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Finances on Rural Employment Progamme in Chitradurga District Panchayat in Karnataka State

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ABSTRACT

The Karnataka Panchayat Raj (KPR) Act, in keeping with the 73rd Constitutional amendment have enacted in 1993 to establish a three-tier Panchayat Raj Institution (PRI) system, at the village, taluk and district levels in the State. The PRI system comprises elected bodies – Grama Panchayats (GPs) at the village level, Taluk Panchayats (TPs) at the taluk level and Zilla Panchayats (ZPs) at the district level. The Government of India enacted (September 2005) the National Rural Employment Guarantee Act, 2005. Correspondingly, the State Government formulated the Karnataka Rural Employment Guarantee Scheme. The objective of the scheme was to give effect to the legal guarantee of work by providing at least 100 days of guaranteed employment to every household whose adult members volunteer to do unskilled manual labour.

KEYWORDS : Panchayat Raj Institution, Functions, finance, district Panchayat, rural employment, wage

Introduction

Consequent to the 73rd Constitutional amendment, the State Government enacted the Karnataka Panchayat Raj (KPR) Act, 1993 to establish a three-tier Panchayat Raj Institutions (PRIs) system at the village, taluk and district levels in the State and framed rules to enable PRIs to function as institutions of local self-government. The PRIs aim to promote participation of people and effective implementation of rural development programmes for economic development and social justice including those enumerated in the Eleventh Schedule of the Constitution. The Karnataka Panchayat Raj (KPR) Act, in keeping with the 73rd Constitutional amendment have enacted in 1993 to establish a three-tier Panchayat Raj Institution (PRI) system, at the village, taluk and district levels in the State. The PRI system comprises elected bodies – Grama Panchayats (GPs) at the village level, Taluk Panchayats (TPs) at the taluk level and Zilla Panchayats (ZPs) at the district level. As per the 2001 census, the total population of the State was 5.29 crore, of which the rural population constituted 3.48 crore. As of March 2011, there were 30 ZPs, 176 TPs and 5,659 GPs in the state.

The functioning as units of distict panchayat in Chitradurga, consist the PRIs also aim to promote participation of people and effective implementation of rural development programmes. The overall supervision, coordination and implementation of development schemes at taluk and district levels and preparation of the plan for the development of the district is vested with the ZPs. The declared objectives in setting up Panchayat Raj Institutions are decentralisation of powers and functions to promote democratic institutions and secure greater participation by the people in local and Government affairs. With the formation of Panchayat Raj Institutions, substantial functions of the State Government have been transferred to them. Zilla Panchayat, Chitradurga has implementing various developmental activities through Taluk/Grama Panchayats, line departments and Engineering Division.

Fund flow to PRIs

The resource base of PRIs consists of State Finance Commission (SFC) grants, Central Finance Commission (CFC) grants, State Government grants and Central Government grants for maintenance and development purposes. The fund-wise source and its custody for each tier and the fund flow arrangements in flagship schemes are given in **Fig 1**, respectively. The authorities for reporting use of funds in respect of ZPs, TPs and GPs are Chief Accounts Officer (CAO), Executive Officer (EO) and Secretary/Panchayat Development Officer (PDO) respectively,

Panchayat Raj System in Karnataka State

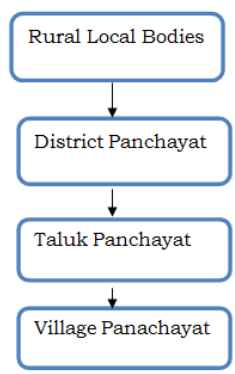

Fig: 1
Source: SFC Report, Karnataka

Organisational set-up

Zilla Panchayat (ZP), Chitradurga consists of six Taluk Panchayats (TPs) and 185 Grama Panchayats (GPs) in the district. ZP is obligated to carry out measures to promote health, safety, education, and comfort, social, economic and cultural wellbeing of the inhabitants of the district. ZP, Chitradurga, headed by Adyaksha and assisted by Upadyaksha and a team of 34 ZP elected members, MLAs, MLCs and MPs who are ex-officio members of ZP, take decisions regarding financial, social and developmental matters of the district. Panchayat Raj Institutions (PRIs) perform their functions through their Standing Committees constituted for the development purpose. The Chief Executive Officer (CEO), ZP monitors the developmental activities and schemes implemented by PRIs and through line departments.

Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

The Government of India enacted (September 2005) the National Rural Employment Guarantee Act, 2005. Chitradurga district correspondingly, the State Government formulated the Karnataka Rural Employment Guarantee Scheme. The objective of the scheme was to give effect to the legal guarantee of work by providing at least 100 days of guaranteed employment to every household whose adult members volunteer to do unskilled manual labour. The implementation of the scheme suffered due to laxity of the State Government in preparatory procedures, non-distribution of job cards and non-provision of envisaged employment to the registered households, delay in payment of wages to labourers, etc. Basic documents such as Employment Register were not maintained in many of the Taluk Panchayats test-checked. The State

Government delayed notifying the scheme guaranteeing employment and constitution of the State Employment Guarantee Council. The chitradurga District Perspective Plan for five years, Shelf of Projects and Labour Budgets for the year 2006-07 were not prepared in the test-checked Zilla Panchayats, as required. A reviewed the performance of the MGNREGA Scheme in Chitradurga district and brought out comments in the Report (PRIs) for the year ended 2006 to 2012.

Provision of employment

The chitradurga district panchayat the guidelines stipulated provision of 100 days of wage employment on demand, in a financial year to each of the registered households. The rural households were to register with the GPs concerned for issue of job card. Every adult member of a registered household whose name appeared in the job card was entitled to apply for unskilled manual work under the Scheme. It was observed that as against households provided employment, the envisaged 100 days of employment was provided to only three *per cent* households. The job cards were not issued in respect of households though applied for, thus denying benefits to the rural labourers under the Scheme.

Unemployment allowance not paid

The chitradurga district gram panchayat employment has to be providing to every registered household within 15 days of demand. The labourers were entitled for unemployment allowance at the rates prescribed in the guidelines if employment was not provided within the specified time limit. As per Progress Report submitted to GOI for 2009-10, no unemployment allowance was paid to the registered labourers during the year, though due for 3,141 days

Evolution of works

The chitradurga district panchayat evolution of Works at least 50% of the works in terms of cost shall be allotted to Grama Panchayats for execution. Based on the demand for employment from the wage seekers the Grama Panchayat Secretary shall request Programme Officer to issue letters for commencement of works. The Programme Officer shall issue letters for commencement of works to the Grama Panchayats, line departments or other recognized agencies, strictly following the order of priority indicated in the administrative sanction proceedings issued by the District Programme Coordinator. Every Grama Panchayat shall maintain a Register of Works for which commencement letters are received for the financial year.

- On receiving the commencement letter, the executing agencies shall start the work immediately.
- While executing the works, the norms under the Scheme shall be followed.

The Muster Rolls shall be supplied by the District Programme Coordinator to Programme Officer. Each Muster Roll shall be uniquely numbered. The Programme Officer will issue the duly numbered Muster Rolls to executing agencies, which shall maintain such Muster Rolls for every work. The executing departments shall also maintain a stock register of the Muster Rolls. The Muster Rolls shall be closed once a week

Table: I, Allocation and utilization of zilla panchayat chitradurga

Scheme: MGNREGA (in Rs)

Years	Revenue	Expenditure
2006-2007	1165100	852000
2007-2008	1082200	950800
2008-2009	704300	505500
2009-2010	1076700	896300
2010-2011	1131600	1011900
2011-2012	1293900	1177800
Total	6453800	5394300

Source: zilla panchayat, chitradurga

The important works taken up are following

- Water conservation and water harvesting.
- Drought proofing (including forestation and tree plantation).
- Irrigation canals, including micro and macro irrigation works.
- Provision of irrigation facility land owned by households belonging to the scheduled castes and scheduled tribe or to land of beneficiaries of land reform or that of the beneficiaries of indira awas yojana of government of India.
- Renovation of traditional water bodies including desalting of tanks.
- Land development.
- Flood control and protection work, including drainage in water legged areas.
- Rural connectivity to provide all weaker access.
- Any other work, which may be notified by the central government in consultation with the state government.]

Table: II, Physical progress achieved of the scheme (Numbers)

Years	Total no of job cord registered and issue	Total no of household demanded for employment	Total no of household provided employment	Total household completed 100day employment
2006-2007	149690	59150	43651	3700
2007-2008	157810	79750	59860	4210
2008-2009	181915	80311	78661	4890
2009-2010	269698	100508	96226	4987
2010-2011	193844	121094	118839	5396
2011-2012	288151	151881	143616	6880
Total	1241108	592694	540853	30063

Source: zilla panchayat, chitradurga

A household is the basic unit for providing employment under Mahatma Gandhi NREGA. All adult members of a household whose names appear on the job card may demand employment subject to an overall ceiling of 100 days in a financial year per household. 3700 households were provided employment during 2006-07, 4200 during 2007-08, 4890 during 2008-09, 4987 households during 2009- 10, 5396 households during 2010-11, and 6880 households during 2011-12 have been benefited so far The Act does not have a separate provision for agricultural labourers. Adult members of any registered rural household who are willing to do unskilled manual work may get employment under Mahatma Gandhi NREGA on demand subject to a ceiling of 100 days in a financial year per household. An applicant for employment under the Scheme is not provided employment within 15 days of receipt of his application seeking employment or from the date on which the employment has been sought in the case of an advance application, whichever is later, he shall be entitled to a daily unemployment allowance. The rate of unemployment allowance will be 1/4th of the wage rate for the first 30 days and ½ of the wage rate for the remaining period of the financial year.

Conclusion

The chitradurga district panchayat the guidelines stipulated provision of 100 days of wage Employment under Mahatma Gandhi NREGA is demand based. Mahatma Gandhi NREG Act provides for a legal guarantee of not less than 100 days of wage employment in a financial year to every rural household for doing unskilled manual work on demand. Mahatma Gandhi NREGA provides a supplementary means of livelihood for the rural people, primarily during their lean periods. Members of the household are free to avail other available employment opportunities in addition to the 100 days of guaranteed employment per household provided under the act on demand. Implementation of Mahatma Gandhi NREGA is done by the respective State Governments in accordance with the State Employment Guarantee Schemes formulated by them. Panchayats at district, intermediate and village level are the principal authorities for planning and implementation of these schemes.

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