

CHAPTER - II

THE RATIONALE OF THE CONCEPT OF
EMPLOYMENT GUARANTEE SCHEME



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The Employment Guarantee Scheme is first of its kind as an anti-poverty programme in Maharashtra. This chapter tries to explain the rationale, origin, and essential characteristics of the scheme.

2.1 The Rationale :

India is a developing country of mixed economy. While considering its main characteristics such as population growth, low productivity of agriculture and chronic unemployment, the development strategy of all the five year plans rightly emphasised on establishment of the self sufficiency in agriculture and industrialisation in both urban and rural areas. Accordingly, the efforts are being made to achieve the twin objective of growth with stability.

It can be broadly said that, the growth objective particularly, in agricultural sector was achieved during the decade 1960-70 which showed the signs of the Green revolution and modernisation of agriculture. The planners realised that, although the objective of agricultural self sufficiency was achieved to considerable extent through New Strategy of Agricultural Development, the other problems of rural unemployment and the inequality of incomes are still unresolved. On the

contrary, these problems took very serious turn in the name of poverty of masses. This was because of the fact that, "Growth is not equitably reaching the poor and the poor are not significantly contributory the growth"¹. In view of this, the Fourth Five Year Plan emphasised the Strategy of Removal of Poverty and 'Garibi Hatao' was slogan. It implies that, the poor must be the main producer. In the context of rural economy, the "Poor" means the large section of the land-less people and agricultural labourers and rural artizens, which constitute the army of the unemployed masses. The rural development programmes such as small Farmers Development Agencies (S.F.D.A.) and Marginal Farmers and Agricultural Labourers (M.F.A.L.) Antyoday Scheme. National Rural Employment Programme (N.R.E.P.) crash scheme and Drought Prone Area Programme (D.P.A.P.) Integreted Area Development Scheme (I.A.D.S.) etc. were being implemented for the development of the weaker section of the society. In fact, these programmes are half-hazard in nature and these were very inadequate to provide rural employment to the masses. Particularly, these efforts failed at the time of drought conditions. The Employment Guarantee Scheme is a novel anti-poverty programme which has the statutory obligations of the Government to provide gainful employment to all those who demand it. Failing to which, the officer of the Government will amount to dereliction of duty. But it is made clear that, it does not involve legal remedy for payment of compensation infavour of

the Seeker of the job. Thus, the EGS is only scheme which is framed to give the guaranteed works for fulfilment of the right to work having regard to directive Principle as stated in the Article 41, of the constitution of India.

EGS is the only scheme which is being accepted by all the Political parties and bureaucracy of the Government. It is because of its statutory and constitutional sanctity that "The Scheme should succeeded the fullest extent and that under no circumstances should it be scuttled down on account of either administrative inefficiency, paucity of funds, political controversy or apathy on the part of social workers."² On the basis of its statutory recognition, it is emphasised that the financial resources for implementation of EGS should be raised, through special taxation measures to be imposed on all sectors of the economy that are able to pay i.e. areas of the irrigated land, organised industry, gainful profession, urban immovable non-residential property, unearned income etc. This proposal was of special taxation measures was unanimously passed during the budget session in 1974-75. This was the only measure which was unanimously passed in the both houses. To give statutory recognition, the Maharashtra Employment Guarantee Act of 1977 was passed by the Maharashtra Legislative and it came into force on 26th January 1979. While stating the rationale of the concepts of EGS Mr. V. S. Page the Pioneer of the scheme says, "Right to work strictly speaking is not a scheme it is directive principle of the State Policy." When it is accepted

by Government for implementation, the Principle becomes a policy and when actual operation is to start, scheme has to be prepared. Thus, it is a principle and policy of a programme. It can assume various forms and shapes." ³

2.2 The beginning of the scheme :

The origin of the EGS can be traced from the experiment of the programme known as Integrated Area Development Scheme (I.A.D.S.) which was undertaken by Government of Maharashtra in 1965. This was supplementary plan of action on experimental basis for the development of small farmers and landless labourers in rural areas in selected blocks in Maharashtra. This Pilot Scheme was followed by another Pilot EGS in 1969. It was started in 50 blocks, in 23 district of the state covering 4.70 lakh small farmers 2.71 lakh land less families. In 1972 the scheme was extended the whole of Maharashtra. The Maharashtra State Legistative Assembly passed unanimous resolution on the Employment Guarantee Scheme on December 20, 1974 and Maharashtra Employment Guarantee Act (1977) came into force on 26 January 1979. A Fundamental Premise of EGS, launched in May 1972, with Statutory Status in January 1979 is

- (a) gainful and productive employment, gainful to the individual and productive to the economy, in approved works to all unskilled persons in rural areas who need work and are prepared to do manual work but cannot find it either on farm of allied.

operations in the rural area of on the normal plan/nonplan works implemented by the Government departments, the Zilla Parishads, the Panchayat Samities and the Gram Panchayats.

- (b) Only productive works which result in the creation of durable community assets. The works relating to minor irrigation, soil conservation, land development inhilly and inaccessible areas. Plantation of trees along canal and roadsides are some illustrations of such productive works.
- (c) Works having the cost of unskilled element of more than 60 per cent of the total cost are permitted and have to be invariably executed departmentally (and not through any contractor) by various implementing agencies of the Government and Zilla Parishads.

2.3 The essentials of the schemes :

- (1) Its starts from the bottom having the direct connection between unemployment and poverty of the masses.
- (2) Once the Government recognise the right to works through EGS, the Scheme gets an elements of universality.
- (3) The wages must strictly being linked up with quality and quantity of the work.

- (4) Wages should be equal to minimum agricultural labourers wages. It is carefully observed that, the programme should not result in attraction labour from agriculture.
- (5) All the works under EGS must be productive and they must creates assets.
- (6) The system of contractory is totally vanished.
- (7) There should be equal works and equal wages for male and women.
- (8) They should be functional linkage of wages between quality and quantity of works.

2.4 The nature of Guarantee given by the Employment Guarantee Scheme Act.

Guarantee given by the Act is not absolute. The right to work is recognised as Government's obligations, but if the circumstances donot make available the works to the people it isnot legal binding that Government must give some compensation like unemployment allowns. The guarantee of the works is given under following conditions.

- (1) The guarantee of works operates only in rural area. It does not extend to the areas covered by muncipal councils and corporation. To this general rule there is an exception of workers in 'C', class muncipal areas, they are also eligible to get work under the scheme.

- (2) The guarantee is restricted to providing only unskilled manual work and not any other kind of work.
- (3) The guarantee to work extends only to adults, that is men and women over 18 years of age. But a minor of 15 years and over in a family in which there is no adult earning member is also entitled to get work under the provisions of the Act and to be paid according to the quantum of his work output.
- (4) Those who seek employment under the provisions of the Act of the MEG have no choice of work. They have to accept work which may be offered to them.
- (5) Those who seek employment under the provisions of the Act, may also have no choice about the place of work. Although, work will normally be given within the Panchayat Samiti Area, the guarantee is providing work any where in the district of the person who wants to exercise his right to work under the provisions of MEG Act.
- (6) While providing guarantee of work, it would be seen that the EGS does not adversely affect agricultural operations and production and that the scheme would be available on plan and non-plan works in progress.

- (7) The said guarantee operates only in rural areas and 'C' class municipal areas. It is restricted to only unskilled manual work. It extends only to adult men and women over 18 years of age.

2.5 Nature and scope of the EGS works to be undertaken :

According to scheme every adult in rural area is entitled to demand work and if the State Government is unable to provide him with unemployment within 15 days of his demand, he/she is entitled to receive from the employment guarantee fund and unemployment allowance of not less than Re. 1 per day. The work under taken under EGS are of the following nature.

- (1) Minor irrigation works such as percolation and storage tanks.
- (2) Deepening of community wells, soil conservation and land development works including contour bunding, terracing, nala bunding and water draining.
- (3) Distributory canals and field channels.
- (4) Desilting of tanks and water drainage work and removal of salinity of soil.
- (5) Trenches and Afforestation.
- (6) Labour intensive parts of Khar Land Development and Flood Control Work.

- (7) Manufacturing of Kachcha bricks and tiles and cutting of laterite stones for house construction undertaken under the 20 - point programme.
- (8) Comprehensive land development programme.
- (9) Road works in hilly areas and where other productive works are not available.
- (10) Labour intensive part component of water supply and drainage works in 'C' class municipal area.

2.6 Wage Policy :

The wages are linked with the quality and quantity of works output of the labourers. A uniform schedule of rates of wages for all types of works taken up under the scheme has been devised. The rates are so fixed that an average person working seven hours a day should get wages equal to the minimum wages provided for agricultural labourer in the lowest zone in the state. This has been done to ensure that works under the scheme do not affect agricultural operations in that area by attracting agricultural labourers. Facilities like potable drinking water, creches, first aid etc. are provided at work sites. Ex-gratia payment is paid in case of disablement or death of a labourer working at the site of the EGS work.

The wages are paid every week according to the quality and quantity of the works without discrimination of sex so that

a person working for an average seven hours a day will get Rs. 5 per day. The local authority was given the liberty to decide the hours of works according to the climatic condition. It was for the stipulated that the method of calculating wages should be experiment to the workers and the rates displayed at the work site.

2.7 Administrative Machinery of the EGS :

According to EGS Act 1977, there is state level EGS committee consisting of nearly 25 members of both the houses i.e. Vidhan Sabha and Vidhan Parishad in Maharashtra. The state level committee is supposed to give proper guidelines to implement the scheme more effectively on the basis of frequent visits to the works sites. The EGS scheme is being administered by the Secretary of the planning department at Bombay which has independent EGS section at Mantralaya, Bombay. At the regional level, the divisional commissioner is an authority to implement the scheme. At the district level the executive power is given to district collector. The district EGS committee consists of the M.L.A. and M.L.C. of the district and collector is its member secretary. At taluka level, there is Panchayat EGS committee which consists of the respective M.L.A. and elected members of Panchayat Samiti. The Tahsildar is ex-office Secretary of the taluka level committee.

2.8 Work Agencies :

The different EGS works are being implemented by Executive Engineer of different departments such as Minor Irrigation, P.W.D., Zilla Parishad, Canal Works, like Ujani dam, under the administrative control of the district collector.

2.9 EGS Fund :

Regarding the funds of the EGS Scheme the Government has made it clear that will not be shortage of funds and financial commitment will be fulfil through Fiscal measures. Accordingly a special taxes are impose on the urban population to made the expense under EGS. The following Table No. 2.1 shows budget provision and expenditure under EGS.

E.G.S. Fund Table No. 2.1

Budget Provision and Expenditure Under EGS

Year	Budget provision (Rs. in Crore)	Expenditure (Rs. in Crore)
1972-73	2.23	1.88
1973-74	3.71	1.89
1974-75	15.00	13.72
1975-76	30.00	34.61
1976-77	50.00	50.10
1977-78	55.00	51.54
1978-79	70.63	74.17
1979-80	100.40	109.23
1980-81	110.90	122.12
1981-82	116.00	126.17
1982-83	72.00	54.02

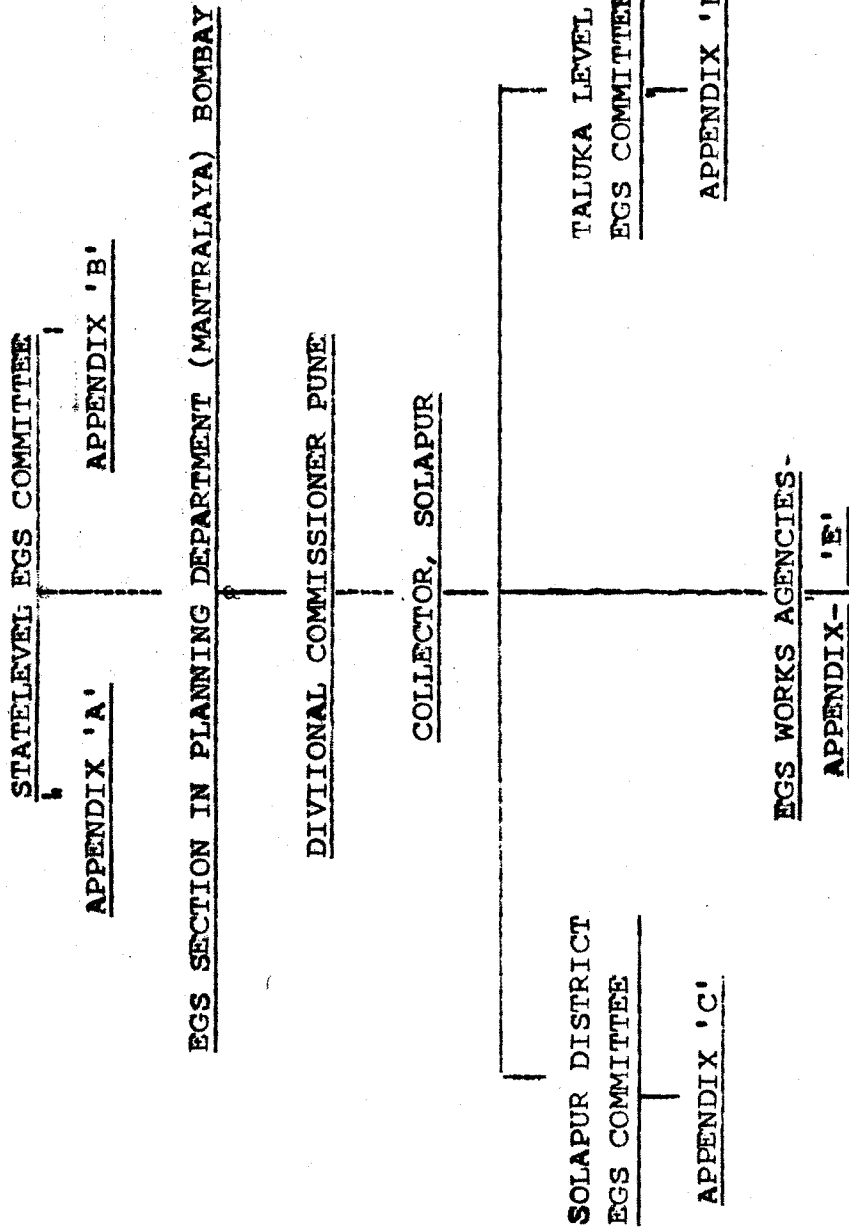
Source :- EGS number Lokraj 16 October 1983.

2.10 The Administrative Machinery Chart

According to the EGS Act, the Government has established a permanent administrative machinery called as evaluation of the scheme even at the grass-root level. This committee consists of member of the legislative Assembly officers and social workers the said evaluation committee pays many visits to work sites of the EGS. (The organisation chart of the administrative machinery is given on page No.25).

In conclusion, it can be said that EGS is the first step towards the direction of the recognition of the right to work and the responsibility of Government to provide gainful employment to the weakest section of the society. It has got another objective of growth and social justice. It implies that every work should create an asset and productivity in rural areas. Moreover, every human labourer is treated as capital asset.

THE ADMINISTRATIVE MACHINERY OF EGS



1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28

APPENDIX - A

Name of the Members of the EGS Committee appointed by
the Speaker Government of Maharashtra.

S.No.	Name of the Members	Designation
1.	Shri Sahebrao Sakojirao Deshmukh (Baradkar) M.L.A.	President of the EGS committee
2.	Shri Bhimrao Apparao Deshmukh, M.L.A.	Member
3.	Shri Dinkarrao Sabehrao Wadikar M.L.A.	"
4.	Shri Gowardhan Janardhan Khotre, M.L.A.	"
5.	Shri Mahadev Kashiraya Patil, M.L.A.	"
6.	Shri Matorao Narayan Pawar, M.L.A.	"
7.	Shri Yadavrao Krushanarao Bhoyar, M.L.A.	"
8.	Shri Kishanrao Sampatrao Jadhav, M.L.A.	"
9.	Shri Appasaheb Shesherao Chavan, M.L.A.	"
10.	Shri Nanasaheb Suryabhan Tajane, M.L.A.	"
11.	Shri Genuji Govind Kadam, M.L.A.	"
12.	Shri Amrutrao Wamanrao Patil, M.L.A.	"
13.	Shrimati Rajkumari Gopalnarayan Bajpayee, M.L.A.	"
14.	Shri Haribhau Daqadu Jaware, M.L.A.	"
15.	Shri Dadasaheb Shahaji Rahamare, M.L.A.	"
16.	Shri Raosaheb Bhagawanrao Patil, M.L.A.	"
17.	Shri Mangalsing Nimaji Rajput, M.L.A.	"
18.	Shri Dada Jadhavrao, M.L.A.	"

S.No.	Name of the Members	Designation
19.	Shri Manikrao Bhimrao Khapale, M.L.A.	Member
20.	Shri Dr. Shridhar Dattatraya Natu, M.L.A.	"
21.	Shri Vasant Shankarrao Kale, M.L.A.	"
22.	Shri Batesing Kanhayalal Raghuwanshi M.L.A.	"
23.	Shri Dinkarrao Bhausahab Jadhav, M.L.A.	"
24.	Shri R. H. Shinde, M.L.A.	"
25.	Shri Ramchandra Mahadev Dange, M.L.A.	"

APPENDIX - B

THE EMPLOYMENT GUARANTEE SCHEME COUNCIL IN MAHARASHTRA

<u>S.No.</u>	<u>Name of the Members</u>	<u>Designation</u>
1.	Shri Chimanrao Kadam	President
2.	Vinayakrao Deshmukh	Member
3.	Shri S.R. Gadgil	"
4.	Shri Balasaheb Vikhepatil	"
5.	Shri R. S. Gawai	"
6.	Shri Pandurang Dingre	"
7.	Shri T. B. Kadam	"
8.	Shri Dr. D.D. Shinde	"
9.	Shri Sangram Maknikar	"
10.	Shri Sarad Tasare	"
11.	Shri Sudam Deshmukh	"
12.	Shri Y.S. Mahajan	"
13.	Shri Datta Deshmukh	"
14.	Shri Vasantrao Chavan	"

APPENDIX - C

SOLAPUR DISTRICT EGS COMMITTEE

S.No.	Name of the Member	Designation
1.	Shri Sushilkumar Sambhaji Shinde	President
2.	Shri Sandipan Thorat	Member
3.	Shri Raosaheb Patil	"
4.	Shri Mahadev Kashiraya Patil	"
5.	Shri Kakasaheb Nimbalkar	"
6.	Shri T.N. Patil	"
7.	Shri Arun Namdev Kale	"
8.	Shri Baba Dhulla Sale	"
9.	Shrimati Shailaja Shitole	"
10.	Shri Dhanaji Sathe	"
11.	Shrimati Nirmalabai Thokal	"
12.	Shri Dipak Bapusaheb Salunke	"
13.	The Chief Executive Officer, Z.P. Solapur.	"
14.	The District Collector Solapur,	Secretary

TALUKALEVEL EGS COMMITTEE IN SOLAPUR DISTRICT

APPENDIX - D

S.No.	Name of Talukas	Name of the EGS Committee Members
1.	Akkalkot	1. Shri Baslingappa Ravatappa Thamb 2. Shri Swami Raosaheb Patil 3. Shri Guruappadappa Chandrappa Harwalkar 4. Shri Hanumant Khajappa Vatar 5. Shri Madolappa Bhimsha Bagale
2.	Madha	1. Shri Pandurang Ganpat Patil 2. Shri Prakash Tukaram Maske 3. Shri Kashinath Baburao Asware 4. Shri Sandipan Sudam Gavane 5. Shri Maruti Vishwanath Bagal 6. Shri Rasul Kamal Shaikh
3.	Uttar Solapur	1. Shri Sandipan More 2. Shri Vithal Yashavant Boarade 3. Shri Shridhar Martandeya Mardikar 4. Shri Bhagawan Balbhim Sakhare 5. Shri Mallikarjun Shankar Chalwade 6. Shri Ratan Kaba Surwase
4.	Mangalwedha	1. Shri Bhimrao Vithal Patil 2. Shri Laxman Govind Bhalerao 3. Shri Vasant Hanumant Mudgul 4. Machhindra Kulla Gaikwad 5. Shri Nandulal Isulal Daruwale 6. Bhimrao Tippanna Mhetre

Sr.No.	Name of Talukas	Name of the EGS Committee Members
5.	Malshiras	1. Shri Vijaysing Shankarrao Mohitepatil 2. Shri Mohanrao Vendkatrao Patil 3. Shri Mahadev Shivaji Igawale 4. Shri Abasaheb Bhausahab Lawand 5. Shri Nana Manu Shinde 6. Shri Bhagwat Keru Gaikwad
6.	Karmala	1. Shri Ravsaheb Bhagwan Patil 2. Shri Madhukar Anandrao Nil 3. Shri Chandrasen Hariba Nanware 4. Shri Balwant Bajirao Patil 5. Shri Gauttam Mahadev Dhende
7.	South Solapur	1. Shri Baburao Gurushidhappa Boramani 2. Shri Devappa Kamgonda Patil 3. Shri Bhimsha Chavappa Yelegaon 4. Shri Shahaji Dhenu Rathod 5. Shri Dattu Maruti Gaikwad 6. Shri Japharman Patel, Bhandarkawathe
8.	Pandharpur	1. Shri Arwindgir Basweshwar Gosavi 2. Shri Ram Gopala Jadhav 3. Shri Dnyaneshwar Panonath Nalvilwar 4. Shri Balasaheb Rangnath Balekar 5. Shri Shankar Vithalrao Khule 6. Shri Daji Kondiba Bhusnar

Sr. No.	Name of Talukas	Name of the EGS Committee Members
9.	Barshi	1. Shri Sambhajirao Jaddale Ware 2. Shri Rambhau Bhalerao Walwade 3. Shri Dharmraj Dure 4. Shri Hanumant Mahadev Jadhav 5. Shri Raosaheb Bhosale Raleras 6. Shri Navnath Bhosale Updaji
10.	Mohol	1. Shri Gulabchand Fulchand Shah 2. Shri Ramkrishna Sambhaji Garud 3. Shri Mahadev Sakharam Kedar 4. Shri Mahadev Vishvnath Dalne 5. Shri Rajkumar Rathod Varpore 6. Shri Sukhadev Murlidhar Chandne.
11.	Sangola	Not Available.

APPENDIX - 'E'

EGS WORK AGENCIES

1. Executive Engineer (Under Zilla Parishad Solapur)
Minor Irrigation Local Division No. 1,
Solapur.
2. Executive Engineer,
Minor Irrigation Local Division No. II,
Solapur.
3. Executive Engineer,
Minor Irrigation Division No. 1,
Division Solapur.
4. Executive Engineer,
Minor Irrigation Division No. 2
Division Solapur.
5. Executive Engineer,
Minor Irrigation Division,
Solapur.
6. Executive Engineer, S
Solapur Irrigation Division,
Solapur.
7. Executive Engineer,
Nira Right Bank Canal
Division Phaltan.
8. Executive Engineer,
P.W.D. Solapur Division,
Solapur.
9. Executive Engineer,
P.W.D., Pandharpur.
10. Executive Engineer,
P.W.D., E.G.S. Solapur.
11. Executive Engineer,
Z.P. Division No. 1.,
Solapur.
12. Executive Engineer,
Z.P. Division No. 2,
Solapur.
13. Executive Engineer,
Kukdi Canal, Division No. 8,

14. Executive Engineer,
Kolavadi Taluka Karjat,
Dist. Ahmednagar.
15. Executive Engineer,
Ujani Canal Division No. 1,
Bhimanagar.
16. Executive Engineer,
Ujani Canal Division, No. III,
Solapur.
17. Executive Engineer,
Ujani Canal Division No. V,
Pandharpur.
18. Executive Engineer,
Ujani Canal Division No. VI,
Pandharpur.
19. Executive Engineer,
Ujani Canal Division No. VII,
Solapur.
20. Executive Engineer,
Ujani Canal Division No. VIII,
Solapur.
21. Executive Engineer,
Ujani Canal Division No. IX,
Mangalwedha.
22. Executive Engineer,
Ujani Canal Division No. X,
Pandharpur.
23. Executive Engineer,
Ujani Canal Division No. XI,
Solapur.
24. Divisional Forest Officer,
Solapur.
25. Divisional Soil Conservation Officer,
Division No. I,
Solapur.
26. Divisional Soil Conservation Officer,
Division No. II, Solapur.
27. Divisional Soil Conservation Officer,
Land Development Non-Kada, Solapur.
28. Divisional Land Development Officer,
Beed.