed day of the week and should not be delayed by more than a week except at the option of workers, and in the latter case, for not more than 15 days.

#### WAGE-NON-WAGE RATIO

5.2 As regards utilisation of funds for providing infrastructural component to the poverty alleviation programme it has been stated that 60-40 ratio between wages and material component is to be maintained. In case, of need for supplementary funds for material Component, it may be provided by dovetailing resources available from other relevant Government plan/non-plan programmes. The supplementary material component may also be provided by dovetailing funds, drawn on panchayat funds, cooperatives, other public bodies and community contributions.

5.3 It has been stated that various evaluation studies carried out by the Ministry of Rural Areas and Employment have revealed that there is a wide gap in the wages of male and female unskilled workers in the States of Assam, Bihar, Punjab, U.P, Kerala, Andhra Pradesh etc. Even after averaging the wage rate for male and female workers, there remains a gap of about Rs. 5 at the national level. The equal remuneration Act mandates the Employees to pay equal remuneration to men and women workers for works of a similar nature, as well as not to discriminate while recruiting men and women workers.

5.4 It has also been observed by the Committee that there are considerable Inter-State variations in the minimum wages for the unskilled

workers ranging from Rs. 14.25 to Rs. 42.00 per day. The committee have been informed that the Ministry have taken up this issue with the respective State Government for taking corrective measures.

5.5 When asked about the criteria for fixing the minimum wages paid under JRY along with the reasons for the variation of wages in different states, the Ministry replied that the wages are fixed by the respective State Government and not by the Centre, it is for this reasons that there are variations in wages of different states.

5.6 The Committee have been informed that periodical meetings, based on the periodical progress reports obtained by the State Government from the implementing agencies, are held with the Secretaries in-charge of implementation of JRY to review the progress.

5.7 When asked whether any irregularities concerning the wage payment or execution of action plan directly or indirectly relating to SCs/STs have come to the notice of the Secretaries-in-charge of implementation during their meetings, the Ministry stated that periodical meetings with the State Secretaries-in-charge of implementing JRY to review the progress is held once in a year. Moreover, the programme being implemented is reviewed by senior officers of Government of India by visiting the work sites from time to time. It has also been stated that no irregularities concerning the wage payment or execution of action plan directly or indirectly relating to SCs/STs have come to the notice of the Secretaries-in-charge during the review meetings.

#### FOOD-GRAINS AS PART OF WAGES

5.8 Distribution of food-grains as part of wages under rural employment programmes is based on the principle of protecting the real wages of the workers besides improving the nutritional standards of the families of the rural poor. The food-grains for the Yojana are to be released to the State generally in instalments along with the release of other Jawahar Rozgar Yojana resources, excepting the cold and snow bound districts which have a limited working seasons where the food-grains will be released in one instalment. The distribution of food-grains under the Yojana is to be through Public Distribution System (PDS) only, with DRAS/ZPS making necessary arrangements for its distribution among the village panchayats/ implementing agencies for use on Jawahar Rozgar Yojana works on cash and carry basis through PDS shops.

5.9 However, despite a free hand given to the states, things do not seem to have improved as there are virtually no takers for its food-for-work component, since workers insist on cash payment. In case the implementing agencies do not pay the wages for a category of employment at a rate notified for the relevant schedule of employment under the Minimum wages Act, the Central Government shall withhold the grants to the State/UT under Jawahar Rozgar Yojana.

**5.10** The Committee are distressed to learn that there is a wide gap in the wage of male and female workers (unskilled) in some of the States e.g., Assam, Bihar, Punjab, U.P., Kerala, A.P. etc. which is a clear violation of the provisions of Equal Remuneration Act. The Committee strongly recommends that Centre should issue strict instructions to these as well as other States for implementation of the "Equal Remuneration Act" in its true spirit to ensure equal treatment to women at the time of providing employment under JRY as well as payment of wages for the same nature of work.

**5.11** The Committee are also unhappy to note that there is considerable Inter-State variations in the minimum wages for the unskilled workers ranging from Rs. 14.25 to Rs. 42.00 per-day.

The Committee, therefore, urge the Ministry to take up the matter of national minimum wage throughout the country irrespective of the nature of work and to ensure that the same is adhered to by all the states.

**5.12** The Committee are not satisfied with the state of affairs pertaining to periodical meetings of the Secretaries-in-charge of implementation of JRY as so far no irregularity concerning the wage payment or execution of action plan directly or indirectly relating to SCs/STs has been reported and acted upon. The Committee strongly feel that Centre must invigorate its periodical meetings and pick up issues to be resolved, instead of simply being satisfied with the statistical evidence presented by the States, and action need be initiated against the defaulting officers.

**5.13** The Committee are not at all convinced with the "distribution of food grains" as part of the wages under the JRY Programmes, since the principle of protecting the real wage of the workers besides improving the nutritional standards of the families of the rural poor, are not being met with. Moreover, the food-for-work component of the wage system has totally failed due to various rasons viz. poor quality of food-grains problem of storage and transportaion facilities involvement of multiple agencies, lower market price in comparison to the price of food-grains supplied under JRY, insistence of cash payment by the workers etc. The Committee desire that the matter should be reviewed with a view to giving an option to the workers to get wages either fully in cash or partly in form of cash or partly in form of food-grains keeping in view the variation in the kinds of food-grains. The Committee also recommend the Centre to carry out investigation in the cases of non-payment of wages and to take action against the defaulting officers instead of just withholding the grants to the concerned States, as ultimately it is the common man (the target group) who is the sufferer. The Committee, therefore urge the Ministry to take necessary action against the defaulting officers.

## **CHAPTER VI**

### **MONITORING AND EVALUATIONS**

6.1 For effective implementation of the programme, the Jawahar Rozgar Yojana guidelines lay emphasis on physical monitoring through field inspection which is important. The guidelines provide that officers dealing with Jawahar Rozgar Yojana at the State Head-Quarters should visit district regularly and ascertain through field visits that the programmes are being implemented satisfactorily and that execution of works is in accordance with the prescribed procedure and specifications. Like wise, officers at the district, sub-divisions and block levels must closely monitor all aspects of the programme through visits to work sites in interior areas.

6.2 Monitoring of the programme at the state level is the responsibility of the State Level Coordination Committee for the Rural Development Programmes. A representative of the Department of Rural Employment and Poverty Alleviation, Government of India, is required to be invariably involved to participate in the meeting of this committee.

The States/UTs submits the following reports and returns to the Central Government:—

1. A monthly progress report is to be furnish by Telex/Telegram by 10th of every succeeding month and,
2. A more detailed quarterly progress report is to be submitted by 25th of the month following the quarter and,
3. A detailed Annual Report is to be submitted by 25th of April of the Succeeding year.

It is through these reports the authorities both at the Centre and the State level, monitor the progress of the programme and keep a close watch on the quality and trend of implementation to take mid-course corrections.

6.3 When asked as to what is the mechanism at the State Government level to investigate the irregularities in the implementation of JRY and also that of misappropriation of funds under the same schemes, the Ministry have stated that systems of checks and balances are built into the schemes of JRY so that the misappropriation/misuse of funds do not take place. The JRY resource released to the village Panchayats are kept in an exclusive and separate Saving Banks or Post Office account which are to be operated jointly by Sarpanch and another person nominated by the Panchayat. Every drawal from the bank is required to be authorised

in the meeting of village panchayat. The accounts of DRDAS/ZP/Gram Panchayats are also subjected to regular audit.

6.4 The Ministry have also stated that instructions have been issued to the Village Panchayats to appoint a vigilance committee for each village under its jurisdiction to oversee, supervise and monitor the implementation of works under the Yojana. The State Government have also drawn up a programme of inspection of these works by senior officers of the State/ Districts/Bloc levels who are required to inspect the Rural Development Programme under JRY. This is supplemented by the visits of Central Government officers from the Ministry of Rural Areas And Employment who have been assigned specific areas for such visits and follow ups. The Ministry have also introduced a system of "Areas Officer" during 1993-94 with a view to effectively monitor the various programmes of rural a development, including JRY. Under the scheme, senior officers at the level of Deputy Secretary and above, who have been allocated States follow up and feed back on the implementation of the various rural development programmes including JRY. The area officers scheme has further been strengthened w.e.f. 1.1.1994 by including officers from the Department of Programme Implementation, Department of Wastelands Development and the Planning Commission.

6.5 The Committee were informed that all reports of irregularities in implementation of JRY, misutilisation of JRY funds etc. received directly by the Central Government are generally got investigated through State Government. The Ministry have stated that as the State Government is responsible for implementation of JRY, cases of misutilisation or irregularities are got investigated by the concerned States.

6.6 Regarding action taken against the complaints, irregularities and cases of misappropriation of funds which have come to the notice of State Government, it has been stated that the involvement of Panchayats in the implementation of the JRY in the country has brought about much desired transparency and the complaints regarding misuse of JRY funds are relatively few. Hence, all the complaints received in the Ministry of Rural Areas and Employment, they are referred to the concerned State Government for appropriate inquiry and remedial actions. Some of the State Government have suspended the officers/Sarpanches found responsible for misuse of JRY funds, criminal cases have also been initiated against the officers/Sarpanches who have committed irregularities in the utilisation of JRY funds.

6.7 The meeting of State Level Coordination Committee is held quarterly to review the performance of JRY. The composition of the State Level Coordination Committee which is constituted in each State is broadly as under:—

**Chairman**

1. Chief Secretary/Agriculture Production Commissioner/Development Commissioner

**Members**

2. Secretary, Department of Rural Development
3. Secretary, Department of Finance
4. Secretary, Department of Planning
5. Secretary, Incharge of Women's Programme
6. Head of the Department of Agriculture
7. Head of the Department of Animal Husbandry
8. Head of the Department of Irrigation
9. Head of the Department of Cooperation
10. Head of the Department of Forest
11. Head of the Department of Fisheries
12. Head of the Department of Industries & Mines
13. Director, Institutional Finance
14. MD, SC/ST Development Corporation
15. MD, Women's Development Corporation
16. Representative of KVIC
17. Chief Executive Officer of State KVIS
18. A representative of the Government of India, not below the rank of /Deputy Secretary

**Member Secretary**

19. Joint/Deputy Secretary, Department of Rural Development

The States are allowed a free hand to include any other officials/non-officials whose presence they deem necessary in the meeting of SLCC.

6.8 The Ministry of Rural Areas & Employment, at the Centre, have introduced in 1993-94 a system christened as "Areas Officers Scheme" to effectively monitor the various programme of Rural Development including JRY. Under the Scheme officers of the level of Deputy Secretary and above have been allocated few States which they are required to visit and get the feed back on the implementation of rural development programmes inclusive of JRY.

The Areas Officers Schemes has been strengthened by including officers from the Department of Waste Land Development and the Planning Commission.

6.9 On seeking information on "Area Officers Scheme" regarding its composition, inclusion of SCs/STs, shortcomings observed, feed back obtained etc., the Ministry stated that AOS was introduced with a sole purpose of effective monitoring of the various rural development

programmes inclusive of JRY. It seems that there is no team of officers as such, however, SC/ST officers above the rank of Deputy Secretary working with the Ministry are allocated States for carrying out monitoring of the developmental programmes. The area officers review the physical and financial progress at the field levels and suggest the remedial measures for the shortcomings in the implementation of the programmes.

6.10 The important evaluation/survey carried out on the functioning and impact of JRY are "Quick Study", conducted by the programme evaluation organisation of the Planning Commission, on the implementation of JRY in 40 Panchayats of ten major states of the country and "Concurrent Evaluation" of JRY through independent institutions/organisations in all districts, which has been conducted by the Government of India, to assess the impact of the developmental programmes chosen for the rural areas in relation to the stated objectives of the programme.

6.11 The "Quick Study" on the JRY schemes was carried out in 1992, for the period of implementation of the programme between April, 1989 to September, 1991. The major findings of the study are as follows:—

1. The share of SCs/STs in employment generation was more than 50%.
2. The share of women in the employment generation was only 22—25% at the district level and 15-18% at the village panchayat level.
3. The Yojana did not provide employment to the extent expected as the average number of days a person got employment was 11.44 days during 1989-90, 15.68 days during 1990-91 and 12.8 days during 1991-92 (upto September, 1991).
4. Adequate attention was not given to the maintenance of assets.
5. Some of the Village Panchayats did not utilise the funds provided to them.
6. 89% of the selected beneficiaries expressed that assets created were useful.
7. The contractors were also engaged by some of the Gram Panchayats for execution of some works.

6.12 The major findings of the "Concurrent Evaluation" carried out in 1992 between January, 1992 to December, 1992 are as follows:—

1. Nearly 73% of the available funds were spent by the Village Panchayats for undertaking community development projects under JRY on the all India level. In some of the states viz. J&K, Sikkim, Tripura, Andaman and Nicobar Islands, Delhi and Pondicherry the utilisation was even more than 100% of the available funds and,

2. In 57% of the Assets completed by the Village Panchayats under JRY, priority was given to the construction of rural link roads, panchayat ghars, school buildings and community centres and,
3. In almost all the states except Punjab the average wages paid per manday to the unskilled workers were more or less equal to the minimum wages prescribed under the Minimum Wages Act and,
4. The wage and the non-wage component of the expenditure of JRY works undertaken by the Village Panchayats at the all India level was 53% and 47% respectively and,
5. In majority of the cases the payment of wages to the workers was made either on daily basis or weekly basis. Only in few cases it was fortnightly or on a monthly basis and,
6. In about 84% of the cases the muster rolls were maintained and were available with the village panchayats and,
7. Of the total assets created, roughly 74% were found to be of good/satisfactory, 8% of poor quality and the remaining 18% were either incomplete or according to the laid down norms and,
8. At the all India level during the last 30 mandays preceding the date of the survey a JRY worker got roughly 4 days of employment and another one manday of employment was received by other member of the family. It was more than 10 days in certain states like Assam, Goa, Orissa and Lakshadweep and,
9. In majority of cases the Assets created were found to be maintained by the Village Panchayats. However in 17.5% cases they were not maintained by any agency.

The report has also pointed out certain areas of concern. These are as under:—

1. In majority of cases, panchayat heads were not given any training for undertaking JRY works and,
2. The share of women in employment was only 20% and,
3. In some states viz. Assam, J&K, Tripura, Dadra and Nagar Haveli, Lakshadweep and Pondicherry, the Annual Action plans were not discussed at all in the Gram Sabha meetings and,
4. In some States viz. Andhra Pradesh, Kerala, Maharashtra, Tamil Nadu and Pondicherry there was disparity in the average wages paid per manday to male and female unskilled workers and,
5. The workers who belonged to the category of ineligibles also took advantage of the programme.

6.13 The shortcomings of the implementation of JRY identified by the concurrent evaluation were communicated to the concerned State Governments for their comments and for taking up corrective measures. States/UTs have reported that strict instructions have been issued to the implementing agencies.

Some of the important aspects of the action taken/comments by the State Government/UTs are as follows:—

Findings of the Report	Action/Comment by the state Government
1. A large number of Panchayat Chiefs were not given any training for the implementation of JRY.	Majority of States/UTs have replied that the instruction have been issued by them to conduct training courses for those who are engaged in the implementation of the Programme and specially for the Panchayat Heads.
2. The percentage expenditure on JRY works to total available funds by the Village Panchayats was less.	Some of the States/UTs have intimated that the progress under JRY does not take place upto the mark during April to May and June it gears up after May/ June only. However, they have issued instructions to finalise the annual action plan before April itself.
3. The wage component to the total expenditure was less.	The States have reported that, it is difficult to maintain existing wage non-wage ratio (60:40), specially, in construction activities. However instructions have been issued to maintain wage/non-wage in the ratio of 60:40.
4. The share of women in total employment generated has been less.	Majority of States/UTs have replied that, it is because of special structure of the society. Female members are busy in domestic activities and only male members come forward to work outside.
5. A large number of assets created were reported to be of poor quality/incomplete, (in case of Maharashtra, Mizoram, Nagaland, Tripura, Uttar Pradesh & Lakshadweep).	A few States have reported that implementing agencies have been instructed to execute works as per the norms of respective departments. A few States have intimated that.it is because of the lack of technical staff, quality could not be maintained.

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6. Delay in completion of works is mainly due to shortage of funds.

The States have reported that Annual Action Plan are generally prepared on higher side of the allocated funds. The panchayats start the work all at once. The delay in receiving the last instalment might be the reason for shortage of funds at the period of evaluation. However, States have issued instructions to the village functionaries to start the work as per the availability of funds.

7. There is much variation in the wage rates paid to male and female workers (in case of Andhra Pradesh, Assam, Kerala, Maharashtra, and Pondicherry).

The States have reported that there is no difference in wages for male and female workers. Wages are paid uniformly to men and women according to nature of work and out-turn.

8. Periodicity of payment to JRY workers was not regular.

Hilly States have reported that because of more difficult areas, it was not possible to make weekly payments. A few States/UTs have reported that since payment is made in cash and in food-grains, there may have been some delay.

9. Muster rolls were not maintained by the Village Panchayats (Kerala, Maharashtra, Nagaland, Tripura, A&N Islands, D&N Haveli and Pondicherry).

The States have reported that, the Implementing Agencies have been given instructions to maintain muster rolls for the works to be executed under JRY. The officers monitoring the JRY are also verifying this aspect. The Tripura Government has intimated that after the elected panchayats are in place, it is expected that the panchayat officials will start maintaining muster rolls.

10. Assets created were not maintained (in case of A.P., Assam, Kerala, Maharashtra, Nagaland, Lakshadweep and Pondicherry.)

Most of the States have reported that the maximum amount (10%) that can be spent for Mizoram, maintenance is quite inadequate and should be enhanced. However, these States have also stated that all possible efforts will be taken for proper maintenance of assets.

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11. The quality of food-grains distributed to JRY workers were not good. (Karnataka and Tripura)

The Government of Karnataka has reported that instructions have been given to Zilla Parishads to direct the concerned to lift good quality food-grains for distribution. The Govt. of Tripura on the other hand has intimated that while there were some infrequent complaints of poor quality of food-grains, these instances are taken up for redress through our food and Civil Supplies Department and Food Corporation of India.

6.14 A muster roll of the workers showing their states of SC/ST/ Landless/Free bonded Labours/Women workers etc. are to be maintained by a state level official. This is to be done with a view to prevent non-payment/under-payment of wages or any manipulations of rolls. Copies of the muster roll are also to be duly certified by Panchayat Head and are to be displayed at the public place in the villages, such as, Panchayat office etc. The concerned officials are to sign the muster roll and also to record on the muster rolls at the time of weekly payment, a certificate indicating the Employment generated for the SCs/STs and for other as also the total Employment generated. The total number of mandays generated for the landless labourers, free bonded labourers and women labourers also to be indicated separately. The Employment generation figures are to be compiled from the certificates of the muster rolls.

6.15 The States/UTs are to conduct periodical evaluation studies on the implementation of the programme. Evaluation studies are to be given to the reputed institutions on issues thrown up by the concurrent evaluation meriting detailed studies, which may be given by the Centre as well as the States/UTs. Copies of the evaluation studies conducted by the state should be furnished to the Central Government. Remedial action are to be taken by the States/UTs on the basic observations made in their evaluation studies, and also in the evaluation studies conducted by the State should be furnished to the Central Government.

6.16 In order to ensure social control of the Yojana, meetings of the Village Panchayat are to be held every month at a fixed date, time, and place to consider the issues regarding the planning, Execution, Monitoring and Supervision of the Jawahar Rozgar Yojana. These meetings may be open to any member of the village community, who may be free to raise any issue regarding implementation of the Yojana.

6.17 The Committee are convinced with the systems of checks and balances infused within the Schemes of JRY in order to leave no place for misappropriation/misuse of funds while implementing the schemes.

However, the Committee are not sure about the practicality of these instruments of checks and balances. The Committee insist strongly on the physical monitoring of the books and reports submitted by the States. The Centre should also encourage on the spot check/inspections by regular field visits by special bodies like Area Officer, State Level Coordination Committee, Central Government Officers etc.

6.18 The Committee are unhappy to learn that all reports of irregularities in the implementation of JRY, misutilisation of JRY funds etc. are got investigated through the State Government, despite the fact that the complaints are received directly by the Central Government. The Committee are not happy with the explanation of the Government that the State Government being responsible for the implementation of JRY, cases of misutilisation/irregularities are got investigated by the concerned States.

The Committee are of strong opinion that all the reports of irregularities in implementations/misutilisations of JRY funds received directly by the Central Government must, at any cost be investigated by the Central Government itself as it is felt that the ultimate accountability of the JRY funds lies with the Centre.

6.19 The Committee are happy with the findings of the "Quick Study" and the "Concurrent Evaluation" as mentioned at paras 6.11 and 6.12 of this report. The Committee recommend that these findings must be taken up seriously for inculcating mid-course correction/amendments, and also to rectify the pin-pointed shortcomings of JRY. The Committee are also of the strong opinion that the Centre must not sit satisfied with the Action Taken comments of the State Government/UTs, and it must take up fact finding missions/visits in audit to set right the drawbacks and to do complete justice to the beneficiaries in order to live upto the expectation of the people (Target Group) and also to uphold the objectives of the schemes under JRY.

## CHAPTER VII

### INTENSIFIED JAWAHAR ROZGAR YOJANA (JRY—SECOND STREAM)

7.1 The Committee have been informed that the second stream of Jawahar Rozgar Yojana namely, Intensified Jawahar Rozgar Yojana, has been introduced in 120 backward districts of the country since 1993-94. This was especially done with a view to intensify the schemes as selected backward districts in the country where there is concentration of underemployed and unemployed rural poors.

7.2 A record list of 120 districts have been made on the index of backwardness formulated in consultation with the Planning Commission on the basis of 50% weightage to rural SC/ST population of the districts and 50% weightage to the inverse of per capita agricultural labour productivity. However, the districts in which majority of blocks are covered under DPAP have been included and the districts which are commercially and industrially advanced have been specifically excluded.

7.3 Resources allocated under the Jawahar Rozgar Yojana Second Stream, (i.e. the Intensified Jawahar Rozgar Yojana) are to be distributed among the selected districts on the basis of the backwardness index formulated by assigning equal weightage to the proportion of rural SC/ST population in a district to total SC/ST population of all selected backward districts and inverse of per capita production of the agriculture workers. The central resources are to be released directly to the DRDAs/ZPs in four instalments. A matching share of the states allocation have to be released by the State Government to the DRDAs/ZPs within a fortnight after the release of central share. These funds are to be kept at the disposal of DRDAs/ZPs for taking up employment works/projects.

7.4 DRDAs/ZPs are to identify the pockets of concentration of unemployment and under-employment with in the selected districts. All employment works which result in creation of durable productive assets providing employment on sustained basis are to be included in the intensified JRY. However preference will be given to works having potential with maximum direct and continuing benefits to the members of poverty group. Preference will also be accorded to works which are, or can be, owned by or are assigned to groups of beneficiaries eager for direct use of the assets by the group(s) or sale of the services/facilities created by the assets to ensure continuing income to the target groups.

7.5 Some of the work schemes to substantiate the aforementioned references may consist of watershed development programmes and

schemes relating to minor irrigation works, soil and water conservation work, water harvesting structures, waste lands development, farm forestry, construction of all weather roads and such other sectors for sustained rural employment and drought proofing in the areas.

The schemes of work may also include schemes to strengthen rural infrastructure like primary schools, primary markets in specially deficient tribal areas. The Panchayat Samitis of the district are to prepare a shelf of projects by the commencement of the financial year to be included in the action plan of the district. The districts are to prepare a comprehensive action plan of appropriate schemes which would be approved by the DRDAs/ZPs for implementation in the districts.

7.6 The entire work load of implementing, coordinating, review, supervising and monitoring of the programme has to be shouldered by the DRDAs/ZPs as per decision of the States/UTs. This makes the DRDAs/ZPs to be accountable to the State Governments for the required returns and reports of the works taken up for execution in the districts.

7.7 The following reports and returns are to be submitted to the Central Government by the States/UTs separately in respect of Second Stream of JRY i.e. Intensified JRY:—

1. A monthly quarterly report is to be submitted by telex/ telegram/fax/E-Mail in proforma III by the 10th of every succeeding month and,
2. A more detailed quarterly progress report to be submitted in proforma IV by the 25th of the month following the quarter and,
3. A detailed annual report to be submitted by 25th April of the succeeding year. Proforma IV will be used for the purpose.

7.8 The Committee are happy to note that the objectives of the intensified JRY has been introduced in 120 backward districts of the country. The Committee are of the view that the implementation of the intensified JRY should not be left to DRDAs. Who are already over burdened. Instead, the Central Government should assign the work of implementation of the intensified JRY to some other Governmental or non-Governmental agencies. These bodies should be authorised to start the identification of the beneficiaries and carry out implementation, coordination, review, supervision, and monitoring of the programmes under intensified JRY.

7.9 The Committee also recommend that a list of identified special beneficiaries i.e. SC/ST beneficiaries, should be prepared and separate allocation of resources be done for these target groups. The Committee also desire the Centre to direct the States/UTs to release its share of funds immediately alongwith the Centre's share. Moreover the Centre must also work out a mechanism to see whether the States release their share of 20% of the fund. They must also ask for utilisation certificate of the total fund of

**100% from the State thereby doubly ensuring the release of the States share as well. The Committee therefore recommend that a special Cell should be created in the Ministry of Rural Areas & Employment (Department of Rural Employment & Poverty Alleviation) at the Centre to monitor the utilisation of funds.**

## CHAPTER VIII

### INNOVATIVE AND SPECIAL EMPLOYMENT SCHEMES (THIRD STREAM—JRY)

8.1 A small portion of Jawahar Rozgar Yojana resource have been segregated (since 1993-1994) for implementation of special and innovative projects those are aiming at the prevention of migration of labour, enhancing women's employment, and special programmes through voluntary organisations aimed at drought-proofing, as well as watershed development/waste lands development etc. resulting in sustained employment.

8.2 The prime objective and target group for the special and innovative projects remain basically the same as that of general Jawahar Rozgar Yojana, except for a distinct emphasis on aspects like development of core infrastructure for providing long term employment opportunities, model planning, integration of on going development schemes, dovetailing of non-Yojana resources for taking up socially & economically relevant material intensive works under the Yojana, application of appropriate technology in the field of agriculture etc. These projects would be those which, in addition to specific achievements under the projects, also would help to achieve the specific targets but also carry experimental values to those involved in the implementation, planning and policy formulation of employment projects.

8.3 The broad guidelines for the projects to be formulated under the Innovative and special employment schemes are as under:—

- (a) The projects are to contain innovative elements, especially with regard to convergence of programme, participation of people and inter-departmental and inter-disciplinary implementation at the ground level and,
- (b) The projects are to benefit special groups of people or areas which are, at by and large getting by-passed by the already prevalent rural development programmes. Similar such projects are to be developed for areas which are remote, inaccessible and extremely backward in socio-economic infrastructure and,
- (c) The projects are to contain tight-knit management structure with specific management, monitoring and implementation responsibilities identified and,

- (d) Initially, the total cost of each project are not to exceed Rs. 3 crores and are to be implemented within 3 years. The funds are to be released on annual basis. The subsequent installments are to be released only on the satisfactory implementation of the annual programmes. Projects implemented by the State Governments and related agencies, the costs of the project are to be shared by the State in the ratio of 80:20. When the projects are implemented entirely by NGOs, the entire approved cost may be given by the Centre and,
- (e) The projects ought to be labour intensive and should not use Contractors. The work should be executed only by beneficiaries or their committees, except in exceptional cases, were departmental executives are to be permitted. Employment projects expected to initiate a self reliant process of Employment generation by providing specific/Institutional status to a typical rural problem like aridity, soil erosion etc. or projects having a multiplying effect on employment generation over the years are to be preferred and,
- (f) Projects are to contain a well planned strategy based on a through assessment of geophysical factors & Rural resources to tackle specific problems like migrations of labourers, untapped on under utilised resources. Only such projects are to be considered which cannot be covered under general & Intensified Jawahar Rozgar Yojana and Employment Assurance Scheme (EAS) in the normal course projects benefitting individual beneficiaries may be considered.

8.3 The following reports and returns will be submitted to the Central Government by the states separately in respect of third stream of Jawahar Rozgar Yojana:—

- (i) Quarterly progress report to be submitted in proforma IV by the 25th of the month following.
- (ii) Annual report indicating the qualification and qualitative achievement made under the project to be submitted by the 25th April of the succeeding year.

8.4 The Committee find the guidelines for the formulation of projects under the Innovative and Special Employment Schemes (JRY Third Stream) are of a very special nature. The Committee are of the opinion that since the objectives and guidelines of the Third Stream of JRY are of very special and technical nature, the Government should seek advice on various aspects

of the programme from the leading Management, R&D oriented institutions, technical manpower planning organisations etc. and thereafter, go in for revitalised implementation of the programme through alternate implementing agencies other than DRDAs. However, the implementation of the Third Stream of JRY should remain with the Central Government.

NEW DELHI;  
November, 1996

*Agrahayana, 1918 (Saka)*

**KHAGAPATI PRADHANI**,

*Chairman,*

*Committee on the Welfare of  
Scheduled Castes and Scheduled  
Tribes.*

## APPENDIX

(Vide para 4 of introduction)

*Summary of Conclusions/Recommendations contained in the Report*

Sl. No.	Para No.	Conclusions/Recommendations
1	2	3
1.	2.15	<p>The Committee note that all the planning and implementation of the schemes under Jawahar Rozgar Yojana have been left with the DRDAs/Zila Parishad, Panchayat Samitis/Intermediate level Panchayat etc. at the State level. It is also observed that DRDAs are over loaded with multiplicity of programme to be implemented with no other organisation to support the stepwise implementation of the Programme. The Committee also note that there are no Centrally sponsored implementing agencies or Central enforcement agencies to oversee the implementation of the JRY schemes. The Committee is of the view that the Ministry should streamline the number of sub-schemes to be implemented by the DRDAs and the Central Government should depute some officials to oversee the works undertaken in this regard. However they may take the advantage of the technical advice of the voluntary organisation. The Committee also recommend that a Central scrutiny-cum-vigilance body should be created with jurisdiction over the other implementing bodies to oversee the actual implementation of the JRY Schemes.</p>
2.	2.16	<p>The Committee are happy to observe that the people below the poverty line from the target beneficiaries, with preferred thrust being layed on the members of the Scheduled Castes and Scheduled Tribes, freed bonded labourers and women. The Committee hope that the intended benefits of the JRY Schemes would really percolate to the identified target group consisting of the poorest of the poor. The Committee urge the Ministry to undertake a Centrally overviewed project to identify the</p>

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		beneficiaries individually, if no such survey has already been done. The Committee would like to create a permanent record of the identified beneficiaries at district/block level and the same should be updated annually.
3.	2.17	The Committee observe that Jawahar Rozgar Yojana is instrumental in raising employment opportunities and creating durable productive assets. The Committee, however, feel unhappy about the two pronged approach of the first stream of JRY, with two sub schemes namely Indira Awas Yojana and Million Wells Scheme making it mandatory for the State to implement both the schemes. The Committee, recommend that the first stream of JRY should be modified by converting it into a single component stream with freedom for implementing agencies to select items of works in accordance with the needs of the local population of the State and the feasibility of the scheme which differs from place to place. This would avoid blocking up of huge amount of money by the States/UTs on the pretext of implementing the schemes, which they may be unable to implement due to certain technicalities and other problems.
4.	3.8	The Committee note that service training are provided to the personnels responsible for the implementation of the programmes of JRY. The Committee desire that the training should also be imparted to the members of the Village Panchayats and Gram Sabhas in order to help them carry out the effective monitoring of the implementation of the programmes.
5.	3.9	The Committee note that training to personnels at various levels, selected to undertake work under JRY in States, are imparted both by the Centre as well as the State but the non-officials, who are the real organs of implementation of the Scheme, have been neglected in this regard. The Committee, therefore, recommend that the training for implementation of the JRY programmes should also be imparted to non-official participants (i.e. Mukhias, Sarpanchas and Panchayat members etc.)

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6.	4.31	<p>The Committee are happy to note the list of works to be taken up for creation of durable productive community assets and also the developmental activities (infrastructural) which could be taken up on the JRY resources. The Committee are of the strong feeling that the villagers (the target group) have neither been made aware nor educated about these options of works to be taken up. The Committee desire the Ministry to take up the issue of educating the people (the ultimate beneficiaries) in their own language. The Ministry may also issue necessary instructions to State Governments to bring out the study materials in their regional languages and circulate the same to the rural masses including SCs/ STs. The Centre may also prompt the States to involve Non-Governmental Organisations and Voluntary Organisations for effective education of the people.</p>
7.	4.32	<p>The Committee find the Special Beneficiary Oriented Individuals Programme as very constructive. However, the Committee are uncertain about the proper identification of the individuals below the line of poverty. The Committee strongly recommend that the Centre must involve the Planning Commission alongwith other Governmental Bodies/Organisations to help the State Governments to prepare a genuine list of identified individuals for the programme.</p>
8.	4.33	<p>The Committee are impressed by the objectives of the Social Forestry and Agro-horticulture works to be preferred under JRY. The Committee are of the opinion that since the subject involves a substantial amount of scientific know-how, the people must be adequately educated/informed about the long term benefits of the whole programme. Leading Institutions like Indian Agricultural Research Institute (IARI), Indian Institute of Forest Management (IIFM) and other Organisations may be asked to lend advice in this regard. The Committee also desire that Non-Governmental Organisations and Voluntary Organisations should also be involved in the educational as well as in implementation aspects of the programme. The Committee also desire the Centre to make use of the print and the audio-visual</p>

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medias for campaigning the cause of the programme.		
9.	4.34	<p>The Committee note that out of 3862 crores earmarked for 1995-96 an amount of one thousand crores have been allocated to IAY. The Committee also note that no separate allocations have been earmarked for SCs/STs. The Committee, therefore, recommend that separate allocation should be made for SCs/STs in the annual budget plan of the IAY. The funds earmarked should also be utilised on priority basis during the same year.</p>
10.	4.35	<p>The Committee are not happy about the dovetailing of funds of Million Wells Scheme with other Schemes like the development of irrigation tanks and water harvesting structures etc. as these become a community holding. The Committee strongly recommend that the Centre must prepare village wise/panchayat wise/district wise and State wise lists of intended target groups, the majority of which are SCs/STs, and later help the beneficiaries to execute the work of digging/construction of wells with adequate skilled/technical support so that the benefits must reach the SC/ST beneficiaries directly.</p>
11.	4.36	<p>The Committee note that 100% compensation is given to the beneficiary whose well is declared failed. However, 'keeping in view the helpless condition of the farmers the Committee feel that under such circumstances the Implementing agencies should not only help the farmer' with the advice of going for a much better alternative source of water but should go ahead and help them with the construction of a bore-well which would be a major source of water for the farmers both for the Rabi and the Kharif crops.</p>
12.	5.10	<p>The Committee are distressed to learn that there is a wide gap in the wage of male and female workers (unskilled) in some of the States e.g., Assam, Bihar, Punjab, U.P., Kerala, A.P. etc. Which is a clear violation of the provisions of Equal Remuneration Act. The Committee strongly recommends that Centre should issue strict instructions to these as well as other States for implementation of the "Equal Remuneration Act" in its true spirit to ensure equal</p>

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		treatment to women at the time of providing employment under JRY as well as payment of wages for the same nature of work.
13.	5.11	The Committee are also unhappy to note that there is considerable Inter-State variations in the minimum wages for the unskilled workers ranging from Rs. 14.25 to Rs. 42.00 per-day. The Committee, therefore, urge the Ministry to take up the matter of national minimum wage throughout the country irrespective of the nature of work and to ensure that the same is adhered to by all the States.
14.	5.12	The Committee are not satisfied with the state of affairs pertaining to periodical meetings of the Secretaries-in-charge of implementation of JRY as so far no irregularity concerning the wage payment or execution of action plan directly or indirectly relating to SCs / STs has been reported and acted upon. The Committee strongly feel that Centre must invigorate its periodical meetings and pick up issues to be resolved, instead of simply being satisfied with the statistical evidence presented by the States, and action need be initiated against the defaulting officers.
15.	5.13	The Committee are not at all convinced with the "distribution of foodgrains" as part of the wages under the JRY Programmes, since the principle of protecting the real wage of the workers besides improving the nutritional standards of the families of the rural poor, are not being met with. Moreover, the food-for-work component of the wage system has totally failed due to various reasons viz. poor quality of food-grains, problem of storage and transportation facilities involvement of multiple agencies, lower market price in comparison to the price of food-grains supplied under JRY, insistence of cash payment by the workers etc. The Committee desire that the matter should be reviewed with a view to giving an option to the workers to get wages either fully in cash or partly in form of cash or partly in form of food-grains keeping in view the variation in the kinds of food-grains. The Committee also recommend the Centre to carry out investigation in

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the cases of non-payment of wages and to take action against the defaulting officers instead of just withholding the grants to the concerned States, as ultimately it is the common man (the target group) who is the sufferer. The Committee, therefore urge the Ministry to take necessary action against the defaulting officers.

16. 6.17

The Committee are convinced with the system of checks and balances infused within the schemes of JRY in order to leave no place for misappropriation / misuse of funds while implementing the schemes. However, the Committee are not sure about the practically of these instruments of checks and balances. The Committee insist strongly on the physical monitoring of the books and reports submitted by the State. The Centre should also encourage on the spot check / inspections by regular field visits by special bodies like Area Officer, State Level Coordination Committee, Central Government Officers etc.

17. 6.18

The Committee are unhappy to learn that all reports of irregularities in the implementation of JRY, misutilisation of JRY funds etc. are got investigated through the State Government, despite the fact that the complaints are received directly by the Central Government. The Committee are not happy with the explanation of the Government that the State Government being responsible for the implementation of JRY, cases of misutilisation / irregularities are got investigated by the concerned States.

The Committee are of strong opinion that all the reports of irregularities in implementations / misutilisations of JRY funds received directly by the Central Government must, at any cost be investigated by the Central Government itself as it is felt that the ultimate accountability of the JRY funds lies with the Centre.

18. 6.19

The Committee are happy with the findings of the "Quick Study" and the "Concurrent Evaluation" as mentioned at para 6.11 and 6.12 of this report. The

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Committee recommend that these findings must be taken up seriously for inculcating mid-course correction / amendments, and also to rectify the pin-pointed shortcomings of JRY. The Committee are also of the strong opinion that the Centre must not sit satisfied with the Action Taken comments of the State Government / UTs, and it must take up fact findings missions / visits in audit to set right the drawbacks and to do complete justice to the beneficiaries in order to live upto the expectation of the people (Target Group) and also to uphold the objectives of the schemes under JRY.

19. 7.8 The Committee are happy to note that the objectives of the intensified JRY has been introduced in 120 backward districts of the country. The Committee are of the view that the implementation of the intensified JRY should not be left to DRDAs. Who are already over burdened instead, the Central Government should assign the work of implementation of the identification of the beneficiaries and carry out implementation, coordination, review, supervision, and monitoring of the programmes under intensified JRY.

20. 7.9 The Committee also recommend that a list of identified special beneficiaries i.e. SC/ST beneficiaries, should be prepared and separate allocation of resources be done for these target groups. The Committee also desire the Centre to direct the States/UTs to release its share of funds immediately alongwith the Centre's share. Moreover the Centre must also work out a mechanism to see whether the States release their share of 20% of the fund. They must also ask for utilisation certificate of the total fund of 100% from the State thereby doubly ensuring the release of the States share as well. The Committee therefore recommend that a special Cell should be created in the Ministry of Rural Area & Employment (Department of Rural Employment & Poverty Alleviation) at the Centre to monitor the utilisation of funds.

21. 8.4 The Committee find the guidelines for the formulation of projects under the Innovative and Special Employment Schemes (JRY Third Stream)

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are of a very special nature. The Committee are of the opinion that since the objectives and guidelines of the Third Stream of JRY are of very special and technical nature, the Government should seek advice on various aspects of the programme from the leading Management, R&D oriented institutions, technical manpower planning organisations etc. and thereafter, go in for revitalised implementation of the programme through alternate implementing agencies other than DRDAs. However, the implementation of the Third Stream of JRY should remain with the Central Government.

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