

are available in my Ministry, I will...*(Interruptions)* Will you please wait? If you do not want to listen to me, I will have to leave the matter at that. *(Interruptions)* I have said that I will do it at the earliest.

[*Translation*]

MR. SPEAKER: Please don't get so worked up, it will raise your blood pressure.

[*English*]

Allocation to States under Jawahar Rozgar Yojana

*47. SHRISYED SHAHABUDDIN†:
SHRI RADHAKANTA DIGAI.:

Will the Minister of AGRICULTURE be pleased to state:

(a) the Central allocations under the Jawahar Rozgar Yojana during the current year, State-wise;

(b) the text of the guidelines sent to this State Governments for the implementation of Jawahar Rozgar Yojana; and

(c) the number of mandays of work

likely to be generated by the Jawahar Rozgar Yojana during the current year, State-wise?

THE MINISTER OF STATE IN THE DEPARTMENT OF RURAL DEVELOPMENT IN THE MINISTRY OF AGRICULTURE (SHRI JANARDHANA POOJARY): (a) to (c). A Statement is given below.

STATEMENT

Resources allocated to this States/UTs for the implementation of Jawahar Rozgar Yojana, State-wise, during the year 1989-90 are at Annexure-I given below. These allocations are being enhanced, based upon Central share of Rs. 2100 crores. The revised number of mandays of employment likely to be generated is also indicated State-wise in the Annexure-I

2. Copies of the guidelines (draft) issued to the States and discussed in the regional workshops have been placed in the Library of the Parliament for perusal of the Honourable Members. Its copies were sent earlier to the Hon'ble Members of both the Houses of Parliament at their constituency addresses. The salient features have been summarized at Annexure- II given below.

ANNEXURE—1

Columns 3-6 (Rs. in lakhs) - Column 7 (in lakhs: mandays)

Sl.No.	States/UT	Central allocation	Total available resources (including State share)	Proposed Central allocation.	Total estimated available resources (including State Share)	Exp. Target (on the basis of Col. No. 6).
1	2	3	4	5	6	7
1.	Andhra Pradesh	11875.20	14844.00	15455.61	19319.51	772.78
2.	Arunachal Pradesh	193.35	241.69	245.72	307.15	9.60
3.	Assam	3339.18	4173.98	4223.12	5278.90	155.20
4.	Bihar	23795.20	29744.00	30969.53	38711.91	1221.20
5.	Goa	303.00	378.75	303.00	378.75*	10.52
6.	Gujarat	6111.67	7639.59	6363.83	7954.79	279.12
7.	Haryana	1293.60	1617.00	1538.11	1922.64	49.94
8.	Himachal Pradesh	922.80	1153.50	922.80	1153.50*	38.45
9.	Jammu & Kashmir	1346.19	1682.74	1346.19	1682.74*	54.66

Sl.No.	States/UT	Central allocation	Total available resources (including State share)	Proposed Central allocation.	Total estimated available resources (including State Share)	Exp. Target (on the basis of Col. No. 6).
1	2	3	4	5	6	7
10.	Karnataka	7433.60	9292.00	9674.86	12093.58	487.89
11.	Kerala	4497.59	5621.99	5255.90	6569.99	213.40
12.	Madhya Pradesh	15747.20	19684.00	20495.03	25618.79	1118.72
13.	Maharashtra	12720.00	15900.00	16555.12	20693.90	739.07
14.	Manipur	353.38	441.73	353.38	441.73*	15.96
15.	Meghalaya	281.60	352.00	366.50	458.13	15.27
16.	Mizoram	115.20	144.00	149.93	187.41	3.35
17.	Nagaland	310.40	388.00	403.99	504.99	16.83
18.	Orissa	7779.20	9724.00	10124.65	12655.81	608.82
19.	Punjab	1241.61	1552.24	1286.93	1608.66	28.88

Sl.No.	States/UT	Central allocation	Total available resources (including State share)	Proposed Central allocation.	Total estimated available resources (including State Share)	Exp. Target (on the basis of Col. No. 6).
1	2	3	4	5	6	7

20.	Rajasthan	10075.39	12594.24	10075.39	12594.24*	435.79
21.	Sikkim	121.60	152.00	158.26	197.83	7.07
22.	Tamil Nadu	10662.40	13328.00	13877.15	17346.44	834.46
23.	Tripura	382.80	478.50	433.14	541.43	18.88
24.	Uttar Pradesh	33298.76	41623.45	41364.90	51706.13	1566.85
25.	West Bengal	13283.20	16604.00	17288.13	21610.16	643.54
26.	A & N Island	164.80	164.80	164.80	164.80*	4.37
27.	Chandigarh	40.77	40.77	40.77	40.77*	0.94
28.	D & N Haveli	83.80	83.80	83.80	83.80*	3.70
29.	Delhi	129.28	129.28	187.42	187.42	4.34

Sl.No.	States/UT	Central allocation	Total available resources (including State share)	Proposed Central allocation.	Total estimated available resources (including State Share)	Exp. Target (on the basis of Col. No. 6).
1	2	3	4	5	6	7
30.	Daman & Diu	52.40	52.40	52.40	52.40*	1.43
31.	Lakshadweep	81.75	81.75	81.75	81.75*	2.27
32.	Pondicherry	157.80	157.80	157.80	157.80*	6.69
	Total	168194.72	210065.75	210000.00	262307.82	9370.31

* Allocation for these States had earlier been raised keeping in view the special employment problems of desert districts.

ANNEXURE- II

Annexure- II Referred to in reply to Lok Sabha Starred Question No. 47 to be Answered on the 20th July, 1989.

Special Features of Jawahar Rozgar Yojana

Objectives

The objective clause in the JRY has two clauses—one for primary objective and the other for secondary objective. Generation of additional gainful employment for the unemployed and underemployed persons has been kept as the primary objective of the programme.

Special safeguards for certain sections of the target group

2. Preference is required to be given to SCs/STs for employment under the Yojana. 30 percent of the employment opportunities under the Yojana have been reserved for women. Nomadic tribes have been specially favoured under the Yojana. It is proposed that special integrated projects for them will be formulated under the Yojana in coordination with other programmes.

Criteria for allocation of resources

3. Assistance from the Centre to States will be on the basis of incidence of rural poverty.
4. Since the resources under the JRY are to be shared between the Centre and States in the ratio of 80 : 20, the State share in the resources would be 20/80 i.e. 1/4th of the Central release.

Distribution of resources from State to District

5. From State to the districts, the allo-

cations will be made on the index of backwardness formulated on the basis of percentage of agricultural labourers to main workers in rural areas, percentage of rural SC/ST population to total rural population and inverse of agricultural productivity defined as the value of agriculture produce out of each unit of land for the rural areas taken on the net basis in the weights of 20 : 60 : 20.

6. The distribution of resources to village panchayats from the district will be made on the basis of population of each village panchayat. For the purposes of allocation of funds to the village panchayats, the population of each gram-panchayat area having less than 1,000 population will be taken as 1,000.
7. Not less than 80 percent of the funds allocated to each district will be distributed to the gram panchayats/mandals (that is the lowest elected body) in the district. The balance 20 percent funds could be utilised at the district level for inter-block/village works.

Implementing Agency at the District level

8. Responsibility of implementation of JRY in respect of the district share of funds will be that of DRDA/Zila Parishad. The implementation responsibility at the Gram Panchayat level will be that of the Gram Panchayat itself.

Pooling of Resources

9. In case, two or more districts/gram panchayats decide to pool the resources together to take up a work for the common benefit of the concerned district/panchayat, the arrangement will be permissible. The resources allocated to a district/gram panchayat, however, shall be spent within the geographical

bounds of the unit and shall not be diverted under any circumstances.

Release of State share

10. The Government of India normally releases its share to the DRDAs/Zila Parishads in the first week of the financial year. The States are required to release their share to the DRDAs/Zila Parishad within a month of the release of the Central share.

Release of funds to Gram Panchayats

11. The funds to Gram Panchayats will be distributed by the DRDAs/Zila Parishads within a month of the receipt of the Central grant. Likewise the State share of funds will also be distributed to Gram Panchayats within a month of the receipt of the State share.

Banks accounts in respect of JRY funds

12. The JRY funds (Central share as well as State Share) shall be kept in a bank or a Post Office in an exclusive and separate savings bank account by the Zila Parishads/DRDAs/Gram Panchayats. The bank could be a nationalised bank, a scheduled bank or a cooperative bank.

Drawal of funds by the DRDAs/Zila Parishads

13. Drawal of funds from the JRY accounts shall only be made for incurring expenditure under the Yojana.

Drawal of funds by the Gram Panchayats

14. The amount for payment from the account of the Gram Panchayat should be drawn through the cheque. The cheque shall be signed by the head of the Panchayat alongwith another person who has

been specially authorised by the Gram Panchayat. Payment of every amount should be authorised in the meeting of the Gram Panchayat and the Gram Sabha should be informed about it in its following meeting. Drawals for any other purpose shall be unauthorised.

Works to be taken up

15. The list of works that can be taken up generally and the ones benefiting SCs/STs have been indicated in the guidelines. Provision in respect of the social forestry has also been indicated in the guidelines.

Indira Awas Yojana

16. Basic concepts of IAY, as under the RLEGP earlier have been retained. No design of houses to be constructed under IAY is being prescribed except that the plinth area of the houses under the Yojana should be 17-20 sq. mts. and the cost of the houses should conform to the norms prescribed in the guideline.

Wage and Non-wage components

17. Under no circumstances the non-wage components under the JRY shall be more than 50 per cent. for computation purposes, Gram Panchayat and DRDA/Zila Parishad will be treated as unit in respect of the share of funds allotted to them.

Wages to be paid.

18. The wages under the Yojana will be the minimum wages prescribed under the Minimum Wages Act.

Earmarking of allocations at the District level

19. Of the total allocation received by the DRDA/Zila Parishad (Central-State share), 6 per cent has been

earmarked for IAY. After deducting the allocations for IAY, at least 80 per cent of the funds will be distributed amongst the Gram Panchayats. The balance, which should not be more than 20 per cent in any case, shall be retained by the DRDA/Zila Parishad. The district is not required to spend more than 5 per cent of the funds on the administrative expenditure and not more than 10 per cent on the maintenance of the assets created under the erstwhile programme of NREP/RLEGP and what have not been taken over by the Department. Balance resources will have the 35 per cent earmarking for economically productive assets, 25 per cent for social forestry works, 15 per cent for SC/ST works including Million Wells Scheme and 25 per cent for other works including roads and buildings. Inter-sectoral shift in respect of the district share of funds is not permissible. Earmarking of funds at the Village level.

20. Of the funds received by a Gram Panchayat, ceiling of expenditure on administration will be 5 per cent and on maintenance of assets 10 per cent. Out of the balance, at least 15 per cent will be spent on SC/ST works including Million Wells Schemes. This is a mandatory earmarking. As in case of district share of JRY resources, it has been prescribed that 35 per cent expenditure may be on economically productive assets, 25 per cent on social forestry works and 25 per cent on other works including roads and buildings. But the sectoral expenditure other than the SC/ST expenditure are indicative. Should the Gram Panchayat so decide, inter-sectoral transfer of funds in the economically productive sector, social forestry sector and category of other work will be permissible.

Plan of Action at the District level

21. DRDAs/Zila Parishad shall prepare shelf of projects equivalent to value of 125 per cent of the its share of funds allocated in the preceding year before the beginning of the financial year. However, for the year 1989-90, this activity shall be finished by 30th June, 1989. No work can be taken unless it forms the part of the Annual Action Plan.
22. While preparing the Annual Action Plan, completion of the incomplete works should be given priority over the taking up of new works. No work shall be taken up by the DRDA which cannot be completed within two years.

Plan of Action at the Village level

23. The Plans for development of villages in the jurisdiction of different gram panchayats/mandals should be discussed thoroughly in the meetings of the gram panchayat and the final decisions arrived at should determine the plan of works to be taken up during a particularly year. While preparing the plan of works, care should be taken to safeguard the interests of the weaker sections in the village and highest priority should be given to the works benefiting the SC/STs, women and the other weaker sections of the village society. The gram Sabha (village assembly) should be apprised of the progress of implementation of the programme at least twice in a year.

Supervision of Gram Panchayat Work

24. A Committee of Gram Panchayat should be appointed to oversee, supervise and monitor the implementation of the works under the programme. This committee may also include at least one represen-

tative of the weaker sections.

Social Audit of JRY

25. In order to ensure social control of the Yojana, meetings of the Village Assembly shall be held at least twice a year. These meetings shall be open to any member of the village community who shall be free to raise any issue regarding implementation of the Yojana.

Committee at the State level for Supervision/Monitoring of the Programme

26. The monitoring of the programme at the State level will be the responsibility of the State Level Coordination Committee for the Rural Development Programmes. A representative of the Department of Rural Development, Government of India, will invariably be invited to participate in the meetings of this Committee.

Committee at the Central level for Supervision/Monitoring of the Programme

27. The Committee set up at the Centre to provide overall guidance, lay down the guidelines and to undertake continuous monitoring, supervision and evaluation of the IRDP will also undertake similar functions in respect of JRY.

Ban on Contractors

28. Contractors are not permitted to be engaged for execution of works under the programme. No middleman or any such intermediate agency should be employed for executing works under the programme so that the full benefits of wages to be paid reach the workers and the cost of the works does not go up on account of commission charges payable to such contractors, middlemen or intermediate agency.

SHRI SYED SHAHABUDDIN: My first question relates to the execution of the projects under the Jawahar Rozgar Yojana. Paragraph 8 of the Annexure says that the implementation responsibility shall be of the gram panchayat. Paragraph 28 says that the execution agency shall not be a contractor—and for good reason, viz. that if there is no middlemen and no intermediary, no commissions will have to be paid... (*Interruptions*)

Now, obviously, these are not going to be undertaken by any Government Department. I understand that the idea is that, after the Gram Sabha has decided upon a scheme to be undertaken under the Yojana, any beneficiary can be named as an executing agency for the execution of these projects. If any potential beneficiary i.e. any resident of that area is named as an executing agency by the Gram Panchayat, then he has to sign an agreement for the execution of the project with the Authorities of the Gram Panchayat. Now the Gram Panchayat itself, which consists basically on the executive side of the *Mukhia* and the Gram Panchayat Sevak, is not going to undertake the execution of the project. If a private individual has been finally assigned the task of executing a project and he has to sign an agreement with the Panchayat Authorities does it not amount to re-entry of the contract system from the back-door?

SHRI JANARDHANA POOJARY: The guidelines are very clear that a project will be selected by the Gram Panchayat and there will not be any single beneficiary there. It is not an IRDP. For example, if a road construction has to take place, the selection of the road will be done by the Panchayat Committee. It will be monitored also by it. Here, no contractor is allowed to execute this project; on middlemen is allowed; it will be executed by the Panchayat Committee. Hence, there is no question of any executing agency except the Panchayat Committee. This single reform that has been introduced by the hon. Prime Minister, namely, the Government of India, is going to change the entire administrative set up in the Village Panchayat. It is a very important reform that

has taken place.

SHRI SYED SHAHABUDDIN: I would like to inform the hon. Minister that no Panchayat in my State of Bihar is considered competent to execute any project. Every Panchayat in Bihar has been directed by the Government of Bihar to allot the work to one single individual selected by the Gram Sabha. Will he not then become a contractor? My second question relates to the inadequacy of the resources in relation to the avowed objective of the programme which has been heralded and publicised with great fanfare throughout the country by the Prime Minister himself. Now, an average amount that is going to a Panchayat during the year 1989-90 is of the order of Rs. 2 lakhs. About 25 per cent is going to be set aside for special items like maintenance of assets, completion of old schemes, etc and district level projects. So, Rs. 1,50,00 are available to an average Panchayat and an average Panchayat has a population of 5000 people which generate roughly 500 families living below the poverty line. The objective of the Yojana is to provide job, employment, livelihood to atleast one member in each such poor family. If Rs. 1,50,000 are provided in a year and if Rs. 20 is the minimum wage, it generate only 7500 mandays. Distributed over 500 families, you are giving 15 days' work to one individual in 500 poor families. Every family requires at least 200 days' wages for its livelihood and sustenance. This means that with this gracious gesture and with this magnificent amount of Rs. 1,50,000 only 40 persons in 300 families will be able to earn their livelihood in the Panchayat.

I would like to know from the on. Minister whether he proposes to raise the resources under this Yojana to a level that at least one member of each poor family in a Gram Panchayat can earn his livelihood, for at least 200 days in a year.

SHRI JANARDHANA POOJARY. At the very outset I submit that the hon. member is not well informed. And, the Village Panchayats are represented by the people. Here, the hon. member has gone to the

extent of saying that the Panchayat Samithis in Bihar are not in a position to execute and this is something wrong—I am sorry to say that and (*Interruptions*)—please listen to me—that the hon. member has insulted the people of Bihar.

SHRI BASUDEB ACHARIA: There has not been a single election for the last fifteen years... (*Interruptions*)

MR. SPEAKER: This is very bad. You are a leader, Mr. Acharia.

SHRI VASUDEB ACHARIA: For the last 15 years there has not been any election.

SHRI JANARDHANA POOJARY: Here, by this single system introduced, we are involving the people. The direct involvement of the village people in the whole employment problem, that is also for development. (*Interruptions*) Please hear me. The hon. member has stated that out of the one hundred per cent allocation of this fund to the districts, 20 per cent will remain with the district level and 80 per cent will go to the Panchayat level. Now, here, out of 100 per cent that is available at the district level an allocation of Rs. 125 crores—Please hear me—that is, 6 per cent will be made available for Indira Aawas Yojana, that is for Scheduled Castes and Scheduled Tribes. (*Interruptions*) Out of the amount that is available with the district level, 5 per cent will go for administrative costs, 10 per cent will go for the maintenance of the assets created already. Out of the amount that is given to the Zila Parishads after earmarking for Indira Aawas Yojana, 80 per cent will go to Panchayats. There is only one condition. There is no other guideline earmarking for sectoral allotment. Only 15 per cent of the funds allotted to the Panchayats will be for the benefit of Scheduled Castes and Scheduled Tribes. That is the only condition. (*Interruptions*)

Sir, some Panchayats will get, for example, in Assam some big Panchayat will get about Rs. 7 lakhs. If Kerala, some big

Panchayat will get about Rs. 4 lakhs. If the Panchayat is having hundreds to people, that Panchayat will get a small amount. So, Sir, sufficient amount is available for Panchayats. Nowhere it has happened earlier. Further, I submit that earlier 55 per cent of the villages in the country, we are able to cover under NREP and RLEGP. Now under this programme, we are going to cover one hundred per cent of the villages throughout the country. (*Interruptions*)

[*Translation*]

THE MINISTER OF AGRICULTURE (SHRI BHAJAN LAL): Mr. Speaker, Sir, I would like to further clarify the matter. I beg your attention please.

PROF. MADHU DANDAVATE: First he created confusion through his reply in English, how you will do so in Hindi.

SHRI BHAJAN LAL: As you are a senior member and a veteran leader, I will like to comment. You people sitting here are trying to create much confusion, which is not proper. Although the hon. Minister of State has made the position amply clear but I would like to elucidate it further. A sum of Rs. 2100 crores has been allocated under this programme... (*Interruptions*) The launching of the Jawahar Rozgar Yojana has made hon. Members in the opposition so panicky....(*Interruptions*)....The Hon. Prime Minister has taken a very good decision which is in the interest of the poor and will provide employment to them. Under this scheme, employment shall be guaranteed to at least one member of each poor family....(*Interruptions*)... Kindly do me the favour of listening to what I am saying. Under this programme, the Government is going to spend Rs. 2623 crores in a year and employment shall be provided to at least one member of each poor family.... (*Interruptions*)....I appeal to you is kindly listen to me. An amount of Rs. 2100 crores have been earmarked for this programme in the Union Budget. The State Governments have to contribute their share of 20 per cent. Thus the total works comes out to Rs. 2623 crores.

Under this scheme, one member of each family will be provided employment for 100 to 200 days in a year. Mr. Speaker, Sir, in this connection I want to inform you that wherever Panchayats are not functioning or representative of the people duly elected by them are not there, as was just now said about Bihar, funds will be spent through D.R.D.A. The Panchayati Raj Bill will be introduced shortly in the House and provision has been made in it to set up uniform Panchayati Raj system throughout the country so that timely elections take place and employment opportunities are also generated for the weaker sections. But the conduct of the hon. Members belonging to the opposition parties with their attempts to destroy the dignity and decorum of the House is most unfortunate. If they want to raise some point, they should do so in accordance with the Rules Procedure and conventions set by the House. When Rules are there, points should be raised under them only. But these people have created a peculiar atmosphere in the House. When we talk of providing relief to the poor and launch employment generation schemes, they are upset because they become sceptical that they are not going to be returned during the coming elections. That is why, perhaps, they are agitated and indulge in unwarranted criticism. I would like to request them that they should kindly raise their points under the Rules. You should provide them necessary training in this regard. It is essential to hold classes for them so that they could be acquainted with the various Rules of Procedure and conduct of Business in the House.

The hon. Members of the opposition had demanded placing of the Report on the Table of the House. Now when the Report has been laid on the table, they want a discussion on this....(*Interruptions*)....After all, what is there in it? It is not proper first burn the documents and then to raise doubts about their contents. The full Report has been submitted. Where lies the fault of the Government? The Government can clarify all the points only after submission of the Report. Then only you can level any charges against the Government. The Government

has displayed sufficient generosity in this matter but it is necessary for you to follow the Rules and raise your points within their framework. The dignity of the House should be maintained. Parliament is the apex body and all the people of the country are eager to know as to what transpires here. The Government has formulated schemes for the weaker sections and it upsets you. Why do you oppose all the programmes?

WRITTEN ANSWERS TO QUESTIONS

[Translation]

States Affected by Floods

*42. SHRI SARFARAZ AHMAD:
SHRI VILAS MUTTEMWAR:

Will the Minister of AGRICULTURE be pleased to state:

- (a) the State affected by recent floods;
- (b) the estimated total loss suffered as

a result thereof; and

(c) the details of relief and rehabilitation measures taken by Government?

THE MINISTER OF AGRICULTURE (SHRI BHAJAN LAL): (a) to (c). The States of Assam, Arunachal Pradesh, Kerala, Bihar, Uttar Pradesh and Andhra Pradesh have reported damage due to heavy rains and floods during the current South-West monsoon period. The extent of damage to life and property as reported by these State Governments based on their preliminary assessment is given in the statement below. The concerned State Governments have taken up various relief measures in the affected areas which include opening of relief camps, health centres, distribution of food packets and other essential commodities

2. No memorandum seeking Central assistance for flood relief has been received from any of the affected States so far. All these State Governments have got margin money at their disposal to take up emergent relief operations. Government of India is keeping a close watch on the situation.