

**GOVT. OF JAMMU AND KASHMIR**  
**SECT. AGRIL.PROD/RURAL DEVELOPMENT DEPARTMENT**

Govt. order No. 300 Agri. Of 1996

Dated:- 06-06-1996

Subject:- Revised Guidelines for the implements of centrally sponsored Employment Generation programme like EAS and JRY b the Rural Development Department in the state of Jammu & Kashmir.

The Centrally sponsored Employment assurance Scheme (EAS) is under implementation in the state now for the last about three years a wahir rozgar Yojana (JRY) isan older scheme which till last financial year included within it the sub scheme of Million Wells Scheme (MWS) and Indira Awas yojana (IAY). These sub scheme have nowfrom this year onwards `been constituted into independent scheme under the same nomenclature. The objectives of al the scheme are well defined. EAS and JRY aim at provision of gainful vage employment to the large un employment and under employed labour seeking rural population, particularly during the Agriculture lean season. For this purpose a large number of works are taken up in the rural areas. While doing so the objectives are also to take up such

works which leads to building up of rural infrastructure and creation of durable community assets like roads, bridges, irrigation canals, wells panchayat chars and so on. Works aimed at flood protector Forestry, provision of drinking water, hygiene and sanitation Et cetera are also being taken up under EAS and JRY, MWS is mainly aimed at provision of open Irrigation wells to poorer scheduled caste and scheduled tribe families and to a certain extent to other poor houses to the poor SC/ ST Families and other below the poverty line who either do not have a house of their own or have in-sufficient accommodation and cannot afford to build the houses of their own.

2. The focus under all the schemes motioned above is on the poorest of poor rural families and from amongst them the priority is to go to scheduled castes, scheduled tribes and other socially and economically disadvantaged group.

3. The one underlying them and objective that flows from so many schematic themes and objectives is to bring about an improvement in the overall quality of life in the rural areas.

4. Let of investment has been made under all the schemes over the last many years. The investment levels under EAS are particularly high, averaging about Rs. One crore per designated block. Notwith standing the huge investment under all the schemes it is generally felt that the impact on the ground is not commensurate and that the implementation has failed to generate the expected levels of satisfaction among the rural poor.
5. A serious problem that seems to have plagued the implementation strategy is the reported failure on the part of the field agencies to secure people's participation in the planning and execution of works. There is no doubt that absence of panchayats in Jammu and Kashmir has compounded this problem. Although the guidelines issued from time to time by the Administrative Department have repeatedly emphasized the need for calling meetings of the CPAM Sabhas or village Assemblies for discussions on the programme in a free and frank manner, for identification of works, selection of Mates, review of progress achieved Et cetera but when a feedback is sought the common rural fold usually express ignorance about the programmes and the benefits as are supposed to flow from Annexure.

6. Another serious weakness of the implementation strategy relates to formulation of annual action plan (AAPs). A careful scrutiny of the works programme or the AAPs pieced together by the block and District Officials indicates lack of focus and direction in these plans. Major objectives envisaged to be achieved are neither clearly spelt out nor they so visible except that each work seems to have a tentative target. Whose correctness is doubtful as the same is hardly arrived at on a realistic and scientific basis. The AAPs at best are an aggregation of disparate and disjointed local demands for works. That is not a correct approach to planning. The AAPs need to be formulated, keeping in view the aggregated infrastructural deficiencies and interaction and finally translated into longterm and short term objectives. It is within the framework of these long term and short term objectives that the AAPs have to be conceptualized and evolved.
7. Formulation of AAPs also suffers from the weakness of near absent dovetailing with other departmental schemes. Both EAS and JRY guidelines issued by Govt. of India allow dovetailing with other schemes provided the 60 : 40 labour-material ratio is maintained for the resources outflow from these programme, that

beneficiaries who are part of the target group are eligible under, these schemes and the items of expenditure are also eligible under the guidelines.

8. An illustrative list of schemes which could be dovetailed with EAS, JRY, MWS and IAY are given in Annexure (A).
9. While there is a need to adopt a more scientific and analytical approach as plan formulation it is equally important to take a fresh look at the phethora of procedures and delegations in the Rural Development Department pertaining to the accord of Administrative Approvals technical sanctions, test check-system related to payment of wages, maintenance of Muster sheets, supervision, inspection of works and monitoring. It is generally felt that excessive centralization of authority and in-adequate delegation of powers to cutting edge functionaries like the JES and Block Development Officers results in delay, creation of vestal interest and poor quality of execution. Above all these features of centralization lead agenizing delays in the payment of wages.
10. It is mainly in the context of the observations elucidated above that revised guidelines are now being formulated and issued with a

view to streamline the procedures associated with the implementation of the employment generation schemes.

11. All previous guidelines and orders issued by the Administrative and other Department, pertaining to the implementation of these programmes and execution of works in the Rural Development Department will accordingly stand superseded or amended to the extent these are at variance with the guidelines being issued now. However, the board framework provided by the Central Guidelines will continue to remain relevant and applicable to the implementation of the centrally sponsored programmes.
12. The revised guidelines touching the major areas of \_\_\_\_\_.

(A) PLAN FORMULATION

As brought out in the introductory paras it is necessary to lay down goals and objectives for each of our schemes so that the AAPs prepared within the framework of these goals and objectives. Accordingly after due deliberations including with the Planning and Development it has been decided that for the time being the following sect

oral goals should receive first priority in terms of funding under EAS and JRY.

(I) CONNECTIVITY

Connectivity which means construction and development of rural connecting hitherto un-connected, villages are available with the public works department and may be obtained from them. The number of such villages in the state is approximately 2, 000. Connectivity works will also include foot bridges and culverts neither taken up independently or as part of link projects under this sectors.

(II) IRRIGATION

As is well known out of total crapped area of 07.28 Lakh hectares in the state only 03.06 Lakh hectares are irrigated. So there is tremendous scoped for creation of irrigation facilities which if developed will lead to higher productivity part of your resource under EAS and CRY can be usefully state irrigation Department.

### (III) FLOOD PROTECTION

Loss of lives and damages to property including land and houses due to floods in the rural areas is a common feature in our state. The modal agency which is flood control Department is finding it difficult to cope up with the task because if the size of the problem matched with inadequate resource. So Rural Development Department can play a supportive role in close coordination with the Flood Protection Department.

### (IV) SCHOOL AND OTHER BUILDINGS IN THE RURAL AREAS

The list of eligible activities under this sector will include construction of few primary schools reconstructions of the damaged buildings at place where as such facility exists, one additional room for all such Primary school buildings which are efficient in accommodation or where the strength of studies is more than fifty, additional rooms for middle school buildings as per actual requirement,

major repairs and re-construction of old, Medical aid centers, Sub-centers, Animal and Sheep Husbandry Centers, Cattle Shelter Sheds, Anganwari centers located preferably in the premises of the primary schools if convenient to the children, residential quarters for officials postal in far-flood and remote areas and associated with critical services, for example doctors, Principals, and Head masters, Veterinary doctors and lady Workers,/officials panchayat ghars for the purpose of making them for the time being, headquarters officers of the village level workers and as a meeting point for purpose training centers, community halls wherever such a facility is vehemently amended and is sure to be used for multiple community functions passengers waiting sheds on the road sides Et deters. All these facilities are to be created only on demand from and with the prior approval of the locations by the Distt. Head of the line department and Distt. Deptt.

Commissioner and on the premises that once created the concerned line department will use the facility.

(V) BENEFICIARY ORINTED WORKS

An illustrative list is given at annexure (A).

(VI) VILLAGE LEVEL DEMANDS

Demands for lanes and drains, drinking water storage, bathing and washing ghats/platforms social Forestry, Sanitation and Hygiene related works in Villages which not been covered under Rural Sanitation Prorammic and as are also not likely to be taken up in the near future under such programme.

It is also felt necessary that some instructions as to percentage of funds to be spent under each sector should also be laid down in order to compasses their relative priority. This approach is however not very scientific in view of the fact that these freedom of choice of the local officials and

community. Nevertheless it is still desirable in our situation to prescribe at least an illustration if – a compulsory break up. The illustration break up is laid down as under:-

- (a) connectivity/communication
- (b) irrigation
- (c) flood protection
- (d) buildings including schools
- (e) beneficiary oriented works
- (f) all villages level local demands including social forestry.

In case of non-EAS blocks 50% of the amount provided under normal JRY may be remarked for village objectives not the additional JRY funds to be received onwards with a view introduce some degree of enquiry should above for EAS blocks.

Needless to reiterate the district have already been advised to distribute as an additionally 50% of

available JRY funds at the district level among the panchayat. This will be a cut at source and the balance will be distributed among all the blocks as per usual criteria.

Now some dos and don'ts for each sectoral activity these are way broad guidelines-

In case of connectivity works up money should be spent on land acquisition as the land coming under the alignment of the link road is to be denoted free of cost.

In case it is not possible despite persuasion and motivation to ensure voluntary donation of land then the public works Department must be approached with the request to purchase the land with their own resources. The planning and development department has prescribed and approval of this course of action for acquisition of land for road projects.

Before taking up work on road projects public works department has also to be consulted for guidance as regards most suitable alignment gradient formation, which drainage crossing Et. Cetera that no difficulties are faced by the department in handing over the complete roads to public works department at a later date for the purpose of taking up of the balance works including metal ling, black topping and maintenance. Public work department will ordinarily have no objections in taking over the roads from rural engineering wing provided the prescribed specialization have been adhered to in the earlier stages of constructions.

It is also necessary to ensure that in widely and high cost road projects are not taken up in one go. If such a situation arises in view the length of the proposal road link, terrain, hard rock surfaces Et. Cetera than in such cases the project should be spilt smaller projects taken up one and the whole project completed in phases

over an agreed time frame. However, the smaller project should be prepared in a manager as will ensure on its production the -----  
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----- to at least apart of the target beneficiaries of the whole project. Also the cost should not ordinarily be more than Rs 15 lacs so that the works is completed in one single financial your unit in exceptional cases in the two uyears.

The tendency on the part of field agencies take up non-utilization path & lanes under connectivity sector has to be discouraged because such type of works do not really result in any permanent benefit to the community. Construction of labels has new been provided for separately under village level local demands and shall not form part of connectivity.

As regards irrigations works it has been decided in consultation with planning and development

Department that Rural Development Department will take over the maintenance of all Zamindar khuls in the EAS blocks and execute the works of spot treatment and restoration of damages which is represent being by the irrigation Department. Desalting will however not be a right charge on EAS and JRY funds and this job will have to be carried out by the community themselves.

This is not to suggest that these Zamindar khuls are being permanently brought on the blocks of rural area Development Department. Zamindari khuls will continue to be community assets the responsibility of is only for the purpose of helping the community to keep their khulls in a functional state particularly spot treatment and restoration of damages will be eligible activities for being taken under EAS and JRY.

In such of the area where Zamindari khuls are not in existence allocations under irrigations can be spot on

harnessing water from the available sources and digging construction channels for its transport to the cropped area. In this is also not feasible then other methods constructions of water harvesting tanks, check dams, improvement of vegetative cover and such like measure may be adopted to improve the irrigation cover. Fresh feed back type of schemes, individual and community under the irrigation sector objectives.

In case of flood protection works it has again been decided in order with planning and Development Department that the Chief Engineers ----- Flood protection. That division of work between Rural Development Department flood control Departments has to be coordinated by the directors of Rural Development Department Adoption of this methodology of distribution of Nallahs and tributes will result in sufficiently minimizing any chances of duplications of work.

Also instead of requesting funds and efforts on a plethora of individual scheme a coordination approach in regard to flood protection works may be evolved in consultations with district Superintending Engineers (irrigations) and works executed accordingly.

Tending to beneficially oriented schemes the category can include all such works which are executed the poverty. Since, individual facilities have different types of road cements it is therefore necessary to have choose from. Illustrative conveyed earlier in the Administrative Department No. PS/SRD/96/1611-91 dated 27-03-1996 pertaining to formulation of AAs, the maximum subsidy available under beneficiary oriented scheme is a hundred days wage for two – family. Quite naturally the labour component beneficiary oriented scheme will be oriented by the family members themselves.

No separate Social Forestry works under EAS shall be taken up by the field agencies because for the time being the industry of Environment and Forests Govt. of India's scheme of ----- panchayat being implemented under the supervision of social Forestry Department through the medium of VFCs (voluntary Forest Committees) is being financed out of EAS. In case of Social Forestry works under JRY it is hereby laid down that the field officials shall not take up any new country plantation works except in rare cases, to be specially sanctioned by the district Development Commissioner. Instead the agency of District Panchayat Officer will procure quality plants from the social forestry Department, Forest Department, Horticulture Department, registered Nurseries at approval costs for distributions among the desirous poor rural Families on 50% subsidy. A one time cash incentive of rupees two per surviving tree plant and rupees five per surviving fruit plant will be admissible at the end of the one year of plantation.

The minimum number of plants to be procured by the grower from the Department should be 50 in order to make him eligible for each incentive in the following years. This is a new approach to social forestry and needs to bring the publicity at the District block and Panchayat Levels.

Incurring of the expenditure out of JRY in the existing Department Nurseries for distribution among the existing closure has to be met out of non-plans grants under 'MAINTANANCE OF ASSETS' head of account and cannot be debited to----- of IAS or JRY.

#### MILLIONS WELL SCHEME (MWS)

There is a general feeling that MWS is not being implemented appropriately in the state of J&K in View of the fact that open irrigation wells are not feasible and possible on much of our area which is hilly and mountains. Even in the plains there may not be demand for wells everywhere because of adequate availability of water in the streams, canals and irrigation channels. So how is this money to be spent on the target group? The answer is simple.

That this money be spent only in such blocks and areas of the block where it can be gainfully spent. Land development on community basis, water harvesting structures, other schemes of minor irrigation like irrigation tanks are items of work on which MWS funds can be spent. The approach should largely be beneficiary oriented, the work completed on 100% subsidy basis and the cost calculated on most economical design features. The beneficiary should be encouraged to take up and complete the work on his own. The cost ceilings approved earlier by the administrative Department will continue as they are except that it has to be borne in mind that the ceiling are upper limits and the actual expenditure as worked out by REW can be lower than these ceilings.

### INDRA WAS YOJANA

The objectives of IAY are well known. Now the State Government also channelises funds Rural Housing Scheme to the Rural Development Department which has been made the nodal agency for the Rural areas through out the state. The houseless family or families with inadequate accommodation among the poor and disadvantaged sections of the society are eligible to receive an assistance of Rs. 15,000/- uniformly. This figure of Rs. 15,000/- is the amount which the beneficiary must receive in full. It has

however been noticed that lesser amount is being provided despite the fact that cost of construction is continuously going up. This aberration needs to be corrected keeping in view the earlier orders of the Planning and Agriculture Production Departments. Moreover the assistance be provided in two installments only. The release of the second installment should be linked with the progress of construction.

No beneficiary even if eligible should be provided IAY assistance unless he has the will and sincerity to construct the house or accommodation. If he defaults after obtaining the first installment, the amount may be recovered from him as Kahd Revenue..

Sanitary Latrines should invariably be made part of IAY houses if no assistance is available from any other source.

The IAY beneficiaries will themselves construct the houses and no mates should be engaged.

The scheme will henceforth be looked after by the Assistant Commissioner (D) as was the practice earlier till recently when a decision to transfer the management of the scheme to the district Panchayat Officers was taken. Now the DPOs will handover old records pertaining to beneficiaries covered, funds spent and cash balances to the concerned Assistant Commissioner (D) s. The Process prescribed for selection if IAY

beneficiaries will be same as stands laid down with the District Level Committee headed by District Development Commissioner being the final sanctioning authority.

### TIME TABLE FOR PLAN FORMULATION

After having discussed in a fair amount of detail our approach to plan formulation it is necessary to lay down a time table for this activity. The exercise must start in the preceding year so as to complete the formulation by the beginning of the financial year for which the plan is being prepared. For example, in order to finalize the AAPs under various schemes for 1997-98 i.e. next financial year we will have to start the exercise some time during the current financial year.

Taking into consideration all aspects of the case the time table is laid down as follows:-

- I) General Guidelines and tentative allocations under various schemes to be communicated to the Districts by the Administrative Department latest by 15<sup>th</sup> of August;
- II) Completion of draft plans to be completed by the districts by 30<sup>th</sup> November;

- III) Submission of draft plan copies to the Director and Administrative Department by 15<sup>th</sup> December;
- IV) Comments of the Director and Administrative Department to be communicated to the Districts by 15<sup>th</sup> January respectively.
- V) Reformulation and finalisation of the AAPs by District officials keeping in view the comments of the Director and Administrative Department, the spill over component and un-spent balances of the previous year by 10<sup>th</sup> of April; &
- VI) Final approval and issue of sanctions by the District Development Commissioner by 20<sup>th</sup> April.

It needs to be understood by all districts functionaries including the rural Engineering Wing that the estimated costs indicated in the draft plan should be based on actual engineering estimates and not on rough estimates. In case of any excessive revision in estimates at a later date or non-feasibility of the project a serious view will be taken of the functioning of the concerned engineering personnel.

In any case no works orders can be issued by The Block Development Officers without an Administrative Approval, technical sanction and technically shocked estimates. So any delay by the Rural Engineering Wing

will lead to slow start of the work and consequent delays in booking of expenditure and payment of wages to the labour.

## PROCEDURES AND DECENTRALISATION OF POWERS

### (i) PEOPLES PARTICIPATION AND SELECTION OF POWERS

Between August and November when the exercise on identification of works and plan formulation is underway the BDOs will ensure that they visit all Panchayat headquarters and at least 75% of the villages with a view to conduct meetings of the Gram Sabhas/Village Assembles and hold face to face discussions with the villagers. In the meetings the demands put forth by the villagers will be discussed in the light of the sectoral objectives of various schemes and likely availability of funds. Works to be included in the AAPs will thus be identified. Simultaneously a panel of names for the purpose of being enlisted as Mates should also be----- in consultation with the village bodies. The works priority should also be registered in the visit book for being considered during the next financial year or in a supplementary plan to be executed at a later date if funds so permit.

The VLWs will without fail maintain the visit book where the minutes of the meetings and demands will be entered. As a token of proof of having discussed the works programmes with the village folk the minutes should be got signed by at least ten elderly and well known respectables of the village which should include the concerned Panchayat and Block Advisory Group members. Block Development Officer, Junior Engineer and village level worker will also sign the minutes recorded in the Register.

Junior Engineers and Village Level workers will \_\_\_\_\_  
Assistant Commissioner (D) will attend at least 10% of such meetings held in the presence of BDOs and other staff.

**(ii) ISSUE OF WORK ORDERS :-**

Work orders will be issued under the seal and signatures of the BDOs only for such works which figures in the approved AAP, for which Administrative Approval and technical sanction has been accorded by the competent authority and funds are available with the BDO/earmarked in the approval action plan. The BDOs are not authorized to issue work orders outside the scope of duly approved and communicated block

AAPs and if BDOs indulge in such practices then they will be liable to strict disciplinary action including dismissal from service.

The work orders will be issued in the prescribed form and in the name of the Mate who has been \_\_\_\_\_ in consultation with the local villagers and during the deliberations of the village assembly meetings. The mate in no case should be a registered contractor of the Public Works Department on any other agency. He should also be a local person.

No work can be started for execution by any of the functionaries without a proper work order in the prescribed format. A record of the work orders issued by the BDO shall be maintained in the Block office as part of the compulsory office record, the BDO will be entered a statement of work orders issued during the month will be submitted by the BDO to the Assistant Commissioner (D) on a monthly basis who in turn shall maintain a close watch on the work orders issued in each block and take immediate necessary action if any adverse reports about the unauthorized work orders being issued by the BDOs are received or noticed by him.

(iii) AUTHORITY TO ACCORD ADMINISTRATIVE APPROVALS :-

As has been brought out in the opening and introductory paras it is widely felt by the observers of Rural Development Department's work and the field officials that authority to accord administrative approvals (AAAs) needs to be enhanced in terms of ceiling on the amounts and in favour of officers working at the grassroots level. Accordingly the following revised ceilings are laid down for accord of AA by various officials of the Rural Development Department:-

Designation of the OFFICER	Existing limit of power for accord of AA (rs)	Revised limit for accord of AA (Rs.)
1	2	3
Block Development Officer	25,000/-	1,00,000/-
District Panchayat Officer	40,000/-	2,00,000/-
Assistant Commissioner (D)	50,000/-	5,00,000/-
District Dev. Commissioner	10,00,000/-	15,00,000/-
Director Rural Development	10,00,000/-	15,00,000/-

The enhanced powers delegated to field officers in the manner as has been shown above expected to result in quick disposal of work pertaining to

AAs and thereby improve the overall efficiency in the system with very favourable implications for the speed at which the works are executed and expenditure booked. In simple administrative Jargon it should go a long way doing away with redtapism and delay.

However the officers, particularly the BDOs are cautioned to exercise this authority strictly within the parameters of rules and regulations and keeping in view the fact that AAs and work orders issued without due care can result in creation of huge liabilities for whose liquidation the government cannot accept any responsibility. The delegation of powers is not being made with a view to allow the BDOs to misuse this authority but it is being done with the intention to cut delays and streamline the functioning of the department at the cutting edge level.

It is also laid down that District Panchayat Officer will not be authorized to issue AAs for works which are not under his charge. The BDO will therefore submit all proposals for accord of AAs in excess of Rs one lac to Assistant Commissioner (D) except in case of Social Forestry and Rural Sanitation which have been placed under the supervision of DPOs.

(iv) **Authority to Accord Technical Sanctions/ Technical Check of Estimates and Powers of Test Check within Rural Engineering Wing.**

The revised powers of technical sanction of projects/ estimates for various positions in the Rural Engineering Wing will be as under :-

S. No.	Designation of the Engineer In Rural Engineering Wing	Revised upper ceiling of Powers for accord of technical Sanction the projects/ technical check of the estimates (Rs.)
1.	2.	3.
1.	Junior Engineer	N I L
2.	Assistant Engineer	0, 50, 000/-
3.	Asstt. Executive Engineer	1, 00, 000/-
4.	Executive Engineer Rew	5, 00, 000/-
5.	Superintending Engineer (PWD)	Above 5, 00, 000/-

As regards test check of works and its recording on the M Book/ bills, it is to say that no payment can be made by the Drawing and Disbursing Officer i.e. BDO unless the works have not been test checked by the Engineering Staff. This test check is recorded on the M Book and the

billing \_\_\_\_\_ almost all the bills have to \_\_\_\_\_ REW for final test check which becomes highly cumbersome and un-widely.

Therefore in order to streamline the procedure, off lead the heavy burden of test checks from the shoulders of XENs and AEEs and which a view to expedite payment of wages for which test check is mandatory the following revised delegations are hereby laid down.

Test Check for all on account payment upto a Maximum of 80% of the approved cost of work

S. No.	Cost of work as Per administrative Approval (Rs. )	Percentage test check require to be recorded by REW functionaries			
		J. E.	A. .E	A. E. .E	Ex.
Eng					
1.	2.	3.	4.	5	6.
1.	Upto Rs. 25, 000/-	100%	--	--	--
2.	Upto Rs. 50, 000/-	100%	50%	--	--

3.	Upto Rs. 1, 00, 000/-	100%	50%	--	--
4.	Upto Rs. 2, 00, 000/-	100%	100%	75%	--
5.	Upto Rs. 5, 00, 000/-	100%	100%	75%	25%
6.	Above Rs. 5, 00, 000/-		100%	100%	100%
	50%				

Test Check \_\_\_\_\_ final

Including the blance 20%

S. No.	Cost of work as Per administrative Approval (Rs. ) S. E. (P)	Percentage test check require to be recorded by REW functionaries				
		J. E.	A. .E	A. E. .E	Ex.	Eng
1.		2.	3.	4.	5	6.
1.	Upto Rs. 25, 000/-	100%	--	--	--	--
2.	Upto Rs. 50, 000/-	100%	50%	--	--	--
3.	Upto Rs. 1, 00, 000/-		100%	50%	50%	--
	--					

4.	Upto Rs. 2, 00, 000/-	100%	100%	75%	20%
	--				
5.	Upto Rs. 5, 00, 000/-	100%	100%	75%	25%
	--				
6.	Above Rs. 5, 00, 000/-	100%	100%	100%	50%
	25%				

With the above delegations it is hoped that the incidence of recording test checks without visiting the work sites will drastically decrease, quality of works will improve all more accountability and responsibility will be exercised at the levels of Junior and Assistant Engineers who are closer to the ground situations is mandatory but unfortunately has fallen in disuse. The BDOs as a matter of rule should not pass the bills of works where the date of test check has not been recorded.

Superintending Engineer (PWD) at the district level has been roped in the act as a technical advisor for works and projects of higher value and cost.

It is also laid down that the Administrative Department in consultation with the two Directors of Rural Development will distribute areas of jurisdiction among the Aes and AEEs with each AE looking after atleast one block independent of AEE and each AEE looking after more

than one block if number of available blocks so permits. To have one AE with each AEE for the same jurisdiction of blocks which is the case at present, is not a very appropriate arrangement because it does not allow the AE to accept any specific responsibility and make any worthwhile contribution towards implementation. However it is to be clarified that AEs even when put in charge of a block independent of an AEE will exercise powers of technical sanction and test check only upto the limits as have been prescribed for his level and in the absence of an AEE above him he will submit the papers to EXEN REW directly. Same is applicable to JEs who may not have an AE to report to. In such cases the JE will submit papers to his AEE.

The distribution of jurisdiction control between AEEs and AEs has been done with a view to ensure fuller utilization of the technical manpower and greater decentralization.

Even in the case of JEs it is being reported that there is lack of uniformity in the area of jurisdiction with some JEs having more panchayats to look after and others having much smaller jurisdiction. The Directors of Rural Development will immediately take up this exercise of rationalization of jurisdiction among the JEs within the overall Frame work of availability

of posts and issue orders for reallocation of Panchayats among JEs in such block.

The delegation of authority and distribution of work prescribed in the cases of technical sanctions test checks and even Administrative approvals has been visualized with a view to expedite all the approvals necessary for start and execution of works and for prompt draws and payment of wages to the labour.

(V) Payment of Wages and Maintenance of Muster Sheets :-

As regards payment of wages to the labour it is laid down that wages to be paid at least on a weekly basis. With the delegation now issued it should be possible to ensure weekly payments.

The wages shall be paid as per the Muster sheets. It is an important document and therefore a printed document must be used. The Muster sheet as usual will be prepared and maintained by the VLW and will form an Annexure to the work bill. After passing the bill the BDO shall issue the cheque in the name of the Mate, handover the cheque and the Muster sheet to the NVLW for making payment to the labour. Disbursement of the wages shall be done in the presence of

the Mate and atleast two other village elders who should either be Block/ Panchayat Advisory Members, Ex-Sarpanch (S). Village Lamberdar or Chowkidar etc. The Muster sheet shall thereafter be returned to the Block Officer with Mate and the two member in whose presence the wages were disbursed. The BDO on receipt of the duly signed Muster sheet shall counter sign it and place it on the relevant file. A copy of the duly signed Muster sheet shall be kept the VLW for his own record.

(VII) MAINTENANCE OF WORKWISE RECORDS IN THE OFFICE OF  
BLOCK DEVELOPMENT OFFICER

(A) WORK FILE

The accounts section of the block shall maintain individual files for each work which should contain all relevant papers concern with the work viz copy of resolution of villagers, sanctioned estimates, work order, AA, work bills and Muster sheets duly authenticated by the Disbursement Committee. The files thus maintained should be duly marked and numbered.

(B) Work Register

To record the details of work taken up for execution under various schemes, it is essential that year-wise works register be maintained in the BDOs office showing the detail of works therein on the proforma (enclosed as Annexure – B) and authenticate by the concerned Block Development Officer with reference to the work bills/ cash book and contingent register.

(VII) Inspections

Inspections or works shall be the duty of all supervising officers and technical personnel. According the following norms are laid down for the guidance of all concerned.

- (a) BDOs, AEs and AEEs to inspect 100% of the works during execution in their areas of jurisdiction.
- (b) EXEN REW to inspect atleast 50% of the works during execution.
- (c) Assistant Commissioner (D) to inspect atleast 30% of the works during execution.
- (d) District Development Officer to inspect atleast 10% of the work during execution.
- (e) Director (Rural Development) to ispect atleast 3% of the work during execution and

- (f) Secretary Rural Development to inspect atleast 01 % of works taken up in the whole state.

All inspecting officers will record their observations in the Panchayat visit back to the maintained by the village level workers and JEs.

Since JEs and VLWs are involved with the works right from the time of receipt of demand, preparation of project Eteetern upto completion of works it is expected and natural that VLWs and JEs are continuously inspecting the works during execution.

#### (VIII) MONITORING

The Directors of Rural Development will be the main monitoring agencies who will keep the Adminstrative Department postal with physical and financial achievement on a monthly basis. For this he will conduct \_\_\_\_\_ with the officers and Rural Development and submit his report to the secretaries latest by 10<sup>th</sup> of every month.

The District Development Commissioner and Asstt. Commissioner (D) are to monitor at the district level and keep the Directors of Rural Development informed of problems and bottlenecks so that necessary corrective action is taken. In turn the Directors will keep the Administrative

Department informed and seek necessary guidance from time to time on the issues which are beyond their competence.

The district inter department committee constituted earlier in pursuance of previous Government directions shall remain in tact for random checks and verification of works. The DDCs must use these committees particularly during the closing months of the financial year.

With the issue of these guidelines it is hoped and expected that the department of Rural Development will come out all the previous \_\_\_\_\_ procedures and outlook and chart out a new course for itself, a course that takes it closer to the people and their problems and enable them to solve the problems in right earnest.

The Guidelines will have immediate effect and all are requested to comply with the instructions contain remain.

By order of Government of Jammu and Kashmir

No. : PS/ SRD/ 96/ 236-325

Khurshid A Ganai (IAS)

Dt. : Sgr-06-06-1996

Secretary to Government

Rural Development Department.

DIRECTORATE OF RURAL DEVELOPMENT DEPARTMENT  
KASHMIR

No. : DRDK/ Plg/

Dated :

Copy to the :-

1 – 0/ District Development Commissioner

(All) \_\_\_\_\_

9 – 16/ Asstt. Commissioner Development

(All) \_\_\_\_\_

17 – 24/ - Project Officer DRDA \_\_\_\_\_

25 – 32/- District Panchayat Officer \_\_\_\_\_

Asstt. Director (Plg)

Directorate of Rural Dev. Deptt

Kashmir