

PANCHAYATI RAJ AS A DEVELOPMENTAL MECHANISM

*A CASE STUDY OF JRY IN PANCHAYAT SAMITI NADOTI,
DISTRICT KARALI (RAJASTHAN)*

*Dissertation submitted to the Jawaharlal Nehru University
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MASTER OF PHILOSOPHY

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CERTIFICATE

This is to certify that the Dissertation entitled "PANCHAYATI RAJ AS A DEVELOPMENTAL MECHANISM" : A Case Study of JRY in Panchayat Samiti Nadoti, District Karauli (Rajasthan) submitted by Mr. GIRRAJ PRASAD BAIRWA in partial fulfilment for the award of the Degree of MASTER OF PHILOSOPHY, has not been previously submitted for any other degree of this or any other university. This is his original work.

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Dedicated
To
My Parents

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(GIRRAJ PRASAD BAIRWA)

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INTRODUCTION

The successful working of democracy demands association of the people at the various levels of administration. Panchayati Raj system is an effective instrument of associating the people at the various levels of administration. The main objective of the Panchayati Raj is to strengthen the base of democracy at the grassroots level by handing over the powers as well as responsibilities to the people.

Panchayati Raj is a "developmental mechanism" where people are directly participate in the developmental activities. It's an effective instrument of the people's participation in the developmental process. Various developmental schemes and programmes are channelled through the Panchayati Raj Institutions. The idea behind the establishment of Panchayati Raj was to create rural local self-government which envisages the active participation of all sections of people irrespective of caste, class & creed in the developmental programmes of village.

The Panchayati Raj literally means an assembly (Yat) of five (Panch) wise and respected elders chosen and accepted by the village community. They were considered as the incarnation of God (Panch Parmeshwar). The institution. of Panchayati Raj is not new to India. It has existed since earliest times. We get numerous references about the Pachayats in, "Manusmriti",

"Mahabharat" and "Arthasastra", which testify that the village has been a basic unit of administration since earliest times.

The spirit of Panchayati Raj lies in its "democratic decentralisation" of economic, political, social and administrative powers at the bottom level. 'Democratic decentralisation' is not merely a devolution of power but it also comprises devolution of responsibilities. Often, delegation of powers is misunderstood for decentralisation. "Decentralisation" in fact, is a process whereby the Govt. diverts itself completely of certain duties and responsibilities and devolves them upon some other authority at the local level. "Fesler"¹ has classified the decentralisation approaches in to four categories. These categories are:

1. the doctrinal;
2. the political;
3. the administrative; and
4. the dual role.

¹ James W. Fesler, "Approaches to the Understanding of Decentralisation", in Vasant Desai, "Panchayati Raj - Power to the People" (Himalaya Publishing House, 1990), New Delhi, pp.14-15.

A healthy local self-Govt. had been accepted as a part of democratic apparatus even before independence and the introduction of the constitution, but no immediate efforts were made to translate this goal into practice although mentioned in the directives. The institution of the panchayati Raj in rural areas came in to focus only after the Balwant Rai Mehta Committee's report in late fifties. It was in pursuance of this report that the Panchayati Raj was instituted in various states from 1959 onwards.

The present study is a case study to examine how the Panchayati Raj is a "developmental Mechanism". An attempt has been made to translate the Panchayati Raj in to developmental Mechanism by studying the Jawahar Rojgar Yojana (JRY) a developmental and poverty alleviation scheme, since the scheme is channelled through the Panchayati Raj bodies at the various levels. The present study is divided into six chapters.

The first chapter, is an introductory chapter. It presents and describes the historical background of the Panchayati Raj in India. It also describes the constitutional debates and discussions on how the Panchayati Raj Institution became the part of the constitution.

Second chapter is a review chapter of the Panchayati Raj institutions. It deals with the review of the Panchayati Raj Institution by the various committees in the 1970s and 1980s. It also describes the newly Amended constitutional 73rd Act of 1992's basic features on new Panchayati Raj system.

In the third chapter an attempt has been made to examine the functioning of Panchayati Raj institutions in Rajasthan at the various level. In this chapter, I have focused on the recent developments in the state after the introduction of the 73rd Amendment Act.

Fourth chapter, is an analysis of the various rural development and poverty alleviation programmes which were introduced across the country in the various five-year-Plans. In this chapter an attempt has been made to define the rural development by the different authors

The fifth chapter is a chapter on which my entire study is based. In this chapter I have analyses the nature and scope, aims and objectives of the JRY. An attempt has also been made to examine the performance of JRY at all India level through concurrent evaluation which was conducted by the ministry of the Rural Areas & Employment.

The last chapter, is a case study chapter of JRY in Panchayat Samiti Nadoti, District Karauli, Rajasthan. This chapter is a methodological chapter which is prelude to my field work. The chapter is entirely based on the field survey which I was engaged during my dissertation work. An attempt has been made to examine the performance of JRY in the Panchayat Samiti Nadoti and suggest some measures for its improvements.

CHAPTER 1

PANCHAYATI RAJ AS A DEVELOPMENTAL MECHANISM: CONCEPT AND HISTORICAL BACKGROUND

The democracy is the government for the people, by the people and of the people. It was however, always been a problem as to how this concept can be practise effectively in such a way that people could be closely associated in the decision- making process at the grass roots level. It is in this context that Mahatma Gandhi had stated; "true democracy could not be worked by some men sitting at the top. It had to be worked from below by the people of every village." ¹

The creation of Panchayati Raj institutions has been described as a revolutionary step in the context of rural India. The Panchayati Raj is known by so many terms as a "developmental Mechanism", "democratic decentralisation", "participatory democracy", "Local-self Governance", and so on. But here I would like to focus on the Panchayti Raj as a "developmental Mechanism".

1 S.P. Jain, "The Gram Sabha : Gateway to Grassroots Democracy", Journal of Rural Development, vol. 16(4), 1997, NIRD, Hyderabad, pp.557-573.

Panchayati Raj as a developmental Mechanism means, a mechanism for the rural development at the grass roots level. Under this mechanism people can directly involve in the developmental activities through its various bodies. The main thrust behind the creation of the Panchayati Raj was to activate the people at the grass root level.

The developmental perspective of the Panchayati Raj came from the community Development Programme of 1952 which played a key- role in the genesis of the Panchayati Raj . There is no basic theory behind the term, "developmental mechanism" but various researches in the field of the Panchayati Raj have shown that Panchayati Raj is more conducive to development than democracy and the analysts today are confronted with the issue whether there is any basic and inherent dichotomy between Panchayati Raj as a " developmental Mechanism" and Panchayati Raj as a "democratic institution".²

The first and the foremost exercise to activate the people at grass root level was the community Development programme of the 1952. The community Development programme was launched after the independence to transfer the social and economic life of the villages. Community Development means voluntary self- help by village communities. Its principle

2 See Mathur, M.V. & Iqbal Narain, (ed.), "Panchayati Raj, Planning and Democracy", Part II&III (Asia), 1969, pp.109-478.

assumption is that social and economic development will not be sustained, unless village people are convinced of the need for such development and participate actively in the work.

Thus, after independence, the Government had launched comprehensive developmental and welfare-oriented schemes through Five Year Plans to enable the people to lead a life with dignity. To meet this objective, community Development programme and National Extension services were launched, but these programmes could not evoke or bring about peoples -participation. It was became necessary to enquire in to the cause and indifferent attitude of the people and suggest remedies. It is in this context that a team was appointed under the chairmanship of Balwantray Mehta for the study of community Development projects and National Extension Services in 1957. The committee submitted its report on 24th November, 1957, which has laid the foundation of Panchayati Raj in India.

The team broadly suggested two direction for his inducting people's participation in local decision-making. First, administrative decentralisation, and second bringing it under the control of elected bodies for effective implementation of developmental programmes.³ The Mehta committee's recommendation envisaged a three -tier system for decentralisation, viz the

3 Mahipal, "Panchayati Raj in India : Issues and Challenges," Kurukshetra, August, 1997, p.73.

village Panchayat (or Gram Panchayat), the Panchayat samiti and the Zila Parishad.

The B. R. Mehta committee after going in detail to study the CDP and National Extension service, came in to the conclusion that:-

1. The community development programme had failed to motivate people to become self-reliant and to participate voluntarily and enthusiastically in programmes of rural development;
2. That this amounted to the defeat of the CDP in the realisation of its basic objective which was to lead the masses on the road to self-motivated, self-help from Govt. motivated self-help and
3. That these short falls can possibly be made up by entrusting the administration of community development programme in particular and rural development plans in general to peoples elected representatives at rural local levels .⁴

So, the three-tier structure of the Panchayati Raj system as suggested by the Balwant Ray Mehta Committee came into force after the failure of the Community — Development and National Extension Services (CD & NES).

4 See Vasant Desai, op.cit., pp. 380-402.

But. the entry of the Panchayati Raj system in the constitution came after the much debate which took place before and after independence. There was much debate on the issue of whether Panchayats should be given a place in the constitution or not. On the one hand Dr, B.R. Ambedkar had a negative view point on village Panchayat, on the other hand Nehru's attitude towards Panchayats, was also not friendly.

Dr. Ambedkar opposed the placing of village Panchayats in the constitution. He spoke clearly and unequivocally condemning the village Panchayat in the following words : "I hold that these village republics have been the ruination of India. What is the village but "a Sink of localism, a den of ignorance, narrow mindedness and communalism."⁵ Caste being the predominant factor in the Affairs of village, he opined that these village republics spelled ruination for the country and played no part in the affairs and destiny of the country.

Nehru's views on the Panchayats was revealed by his letter addressed to Mahatma Gandhi on 9th October, 1945. Gandhi in his letter had asked Nehru to reconsider Hind Swaraj, truth and non-violence which could be achieved in the simplicity of village life. Nehru's reaction to this was:- " I do not understand why a village should necessarily embody truth and non-

5 Quoted from S.N.Mishra & Sweta Mishra, " Future of Panchayati Raj after 73rd Amendment, Kurukshetra, April, 1995, p.27.

violence. A village normally speaking is backward intellectually and culturally and no progress can be made from backward environment; narrow minded people are much more likely to be untruthful and violent.⁶

Only Gandhiji was the main supporter of the Panchyati Raj system in India. He was a pioneer of the grass roots democracy who gave a call that democracy must begin at the bottom. Gandhiji, was fascinated by the ancient village Panchayats where peace, harmony and self-sufficiency were prevailed. He described villages as the " republics". Gandhiji had categorically stated his vision of village Panchayat in: (My idea of village Swaraj: Harijan, 26th july, 1942) as following:-

He says " my idea of village Swaraj is that it is a complete republic, independent of its neighbours for its own vital wants and yet interdependent for many others in which dependence is a necessity.⁷ He further added that the greater the power of panchayats, the better for the people. "If the villages perish, India will perish too". (Harijan, August, 29, 1926).

So, after recognising the importance of the democratic institutions at the grass roots level as envisaged by Mahatma Gandhi, the constitution adopted the formation of village Panchayats at the grass root level. Article

6 Jawaharlal Nehru : "A bunch of old letters" in Mahipal op.cit., p.72.

7 Vasant Desai, op.cit., p.68.

40 was added in the Part (IV) of the Directive Principles of State Policy of the constitution, which says that, "The state shall take steps to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as Units of self- Govt."

The involvement of the people in their development through grass roots democratic institution like Panchayati raj was contemplated after the submission of the B. R. Mehta committee report in 1958. The team had suggested the three tier structure of the Panchayati Raj system in India for the local Governance, which was based on the spirit of the " democratic decentralisation" of power. At the first tier, there will be a Gram panchayat at village level, at the second tier, there will be a Panchayat samiti at block level and at the third tier, there will be Zila Parishad at the district level.

The B. R. mehta committee had also provided five fundamental principles of "democratic decentralisation." These principles are:

1. There should be three tier structure of local self- Government from the village to the district level and these bodies should be linked together,
2. There should be a genuine transfer of power and responsibilities to these bodies to enable them to discharge their responsibilities;
3. Adequate resources should be transferred to these bodies to enable them to discharge their responsibilities;

4. All welfare and developmental schemes and programmes at three level should be channelled through these bodies and

5. The three tier system should facilitate the power and responsibility⁸

On the basis of these blue print of three tier structures as suggested by the Balwant Ray Mehta Team, the Panchayati Raj was first inaugurated on 2nd Oct. 1959 at Nagore in Rajasthan by the first prime Minister of India Shri Jawahar Lal Nehru. On that occasion after laying the foundation of Panchayati Raj in Rajasthan, Jawaharlal Nehru observed that, "the progress of our country is bound up with the progress in our villages. If our villages make progress, India will become a strong nation."⁹

To fulfil the Mahatama Gandhi's dream of free India and for empowering the people through Panchayati Raj, the Panchayati Raj was inaugurated on his birthday (2nd October). After Rajasthan, Nine days later Andhra Pradesh had also introduced the P. R. system in the state and by the Mid- 60s almost all the states had launched the panchayati Raj system in their respective states with the necessary legislation Act. So this the brief historical background of the Panchayati Raj in independence India.

8 Ibid, p.170.

9 Ibid, p.18.

CHAPTER II

REVIEW OF PANCHAYATI RAJ AND 73rd CONSTITUTIONAL AMENDMENT ACT OF 1992.

The establishment of Panchayati Raj institutions on the basis of the blue print suggested by the B. R. Mehta Committee Report has been described as one of the major forms of democratic decentralisation of power in India. The primary objective of Panchayati Raj is to strengthen the democratic base at the grass -roots level. It aims at giving powers with responsibility to local people in the governance of local affairs. It also envisages active participation of all sections of people irrespective of caste, class and creed in the developmental programme of the village.

But over the years, the Panchayati Raj Institutions had seen many ups and downs. According to Gangrade, the Panchayati Raj Institutions have passed through the five distinctive phases. These phases are as follows:

1. The phase of ascendancy (1959- 64);
2. the phase of stagnation (1969-67);
3. the phase of decline (1969-77);
4. the phase of limbo (1977 -88) and

5. the phase of eye-wash with some good theoretical provisions (from 1989 onward)¹

Up to the mid-sixties, various developments had taken place undermining the Panchayati Raj Institutions, and various attempts were made to marginalise these institutions. Some schemes like Small Farmers Development Agency (SFDA), Drought-prone Areas programme (DPAP) and Intensive Tribal Development Project (ITDP) were launched which kept outside the purview of Panchayats.

The resources allocated to the Panchayats had also started declining leading to marginalisation of the Panchayats. The main force who played an active role in marginalising the grass roots democratic efforts was the bureaucracy at the centre and state level.

"Bureaucracy had probably its own role by dissociating the PRI's from the development process ... officers would feel that they are primarily accountable for results... to the state Govt. They would, on the one hand, therefore, be averse to Panchayati Raj Institutions's being entrusted with

1 Gangrade, K.D. : "Grass roots Democracy and Development; A study of Panchayati Raj", Gandhi Marg, vol. XI, IV, October-December 1989, pp. 261- 285.

additional functions and on the other would not easily get adjusted to working under the supervision of elected representatives." ²

To review the functioning of Panchayati Raj, various committees were formed from time to time by the Government of India. Some of these committees are as follows :

1. K. Santhnam Committee. (1963),
2. Ashok Mehata Committee (1978),
3. G.V.K. Rao Committee (1985) and
4. L. M. Singhvi Committee (1986)

Alongwith these Committees some states also set up their own committees to assess the functioning of the Panchayati Raj and to suggest measures for their improvement. These committees are :-the Purshottam Pai com. (1964), Ramchandra Reddy com. (1965), and Narsimhan com. in Andhra Pradesh. Basappa com. (1963) in Karnataka. Naik com.(1961), Bongiwan com. in Maharastra. Mathur com. (1963), Sadiq Ali Com. (1963), G.L.Vyas committee in Rajasthan, and Govind Sahai com. (1959), Murti com. (1965) in Uttar pradesh are Some examples is this regard.

But among all these Committees the Ashok Mehta committee was the major committee which reviewed the present existing structure of three- tier. governance. The Ashok Mehta committee was appointed during the Janta

2 Mahipal, op. cit, p.74.

Government in 1977 to evaluate the working of Panchayats and to suggest measures to strengthen them.

The Ashok Mehta committee, while reviewing and evaluating the panchayati Raj observed, "Politically speaking, it became a process of democratic seed drilling in the Indian soil, making an average citizen more conscious of his rights than before. Administratively speaking, it bridged the gulf between the bureaucratic elite and the people, socio-culturally speaking, it generated a new leadership which was not merely relatively young in age but also modernistic and pro social change in outlook. Finally, looked at from the developmental angle, it helped the rural people cultivate or developmental psyche"³.

The Ashok Mehta committee after submitting its report in 1978, had recommended :

1. constitutionalising of the panchayats
2. a two-tier system of Panchayats at district and mandal levels, ⁴
3. representation of SCs/ Sts in the election of Panchayati Raj Institutions's on the basis of their population,
4. four year term for PRI's,
5. non-interference of state in the functioning of PRI's

3 Ibid, p.74.

4 Mahipal, op.cit. p.74.

6. participation of political parties in elections.
7. planning by Zila Panchayats by taking Urban- rural continue in consideration, and
8. compulsory powers of taxation.

The committee had also suggested a draft constitutional Amendment Bill for awarding constitutional status to the Panchayats. The Ashok Mehta committee gave district as the first point of decentralisation, under popular supervision, below the state level. The establishment of democratic bodies below the state level is an imperative from the political and socio-development perspectives.

The committee observed that, "at the grass roots level, village Panchayats is both an end and a means. As an end, it is the inevitable extension of democracy to the village, which in turn, makes it the base of the democratic pyramid in the country. As a means, it should emerge as a system of democratic local Government discharging all functions related to integrated rural economy."⁵

The Ashok Mehta committee had also suggested that the relationship between Panchayati Raj institutions and cooperatives has to be coordinate rather than of a subordinate character. The committee had suggested five

5 Vasant Desai, op.cit, p.16.

types of functional relationship between the Panchayati Raj Institutions and cooperatives. These are:

1. functions which could more appropriately and effectively be discharged by cooperative institutions,
2. functions requiring concurrent and conjoint action of Panchayati Raj and cooperative institution,
3. cooperatives functioning as agents of PRI's,
4. functions in respect of which cooperatives require facilities from the Panchayati Raj Institutions and
5. where cooperatives participate in functions which are essentially the responsibility of Panchayati Raj institutions.⁶

After the Ashok Mehta committee various efforts were made towards the constitutional status to the Panchayats. From 1985 onwards, the process of making panchayats vibrant and pulsating institutions of local self-government was initiated. In 1985, the Planning Commission had set up a committee to review the existing administrative arrangements for rural development and poverty alleviation programmes (popularly known as CAARD) under the chairmanship of prof. G.V.K. Rao. The committee among other things had suggested "activation of PRI's giving planning function to them, introduction of the concept of district budget, creation of

6 Ibid, p.434.

District Development Commissioners (DDC) who may be having higher status than that of the District Collector to look after and co-ordinate all the developmental activities in the district. ⁷

The G.V.K. Rao committee was in broad agreement with the main recommendations of the two previous committees namely C.H. Hanumantha Rao and M.C. Dantawala committee. Both these committees after studying the various aspects of decentralised planning at the district and block level had recommended that the basic decentralised planning functions have to be done at the district level. The district is the basic unit of decentralisation. Similarly in 1986, the Govt. of India set up another committee under the chairmanship of L.M. Singhvi to prepare a concept paper on the revitalisation of the Panchayati Raj institutions. The committee recommended that the local self-Govt. should be constitutionally recognized, protected and preserved by the inclusion of a new chapter in the constitution.

It was against this background, that on 15th May, 1989, the Rajiv Gandhi Govt. introduced the constitution (Sixty Fourth) Amendment Bill in the Lok Sabha which was adopted by the House in August 1989. But it was defeated in the Rajya Sabha in October 1989. The motion secured 158 votes in favour and 83 in against. The Govt. failed to secure a two thirds majority in the Rajya Sabha.

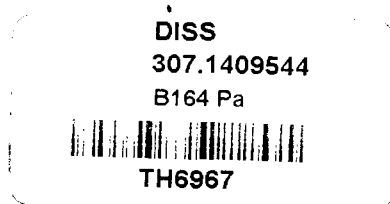
⁷ Ibid, p.75.

In 1990, when the V. P. Singh Govt. came to power the Govt. took a fresh view on the subject and after consultation with the chief Ministers of the states another. Constitution Amendment Bill was introduced in the Lok Sabha in Sept. 1990. The V.P. Singh Govt.'s Constitution (Seventy Fourth) Amendment Bill could not be taken up for consideration as the Lok Sabha was dissolved on 7th Nov. 1990., *TH-6967*

In 1991, when the Narsimha Rao Govt. came to power at the centre, on the basis of the recommendations of a group of ministers, the constitution (Seventy Second) Amendment Bill 1991 was introduced in the Lok Sabha on 16th September 1991. In December 1991, the Bill was referred to a Joint Parliamentary Committee for its examination. Based on its recommendations and a general consensus, a revised constitution (Seventy Second) Amendment Bill 1991 was piloted which was finally passed by Parliament on 22 December 1992, as the constitution (Seventy Third) Amendment Bill. After rectification by more than half the state Assemblies, the President gave his assent on 20 April, 1993. The Act was brought into force by a government notification on 24th April and 1993 as the constitution (Seventy Third) Amendment Act 1992.

The main features of the constitution (seventy third) Amendment Act 1992 are as follows:-

1. Formation of Gram Sabhas;



2. Uniform three-tier system at village, block and district levels with exemption for intermediate level in state with population less than two millions;
3. Direct election to all seats for all members at all levels;
4. Indirect election of the chair persons at intermediate and apex levels while made of election for the lowest level is left to the state;
5. Voting rights to the Mps & MLA's;
6. Twenty one years as the minimum age for membership as well as chair person;
7. Reservation on rotational basis for Scs/Sts in proportion to their population both for membership as well as for chairperson for the Panchayat;
8. Reservation of not less than one third of the seats for women;
9. Five year term;
10. In case of super-session or dissolution, fresh elections within six months;
11. Devolution of powers and responsibilities by the states in the preparation and implementation of development plans,
12. Financial arrangements through tax, grants-in-aid, levy, fees, etc.
13. Setting up the Finance Commission once in five years to revise the financial position of these institutions and to make suitable

recommendations to the state on the distribution of funds among Panchayats;

15. Holding of elections under the direction and control of the State Election Commission; and
15. Besides providing for finance, the Bill also indicates a set of items in the Eleventh schedule of the constitution which may be entrusted to the Panchayats in addition to any other schemes for economic development and social justice that may also be entrusted to them by the state Governments.

Thus, the constitution (73rd Amendment) Act, 1992 has given a new dimension to the concept of Panchayati Raj Institutions in India. The main objective of enacting this 73rd Amendment Act is to improve the participation of the people in the process of their development. All the states have amended fresh Act on Panchayats as provisions laid down under this Amendment Act of 1992.

CHAPTER III

PANCHAYATI RAJ IN RAJASTHAN

As mentioned in the previous chapter that Rajasthan was the pioneer state along with the Andhra Pradesh which launched the three-tier structure of Panchayati Raj System as suggested by the B.R.Mehta committee report in 1959. It was on the 2nd October 1959 when the democratic decentralisation of power in the form of Panchayati Raj Institutions was first inaugurated at Nagaur in Rajasthan by the first Prime Minister Shri Jawahar Lal Nehru.

It was certainly a bold step for a state which has been politically, economically and socially backward on account of its feudal lineage. Rajasthan which is known for its one thousand years of monocratic monarchical regimes of Rajput princes took a 'small step' towards institutionalisation of peoples democratic control over rural development with the inauguration of the three-tier structure of Panchayati Raj Institutions.

Rajasthan was created after independence by the merger of princely states which had "acceded" to the Government of India. Rajasthan with its total area of 342,239 square Kilometres is the second largest state in the country after the Madhya Pradesh in terms of area.

Historically, the concentration of political power in the 'Rajput Polity' was matched by diffusion of economic authority with "Jagirdari" controlling the bulk of the major productive asset viz. land and administering a variety of extractive revenues laws which began to be perceived as exploitative. Economically, Rajasthan was and still is one of the poorest regions of India, because of its diverse composition.

With four-fifths of its population is living in the rural areas, agriculture is significantly very important. Yet in terms of both per acre production and per person engaged, productivity in Rajasthan was for some time far lower than elsewhere in India.

Rajasthan posed certain special problems for the Panchayati Raj experiment. Not only was the state very poor but it had extreme internal variation in ecology and very diverse social composition. Rajasthan's geography presented particular problems in terms of communications networks and possibilities of logistical support for Government programme.

One third of Rajasthan's administrative districts fall in the Dry-Zone which experiences chronic drought conditions.

"Thus because of differences in natural resources and variations in climatic conditions, there is considerable disparity in economic development among the various regions of Rajasthan.¹

In their work they have analysed the Panchayati Raj in Rajasthan from four different intertwined perspectives. These are:-

1. **The ideological perspective** :- Panchayati Raj as a government policy grounded in Gandhian principles but implemented in a post- Gandhian era;
2. **"The developmental perspective** :- Panchayati Raj as a developmental strategy, Later by passed in favour of others;
3. **The political perspective** :- panchayati Raj as both a force and a pawn in the struggle among different political levels and interests in Rajasthan, and
4. **Administrative Perspective** :- Panchayati Raj as a new administrative entity that challenged the existing framework, but whose transformative potential was eventually neutralised."²

1 James Warner Bjorkman and Het Ram Chaturvedi: "The Panchayati Raj in Rajasthan : The Penalties of success", in Schromer, K. Joan L. Erdman (ed.), *The Idea of Rajasthan (Explorations in Regional Identity)*, vol. II, Manohar Publications and Distributions, 1994, New Delhi.

2 Ibid, p. 133.

The Panchayati Raj system in Rajasthan was established under a special Act of the legislature, known as " Rajasthan Panchayat Samitis and Zila Parishads Act of 1959". The Act provided for the establishment of panchayat samiti at the block level and Zila Parishads at the districts level , while the statutory pattern of the lowest-tier. Panchayats, continued to be governed by the provisions of the earlier existing act known as " Rajasthan Panchayats Act of 1953".

The broad objectives of the 1959 act were, "to enable the people to participate fully and actively in all development programmes. The Government hopes that this would develop the initiative of the local people and that sound leadership which is highly indispensable to the successful working of democratic institution will arise and be developed at all the levels in the district."³

Thus the three tier structure of Panchayati Raj institutions came to be created not under a single comprehensive Act but under two separate Acts which were suitably harmonized with each other.

In pursuance of 73rd constitutional Amendment Act, 1992, the Rajasthan state legislature enacted the new "Rajasthan Panchayati Raj Act, 1994" The Act has provided detailed powers and procedure of Panchayati Raj Institutions.

3 Bhargav B.S., "Panchayati Raj Systems and Political Parties" (Ashis Publishing House, 1979), New Delhi, p.133.

The three-tier structure of Panchayati Raj system which existing today in Rajasthan is as follows:

FIRST TIER : Gram Panchayat

The Gram panchayats, as provided by the 1953 and 1959 Acts, is a corporate body composed of 5 to 15 members. Its individual member is called Panch, while its chairman is called Sarpanch. It is elected by universal adult franchise for a period of 5 years (earlier the term of Grampanchayats was 3 years, but under 73rd Amendment it was extended to 5 years). The Grampanchayat is an elected body whose members (Panchs & Sarpanchs) are directly elected by the people and which is entrusted with a specific set of functions for operating in a limited territory. Besides the elected members every Panchayat can co-opt the following members:-

1. two women,
2. two members of Scheduled Castes and one member of Scheduled Tribes.

The key functions of the Panchayat, which have been entrusted with the duty of making "reasonable provisions" are:-

1. Sanitation and health;
2. Public work;
3. Education and culture;
4. Self-defence and Panchayat circle defence;

5. Administration;
6. Welfare of the people;
7. Agriculture and preservation of forests;
8. Breeding and protecting cattle;
9. Village industries; and
10. Miscellaneous matters.

TAXATION POWERS:

The Rajasthan Panchayati Raj Act, 1994 made the provisions for taxation, which are to be imposed, collected and utilised by the Panchayats, Panchayat Samitis and Zila Parishads. As far as Panchayat is concerned It may impose one or more of the following taxes, mainly:-

1. A tax on buildings owned by persons not exceeding such rate as may be prescribed;
2. An octroi on animals or goods brought within the panchayat circle for consumption or use therein;
3. Vehicle tax except on those vehicles which are used for the purpose of cultivations;
4. Pilgrim tax
5. A tax for arranging the supply of drinking water within the panchayat circles;
6. A tax on commercial crops; and

7. Any other taxes which the state legislature has under the constitution power to impose in the state and which has been sanctioned by the Government. ⁴

MIDDLE TIER : Panchayat Samiti

The Panchayat Samiti is a middle tier at the block level in the three-tier structure of Panchayati Raj. Panchayat Samiti was created under the Act of 1959. (Rajasthan panchayat samitis and Zila Parishad Act of 1959). It is also an elected body, but its members are elected indirectly. The Sarpanchs of all Panchayats within the jurisdiction of a Panchayat Samiti are its ex-officio members. The chairman of Panchayat Samiti is called Pradhan. The Pradhan is elected from amongst its members. Both the ex-officio and the co-opted members are entitled to vote in the election of Pradhan. The following categories of members are the co-opted members of Panchayat Samiti:

1. Presidents of Gram Sabhas of villages, which have been placed under Gramdan according to the Rajasthan Gramdan Act, 1966 .
2. Two women, if no woman is a member of Panchayat Samiti, and only one, if a woman is already its member.
3. Two persons belonging to Scheduled Castes (SC) if no such person is a member of Panchayat Samiti;

4 B. M. Chitlagi and Amendra Kr. Tiwari, "Panchayati Raj Institutions in Rajasthan : Financial Management", Kurukshetra, April 1998.

4. Two persons from each Scheduled Tribes whose population is more than 5% of the total population of the block;
5. One person from amongst the members of managing committees of co-operative societies registered and functioning in the block; and
6. Two persons whose experience in administration; public life or rural development would be of benefit to the panchayat samiti

The panchayat samitis have been entrusted with a number of functions. These are:-

1. Agriculture;
2. Animal husbandry;
3. Co-operation;
4. Community development;
5. Health and rural sanitation;
6. Primary education;
7. Social education, social welfare; and
8. Rural housing and other miscellaneous matters.

TAXATION POWERS:

The Rajasthan Panchayati Raj Act, 1994 has given taxation powers to Panchayat Samitis in the following manner :

1. The Panchayat Samiti may impose and levy in a prescribed manner a tax on the rent payable for the use or occupation of agriculture land, and
2. Subject to the provision of Article 276 of the Indian constitution and to any general or special orders of the State Government a panchayat samiti may also impose and levy in prescribed manner all or any one of the following taxes:-
 - a) A tax on such trades, callings, professions and industries as may be prescribed;
 - b) A primary education cess; and
 - c) A tax in respect of Panchayat Samiti fairs.⁵

The day to day execution of schemes of the Panchayat Samiti is carried out by a large team of officers headed by the Vikas Adhikari (BDO) and a team of extension officers who are specialists in various fields, such as agriculture, animal husbandry, co-operation, rural industries, etc. The Block Development Officer (BDO) is responsible for execution of the plans and programmes of Panchayat Samiti and for maintaining control and supervision over all officers and servants of Panchayat Samiti.

5 Ibid, p. 20.

APPEX TIER:- Zila Parishad:

The Zila Parishad constituted at the district level of the Panchayati Raj structure. It is essentially an advisory body whose main task is to maintain general supervision over Panchayats and Panchayat Samitis. Each Zila Parishad consists of the following ex-officio members:-

1. Presidents (Pradhans) of all panchayat samitis in the district;
2. Members of Lok -Sabha whose constituency falls in the district;
3. Members of Rajya-Sabha residing in the district;
4. Members of Vidhan-Sabha whose constituency falls in the district; and
5. President of the central co-operative bank working in the district.

Besides the ex-officio members the following persons are required to be co-opted as members of the Zila Parishad. These are:-

1. Two or one women as the case may be;
2. One person belonging to Scheduled Caste if no such person is otherwise a member;
3. One person belonging to Scheduled Tribes whose population exceeds 5% of the total district population provided no such person is already a member; and
4. Two persons with experience in administration, public life and rural development.

All the ex-officio and co-opted members of Zila parishad, including the members of Lok-Sabha, Rajya- Sabha & Vidhan-Sabha enjoy full membership rights. They can vote, hold elective offices and participate in the deliberations of Zila parishad. The District Collector is a non-voting member of the Zila Parishad. Its presiding officer is called the Zila Pramukh. The Zila Pramukh is elected by the members of the Zila Parishad and members of Panchayat Samitis in the district as specified in section 45 (a) I and II of the Act of 1959. There is no specific function for the Zila parishad, it mainly acts as a co-ordinating and advisory body, linking the activities of various Panchayats and panchayat samitis in the district and maintaining close liaison with the state Govt.

According to the Rajasthan Panchayati Raj Act, 1994 a Zila Parishad may levy:-

1. Fee for licence for a fair or mela;
2. Water rate, where management for the supply of water for drinking, irrigation or any other purpose is made by the Zila Parishad within its jurisdiction;
3. Surcharges:-
 - a) Upto five per cent on stamp duty on rate of property in rural areas; and

- b) Upto half percent on market fee mentioned in section 17th of the Rajasthan Agricultural Produce Market Act, 1961.⁶

The Zila Parishad is also empowered to scrutinize the budget of Panchayat samiti but its advise in this regard is not binding. The Zila Parishad is also empowered to constitute its standing committee more or less on the lines as in the case of Panchayat Samitis.

As regards to financial resources of the Zila Parishad, these consist mainly of grants and grants-in-aid from the government for meeting its establishment charges, salaries and allowances of its employees and the honorarium of the Pramukh including such other facilities which are provided to him.

At present there are 9185 Gram Panchayats, 237 Panchayat Samiti and (31) Zila Parishads in Rajasthan.

6 Ibid.

CHAPTER IV

PANCHAYATI RAJ AND RURAL DEVELOPMENT

The relevance of Panchayati Raj is greater for rural development. Panchayati Raj is a catalytic agent as well as a significant segment of rural development. The advantages are derived from its ability to involve people in decision-making. It plays a significant role in the implementation of multi-directional programmes of rural development. It brings an awareness and motivates people, builds up development psyche, discovers dormant resources and skills and endeavours to activate them.

The Panchayati Raj Institutions in India are the chief instruments of decentralisation at grass roots level and assume importance owing to the requirements to deal with the relentless demographic pressures and full use of scarce resources for development. In our country Panchayati Raj Institutions are looked upon as instruments of rural development. The objectives of both the Panchayati Raj Institutions and Rural Development are the two sides of a coin.

In the post-Independence period, the Govt. has accorded the highest priority to rural development, so as to increase agricultural production, create employment, eradicate poverty and bring about an all-round improvement, in the rural economy. As it is, rural development should build from the bottom up. The process of development should originate and blossom in the villages. The decision of development should be made by the village people, identify the priorities, implement the programmes for the rural people.

But the question arises, what is rural development? The concept of rural development has been defined by various interpretations. First and foremost the rural development aims at improving the economic and social life of a specific group of people - the rural poor. It involves the extension of the benefits of development to the poorest among those who seek a livelihood in rural areas.

Even before Independence, Rabindranath Tagore thought of rural development and launched a programme centred at Sriniketan in Birbhum district of West-Bengal. Tagore's interest was in the all-round development of the village people, economically, educationally and aesthetically. 'Mosher' writes that "Tagore aimed at inducing each villager to work to the limit of his capacity, and also to help his fellowmen. Tagore believed in both Self

help and mutual help and was one of the first to recognize the need for a change in the outlook of villagers as pre-condition for improvement."¹

Uma Lele, a sociologist, defines rural development as "improving living standards of the masses of the low income population residing in rural areas and making the process of rural development self-sustaining."²

Many social scientists, while giving the concept of rural development, have emphasized on effective participation of the rural people in achieving the objective of full utilization of available physical and human resources, for higher incomes and better living conditions.

Various other concepts of rural development have been propounded by various authors in the post Independence period. The Former Union Finance Minister, C. Subramaniam, who put forward the thesis of rural development at the All India Science Congress, Waltair 1976, viewed it as a "Systematic scientific use of all our natural resources and as a part of this process enabling every person to engage himself in a productive and socially useful occupation and earn an income that would meet at least the basic needs".³

¹ Mosher T. Author : "Thinking About rural Development" in K.R. Dasgupta, "Rural Development Programme in India-Concepts and Strategies", Kurukshwtra, August, 1997), p.29.

² Ibid.

³ Ibid.

Rural development received mass popular support, for the first time with the entry of Mahatma Gandhi into public life. The non-cooperation resolution, moved by Mahatma Gandhi and Passed by the Congress in its Calcutta session of September 1920, articulated the approach to rural development by recommending "hand spinning in every house and hand weaving on the part of the millions of weavers who have abandoned their ancient and honourable calling for want of encouragement."⁴

Besides this, Gandhi had designed a comprehensive programmes of rural developments which included the use of Khadi, promotion of village industries, eradication of untouchability, provision of basic and adult education, prohibition, women's uplift and propagation of the national language.⁵

Mahatma Gandhi propounded the goals of development as;

1. Satisfaction of basic need, but not every man's greed;
2. full employment, since work is not a disutility but is a part of the living process;
3. modes of employment which satisfy man's urge for fulfilment of personality through work;
4. decentralisation of Government; and (v) a technology which serves social needs.

⁴ Maheshwari, S.R., "Rural Development in India : A public Policy Approach", Sage Publication, 1985, p.24.

⁵ Ibid, P. 25.

From the above discussion on rural development the chief critical elements in rural development are ; (a) basic needs, (b) full employment, (c) local participation and (d) micro-level planning.

For the successful implementation of rural development programmes, people's participation is very essential. People's participation implies participation at all the stages of the programme viz. planning, formulaiton, implementation, decision-making, sharing the benefits of development monitoring and evaluation.⁶

The main objectives of people's participation are as follows :-

1. Better planning and implementation of rural development programmes:
2. Mobilisation of local resources needed for rural development programmes; and
3. Empowering the poor people with precision of opportunities to play an effective role in rural development.⁷

In the past, several attempts were made to solve the multi-dimensional rural problems by launching various development programmes. Development of rural areas and rural people has been the central concern of development planning in India. Rural India which encompass three-fourth of the country's population is

⁶ Mishra S.N., "New Horizons in Rural Development Administration", (Mittal Publication, 1989), Delhi, p. 143.

⁷ Rajendran, T. and B. Kumarensan, "Panchyati Raj and Rural Development : 73rd Amendment", Kurukshetra, April, 1998, p. 57.

characterised by low income levels, not even adequate to ensure a quality of life compatible with physical well being.

The first comprehensive approach to rural development was introduced in India in 1952 through the Community Development Programme. In the post Independence period the Community Development Programme was India's first experiment with rural development. It was a comprehensive self-help movement which embraced multi-faceted development, viz education, health, drinking water, roads, agricultural production and Cottage industries.

The Community Development Programme was characterized by the following features : -

- i. Comprehensive in content;
- ii. Economic progress the central point;
- iii. organic character; and
- iv. Multi-purpose worker at the village level.⁸

Jawaharlal Nehru on one occasion described community development projects in the following words:

"I think nothing has happened in any country in the world during the last few years so big in content and so revolutionary in design as the community projects in India." ⁹

⁸ Maheshwari, S.R., op.cit., p. 38.

⁹ Ibid.

But the major stumbling blocks in the programme were the weight of the colonial traditions of Government administration, and the lack of a sound technological base for improving productivity and incomes of the rural population.¹⁰

Therefore, the programme failed to provide the impulse for sustained growth of all -round rural scenario.

In the first five year plan government decided to launch the National Extension Services alongside the Community development projects. The Service was intended to give scientific and technical help to the village people so that they could improve their lot.

After the community development programme and National Extension Services, more than 70 rural development programme have been planned and carried out in our country from time to time. Some of these programmes have been listed below in the table-I with the year of introduction.

¹⁰ Dasgupta, K.R., "Rural Development Programmes in India: Concepts and Strategies", Kurukshetra, August 1997, P.31.

TABLE No. I**Rural Development Programmes in India**

Plan Period	Programmes	Year of Introduction
Ist-Five Yr. Plan (1951-56)	CDP (Community Development Programme)	1952
	National Extension Service	1953
IInd-Five Yr. Plan (1956-61)	Khadi and village Industries Programme	1957
	Village Housing Project Scheme	1957
	Multi Purpose Tribal Development Block Programme	1959
	Package Programme	1960
	Intensive Agriculture District Programme (IADP)	1960
IIIrd Five Year Plan (1961-66)	Applied Nutrition Programme	1962
	Rural Industries Projects	1962
	Intensive Agriculture Areas Programme (IAAP)	1964
	High Yielding Variety Programme	1966

Annual Plan 1966	Farmer's Training and Education Programme	1966
Annual Plan 1966	Well Construction Programme	1966
Annual Plan 1967	Rural Works Programme (RWP)	1967
Annual Plan 1968	Tribal Development Block	1968
Annual Plan 1969	Rural Manpower Programme	1969
Annual Plan 1969	Composite Programme for Women and Pre-School Children	1969
IV-Five Year Plan (1969-74)	Drought Prone Areas Programme (DPAP)	1970
	Crash Scheme for Rural Employment	1971
	Small Farmer's Development Agencies (SFDA) Programme	1971
	Tribal Areas Development Programme	1972
	Pilot Projects for Tribal Development	1972
	Pilot Intensive Rural Employment Programme	1972
	Minimum Needs Programme (MNP)	1972
	Command Area Development Programme (CAPD)	1974

Vith Five Year Plan (1980-85)	Desert Development Programme	1977
	Whole Village Development Programme	2979
	Training of Rural Youth for Self. Employment (TRYSEM).	1979
	Integrated Rural Development Programme (IRDP)	1979
	National Rural Employment Programme (NREP)	1980
	Prime Miniserries New Twenty-Point Programme	1980
	Development women and Children in Rural Area (DWACRA)	1983
	Rural landless Employment Guaranty Programme (RLEGP)	1983

Source : Maheswari, S.R., "Rural Development in India : A Public Policy Approach", Sage Publications, 1985, New Delhi.

But today there are three major Centrally - Sponsored programmes for rural development and poverty alleviation viz- Integrated Rural Development Programmes (IRDP), Jawahar Rozgar Yojana (JRY) and Employment Assurance Scheme (EAS). These programme are reviewed regularly by the Central level Coordination Committee, the State level coordination committee and at the district level by the governing body of the District Rural Development Agencies (DRDA's).

CHAPTER V

JRY AS A POVERTY ALLEVIATION SCHEME

Poverty alleviation has been one of the basic objectives of the planning process in India. Poverty is defined as that state in which a family is unable to fulfil the five basic needs viz. food, clothing, shelter, education and health care. Several scholars has defined the poverty in various ways. According to 'Wang'¹ (1985), Poverty can best be understood when the complexity of poverty status be viewed with the six broad dimensions. These dimensions are:-

1. Income;
2. Assets and wealth;
3. Access to basic services;
4. Social mobility and education;
5. Political power and
6. Status and Satisfaction.

¹ Wang, K., "*Towards Organising Rural Poor : Education and Organisation of Rural Poor* (Reading Material, 1985), NIRD, Hyderabad.

Gupta, S.P. (1987) has considered four major groups of varieties characterising poverty:

1. Economic components which include occupation and income;
2. Basic need components which include food and the shelter;
3. Resource components which include health and education; and
4. Socio-cultural components which includes demographic features, political participation and value interests.²

But the question arises "Who is poor"? If an individual does not possess minimum requirements like food, shelter, clothing etc; in order to maintain his normal life and health is called 'poor'. Mahatma Gandhi took upon himself the mantle of poverty. In the Yr. 1921 during his visit to Madurai he took to the dress which millions of the poor in India wear. He says "The adoption of the Loin-cloth was for me a sheer necessity. But in so far as the loin-cloth also spell simplicity, let it represent Indian civilization".³

² Gupta, S.P.; "Structural Dimensions of Poverty in India", in Journal of Rural Development, vol. 8, 1989.

³ Gandhi, M.K. : "Young India", in S. Narayanasamy, "Eradication of Poverty : the Gandhi Way", Kurukshetra, January, 1998, p.23.

The eradication of poverty was given paramount importance by the Govt. Several schemes of poverty alleviation have been launched from time to time in the various Five-year plans with the objective to provide sustainable employment to the rural poor. But, unfortunately none of the schemes of poverty alleviation could achieve the desired results. In April 1989 Govt. launched a new poverty alleviation scheme known as "Jawahar Rozgar Yojana (JRY).

The 'Jawahar Rozgar Yojana' was launched by merging the two existing wage employment programmes 1. "National Rural Employment Programme" (NREP-1980) and 2. "Rural Landless Employment Guarantee Programme (RLEGP-1983). The JRY was launched to overcome the problems of unemployment and under employment in rural areas.

The JRY was launched to Commemorate the birth anniversary of our first Prime Minister Jawahar Lal Nehru. The idea behind the scheme was to reach out to the poorest sections of the society by providing employment for at least one person in every family for at least 50 days in a year with the upper limit being 100 days. The funds are to be distributed to states on the basis of the level of poverty and backwardness of the people.

OBJECTIVE OF THE JRY:-

The primary objective of JRY is to generate additional gainful employment for the unemployed and under-employed men and women in the rural areas living below the poverty line. The secondary objectives envisaged are:-

1. Creation of sustained employment by strengthening the rural economic infrastructure;
2. Creation of community and Social assets;
3. Creation of assets in favour of the rural poor particularly the Scs/Sts for their direct and continuing benefits;
4. Positive impact on wage levels; and
5. Over all improvement in the quality of life in the rural areas.

TARGET GROUPS:-

The target groups of JRY consists of people living below the poverty line. However, preference is given to members of Scs and Sts and freed bonded labourers and at least 30% of the employment opportunities are reserved for women.

While the works under the Yojana can be taken up for execution any part of the year, however, according to the JRY guidelines these should preferably be started during the lean agriculture season.

ADMINISTRATIVE ARRANGEMENTS:-

The JRY programme is implemented in a highly decentralised manner by DRDA's (District Rural Development Authority's) at district level and village Panchayats down below. It is a centrally-sponsored scheme and the expenditure is shared between centre and states in the ratio of 80:20 Percentage.

The central allocation of funds to a state is based on proportion of rural poor in a state to total poor in the country. The allocation of funds from state to districts currently is based on an index of backwardness weirdness calculated on the basis of equal weightage to population of SC's/ST's in the state and inverse of per capita production of agriculture workers in the district.

According to the operating guidelines not less than 80% of the total allocated funds under the programme to a district after providing for the earmarked sectors such as Indira Awas Yojana (IAY) and Million Wells Scheme (MWS) which are the subschemes of JRY, are given to the village

panchayats and balance 20% are retained by the DRDA'S for implementation of inter-block works. At district level, the DRDA's receive the funds directly from the centre as also the state matching share from the state Govt. and allocate the share of funds to the village panchayats in their jurisdiction. The village Panchayats have the power and authority to plan and execute the programme in accordance with the JRY guidelines.

Briefly stated, the JRY guidelines give ample discretion to the implementing agencies to take up durable works for the benefit of the community subject to the following important conditions to be satisfied:-

1. The wage and non-wage ratio should be 60:40 considering the fact that JRY essentially is a wage employment programme and therefore 60% of the total expenditure in respect of works, to be spent has to be on wage components.
2. Contractors are prohibited in execution of works; works should be done through the elected panchayat and its members, panchayat secretary, beneficiary committees, etc. This would ensure that the expenditure under the works would be at optimum level, quality of construction would be better and there is no profit margin to contractors;

3. While selecting workers to provide employment, safeguards provided like preference to SC/ST, bonded labourers and women should be ensured.
4. Minimum wage should be paid to casual/unskilled workers as per notified minimum wages in the state under the Minimum wage Act and also there shouldn't be any discrimination in wages between men and women workers.

The JRY is therefore a massive wage employment programme and the essence of the programme is therefore, to provide wage employment to the targeted poor people in rural areas through creation of the assets to meet the felt needs of the community. As per JRY guidelines, all rural works which result in creation of durable and productive community assets can be taken up under JRY.

Type of works taken up under JRY:-

As mentioned above that all the rural works which result in creation of durable and productive community assets can be taken up under JRY. An illustrative lists of such works is given below:-

1. Social forestry works on Govt. and community lands belonging to panchayats etc; road side plantations, plantation along canal banks or

on waste lands, on sides of railway lines etc. involving planting of fuel, fodder and fruits trees, distribution/sale of saplings for plantation on private lands, provided the sale proceeds are credited to respective DRDA's and the same ploughed back to JRY works.

2. Soil and water conservation works, water harvesting structures.
3. 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.
4. Flood protection, drainage and water logging works.
5. Construction/renovation of village tanks for providing water for human use or cattle use or for irrigation or pisciculture.
6. Irrigation wells and fields channels on individual holdings of members of SC/ST and allottees of ceiling surplus land, bhoodan land and Government lands.
7. Construction of institutional sanitary latrines in rural areas and institutional rural sanitation work like drains/ soakage pits near hand pumps on community basis.
8. Construction of house for individual members of SC/ST and freed bonded labourers.

9. Construction of rural roads subject to prescribed standards and specifications and in accordance with the Minimum Need Programme (MNP) criteria.
10. Land development and reclamation of wastelands or degraded land with special emphasis on ecological improvement in hill and desert areas.
11. Augmenting existing ground water resources through micro-level ecological planning involving afforestation, soil and moisture conservation and water management.
12. Construction of community work-sheds for target group beneficiaries, community centre, panchayat ghars, DWCRA centres, market yards in areas with concentration of population of weaker sections etc.
13. Works of a purely social and community nature such as, dispensaries, panchayat ghars, community centres, creches, anganwadis, balwadis etc.
14. The primary school buildings will be constructed only in those revenue villages which have sanctioned schools without buildings of their own.
15. Construction of buildings for the Jana Shikshan Nilayams.

In 1993-94 it was decided that JRY would be implemented in three streams. The first stream would consist of general works under the programme and the two subschemes, namely the Indira Awas Yojana (IAY) and Million Wells Scheme (MWS). The second stream also called Intensified Jawahar Rozgar Yojana (IJRY) was implemented in 120 identified backward districts with additional allocation. The third stream of JRY consisted of special and innovative projects. Since 1995-96 Indira Awas Yojana (IAY) and Million Wells Scheme (MWS) are being implemented as separate schemes and no longer form part of the JRY. Subsequently, the Centrally sponsored Rural Housing Scheme has also been merged with the IAY. The Intensified JRY of the second stream has also been merged with the Employment Assurance Schemes (EAS) which has been initiated with effect from 2nd October, 1993 in the rural areas of 1,778 blocks of 261 districts in which the Revamped Public Distribution System (RPDS) was in operation.

It is now worth while to look at the Budget Estimates for major schemes of poverty alleviation in India since the introduction of New Economic Policy (NEP) in 1991-92. The Budget Estimates for major schemes of poverty alleviation from 1992-93 to 1997-98 is given in the following table:-

Table No. 2

**BUDGET ESTIMATES FOR MAJOR SCHEMES OF POVERTY ALLEVIATION
(FROM 1992-93 TO 1997-98)**

(Rs. in Crores)

Schemes	1992-93	1993-94	1994-95	1995-96	1996-97	1997-98
JRY	2,046	3,306	3,855	3,862	1,865	2077.70
IRDP	480	654	675	656	656	571.00
NRY	71	75	70	71	71	80.00
EAS	--	438	1,200	1,570	1,970	1970.00
Total	2,597	4,473	5,800	6,159	4,562	4698.70

Source: 1. Economic Survey, Government of India. 1995-96 and 1996-97 and
2. Budget 1997-98.

PERFORMANCE OF JRY AT ALL INDIA LEVEL

The performance of the JRY at all India level is Satisfactory Since its inception in 1989, in terms of :

- (i) employment generation among SC's/ST's women and Landless labours;
- (ii) average mandays of employment generated,
- (iii) quality of assets created under the programme;
- (iv) nature of assets created and

- (v) average wages paid per mandays for unskilled/skilled workers. "About 6,861 million mandays of employment were generated under JRY since 1989".⁴

The performance of JRY in terms of "mandays of employment target and achieving since 1989-90 to 1997-98 has been listed in the following table :

TABLE NO.3.
EMPLOYMENT TARGET AND ACHIEVEMENT UNDER JRY (LAKH MANDAYS)
(From 1989-90 to 1997-98)

Programme	Year	Target	Achievement	Percentage
JRY (Mandays of Employment Target and Achievement)	1989-90	8757.25	8643.87	98.71%
	1990-91	9291.04	8745.59	94.13%
	1991-1992	7354.34	8092.01	110.03%
	1992-1993	7537.95	7821.02	103.76%
	1993-1994	10383.26	10258.40	98.80%
	1994-1995	9865.45	9517.07	96.47%
	1995-1996	8480.05	8958.25	105.64%
	1996-1997	4141.37	4006.32	96.74%
	1997-1998	3864.90	3883.67 upto March'98	100.49%

SOURCE : Ministry of Rural Areas & Employment, Department of Rural Employment and Poverty Alleviation, Government of India (1997-98).

⁴ Economic Survey - 1997-98, Government of India, p.140.

The first concurrent Evaluation of JRY was carried out after three years of its implementation in 1989. The concurrent Evaluation of JRY was conducted by the Ministry of Rural Development during January to December, 1992 throughout the country with the help of 33 reputed and independent research institutions. The second round of concurrent evaluation was held between June 1993 and May 1994 covering 470 Districts, 9333 Blocks and 4700 village Panchayats.

The findings of the second concurrent evaluation report indicate that nearly 82.67 % of the available funds were spent on community development projects. The average wages paid per manday to the unskilled worker were more or less on the lines of the minimum wages prescribed under the relevant Act. The wage and non-wage component of the expenditure was 52.84% : 47.16. Of the total assets created, 76.11 % were found to be in good and satisfactory condition. 76.96% of the assets were created by the village panchayats. The share of SCs/ST's in employment was satisfactory.

The evaluation, however, has also highlighted some inadequacies. More than 50% of the elected Panchayat leaders (heads) were not imported training for implementation of JRY works. The share of women in employment was less than the prescribed 30%, 49.47% of the works could not be completed on account of shortage of funds. Some discrepancies were

observed in payment of wages between male and female workers. The use of locally available material in various works undertaken by Panchayats was not appreciable.

On the basis of the both concurrent evaluation the success of JRY on sectoral wise is given in the following table :-

TABLE No. 4

SUCCESS OF JRY AT ALL INDIA LEVEL		
(In Percentage)		
Sector	1992	1993-94
No. of Untrained panchayat President	60.88	57.44
Availability of JRY Manual	31.93	34.84
Action plan at village level	18.66	16.45
Works under JRY completed under the supervision of contractors	4.25	6.47
Employment generation among landless labourers	38.28	36.25

Employment generation among women	20.02	16.59
Employment generation among SCs/STs	53.66	47.16
Assets which are incomplete due to shortage of funds	43.08	49.74
Unavailability of workers	5.28	6.01
Maintenance of Assets	17.51	13.03
Workers not satisfied with present wage rate	62.71	66.57
Unavailability of the Muster Rolls	15.85	13.13

Source : Report on Concurrent Evaluation of Jawahar Rozgar Yojana, January- December 1992 and June 1993 to May 1994, Govt. of India, Ministry of Rural Areas and Employment, New Delhi.

CHAPTER VI

A CASE STUDY OF JRY IN PANCHAYAT SAMITI NADOTI, DISTRICT KARALI, RAJASTHAN

Objectives of the Study:-

The main objectives of the present study is (i) to assess the impact of JRY on income and employment,(ii) to study the problems of implementation of the programmes as experienced by the authorities and by the beneficiaries; and implementing agencies;and (iii) to suggest some measures for its improvement.

Methodology :-

The study is based on the primary data. The data were collected with the help of a questionnaire from 20 sampled household beneficiaries from Gram Panchayat Kaima and Nadoti in the Panchayat Samiti Nadoti District Karali, Rajasthan. The data were also collected from the implementing agencies as well as from the panchayat leaders (Panch and Sarpanch).The

necessary data on the impact and performance of the programme were collected from the Panchayat Samiti office, Nadoti.

Profile of the Study Area :

The Panchayat Samiti "Nadoti" was created under the "Rajasthan Panchayat Samiti's and Zila Parishad act of 1959". Later on the Head Quarter was shifted to Panchayat Samiti Bamanwas. But, the headquarters was again brought back to Panchayat Samiti Nadoti in 1st November, 1979 and since then the Panchayat Samiti Nadoti is one of the important part of the state. Earlier the Panchayat Samiti Nadoti was part of the Sawai Madhopur District, but when the new district "Karauli" was formed in 1997, it has become the part of the "Karauli" district.

The Panchayat Samiti Nadoti is one of the most backward area in the Karauli district. The total population of Panchayat Samiti Nadoti according to the 1991 census was 1,01,680. The total male population was 54,560 and female population was 47,120. The total population of S.C. and S.T.'s in the Panchayat Samiti Nadoti was 19,182 and 24,660.

The Panchayat Samiti 'Nadoti' consist 29 Gram Panchayats (Village Panchayats) which covered around 96 villages in the region. The name of the Gram Panchayats in the Panchayat Samiti Natodi is as follows:

1. Gram Panchayat, Bada
2. " " Badagaon
3. " " Bagaur
4. " " Dhaharia
5. " " Bardala
6. " " Bheela pada
7. " " Chiranvadya
8. " " Dalpura
9. " " Dholeta
10. " " Garhkheda
11. " " Gudha Chandraji
12. " " Garhmora
13. " " Jeetkipur
14. " " Kaima

- | | | | |
|-----|---|---|---------------|
| 15. | " | " | Kemala |
| 16. | " | " | Kemari |
| 17. | " | " | Kunjela |
| 18. | " | " | Medhe Ka Pura |
| 19. | " | " | Nadoti |
| 20. | " | " | Pal |
| 21. | " | " | Rajaheda |
| 22. | " | " | Ronsi |
| 23. | " | " | Salavad |
| 24. | " | " | Shahar |
| 25. | " | " | Sop |
| 26. | " | " | Talchida |
| 27. | " | " | Tesgaon |
| 28. | " | " | Raisana |
| 29. | " | " | Timava |

Table No. 5

A Statistical Profile of Panchayat Samiti "Nadoti"

1. Foundation year	1-11-1979
2. Total Population (1991 census)	1,01680
3. Total SC population	19,182
4. Total ST population	24,660
5. Total male population	54,560
6. Total female population	47,120
7. No. of Gram Panchayats	29
8. No. of villages	96
Source : Panchayat Samiti office, Nadoti.	

Performance of JRY in Panchayat Samiti Nadoti:-

The JRY scheme in Panchayat Samiti Nadoti was launched in April, 1989, as it was launched across the country in 1989. The performance of the JRY is satisfactory in the Panchayat Samiti Nadoti, among the beneficiaries. The scheme has helped the beneficiaries in increasing their income and

employment in the process of creation of rural infrastructural facilities. The total funds for the JRY scheme allotted to panchayats samiti Nadoti and its expenditure is given below in the following table :

Table No. 6

**Total Allotted JRY funds and its expenditure in
Panchayat Samiti "Nadoti" (since 1990-91 to 1997-98)**

Year	Funds	Expenditure
1990-91	14,79,661Rs.	12,97,756
1991-92	12,01,193 Rs.	14,23044
1992-93	16,47,376Rs	13,89,075
1993-94	15,49,555Rs	19,70140
1994-95	11,00,000	11,00,000
1995-96	5,10,833	4,50,297
1996-97	21,00000	21,00000
1997-98	Expenditure till March 98 is about 13.28 Lakh.	

Source : Panchayat Samiti Office, Nadoti

Table No. 7
Sectoral wise distribution of JRY funds in
Panchayat Samiti Nadoti:

Category of works	Percentage of Total Expenditure
1. Expenditure on Roads construction & etc.	60%
2. Administrative Expenditure	5%
3. Maintenance expenditure	10%
4. Expenditure on Social Forestry	10%
5. Expenditure on productive Assets	15%

Source : Panchayat samiti office, Nadoti

Table No.8
Performance of JRY in Panchayat Samiti Nadoti,
(during 1996-97)
(Financial Allocation)

Category of Works	No. of Works	Labour in Lakhs	Capital in Lakhs	Total in Lakhs
Road construction	34	7.56	5.04	12.6 (60%)
Social forestry	7	1.26	0.84	2.10 (10%)
Maintenance	8	1.26	0.84	2.10 (10%)
Productive Assets	15	1.89	1.26	3.15(15%)
Administrative expenditure	-	-	-	1.05(5%)
Total	64	11.97,000	7,98000	21,00000

Source : Panchayat Samiti office, Nadoti.

From the above mentioned table it is revealed that the panchayats have spent more (60%) towards laying of roads, cleaning drainage, repairs of building etc. This clearly proves the point that Panchayats tend to spend more on construction works. When asked about the reason, the authorities told that since our villages are not linked with each other, therefore we have given top priority to the Road construction. When the reactions of the president and the secretary in this context, were sought, they were of the view that "since some of our village roads have not been covered under any programme, we were forced by the members of the panchayat and the public to give priority to laying of roads".

Impact of JRY scheme on the beneficiaries:

The impact of the JRY on the individual beneficiaries is more or less satisfactory. The present study has been carried out to examine how and to what extent, JRY has helped the beneficiaries in increasing their income and employment in the process of creation of rural infrastructural facilities.

Field-level interviews from the 20, beneficiaries households of the village panchayat Kaima and Nadoti (10, each) brought mixed reactions as far as the implementation of JRY is concerned. While appreciating the efforts

made by their panchayats, the (beneficiaries) felt that the works undertaken under the programme should be properly maintained. The quality of roads is not up to the desired level. Many newly laid roads were not even tarred.

Data on scheme wise generation of employment and income of the beneficiaries in the study area are presented in the following table:

Table No. 9

No. of Days Beneficiaries were Employed in Various Schemes Under JRY:

(During the last 30 days Preceding the Date of Survey)

Name of Activities	Gram Panchayat Kaima			Gram Panchayat Nadoti			Total		
	No. of Beneficiaries	Mandays Employment	Income (Rs.)	No. of Beneficiaries	Mandays Employment	Income (Rs.)	No. of Beneficiaries	Mandays Employment	Income (Rs.)
Road Construction and Bridle path etc.	5	150	4800/-	2	50	1600	7	200	6400
Pond repairs	3	90	2880/-	2	50	1600	5	140	4480
School Building construction	2	60	1920/-	6	150	4800	8	210	6720
Total	10	300	9,600	10	250	8,000	20	550	17,600

Source : Field Survey

PROBLEMS FACED BY THE AGENCIES:

(i) Lack of People's Participation :

People's participation in JRY has been observed to be missing. The implementing officials stated that the local people do not cooperate in the implementation of JRY works. It was reported that in case of road works the local people are not prepared to part with their land for construction purposes;

(ii) Delay in Plan Approval and Inadequate Funds:-

During the course of informal discussions with the programme functionaries, it was observed that the plan approvals are generally delayed leaving less time for execution of works. Besides this, they further added that there is shortage of funds, as a consequence of which, it really becomes difficult to provide employment to needy persons for 100 days in a year;

(iii) **Shortage of Staff:-**

Programme officials also stated that the present staff strength of the block level is not adequate to handle and discharge existing requirements of developmental activities under the programme;

(iv) **Availability of Workers :**

workers were generally not available for the execution of works under JRY because of seasonal employment, low wage rate and uniformity in wage rates.

(v) **Absence of Panchayats :-**

The absence of Panchayats also creates problems for the block agency to implement the programme in the right spirit. Peoples participation does not come up to the desired level.

PROBLEMS FACED BY THE BENEFICIARIES:

(i) Identification/Selection of Workers :-

The identification of workers is done by the petty contractor called "mate" in the area. The guidelines are ignored i.e poorest of the poor do not get preference. Identification/selection of works is also not done as per the norms but under the influence of the rich local people thereby ignoring the felt needs of the people.

(ii) Seasonal Employment :-

The beneficiaries also reported that JRY provides employment opportunities only for a limited number of days to each labourer per year. It was also observed that works under JRY are not taken for execution during the lean agricultural period, rather these are executed during the last quarter of financial year when the rural people are not free from their agricultural works.

SUGGESTIONS FOR THE IMPROVEMENT OF JRY:-

Keeping in view the above listed problems about agencies and beneficiaries, following few suggestions have been made for the improvement of JRY :-

- (i) It is suggested that the wage rate should be increased and made equivalent to the prevailing wage rate and should be revised periodically as per the local wage rates;
- (ii) There should be separate wage rates for different kinds of work. The works which require hard labour like digging of wells, cleaning of debris etc. higher wage rate should be given;
- (iii) Selection of works should be based on the felt needs of the people and political influence should be kept away
- (iv) Works under JRY should be under taken preferably in lean season, when the people are free;(

- v) To check the corruption, it was suggested by the agencies that the ratio of wage/non-wage, 60:40 should be changed to 40% and 60% 40% for the wage and 60% for the non wage(on material expenditure).
- (vi) Funds should be increased and it should be delivered regularly. In addition to this, there should be no delay in plan approval, so that sufficient time is available for execution of works.
- (vii) There should be proper maintenance of the assets created under the JRY funds, otherwise, it will result in the wastage of national resources and the sanctity of the JRY them with which it was initiated.

CRITICAL EVALUATION OF JRY :-

In brief, it can be emphasised that the implementation of JRY programme has made considerable impact on improving the rural infrastructure. Though, it can also be emphasised that the programme could not make any significant impact on improving the living conditions of the

rural poor. But, however, it can not be denied that the community assets created under the programme have to "some extent" strengthened the rural scenario.

In essence the JRY is nothing, but old wine in a new bottle. But in order to send out a unambiguous signal to the rural areas that the funds are flowing from Delhi, the Union Government has decided to leapfrog state governments, and release the funds directly to the Panchayats.

The recent approval of the constitution bill on the Panchayati Raj system (73rd Amendment Act, 1992) is further expected to give a boost to rural development programme in general and JRY in particular, as JRY now will receive the direct involvement of the people.

In the process of further improvement of the JRY the DRDA's (District Rural Development Agencies) have been revamped. Now they have been placed under the control and directions of Zila Parishads. A vigilance committee have been set by the states to monitor the progress of the Jawahar Rozgar Yojana (JRY) in the beginning of this year. These committees will have an important role in observing, supervising and monitoring the implementation of works under JRY.

Hence, for making JRY a more meaningful and viable for alleviating the poverty in the rural areas, I would like to suggest that the Yojana should be continue, and should not be scrapped as the earlier schemes were scrapped. By scrapping a scheme is not the solution. As suggested above some change should be made immediately for its improvement.

CONCLUSION

The Panchayati Raj has been a matter of a major concern of our planning process ever since its introduction in the year 1959. Perhaps no other system in the country has received so much attention from all concerned as Panchayati Raj. While the system has been, on the one hand, considered as having generated tensions/factions and party politics in village communities, it has been on the other hand, considered as the only hope for activating people's participation which is the soul of democratic system.

There are several reasons why Panchayati Raj, which began with great expectations, was not able to fulfil all the expectations aroused by the planners. In the first place, Panchayati Raj institutions came to be dominated by the socially or economically privileged sections in the local community with the consequence that the weaker groups-such as scheduled castes, scheduled Tribes, and other poorer groups- were still deprived of its benefits. The dominant castes in the form of politicians and bureaucrats, have not allowed to enable the Panchayats to provide space for the weaker sections.

Second, these institutions have remained convulsed in factionalism, and thus the developmental thrust expected from them was either distorted or weakened. Third, their functioning disclosed the prevalence of considerable corruption and inefficiency.

But one can not dismiss the contributions made by the Panchayati Raj Institutions. They have made the rural community, development conscious. Second, Panchyati Raj Institutions have tapped a new source of political leadership that is younger in age, less committed to the past, and more prone to change. Third, they have succeeded in narrowing the distance between bureaucracy and the people. Fourth, the introduction of Panchayats in the country has led to considerable political and social mobilisation in the countryside. Panchayati Raj has given the rural people an opportunity, which they never had before. Now people have powers to solve their own problems and to do things by themselves.

The successful implementation of Panchayati Raj institutions require effective land reforms. The Panchyati Raj Institutions in the absence of effective land reforms will remain only a dead letter. There should be a radical land reforms in the country so that the Panchayati Raj institutions can become more meaningful to rural people.

The constitutionalisation of Panchyati Raj through 73rd constitution Amendment Act of 1992, has, however, opened a new chapter in the field of decentralised planning and development by empowering the PRI's to function as institutions of self-Govt. (Article 243-G). Article 243-G of the constitution says that subject to the provisions of the constitution, the legislature of a state may, by law, endow the Panchayat with such powers and authority as may be necessary to enable them to function as institutions of self Govt. and such laws may contain provisions for the devolution of the powers and responsibilities upon Panchyats at the appropriate level, subject to such conditions as may be specified therein, with respect to;

1. The preparation of plans for economic development and social justice;
2. The implementation of schemes for economic developments and social justice as may be entrusted to them including those in relation to the matters listed in the eleventh schedule.

The 73rd Amendment to the constitution was a watershed in decentralisation as it provides a share for weaker sections and women in Panchayats. But for making Panchayats viable and pulsating institutions, another Amendment to the constitution is required, which would give functional, administrative and financial autonomy to the Panchayats.

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**FIELD SURVEY OF JRY IN PANCHAYAT SAMITI, NADOTI,
DISTT. KARALI (RAJASTHAN)**

INTERVIEW SCHEDULE - I

I- IDENTIFICATION DATA :-

Name

Address

Age

Sex

Male/Female

Caste

Sub Caste

Occupation

Marital Status

Married/Unmarried

Income

Monthly/Yearly

II- QUESTIONS FOR THE BENEFICIARIES :-

1. Do you know the JRY Scheme ?
2. If yes, are you working under anyone of the JRY scheme ?
3. Name the scheme under which you are working ?
4. Since how long are you working under this scheme?
5. Have you worked before under any other JRY schemes?
6. If you have been continuously working under JRY scheme, how much have you benefited from the scheme (1) adequately (2) somewhat (3) not at all
7. How much money are you getting as daily wage under this scheme?

8. Are you satisfied with the wage you are getting?
9. If not, in accordance with your opinion how much of your wage should be increase ?
10. Do you think that most of the works under JRY scheme is done on the contract basis and not by the daily wage labourers ?
11. What is your income from other sources?
12. Do you see any Caste or Gender discrimination while selecting the labourers?
13. Do you think that the assets creating under the JRY scheme is in good quality?
14. If not than what is the reason behind the bad qualities of the assets?
15. Do the Panchayat leaders (Sarpanch/Panch) help you while selecting for the works?
16. Do the dealing authorities/Agencies come regularly to supervise the work?
17. What is your opinion about the JRY schemes? Is it helpful for you in removing your poverty while providing the wage employment opportunities?
18. If you are not getting much benefit from this scheme than are you in favour of scrapping the scheme ?
19. If you are not in favour of scrapping the scheme then do you want some reforms for the success of the scheme?
20. What reforms would you like to suggest for the success of JRY ?

Signature

INTERVIEW SCHEDULE - II**I- IDENTIFICATION DATA :-****Name****Address****Age****Sex****Male Female****Caste****Sub Caste****Designation****Martial Status****Married/Unmarried****Income****Monthly/Yearly****II- Questions for the dealing Officials :-**

1. Are you fully aware about the JRY scheme ?
2. Have you seen/read the JRY guidelines properly or is it not available in the office ?
3. Do you think that most of the works under JRY scheme is done in accordance with the JRY guidelines ?
4. Do the JRY fund comes regularly and in time ?
5. Do you think that JRY fund is not enough, are you in favour of increasing the JRY fund ?

6. Do you think that those who are living below poverty line is really benefiting from this scheme?
7. Do you see full participation of the SC/ST's, women's and landless labourers in the developmental works under JRY scheme?
8. Do you think that most of the JRY works is done on the contract basis than by the landless labourers?
9. Do you think that the assets creating under the JRY scheme is in good quality?
10. Do the B.D.O. and other officers regularly supervise the works under the JRY scheme?
11. Do the Panchayat leaders (Sarpanch/Panch) call the meetings regularly in the Gram Sabha to decide the planning of the works?
12. Do you agree that this scheme is helpful for the rural poor removing their poverty while providing them employment opportunities?
13. What is the availability of the muster Role? Do all the Panchayats have Muster role?
14. Are you in favour of scrapping the scheme or want some improvements?
15. What reform would you like to suggest for the success of the JRY?

Signature

INTERVIEW SCHEDULE - III**QUESTIONS FOR THE PANCHAYAT LEADERS**

1. Are you fully aware about the JRY scheme ?
2. Have you read JRY guidelines properly ?
3. Do the meetings of the Panchayat leaders takes place regularly for planning the JRY works?
4. Do the works under JRY scheme is done properly in accordance with the JRY guidelines?
5. Do the entire works under this scheme is done by the daily wage labours and not by the contractors ?
6. What is the availability of the labourers ?
7. What is the participation of the SC/ST's and women in the JRY works?
8. How the selection of the daily wage labourers takes Place?
9. Do the labours are not satisfied with the present wage rate?
10. Are they demanding to increase wage rate substantially ?
11. Do the dealing authorities cooperate properly ?
12. What is the availability of the muster role?
13. Do the JRY works is done during the lean agriculture period ?
14. Do you see any improvement in the living condition of the weaker section of the society after getting employment opportunities from this scheme?
15. Are you in favour of scrapping the scheme or want to continue with some changes?
16. What changes would you like to suggest for the success of the JRY?

Signature

Table 21
Wage and Non-Wage components of expenditure on JRY Works

Sl. No.	State/UTs	% age Expenditure on		Wage/Non-Wage Ratio
		Wage Component	Non-Wage Component	
1	2	3	4	5
1	Andhra Pradesh	55.39	44.61	55:45
2	Arunachal Pradesh	64.79	35.21	65:35
3	Assam	83.09	16.91	83:17
4	Bihar	45.68	54.32	46:54
5	Goa	43.57	56.43	44:56
6	Gujarat	43.88	56.12	44:56
7	Haryana	32.12	67.88	32:68
8	Himachal Pradesh	64.55	35.45	65:35
9	Jammu & Kashmir	68.28	31.72	68:32
10	Karnataka	52.13	47.87	52:48
11	Kerala	56.06	43.94	56:44
12	Madhya Pradesh	44.31	55.69	44:56
13	Maharashtra	37.32	62.68	37:63
14	Manipur	66.57	33.43	67:33
15	Meghalaya	58.10	41.90	58:42
16	Mizoram	68.93	31.07	69:31
17	Nagaland	68.20	31.80	68:32
18	Orissa	55.94	44.06	56:44
19	Punjab	20.25	79.75	20:80
20	Rajasthan	50.24	49.76	50:50
21	Sikkim	70.66	29.34	71:29
22	Tamilnadu	54.37	45.63	54:46
23	Tripura	51.51	48.49	52:48
24	Uttar Pradesh	44.57	55.43	45:55
25	West Bengal	48.99	51.01	49:51
26	A & N. Islands	56.06	43.94	56:44
27	Chandigarh	22.31	77.69	22:78
28	D. & N. Haveli	60.09	39.91	60:40
29	Daman & Diu	58.51	41.49	59:41
30	Delhi	65.39	34.61	65:35
31	Lakshadweep	100.00	0.00	100:00
32	Pondicherry	69.66	30.34	70:30
	All India	53.46	46.54	53:47

Table 22
Employment generated among SC/ST,
Women and Landless Labourers under JRY

(Mandays of Employment)				
Sl. No.	States/UTs	Percentage of Employment generated for		
		SC/ST	Women	Landless Labourers
1	2	3	4	5
1	Andhra Pradesh	60.92	36.90	61.33
2	Arunachal Pradesh	97.84	15.68	4.13
3	Assam	46.78	3.56	49.44
4	Bihar	58.78	8.29	49.62
5	Goa	1.60	28.84	31.81
6	Gujarat	74.94	40.21	74.67
7	Haryana	58.53	8.50	87.66
8	Himachal Pradesh	53.29	10.84	1.17
9	Jammu & Kashmir	36.14	2.34	2.42
10	Karnataka	42.19	20.55	52.83
11	Kerala	33.05	31.59	5.86
12	Madhya Pradesh	74.88	32.55	43.88
13	Maharashtra	49.60	24.13	39.76
14	Manipur	67.21	22.46	26.26
15	Meghalaya	88.88	13.75	33.11
16	Mizoram	98.97	21.09	27.69
17	Nagaland	93.41	17.75	8.09
18	Orissa	62.32	26.59	23.26
19	Punjab	70.98	1.09	52.30
20	Rajasthan	56.28	28.71	8.18
21	Sikkim	42.08	14.67	10.98
22	Tamilnadu	47.14	31.16	40.00
23	Tripura	28.09	9.47	44.22
24	Uttar Pradesh	56.30	6.34	42.38
25	West Bengal	56.08	16.50	64.10
26	A & N. Islands	74.91	23.17	13.92
27	Chandigarh	75.16	24.95	3.03
28	D. & N. Haveli	99.97	61.55	2.73
29	Daman & Diu	66.02	59.38	34.68
30	Delhi	54.96	20.11	100.00
31	Lakshadweep	100.00	27.30	0.00
32	Pondicherry	51.87	39.49	26.67
	All India	53.66	20.02	38.28

Table 23
Quality of Assets created under the Programme

Sl. No.	States/UTs	Percentage of assets observed as						Sl. No.
		Good/Satisfactory	Poor	Incomplete	Not approved as per norms	Not Useful	Others	
1	2	3	4	5	6	7	8	9
1	Andhra Pradesh	81.70	10.68	6.54	1.09	0.00	0.00	1
2	Arunachal Pradesh	55.41	33.76	10.83	0.00	0.00	0.00	2
3	Assam	43.05	8.78	46.27	1.61	0.15	0.15	3
4	Bihar	58.99	7.56	30.79	0.14	0.03	2.49	4
5	Goa	8.11	0.00	91.89	0.00	0.00	0.00	5
6	Gujarat	85.82	3.83	7.66	0.77	1.34	0.57	6
7	Haryana	92.31	3.85	2.07	1.18	0.30	0.30	7
8	Himachal Pradesh	98.74	0.00	1.26	0.00	0.00	0.00	8
9	Jammu & Kashmir	88.28	0.33	2.48	0.00	0.00	8.91	9
10	Karnataka	66.75	8.55	23.76	0.19	0.69	0.06	10
11	Kerala	82.62	0.24	16.52	0.24	0.24	0.12	11
12	Madhya Pradesh	83.19	3.19	13.19	0.11	0.33	0.00	12
13	Maharashtra	49.35	20.04	13.91	14.29	1.67	0.74	13
14	Manipur	80.00	17.14	2.86	0.00	0.00	0.00	14
15	Meghalaya	70.18	1.75	28.07	0.00	0.00	0.00	15
16	Mizoram	69.44	30.56	0.00	0.00	0.00	0.00	16
17	Nagaland	84.13	15.34	0.00	0.53	0.00	0.00	17
18	Orissa	86.70	5.51	7.52	0.00	0.00	0.27	18
19	Punjab	97.84	1.44	0.00	0.72	0.00	0.00	19
20	Rajasthan	87.20	4.69	7.54	0.28	0.28	0.00	20
21	Sikkim	93.33	0.00	6.67	0.00	0.00	0.00	21
22	Tamilnadu	65.36	3.93	30.72	0.00	0.00	0.00	22
23	Tripura	41.10	54.60	2.45	1.23	0.61	0.00	23
24	Uttar Pradesh	66.30	21.41	6.79	4.59	0.67	0.24	24
25	West Bengal	97.86	0.41	1.65	0.00	0.00	0.08	25
26	A & N. Islands	71.43	0.00	28.57	0.00	0.00	0.00	26
27	Chandigarh	50.00	8.33	41.67	0.00	0.00	0.00	27
28	D. & N. Haveli	58.82	0.00	41.18	0.00	0.00	0.00	28
29	Daman & Diu	83.33	12.50	4.17	0.00	0.00	0.00	29
30	Delhi	100.00	0.00	0.00	0.00	0.00	0.00	30
31	Lakshadweep	60.00	0.00	0.00	30.00	0.00	10.00	31
32	Pondicherry	93.10	0.00	6.90	0.00	0.00	0.00	32
	All India	73.80	8.13	15.71	1.17	0.29	0.89	

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Table 24
Reasons for delay in completion of works

Sl. No.	States/UTs	Total No. of works	Total Works delayed	% of works delayed	* Reasons for delay (% age)								Sl. No.
					1	2	3	4	5	6	7	8	
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Andhra Pradesh	439	52	11.85	34.62	21.15	9.62	19.23	3.85	3.85	1.92	5.77	1
2	Arunachal Pradesh	159	18	11.32	16.67	11.11	33.33	0.00	5.56	22.22	0.00	11.11	2
3	Assam	722	332	45.98	16.57	16.87	0.30	49.10	0.00	0.30	0.30	16.57	3
4	Bihar	3001	1075	35.82	46.14	4.93	2.05	9.77	7.26	0.74	0.09	29.02	4
5	Goa	77	71	92.21	80.28	0.00	0.00	0.00	0.00	4.23	0.00	15.49	5
6	Gujarat	549	126	22.95	39.68	4.76	23.02	2.38	0.00	0.00	1.59	28.57	6
7	Haryana	338	13	3.85	84.62	0.00	0.00	0.00	0.00	7.69	0.00	7.69	7
8	Himachal Pradesh	479	18	3.76	77.78	0.00	0.00	16.67	0.00	0.00	0.00	5.56	8
9	Jammu & Kashmir	605	59	9.75	88.14	10.17	0.00	0.00	0.00	0.00	0.00	1.69	9
10	Karnataka	1651	421	25.50	83.61	5.23	4.51	1.66	0.00	0.24	0.48	4.28	10
11	Kerala	1104	379	34.33	50.13	7.12	0.26	8.18	1.58	8.71	5.28	18.73	11
12	Madhya Pradesh	975	220	22.56	37.27	3.64	8.18	8.18	5.45	4.55	2.73	30.00	12
13	Maharashtra	544	182	33.46	28.02	4.40	13.19	3.85	0.55	9.89	7.14	32.97	13
14	Manipur	138	13	9.42	100.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	14
15	Meghalaya	54	15	27.78	80.00	0.00	0.00	0.00	0.00	6.67	0.00	13.33	15
16	Mizoram	72	1	1.39	0.00	100.00	0.00	0.00	0.00	0.00	0.00	0.00	16
17	Nagaland	189	1	0.53	0.00	100.00	0.00	0.00	0.00	0.00	0.00	0.00	17
18	Orissa	1498	163	10.88	1.84	9.20	3.07	1.84	7.98	30.08	25.77	20.25	18
19	Punjab	143	11	7.69	72.73	0.00	9.09	0.00	0.00	18.18	0.00	0.00	19
20	Rajasthan	729	88	12.07	25.00	5.68	12.50	6.82	10.23	6.82	0.00	32.95	20
21	Sikkim	75	1	1.33	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	21
22	Tamilnadu	457	209	45.73	2.87	14.35	2.39	0.00	0.96	0.96	0.00	78.47	22
23	Tripura	165	5	3.03	0.00	40.00	40.00	0.00	0.00	20.00	0.00	0.00	23
24	Uttar Pradesh	1660	126	7.59	46.83	7.94	23.02	3.17	2.38	4.78	0.79	11.11	24
25	West Bengal	1464	114	7.79	35.09	24.56	13.16	21.93	0.00	5.26	0.00	0.00	25
26	A & N. Islands	42	25	59.52	52.00	20.00	24.00	4.00	0.00	0.00	0.00	0.00	26
27	Chandigarh	12	6	50.00	83.33	0.00	0.00	16.67	0.00	0.00	0.00	0.00	27
28	D. & N. Haveli	51	35	68.63	57.14	2.86	0.00	0.00	0.00	0.00	0.00	40.00	28
29	Daman & Diu	24	2	8.33	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	29
30	Delhi	10	0	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	30
31	Lakshadweep	12	3	25.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	31
32	Pondicherry	58	4	6.90	0.00	0.00	25.00	75.00	0.00	0.00	0.00	0.00	32
	All India	17496	3788	21.65	43.08	7.84	5.28	10.30	3.35	4.07	2.35	23.73	

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* Codes :-

- | | |
|---|--|
| 1. Shortage of funds | 5. Lack of coordination with block or DRDA officials |
| 2. Non-availability of material | 6. Non-Corporation from Panchayat members or residents |
| 3. Non-availability of labour | 7. Non-approval of schemes/work by the block |
| 4. Rainy season or other climatic constraints | 8. Others |

Table 28
Availability of Muster Rolls

Sl.	States/UTs	(Percentage)	
		Yes	No
1	2	3	4
1	Andhra Pradesh	72.12	27.88
2	Arunachal Pradesh	89.72	10.28
3	Assam	79.39	20.61
4	Bihar	67.19	32.81
5	Goa	100.00	0.00
6	Gujarat	98.37	1.63
7	Haryana	97.50	2.50
8	Himachal Pradesh	98.31	1.69
9	Jammu & Kashmir	92.14	7.86
10	Karnataka	91.92	8.08
11	Kerala	48.84	51.16
12	Madhya Pradesh	89.44	10.56
13	Maharashtra	84.48	15.52
14	Manipur	97.50	2.50
15	Meghalaya	24.00	76.00
16	Mizoram	100.00	0.00
17	Nagaland	31.25	68.75
18	Orissa	88.28	11.72
19	Punjab	92.16	7.84
20	Rajasthan	96.63	3.37
21	Sikkim	100.00	0.00
22	Tamilnadu	0.00	100.00
23	Tripura	6.67	93.33
24	Uttar Pradesh	94.90	5.10
25	West Bengal	98.73	1.27
26	A & N. Islands	75.00	25.00
27	Chandigarh	70.00	30.00
28	D. & N. Haveli	100.00	0.00
29	Daman & Diu	100.00	0.00
30	Delhi	100.00	0.00
31	Lakshadweep	100.00	0.00
32	Pondicherry	70.00	30.00
	All India	84.15	15.85

Table 29
Percentage distribution of JRY workers by sex

Sl. No.	States/UTs	Total No. of workers	Percentage	
			Male	Female
1	2	3	4	5
1	Andhra Pradesh	1099	72.52	27.48
2	Arunachal Pradesh	539	86.27	13.73
3	Assam	871	96.56	3.44
4	Bihar	1878	94.14	5.86
5	Goa	100	71.00	29.00
6	Gujarat	925	60.76	39.24
7	Haryana	800	91.50	8.50
8	Himachal Pradesh	590	92.88	7.12
9	Jammu & Kashmir	699	98.14	1.86
10	Karnataka	999	74.57	25.43
11	Kerala	640	70.78	29.22
12	Madhya Pradesh	2150	74.00	26.00
13	Maharashtra	1441	68.01	31.99
14	Manipur	400	84.75	15.25
15	Meghalaya	237	94.51	5.49
16	Mizoram	150	69.33	30.67
17	Nagaland	348	76.15	23.85
18	Orissa	643	73.09	26.91
19	Punjab	520	98.65	1.35
20	Rajasthan	1336	72.75	27.25
21	Sikkim	50	82.00	18.00
22	Tamilnadu	942	59.02	40.98
23	Tripura	150	91.33	8.67
24	Uttar Pradesh	3124	94.72	5.28
25	West Bengal	789	92.65	7.35
26	A & N. Islands	100	75.00	25.00
27	Chandigarh	50	82.00	18.00
28	D. & N. Haveli	25	40.00	60.00
29	Daman & Diu	35	48.57	51.43
30	Delhi	51	96.08	3.92
31	Lakshadweep	10	90.00	10.00
32	Pondicherry	100	57.00	43.00
	All India	21791	81.72	18.28

Table 30
Distribution of JRY workers by their Social Status

Sl. No.	States/UTs	Total Workers	Percentage			Sl. No.
			SC	ST	Others	
1	2	3	4	5	6	7
1	Andhra Pradesh	1099	51.14	12.56	36.11	1
2	Arunachal Pradesh	539	0.19	98.70	1.11	2
3	Assam	871	14.58	31.23	54.19	3
4	Bihar	1878	48.99	15.92	35.09	4
5	Goa	100	9.00	4.00	87.00	5
6	Gujarat	925	39.24	30.16	30.59	6
7	Haryana	800	58.13	0.25	41.63	7
8	Himachal Pradesh	590	43.22	14.58	42.20	8
9	Jammu & Kashmir	699	12.88	24.89	62.23	9
10	Karnataka	999	39.04	8.21	52.75	10
11	Kerala	640	45.00	4.38	50.63	11
12	Madhya Pradesh	2150	33.67	37.07	29.26	12
13	Maharashtra	1441	28.87	14.78	56.35	13
14	Manipur	400	1.75	64.50	33.75	14
15	Meghalaya	237	0.00	97.47	2.53	15
16	Mizoram	150	0.00	100.00	0.00	16
17	Nagaland	348	0.00	99.43	0.57	17
18	Orissa	643	42.46	31.88	25.66	18
19	Punjab	520	82.69	0.19	17.12	19
20	Rajasthan	1336	47.38	16.54	36.08	20
21	Sikkim	50	18.00	62.00	20.00	21
22	Tamilnadu	942	58.49	1.38	40.13	22
23	Tripura	150	34.00	20.00	46.00	23
24	Uttar Pradesh	3124	63.00	0.99	36.01	24
25	West Bengal	789	48.16	13.69	38.15	25
26	A & N. Islands	100	0.00	50.00	50.00	26
27	Chandigarh	50	86.00	0.00	14.00	27
28	D. & N. Haveli	25	0.00	100.00	0.00	28
29	Daman & Diu	35	8.57	71.43	20.00	29
30	Delhi	51	68.63	0.00	31.37	30
31	Lakshadweep	10	0.00	100.00	0.00	31
32	Pondicherry	100	57.00	0.00	43.00	32
	All India	21791	41.53	21.30	37.17	

Table 34
Average wages paid per day Cash & Foodgrains to the JRY workers.
(In Rs.)

Sl. No.	States/UTs	Total	Cash	Foodgrains (Value of foodgrains)	Sl. No.
1	2	3	4	5	6
1	Andhra Pradesh	23.74	23.70	0.04	1
2	Arunachal Pradesh	19.40	19.40	0.00	2
3	Assam	25.46	25.46	0.00	3
4	Bihar	24.25	24.24	0.01	4
5	Goa	29.70	29.70	0.00	5
6	Gujarat	27.75	27.75	0.00	6
7	Haryana	41.79	41.72	0.07	7
8	Himachal Pradesh	24.29	24.29	0.00	8
9	Jammu & Kashmir	27.39	27.39	0.00	9
10	Karnataka	21.38	19.75	1.63	10
11	Kerala	40.47	40.43	0.04	11
12	Madhya Pradesh	22.51	22.43	0.08	12
13	Maharashtra	22.75	22.75	0.00	13
14	Manipur	25.66	23.98	1.68	14
15	Meghalaya	31.64	31.11	0.53	15
16	Mizoram	28.80	28.80	0.00	16
17	Nagaland	15.13	15.13	0.00	17
18	Orissa	22.90	22.52	0.38	18
19	Punjab	40.41	40.41	0.00	19
20	Rajasthan	27.06	27.05	0.01	20
21	Sikkim	32.02	32.02	0.00	21
22	Tamilnadu	25.48	25.48	0.00	22
23	Tripura	18.59	15.25	3.34	23
24	Uttar Pradesh	22.11	22.10	0.01	24
25	West Bengal	23.96	23.56	0.41	25
26	A & N. Islands	20.79	17.35	3.44	26
27	Chandigarh	29.72	29.72	0.00	27
28	D. & N. Haveli	14.00	14.00	0.00	28
29	Daman & Diu	18.29	18.29	0.00	29
30	Delhi	33.98	33.98	0.00	30
31	Lakshadweep	19.30	19.30	0.00	31
32	Pondicherry	26.69	23.17	3.52	32
	All India	25.38	25.17	0.21	

Table 38
Maintenance of completed Assets (in Percentage)

Sl. No.	States/UTs	Total No. of assets completed	Agencies maintaining the assets					Not Maintained	Sl. No.
			a	b	c	d	e		
1	2	3	4	5	6	7	8	9	10
1	Andhra Pradesh	358	53.68	0.00	0.26	0.26	0.00	45.79	1
2	Arunachal Pradesh	136	56.62	0.00	0.00	9.56	0.00	33.82	2
3	Assam	304	0.33	26.76	0.33	4.68	7.02	60.87	3
4	Bihar	1832	60.16	2.45	0.33	7.50	8.53	21.03	4
5	Goa	6	100.00	0.00	0.00	0.00	0.00	0.00	5
6	Gujarat	454	95.79	0.28	0.00	0.28	2.53	1.12	6
7	Haryana	322	89.41	0.00	0.00	0.00	0.00	10.59	7
8	Himachal Pradesh	460	100.00	0.00	0.00	0.00	0.00	0.00	8
9	Jammu & Kashmir	546	11.88	61.61	0.00	26.33	0.18	0.00	9
10	Karnataka	1192	77.29	0.50	2.69	3.11	2.27	14.13	10
11	Kerala	634	53.04	0.33	0.82	0.66	2.79	42.36	11
12	Madhya Pradesh	693	61.74	3.84	9.67	0.57	0.14	24.04	12
13	Maharashtra	385	44.47	1.32	1.84	8.16	1.05	43.16	13
14	Manipur	124	44.80	0.00	0.00	47.20	0.00	8.00	14
15	Meghalaya	38	2.56	0.00	2.56	89.74	5.13	0.00	15
16	Mizoram	67	0.00	97.01	2.99	0.00	0.00	0.00	16
17	Nagaland	189	0.00	0.00	14.89	45.74	0.00	39.36	17
18	Orissa	1324	13.37	73.19	0.45	1.36	2.27	9.37	18
19	Punjab	130	99.21	0.00	0.00	0.00	0.79	0.00	19
20	Rajasthan	551	86.46	2.17	3.07	2.71	0.18	5.42	20
21	Sikkim	70	0.00	0.00	2.90	97.10	0.00	0.00	21
22	Tamilnadu	245	39.18	37.14	1.22	1.63	16.73	4.08	22
23	Tripura	159	12.66	50.63	5.06	31.01	0.00	0.63	23
24	Uttar Pradesh	1524	64.81	3.74	1.25	2.63	0.72	26.85	24
25	West Bengal	1300	95.16	0.00	0.18	0.45	4.22	0.00	25
26	A & N. Islands	17	58.82	0.00	0.00	0.00	11.76	29.41	26
27	Chandigarh	7	85.71	0.00	0.00	0.00	0.00	14.29	27
28	D. & N. Haveli	30	100.00	0.00	0.00	0.00	0.00	0.00	28
29	Daman & Diu	21	90.48	0.00	9.52	0.00	0.00	0.00	29
30	Delhi	10	100.00	0.00	0.00	0.00	0.00	0.00	30
31	Lakshadweep	9	20.00	0.00	60.00	0.00	0.00	20.00	31
32	Pondicherry	41	0.00	75.61	7.32	0.00	0.00	17.07	32
	All India	13178	57.97	14.02	1.68	5.93	2.89	17.51	

NIC

Codes :-

- a. Panchayat
- b. Block
- c. Concerned Deptt.
- d. Community
- e. Others

Table 41

Worker's opinion about JRY programme (%)

Sl. No.	States/UTs	Whether assets useful for poor people		Whether satisfied with the benefits received under JRY			Whether assets meet the felt needs of the Community			Whether wage rate is satisfactory		Willingness to accept foodgrains as part of wage payment		Sl. No.
		Yes	No	Yes	to some extent	No	Yes	to some extent	No	Yes	No	Yes	No	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	Andhra Pradesh	98.72	1.28	91.68	6.22	2.10	90.13	9.41	0.46	80.05	19.95	27.66	72.34	1
2	Arunachal Pradesh	100.00	0.00	95.73	4.27	0.00	97.40	1.67	0.93	15.24	84.76	49.72	50.28	2
3	Assam	98.39	1.61	92.38	3.93	3.70	96.51	1.63	1.86	20.81	79.19	54.85	45.15	3
4	Bihar	99.84	0.16	78.59	19.28	2.12	88.62	10.73	0.65	38.42	61.58	88.09	11.91	4
5	Goa	100.00	0.00	96.87	6.06	7.07	82.83	12.12	5.05	21.21	78.79	2.02	97.98	5
6	Gujarat	98.15	1.85	66.52	27.41	6.07	64.57	34.78	0.65	59.05	40.95	48.81	51.19	6
7	Haryana	100.00	0.00	77.36	21.89	0.75	79.50	20.38	0.13	18.74	81.26	9.84	90.16	7
8	Himachal Pradesh	100.00	0.00	76.44	23.39	0.17	91.02	8.64	0.34	1.19	98.81	91.86	8.14	8
9	Jammu & Kashmir	100.00	0.00	73.39	26.47	0.14	90.69	9.03	0.29	6.15	93.85	95.99	4.01	9
10	Karnataka	95.69	4.31	73.85	16.83	9.32	71.74	21.24	7.01	28.26	71.74	88.08	11.92	10
11	Kerala	99.69	0.31	38.91	35.47	25.63	68.86	29.89	1.25	27.66	72.34	26.09	73.91	11
12	Madhya Pradesh	99.91	0.09	77.59	3.77	18.64	97.44	0.98	1.58	74.65	25.35	83.42	16.58	12
13	Maharashtra	73.66	26.34	57.29	29.24	13.47	60.28	31.67	8.06	61.32	38.68	83.30	16.70	13
14	Manipur	100.00	0.00	97.00	2.00	1.00	94.25	5.50	0.25	12.75	87.25	49.75	50.25	14
15	Meghalaya	100.00	0.00	100.00	0.00	0.00	100.00	0.00	0.00	34.75	65.25	11.86	88.14	15
16	Mizoram	100.00	0.00	98.67	0.00	1.33	98.67	0.00	1.33	0.00	100.00	99.33	0.67	16
17	Nagaland	100.00	0.00	99.71	0.29	0.00	99.71	0.29	0.00	7.05	92.95	66.09	33.91	17
18	Orissa	99.38	0.62	67.91	25.55	6.54	73.74	23.34	2.92	85.13	14.87	14.26	85.74	18
19	Punjab	96.32	3.68	64.09	26.45	9.48	89.00	9.85	1.16	11.20	88.80	9.11	90.89	19
20	Rajasthan	98.65	1.35	77.98	15.36	6.67	83.90	11.31	4.79	18.58	81.42	88.46	11.54	20
21	Sikkim	100.00	0.00	100.00	0.00	0.00	100.00	0.00	0.00	28.00	72.00	6.25	93.75	21
22	Tamilnadu	99.47	0.53	96.82	2.87	0.32	92.89	7.01	0.11	85.14	14.86	12.98	87.02	22
23	Tripura	100.00	0.00	42.95	55.70	1.34	46.31	53.02	0.67	0.67	99.33	89.19	10.81	23
24	Uttar Pradesh	96.85	3.15	57.77	32.05	10.18	75.21	19.74	5.05	14.54	85.46	15.52	84.48	24
25	West Bengal	99.36	0.64	63.85	33.97	2.18	63.22	35.63	1.15	10.60	89.40	14.87	85.13	25
26	A & N. Islands	99.00	1.00	49.00	27.00	24.00	90.00	10.00	0.00	36.00	64.00	58.00	44.00	26
27	Chandigarh	100.00	0.00	34.00	44.00	22.00	32.00	42.00	26.00	2.00	98.00	60.00	40.00	27
28	D. & N. Haveli	98.00	4.00	8.00	16.00	76.00	8.00	92.00	0.00	0.00	100.00	92.00	8.00	28
29	Daman & Diu	100.00	0.00	100.00	0.00	0.00	100.00	0.00	0.00	74.29	25.71	0.00	100.00	29
30	Delhi	100.00	0.00	100.00	0.00	0.00	100.00	0.00	0.00	1.96	98.04	96.08	3.92	30
31	Lakshadweep	100.00	0.00	30.00	50.00	20.00	70.00	30.00	0.00	0.00	100.00	50.00	50.00	31
32	Pondicherry	100.00	0.00	100.00	0.00	0.00	100.00	0.00	0.00	100.00	0.00	55.00	45.00	32
	All India	97.12	2.88	73.85	18.79	7.36	82.32	15.12	2.56	37.29	62.71	52.79	47.21	32

PERFORMANCE UNDER JRY DURING 1996-97

(RS. LAKHS)

Sl. NO.	STATE/UT, S	O.B as on	TOTAL ALLOCATION			RESOURCES RELEASED			RESOURCES	RESOURCES	% AGE
		1.4.96	CENTRE	STATE	TOTAL	CENTRE	STATE	TOTAL	AVAILABLE	UTILISED	UTILI-
		(As reported by States/U. ts)							(U.B. + RELEASE)	SATION	
1	2	3	4	5	6	7	8	9	10		
1	ANDHRA PR.	1547.44	13897.91	3474.48	17372.39	14594.96	364.	18243.78	19791.14	17488.47	88.37
2	ARUNACHAL PR.	141.84	142.64	35.66	178.30	103.88	2	129.85	271.69	198.33	73.08
3	ASSAM	2230.47	4574.54	1143.64	5718.18	3186.93	796	3983.66	6214.13	4543.21	73.11
4	BIHAR	12350.34	27260.46	6815.12	34075.58	22856.07	5714.02	28570.09	40920.43	30563.53	74.69
5	GOA	14.73	154.12	38.53	192.65	116.88	29.22	146.10	160.83	236.26	146.98
6	GUJARAT	1201.38	5101.00	1275.25	6376.25	4419.33	1104.83	5524.16	6725.54	6280.49	93.38
7	HARYANA	207.33	1225.45	306.36	1531.81	1195.38	298.85	1494.23	1701.56	1371.79	80.62
8	HIMACHAL PR.	384.40	489.73	122.4	612.16	388.12	97.03	485.15	789.55	745.94	94.48
9	J & K	230.69	995.14	248.73	1243.93	1199.75	299.94	1499.69	1730.38	994.37	57.47
10	KARNATAKA	2854.68	9332.27	2333.87	11665.34	8873.18	2218.30	11091.48	13946.16	12015.30	86.15
11	KERALA	812.95	3395.33	848.83	4244.16	3286.60	821.65	4108.25	4921.20	4458.15	90.58
12	MADHYA PR.	3804.03	17611.61	4402.90	22014.51	15453.15	3863.29	19316.44	23120.47	19724.06	85.31
13	MAHARASHTRA	2510.88	15150.04	3787.51	18937.55	14338.51	3584.63	17923.14	20434.02	18664.14	91.34
14	MANIPUR	66.16	182.82	45.71	228.53	129.92	32.48	162.40	228.56	186.36	81.54
15	MEGHALAYA	143.78	213.92	53.48	267.48	106.95	26.74	133.69	277.47	365.90	131.87
16	MIZORAM	5.92	90.12	22.53	112.65	84.21	21.05	105.26	111.18	138.26	124.35
17	NAGALAND	51.72	229.31	57.33	286.64	218.66	52.67	263.33	315.05	485.57	154.13
18	ORISSA	2068.47	11274.49	2818.62	14093.11	10709.94	2677.49	13387.43	15455.90	14426.64	93.34
19	PUNJAB	150.07	871.51	217.88	1089.39	809.26	202.32	1011.58	1161.65	705.63	60.74
20	RAJASTHAN	153.43	7317.12	1829.28	9146.48	7231.81	1807.95	9039.76	9193.19	8766.70	95.36
21	SIKKIM	39.13	83.49	20.87	104.36	81.37	20.34	101.71	140.84	167.26	118.76
22	TAMIL NADU	2987.15	12563.97	3140.99	15704.96	12088.51	3022.13	15110.64	18097.79	18040.02	99.68
23	TRIPURA	273.27	237.46	59.37	296.83	237.45	59.36	296.81	570.08	566.91	99.44
24	UTTAR PR.	12758.27	33867.93	8466.98	42334.91	32442.69	8110.67	40553.36	53311.63	42123.49	79.01
25	WEST BENGAL	6485.62	12455.47	3113.87	15569.34	9564.86	2391.22	11956.08	18441.70	12837.59	69.61
26	A & N ISLAND	24.47	84.41	0.00	84.41	42.21	0.00	42.21	66.68	54.95	82.41
27	D & N HAVELI	9.41	45.81	0.00	45.81	44.57	0.00	44.57	53.98	49.75	92.16
28	DAMAN & DIU	3.70	26.99	0.00	26.99	26.99	0.00	26.99	30.69	27.61	89.96
29	LAKSHDWEEP	66.49	42.32	0.00	42.32	21.16	0.00	21.16	87.65	42.22	56.16
30	PONDICHERRY	2.38	82.64	0.00	82.64	64.68	0.00	64.68	67.06	121.96	181.87
	TOTAL	53580.60	179000.80	44679.46	223679.48	163908.98	40927.59	204837.57	258338.17	216397.86	83.77

@'-'-Includes release of Innovative JRY funds for the cancelled projects (Rs.13.49 lakhs for Kerala, Rs.33.00 lakhs for M.P & Rs.16.66 lakhs for Orissa & Rs.10.80 lakhs for W.B).

CATEGORYWISE PERCENTAGE ACHIEVEMENT IN EMP. GENERATION
UNDER JRY DURING 1996- - 1997

SL. NO.	STATE/UT'S	PERCENTAGE ACH.AGAINST EMPLOYMENT GENERATION				
		SC	ST	OTHERS	LANDLESS	WOMEN
1	2	3	4	5	6	7
1	ANDHRA PR.	0.00	0 00	0.00	0.00	0.00
2	ARUNACHAL PR	0.00	100 00	0.00	0.00	13.98
3	ASSAM	17.57	31 73	50.70	31.69	14.27
4	BIHAR	40.60	21 06	38.33	66.21	25.52
5	GCA	1.53	0 00	58.45	0.00	20.00
6	GUJARAT	13.89	43 85	42.26	41.54	29.90
7	HARYANA	50.85	0 00	39.14	98.24	19.21
8	HIMACHAL PR.	44.63	28 17	37.15	0.00	8.57
9	J & K	0.00	0 00	0.00	0.00	0.00
10	KARNATAKA	27.54	9 66	62.80	39.61	31.24
11	KERALA	30.12	5 27	64.62	10.15	33.09
12	MADHYA PR.	26.42	37 14	36.44	38.69	32.91
13	MAHARASHTRA	27.90	21 30	50.80	38.76	33.61
14	MANIPUR	2.59	75 64	21.78	10.03	27.79
15	MEGHALAYA	0.00	100 00	0.00	11.35	25.24
16	MIZORAM	0.00	100 00	0.00	0.00	34.96
17	NAGALAND	0.00	100 00	0.00	0.00	24.81
18	ORISSA	30.75	36 63	32.61	23.62	32.71
19	PUNJAB	0.00	0 00	0.00	0.00	0.00
20	RAJASTHAN	38.09	26 28	35.64	17.11	30.36
21	SIKKIM	19.39	38 78	41.83	8.75	29.66
22	TAMIL NADU	53.33	3 15	43.51	79.02	37.44
23	TRIPURA	20.33	50 00	29.67	22.54	30.06
24	UTTAR PR	52.82	1 10	46.06	27.21	27.66
25	WEST BENGAL	37.90	23 06	49.03	61.61	25.26
26	A & N ISLAND	0.00	58 54	41.46	10.98	14.63
27	D & N HAVELI	0.00	100 00	0.00	0.00	60.78
28	DAMAN & DIU	6.00	58 00	36.00	34.00	48.00
29	LAKSHADWEEP	0.00	100 00	0.00	0.00	32.95
30	PONDICHERY	46.39	0 00	53.61	99.66	0.00
	TOTAL	34.49	26 68	40.14	39.92	27.63

(LAKH HANDBAYS)

SL. NO.	STATE/UT'S	ANNUAL TARGET	ACHIEVE- MENT	% AGE ACH.	SECTORAL ACHIEVEMENT					
					SC	ST	SC+ST	OTHERS	LANDLESS	WOMEN
1	2	3	4	5	6	7	8	9	10	11
1	ANDHRA PR.	373.67	325.75	88.25	C.00	0.00	C.00	0.00	0.00	0.00
2	ARUNACHAL PR.	4.42	2.79	63.12	0.00	2.79	2.79	0.00	0.00	C.39
3	ASSAM	98.77	91.54	92.68	16.08	29.05	45.13	46.41	29.01	12.57
4	BIHAR	489.25	460.02	94.03	186.75	96.90	283.59	176.33	304.60	117.41
5	GOA	4.39	5.30	120.73	0.00	0.00	3.38	5.22	0.00	1.06
6	GUJARAT	109.14	105.20	96.39	14.61	46.13	60.74	44.46	43.70	31.46
7	HARYANA	15.73	13.08	83.15	7.96	0.00	7.96	5.12	12.85	2.50
8	HIMACHAL PR.	7.63	10.62	139.19	4.74	1.93	5.57	3.95	0.00	C.51
9	J & K	47.27	18.36	38.84	0.00	0.00	3.30	0.00	0.00	C.00
10	KARNATAKA	255.74	250.54	98.12	69.10	24.25	93.35	157.59	99.40	78.39
11	KERALA	59.73	55.45	92.83	16.70	2.92	19.52	35.83	5.63	18.35
12	MADHYA PR.	444.97	345.02	78.44	52.20	129.63	221.93	127.19	135.02	114.86
13	MAHARASHTRA	469.32	455.08	98.97	126.95	96.92	223.91	231.17	176.38	152.57
14	MANIPUR	3.20	3.49	109.06	0.05	2.64	2.73	0.76	0.35	C.57
15	MEGHALAYA	4.35	6.56	160.00	0.00	6.96	5.96	0.00	0.79	1.75
16	MIZORAM	2.29	2.46	107.42	0.00	2.46	2.46	0.00	0.00	C.66
17	NAGALAND	6.54	11.65	178.13	0.00	11.65	11.55	0.00	0.00	2.89
18	ORISSA	321.32	314.19	97.78	56.65	115.09	211.74	102.45	74.22	102.77
19	PUNJAB	15.62	7.85	50.26	5.71	0.00	5.71	2.14	7.85	C.00
20	RAJASTHAN	162.92	166.12	103.19	64.02	44.19	103.21	59.91	28.76	51.04
21	SIKKIM	1.49	2.63	176.51	0.51	1.02	1.53	1.10	0.23	C.78
22	TAMIL NADU	406.90	488.60	120.08	260.58	15.41	273.99	212.61	386.08	182.54
23	TRIPURA	6.35	10.38	163.46	2.11	5.19	7.30	3.08	2.34	3.12
24	UTTAR PR.	603.21	658.18	109.11	347.66	7.23	354.99	303.29	179.08	182.08
25	WEST BENGAL	221.86	178.53	80.47	67.67	23.32	90.99	87.54	110.00	45.10
26	A & N ISLAND	1.25	C.62	65.60	0.00	0.48	3.48	0.34	0.09	C.12
27	D & N HAVELI	0.65	1.02	156.92	NEG	1.02	1.02	NEG	0.00	C.62
28	DAMAN & DIU	0.85	C.50	58.82	0.03	0.29	3.32	0.18	0.17	C.24
29	LAKSHADWEEP	0.80	C.88	110.00	0.00	0.88	3.98	0.00	0.00	C.29
30	PONDICHERY	1.74	2.51	167.24	1.35	0.00	1.35	1.56	2.90	
	TOTAL	4141.37	4006.32	96.74	1361.63	668.35	2349.98	1608.23	1599.45	1106.64
	Note:									

Note: SC/ST BREAK-UP NOT REPORTED FOR J & K & DATA NOT CLEAR IN RESPECT OF A.P.

PHYSICAL PERFORMANCE UNDER JRY FOR 1997-98

Upto March '98

(Lakh Mandays)

SL NO.	STATE/UTS	MONTH CODE	ANNUAL TARGET	ACHIEVEMENT	% AGE ACH	SECTORAL ACHIEVEMENT					
						SC	ST	SC+ ST	OTHERS	LAND LESS	WOMEN
1	ANDHRA PR.	03	338.97	310.88	92.29	95.65	45.09	140.74	170.24	207.89	109.20
2	ARUNACHAL PR.	AR	4.94	2.88	58.30	0.00	2.88	2.88	0.00	0.00	1.03
3	ASSAM	03	110.36	107.69	97.58	18.63	31.99	50.62	57.07	35.12	11.41
4	BIHAR	03	546.64	533.04	97.51	212.91	113.87	328.78	206.26	342.15	150.28
5	GOA	03	3.32	2.55	0.56	0.00	0.00	0.00	2.55	0.00	0.19
6	GUJARAT	03	69.00	82.81	120.01	14.91	39.43	54.34	28.47	28.62	21.41
7	HARYANA	02	16.11	11.12	69.03	6.88	0.00	6.88	4.24	10.51	2.09
8	HIMACHAL PR.	03	8.52	10.11	118.86	4.25	2.04	6.29	3.82	0.00	0.97
9	J & K	03	22.64	24.05	106.23	0.00	0.00	0.00	0.00	0.00	0.00
10	KARNATAKA	03	222.78	265.91	119.36	73.86	28.79	102.64	163.27	108.48	67.54
11	KERALA	03	66.74	41.82	62.66	13.84	2.22	16.06	25.76	6.22	14.44
12	MADHYA PR.	02	329.89	281.69	85.39	71.41	106.54	177.95	103.74	98.21	97.83
13	MAHARASHTRA	03	524.38	527.74	100.84	142.19	114.48	256.67	271.07	138.89	178.17
14	MANIPUR	03	3.15	2.16	68.57	0.15	1.60	1.75	0.41	0.03	0.52
15	MEGHALAYA	03	4.87	4.54	93.22	0.00	4.54	4.54	0.00	1.46	1.14
16	MIZORAM	AR	1.59	1.91	120.13	0.00	1.91	1.91	0.00	0.00	0.89
17	NAGALAND	01	7.30	7.71	105.82	0.00	7.71	7.71	0.00	0.00	2.48
18	ORISSA	03	298.18	289.82	100.21	92.47	111.72	204.19	85.63	63.71	83.33
19	PUNJAB	03	11.95	12.83	107.36	9.73	0.00	9.73	3.10	12.83	0.00
20	RAJASTHAN	03	182.03	196.14	107.75	71.61	56.19	127.80	68.34	28.67	67.83
21	SIKKIM	AR	1.66	2.65	159.84	0.68	1.12	1.80	0.85	0.12	0.63
22	TAMIL NADU	03	312.56	388.81	124.40	191.17	8.82	200.09	188.72	300.57	140.42
23	TRIPURA	03	5.91	7.31	123.89	1.78	3.19	4.97	2.34	1.62	2.19
24	UTTAR PR.	03	561.71	599.49	106.73	296.64	5.32	301.86	297.63	110.34	111.82
25	WEST BENGAL	03	206.58	154.62	74.85	62.77	20.72	83.49	71.13	68.51	39.88
26	A & N ISLAND	03	1.04	0.15	14.42	0.00	0.08	0.08	0.07	0.04	0.02
27	D & N HAVELI	02	0.73	0.49	67.12	0.00	0.49	0.49	0.00	0.00	0.35
28	DAMAN & DIU	03	0.45	0.56	124.44	0.05	0.35	0.40	0.16	0.20	0.32
29	LAKSHADWEEP	AR	0.90	1.46	162.22	0.00	1.46	1.46	0.00	0.00	0.44
30	PONDICHERRY	03	1.00	0.63	63.00	0.28	0.00	0.28	0.35	0.63	0.19
	TOTAL		3864.90	3883.67	100.49	1381.75	712.65	2094.40	1765.22	1584.62	1116.71

0/0.00 -- NIL/NOT REPORTED.

SL NO.	STATE/UT'S	PERCENTAGE ACHIEVEMENT				
		SC	ST	OTHERS	LAND LESS	WOMEN
1	ANDHRA PR.	30.76	14.50	54.74	66.79	35.11
2	ARUNACHAL PR.	0.00	100.00	0.00	0.00	36.76
3	ASSAM	17.30	29.71	52.99	32.61	10.60
4	BIHAR	39.94	21.36	38.70	64.19	28.19
5	GOA	0.00	0.00	100.00	0.00	7.45
6	GUJARAT	18.01	47.62	34.38	34.58	25.86
7	HARYANA	61.87	0.00	38.13	94.51	18.79
8	HIMACHAL PR.	42.04	20.18	37.78	0.00	9.59
9	J & K	0.00	0.00	0.00	0.00	0.00
10	KARNATAKA	27.78	10.83	61.40	40.79	25.40
11	KERALA	33.09	5.31	61.60	14.87	34.53
12	MADHYA PR.	25.35	37.82	36.83	34.86	34.77
13	MAHARASHTRA	26.94	21.69	51.36	26.32	33.76
14	MANIPUR	6.94	74.07	18.98	1.39	24.07
15	MEGHALAYA	0.00	100.00	0.00	32.16	25.11
16	MIZORAM	0.00	100.00	0.00	0.00	36.13
17	NAGALAND	0.00	100.00	0.00	0.00	32.17
18	ORISSA	30.84	37.26	31.90	21.25	31.13
19	PUNJAB	75.84	0.00	24.16	100.00	0.00
20	RAJASTHAN	36.51	28.65	34.84	14.62	34.58
21	SIKKIM	25.66	42.26	32.08	4.53	23.77
22	TAMIL NADU	49.17	2.29	48.54	77.31	36.12
23	TRIPURA	24.28	43.69	32.04	22.16	29.96
06	UTTAR PR.	49.47	0.89	49.65	18.41	18.65
25	WEST BENGAL	40.60	13.40	46.00	57.24	25.66
26	A & N ISLAND	0.00	53.33	46.67	26.67	16.00
27	D & N HAVELI	0.00	100.00	0.00	0.00	71.43
28	DAMAN & DIU	8.93	62.50	28.57	35.71	57.14
29	LAKSHADWEEP	0.00	100.00	0.00	0.00	30.14
30	PONDICHERRY	44.44	0.00	55.56	100.00	30.16
	TOTAL	35.58	18.35	45.45	40.80	28.75
	NOTE: Categorywise break-up not reported by J&K.					

FINANCIAL PROGRESS UNDER JAWAHAR ROZGAR YOJANA FOR 1997-98

Progress upto March '98

(Rs. Lakhs)

SL NO.	STATES/U.Ts	Period of Reporting	BALANCE AS ON 1.4.97	ALLOCATION			RELEASE			RESOURCES AVAILA-BLE (U,B+RL)	UTILI-SED	% age UTILI-SATION
				CENTRE	STATE	TOTAL	CENTRE *	STATE	TOTAL			
1	ANDHRA PR.	03	2302.71	15528.39	3882.10	19410.49	16685.84	4171.46	20857.30	23160.01	18745.52	80.94
2	AR. PRD.	AR	100.80	159.37	39.84	199.21	102.08	25.52	127.58	228.18	241.82	105.98
3	ASSAM	03	1694.48	5111.22	1277.81	6389.03	6524.15	1381.04	6905.19	8599.65	6548.71	64.50
4	BIHAR	03	7523.01	30458.60	7614.65	38073.25	29322.77	7330.89	36653.46	44176.47	36260.75	82.08
5	GOA	03	5.83	172.20	43.05	215.25	104.38	28.10	130.48	136.31	155.77	114.28
6	GUJARAT	03	728.19	5699.44	1424.86	7124.30	6747.72	1436.93	7184.65	7910.84	6999.43	88.48
7	HARYANA	02	457.43	1389.22	342.31	1711.53	1624.75	406.19	2030.94	2488.37	1365.60	64.88
8	HIMACHAL PR.	03	192.78	547.18	136.80	683.98	403.46	100.87	504.33	667.11	693.88	99.54
9	J & K	03	487.99	1111.89	277.97	1389.86	974.62	243.66	1218.28	1706.27	1475.73	86.49
10	KARNATAKA	03	2117.00	10427.12	2606.78	13033.90	10357	2588.50	12942.49	15059.49	12578.33	83.52
11	KERALA	03	427.19	3793.68	848.42	4742.08	373	833.53	4667.65	5094.84	3655.38	71.75
12	MADHYA PR.	02	4540.41	19677.78	4919.45	24597.23	1897	4744.29	23721.44	28281.85	19260.22	68.15
13	MAHARASH.	03	2698.80	18927.42	4231.86	21159.28	16816	4204.02	21020.11	23618.91	21438.52	90.77
14	MANIPUR	03	37.24	204.27	51.07	255.34	248.52	62.13	310.65	347.89	114.80	33.00
15	MEGHALAYA	03	68.54	239.02	59.76	298.78	159.59	39.90	199.48	258.02	247.74	92.44
16	MIZORAM	AR	0.95	100.69	25.17	125.86	102.87	25.72	128.59	129.54	124.18	95.86
17	NAGALAND	01	60.29	259.21	64.05	320.26	243.13	60.78	303.91	364.20	278.16	75.83
18	ORISSA	03	1566.62	12597.20	3149.30	15746.50	13421.32	3355.33	16776.65	18343.27	15073.72	82.18
19	PUNJAB	03	213.46	973.75	243.44	1217.19	892.79	223.20	1115.99	1329.45	1310.34	98.56
20	RAJASTHAN	03	483.30	8175.55	2043.89	10219.44	8351.86	2087.97	10439.83	10923.13	10330.83	94.58
21	SIKKIM	AR	32.48	93.28	23.32	116.60	86.78	24.20	120.88	153.48	185.97	121.19
22	TAMIL NADU	03	1618.89	14037.98	3509.49	17547.45	14564.38	3641.10	18205.48	19822.37	20699.88	104.43
23	TRIPURA	03	5.19	285.32	66.33	351.85	478.35	119.09	595.44	600.63	351.51	58.52
24	UTTAR PR.	03	11333.45	37841.25	9460.31	47301.56	35994.16	8973.54	44867.69	56201.14	48122.11	85.62
25	WEST BENGAL	03	5926.95	13916.74	3479.19	17395.93	9066.99	2268.75	11333.74	17260.69	12404.99	71.87
26	A & N ISLAND	03	29.59	94.31	0.00	94.31	50.70	0.00	50.70	80.29	14.38	17.89
27	D & N HAVELI	02	4.23	51.18	0.00	51.18	50.22	0.00	50.22	54.45	24.71	45.38
28	DAMAN & DIU	03	9.85	30.16	0.00	30.16	16.21	0.00	16.21	26.18	30.28	115.75
29	LAKSHDWEEP	AR	38.43	47.28	0.00	47.28	25.41	0.00	25.41	63.84	78.98	123.72
30	PONDICHERRY	03	22.30	92.34	0.00	92.34	74.37	0.00	74.37	96.67	66.55	68.84
	TOTAL		44624.26	200000.00	49921.18	249921.18	194106.73	48472.46	242579.19	287203.45	237864.87	82.82
	00.00 - Not Reported.											
	* - Releases made to States/U.Ts during 1997-98.											