

**IMPLEMENTATION OF RURAL DEVELOPMENT
PROGRAMMES: A CASE STUDY OF 'JRY'
IN BARGARH OF ORISSA**

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1997

Dedicated To

My

Parents



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21 July, 1997

CERTIFICATE

Certified that the dissertation entitled "**IMPLEMENTATION OF RURAL DEVELOPMENT PROGRAMMES: A case study of 'JRY' in Bargarh of ORISSA**", submitted by **Mr. Rusiram Mahananda**, in partial fulfilment of **Master of Philosophy** degree of this University, is his original work. The dissertation has not been submitted for any degree to any other University.

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CHAPTER - I

INTRODUCTION

India is predominantly a rural country a land of villages. About 75 per cent of the population lives in the country side. Hence the betterment of the country primarily depends upon the development of the rural areas. Although India has made remarkable industrial and technical progress since independence, her economy is still predominantly agricultural. Agriculture along with allied activities accounts for one-third of country's national income, which absorb about two-third of rural work-force. The dominant cultural ethos and milieu of India is also rural. The Indian fairs and festivals are organised to celebrate the bountiful gift of nature. The rural areas are repositories of India's rich cultural heritage. The Indian tradition of dance and music has also strong rural roots.

But almost half of the rural population is illiterate. They languish in extreme poverty. They are faced with unemployment and under-employment. According to Mahatama Gandhi, to solve its most chronic economic problems, India needs an economic system based on self-reliance and self-respect which must fulfil certain basic human values. Among the important economic issues, the most important one for

Gandhiji was the regeneration of villages. Gandhiji, therefore, laid great stress on the desirability of decentralising economic and political power through the revival of Gram Panchayats and creation of self sufficient and self governing republics. He said, "Independence must begin at the bottom. Thus, every village will be a republic of Panchayats having full powers. It follows therefore, that every village was to be self sustained and capable of managing its affairs even to the extent of developing itself against the whole world."¹

The father of the Nation also hoped, "when our villages are fully developed there will be no dearth in them of men with a high degrees of skill and artistic talents, village architects, linguistic and research workers. In short there will be nothing is life worth having which will not be had in the villages. today the villages are dung heaps. Tomorrow they will be like tiny gardens of Eden where dwell highly intelligent folk whom no one can deceive or exploit."² In a letter to Jawaharlal Nehru, Gandhiji wrote, "I am convinced that if India is to attain the freedom and through

¹ Gandhi M.K., Rebuilding Our Villages ed. by Bharatan Kumarapa, Ahmedabad: Navajivan Publishing House, 1952, p.23.

² Gandhi, M.K., Village Reconstruction, ed. by Anand T. Hingorani, Bombay: Bharatiya Vidya Bhavan, 1966, p.17.

India, the world also, then sooner or later the fact must be recognised that people will have to live in villages, not in towns, in huts, and not in palaces."³ But Gandhiji's dream of Rebuilding Indian Villages is yet to be achieved.

The community development programme was introduced in the country on 2nd October 1952 with a view to initiate a process of integral rural development and to solve multifarious problems of the rural areas. The problems of the rural areas are interrelated and interlinked and cannot be tackled in isolation. Only the process of integrated development of the rural areas would solve all these problems. The main theme of the community development programme was to generate collective consciousness among the rural people so that their energies would be used for common good in a coordinated and integrated effort through the different extension service in the blocks.

The objectives of the community development programmes were to take the rural population from the situation of chronic unemployment to full employment; to bring about fuller agricultural production from under-production and to extend the principles of cooperation to make rural families

³ Gandhi, M.K., Speeches and Writings, Madras; G.A. Natesan, 1918, p.35.

credit worthy. The aim was also to promote community efforts to benefit the whole community and self reliance and to create the community thinking collective action.

The community Development Programme has also provided for a decentralisation of administrative authority, through Panchayati Raj. The authority, the function and the responsibility of the Government should be shared by the local authority with the participation of people. It implies democratic decentralisation of administrative authority.

A large number and a variety of special rural development programmes have been formulated and implemented from time to time during successive Five Year Plans. The major thrust of the special rural development programmes was to strengthen the socio-economic infrastructure development in the rural areas, alleviating rural poverty and reducing regional disparities, income generation for rural poor and to provide employment opportunities to solve rural unemployment and under-employment. The aim was also to promote area development, to raise institutional means for rural development and to improve the socio-economic conditions of the target group composed of poorest sections belonging to the families who are landless agricultural

labourers, small farmers, marginal farmers, rural artisans, SCS, STS and socially and economically backward classes.⁴

The first stage in the rural development programme took the shape of adopting new agricultural strategy. The special and development programmes, began with the introduction of Intensive Agricultural District Programme. This was also called as Package Programme which started in 1960-61. The main object of this programme was to concentrate development efforts in selected pilot districts. The Intensive Agriculture Programme was structured in 1963, a modified from of the earlier programme in which the word 'district' was substituted by 'area'. This programme aimed to serve other parts also. The new agricultural strategy was the High Yielding varieties programme, which was launched in the country in 1966. Under this Programme crops were adopted in selected areas having assured rainfall or irrigation. A new strategy also covered multiple cropping pattern, crop rotation, water management, development of dry areas, crop protection, use of chemical fertilizers, improved and modern agricultural tools, equipment, machinery and soon. The Drought Prone Area programmes was stated in 1970 with the

⁴ Rayudu, C.S., Management of Rural Development, vol.1, Delhi, Discovery Publishing House, 1989, p.35.

basic objectives of mitigating the incidence of drought to make the areas more immune to the effects of draught, to create permanent assets etc.⁵

In 1977-78, the Food for Work Programme was initiated for creation of additional employment in rural areas on works of durable utility to the community with the use of surplus food grains for payment of wages. The Food for Work Programme was subsequently modified and restructured. Accordingly, the programme has been redesigned and called as the National Rural Employment Programme. The Small Farmers Development Agencies programme and Marginal Farmers and Agricultural Labourers Development Agencies programme aimed at a target group of small and marginal farmers and agricultural labourers have also been in operation since 1977.⁶

Another important programme i.e., National Minimum Needs Programme, that was launched in the Fifth Plan period as one of the measures to remove poverty by providing a minimum level of social consumption in the form of

⁵ Desai Vasant, Rural Development, vol.1, Issue and Problems, Bombay: Himalaya Publishing House, 1988, p.23.

⁶ Sharma Aruna and Rajagopal, Planning for Rural Development Administration, Jaipur: Rewat Publication, 1995, p.55.

elementary education, health, rural water supply, rural housing, rural roads, rural electrification, environmental improvement of slumps and Nutrition.

The Command Area Development Programme was initiated in the year 1977 with the twin objectives of bridging the gap between creation of irrigation potential and utilisation of irrigation potential, optimum use of water to maximise food production. The Twenty point economic programme originally implemented in 1975 as one of measures of poverty alleviation. This programme was specially meant sector to ameliorate the living conditions of target group and also weaker sections in the urban areas. The Integral Rural Development Programme was originally initiated in 1976-77 in selected districts. Again it was launched and from 1980 the programme was extended to all the developmental blocks. With this all earlier rural development programmes were merged into the Integrated Rural Development Programme.

However, the seventh Five Year Plan aimed bring down the percentage of people below the poverty line to less than 10 by 1994-95. The approach paper for the 8th plan indicates that this will continue to be the goal during the 8th plan also. Since the prevalence of unemployment and under employment in the rural areas is a contributory factor for

higher incidence of poverty, the main thrust in achieving the objective of poverty alleviation was directed towards creation of supplementary employment opportunities for the rural poor during the lean agricultural season through various work programme. The approach to the 8th plan stresses the need for having a sharper focus on programmes giving self-employment and wage employment to the poorer section of the community.

During the first four years of the seventh Five Year Plan, two wage employment programmes viz., National Rural Employment Programme (NREP) and Rural Lordless Employment Guarantee Programme (RLEGP) were in operation in the country. From April, 1989 (i.e., last year of the seventh plan), both these programmes were merged into a single rural employment programme known as Jawahar Rozgar Yojana (JRY).

In the context of new economic policy, it was felt necessary to continue JRY as the largest single employment programme during the 8th Five Year Plan period in the country. However, on the basis of the experience gained in implementing the wage employment programme in general and the JRY in particular, strategy for implementation of JRY was modified from 1993-94 to ensure better implementation of the Yojana during the 8th plan especially to achieve the

target of providing substantial days of employment per person in backward districts where there is concentration of unemployed and under-employed persons.

Objectives :

The objectives of the programme are follows :-

1. Generation of additional gainful employment for the unemployed and under-employed persons both men and women, in the rural areas.
2. Creation of sustained employment by strengthening rural economic infrastructure.
3. Creation of community and social assets.
4. Creation of assets in favour of rural poor particularly the SCs and STs for their direct and continuing benefits.
5. Improvement in the overall quality of live in the rural areas.

Target Group under the Yojana :

People below the poverty line belong to the target group. However, preference is begiven to scheduled castes/scheduled Tribes, freed bonded labourers, for employment under the Yojana. And 30 per cent of the

employment opportunities under the Yojana is reserved for women.

Period of Operation of the Yojana :

While works under the Yojana can be taken up for execution during any part of the year wherever the need for generating employment is felt, they should preferably be started during lean agricultural period but may continue thereafter, if necessary.

Status of the Schemes :

The scheme will be implemented as a centrally sponsored scheme on cost sharing basis between the Centre and the States in the ratio of 80:20. In case of Union Territories, entire resources under the scheme will be provided by the centre.⁷

Objectives of the present study :

JRY is the only programme providing maximum employment opportunities to the rural poor. It is also the only programme where Panchayati Raj Institutions are directly

⁷ Jawahar Rozgar Yojana, manual, Government of India Ministry of rural Development, New Delhi, August, 1994, p.2.

involved in the implementation process at the grassroots level. The present study aims at examining the implementation of 'JRY' in Bargarh of ORISSA. Bargarh is a newly created district of ORISSA with major industrial and agricultural base. Irrigation facility is also available these. But inspite of thes facilities, there is large scale unemployment, under employment, illiteracy and poverty in the district. According to the District statistical Record, 1993, the achievement of JRY programme in the district is comparatively poor.

Therefore the broad objectives of this study would be to examine:

- 1) What are the causes of poor performance of JRY in Bargarh District;
- 2) to what extent this programme has provided employment opportunities to rural poor particularly SC/ST and weaker sections of society including women;
- 3) to what extent this programme has helped in eradicating the rural poverty;
- 4) to find out, to what extent this programme has been successful is achieving its broad objectives;

5) And finally, an enquiry will be made to find out the different causes of success and failure of the programme.

Besides the special objective of this study would be to examine the political roots of designing JRY programme.

Ever since the launching of different rural development programmes there lies several political interest behind each and every programme. The unfolding of community development programme was to promote self-supporting village project where America could invest in it. In 1950-51 designing of rural development programme saw the convergence of American and Indian political needs. The raising of political crisis severe food crisis from the Indian side and to contain communism as a part of cold war politics on the Americans side, forced them to focus their attention on adequate rural development for political stability, and agricultural extension for solving the under going food crisis. In 1959-60 although government accepted the recommendation of Ford Foundation for Intensive Agricultural District Programme, it found it politically difficult to accept the idea implement the proposition, that scarce resources could be concentrated in a few districts alone. This hesitation was expressed by delaying the appointment of a senior administrator at the

central level who would take charge of the programme. And it was due to the threat of resignation by the Ford Foundation representatives from rural development process in India, that led to the appointment of an appropriate officer and the commencement of the programme.⁸

In 1970, in a well known speech at Nairobi, the president of the world bank, drew attention to the growing rural poverty in developing countries and argued that investment limited to the modern sector increases disparities income. He suggested, therefore, that there was need for reorienting development policy towards more equitable growth by increased investments in the rural sector, especially focused on the small farmers. The world Bank began to emphasize in its policy documents that greater attention on capital formation among poorer farmers was necessary for using their available resources and labour to generate higher incomes. The ILO also begun its shift from primary occupation with growth towards creation of employment opportunity and satisfaction of basic human needs. At the world Employment conference in Geneva in 1976, the Director General of ILO proposed that development

⁸ Mathur Kuldeep, (Ed.), Development Policy and Administration, New Delhi, Reading in Indian Government and Politics -1, Sage Publications, New Delhi-1996, p.179-196.

planning should include as an explicit goal, the satisfaction of an absolute level of basic needs.

These two approaches, advocated by the world Bank and the ILO of redirecting investments towards the poor and the satisfaction of their basic needs had a strong impact on the strategies adopted to alleviate rural poverty in India from 1970 onwards. The fourth plan introduced special measures to help the marginal framers and agricultural labourers. This marked the beginning of a period when comprehensive programmes of rural development began to give way to a segmental view of rural development. Each aspect of rural life, from agriculture to health to housing to education, began to be looked at in a fragmented fashion.

The Integrated Rural Development Programme (IRDP) was adopted in the sixth plan in 1980 as a direct successor of the small Farmer Development programme. This programme had wide international support from the world Bank which had prepared guidance for its planning and implementation. A review sponsored by the U.S. Agency for International Aid in 1980 laid heavy emphasis on the techno-managerial aspect of the programme and clearly laid down how the project was to be administered. The basic argument was that without management, rural development programmes were likely to fall

short of their potential. The document then goes on to present propensities that would improve the implementation of the programme. The IRDP had been introduced as a centrally sponsored scheme. An important implication of this arrangement is that being centrally sponsored, it carries guidelines of design principles that are not necessarily reflective of the diverse local solutions prevalent in the country. There is little flexibility available to the states, yet the states are interested in such schemes as they are funded by the centre. But the centre needs to control the implementation because it wants to monitor the process of implementation and to see that the basic design is being properly carried out. The international agencies demand this process because their interest is in uniformity and holding the central government responsible for effective utilization of its funds.

In 1989, Rajiv Gandhi government was in trouble with the successful functioning of second generation of panchayati Raj in the non-Congress(I) Govts. in West Bengal, Karnataka and Andhra Pradesh. The Congress (I) leadership at the centre began to recognise the growing popularity of the non-Congress (I) governments in these states. The latter even drew national attention for making

devolution of power a practical proposition. Most of the Congress (I) state governments were the objects of censure for keeping the local bodies inactive, either by not holding elections for decades altogether, or by superseding elected bodies and putting the grassroots level organisations under the charge of civil servants. So with a view to retrieve the lost ground with the electorate, the Rajiv Gandhi government suddenly hit on the idea of the Panchayati Raj bill. At the same time at least a few at the helm of affairs in the Congress (I) began to realise the evils of and ramifications of concentration of power. The political and social implications of centralised power were becoming transparently weak on the economic front, for instance, Rajiv Gandhi had to admit that of every rupee spent for development, only fifteen paise reached the target group.⁹

It was against this background that the much trumpeted 64th constitutional Amendment Bill to confer statutory status on Panchayati Raj was introduced in parliament in 15 May 1989. At the same time JRY programme was also launched to create more services during the 7th plan with direct release of funds to the gram Panchayats.

⁹ Mathew, George, Panchayati Raj, From Legislation to Movement Concept Publishing Company, New Delhi - 110059, p.109.

In this context the broad objective of the present study would be to see whether JRY programme has solved the economic needs of the rural people by releasing 80 per cent of the funds directly to the Panchayat or it has strengthen the grassroots levels politics through direct implementation of the programme by Panchayati Raj institutions.

Review of Literature :

JRY is a newly emerged Rural Development programme. There are not many intensive study on JRY. Except a few research articles there exists, of course, a set of government documents on JRY, issued by central/state Governments. So after a through reading of all the articles the following hypothesis can be made.

The Hypothesis of the study were :

- 1) JRY has not been able to solve the rural unemployment providing them gainful employment opportunities.
- 2) There is far wide gap between target fixed by the government and the mondays created under the scheme.
- 3) The programme is not implemented at the proper time i.e., lean agricultural period.
- 4) There is political selection of beneficiary and the real beneficiary is deprived of getting the benefits.

Methodology :

Both primary and secondary data are used for the detailed study of this programme. Primary data are collected from the implementing agencies and the direct beneficiaries of the programme. Questionnaire was used for getting the information from the field. Besides interviews were conducted among the implementing agencies like District Project Director/Assistance Project director, BDO, Extension officer, VLW/Sarapanch, Panchayat Secretary etc.

Secondary data are collected from different research article on JRY and studies on Rural Development, rural Politics and Policies research.

Sampling design :

A stratified three - stage sampling design was adopted for survey in the district, block and village Panchayats as the units at three stages of sampling. From Bargarh district one block was selected and out of that, 4 village Panchayats were selected at random for preparing the schedule.

For the purpose of survey, the whole schedule was divided into two parts, part-1, consisting of :

- 1) Set up of village Panchayats
- 2) allocation and availability of funds
- 3) Annual Action Plan for village Panchayats

- 4) details of works undertaken under JRY and
- 5) General information relating to wages paid to the unskilled/skilled workers, availability of muster rolls, problems faced by village Panchayats, suggestions for improvements.

Part-II of the schedule was called workers schedule designed to collect information from the workers engaged under JRY works. A sample of 10 workers who were engaged in JRY works during the reference period were interviewed in each village Panchayat.

Plan of the study

The entire study has been designed in five chapters as mentioned below.

The first chapter deals with research problem: objective of study, review of literature, hypothesis and methodology of the study. The second chapter deals with the universe of study including a profile of the district. The third chapter deals with JRY programme and the machinery for its implementation. The fourth chapter investigates the problem and difficulties regarding the successful implementation of the programme. And the final chapter sums up the findings and put them in a perspective.

CHAPTER - II

DISTRICT PROFILE OF BARGARH

Bargarh is a newly formulated district of Orissa, which emerged from erstwhile Sambalpur district with Notification No. 14218/27/23/93 and inaugurated by the veteran leader and the then Chief Minister of the state on 1st April 1993. It is one of the major district of the state with large agricultural and industrial base. It covers a Geographical area of 5,831.6 sq. kms with 2 sub-division, 8 Tahsils and 12 C.D. blocks. It has 3 major Towns with 1 municipalities and 2 NACs. There are 14 police station and 196 grampanchayats. Out of the total No. 1208 villages, No. 1,177 are inhabited one and the rest No.31 are uninhabited. besides there are 2 Fire stations and 5 Assembly constituencies. And see Table-1 for the socio-economic Features of the district.

The district has a total population of 1,207,172. Out of which 225,562 are S.Cs. and 236,072 are S.Ts. and they constitute 18.44 and 19.56 percentage of the district population respectively. The district constitutes 3.81 percentage of the state population where the density of population is 207 in comparison to a state density of 203. The sex ratio of the district is 979 where the similar state figure is 971. The district figure also shows a very poor

Table - 1

SOCIO-ECONOMIC FEATURES

Sl. No.	Items	Unit	Magnitude
1.	Geographical Area	Sq. Kms.	5,831.6
2.	Subdivision	No.	2
3.	Tahsils	No.	8
4.	C.D. Blocks	No.	12
5.	Towns	No.	3
6.	Municipalities	No.	1
7.	N.A. Cs.	No.	2
8.	Police Stations	No.	14
9.	Grame Panchayat	No.	196
10.	Villages	No.	1,208
	(a) Inhabited	No.	1,117
	(b) Uninhabited	No.	31
11.	Fire Stations	No.	2
12.	Assembly Constituencies	No.	5

Source : District statistical Hand book, Directorate of Economics and Statistics ORISSA, Bhubaneswar, 1993

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literacy rate of 47.65 where the share between male and female is 63.78 and 31.21 per cent respectively. And see Table-2 for total population, Scheduled Castes and Scheduled Tribes population by sex and their percentage to total population in different Blocks/Towns/Districts 1991 census.

Bargarh District has a total population of 5,34,769 workers. Out of this 4,46,935 are main workers, 87,837 are marginal workers and the rest 6,72,403 are non workers. The majority of the work force are engaged in primary sector of the economic i.e., cultivation and Agricultural labourers, where we found large scale disguised unemployment and under employment. At the same time the representation of the people in industry, Mining and other allied activities are negligible in comparison to the primary sector. And see Table-3 for classification of Main workers in different Blocks/Touns/District.

Agriculture is the chief source of income for the entire district. Particularly the district largely contributes to the production of Paddy. There is also cultivation of some minor crops like wheat, Maize, Ragi, Greengram, Blackgram, Horsegram, Til, Groundnut, Mustard, Potato, Jute and sugarcane etc. There is also sufficient irrigation facilities. And see Table-4 for sourcewise

Table - 2

The Total Population, Scheduled Castes and Scheduled Tribes population in the districts

Name of the Block/Toun District	Total population			S.C. Population		
	Male	Female	Total	Male	Female	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Ambabhona	28,543	28369	56812	5598	5675	11,273
Attabira	72,710	70308	143018	16129	15812	31941
Bargarh	70,259	67064	137323	14426	12896	28322
Barpali	47,631	46205	93836	9650	9399	19049
Bhattli	38,050	37710	75760	6545	6660	13205
Bheaden	58,040	56719	114759	13553	13268	26821
Bijepur	42,211	42357	84568	6731	6771	13502
Gaisilet	35,545	35343	70888	4936	4836	9792
Jherbandh	29,230	29683	58913	3977	4060	8037
Paikmal	43,665	44649	87704	6084	6106	12190
Raj Borasumbar	46,040	45649	91689	7190	7141	14331
Sohela	56,066	55289	111355	10258	10223	20481
URBAN						
Bargarh (M)	26,872	24333	51205	4223	4023	8256
Barpali (N.A.C.)	8,316	8055	16371	1986	1888	874
Padampur Town (N.A.C.)	6,738	6233	12971	738	750	1488
Total Bargarh	609,916	597256	1,207,172	112034	110528	222562

Name of the Block/Town District	Percentage of S.C. Population to total population	S.T. Population			Percentage of S.T. Population to total Population
		Male	Female	Total	
(1)	(8)	(9)	(10)	(11)	(12)
Ambabhona	19.84	7706	7741	15447	27.19
Attabira	22.33	15568	15251	30819	21.55
Bargarh	20.62	8965	8684	17649	12.85
Barpali	20.30	6601	6511	13112	13.97
Bhattli	17.43	8935	8900	17835	23.54
Bheaden	23.37	7695	7660	15355	13.38
Bijepur	15.97	5761	5824	11585	13.70
Gaisilet	13.81	7097	7005	14102	19.89
Jherbandh	13.64	8908	9041	17949	30.47
Paikmal	13.90	16089	16524	32613	37.18
Raj Borasumbar	15.63	11087	11054	22141	24.15
Sohela	18.39	11047	11048	22095	19.84
URBAN					
Bargarh (M)	16.21	1531	1445	2976	5.81
Barpali (N.A.C.)	23.66	423	478	901	5.50
Padampur Town (N.A.C.)	11.47	767	726	1493	11.51
Total Bargarh District	18.44	118180	117892	236072	19.56

Table - 3

Classification of main workers in different Blocks/Towns/Districts

Name of the Block/Town District	Cultivator	Agricultural Labourers	Live stock Forestry Fishing Hunting & Plantation or chards & allied Activities	Mining and quarrying	Manufacturing procession servicing and Repairs in	
					H.H.Industry	other than H.H. Industry
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Ambabhona	9719	6342	442	1161	1133	16
Attabira	18631	25625	616	110	3462	1152
Bargarh	19377	16688	229	60	3312	4359
Barpali	17559	112	90	26	3317	392
Bhatti	15576	8072	130	24	2734	150
Bheaden	18366	18113	337	37	1984	1016
Bijepur	17605	9772	62	2	3737	193
Gaisilet	15651	7869	240	1	1146	107
Jherbandh	13351	6376	253	1	803	85
Paikmal	19261	8719	185	201	1323	150
Raj Borasumbar	16261	10692	315	63	2668	405
Sohela	22324	11795		25	3604	283
URBAN						
Bargarh (M)	860	1724	283	2	184	2218
Barpali (N.A.C.)	538	1019	73	1	1172	435
Padampur Town (N.A.C.)	384	796	12	2	335	97
Total Bargarh District	205332	145532	3400	1716	30914	11238

Table - 4

Source wise irrigation potential created in Different Blocks of Bargarh District during the Year 1992-93

Area in Hectares

S. No.	Name of the Block/District	Major and Medium irrigation Projects		Minor irrigation Projects(Low)		Life Irrigation Projects		Other Sources		Total	
		Kharif	Rabi	Kharif	Rabi	Kharif	Rabi	Kharif	Rabi	Kharif	Rabi
		2	3	4	5	6	7	8	9	10	11
1.	Bargarh	14907	11364	98	-	814	488	744	665	16563	12517
2.	Barpali	16545	12613	99	-	390	234	1421	1270	18455	14117
3.	Bheden	23973	18275	-	-	804	482	1566	1400	26343	20157
4.	Bhattli	627	478	337	21	680	408	1872	1674	3516	2581
5.	Attabira	23119	17624	208	-	552	331	620	554	24499	18509
6.	Ambabhona	-	-	2262	318	535	321	1458	1304	4255	194
7.	Padampur	-	-	2827	231	1154	693	2157	1929	6138	2853
8.	Paikmal	3938	3002	3904	411	709	426	2237	2000	10788	5839
9.	Jharbandhe	1864	1422	310	-	361	217	1800	1609	4335	3248
10.	Sohella	-	-	3179	16	547	328	2721	2433	6447	2777
11.	Bijepur	668	509	643	-	470	282	3782	3381	5563	4172
12.	Gaisilet	-	-	877	-	614	368	2741	2451	4232	2819
	District Total	85641	65287	14744	997	7630	4578	23119	20670	131134	19532

irrigation potential created in different blocks of the district.

But the district represents a highly fragmented landholding. The size of Marginal and small scale land holding is maximum while that of large scale holding is very less. The figure of S.C. and S.T. also by and large the same, except there is no large scale holding with regard to S.Cs. Table-5 highlights the pattern of operational holding of the district.

Besides Agriculture Bargarh is also one of the most industrially developed districts of ORISSA. As per 1992-93 report it has 45 reporting units which engage an average of 5455 employees with a fixed capital investment of Rs. 78,95,99,000. Its annual output figures around Rs. 185,67,8500 with an input of Rs. 164,54,98000 and adds a net value of Rs. 1815,16000 by newly manufacture products. Table-6 here indicates the number of industries, total employees and net value added by manufacture covered under Annual Survey of Industries in Bargarh district for the year 1992-93.

Table - 5

Classwise number and Area of operational holding of the district Bargarh for the year 1990-91

Class in Hectares	All Social Group					
	No.			Area		
	Rural	Urban	Total	Rural	Urban	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Below 0.02	-	47	47	-	1	1
2. 0.2-0.5	30186	318	30504	9578	89	9.667
3. 0.5-1.0	385124	333	38845	29826	251	30.077
MARGINAL(1+2+3)	68698	698	69396	39404	341	39.745
4. 1.2-2.0	45999	413	46412	66158	556	66.714
5. 2.0-3.0	24360	248	24608	57129	570	57.699
6. 3.0-4.0	9002	59	9061	30519	199	36.718
SEMIMEDIUM(5+6)	33362	309	33669	87648	769	88.417
7. 4.0-5.0	7643	89	7732	33692	381	34.073
8. 5.0-7.5	4882	41	4953	29508	254	29762
9. 7.5-10.0	1665	18	1683	13997	150	14147
MEDIUM (7+8+9)	14190	148	14338	77197	785	77.982
10. 10.0-20.0	1592	22	1615	20338	295	20.633
11. 20.0 and above	132	1	133	3776	33	38.09
LARGE (10+11)	1725	23	1748	24114	328	24442
Total	163974	1589	165563	294521	2779	297.300

Class in Hectares	Social Group S.C.					
	No.			Area		
	Rural	Urban	Total	Rural	Urban	Total
(1)	(8)	(9)	(10)	(11)	(12)	(13)
1. Below 0.02	-	9	9	-	9	N
2. 0.2-0.5	10090	49	10139	2975	11	2986
3. 0.5-1.0	9513	29	9542	7427	23	7450
MARGINAL(1+2+3)	19603	87	19560	10402	34	10436
4. 1.2-2.0	5863	26	5889	8106	36	8142
SMALL	5863	26	5889	8106	36	8142
5. 2.0-3.0	1743	4	1747	4053	11	4064
6. 3.0-4.0	501	2	503	1678	6	1684
SEMIMEDIUM(5+6)	2244	6	2250	4831	17	5748
7. 4.0-5.0	327	3	330	1466	14	1480
8. 5.0-7.5	185	1	186	1125	6	1131
9. 7.5-10.0	64	2	66	555	13	571
MEDIUM (7+8+9)	576	6	582	3146	36	3182
10. 10.0-20.0	20	-	20	298	-	298
11. 20.0 and above	-	-	-	-	-	-
LARGE (10+11)	20	-	20	298	-	298
Total	28306	125	28431	27683	123	27806

Class in Hectares	Social Group S.T.					
	No.			Area		
	Rural	Urban	Total	Rural	Urban	Total
(1)	(14)	(15)	(16)	(17)	(18)	(19)
1. Below 0.02	-	1	1	-	-	N
2. 0.2-0.5	6336	38	6374	1989	12	2001
3. 0.5-1.0	8405	29	8434	6525	21	6546
MARGINAL(1+2+3)	14741	68	14809	8514	33	8547
4. 1.2-2.0	8575	20	8595	12476	28	12504
SMALL	8575	20	8595	12476	28	12504
5. 2.0-3.0	5348	13	5361	12659	31	12690
6. 3.0-4.0	1368	-	1368	4595	-	4595
SEMIMEDIUM(5+6)	6716	13	6729	17254	31	17285
7. 4.0-5.0	1175	-	1175	5128	-	5127
8. 5.0-7.5	818	3	821	4986	20	5006
9. 7.5-10.0	343	-	343	2890	-	289013023
MEDIUM (7+8+9)	2336	3	2339	13003	20	3974
10. 10.0-20.0	306	1	307	3962	12	551
11. 20.0 and above	25	-	28	551	-	4525
LARGE (10+11)	331	1	332	4513	12	
Total	32699	105	32804	55760	124	55884

Source: Agricultural Census Commission Board of Revenue, ORRISA, Cuttak (Excluding Barpali N.A.C.)

Table - 6

Number of Industries, total employees and net value added by manufacture covered under Annual Survey of Industries in Bargarh district for the year 1992-93

Sl. No.	Items	Magnitude
1	2	3
1.	Number of reporting units	45
2.	Number of workers	4509
3.	Persons other than workers	946
4.	Total Number of employees (2+3)	5455
5.	Fixed Capital (000 Rs)	789599
6.	Working Capital (000 Rs)	240438
7.	Productive Capital (000 Rs)	1030037
8.	Value of output (000 Rs)	1856795
9.	Value of Input (000 Rs)	1645498
10.	Depreciation (000 Rs)	29771
11.	Value added by manufacture (000 Rs)	181516

Source : District Statical Hand Book, Directorate of Economics and Statistics ORISSA, Bhubaneswar, 1993

In Mining also Bargarh has wide reputation with rich ores and Minerals like China clay, Graphite and Limestone. According to the report of Director of Mining and Geology, Orissapublic lightly,, Bhubaneswar 1993-94, it has 21 working mines covering a vast area of 1,235 Hect. It has

provided employment opportunity to 1628 Number of Workers and produced an output of 461,000 M.T. which value will be Rs 795,00000/- . See Table-7 for Number of working Mines, area covered, workers employed, output and value of Minerals produced in the district of Bargarh during the year 1993-94.

In the field of power sector also Bargarh district is far ahead. it consumes electricity for Domestic, commercial, small and Medium Industries, large Industries, public lighting, Agriculture and Irrigation, railway Traction, Public water works and for other purpose. 96.9 per cent of villages of the district have been electrified. And a substantial Number of Lift Irrigation Points have been energised. Transport and communication facility of the district also up to a level. The District has 1197 primary school, 346 Middle school, 187 secondary school and 20 colleges for General Education.

But inspite of all these opportunities, the performance of Jawahar Rozgar Yojana in the district is comparatively poor. Therefore the present study completely dedicated for a through implementation of JRY in Bargarh of Orissa.

But before we shift to Chapter-3, it is necessary to see the progress of 20 point programme in Bargarh District for the year 1993-94 under the table-8.

Table - 7

Name of Ores/Mines	No. of working Mines	Area covered (in Hect)	No. of wlrriers Employed	Output During 1993-94 M.T.	Value of out put (Rs. in Lakhs)	Quantity Exported to abroad (in M.T.)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Chine clay	2	87	17	1	1	-
Graphite	17	548	813	18	88	-
Limestone	2	600	798	442	706	-
Total	21	1235	1628	461	795	-

Source : District of Mining and Geology, ORISSA, Bhubaneswar.

Table - 8

Progress of 20 point Programme in Bargarh District for the year 1993-94

S. No.	Point	Item	Unit	Annual Target	Achievement	Percentage	Performance
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
1.	1A	I.R.D.P.	Nos.	7,099.000	7,153.000	100.760.00	Very Good
2.	1B	Jawahar Rojgar Yojana	000 Mardays	1,920.000	1,509.000	78.594	Poor
3.		SSI Units Setup	Nos.	68.000	72.000	105.880	Very Good
4.	5A	Surplus Land Distributed	Acres	80.000	0.000	0.000	Poor
5.	7A	D-Water Prob. Vill. Covd.	Nos.	84.000	302.000	359.520	Very Good
6.	8D(i)	Immunisation (DPT)	Nos.	29,748.000	28,801.000	96.820	Very Good
7.	8D(ii)	Immunisation (Polio)	Nos.	29,748.000	28,321.000	95.220	Very Good
8.	8D(iii)	Immunisation (BCG)	Nos.	29,748.000	28,801.000	96.820	Very Good
9.	9A	F.P. Sterilisation	Nos.	5,647.000	5,025.000	88.985	Very Good
10.	9B(i)	Equ. of Sterilisation (IUD)	Nos.	7,323.000	7,001.000	95.600	Very Good
11.	9B(ii)	Equ. of sterilisation (CC)	Nos.	17,469.000	17,010.000	97.370	Very Good
12.	9B(iii)	Equ. of sterilisation (OP)	Nos.	3,331.000	3,123.000	93.760	Very Good
13.	9C	ICDS Blocks sanctioned	Nos.	9.000	9.000	100.000	Very Good
14.	9D	Anganwardis	Nos.	836.000	836.000	100.000	Very Good
15.	11A	S.C. Families Assisted	Nos.	2,919.000	3712.000	127.170	Very Good
16.	11B	S.T. Families Assisted	Nos.	1,971.000	3314.000	168.140	Very Good
17.	14A	Provision of House sites	Nos.	250.000	0.000	0.000	Poor
18.	14B	Construction Assisteree	Nos.	195.000	0.000	0.000	Poor
19.	14C	India Awas Yojana	Nos.	365.000	593.000.00	162.470	Very Good
20.	14D	E.W.S. Houses Provided	Nos.	20.000	0.000	0.000	Poor
21.	14E	L.I.G. Houses Provided	Nos.	25.000	264.000	1,056	Very Good
22.	15	Slam Deputation Covd.	Nos.	260.000	278.000	106.920	Very Good
23.	16A	Tree Plant (F.F. Seedling)	Lakh Nos.	16.940	16.902	99.776	Very Good
24.	16B	Tree Plantation Cove.	Area Hectres	1,445.000	1,258.000	87.060	Good
25.	19A	Villages Electrified	Nos.	5.000	4.000	80.000	Good
26.	19B	Pumpest Energied	Nos.	250.000	254.000	101.600	Very Good
27.	19C	Improved Chulahs	Nos.	4,500.00	2,800.000	62.222	Poor
28.	19D	Bio-Ga Plants	Nos.	700.000	733.000	104.710	Very Good

Very Good Achievement Equal to 90% and Above.

Good Achievement Between 80% and 90%.

Poor Achievement Between 80%.

CHAPTER - III

IMPLEMENTATION OF JRY PROGRAMME IN BARGARH

The objective of the JRY programme is achieved through implementation of the following three streams.

First stream: The first stream of JRY is implemented throughout the country comprising general works under the JRY and the two sub-schemes namely, the Indira Awas Yogona (IAY) and the Million Wells Scheme (MWS).

Second Stream: The second stream of JRY (also called as the Intensive JRY) is implemented in 120 identified backward districts in different states in the country, where there is concentration of unemployment and under-employment and hence need for intensifying efforts at rural employment.

Third Stream: The third stream of JRY is implemented by taking up special and innovative projects resulting in sustained employment.

In the light of the experience, gained, requests from state government and the project Directors the modalities of implementing the JRY have been considered in detail during 1995-96 and it has been decided to continue the JRY first and third stream on the existing line. However, the IAY and MWS will henceforth will be implemented as separate schemes

in their own right and will not form part of JRY first stream. Further, the second stream of JRY i.e., the intensified JRY stood merged with the employment Assurance scheme w.e.f. 1 January 1996.

Implementing Agencies

The responsibility for implementation of JRY in the district rests with the DRDA/Zila Parishad. The responsibility at the local level lies with the Village Panchayat. For this purpose, the Village Panchayat has to appoint a committee in each village to oversee, supervise and monitor the implementation of the works under the programmes. This committee may consist of any persons residing in the village and must include at least one representative of the SCS/STS.

Works to be taken up under First Stream of JRY

The following works are taken under the First stream of JRY.

1. Social forestry works on government and community lands belonging to Panchayats etc., road side plantation, plantation along canal banks or on wasteland and in side of railway line etc. involving planting of fuel,

fodder and fruit trees, distribution/Sale of seedlings for plantation on private lands, provided the sale proceeds are credited to respective DRDAs and the same are ploughed back to JRY work.

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 improvement, deepening etc.
4. Flood protection, drainage, and water logging providing water for human use or cattle use or for irrigation or pisciculture.
6. Irrigation wells and field channels on individual holdings of members of SCs/Sts and allottees of ceiling surplus land, bhoodan land and Government lands.
7. Construction of institutional sanitary latrines rural areas and institutional rural sanitation work like drains/Soakage pits near hand pumps/Stand posts on community/Institution basis.
8. Construction of houses for individual members of SCs/Sts and freed bonded labourers.

9. Construction of rural roads subject to prescribed standards and specifications and in accordance with the minimum Needs programme (MNP) criteria.
10. Land development and reclamation of wasteland 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 at community worksheds 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. Construction of the primary school buildings in those revenue villages which have sanctioned schools without buildings of their own. The building should have two large rooms of approximately 30 sq. meters each with a deep verandah and lavatories./ urinals separately for boys and girls in a separate corner. If construction

work is proposed to add to expand the existing school buildings, it would be limited to bridging the gap between the existing buildings and the two room building.

15. Construction of buildings for the Jane Shikshan Nilayams.
16. Fencing of village graveyards or enclosing the village graveyards with pucca walls has also been allowed from 1995-96.

Under the first stream of JRY, all works which result in the creation of durable productive community assets is taken up. Preference is given to works having the potential of maximum direct and continuing benefits to the members of the poverty groups and which are assigned to groups of beneficiaries either for their direct use of the assets or for sale of the services/facilities created by the assets to ensure continuing income of the groups. Higher priority is given to works which are required for development of infrastructure which are helpful for implementing other poverty alleviation programmes like DDP, DPAP, DWCRA and IRDP and construction of primary school buildings in those revenue villages which have primary schools without buildings.

The works taken up under the Yogana by a village Panchayat must be based on the felt needs of the work. The panchayat is competent to accord approval to a project after it is technically appraised and approved by the panchayat Samiti officials. In case the panchayat samiti is not its existence, the power of technical scrutiny is rested at the district level. JRY guidelines also provide that in order to facilitate the technical scrutiny of the plan of action of the village panchayat, the authorities at the Block Samiti and district level should prepare and approve standard design and cost estimate those items of work which are generally taken up by the village Panchayat.

Individual Beneficiary Programmes

Work for the benefit of all identified individuals below the poverty line are also permitted in the case of (a) scheduled castes and scheduled tribes; (b) freed bonded labourers and (c) allottees of ceiling surplus land, wasteland and government land. Such work include.

1. Construction of houses for individual members alongwith development of infrastructural facilities.
2. Development of allotted land.

3. Social forestry works, such as fuelwood and fodder Plantation on lands owned by individuals.
4. Minor irrigation wells.
5. Drinking water wells.

Provision for land Development

Private land belonging to small and marginal formers, who are below the poverty line and figure in IRDP survey register, may also be developed with JRY funds land Development constitutes land shaping, construction of drainage, field channels etc. Recurring expenditure on seeds, chemicals fertilizers, insecticides, pesticides, weedicides, irrigation etc, is not permitted. No recovery of the cost of land development is to be made from small and marginal farmers. However, in the case of big formers, recovery is made by the village Panchayats at the rate prescribed by the state Governments. The amount so recovered becomes an additional input to the programmes. So far as lands of scheduled castes, Scheduled Tribes and freed bonded labourers are concerned, these may be developed under MWS.

In Bargarh District, according to the Development Activities Report 1993 to 96, in the year 1993-94 the JRY Target was (not available) lakhs mandays and the achievement

was 13.58 lakhs mandays. To achieve this objective as amount of Rs 659.98 lakhs had been allotted and the total expenditure was Rs 571.16 lakhs. So the percentage of total expenditure was

$$\left[\frac{\text{Rs } 571.16 \text{ lakhs}}{\text{Rs } 649.98 \text{ lakhs}} \times 100 \right] 86.54\%.$$

In the year 1994-95 the target was 17.69 lakhs mandays and the achievement was 13.18 lakhs mandays. Thus the percentage of total mandays achievement was

$$\left[\frac{13.18 \text{ lakhs}}{17.69 \text{ lakhs}} \times 100 \right] 75.5\%.$$

In this year the total allocation for JRY programme was Rs 670.40 lakhs and the expenditure was Rs 555.34 lakhs. The percentage of total expenditure in this year was

$$\left[\frac{\text{Rs } 555.34 \text{ lakhs}}{\text{Rs } 670.40 \text{ lakhs}} \times 100 \right] - 82.83\%.$$

In the year 1995-96 the target was 20.91 lakhs mandays and the achievement was 22.56 lakhs mandays. Thus the percentage of total mandays achievement was

$$\left(\frac{22.56}{20.91} \times 100 \right) 107.89\%.$$

This is more than the estimated target which is something exceptional. The total allocation for this year was the 1051.41 lakhs and the total expenditure was Rs 970.21 lakhs. So the percentage of total expenditure was

$$\left(\frac{\text{Rs. 970.21 lakhs}}{\text{Rs. 1051.41 lakhs}} \times 100 \right) 92\%.$$

Thus during the entire period from 1993-96 the percentage of average mandays was $(75.5 + 107.89) / 2 = 91.69\%$, which is comparatively not very good under JRY guideline. Even though in the year 1995-96 we find a figure more than the estimated target it is definitely an exceptional case. If we compare it with the expenditure side then there is some lacuna in absorbing the total expenditure. In other years also there has not been appropriation of total allotted expenditure and it is just on average of $(86.54 + 82.83 + 92) / 3 = 82.12\%$. Here Table - 9 shows the performance of JRY the period 1993-96 in Bargarh District.

Table - 9

Performance of JRY in Bargarh (1993-96)

	1993-94	1994-95	1995-96
1. Target	-	17.69	20.91 lakhs Mandays
2. Achievement	13.58	13.18	22.56 do
3. Allocation	659.98	670.40 lakhs	1051.41 lakhs
4. Expenditure	571.16	555.34 lakhs	970.21 lakhs

(Source Development Activities 1993-96 Bargarh District)

MILLION WELLS SCHEME (MWS)

Million wells scheme (MWS) was launched as a sub-scheme of National Rural Employment Programme (NREP)/Rural Landless Employment guarantee Programme (RLEGP) during the year 1988-89 and since that time continued as a sub scheme of JRY. MWS was launched with the objective of providing open irrigation wells, free of cost, to poor small and marginal farmers belonging to SCs/STs and freed bonded labourers. In view of the importance and significance of MWS in relation to the poor farmers, from the year 1993-94, earmarking of funds for implementation of MWS has been increased from 20% to 30% of the total funds available under JRY and its coverage has been extended to include poor small and marginal farmers belonging to non SC/ST category also.

MWS allocation is primarily intended for open wells only and tube-wells and bore-wells are not to be taken up under it. Where due to geophysical reasons, after digging an open well upto some depth, blasting is required to be undertaken because of the hard layer of stones, or rock, and thereafter a small bore is required to be drilled to obtain sufficient quantity of water for irrigation purposes, the entire operation is allowed to be funded from the scheme, provided the outflow from the MWS funds is such that the wage to material ratio of 60:40 is maintained. There is no objection to supplementary materials costs being met from any other public/private source. Where wells are not feasible due to geological factors, the MWS allocation can be utilised for other schemes of minor irrigation like irrigation tanks, water harvesting structures and also for the development of land belonging to the small and marginal farmers. Let us see the physical and financial performance of MWS in Bargarh during the period 1993-96.

In Bargarh, in the year 1993-94 the target of MWS was 2508, the achievement was 1678 and the percentage of total achievement was

$$\left(\frac{1678}{2508} \times 100 \right) 66.9\%$$

The total amount of money allotted for this purpose was Rs. 163.43 lakhs and the total expenditure was Rs 94.97 lakhs. Thus the percentage of total expenditure was

$$\left(\frac{\text{Rs. 94.97 lakhs}}{\text{Rs 163.43 lakhs}} \times 100 \right) 58.11\%$$

In the year 1994-95, the target of MWS was 1446 and the achievement was only 650, which is just a percentage of

$$\left(\frac{650}{1446} \times 100 \right) 44.95\%$$

of the total target. The total amount allotted in this year was Rs 235.05 lakhs and the expenditure was Rs 118.33 lakhs. So the percentage of expenditure was

$$\left(\frac{\text{Rs 118.33 lakhs}}{\text{Rs 235.05 lakhs}} \times 100 \right) 50.34\%$$

In the year 1995-96, the target of MWS was 723 and the achievement was more than the estimated target with the completion of some previous year works and it was 1506. But if we compare it with the expenditure side, the total allotment was Rs. 225.82 lakhs and the expenditure was Rs. 111.69 lakhs, which is just a percentage of

$$\left(\frac{\text{Rs. 111.69 lakhs}}{\text{Rs. 225.82}} \times 100 \right) 49.45\%$$

of the total allotment. So the implementation of this programme is also not a successful one in Bargarh. And here Table-10 shows the physical and financial performance of MWS in Bargarh during the period 1993-96.

Table - 10

**Physical and Financial Performance of MWS
from 1993-96 Bargarh District**

	1993-94	1994-95	1995-96
1. Target	2508	1446	723
2. Achievement	1678	650	1506
2. Allotment	163.43	235.05	225.82 lakhs
4. Expenditure	94.97	118.33	111.69 lakhs

(Source : Development Activities 1992-96 Bargarh District)

INDIRA AWAS YOJANA (IAY)

Indira Awas Yojana (IAY) which was launched during 1985-86 as a sub-scheme of Rural Landless Employment Guarantee Programme (RLEGP) is being continued as a sub-scheme of Jawahar Rozgar Yojana (JRY) since its launching from April, 1989. The objective of IAY is primarily to provide houses to members of scheduled castes/scheduled Tribes, freed banded labourers in rural areas and also to non-SC/ST rural poor between the poverty line, free of cost. From 1993-94, the scheme has also been extended to non SC/ST

rural poor, below the poverty line, subject to the condition that the expenditure on such people should not exceed 4 per cent of the total allocation under JRY.

The order of priority for selection of beneficiaries under IAY is free bonded labourer, SC/ST households who are victims of atrocities, households below the poverty line headed by widows and unmarried women, SC/ST households affected by floods, fire, earth quakes and similar natural calamities, other SC/ST households below the poverty line and non SC/ST households below the poverty line.

The allotment of houses is to be done in the name of female member of the beneficiary households. Alternatively, it can be allotted in the joint name of both the husband and the wife.

The beneficiaries have complete freedom as to the manner of construction of the house which is their own. This results in economy in cost, ensures quality of construction and leads to satisfaction on the part of the beneficiaries for the proper construction of the houses is that of the beneficiaries themselves. As far as possible, the IAY houses are to be built in clusters/Micro-habitat approach so that the common facilities can be provided for the clusters.

The layout-size and type design of the house may be specific to the local conditions. Hence no type design is prescribed for IAY except that the plinth area of the houses should be around 20 sq. meters. The house should have a kitchen, smokeless chullah and a sanitary latrine unit.

The permissible expenditure for each house under IAY, as modified w.e.f. 1.1.1994, is as under:

Construction of house	Rs. 9,000/-
Construction of Sanitary latrine and Smokeless Chullah	Rs. 1,500/-
Cost of providing infrastructure and common facilities	Rs. 3,500/-
Total	Rs. 14,000/-

In difficult areas including remote or hilly areas or areas with unfavourable soil conditions, the cost of construction may be upto Rs 15,800/-. Where the houses are not built in clusters, or on the basis of micro habitat approach, Rs 3,500/- provided for common facilities and infrastructure may also be used for construction of additional houses.

Let us see, the physical and Financial Achievement under Indira Awas Yojana (IAY) in Bargarh during 1993-96.

In Bargarh, in the year 1993-94, the target was 580 and the achievement was 463, which is just a percentage of

$$\left(\frac{463}{580} \times 100 \right) 79.82\% \text{ only}$$

The total amount allotted for this purpose was Rs 67.90 lakhs and the expenditure was Rs. 60.76 lakhs, which is a percentage of

$$\left(\frac{\text{Rs } 60.76 \text{ lakhs}}{\text{Rs } 67.90 \text{ lakhs}} \times 100 \right) 89.48\%$$

of the total allotment. In the year 1994-95 the total target of IAY was 601 and the achievement was more than the estimated target i.e., 620 with the completion of some previous year houses. But if we compare it with the expenditure side, the money allotted for this purpose was Rs 87.31 lakhs and the expenditure was Rs 86.81 lakhs. So there had not been cent percent appropriation, even though the achievement was more than the estimated target. In the year 1995-96, the target of IAY was 2441 and the achievement was 2498. So in this year the percentage of achievement exceeded the estimated target, which is

$$\left(\frac{2498}{2441} \times 100 \right) 102.33\%$$

But if we compare it with the expenditure side the total allotment for this year was Rs 284.80 lakhs and the expenditure was Rs 340.61 lakhs which is a percentage of

$$\left(\frac{\text{Rs 340.61 lakhs}}{\text{Rs 284.80 lakhs}} \times 100 \right) 119.59\%$$

So here while the physical target exceeded by only 2.30%, the expenditure percentage exceeded by 19.59%. This shows candid mis-appropriation of JRY funds. And here Table-11 shows the physical and Financial performance of IAY in bargarh during 1993-96.

Table - 11

**Physical and Financial Performance of
IAY (1993-96) Bargarh District**

	1993-94	1994-95	1995-96
1. Target	580	601	2441
2. Achievement	463	620	2498
3. Allotment	69.90	87.31	284.80 lakhs
4. Expenditure	60.76	86.81	340.61 lakhs

(Source: Development Activities (1993-96) Bargarh District)

INTENSIFIED JAWAHAR ROZGAR YOJANA
(Second Stream of JRY)

The Intensified JRY is being implemented from 1993-94 in 120 backward district of 12 states in the country where there is concentration of unemployment an under employment. These states are Andhra Pradesh, Bihar, Gujarat, J&k, Karnataka, Madhya Pradesh, Maharastra, Orissa, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal.

The type of works to be taken up under Intensified JRY are those which provide employment on a sustained basis and include construction of minor irrigation work, soil and water conservation works, water harvesting structures, wasteland development, forestry etc. Works which strengthen rural infrastructure like construction of all-weather rural primary schools, primary markets in specially deficient tribal areas etc. With appropriate supplementing funds from other sources/programmes can also be taken up under Intensified JRY.

Under this stream, in the year 1993-94 Bargarh received a total allotment of Rs 101.82 lakhs and made a total expenditure of Rs 95.18 lakhs, which is a percentage of

$$\left(\frac{\text{Rs. 95.18 lakhs}}{\text{Rs. 101.82 lakhs}} \times 100 \right) 93.77\%$$

of the total allocation. In the year 1994-95 a total of Rs 337.36 lakhs was released to the district and a expenditure of Rs 314.43 lakhs was made which is a percentage of

$$\left(\frac{\text{Rs. 314.43 lakhs}}{\text{Rs. 337.36 lakhs}} \times 100 \right) 93.2\%$$

of the total allocation. In the year 1995-96 the district allocation was Rs 34.18 lakhs and the expenditure was Rs 119.99 lakhs. This is quite contradicting and here there had been transfer of funds from other JRY sources. And here Table-12 shows the Financial performance of Bargarh under I-JRY during 1993-96.

Table - 12

**Financial Performance of Bargarh under
I-JRY (1993-96)**

	1993-94	1994-95	1995-96
1. Allotment	101.82 lakhs	337.36	34.18
2. Expenditure	95.18 lakhs	314.43	119.99

(Source : Development Activities 1993-96 Bargarh District)

[N.B. data regarding physical performance under I-JRY is not available]

INNOVATIVE AND SPECIAL EMPLOYMENT SCHEME
(Third Stream of JRY)

From the year 1993-94 the third stream of JRY is being implemented. It provides for taking up special and innovative projects which aim at prevention of migration of Labour enhancing women's employment, special programmes through voluntary organisations aiming at draught proofing as well as watershed development/wastelands development resulting in sustained employment. Operation Black Board (OBB) and such other schemes which are specially important for the main objectives of the JRY may also be considered under this stream. The project under the third stream of JRY are approved at the central level by a screening committee chaired by the secretary Department of Rural Employment and poverty Alleviation. Incase suitable and adequate projects are not received, the surplus funds under this stream are utilised under the first stream of JRY.

OPERATION BLACK BOARD (OBB)

In pursuance of the new thrust given to elementary education in the National policy on Education 1986, the operation Black Board (OBB) Scheme was started in 1987. Keeping in view this social need and emphasising the need to dovetail JRY funds with the resources available with other

Government Department/Local Bodies to take up any item of work which satisfies the felt needs of the village community, assistance for construction of classrooms under OBB programme is being provide under JRY from 1990-91 of the total cost, 60 per cent is funded from JRY and 40 per cent comes from the Education Department of the state governments to meet the additional non-wage cost. Under OBB from 1993-96 bargarh has constructed 1.5 school building with an expenditure of Rs 105.75 lakhs. Here Table-13 shows the performance of OBB in Bargarh District during 1993-96.

Table - 13

Performance of OBB (1993-96) Bargarh District

	1993-94	1994-95	1995-96
1. Target	58	50	50
2. Achievement	57	222	26
3. Allotment	58.00 lakhs	50.00 lakhs	10.00 lakhs
4. Expenditure	57.00 lakhs	30.25 lakhs	19.50 lakhs

(Source: Development Activities (1993-96) Bargarh District)

ALLOCATION OF RESOURCES AND WAGES UNDER JRY

JRY is a centrally sponsored scheme and implemented by the state Governments. The expenditure under the programme is to be shared between the centre and the state on 80:20

basis. The resources under the scheme are allocated to the states/UTs in the proportion of rural poor in the state/UT to the total rural poor in the country. From the state to the districts, the allocation is made on the basis of the proportion of rural scheduled caste (SC)/Scheduled Tribe (ST) population in a district to total rural SC/ST population in the state and the inverse of per capita production of agriculture workers with equal weights.

Under the first stream of JRY two sub-schemes, viz. Indira Awas Yojana (IAY) and Million wells scheme (MWS) are also being implemented. The funds meant for the IAY and the MWS are operated at district level by the District Rural Development Agencies/Zilla Parishad.

After providing for the earmarked sectors of the IAY and the MWS, at least 80 per cent of the remaining funds are distributed amongst different village Panchayats in the district. The funds are allocated to the village Panchayats by giving 60 per cent weight age to the SC/ST population and 40 per cent to the total population of the Panchayats.

Central assistance to the states/UTs is given in instalments as prescribed from time to time. In case of snow-bound district like Kinnaur, Lahaul and Spiti, Leh, Qargil and those district of north-eastern states where the

working season is limited, the entire central assistance and state's share can be released in one instalment by mutual agreement between the centre and concerned state Government.

POOLING OF RESOURCES

In case two or more districts/village Panchayats decide to pool the resources together to take up a work for the common benefit of the concerned districts/panchayats, they are allowed to do so. However, the resources allocated to a district/village Panchayat, are to be spent within the geographical boundaries of the units and not to be diverted under any circumstances.

OPENING OF BANK ACCOUNT

The central as well as state share of the JRY funds are to be kept in a bank or a post office in an exclusive and separate savings bank Accounts by the Zilla Parishads/DRDAs/Village Panchayats. The bank may be a nationalised bank or a cooperative bank.

WITHDRAWAL OF FUNDS

Withdrawal of funds from JRY account can be made only for incurring expenditure under the Yojana. At the Gram

panchayat level, the cheques are to be signed by the Head of the Panchayat along with another person who has been specially authorised by the village Panchayat through a resolution. The other person must be a member of the village Panchayat or secretary of the Panchayats. All Panchayats should be authorised in the meetings of the village Panchayat and the village Assembly should be informed about it at its following meeting.

EARMARKING OF FUNDS AT DISTRICT LEVEL

The DRDA/Zilla Parishad Share of funds is utilised for different sectoral programmes as under:

1)	Economically productive assets	35%
2)	Social Forestry	25%
3)	Individual Beneficiary schemes for Scheduled Castes/Scheduled Tribes	22.5%
4)	Other works including roads and building	17.5%

There is no sectoral earmarking of resources at the village Panchayat level expect that 22.5 per cent of the annual allocation must be spent on items of work which directly benefit the scheduled castes/scheduled Tribes. The

Diagram No.1 shows the DRDA/Zilla Parishad share of funds utilised for different sectoral programmes.

So far as the allocation and release of resources is concerned, during the period 1993-96 Bargarh District has received a total allocation of Rs 4036.82 lakhs (1993-94- Rs 1054.49 lakhs, 1994-95 Rs 1380.12 lakhs and 1995-96 Rs.1606.21 lakhs) out of this the DRDA has handled Rs 1064.31 directly (1993-94 Rs 231.31 lakhs, 1994-95 Rs 1380.12 lakhs and 1995-96. Rs 1606.21 lakhs) out of the DRDA has handled Rs 1064.31 directly (1993-94 Rs 231.33 lakhs, 1994-95 Rs 322.36 lakhs and 1995-96 Rs 510.62 lakhs) The rest Rs 2972.51 lakhs have been released to the different panchayats of the District. (1993-94 Rs 819.16 lakhs, 1995-96 Rs 1057-76 lakhs, 1995-96 Rs 1095-59 lakhs) out of the total allocation the average share of DRDA is

$$\left(\frac{\text{Rs } 1064}{\text{Rs } 4036.82} \times 100 \right) 26.36\%$$

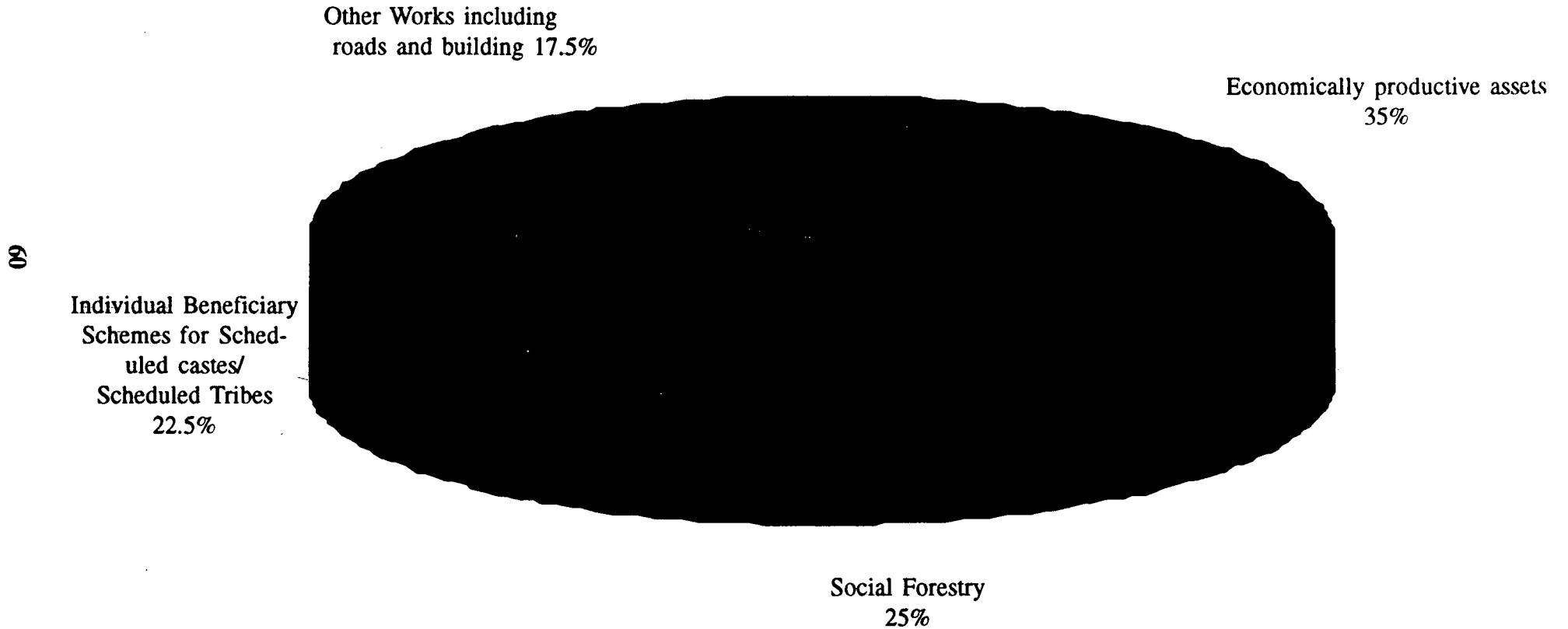
and that of the Panchayats are

$$\left(\frac{2972.51 \times 100}{4036} \right) 73.64\%$$

So the total share of 80 per cent has not been released to the Panchayat which clearly violates the direction of getting their due share and unable to under take any

Diagram No.1

The RDRA / Zila Parishad Share of Funds Utilised for different Sectoral Programmes



SOURCE : JRY MANUAL, NEW DELHI: GOVT. OF INDIA, MINISTRY OF RURAL DEVELOPMENT - 1994

innovative project under the JRY. Diagram No.2 represents the share of Fund between DRDA and different gram Panchayats under JRY in bargarh District.

WAGES UNDER JRY

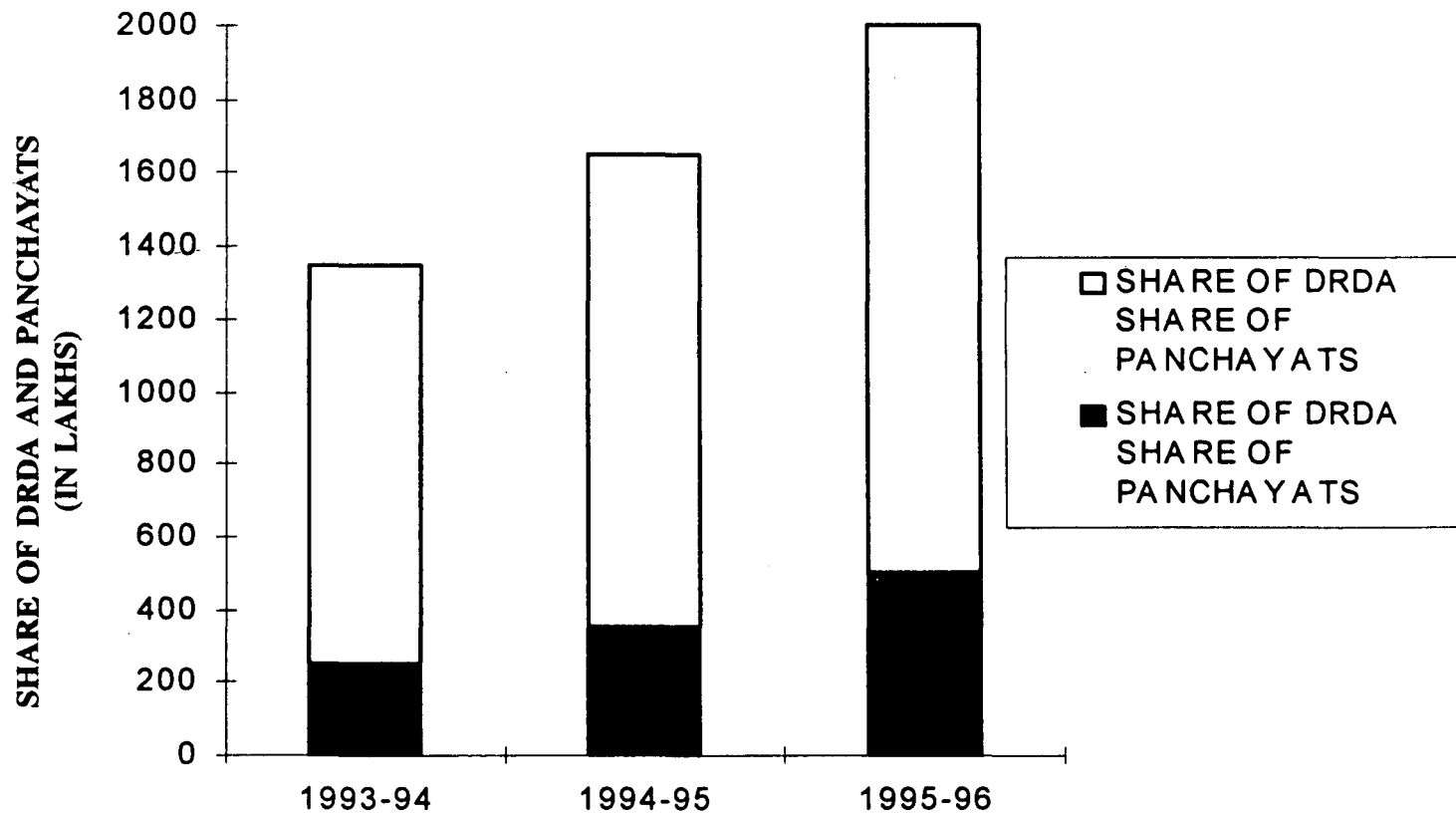
Wages under JRY are paid at the rate notified for the prescribed scheduled of employment under the Minimum Wages Act for the relevant work and is same for both men and women. It may be paid partly in foodgrains and partly in cash and the rate for distribution of foodgrains has been prescribed at 2 kg. per menday However, the Payment of wages in foodgrains has been made options from September, 1993 depending upon the price in the open market. Payment of wages has to be made on a fixed day of the week and should not be delayed by more than a week except at the option of workers and in the latter case for not more than 15 days.

The wages paid to skilled labourers, which was earlier to be charged from non wage component has now been included under the wage component, subject to a limit of 10 per cent of the total wage cost.

The analysis of data revealed that in almost all Panchayats, the average wages paid to the unskilled workers were more or less equal to or less than the minimum wages

Diagram No.2

SHARE OF FUND BETWEEN DRDA AND GRAM PANCHAYATS UNDER JRY IN BARGARH



SOURCE: JRY DISTRIBUTION OF FUNDS BARGARH DISTRICT. 1993-1996

prescribed under the Act. Out of the 40 JRY unskilled workers engaged in JRY works interviewed gave their option that 18 persons i.e.,

$$\left(\frac{18}{40} \times 100 \right) 45\%$$

are getting Rs 25/- which is less than the prescribed wage rate and 22 person i.e.,

$$\left(\frac{22}{40} \times 100 \right) 55\%$$

are getting Rs 30/- which is equal to the prescribed wage rate.

The wage rates in off/lean season were also compared with the prescribed minimum wage rate and the Panchayat wise analysis revealed that, the local wage rate in off/lean season was either higher or closer to the prescribed minimum wage rate. This indicates that the government have to revise the Minimum wage rate. Diagram No.3 shows the average wages paid to JRY workers in percentage.

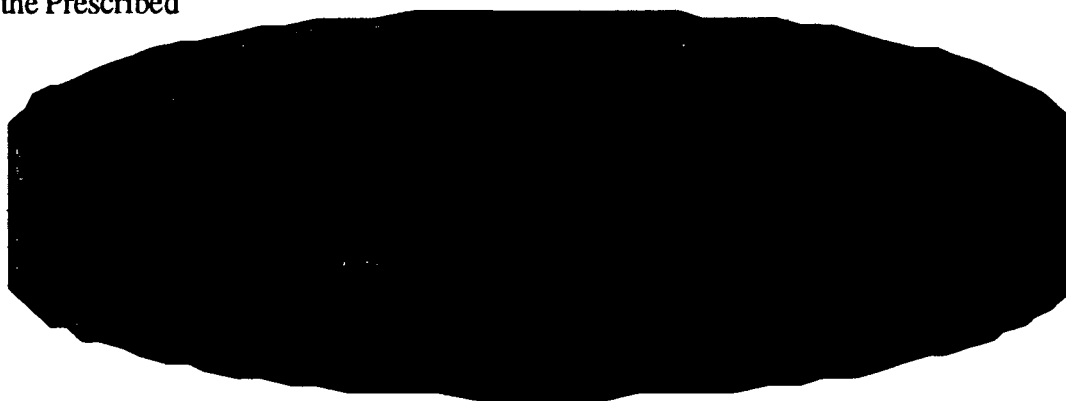
So far as disparity in wages is concerned, in accordance with the primary data, the survey result reveals that there is disparity in the average wages paid per day to

Diagram No.3

Average Wages Paid to JRY Workers in Percentage

45% Workers getting Rs.25/-
which is less than the Prescribed
wage rate

55% Workers getting Rs.30/-
which is equal to the prescribed
wage rate.



SOURCE: Primary Data obtained from JRY workers

a male and female worker in certain Panchayats. Out of the 40 workers interviewed only 4 reason i.e.;

$$\left(\frac{4 \times 100}{40} \right) 10\%$$

said that it was equal for both men and women where as 36 person i.e.,

$$\left(\frac{36}{40} \times 100 \right) 90\%$$

said that there was wide disparity in wage rate between men and women. Diagram no.4 shows the percentage of disparity in the wage rate between male and female workers.

Regarding workers opinions about wages paid to them in cash and kind 11 workers i.e.;

$$\left(\frac{11}{40} \times 100 \right) 27.5\%$$

said that they have paid both in cash and kind where as 29 workers i.e.;

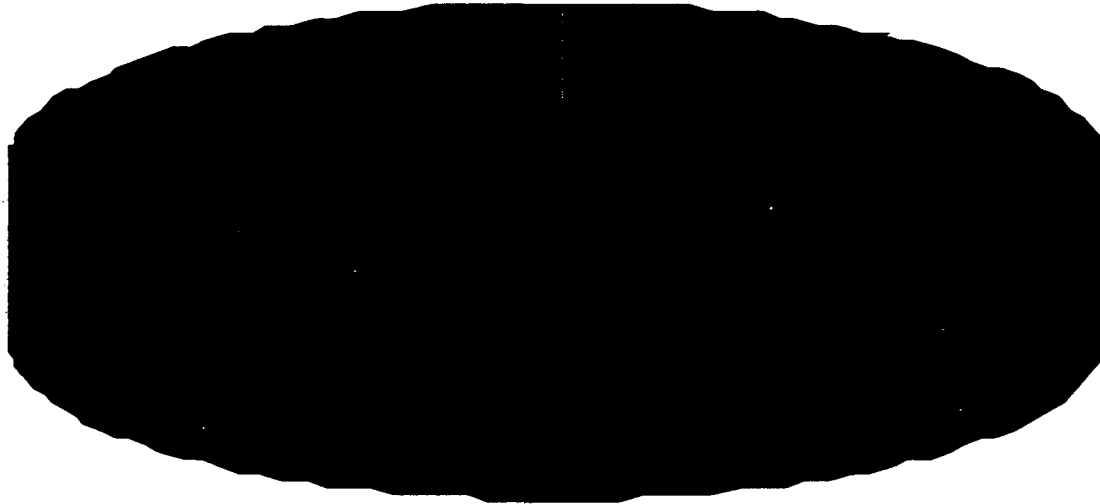
$$\left(\frac{29}{40} \times 100 \right) 72.5\%$$

said that they have paid in cash only and the wages in the term of foodgrains was optional. When workers were asked regarding their willingness to have wages partly in foodgrains, almost all of them expressed their desire to be

Diagram No.4

Percentage of disparity in the wage rate between male and female workers

10% equal for men
and women



90% Wide disparity between
men & women

SOURCE - Primary data obtained from JRY Workers

paid with foodgrains as part of their payment. The quality of foodgrains supplied was reported to be good by majority of JRY workers whoever had accepted it.

Therefore, the government have to ensure supply of foodgrains as part of their wages. Diagram No.5 shows the opinion of the worker about wages paid in cash and kind.

However when workers were asked about whether their monthly salary has increased through working in this programme, they replied negatively. And the reason is that they are not getting works regularly. And their basic demand is for more mandays works. They have also unable to serve something by working in this JRY work. Therefore proper step should be taken to give regular work to the beneficiaries by increasing the mandays component of the programme, so that the worker will get more wage and will be able to save something for their future.

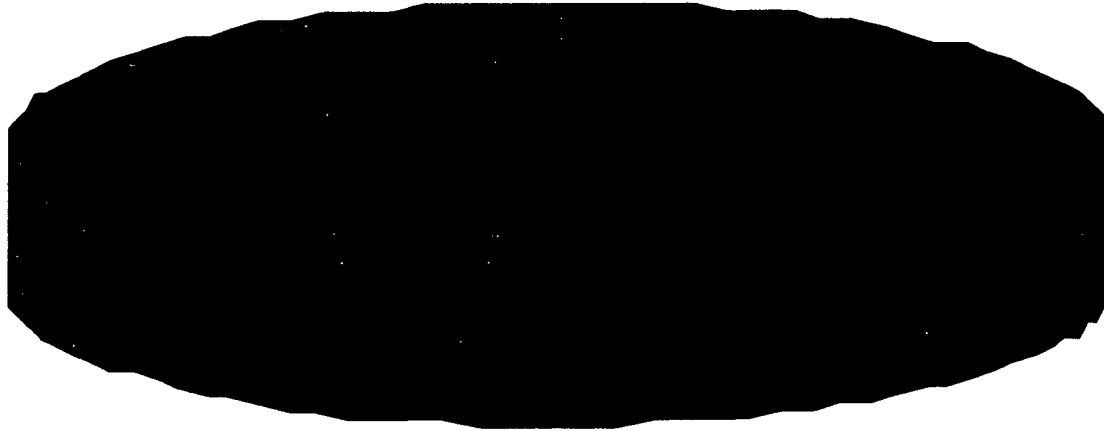
After studying in detail about the implementation of JRY programmes in bargarh, we can conclude that the average performance of the district is comparatively not good. The achievement percentage of district in JRY programme is just around 80 per cent, which is categorised as poor under the JRY guideline. In no single year (since 1993-96) the district achievement is up to the estimated target.

Diagram NO.5

Opinion of worker about wages paid in cash or kind

72.5% Paid in cash only

27.5% Paid in both cash and kind



SOURCE - Primary data obtained from JRY Workers

Eventhough sometime me find that the achievement is more than the estimated target, [see table 12 & 13, in the year 1996] it is very contradictory with the expenditure. In the mentioned year with the completion of some of the previous year works, the achievement is more than the target, but the total allotment has not been properly absorbed. So the net achievement is not up to the desired target. Similarly in the year 1995-96, under IAY. While the physical Target is increased by 2.33%, the expenditure is increased by 19.59%.

So far as allocation of resources and wages under JRY is concerned, the share between DRDA and Panchayats in the District is 26.36% and 73.64% respectively. So the total share of 80 per cent has not been released to the Panchayats. The wages paid to the unskilled workers is equal to or less than the minimum wages prescribed under the Act. Here 45% of JRY workers are getting wages less than the prescribed wage rate where as 55% workers are getting wages equal to the prescribed wage rate. There is also 90% disparity in the wage rate between male and female workers and 72.5% of them have paid in cash only. By working through this programme the monthly salary of the workers have also not increased and they have not been able to make any saving.

Thus from this above analysis we can conclude that the implementation of this programme in Bargarh is not a successful one. It requires further examinations and proper guidance for its successful performance.

CHAPTER - IV

PROBLEMS AND DIFFICULTIES

In spite of the best efforts undertaken by government for creating additional gainful employment opportunity for rural poor under Jawahar Rozgar Yojana, still there is some problems and difficulties in implementing this programme. All the concerned parties who are involved in its implementation i.e., DRDA, village Panchayat and target beneficiaries facing some acute problems and difficulties and they are as follows.

1. JRY was launched with a view to provide additional gainful employment for the unemployed and under-employed persons but this survey with regard to the number of mandays in which JRY workers have engaged during the last year reveals that, out of 40 beneficiaries 15 persons have got 1-50 days, beneficiaries 15 persons have got 1-50 days, 21 person 50-75 and only 4 person 75-100 days. So a single beneficiary is not getting even 75-100 mandays employment under this Yojana. Therefore the government should create more fund for creating additional mandays, so that a rural poor will get at least 100 days work during lean agricultural period.

2. The long term employment aspect in the design of the schemes under JRY is completely lacking as the major emphasis on these works is given to create only short term employment. This short-term employment generation has been viewed as an end in itself rather than in the correct perspective of providing income on a regular basis for the rural poor. In certain village Panchayats JRY tends to strengthen the asset base of the rural well to do and thus increasing the existing income disparity. The primary objective of Jawahar Rozgar Yojana is the generation of employment in rural areas, where as the secondary objective is to strengthen the community assets of the rural economy but in actual practice it is noticed that the creation of durable assets which is the secondary objective has been treated as the primary objective of the programme.
3. The main objective of JRY is to provide employment to at least one member of poor family during lean agricultural period. But the people living below the poverty line are not necessarily given employment during lean agricultural period because Gram Pradhans are generally selecting the period of implementation

and execution of works according to their own convenience.

4. JRY works are being implemented in a number of places at a time, which is not possible on the part of the existing strength of technical staff to monitor and supervise its implementation. The DRDA which is mostly responsible for implementation of the JRY have not been given any additional technical staff support. So for the proper supervision of the work, there should be more additional staff both at the block and DRDS level.
5. With regard to I.A.Y. the selection of beneficiaries is made by the political leader & it deprives the actual beneficiary from getting the utility of the scheme. Contractors are not allowed for execution of works under I.A.Y. But the beneficiaries are unable to construct it by themselves. Because the beneficiaries are financially not stable and everyday they are engaged in earning their own livelihood.
6. So far as M.W.S. is concerned it is a sub-programme of JRY which mostly satisfy the wage material component of 60:40. Generally open wells only satisfy such requirement. But this has also not been possible in most cases and work has been stopped with incomplete

position. According to this surveye the fund under MWS is also not sufficient and the scheme has not been successful in relation to roral poor in entencing the productivity and employment opportunity of the rural people.

7. IN JRY guideline it has been clearly mentioned that there should be equal wages for both men and women. but when I visited pahandi panchayat, during my vield works on Dated 2/1/97, the poor people of the village complained me that they had not been given equal wages. Even women had not been engaged in JRY works. When I explaned before them that, they had equal rights to be engaged in JRY works and get equal wages, the other day they complained it to the block developmnt officer, Bijepur and made a gherao of the block. And with the intervention of the block development officer the matter was solved. This also shows as a mark of lack of supervision on the past of Implementing agencies.
8. The direct release of funds to Gram Panchayats has created an atmospHERE of conflict in the villages. Panchayati Raj has adversely affected by Administrative inefficiency and weaked the procedural safeguards for rule of law, on account of political pressures,

interference, favouritism and victimisation. Weaker sections have suffered a lot under Panchayati Raj because of its domination by dominant castes. Politically influential Gram Pradhans are interested only in taking the funds and were making use of it for strengthening their political power. Many of the assets created under JRY were placed at such spots which provide maximum benefit to Gram Pradhan.

9. The JRY guidelines stipulate that the Action Plan for development of village in the jurisdiction of different village Panchayats/Mandals should be discussed thoroughly in the meetings of village Panchayat and the final decision arrived at should determine the plan of works to be taken up during a particular year. While preparing these Action plans, care should be taken to safeguard the interest of weaker sections in the village and highest priority should be given to the works benefitting the SC/ST, women and other weaker sections of the village. The Gram Sabha (Village assembly) should be apprised of the progress of implementation of the programme at least three times in a year. But this survey reveals that all the village Panchayats covered have not approved their annual

action plan by gram sabha. As regards review of the annual action plan in the Gram Sabha meeting, the analysis reveals that, it has not been discussed at all. Even in some Panchayats there is no village Assembly at all to discuss the Action Plan and it is prepared by the Panchayat Secretary himself. And this is a serious reflection of the procedure followed by village Panchayat in taking up works not as per approved Action plan.

10. The analysis reveals that various works under JRY are executed by (i) sarapanch (ii) Panchayat secretary (iii) village level committee (iv) voluntary body (v) contractor/Middlemen etc. As per the laid down guidelines no contractor or middlemen should be entrusted with the execution of JRY works. However, the survey reveals that in certain Panchayats works were executed by the contractors/Middlemen.
11. While selecting the workers for the execution of various works, it appears from the survey that the list of poor families as per the BPL survey or the previous survey have not been utilised. In most cases particularly in the field of MWS and IAY there is political selection of beneficiaries. As a result of

this the real beneficiary is deprive of getting the benefit and the politically influential - more avase person taking away the opportunities.

12. Normally, village Panchayats are expected to utilize locally available material for the various works undertaken by them under the JRY. The survey conducted have revealed that in all of the 5 Panchayats in respect of 30% of the works undertaken by the village Panchayats, the extent of utilization of locally available material of the order of 75%, and in 15% cases, the use of locally available materials are of the order of 50% to 75% and in the remaining 55% cases, the use of locally available material is below 50%. Thus in most of the works undertaken by the village Panchayats, the use of locally available material is not satisfactory.
13. The survey reveals that wage and non-wage component of expenditure of JRY works under taken by the village Panchayat is not in the order of 60:40 as laid down in the JRY guideline. This ia s serious deviation from the prescribed norms. One possible reason for such departure from the laid down rooms is that the type of works undertaken by the village punchayats may involve

higher non-wage expenditure. For instance works like construction of link roads, construction of landing for panchayat ghar, school buildings, community centres, etc. may involve more material component than manual work. But certain works like construction of irrigation wells, village tanks and digging of main drains may involve more manual work than material component. This is another problem of JRY which needs special attention.

13. Muster Roll to be maintained by the village Panchayats is an important document for determining the employment generated under various works undertaken by the village panchayats. The survey reveals that even though master roll is maintained in all most all panchayats, it is not as per the norms. Again where muster roll is maintained, there is possibility of manipulation of employment figures. This has occurred mainly due to the fact that in several cases, workers are not available for minimum wage and they have to be paid higher wages. But as per instructions, minimum wages are to be paid to workers and accordingly, the Panchayat / Block staff inflates employment figures as calculation is made based on minimum wage. The

opposite situation also happens in other cases less than the Minimum wage, but entry at employment in the Muster Rolls are based on amount of Minimum wage. Steps are therefore to be taken to review the present procedure and amend them wherever necessary to ensure that employment figures, calculated from Muster Roll are more realistic.

14. As per JRY guidelines, the village Panchayat can spend up to 10% of the funds for maintenance of assets created. The programme also envisages that normally after the assets are created under JRY, they are handed over to line departments who are responsible for their maintenance. But in practice this has not been done as this survey report shows. It has been noticed that the assets created are not maintained by the village Panchayats themselves. Therefore special care should be taken to maintain the valuable assets, which are created under this programme.
15. This survey has revealed that in several Panchayats, the JRY manuals are not available. Due to non-availability of the guidelines and the manuals, the Panchayats have not been able to carry out the programme in accordance with the instructions and guidelines.

16. In majority of the cases the workers engaged in JRY works belong to the same Panchayat, and only in a few cases, they are drawn from other Panchayats in the block and from outside the block. This imply that largely the local workers only hav been engaged in execution of the project.
17. The survey has reveals that JRY works are being supervised by blocks officials, DRDA officials and state officials. But the nature of their supervision is not understandable by the ordinary worker and it draws the special attention for the proper supervision of JRY works.

Thus there are multidimensional problem with regard to the implementation of JRY programme and it has failed to achieve its desired target. The total mandays created under this programme is very marginal and it has not been able to provide gain ful employment opportunity to the rural poor paticularly SC/ST and landless labourer for t least 100 daysduring lean agricultural period. At the grassroot level the action Plan for the programme is being prepared by the village Assembly with politically influencial person to serve mostly their political motive. The programme are being implemented by them according to

their own suitability taking the help of contractor, middlemen etc. and the real beneficiaries are unable to get its advantage during the lean agricultural period. There is instance of political selection of beneficiaries and clear negligence of the BPL principle is selecting the beneficiaries. Even the funds available for the programme is not sufficient and in most cases particularly with regard to MWS the work is incomplete one. With regard to IAY also the beneficiaries are unable to construct the house by themselves and they are taking the help of contractor and middle men who are misappropriating the major amount of the programme. So far as the Administrative Agencies i.e. DRDA and block officials are concerned they have also neither time nor technical availability for proper monitoring of the programme. The officials staff Particularly the engineering one is not sufficient to give the programme a right direction and it is suffering from proper day to day supervision.

Therefore JRY programme is suffering from day to day problems and it requires immediate action from the government for its successful implementation.

CHAPTER - V

CONCLUSION

Rural Development is the crux of India's development strategy. Since an overwhelming majority of India's population live in Village, a holistic development of its rural life is a requisite for the acceleration of the pace of overall economic development of the country. Rural Development Programmes are designed to facilitate a multi faced growth of the rural poor by extending the benefits of development to them. They aim at the improvement of rural people's living standards by providing them opportunities for the fullest utilization of their potential and their active participation in the process of goal-oriented change. It enables the use of human and natural resources in the rural areas and to reduce area-wise disparities.

Evidence indicates that in India, Public and governmental interest in rural development has been growing rapidly. A strong and serious commitment towards rural development on the part of the policy-maker is also transparent. The government has initiated a number of programme to solve the chronic problems facing village in India and Jawahar Rozgar Yojana (JRY) is one of them.

A through study of JRY was desired to be undertaken covering several aspects such as implementation of programme, execution of works, employment and wage generation under the programme and the utility of the Yojana for the sample beneficiaries. The specific objectives of the present study may be summarised as to take target and achievement analysis of employment generation, to illustrate the nature of the scheme or activities undertaken, the procedure of implementation, to study the pattern of participation by different groups particularly the weaker sections including female workers, to investigate political root behind designing the programme and to give suggestion to make the programme more beneficial to the weaker sections of the rural community.

The present study was undertaken in Bargarh of Orissa. Bargarh is an advanced district of Orissa both industrially and agriculturally. But still there is acute poverty and unemployment and under employment constantly. The physical and financial performance of the District under JRY is categorised as poor. The district has 12 C.D. Blocks. Out of this Bijepur block was selected which is most under developed and mostly unirrigated. From this block 5 Gram Panchayats were selected at random for preparing the

scheduled and the whole schedule was divided into two parts. part-I, consists of (a) set of village Panchayats (b) allocation of availability of fund (c) Annual action plan for village Panchayat (d) Details of works undertaken under JRY and (e) general information relating to wages paid to the unskilled/Skilled workers, availability of muster rolls, problems faced by village Panchayats, suggestions for implementations. Part - II of the schedule was designed to elicit information from the workers engaged under JRY works. A sample of 10 warkers from each village Panchayat, who were engaged in JRY works were interviewed.

Besides officials of DRDA/ Blocks/ Surapanch and V.L.W and Panchayat Secretary were approached for necessary information 3 suggestions.

The primary objective of JRY is creation of generation of additional gainful employment for the unemployment and under-employed person both men and women in rural areas. But under this Yojana a rural poor is not even getting 50-75 mandays work in a year. Even in some cases women are not engaged in JRY works. Under the First stream of JRY during the period 1993-96 the physical performance of the district is 91.69% where as the financial performance is 83.12%. Under Million well scheme the achievement of the district is

55% with exception to the 1996 (where achievement was more than the estimated target with the completion of some previous year works) and the expenditure performance is 52.99%. Under I.A.Y also the performance of the district is not satisfactory. Even in the year 1995-96 while the achievement exceeds by just 2.33% the expenditure exceeds by 19.54%. So the average performance of the district is just around 80% which is categories us poor under the JRY guideline.

With regard to allocation of funds the district received a total of Rs.1050.49 lacks, Rs.1380.12 lakhs and Rs.1606.21 lakhs in the year 1993-94, 1994-95, 1995-96 respectively. Out of this the DRDA share was 26.36% and the Panchayats share was 73.63% and the total share of 80% percentage has not been released to the Panchayats.

Even in wages system the workers gave their opinion that 45% of them have received less than the prescribed wage rate and 55% have received only the prescribed wage rate.

The general problem and difficulties experienced in the formulation and implementation of JRY works are insufficient mandays in employment generation, non-involvement of all categories of rural poor, including rural women, ineffectiveness of gram Panchayats, mis-utilisation of

funds etc. A through survey of the gram Panchayats also highlighted that Action plans are not approved by the village Assembly and Panchayats are taking up works not as per approved action plan. Various works under this programme are also being executed by contractors and middlemen. While there is selection of beneficiaries the state BPL is not strictly followed and the local political leader select the beneficiaries whimsically. As a result of this the real beneficiaries are not getting the benefit. There is also cases of non-completion of some assets mainly due to shortage of funds. Even is some cases there is interchange of wage and non-wage component of JRY funds. The assets created are maintained by the village Panchayat but muster roll are not maintained by the village Panchayat property as it is handled according to their own suitability. A survey of problems and difficulties faced by the officials of DRDA/ block revealed that there is lack of adequate training and sufficient stuffs, technical knowledge and skill for proper supervision of the works. Coordination among staffs and adequate knowledge on the part of subordinate staff.

Besides problem with regard to JRY and MWS is that the beneficiaries in most of the cases are unable to directly

avail the benefits and they are using the service of middlemen and contractor.

As a whole this programme has served the political interest of the political parties in the centre better than the economic interest of the poor. Although by releasing 80 per cent of fund directly to the village level, gram panchayats have abled to overcome their earlier difficulties of 15 paise per Rupees reaching to the rural people. However, it has not been abled to solve the Chronic problem of the country in eradicating rural poverty, solving mass unemployment and strengthening rural infrastructure. This programme has strengthen the grassroots level politicians better by the direct implementation of the programme through Panchayat Ray Institutions. The beneficiaries under the programme are selected by the whims and caprices of the village politicians, Action plans were formulated according to their own will, works are taken up at their own suitability and assets are created to meet their our needs. Yet the idea of democratic decentralization to involve the rural masses of the country in the task of national development has been better fulfilled through devolution of power to grassroots levels local bodies. As the rural development programmes are introduced in the villages,

through Panchayati Raj institutions, more and more of rural poor are gradually becoming conscious of their rights. Sometimes, Sharpening of political consciousness in the rural areas among the deprived section of the population; perhaps the unintended but the most important consequence of the introduction of rural development programmes in the country.

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