

2.1 INTRODUCTION :

In Maharashtra urban sector of the state was not capable of providing employment to growing population. It resulted in additional burden of population, on the state's agriculture but agricultural production had not grown satisfactory.

Rural area of the state always suffered from grinding poverty especially landless labourers, and marginal farmers experienced acute hardship. According to National Sample Survey, roughly 7.99 million of the state's population constitutes the weaker section. Out of these 5.95 million form the landless labour, and 2.04 million form the lowest 10% cultivators. But these group did not find job opportunity throughout the year. They have always faced unemployment and under employment problem.

The EGS is one of the most important schemes devised by the Government of Maharashtra in recent years, to attack directly the problem of unemployment, and poverty in the rural areas, and arrest the flow of the rural poor to the cities.

Maharashtra is the third largest state in India, both in terms of area and population.¹ According to 1971 census, its geographical area is 307,762 sq.kms. or 9.4 percent of the total area of the country. The population of the state is 5.04 crores which form 9.2 percent of India's total population.

1 Joint Evaluation Report on Employment Guarantee Scheme of Maharashtra (April 1976 - October 1978).

Its rural population for mid 1977-78 is estimated at 3.84 crores, of which about 43 percent are estimated to be in labour force. The scheduled caste, and scheduled tribes and Budhists constitute about 18 percent of the total population of the state.

The Government of Maharashtra seems to be really worried about the unemployment situation in the state. Accordingly, besides the normal programmes embodied in the fourth plan, which provided employment opportunities to the unemployment person's, the Employment Guarantee Scheme is one of the most important scheme devised by the Government of Maharashtra.

2.2 ORIGIN OF EMPLOYMENT GUARANTEE SCHEME :

The Employment Guarantee Scheme (EGS) has its origin in the 15 point programme adopted by the state government in September 1971, for the development of the state's economy. One of the important goals of this programme was stated to be elimination of poverty, and providing gainful employment to all those who demanded it. It was estimated then that there were 5.4 million agricultural labourers in the rural areas of the state, employed in agricultural operations for not more than 4 to 4, 1/2 months during the year. The government therefore, decided that greater employment opportunities should be provided to all those persons, through a new instrument namely, the Employment Guarantee Scheme.

The scheme in its present form was evolved after many a trial and error during the past 15 years and more. Government came to the conclusion that it was possible to undertake programmes for generating employment on a large scale which at the same time would bring about development of the economic resources of the state.

In Maharashtra as early as in 1965, the state government Founder Shri V.S. Page introduced a pilot scheme, known as 'Page Scheme',² for an integrated area development programme, firstly started in Tasgaon Taluka (Visapur village) in Sangli district to test the possibility of providing productive employment opportunities, and to increase the income of rural poor, particularly landless labourers, small and marginal farmers. Further in July 1969, a pilot employment Guarantee Scheme, was started in the selected blocks, where integrated area development projects were taken up. This scheme for giving guarantee of employment was also undertaken on village basis as a pilot scheme in selected blocks. This scheme was initiated in 60 blocks in 23 districts, covering 4.70 lakh small land holders, and 2.71 lakh agricultural labour families in the state.

The Pilot Employment Guarantee Scheme have been utilised as a basis and a more comprehensive scheme was introduced throughout the state, with effect from 1st April 1972, as a part of

2 Maharashtra Employment Guarantee Scheme - Report, Avinash Godbole.

15 point programme for economic development, by providing work guarantee to rural poor people as a first step in the direction of guaranteeing manual employment to all ablebodied adults throughout rural Maharashtra. Unfortunately, soon after the programme was launched, one of the worst ever famines stalked the state.

The government could start EGS, the state had to face drought conditions, for three successive years, from 1972 to 1975, and was therefore, compelled to utilise all its energies towards mitigation of the sufferings of the people affected by the drought conditions.

The two consecutive years 1972-73 and 1973-74, witnessed failure of the monsoon and consequently agricultural operations in the state came to a stand still.³ It was, therefore, urgently necessary for the government to undertake, on a large scale, relief work to provide work to the rural people. The EGS was virtually suspended and its place was taken by famine relief works.

In Maharashtra the drought affected years (1972-74) had given impetus to rural works, like road, nala bundings, percolation tanks, constructions etc. State government had continued the scarcity work programme under Employment Guarantee Scheme till December 1974, and had spent Rs.13 crores on this work.

3 Employment Guarantee Scheme, Vasant Deshpande, p.14.

The EGS has undergone significant changes since its inception in 1972. As embodied in the Act 1977 which was brought into force on 1st October, 1978 several changes were introduced which made the scheme more effective.

The difficulties in the implementation of Employment Guarantee Scheme were brought to the surface from the year December, 1974, and the state government, after a careful review of the progress of the scheme, continued the works, under EGS programme from 20th December, 1974.

The EGS was introduced as a first step in the direction of the recognition of the citizen's right to work and the responsibility of the government to provide employment to all those who sought it. At the same time, the government emphasized that it desired to provide employment, not just for the sake of providing a gainful employment. It wanted to treat human labour as an important capital asset with the help of which it would create more capital assets. Thus, the twin objectives of the EGS were employment and growth. The creation of capital assets, and redistribution of income through provision of gainful employment to the unemployed or underemployed, were the important objectives of the scheme as it was envisaged in 1974. The government accepted the obligation to provide work within 15 days after the demand for work, was received. In 1975, government decided to finance the scheme from a special fund; and for that, special taxes and levies were imposed.

Important Features of EGS :

The EGS was introduced as a first step in the direction of the recognition of the citizens right to work and the responsibility of the government to provide full employment to those who sought it.

The government had undertaken to provide employment at places within the district, operationally it was to be effective as far as possible at the 'Panchayat Samiti' level. The government accepted the responsibility of providing work as far as possible, within a radius of 5 kilometers of the village of residence of the worker.

The government showed awareness of this by emphasizing the need to undertake productive works under the scheme. The EGS required the Collector to keep ready (blue prints) which meant a list of all possible development projects in the district. The list of productive works has been continuously expanding.

The list of works now includes a large number of works, and is ever increasing, important among them are minor-irrigation, soil conservation, land development, nala bunding, water-logging, distributing channels, afforestation, water drainage scheme, percolation tank, etc. All these were deemed as productive and therefore, fit for being included in the Employment Guarantee Scheme. The controversy arose about the construction of roads and similar works. These were not regarded as productive.⁴

4 Employment Guarantee Scheme, Vasant Deshpande, p.16.

It was essential that certain conditions were complied with prior to the commencement of work under the EGS. It was thus decided that no work would start unless :-

- A) The full requirements of labour for various farm operations and other allied activities in the rural areas were met.
- B) Labour was deployed to the existing plan, or non-plan construction works within the Panchayat Samiti area.
- C) Full employment potential of existing works in progress or incomplete, productive works was exhausted.
- D) Work under the scheme could be commenced only if 50 or more persons placed their demand for work. If the number of the labourers was less than 50, they were to be absorbed in works already in progress.

Wages were to be paid every week and according to the quality and the quantity of the work done without discrimination of sex, so that a person working for on an average, 7 hours a day was to receive minimum Rs.3/- per day in the initial period when the scheme was started (now Rs.12/- per day from 1st May 1988).

The government had made it clear that it would do its utmost to see that there would be no shortage of funds under any circumstances. A special tax was imposed on the urban population for raising funds to meet the expenses under the Employment Guarantee Scheme.

Committee Reports :

One of the significant decisions of the government was to appoint a committee consisting of Members of the Legislative Assembly, to monitor on a long term continuous basis, the implementation of the scheme. This committee has been submitting its reports from time to time, since its appointment on 13th August, 1975. Then till June 1978, seven reports were submitted, which suggests that the committee was attending to the problem fairly regularly. It may be useful to study in brief the findings and recommendations contained in these reports.⁵

District Development Plans :

The committee found that in many districts the EGS was undertaken without proper preparation of 'blue prints' which were to contain development plans for the region. The committee appeared to remain content with the provision of the technical staff to prepare 'blue prints' as if the blue prints would miraculously solve all the problems of the region. The committee had given some thoughts - i) to examine the blue prints wherever available in order to find out, if such blue prints, were properly prepared, and ii) to suggest some guidelines and principles for preparing blue prints, which would really bring about economic and social development of different regions.

5 Ibid., p.18.

If the individual departments are left to themselves to prepare development projects, according to their departmental, perspective, the scheme may succeed in generating employment and in creating durable assets, but it may not succeed in achieving the optimal combination of such different schemes with the result that there would be a good deal of wastage of resources. The work that would be done under the EGS would thus not be in the interest of proper economic development of the district.

The district plans, mentioned above prepared at present do not take into account the problems and needs at the taluka level. The taluka level committee had no co-ordinated view of the surveys and investigation needed or the ones already in progress. 'Taluka level planning', is a new concept and therefore, requires a great deal of careful thought. In many drought prone areas, the officials seemed convinced that there was really no significant scope for development. As such, all that they could think was of road construction and metal breaking. However, there are persons, who believe that there is ample scope in such areas for projects, which would help regions not only to face famines in the future successfully, but also to increase the production and provide opportunities of productive work on a permanent basis, if plans for such projects are carefully and properly prepared.

2.3 OBJECTIVES OF THE EMPLOYMENT GUARANTEE SCHEME :

The aim of the EGS is to provide gainful and productive employment, gainful to the individual and productive to the economy, in approved works to all unskilled persons in the rural areas, including the areas of 'C' class Municipal Council, who need work and are prepared to do manual labour, but are unable to find it on their own. The participant has no choice of type of work or its location.⁶

The Employment Guarantee Scheme was designed to achieve the following objectives :-

- 1) To provide gainful and productive employment to all able bodied persons.
- 2) To provide the work within 15 days of the receipt of notice of demand for work.
- 3) To ensure that the labour is deployed to the extent possible on existing construction activities in the area, and agricultural operations are not adversely affected.
- 4) To have the wages linked with quality and quantity of output of work.
- 5) To design the scheme on the basis of blue prints of productive works which could create community assets prepared for each Panchayat Samiti.

6 Joint Evaluation Report on EGS of Maharashtra, Oct. 1977.

- 6) To finance the scheme through a separate fund called Employment Guarantee Fund.
- 7) To undertake the works having the cost of unskilled element of more than 60% of the total cost to be invariably executed departmentally.
- 8) To plan for the identification of EGS works into sectoral plans as well as with local district plans, release and utilisation of funds, progress reporting and review.

Other Objectives of the EGS :

(1) Work to all :

The EGS works provide gainful and productive employment to workers, work to every one who demand it, and wages according to work is the prime motto of this scheme.

(2) Durable Community Assets :

This is an important objective of the scheme. It lays down that the works undertaken should result in production of durable community assets in each area. The works relating to minor irrigation, soil conservation, land development, road development, plantation of trees along canal and road sides, are some illustrations of such productive works.

Conditions of Employment Guarantee :

- 1) The guarantee of work is given at district level although work is provided operationally at Panchayat Samiti level.

- 2) The guarantee of work is restricted to unskilled manual work and participants have no choice of the work, or location. They will have to accept work, which may be allocated to them.
- 3) The scheme was not activated where employment potential was available on plan, or non-plan works in progress and guarantee could be fulfilled by utilising the same.
- 4) The guarantee extends only to adult men and women, over 18 years of age, normally residing in villages and 'C' class municipal areas. In exceptional cases where there is no adult earning member in a family, minor of the age between 15 and 18 shall be given work under EGS and shall be paid according to the quantum of work.⁷

2.4 EARLY PROGRESS OF EMPLOYMENT GUARANTEE SCHEME :

Only labour intensive works of productive nature are permitted under the scheme, which create durable community assets. In EGS the major type of such works are taken like percolation tanks, soil conservation, medium and minor irrigation projects, afforestation and nala banding etc. To start a new work under EGS, 50 persons are required for employment.

The employment Guarantee Scheme is in progress since 1st May 1972. The total expenditure incurred under the EGS since its inception till the end of March 1985 was at Rs.1041.19

7 Annual Plan 1982-83, Planning Department, Government Maharashtra.



crores. As a result of this expenditure Rs.151.94 crores, mandays of employment have been generated.

Administratively, the Maharashtra State is divided into 30 districts spread over four administrative divisions with headquarters at Bombay, Pune, Aurangabad and Nagpur, state headquarter located at Bombay.

Employment situation in Maharashtra :

The Scarcity Relief Programme 1970-73 :

This programme was undertaken to meet several scarcity and drought conditions which had overtaken the state, during 1971-74. In the year 1973-74 an expenditure of the order of Rs.14.19 crores, was incurred providing Rs.47.8 crore mandays of employment on scarcity relief works, such as soil conservation, nala banding, afforestation, percolation tanks etc.

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Crash Scheme for Rural Employment (1971-74) :

The crash scheme for a rural employment was initiated in the year 1971-72 by the Government of India in all the districts of the country, and remained in operation till the year 1973-74 with the following objectives :-

- 1) The direct generation of employment in all the districts of projects which were essentially labour intensive.
- 2) The production of assets of a durable nature in consonance with local development plans.

The scheme was so designed as to generate on an average 2.5 lakhs mandays of employment in every district. During the period of three years (1971-74) the amount spent in Maharashtra was of the order of Rs.7.70 crores, which resulted in the creation of employment to the extent of 2.02 crores mandays.

Village Employment Scheme (1972-73) :

It was a non-plan scheme of the state government which was started as part of the 15 points programme, to provide gainful employment to individuals and to community, on preferably productive work, for unskilled persons in the rural areas. This scheme was to be implemented only when no work was available under the Employment Guarantee Scheme, or any other scheme work. In 1976-77 an expenditure of Rs.74.04 lakhs was incurred for providing employment to 2.95 lakh persons.

Employment Guarantee Scheme :

The EGS may be said to have been borne out of the travails that the state government ~~want~~ faced through during the three consecutive years of scarcity, 1971-72 to 1973-74. It is estimated that the average wage bill per day amounted, to nearly Rs.1.75 crore's between 1st January to 16th June 1973. The drought relief scheme proved to be an employment scheme.

The Government of Maharashtra adopted in September 1971, a 15 point programme for accelerating the pace of economic advance

of the weaker section of the community. Employment Guarantee Scheme (EGS) was launched in May 1972, but in view of the enormous programme of scarcity relief which was under way till 1974.

The State Assembly approved in December 1974, the Government Resolution reiterating its recognition to the 'right to work' having regard to the directive principles as enshrined in the constitution of India.

In order to raise resources for the implementation of the EGS, the state government levied in their budget, for the year 1975-76 special taxes as under :-

- 1) Taxes on professions, trades, callings and employment.
- 2) Additional tax on sales tax.
- 3) Additional tax on motor vehicles.
- 4) Special assessment of irrigated agricultural land.
- 5) Surcharge on land revenue and
- 6) Tax on non-residential urban lands and buildings under Educational Cess Act.

The EGS came into effect in the entire state in May 1972. First two years operation of the EGS was suspended in performance of EGS (1972-75) several districts of the state where scarcity was declared.

Following table shows performance of the EGS during 1972 to November 1975.

TABLE 2.1 : Performance of the EGS (1972-75).

(unit lakhs)

Sr. No.	Item	1972-73	1973-74	1974-75	1975-76 (upto Nov 75)
1	Number of employment seekers registered	15	21	NA	NA
2	Number of mandays of employment required for seekers in above for 310 days	4650	6510	NA	NA
3	Number of mandays for which employment is required under EGS Survey Finding	.	1430	-	-
4	Number of mandays actually generated under EGS	45	51	481	521
5	Number of mandays of employment provided under scarcity relief	4650	4960	NA	NA

NA : Not Available

SOURCE : Joint Evaluation Report on EGS of Maharashtra, 1977.

The Table 2.1 given above shows that the number of mandays actually generated under the EGS increased substantially during 1972-75. However, it also shows that, the actual employment provided in terms of mandays fell short of the required number of mandays employment.

Expenditure on EGS (1974-75) :

The following table shows the districtwise expenditure on EGS during 1974-75.

TABLE 2.2 : Districtwise expenditure and mandays of employment under EGS in 1974-75.

(figs.in lakhs)

Sr. No.	District	Expenditure	Man-days	Labourers	Marginal farmers	Total	Total rural population
1	Thana	60.68	20.47	1.80	0.65	2.45	14.55
2	Kulaba	2.66	2.13	0.85	0.93	1.78	11.10
3	Ratnagiri	17.96	6.69	0.77	1.87	2.64	18.23
4	Nasik	72.14	24.68	2.66	0.40	3.06	16.91
5	Dhulia	25.03	8.02	2.61	0.18	2.79	13.14
6	Jalgaon	8.49	1.67	3.55	0.42	3.97	16.21
7	Poona	11.59	4.93	1.44	0.80	2.24	18.48
8	Ahmednagar	198.47	67.16	2.45	0.44	2.89	20.18
9	Satara	40.05	16.20	0.99	1.10	2.09	15.00
10	Sangli	55.44	21.37	1.01	0.73	1.74	12.53
11	Solapur	234.80	88.36	2.49	0.29	2.78	16.37
12	Kolhapur	13.98	4.83	1.11	1.35	2.46	16.08
13	Aurangabad	45.81	14.59	2.59	0.20	2.79	16.42
14	Parabhani	19.92	5.11	2.50	0.13	2.63	12.65
15	Bhir	49.30	14.69	1.67	0.16	1.83	11.37
16	Nanded	19.21	7.81	2.01	0.20	2.21	11.70
17	Osmanabad	106.91	43.43	2.66	0.13	2.79	16.60
18	Buldhana	83.99	30.16	2.74	0.25	2.99	10.41
19	Akola	28.21	10.46	3.41	0.34	3.75	11.17
20	Yeotmal	33.61	11.22	3.48	0.05	3.53	12.30
21	Wardha	1.64	0.40	1.56	0.07	1.63	5.88
22	Amravati	19.60	6.72	3.41	0.34	3.75	11.17
23	Nagpur	36.77	13.54	1.94	0.15	2.09	8.87
24	Bhandara	153.19	45.82	1.87	0.85	2.72	14.05
25	Chanda	32.07	10.04	3.34	0.48	3.82	14.73
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Total		1371.52	480.50	54.91	12.51	67.42	346.20

SOURCE : Joint Evaluation Report on EGS of Maharashtra, October 1977, p.81.

The Table 2.2 above shows that in Maharashtra EGS programme was carried out in 25 districts. The expenditure on EGS in Solapur district was highest and expenditure on EGS in Wardha district was lowest. Similarly highest number of labour were given job under EGS in Jalgaon district, while the lowest number of labour in Kulaba district.. It can also be seen that highest number of farmers given employment under the schemes belonged to Ratnagiri district while the lowest belonged to Yeotmal district.

It can therefore be concluded from the above that all over the state EGS was very effectively implemented.

The following table gives details of average wages per manday.

TABLE 2.3 : Average wages per manday.

Sr. No.	Year	Per mandays average wages (Rs.)
1	1976-77	2.88
2	1977-78	3.25
3	1978-79	3.61
4	1979-80	4.67
5	1980-81	5.40
6	1981-82	6.50
7	1982-83	7.11

SOURCE : Lokrajya - 10 Nov., 1983 p.20, EGS Programme written by Shri P.K.Sawant.

The above figures show that the average wages per manday have increased every year.

Attendance :

The following table shows the attendance on EGS work, their monthly average, maximum and minimum attendance.

TABLE 2.4 : Monthly maximum, minimum and average attendance of workers on EGS works.

(Fig.in lakhs)

Sr. No.	Year	Monthly maximum attendance	Monthly minimum workers attendance	Monthly working average attendance
1	1975-76	5.33	1.90	3.31
2	1976-77	7.16	2.94	4.61
3	1977-78	6.20	2.32	3.91
4	1978-79	8.94	3.55	5.45
5	1979-80	9.56	4.43	6.84
6	1980-81	9.20	2.96	5.70
7	1981-82	9.06	2.91	5.20
8	1982-83	7.28	3.51	4.68

SOURCE : Lokrajya, Nov., 1983, p.28 - EGS programme written by Shri Ganesh Dudhagaonkar (Former EGS State Minister).

It can be seen from the above table that the monthly maximum attendance was highest in 1979-80 while the monthly minimum attendance was lowest in 1975-76. The monthly average

attendance was also highest in 1979-80.

Under EGS 124,568 works were sanctioned of which 80,682 works were completed till March 1983. The categorywise data regarding the sanction of work and the completion of the same have been given in the following table.

TABLE 2.5 : EGS works from 1972 to March 1983.

Kind of works	Number of sanctioned works	Number of completed works	% Acheive
Minor irrigation project	3,243	2,364	72.90
Medium irrigation project	660	342	51.82
Small irrigation tank	2,046	1,064	52.00
Percolation tank	8,112	3,392	41.81
Other minor irrigation works	3,492	2,130	61.00
Soil conservation works	71,762	55,170	76.88
Land development works	14,195	8,744	61.60
Plantation and Afforestation	5,979	2,160	36.13
Road works	14,115	4,841	34.30
Other works	964	475	49.27
Total	124,568	80,682	64.75

SOURCE : Lokarajya, November 1983 - Written by Shri Ganesh Dudhagaonkar (Former EGS State Minister).

The figures given in the last column of the above table indicate that about 65% of the sanctioned works have been completed actually during 1972 and 1983. The achievements in terms of percentage of completed works to the sanctioned works show that the minor irrigation works were complied with to the extent of about 73% while the lowest achievement is seen in case of construction of roads.

The following table 2.6 shows the progress of EGS in terms of expenditure incurred and the mandays of employment generated.

TABLE 2.6 : Progress of EGS.

Sr. No.	Year	Budget provision Rs.crores	Expenditure Rs.crores	Mandays of employment crores
1	1972-73	2.23	1.88	00.45
2	1973-74	3.71	1.89	00.51
3	1974-75	15.00	13.72	04.81
4	1975-76	30.00	34.61	10.95
5	1976-77	50.00	51.10	13.32
6	1977-78	55.00	51.54	11.53
7	1978-79	70.63	74.17	16.35
8	1979-80	100.00	109.23	20.54
9	1980-81	110.90	122.12	17.15
10	1981-82	116.00	126.17	15.60
11	1982-83	125.00	130.00	12.80
12	1983-84	75.00	91.14	09.49
(till Sept.1983)				
Total		753.47	807.57	133.50

SOURCE : Annual Plan, Government of Maharashtra Planning Department, 1984-85, p.40.

It can be seen from the above table that there has been a consistent rise in the expenditure incurred upto 1982-83. Similarly, the overall rise in the mandays of employment generated has also been significant over the period.

2.5 PRESENT POSITION OF EGS :

Only productive works that is works which directly or indirectly contribute to the increase of production, or the absence of which inhibits the increase of production, were permitted to be taken up under the scheme. Such works that go to create durable assets are medium and minor irrigation, soil conservation, land development, nala bunding, drains and distribution channels, road works in hilly and inaccessible areas, and other productive works useful for promoting agriculture etc.

The schedule of rates had been so designed that an average person working diligently for seven hours a day, should be able to earn wages normally equal to the minimum wage for agricultural labourer in the lowest zone in the state.

Wage Policy :

The wages on EGS were paid according the quantum of work done by the labourer on each day. An elaborate list of the types of works involved in different projects drawn up

and schedule of rates was designed in such a way that wages would be equal to the wages received by a worker working with average efficiency for a period of seven hours. The wage rates prescribed under the scheme, are subjected to revision every year. Payment of wages are made on a weekly basis, and on or before bazaar day. Now from May 1988 - wages are revised and fixed to be minimum Rs.12/- and maximum Rs.18/- per day per worker. It is paid in terms of wheat or jowar, supplied under the Food for Work Programme.

Provision of facilities :

Under the EGS the various facilities were promised, to the workers, in the original EGS. However, most of them were not provided. Committee made suggestions from time to time for a better and more meaningful implementation of the EGS. Some facilities are promised by the state government and provided to the workers. These facilities are as under :-

- 1) Drinking water - If work is at a long distance from a village, potable water is provided according to the needs of the labour.
- 2) First-aid-facilities - If any person injury is caused to any person employed under EGS, by accident arising out of and in the course of his duty he is entitled to free medical treatment and hospitalisation, if necessary and during this course he will also be entitled to receive payment at the rate of Rs.1.50 per day for the purpose of primary aid.¹⁰

- 3) Care of children of Women workers - Women engaged in EGS having children aged upto 3 years and brought on work sites, are looked after by appointing an old lady and for care of the child, the clothes for creches are provided in separate compartment in temporary sheds.
- 4) Unemployment allowance : Person who registers his name under the scheme and who has given and latter asking for employment is entitled to receive unemployment allowance at the rate of Rs.1/- per day.

Works programme under EGS :

The district collector is in overall charge of the scheme. He accords sanction to the new works suggested by the District Planning and Development Councils and is empowered to sanction works costing upto Rs.10/- lakhs. If any work costing more than this limit, is to be undertaken then the collector has to obtain prior approval of the government. Only works which are technically feasible and financially viable are taken up under the EGS. At the site of the works, drinking water, sanitary arrangements, medical help, are provided, whenever the site is beyond 5 kms from the village.

Organisational set-up :

EGS is executed by three tier administrative set up. For effective supervision, planning, direction, control and

evaluation, committees are set up at the State, District, Panchayat Samiti Taluka level etc.¹¹

At the state level, the department of planning is in overall charge of the programme, the collector at the district level and the Tahsildar at the Panchayat Samiti (Taluka) level. The Tahsildar has also been assigned the function of assessment of the demand for employment.

The works programme is executed invariably departmentally, and the works are implemented through agencies of several government departments such as Soil Conservation, P.W.D., Irrigation Department, Social Forestry Department, B and C. Department etc. Supporting administrative staff has been provided at the District as well as at the Panchayat Samiti level to help them in the performance of the functions assigned to them.

Some programme for Employment :

- (1) Rural Landless Employment Guarantee Programme (RLEGP)
(1983-84) :

During the year 1983-84, the Government of India launched a national programme, called 'Rural Landless Employment Guarantee Programme'.

11 Yojana - 26th January, 1979; Article - Maharashtra EGS, A.Godbole.

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The main objectives of the programme :

- 1) To improve and expand employment opportunities for the rural landless with view to provide guarantee of employment to atleast one member of every landless labour household upto 100 days in a year.
- 2) To create durable assets for strengthening the rural infrastructure, which will lead to rapid growth of rural economy.

(2) National Rural Employment Programme (N.R.E.P.) :

The government of India have introduced on 50% matching basis, a programme styled as the National Rural Employment Programme, (N.R.E.P.) in place of the former food for works programme. In Maharashtra since under the Maharashtra EGS Act, 1977, employment generation and creation of durable assets is in rural areas. The N.R.E.P. was used as an additive to Employment Guarantee Scheme. It is decided to delink NREP from EGS with effect from April 1982.

Works - 10% of the this fund, shall be reserved for social forestry, and other 10% for programmes undertaken for direct benefit of S.C. and S.T.

List of Works :

Afforestation and social forestry on government and community lands, including lands belonging to local bodies

like panchayats etc. road side plantation, and plantation along canal banks, plantation of trees in the forest areas. Other Works - Drinking water, wells, group housing for S.C. and S.T., construction of village tanks, and repairing. Internal village roads, gutters, school and Balwadi buildings, Panchayat House, Community toilets etc.

Government of India have allotted an assistance of Rs.14.20 crores for this (NREP) programme during 1981-82 with equal matching assistance from the state government. The total out lay works out Rs.28.40 crores. But expenditure on items Rs.32 crores, and mandays of employment generated will be about Rs.4.75 crores.¹³

Pattern of Expenditure on EGS :

The pattern of expenditure incurred under the EGS during 1980-81 to 1983-84 is given in the Table 2.7.

TABLE 2.7 : Financial expenditure performa from 1980 to 1984 on EGS works.

Category of work	Percentage of expenditure during			
	1980-81	1981-82	1982-83	1983-84
1 Irrigation	33.9	36.7	37.1	38.1
2 Soil conservation and land development	27.8	25.7	22.2	16.0
3 Afforestation	4.1	6.1	5.7	6.3
4 Roads	18.4	23.7	29.5	36.1
5 Other works and other expenditure	15.8	7.8	5.5	3.5
<u>TOTAL</u>	100.0	100.0	100.0	100.0

SOURCE : Seventh Five Year Plans and Five Year Plans - Planning Department Government of Maharashtra.

13 Annual Plan, Govt. of Maharashtra 1984-85.

Nearly two-thirds expenditure has been incurred on soil conservation and irrigation measures. Expenditure on irrigation works has continuously increased and expenditure on soil conservation and land development has decreased. And expenditure on roads, has rapidly increased as seen in above table.

Year-wise - Monthwise labour attendance :

The yearwise and monthwise labour attendance under EGS during last 5 years is given in Table 2.8.

TABLE 2.8 : Month and yearwise, number of labour attendance on EGS works.

Months	(Figs.in lakhs)				
	1980-81	1981-82	1982-83	1983-84	1984-85
April	9.20	9.06	5.70	7.71	6.07
May	8.62	8.23	4.54	8.14	6.23
June	5.86	6.16	4.02	8.03	5.99
July	3.94	4.80	3.51	6.48	5.26
August	3.51	4.42	3.94	4.38	4.73
September	3.48	3.82	4.47	3.21	6.01
October	3.06	3.34	3.71	2.82	4.59
November	3.49	2.91	4.57	2.91	4.75
December	4.80	4.23	4.93	4.72	5.90
January	6.45	4.89	4.97	5.61	6.16
February	7.26	5.00	5.56	6.30	7.98
March	8.75	5.56	7.28	5.95	7.58

SOURCE : Seventh Five Year Plan (1985-90) Part I, Planning Department, Government of Maharashtra.

Above table shows that labour attendance is very high in April 1980, and low in November 1981, and November 1983 also.

Under the EGS in all 156,309 different types of works were sanctioned, under the EGS since its commencement till - December, 1984, out of these 106,260 works were completed.

2.6 SOME STUDIES ON EGS :

EGS started in Maharashtra, for solving the problems of unemployment and poverty in the rural areas. Shri Vasant Deshpande in his study on " Employment Guarantee Scheme : Impact on poverty and Bondage Among Tribals," has shown how the scheme is useful. He has also traced the progress of the scheme, and put forward suggestions for effective implementation of EGS. He has also studied the impact of EGS on the workers, and there economic conditions.

Shri Avinash Godbole (Sr. Correspondent, Bombay) studied Maharashtra's Employment Guarantee Scheme and prepared article published in Yojana. Shri Godbole put forward, history and progress of EGS, Nature of the Scheme, aims and objectives of the scheme, organisational setup, used in EGS works programme, under the scheme, and some suggestions, for improvement the scheme. Shri P.K.Sawant (Member of Maharashtra, Employment Guarantee Scheme) published an article in Lokarajya. He has given some very useful suggestions for the improvement in the implementation of the scheme.

2.7 CONCLUSION :

Thus, in this chapter we have seen the origin, and early progress of the Employment Guarantee Scheme in Maharashtra. A brief reference to some studies has also been made for noting the major conclusions.