

**A PRACTICAL STEP BY STEP GUIDE TO IMPLEMENTATION****Introduction :**

JRY was launched in April, 1989 after merging the two ongoing wage employment programmes viz., National Rural Employment Programme (NREP) and Rural landless Employment Guarantee Programme (RLEGP). From 01.01.1996, JRY has again been restructured with Indira Awaas Yojana (IAY) and Million Wells Scheme (MWS), which were earlier sub-schemes of JRY, becoming independent and separate schemes.

The Primary objective of JRY is to provide additional gainful wage employment during the lean agricultural season to the rural poor. The secondary objective is to create community and social assets and strengthen rural economic infrastructure.

The expenditure under the programme is to be shared between the Centre and the States in the ratio of 80:20.

The wage-material ratio under JRY is 60:40. Wages paid to skilled labourers will also be included under the wage component subject to a limit of 10% of the total wage cost. In case there is need for supplementary requirement of funds for material components, it may be provided by dovetailing resources available from other relevant Plan programmes or from the own funds of Panchayats or from community contribution.

The wages for a category of employment shall not be less than that notified under the Minimum Wages Act by the Labour department of the State Government.

Up to 10% of the annual allocation under JRY can be spent on maintenance of the assets created under the programme and under NREP and RLEGP.

The district-wise financial allocations and mandays targets under JRY for a given financial year are normally communicated by Government of India during April-May. However, Collectors and Project Officer, DRDA, should begin to plan well in advance (during February-March itself) assuming the previous year's level of outlay. Advance planning will enable timely completion of works. A mistake commonly committed is to delay administrative sanction, selection of sites, technical sanction, etc., until funds are actually received. Collectors are requested to complete these preliminary formalities without waiting for the actual release of funds.

The following supplementary guidelines may be borne in mind while implementing JRY :

**1. Distribution of JRY funds between Local Bodies :**

The 70% component of the district's allocation under JRY should be apportioned among all the Village Panchayats in the district by the Collector. The funds should be released by the Collector directly to the "Scheme fund Account" of the Village Panchayats without routing the same through the Panchayat Unions. The Village Panchayats can choose the works for their share of the funds subject to the guidelines and priorities.

The 15% component of the district's allocation under JRY should be apportioned among all the Panchayat Unions in the district by the Collector and the corresponding funds should be released to the Panchayat Unions. They can choose the works for their share of the funds subject to the guidelines and priorities..

The Village Panchayats and Panchayat Unions should implement the works coming under their respective shares.

The 15% component of the district's allocation under JRY should be allocated by the Collector to the District Panchayat, which can choose the works for its share of funds subject to the guidelines and priorities. However the corresponding funds should not be released to District Panchayats. As the District Panchayat is not an implementing Agency, it must entrust the works

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chosen by it to either the Village panchayats or the Panchayat Unions concerned for execution. (In other words, the District Panchayat has the right to choose the works, but cannot implement them). Such allocations made by the District Panchayat will be an additionality for the Village Panchayats / Panchayat Unions concerned over and above their share under the 70% component / 15% component and the funds corresponding to these should be released by DRDA to the Village Panchayats / Panchayat Union concerned.

Thus, the Panchayat Unions will implement the 15% component of JRY as well as that part of the District Panchayat component which is entrusted to the Panchayat Unions. The Village Panchayats will implement the 70% component of JRY as well as that part of the District Panchayat component which is entrusted to the Village Panchayats.

### **2. Release of Funds :-**

It is noticed that there is undue delay on the part of some DRDAs in releasing the funds to the Panchayat Unions and the Village Panchayats – especially the latter, in view of the large number of Cheques / Demand Drafts the need to be made out and despatched. As per JRY Manual Para 17, the funds to the Panchayat Unions and Village Panchayats should be distributed by the DRDAs within a week of the receipt of the funds from Government. Collectors and Project Officers are requested to ensure that this time limit is strictly adhered to.

Despite strict instructions to the effect that the Cheques / DDs should be sent directly from the DRDA to the Village Panchayats by RPAD, it is noticed that certain DRDAs resort to dispatching them through the ABDOs (Panchayats) – probably because the DRDA office doesn't want to take on the responsibility of dispatching several hundred envelopes. Past experience has shown that dispatching Cheques / DDs through ABDOs actually results in greater delay. Collectors and Project Officers, DRDA are therefore requested to strictly ensure the Cheques / DDs are sent directly from DRDA to Village Panchayat Scheme fund accounts by RPAD.

It was also noticed that the 'fund release proceedings' and the Cheques / DDs were sent, in some districts, to the Village Panchayats separately and not together, As a result, the Village Panchayats were not able to keep track of the Cheques / DDs received and scheme funds were credited to the taken wrong accounts in some cases. It must also be remembered that there is a single "Scheme fund account" at the Village Panchayat level into which all the scheme moneys – whether JRY/IAY/MWS/CRSP etc., are deposited. Collectors and Project Officers, DRDA are therefore requested to always mail the proceedings and the Cheques / DDs together in respect of Scheme funds.

### **3. Types of Works :**

The following types of works may be taken up under JRY :-

1. Rural Roads.
2. School Buildings for Primary and Middle Schools – both new and additional buildings.
3. Panchayat Office Buildings (Only if a Panchayat is still uncovered)
4. Public Distribution System Shop Buildings.
5. Milk Producers' Co-operative Society Buildings (Only where the Society has been functioning successfully and satisfactorily for the past 3 years or more.)
6. Noon Meal Centre Buildings.
7. Kitchen Sheds,
8. Culverts.
9. Retaining Walls.
10. TV Rooms

11. Pathways to burial grounds (these need not be black topped / earthen / gravel pathways would suffice)
12. Flood protection, drainage and water logging works.
13. Market yards.
14. Development of play fields in the schools.
15. Cattle pounds.

The above list is only illustrative and not exhaustive.

The following works may be avoided:-

- i) DW CRA Society Buildings / Handloom weavers' Society buildings etc., unless the Society is functioning successfully for at least five years.,
- ii) Cremation Sheds.
- iii) Borewells and hand Pumps.

#### **4.Works benefiting SC/ST families**

Works benefiting SC/ST families should be taken up for a minimum of 22.5% of the allocations of Village panchayats, Panchayat Unions and District Panchayats.

#### **5. Approval of Plans**

As already stated, the Village panchayats, Panchayat Unions and District Panchayats will have a freedom to choose the works for their respective allocations subject to the guidelines and priorities. A special meeting of the Local body concerned should be convened in this regard and this should be the only item for discussion at the special meeting. The minutes of the meeting should be signed by all the members present and a copy of the minutes should accompany the Action Plan proposal when it is submitted to the DRDA. Collectors should ensure that the works are not selected by the President or the Chairman alone as had happened in some cases in the past.

The Action Plans drawn up by the Local bodies are to be placed before the Governing Body of the DRDA for its approval. The normal practice, however, is to obtain the approval of the Collector – cum – Chairman, DRDA and place the Action Plan before the Governing Body post-facto for ratification. While according administrative sanction, the choices made by the Local bodies should not be interfered with. The Collectors should look into only 2 aspects :- (a) Whether works have been taken up within the allocation and (b) Whether the guidelines have been followed. A copy of the consolidated administrative sanction proceedings should be sent to DRD for information before 31<sup>st</sup> May.

#### **6.Unit Cost for certain standardized works**

All Collectors are requested to fix the Unit costs for the standardized works like School buildings, Panchayat Office buildings, Noon Meal Centres, PDS outlets, MPCS buildings, TV rooms, Kitchen sheds, Bus shelters, Road works etc., at the District level in consultation with the Project Officer, DRDA., the EE (RD).

In respect of building works, Collectors should approve two rates, one for buildings constructed in 'Plain Soil' and another for buildings constructed in 'difficult soil'. Similarly, in respect of Road works, Collectors should approve two set of rates, one for roads of 3 metres width and another for roads of 3.75 metres width. The rates per kilometer of roadwork for (i) BT surface only, (ii) BT + 1 Layer WBM, (iii) BT + 2 Layer of WBM etc., should be fixed. The exercise should be completed within 15 days of the receipt of the current schedule of rates and the appropriate rates should be adopted while giving the administrative sanction. Undue delays were noticed in certain districts in doing this item of work in the past years. Such delays should be

strictly avoided. The copies of the approved Unit costs for various types of works should be sent to DRD for information before 15<sup>th</sup> May.

The certificate of the authority competent to technically sanction the estimate is adequate as regards soil condition (ordinary soil or difficult soil). For example, if a work cost less than Rs.30,000/- and consequently falls within the technical sanction powers of the Block Engineer, his certificate is adequate as regards the soil condition. Insisting upon such a certificate from higher officers such as the Project Officer, DRDA for each and every site – as a done in certain districts in the past – will cause unnecessary delays without commensurate benefits.

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

The list of approved quarries communicated by the Superintending Engineer (RD) of this Directorate should be adopted for the preparation of estimates.

The type designs and specifications for some of the standardized works communicated by S.E (RD) should be borne in mind both for approving the Unit costs and while executing the works.

In respect of non-standard works such as culverts, retaining walls, pathways to burial ground, drains, etc., the administrative sanction should be accorded only after getting detailed estimates prepared by the competent technical authority. Such works are likely to be common in the case of the 70% Village Panchayats component. Collectors should avoid the tendency to accord administrative sanction based on rough cost estimates initially as it will not delay matters (Since proposals will be submitted once again based on the detailed estimates) but also result in financial indiscipline due to improper estimation of cost. Collectors should strictly instruct the Block Engineers and Overseers to prepare detailed estimates for all non-standard works expeditiously. Past experience reveals that the Village Panchayats works get slowed down precisely due to these 2 factors viz., (1) according administrative sanction based on rough cost estimates – quite often, resulting in revised administrative sanction proposals when detailed estimates are prepared later on, (2) undue delays on the part of the Block Engineers and Overseers in preparing the detailed estimates.

### **7. Grant of Technical Sanction**

Undue delays in the preparation and technical sanction of estimates for works at the Block level are noticed and at times, work orders are issued by BDOs / ABDOS even without getting the estimates technically sanctioned. Collectors are requested to ensure that all estimates are got technically sanctioned and work orders issued within 15 days of the issue of administrative sanction proceedings i.e., before 15<sup>th</sup> of June at the latest. The Technical Sanction register maintained in Block offices must also be verified.

### **8. Marketing of Sites**

One of the main reasons for the delays in commencement of works is the non-marking of sites for foundation / excavation in the case of buildings by Block Engineers / Overseers. This is particularly true of the 70% Village Panchayats works which are spread across all the Village Panchayats in a Block. Collectors are requested to organize a driver for the marking of sites for foundation / excavation for all the building works for a week time and a jeep may be provided

exclusively to Engineering staff for this period. This exercise should be completed before 30<sup>th</sup> June, and the completion report should be sent to DRD.

### **9. Ban on issue of Cash advances**

The payment of cash advances to officials / non-officials / voluntary organizations by PO, DRDAs/ BDOs / ABDOS in respect of all schemes is strictly banned except in the case of advances to institutions, which are specifically authorised by the Government. If this ban is violated, it was informed that summary recovery would be made only from the official who paid the unauthorized advances and not from the person(s) who received them. Material advances such as Cement and Steel should be given in small instalments based on actual requirement; upto basement level, lintel level, roof level and final completion. On no account should the cement or steel required for the entire work be given at one go before the work is commenced. Collectors should issue suitable instruction in this regard, and enforce them strictly. This will obviate a lot of difficulties / delays / locking up of funds at a later stage. Similarly, the Village Panchayat President shall on no account draw and disburse any cash advances; he should make payment only for the work done.

### **10. Execution of works**

As per para 80 of the JRY Manual, contractors are not permitted to be engaged for execution of any work under JRY. The works should be done 'departmentally' by the Village Panchayats or the Panchayat Unions in respect of works entrusted to them.

The work order in respect of the 70% Village Panchayat works should not be issued in the name of any Block Office staff; such a work order should be issued by the ABDO (Panchayats) only in the name of the Village panchayat concerned. It should be noted that the work is to be executed by the Village Panchayat and not by the 'President'. In fact, the President (or any member of the Panchayat) will incur disqualification under S.38(e) of the Tamil Nadu Panchayats Act 1994 if he were to do this. The Village Panchayat cannot also nominate a 'third party' to execute the work on its behalf as this would amount to giving the work to a surrogate contractor, which is banned. The President shall not make payment for the work done to himself but only to a servant of the Village Panchayat such as the Panchayat Assistant / Panchayat Clerk – in the same manner as the BDO makes payment (by cheques) in the name of the (erstwhile) RWO / Overseer / Road Inspector when the work is executed 'departmentally' by the Panchayat Union.

### **11. Avoidance of unauthorized deduction in final bills**

The unauthorized system of deduction of upto 5% of the estimated cost by BDOs / ABDOS while making payment of final bills in the case of Centrally Sponsored Scheme works. (i.e., non-tender works) is strictly banned and the entire amount shall be paid in full. Collectors are requested to enforce this instruction strictly.

### **12. Claiming of 2<sup>nd</sup> Instalment of funds from GOI by the DRDA**

The funds under JRY are released by GOI in two instalments. Normally the 1<sup>st</sup> Instalment is released by GOI at the beginning of the financial year without any claim from the DRDAs if the 2<sup>nd</sup> Instalment of the previous year had been released without any condition. If this instalment was not released at all or was released with some conditions, formal claim of the P.O. DRDA for getting the release for 1<sup>st</sup> instalment is required after fulfilling such of these conditions prescribed.

While submitting 2<sup>nd</sup> Instalment claims, the P.Os of DRDA must bear the following points in mind :-

The Opening Balance of the DRDA as on 1<sup>st</sup> April should not exceed 25% of the allocation of the year in which funds are being released. [In case, the Opening Balance exceeds this limit the Central Share of the amount by which it exceeds this limit will be deducted at the time of release of 2<sup>nd</sup> Instalment.]

The 2<sup>nd</sup> Instalment claims should be preferred by all DRDAs in respect of JRY before 30<sup>th</sup> September after utilizing 60% of the available funds. (i.e., Opening Balance as on 1<sup>st</sup> April + Funds Released by the Centre and the State). Before this, the audit of JRY for the previous financial

year should have been done and Collectors should ensure that this item of work is completed during May-June itself. Not doing the audit in time is one of the common reasons for delays in preferring the 2<sup>nd</sup> Instalment claims.

Collectors are requested to go through the audit report for the previous year carefully even at the draft stage and see if there are any adverse comments. Wherever possible, they should try to rectify the defects before the audit report is finalized. The common defects that one should look out for are :-

- (a) The Opening Balance as on 1<sup>st</sup> April and the closing Balance as on 31<sup>st</sup> March as per the audit report for the previous financial year do not tally with the corresponding figures as per the periodicals sent to Government of India and with the figures furnished in the Utilization Certificate.
- (b) There is diversion of funds to or from some other scheme. [ In such cases, the diversion should be made good immediately and an explanatory note furnished.]
- (c) Utilization Certificate not furnished in the prescribed format.

While submitting the 2<sup>nd</sup> Instalment proposals, the following certificates should be furnished.

1. "Certified that the Panchayats share of duns under JRY have been disbursed to all Panchayats, as per their entitlement and according to JRY guidelines.
2. Certified that all unfinished works are receiving priority for completion.
3. Certified that no work started more than two years ago remain unfinished.
4. Certified that only durable assets have been created.
5. Certified that all conditions laid down in guidelines are being fulfilled, and all other condition imposed from the time to time are being complied with.
6. Certified that no major irregularities such as embezzlement, diversion of funds etc., have been noticed in the audit report for the previous financial year in respect of DRDA under JRY.
7. It is also certified that necessary action has been initiated to rectify the defects pointed out in the audit reports for the earlier years and compliance would be sent to the Ministry shortly.
8. It is also certified that all the funds under the scheme have been kept in the savings bank account and that no funds have been withdrawn from savings bank account and deposited in the Treasury temporarily."

### **13.General Instruction**

1. JRY Scheme funds should not be utilized in urban areas.
2. There should be a separate bank account and only one account called the JRY Account at the DRDA and in each of the Blocks. Multiple accounts for one scheme should not be opened nor should moneys belonging to two or more schemes be kept in a common account as these create complications while claiming 2<sup>nd</sup> Instalment of funds from GOI.
3. There should be no appointment of 'Technical Assistants' or other persons on NMR basis out of JRY scheme funds. BDOs / ABDOS making such irregular appointments should be dealt with severely and the amounts paid should be recovered from them.
4. Instances of unauthenticated, privately printed M.Books being used by Block Engineers / Overseers for recording of measurements and check measurements have been brought to notice. Only serially numbered, office M.Books issued by the Block Development Officer should be used by the Overseers / Block Engineers / Assistant Executive Engineers (RD). Collectors should ensure that there is always sufficient stock of M.Books on hand.

5. Collectors may explore low-cost / alternative buildings strategies wherever feasible subject to the guidelines in force.

#### **14. Calender of Events**

The summary of various time schedules for the implementation of JRY is indicated below:-

1. Approval of Unit Costs - Before 15<sup>th</sup> May
2. Grand of Administrative Sanction - Before 31<sup>st</sup> May
3. Grand of Technical Sanction - Before 15<sup>th</sup> June
4. Marking of Sites - Before 30<sup>h</sup> June
5. Completion of DRDA Audit for JRY for the Previous financial year - Before 15<sup>th</sup> June
6. Submission of 2<sup>nd</sup> Instalment Claim to DRD's Office - Before 30<sup>th</sup> September
7. Completion of works - Before 31<sup>st</sup> March.

#### **References**

1. GOI – JRY Manual issued in August 1994.
2. G.O.Ms.No.75, RD (C1) Dept., Dated:14.03.1997
3. DRD's Circular No. 74549/96/JVVT, Dated:31.03.1997
4. DRD's Circular No. 74549/96/JVVT, Dated:22.05.1997
5. DRD's Circular No. 74549/96/JVVT, Dated:10.09.1997
6. Govt. of India Lr.No. V/24011/9/96-RE-III, Dated:24.09.1997
7. DRD's Circular No. 74549/96/JVVT, Dated:21.10.1997
8. DRD's Circular No. 1697/98/JRY-2, Dated:08.01.1998
9. DRD's Circular No. 20000/98/JRY-1, Dated:03.03.1998.

**GANTT CHART - J.V.V.T.**

Sl. No.	Task Name	Mar	Apr	May	Jun	Jul	Aug	Sep	Oct	Nov	Dec	Jan	Feb	Mar	Apr
1	Communication of financial targets		■												
2	Fixation of unit costs (Tenatative)		■												
3	Approval of unit costs			■											
4	Grant of A.S.			■											
5	Grant of Technical sanction			■											
6	Marking of sites			■											
7	Preparation of DRDA Audit report			■											
8	Submission of 2nd instalment claims to DRD's office							■							
9	Completion of works				■	■	■	■	■	■	■	■	■	■	■