

१००

**THE EMPLOYMENT GUARANTEE SCHEME
IN MAHARASHTRA
(A Case Study of Parola Taluka)**

**M. Phil. DISSERTATION
By
S. N. GAMBHIRE**

**GOKHALE INSTITUTE OF POLITICS AND ECONOMICS
PUNE 411 004
SEPTEMBER 1989**

THE EMPLOYMENT GUARANTEE SCHEME IN MAHARASHTRA
(A CASE STUDY OF PAROLA TALUKA)

A DISSERTATION SUBMITTED TO THE
UNIVERSITY OF POONA
IN PARTIAL FULFILMENT
FOR THE DEGREE OF
MASTER OF PHILOSOPHY
(IN ECONOMICS)

BY

S.N. GAMBHIRE

GOKHALE INSTITUTE OF POLITICS AND ECONOMICS, PUNE 411004

SEPTEMBER 1989

CONTENTS

	<u>Page No.</u>
ACKNOWLEDGEMENT	(iv)
 <u>CHAPTER</u>	
I INTRODUCTION	1-3
II CONCEPT OF EMPLOYMENT GUARANTEE SCHEME (EGS)	4-11
III PROGRESS OF EGS IN MAHARASHTRA	12-20
IV PROGRESS OF EGS IN JALGAON DISTRICT	21-28
V WORKING OF EMPLOYMENT GUARANTEE SCHEME IN PAROLA TALUKA	29-40
VI SOCIO-ECONOMIC CONDITIONS OF THE EGS WORKERS IN PAROLA TALUKA	41-51
VII CONCLUSIONS AND SUGGESTIONS	52-58
APPENDIX-I	59-63
BIBLIOGRAPHY	64-68
LIST OF TABLES	ii-iii

LIST OF TABLES

<u>TABLE NO</u>	<u>TITLE</u>	<u>PAGE NO</u>
3.1	Funds Raised for EGS by Maharashtra Government	13
3.2	Expenditure Incurred and Mandays of Employment Generated under EGS	14
3.3	Pattern of Expenditure Under EGS	15
3.4	Labour Attendance	16
3.5	Works Sanctioned and Completed	17
4.1	Expenditure Incurred and Employment Generated Under EGS in Jalgaon District	23
4.2	Categorywise Percentage of Expenditure	24
4.3	Statement Showing Monthly Labour Attendance During the Years 1980-81 to 1984-85 in Jalgaon District	25
4.4	Average Labour Attendance	26
4.5	Maximum Labour Attendance Under EGS in Jalgaon District	27
4.6	Works Sanctioned and Completed	28
5.1	Rainfall in Parola Taluka	31
5.2	Registration of Employment Seekers Under EGS During the Years 1981 to 1985	33
5.3	Expenditure Incurred on Productive and Non-productive Works During 1980-81 to 1984-85	34
5.4	Categorywise Aggregate Expenditure Incurred During the Years 1980-81 to 1984-85	35
5.5	The Number of Works in Progress Under EGS in the Taluka	36

(iii)

<u>TABLE</u> <u>NO.</u>	<u>TITLE</u>	<u>PAGE</u> <u>NO.</u>
5.6	Labour Attendance Under EGS Works in Parola Taluka	37
5.7	Highest Labour Attendance in Parola Taluka during 1980-81 to 1984-85	38
6.1	Interviewees as per Various Projects	42
6.2	Classification as per Age Group	43
6.3	Classification of EGS Workers Based on Education	43
6.4	Size of Landholding of Sample EGS Workers	44
6.5	Distribution of Workers According to Months Worked in EGS	45
6.6	Distribution of Sample Households as per Below and Above Poverty Line	45
6.7	Reasons for Working Under EGS	46
6.8	Difficulties Experienced in Working Under EGS	47
6.9	Absenteeism of Workers Under EGS in Parola Taluka	48
6.10	Views of Workers Regarding EGS	50

ACKNOWLEDGEMENTS

This dissertation attempts to study the working of Employment Guarantee Scheme (briefly, EGS) in Parola Taluka, in Jalgaon District, during the period 1980-81 to 1984-85. The progress of EGS regarding expenditure incurred, employment generated, works undertaken and completed, monthly and yearly labour attendance, labourers' views and complaints against EGS, and benefits of EGS in rural areas, etc. This study is the outcome of my M.Phil. Course.

I am indebted to Professor B.S.R.Rao, R.B.I. Professor of Finance, Gokhale Institute of Politics and Economics, Pune 4, for all the trouble he took in guiding me.

My sincere thanks are also to Ex-acting Principal Professor S.N.Shelar and Principal Ulhas Pawar of Kisan College, Parola, Dist.Jalgaon, who granted me study leave for this course and encouragement.

My thanks to the Librarian and his staff of the Gokhale Institute of Politics and Economics, Pune, for their help in extending library facilities. I am also thankful to Shri A.V. Moghe for carrying out the final work of typing the text neatly and in time.

I am particularly grateful to my wife for her unfailing encouragement to accomplish my task fruitfully.

My thanks to known and unknown incumbents whose best wishes made the task easy and interest.

S.N.Gambhire

CHAPTER I

INTRODUCTION

With a view to tackle the problems of unemployment and poverty, Government of Maharashtra started Employment Guarantee Scheme on 1st May, 1972. This scheme is implemented in rural areas and the areas under 'C' class municipalities. | x

Before the introduction of the scheme, various programmes taken up in the State such as Programme for 'Small Farmers Development Agency' and 'Marginal Farmers and Agricultural Labourers' (SFDA/MFAL). The Scarcity Relief Programme (SRP), Crash Scheme for Rural Employment (CSRE), Pilot Intensive Rural Employment Project (PIREP), etc. These target group oriented employment programmes, however, covered only a small fraction of the rural poor and did not provide the desired results because of administrative, organisational and financial problems. // const. // const.

Accordingly, EGS was introduced as an anti-poverty programme. Our first objective is to know the EGS and its implementation, working and progress in general with reference to Maharashtra and Jalgaon district and with special reference to Parola taluka.

The second objective is to understand the impact of the EGS on rural employment and to observe the class of workers working under EGS.

The third objective of the present study is to find out to what extent has the EGS been useful to the workers and try to understand the nature of their complaints in the working of the EGS.

The fourth objective is to observe the factors that induced the workers to participate in the EGS work.

Lastly, the views of economists, political leaders and scholars in the field are summarized.

The study is based on secondary as well as primary data. Secondary data used include year-wise and month-wise information about outlays earmarked, expenditure incurred, employment generated, foodgrains distributed, activity-wise expenditure incurred and durable community assets created under EGS for the period 1980-81 to 1987-88.

Primary data from the sample households were collected through schedule prepared for this purpose, (See Appendix I). These schedules covered aspects such as identification, details about members of households, size of operational holdings, season-wise and work-wise employment, wage earned, the respondents views on absenteeism on site, source-wise annual household income. It also covered attitudes and opinions of the head of the household regarding employment, earnings and work conditions of EGS.

The reference period for collecting primary data from the selected households was agricultural year July 1984 to June 1985.

This study is presented in seven chapters. The first

Chapter covers objectives of the study, plan of study and importance of the scheme.

The second Chapter provides elaboration of the basic concept of EGS. It also covers the scheme's objectives, organisational structure, and sources of finance, etc.

Chapter three deals with progress of EGS in the State with reference to expenditure incurred, employment generated, works completed, etc.

Chapter four deals with progress of EGS in Jalgaon district with reference to expenditure incurred, employment generated, works completed, etc.

Chapter five examines the socio-economic conditions of Parola taluka with special reference to functioning of EGS in Parola Tehsil.

The sixth Chapter presents an evaluation of the impact of EGS works on employment and income of households, need of the scheme, views for and against this scheme.

Chapter seven provides a brief summary of the study and some conclusions based on the study. Some useful suggestions are also made in this chapter.

CHAPTER II

CONCEPT OF EMPLOYMENT GUARANTEE SCHEME (EGS)

2.1 Background of EGS

Maharashtra has always been in the fore-front in bettering the lot of the economically and socially weaker sections of the society and formulating various innovative and trend-setting schemes, which have attracted the attention of other states in the country. The Employment Guarantee Scheme is such a unique scheme of Maharashtra. It aims at providing unskilled jobs to workers in the rural area. Article 41 of the Constitution of India specifically mentions the right to work for every citizen as a means of livelihood or earning daily wages. The article also enjoins on the Government to make continuous efforts to ensure that this constitutional right is given practical shape. The Government of Maharashtra, in consonance with the guiding principles contained in Article, has accepted the responsibility of providing work to those who will ask for it as one of the basic objectives of its economic policy. The EGS is the first step in the direction of recognition of the right to work.

The Employment Guarantee Scheme was alunched in July 1969 as a pilot scheme and was operated as a part of the Integrated Area Development (IAD) Scheme in one selected village from each of the five IAD blocks in Sangli, Satara, Ratnagiri,

Yavatmal and Beed districts. The pilot scheme was reoriented and it was replaced by a revised pilot EGS in November 1970. The revised pilot scheme was made applicable to areas in 11 districts (Sangli, Ratnagiri, Beed, Ahmednagar, Satara, Nanded, Thana, Jalgaon, Nagpur, Yavatmal and Wardha) in which the IAD scheme was in force.

The State government decided to launch the EGS with effect from 1st April 1971 on statewise basis as a part of the 15-point programme. The State government gave statutory support to the guarantee of employment through the Employment Guarantee Act of 1977 which came into force from 26th January, 1979.

2.2 Objectives of the Scheme

The main objectives of the scheme are as under.

- 1) To provide gainfull and productive employment to an individual in approved rural works which raise the productivity of the economy.
- 2) The works undertaken should produce durable community assets in the area.
- 3) Productive works of labour-intensive nature like minor irrigation, water and soil conservation, nalla bunding, canal excavation, land development, afforestation, road works, etc., are to be undertaken.
- 4) The works should be implemented departmentally and not through contractors so that at least 60 percent of expenditure on works is incurred on wages to

workers, and 40 percent in the form of materials, equipment, supervisory experts, and administrative services.

- 5) The operation of the scheme has been designed in such a way that the scheme does not adversely affect agricultural operations and production.

2.3 Conditions of Employment Guarantee

- 1) Any adult person (above 18 years of age) residing in rural area and willing to do any unskilled manual work under the scheme may get his name registered with the registering authority of the village.
- 2) Persons demanding work have no choice of work; the guarantee is to provide work within the panchayat samiti area.
- 3) A group of 50 persons asking for employment needs to be provided work by starting a new project within a radius of 8 kilometers.
- 4) The schedule of rates of wages has been devised in such a way that an average person working diligently for 7 hours in a day should earn wages equal to the minimum wage for agricultural labour in the State. There is neither a maximum nor a minimum limit for earnings under the EGS. / sp.
- 5) Wages under the EGS are linked with quality and quantity of work output of the labour.

2.4 Conditions for Starting Works

The works under the EGS are started subject to the following conditions.

- 1) The full requirements of labour on various farm operations and other allied activities in the rural areas are met.
- 2) Labour is deployed in the existing plan or non-plan construction work within the panchayat samiti area or in the adjoining panchayat samiti area wherever possible.
- 3) Full employment potential of existing works in progress or on uncompleted works is exhausted.
- 4) Work under the scheme can be commenced only if there are 50 or more persons requiring to be absorbed after deployment as stated above, without affecting the principle of guarantee of work to job-seekers. It is clarified that if less than 50 persons come forward they will be absorbed on the continuing works. Incomplete productive works get absolute priority and new productive works are only taken up if there are no incomplete productive works to absorb the persons who demand employment in accordance with the guarantee in a panchayat samiti area.

2.5 Organisation of the EGS

The District Collector is in overall charge of the EGS

at the district level. He has to accord sanction to the works from among blue prints approved by the district level committee of the EGS. Works in respect of which plans and estimates are prepared, administratively approved and technically sanctioned are only sanctioned for being taken up under the EGS.

A three-tier administrative set up has been evolved for execution of works to ensure close and effective liason and /sp. continuous supervision over the programme. Committees for planning, direction, control and coordination have been set up at state, district and panchayat samiti levels. The Divisional Commissioners have also been actively involved in the implementation of EGS.

The State-level committee consists of the following members and Chairman.

Chief Minister (Chairman)
 Minister for Irrigation
 Minister for Agriculture
 Minister for Finance
 Minister for Industries and Labour
 Minister for Revenue
 Minister for Building and Communication
 Minister of State Planning
 Secretary (Planning) - Secretary

The functions of the above Committee are as follows :

- 1) Planning
- 2) Implementation

- 3) Policy
- 4) Coordination
- 5) Evaluation

2.6 Information and Monitoring of the EGS

Fortnightly and monthly progress reports have been prescribed for the EGS. These reports are sent by the implementing agencies to Collectors for onward transmission to the planning department. Information in regard to the number of works in progress, expenditure incurred, labour attendance at the end of fortnight, etc., is included in the fortnightly report.

Monthly progress report consists of category-wise number of works sanctioned and completed, works-in-progress, employment potential of these works, actual labour attendance at the end of the month, etc.

In the annual report, information regarding total expenditure incurred, employment generated, works in progress, works completed, and foodgrains distributed etc. are presented.

2.7 Sources of Finance

For successful working of EGS Government of Maharashtra passed a resolution to impose taxes such as tax on profession, trades and employment to raise the fund for EGS.²

The State government provides a matching contribution equal to the net collection of taxes and levies every year. The net collection of taxes and levies and the matching con-

tribution from the State government have to be credited to the EGS fund to ensure that the resources raised are used only for the EGS. If there is any balance in a particular year, the same is carried forward to the subsequent year.

2.8 Facilities for EGS Workers on Site

Employment Guarantee Scheme provides the following special facilities to EGS workers.

- 1) If a worker who registers his name and applies for work, is not provided work, he is given Re.1 per day as unemployment pay, until he gets the work.
- 2) Facilities like drinking water, first aid medicine, sheds for rest (Pandol), lodging facilities for workers who stay at the site during night, nurse to look after the infants, etc. are provided at the site.
- 3) EGS pays 20 paise per day as rent to the instruments brought along with the workers and 30 paise for keeping them workable (sharpening charges).
- 4) Foodgrain is distributed. at subsidised rates as part payment of wages to labourers working on activities of EGS.
- 5) A compensatory allowance of Rs. 5000/- is given to the worker if death occurs on site while working.
- 6) Special grant is given to workers who undergo family planning operation, such a woman is paid for 14 days and a man for 7 days (Rs.6 per day).

- 7) The government has also decided to pay female workers during their delivery period (i.e. Rs.6 per day upto 30 days).

Last three facilities mentioned above are granted to those workers who worked continuously on the scheme for a minimum of 150 days.

These facilities for EGS have made it an attractive scheme.

CHAPTER III

PROGRESS OF EGS IN MAHARASHTRA

A period of 16 years had elapsed since the EGS came into existence. It would be useful to take stock of the impact of EGS on the rural poor. Besides, it is essential to evaluate durable community assets created under this scheme. An attempt is made in this chapter to present such an evaluation.

3.1 Funds for EGS

To raise resources for the implementation of the scheme, the Maharashtra government, as mentioned in the earlier chapter, has levied special taxes and levies. The government makes a contribution equal to the net collection of taxes and levies every year in order to form a separate employment guarantee fund. The aggregate quantum of funds raised for EGS may be seen from the information given in Table 3.1.

3.2 Progress of EGS

The EGS launched since May 1, 1972 is growing in size and sweep with every passing year. The cumulative total expenditure incurred under the scheme during the years 1980-81 to 1987-88 stood at Rs.1,588 crores. This has helped to generate 134.66 crores mandays of employment which is reflected in the Table 3.2.

Table 3.1 : Funds Raised for EGS by Maharashtra Government

		(Rs.in crores)		
Sr. No.	Name of Tax/Levy	1980-81	1981-82	1982-83
1.	Taxes on professions, trade and employment	32.11	36.27	39.93
2.	Surcharge on Sales Tax for EGS	16.30	18.71	21.87
3.	EGS Surcharge on motor vehicles	1.44	1.46	1.57
4.	Surcharge on land revenue on holdings above 32 hect.	2.29	2.29	2.29
5.	Tax on urban property such as non-residential urban lands/holdings	4.90	4.94	5.04
Total Tax Revenue		57.04	63.67	70.70
Government Contribution		57.04	63.67	70.70
Total Funds		114.08	127.34	141.40

Note : Data for the year 1983-84 and onwards are not available.

Source : Annual Plan 1982-83, Planning Department, Government of Maharashtra, P.40.

Table 3.2 : Expenditure Incurred and Mandays of Employment Generated under EGS

(Rs. crores)			
Year	Budget provision	Expenditure	Mandays of Employment
1980-81	110.90	122.12	17.15
1981-82	116.00	126.17	15.60
1982-83	125.66	130.93	12.80
1983-84	157.34	184.98	16.45
1984-85	155.74	232.04	17.80
1985-86	246.55	272.24	18.95
1986-87	226.08	234.25	18.76
1987-88	288.00	285.00*	17.15*
Total	1,426.27	1,587.73	134.66

* Provisional

Source : Annual Plan 1989-90 (Part I) Planning Department, Government of Maharashtra P.118.

3.3 Pattern of Expenditure

In regard to selection of works under the scheme, relatively more importance is given for improvement of soil and conservation of water sources, which will be helpful in filling the gap in the productive infrastructure of the rural areas. Information on the pattern of expenditure incurred under the EGS during the years 1980-81 to 1987-88 is given in Table 3.3.

Table 3.3 : Pattern of Expenditure Under EGS

Category of works	1980-81	1981-82	1982-83	1983-84	1984-85	1985-86	1986-87	1987-88
1. Irrigation	33.9	36.7	38.1	36.9	37.4	30.9	24.5	25.7
2. Soil Conservation Land Development	21.0	22.1	18.7	15.6	17.8	16.2	13.1	18.5
3. Roads	18.4	25.4	30.7	37.0	35.9	40.1	31.0	26.8
4. Afforestation	04.1	06.6	05.8	05.9	06.4	07.7	07.2	08.1
5. Other Works	22.6	09.2	06.7	04.6	02.5	05.1	24.2	20.9
Total	100	100	100	100	100	100	100	100

Source : Annual Plan 1989-90 (Part L), Planning Department, Government of Maharashtra, P.118.

The above data show that during the years 1980-88, nearly 32 percent of the total expenditure under EGS has gone into irrigation schemes and 17 percent in soil conservation and land development.

3.4 Year-wise and Month-wise Average Labour Attendance

The Maharashtra Government has undoubtedly pioneered the EGS to provide off season employment to rural people, who are willing to work but cannot get work. The year-wise and month-wise average labour attendance during the period 1980-81 to 1987-88 may be seen from the data in the table given below.

Table 3.4 : Labour Attendance

Months	1980- 81	1981- 82	1982- 83	1983- 84	1984- 85	1985- 86	1986- 87	1987- 88
April	9.20	9.06	5.70	7.71	6.07	7.21	6.86	9.57
May	8.62	8.23	4.54	8.14	6.23	8.20	7.64	9.40
June	5.86	6.16	4.02	8.03	5.99	7.48	7.40	7.69
July	3.94	4.80	3.51	6.48	5.26	5.15	6.20	5.23
August	3.51	4.42	3.94	4.38	4.73	4.75	5.22	4.11
Sept.	3.48	3.82	4.47	3.21	6.01	5.87	4.82	3.57
October	3.06	3.34	3.71	2.82	4.59	5.51	4.19	2.27
November	3.49	2.91	4.57	2.92	4.75	5.05	3.13	2.66
December	4.80	4.23	4.93	4.72	5.90	6.96	4.94	3.61
January	6.45	4.89	4.97	5.61	6.16	6.48	6.01	4.46
February	7.26	5.00	5.56	6.30	7.18	6.37	7.31	4.72
March	8.75	5.56	7.28	5.95	7.58	6.68	10.61	4.93
Total	68.42	62.42	57.20	66.26	70.75	75.71	74.33	62.22

Source : Annual Plan : 1989-90, (Part I), Planning Department, Government of Maharashtra, P.119.

From the above, it could be seen that the maximum average attendance under EGS at 10.61 lakhs was recorded in the month of March 1987, while the minimum average attendance at 2.27 lakhs was in the month of November 1987. Generally, it is found that the period of maximum attendance under the EGS stretched from January to May, because of off season in agricultural operations. The average labour attendance was around 5 lakhs for the eight year period.

3.5 Number of Works Sanctioned and Completed

In all 2,12,689 different types of works were sanctioned under the EGS since its commencement till March 1988. Out of these 1,45,728 works were completed. The broad category-wise number of works sanctioned and completed till March 1988 is given below.

Table 3.5 :

Sr. No.	Category	Number of Works	
		Sanctioned	Completed
1.	Labour intensive component of major, medium and minor irrigation projects (canal centres)	32,151	18,811
2.	Soil conservation and land development (blocks)	1,35,668	1,03,280
3.	Afforestation and other forest works	13,621	6,658
4.	Road works	27,695	14,123
5.	Other works	2,554	2,856
Total		2,12,689	1,45,728

Source : Annual Plan, 1989-90, (Part I), Planning department Government of Maharashtra, P.119.

3.6 EGS in Maharashtra : An Overview

Expenditure Incurred : As against the budget provision of Rs. 664.89 crores an amount of Rs. 274.59 crores was actually for the EGS during the six plan-period, In addition, for distribution of wages in kind (of) during the period

1980-85, an amount of Rs. 100.50 crores was spent. It may be noted that a peak expenditure of Rs. 285 crores was incurred in the year 1987-88, while the lowest amount of Rs. 122.12 crores in 1980-81.

Works done under EGS

In the total expenditure on EGS, the share of expenditure on labour intensive schemes, like minor irrigation, soil and water conservation, afforestation has shown a rise over the years.

In all a total number of 2,12,689 works were sanctioned under the EGS since its commencement till March 1988, out of these 1,45,728 works were completed.

Employment Generated

As against the target of generating 40 crores of mandays of employment under EGS, 73.48 crores of employment was generated during the Six Plan period. The average proportion of female workers to total workers was 38 percent.

Distribution of Foodgrains

With a view to bring about improvement in the nutritional standard of the poor, food grains are being distributed at subsidised rates as part payment of wages to labourers working in activities of EGS, from August 16, 1982.

The quantity of foodgrains distributed per head per day increased from 1 kg. during 1981-82 to 1 kg.-400 gms., during 1984-85. The scheme of distribution of foodgrains as a part of wages to EGS labourers was, however, discontinued from 16th January 1989.

The overall performance of the state in EGS has been satisfactory in terms of mandays of employment generated and foodgrains distributed per worker per day. The working of EGS in the state has brought a change in land utilisation, irrigation, cropping pattern and roads.

3.7 Views of some prominent persons on the EGS

According to Shri V.S.Page, the founder of Employment Guarantee Scheme, the problem of poverty admittedly is an age old problem, but it has reached today a very dangerous level, and to certain extent it is the result of faulty planning. The EGS operates as a corrective, ~~the~~ the social impact of EGS is significant expanding education to deprived classes, especially the adivasis, eradication of palemode scheme in the adivasi tract, greater economic independence to women and better social integration.

The Government of Maharashtra has given earned plaudits from The World Bank in 1982. The World Bank notes that over the five years from 1973 to 1978, Maharashtra's rural unemployment declined by 21 percent, from 1.4 million persons to 1.1 million (deposit) a 17 percent increase in the population. The state's overall unemployment rate fell by 32 percent during the period to 5.2 percent of the work force, compared with a 4 percent overall decrease for the whole country. Because agricultural and industrial growth remained sluggish, much of the improvement in Maharashtra's employment can be attributed to EGS. /x

Mrs. Kumudini Dandekar, who made a critical study of the scheme opines that, Employment Guarantee Scheme provides employment opportunity for women and that there was never before a scheme where men and women worked in equal numbers as in EGS. She also found in her survey that poor supervision led to corruption in work that eats into earning of genuine workers.

Dr. D.T.Lakdawala, former Deputy Chairman of the Planning Commission suggested extension of the scheme for urban area also, because in extreme layers of poverty, the urban poor no better than the rural poor. Urban unemployment is merely an out¹ growth of rural unemployment.

One of the economists, Dr. S.C.Jain, who had given into the working of the scheme makes the following suggestions to improve the working of the EGS.

First, those who work for longer periods may be given attendance incentives.

Second, works may be implemented through co-operatives of labourers.

Third, there should be a provision for participation by workers in the management of works.

¹ Joint evaluation of Employment Guarantee Scheme of Maharashtra (1st paper, Appendix 2) Government of India and Government of Maharashtra, Bombay, October 1977, P.56.

- 2) October to November is rest monsoon season.
- 3) December to February is cold season.
- 4) March to May is the hot season.

The average annual rainfall in the district is 826.8 mm. About 77 percent of the annual rainfall is received during monsoon. Rainfall is not uniform in all parts of the district.

The population of Jalgaon district as per 1981 census is 26,18,274, which forms 4.17 percent of the population of Maharashtra. The percentage of scheduled castes and scheduled tribes in the total population is about 5.89 percent and 8.25 percent respectively.¹

MOTIF ? was

Banana, the fruit for all (rich or poor) is grown on almost half the fruit growing area of Jalgaon district. This area is almost three-fourths of the total area under banana plantation in Maharashtra. Large quantities of Jalgaon banana are exported not only to various states in the country but also outside India, earning valuable foreign exchange to the country. This achievement in the adverse climatic conditions unsuitable for banana, is highly creditable.

4.2 Expenditure on EGS and Employment

There are 1475 villages in Jalgaon district. For

¹ Information collected from District Census Hand Book, Jalgaon, 1980-81.

effective implementation of EGS, these villages are divided into 266 groups, on the basis of population, command area and S.C. and S.T. population.

Data on expenditure incurred, mandays of employment created and total works undertaken under EGS during the years 1980-81 to 1984-85 in Jalgaon district are given below :

Table 4.1 : Expenditure Incurred and Employment Generated Under EGS in Jalgaon District (Rs.in lakhs)

Year	Expenditure incurred	Mandays of employment created	Total number of works undertaken
1980-81	328.06	32.10	475
1981-82	460.94	42.12	390
1982-83	402.02	40.02	223
1983-84	396.35	26.00	246
1984-85	394.09	25.45	139
Total	1981.46	165.69	1,473

Source : Information collected from Collector Office EGS Branch, Jalgaon.

From the above table, it could be seen that the average annual expenditure incurred during the years 1980-81 to 1984-85 is Rs.396.29 lakhs. The maximum annual expenditure of Rs.460.94 lakhs was incurred in 1981-82, because of famine conditions prevailing in Jalgaon district during those years.

The average mandays of employment created per year

during the five year period were 33.73 lakhs. It may be noted that the maximum number of mandays of employment of 42.12 lakhs were created during the same year, viz. 1981-82.

4.3 Category-wise Expenditure

Information relating to proportion of expenditure under EGS by types of works during the years 1980-81 to 1984-85 is given in the following table.

Table 4.2: Categorywise Percentage of Expenditure

Category of work	Percentage of Expenditure During			
	1980.81	1982.83	1983.84	1984.85
1. Irrigation	1.71	37.58	2.90	5.57
2. Soil Conservation and Land Development	44.07	21.13	2.33	26.96
3. Khar Land Development	35.12	-	.02	-
4. Forest Works	1.98	1.32	2.25	8.76
5. Road Works	17.12	39.97	92.50	58.71
Total	100.00	100.00	100.00	100.00

(Note: Data for the year 1981-82 are not available)

Source: Information collected from Collector's Office, EGS Branch, Jalgaon.

In regard to selection of works as can be noticed from the information furnished in the table given above considerable importance was given for road works and improvement and conservation of soil which is helpful in filling the gap in the

productive infrastructure of the rural areas. While an average of 53 percent of the aggregate expenditure was incurred on road works, 24 percent went for soil conservation and land development during the four years.

4.4 Labour Attendance in Different Months

Table 4.3 : Statement showing monthly labour attendance during the years 1980-81 to 1984-85 in Jalgaon district

Month	1980-81	1981-82	1982-83	1983-84	1984-85
April	22,877	28,873	12,589	14,012	8,617
May	25,586	25,778	13,600	15,496	9,382
June	16,423	22,407	13,025	15,532	9,224
July	11,011	10,025	4,016	7,244	5,933
August	8,937	7,540	4,739	3,887	4,590
September	8,508	8,420	5,617	4,893	4,917
October	4,183	6,773	5,042	1,905	3,534
November	6,682	4,839	4,490	3,817	2,996
December	13,835	10,273	7,197	6,240	4,832
January	20,155	15,334	8,627	9,299	6,081
February	22,637	16,070	9,835	12,240	6,163
March	29,403	15,306	10,186	8,657	7,515
Total	190,237	171,638	98,963	103,222	73,784

Source : Information collected from Collector's Office, Jalgaon district, EGS Branch.

From the above, it could be seen that the maximum atten-

dance in a month under the EGS in the district was at 29,403 in March 1983. The average labour attendance per month during these five year period was 1,075.

4.5 Taluka-wise Average Labour Attendance

Information relating to taluka-wise average labour attendance on EGS works during the year 1980.81 to 1984.85, is given in the following table (4.4).

Table 4.4 : Average Labour Attendance

Sr. No.	Name of Taluka	1981-82	1982-83	1983-84	1984-85
1	Jalgaon	753	52	537	869
2	Bhusawal	1104	433	738	1081
3	Yawal	906	58	637	431
4	Raver	402	486	449	589
5	Yedalabad	846	587	719	782
6	Chalisingaon	1872	1474	1219	1558
7	Pachora	469	445	1219	839
8	Jamner	2545	1420	1125	1539
9	Bhadgaon	751	365	303	426
10	Amalner	858	326	149	219
11	Parola	361	1109	787	497
12	Erandol	1124	483	331	287
13	Chopada	1297	619	584	601

(Note : Data for the year 1980-81 are not available)

Source : Information collected from Collector's Office, EGS Branch, Jalgaon.

The maximum average labour attendance under the EGS was 2,545 in 1981-82 in Janner taluka, while the minimum attendance was 52 in 1982-83 in Jalgaon Tehsil.

The EGS for unskilled labourers has been launched in this district in 1972. The available information shows that attendance on EGS of labourers belonging to backward classes was 4,986 in 1980-81, 4120 in 1981-82 and 4818 in 1982-83. The share of attendance of backward class workers in total labour attendance which was 16.9 percent in the year 1980 increased to 31.05 percent in 1982.

In sum, we can say that this scheme is very useful for providing gainful employment to the needy persons especially in drought prone areas of the district.

It could be seen from the table given below that the Boom period in the year of EGS is March or April, in regard to labour attendance and expenditure.

Table 4.5 : Maximum Labour Attendance Under EGS in Jalgaon District

Year	Month	Labour Attendance
1980-81	March 1981	29,403
1981-82	April 1981	28,873
1982-83	May 1982	13,600
1983-84	June 1983	15,532
1984-85	May 1984	9,382

Source : Information collected from Collector's Office, Jalgaon, EGS Branch.

Details about works sanctioned and works completed in the district during the years 1980-81 to 1983-84 are furnished in the table given below.

Table 4.6 : Works Sanctioned and Completed

Year	Number of works sanctioned	Number of works completed
1980-81	1,387	964
1981-82	1,501	1,020
1982-83	1,760	1,386
1983-84	<u>121</u>	<u>116</u>
Total	<u>4,769</u>	<u>3,486</u>

(Note: Data for the year 1984-85 are not available)

Source : Information collected from Collector's Office, Jalgaon.

In all, 4,769 different types of works were sanctioned for providing employment under the EGS. Out of them 3,486 works were completed till the end of March 1984.

CHAPTER V

WORKING OF EMPLOYMENT GUARANTEE SCHEME IN PAROLA TALUKA

5.1 Socio-Economic Profile of Parola Tehsil

History of Town

Parola is an ancient, historical town. It is said that, due to the existence of "PAR" (which still exist) the town has been called Parola. The Municipal Council was established in the year 1864. There is one historical monument in the nature of a big fort standing in the centre of the town and was built up in 1752 i.e. 237 years ago by well known Jhagirdar Shri Hari Sadashiv Damodar. The fort is a centre of attraction in the town and it is built on the lines of the 'Shaniwar Wada', a well-known fort in Pune.

Location

Parola has a latitude of $20^{\circ} - 50'$ North and Longitude of $75^{\circ} - 30'$ East; it is centrally located in the East Khandesh known as Jalgaon. It is a tehsil headquarter in Jalgaon district, and is located at a distance of 55 km. from Jalgaon to north. It is located on Bombay-Nagpur national highway No.6. The town is not linked with the railway line but lies at a distance of 16 km. from Amalner town, which is a railway station on the Surat-Bhusawal Western railway line.

Area

The total geographical area of the taluka is 791.2 sq.km. divided into 113 villages. The taluka consists of 111 inhabited

and 2 uninhabited villages. There are 75 grampanchayats. Out of them 54 are independent and 21 are group grampanchayats.

Population

As per 1981 population census, the population of the Taluka is 1,25,012, of which 63,703 are males and the remaining 6,309 are females. The ratio of females per thousand males is 949 (in 1971 it was 957). The percentage of scheduled caste and scheduled tribes population to total population is 5.23 and 9.57 respectively. Out of the total population, 1,00,774 is rural population and urban population is only 24,328. The proportion of rural population to urban population is 4:1. The literacy percentage is 40.10; percentage of female literacy is only 26.37. The percentage of working population to total population is 41.35.

Industrial Development

The taluka lacks in industrial activities; no prominent industry exists in the area. In the British empire Parola was famous for handicrafts and handloom sarees. There has been a significant decline in these activities since then.

Now Parola is only an agricultural base taluka. There are a few factories of ginning and pressing, oil mills, saw mills and chilling plant. There are also some handlooms but due to rapid development in the engineering field, these handlooms are disappearing.

Rainfall

The town is situated in the rain-shadow region. It is comparatively dry and has a moderate rainfall. The average annual rainfall is about 500 to 600 mm. The maximum rainfall is during the period June to September.

Monthly and total rainfall in Parola taluka during the years 1981 to 1985 is as follows :

Table 5.1 : Rainfall in Parola Taluka

Month	(In mm.)				
	1981	1982	1983	1984	1985
January	10.1	10.0	-	-	-
February	-	-	-	9.0	-
March	-	-	-	-	-
April	-	-	-	-	-
May	-	80.0	-	-	-
June	79.0	125.0	108.0	191.0	77.0
July	219.0	177.0	310.0	316.0	95.50
August	226.0	142.0	577.0	223.0	237.50
September	131.0	100.0	311.0	190.0	27.00
October	35.0	-	46.0	73.0	-
November	7.0	57.0	-	-	-
December	23.0	-	-	-	-
Total	730.0	691.0	687.0	1,002.0	437.00

Source: Socio-Economic Review and District Statistical Abstract of Jalgaon District: 1981-82 and 1985-86.

Agriculture

The total agricultural land of the taluka in 1984-85 was 77,438 hectares. The land utilisation under different crops was 55,326 hectares whereas forest area was 9,879 hectares; and fallow land was 13,321 hectares. The area irrigated under different crops was 53,303 hectares in the year 1984-85.

The percentage of cultivable land to total land was about 72 per cent, forest land was nearly 13 percent and fallow land was 15 percent.

The broad categories of soil in the Parola taluka are deep black, medium, forest, loam and sandy.

Live Stock

As per the 1982-83 live stock census, the live stock of Parola taluka was 86,489; out of them, there were about 3,802 and 4,500 milch cows and buffaloes respectively. The main occupation of the people in the taluka is agriculture and live stock is very much useful in agriculture.

Classification of Farmers

As per the census of 1981, there were 18,978 farmers out of which 6,187 are big farmers, 5,599 are small farmers, and 7,192 are marginal farmers. The big farmers formed about 33 percent while small and marginal farmers constituted 27 percent and 40 percent respectively. There were 12,460 households which were below poverty line, out of which 700 households belonged to schedule castes and 479 to schedule tribes in the

year 1981-82.

Main Crops

The area under foodgrains is 31,536 hectares in the year 1981-82 and the main crops sown in the taluka are jawar, bajra, wheat, rice, etc. Area under pulses is 6,222 hectares (i.e. Tur, Moong, Gram, Udad, Math, Matki, etc.). Area under vegetables and fruits is 439 hectares.

5.2 Registration of Employment Seekers Under EGS in Parola Taluka

Table 5.2 : Registration of Employment Seekers under EGS during the years 1981 to 1985

Year	Male	Female	Total	Total Number of Agriculture Labour as per 1981 census		
				Male	Female	Total
1981	7,105	8,282	15,338	8,787	8,184	16,951
1982	7,768	2,771	10,539			
1983	7,768	3,771	11,539			
1984	8,759	6,428	15,187			
1985	3,184	2,043	5,227			

Source : Data collected from Tehsil Office, EGS Branch, Parola.

It may be mentioned here that registration of employment seekers under the scheme was first taken up in the year 1977. Subsequently, re-registration of employment seekers was taken up in September 1984.

As per re-registration of employment seekers, the total number of labourers was 15,187, out of which 8,759 were males and remaining 6,428 were females. Among these labourers, those belonging to scheduled castes were 3,058 and scheduled tribes were 2,067.

The re-registration of employment seekers under the scheme has been done under two criteria (i.e. above poverty line and below poverty line). Total number of labourers above poverty line was 4,573 and below poverty line was 10,614 in the year 1984.

It is seen from information provided in table 5.2 that a majority of agriculture labour registered their names for EGS works. However, this tendency showed a decrease as the agricultural harvest was good and intensity of employment lessened a little.

5.3 Category-wise Expenditure

Table 5.3 : Expenditure incurred on productive and non-productive works during 1980-81 to 1984-85 under EGS

			(Rs.in lakhs)
Year	Productive Expenditure	Expenditure on Roads	Total Expenditure incurred
1980-81	20.98	15.29	36.27
1981-82	44.72	6.41	51.13
1982-83	17.92	1.83	19.75
1983-84	20.77	21.52	42.29
1984-85	19.46	18.00	37.46
Total	123.85	63.05	186.90

Source: Unpublished data collected from Tehsil Office, Parola, Dist:Jalgaon.

A maximum expenditure of Rs. 51.13 lakhs was incurred in 1981-82. Category-wise break (down) of the expenditure during this year was Rs. 4.11 lakhs on M.I. tanks, Rs.33.00 lakhs on P. Tanks, Rs. 4.08 lakhs on soil conservation, Rs. 2.89 lakhs on land development, Rs. 0.64 lakhs on afforestation works and Rs. 6.14 lakhs on road works.

Table 5.4 : Category-wise Aggregate Expenditure incurred during the years 1980-81 to 1984-85

Sr. No.	Category of work	Expenditure incurred (Rs.in lakhs)	Percentage to total expenditure
1.	Minor Irrigation Tanks Percolation Tanks	68.95	36.89
2.	Soil Conservation Works	28.95	15.48
3.	Land Development Works	20.76	11.14
4.	Road Works	39.73	21.25
5.	Forestry	28.51	15.24
Total		186.90	100.00

Source: Information collected from Tehsil Office, EGS Branch Parola, District Jalgaon.

EGS has rightly spent maximum amount on irrigation works accounting for nearly 37 percent of the total expenditure incurred in the five year period 1980-81 to 1984-85. This was expected to contribute to the development (or) rural area by providing long term benefit and become a basis for the other

developments. It would bring prosperity to the farmers.

Works in Progress

Table 5.5 : The Number of Works in Progress under EGS in the Taluka is as follows.

Month	1980-81	1981-82	1982-83
April	40	41	35
May	40	43	38
June	40	40	38
July	27	27	20
August	23	23	21
September	27	20	15
October	30	25	24
November	30	21	26
December	49	33	14
January	35	13	21
February	38	35	30
March	42	44	42
Total	401	365	324

Source : Data collected from Collector Office, EGS Branch, Jalgaon.

Note : Data for the year 1983-84 and 1984-85 are not available.

It is seen from the table that maximum number of works in progress in the taluka was 401 in the year 1980-81 while the minimum was 324 in 1982-83.

5.4 Labour Attendance

Parola taluka occupied third place in the scale in regard to labour attendance under EGS in Jalgaon district. Information regarding labour attendance under the scheme in the taluka during 1980-81 to 1983-84 is given below.

Table 5.6 : Labour attendance under EGS Works in Parola Taluka

Month	1980-81	1981-82	1982-83	1983-84
April	2,137	2,217	1,672	2,162
May	1,836	1,913	1,695	621
June	841	1,636	1,282	1,641
July	805	713	377	575
August	801	413	587	208
September	655	691	1,018	950
October	243	1,092	806	760
November	833	425	879	628
December	1,412	1,025	1,330	935
January	1,850	2,134	709	709
February	2,913	2,238	9,922	1,087
March	1,069	1,845	1,031	1,334
Total	15,394	16,342	13,308	11,610

Source : Monthly Progress Report, Collector's Office EGS Branch, Jalgaon.

Note : Data for the year 1984-85 are not available.

The table shows that the maximum labour attendance was recorded during December to May because this period is off season for agricultural activities. The labour attendance was generally low in July to November as this period is harvesting season for agriculture.

Table 5.7 : Highest Labour Attendance in Parola Taluka during 1980-81 to 1984-85

Year	Highest Labour Attendance	Month	Average Labour Attendance during the Year
1980-81	2,913	February 81	1,361
1981-82	2,238	February 82	1,109
1982-83	1,922	February 83	967
1983-84	2,162	April 84	497

Source : Information collected from Tehsil Office, EGS Branch, Parola.

Note : Data for the year 1984-85 are not available.

While taking into consideration the highest attendance, particularly during the months April to June, we can say that EGS is a boon to the agricultural unemployed, illiterate workers. As these are months of scarcity of water, unemployment and no harvest, EGS is the only hope of employment for the workers.

5.5 Types of Assets Created Under EGS in Parola Taluka

The most important gain is that, investment on EGS works are providing permanent labour employment and increased agri-

cultural production through various irrigation and soil conservation works.

Percolation Tanks : The Tehsil is benefitted by two medium irrigation projects viz., Bori project and Bhokarbari project, besides a number of minor irrigation works including flow irrigation tanks, percolation tanks, lift irrigation works in public as well as in private sector.

During the years 1980-81 to 1984-85, 13 percolation tanks were completed under this scheme in Parola taluka. The number of employment generated under these works was 1,05,568 in 1981-82 and 70,950 in the year 1982-83. Three underground bandhars were also completed under this scheme during the five year period.

It is seen that these works have helped in increasing the total cultivated irrigated land from 3,445 hectares in 1980-81 to 4,315 hectares in 1984-85.

Balla Bunding and Counter Bunding Works

The works undertaken by EGS in the taluka such as soil conservation and land development and forestry do not generally show gain immediately. However, it is doubtless gainful in long-term.

Works such nala bunding, nala training works and land shaping dry areas have helped in improvement of the quality of land. During the period 1980-81 to 1984-85, nala bunding works were done in 500 hectares and counter bunding in an area of 1,796 hectares.

Land Development Works

Land development work includes items such as shaping and grading of dry lands, measures to raise ground water level by putting bunds, digging trenches in the nalas and such other techniques. Labour attendance on these works which was 2,783 in 1981-82 decreased to 918 in the year 1984-85.

Afforestation Works

During the years 1980-81 to 1984-85 afforestation works under the scheme covered an area of 922 hectares. The number of mandays of employment generated during these period were 1966 by afforestation works.

Road Works

Road works like village roads, district roads, other district roads are included in the EGS list. Under the EGS 15 km length of roads were completed during the year 1980-81 to 1984-85.

Parola taluka is constituted by 113 villages of which some had hard difficulties in keeping transportation and communication. National highway No.6 passes by Parola which connects Parola with two district places, Jalgaon 55 kms and Dhulia 33 kms.

EGS has improved the road condition and made it possible for the villages to find better market for their products.

CHAPTER VI

SOCIO-ECONOMIC CONDITIONS OF THE EGS WORKERS IN PAROLA TALUKA

In the preceding chapter, the EGS was judged on the basis of information collected from the official (Taluka and District level) records. An attempt is made here to assess the success of EGS by collecting information from people working on the EGS and ascertaining their views on the EGS and its utility. /33.

To find out the socio-economic conditions of the EGS workers, the personal contact method was adopted. A hundred workers were contacted at worksite. For collecting required information for the year 1984-85 by interviewing the workers in person using a schedule (a copy of the scheduled used is included in Appendix-I); the following items of information was collected.

- 1) Household informations regarding age, education, occupation of family members, etc.
- 2) Details of the family's land holding regarding owned, rented in, rented out, etc.
- 3) Aggregate annual income i.e. from EGS works, from agriculture, and other activities for the year 1984-85 of each household.
- 4) Information regarding number of days the family members worked on EGS, on won farm, etc. / x
- 5) Besides, these items of information, we tried to

get their preferences for work, reasons for working on EGS, absenteeism, difficulties experienced while working on EGS, etc.

In addition, a few questions were also included regarding the attitudes of workers regarding working on EGS. A few questions on their opinion regarding EGS, work facilities, unemployment allowance, etc.

There are 113 villages in parola taluka out of them two villages are uninhabited. For the proper implementation of EGS, 111 villages are divided into 19 groups.

The interviewees were distributed over various project as follows :

Table 6.1 : Interviewees as per Various Projects

Sr. No.	Type of Project	Number of Interviewees
1.	Irrigation	34
2.	Forestry	33
3.	Soil conservation and land development	22
4.	Roads	11
Total		100

Classification as per Age Group

The details of age distribution of workers working on EGS are also obtained. The relevant information is given in Table 6.2.

Table 6.2 : Classification as per Age Group

Age Groups in Years	15-17	18-20	21-30	31-40	41-50	51-60	Above 60	Total
Number of Workers	01	06	38	37	12	05	01	100

From the data collected, it is observed that one worker below the age of 18 years was given employment as per the provision of EGS Act.

Out of the total of hundred a substantial majority of workers (i.e. 75 percent) belonged to the group of 21-40; only one worker was above the age of 60.

As EGS provides piece rate system of payment for work, we find cases of boys and girls below the age of 15 years helping their parents by doing small works.

Classification as per Educational Level

Information was collected in the survey about educational level of EGS workers. Classification of (male/female) EGS workers based on educational level is given below.

Illiterate	Upto 4th std.	5th to 7th std.	8th to 10th std.	H.S.C. passed	Total
46	20	18	12	04	54

Main Occupation

The information collected reveals that a majority of the

workers were entirely dependent on wage employment. The main occupation of 15 percent of labourers was agriculture and they joined EGS work only in the off season.

Household Size

Our survey reveals that an overwhelming majority of families (i.e. 89 percent) had members ranging from 3 to 6. Only one family had 9 members.

The information obtained through the survey regarding earners and dependents per household shows that 65 percent of households have only two earners.

Land Holding

An attempt is made to elicit information regarding the size of landholding of the sample of 100 EGS workers. The analysis reveals the following size holding.

Table 6.4: Size of Landholding of Sample EGS Workers

Land Holding	Non-irrigated Land	Irrigated Land	Total Numbers of households
Marginal farmers (Upto 1 hect)	26	-	26
Small Farmers (1 to 2 hect)	24	02	26
Others (Above 2 hect.)	02	-	02
Total	52	02	54

It is observed from the survey that out of the hundred interviewees, forty six workers were landless. 52 percent of the total workers were holding unirrigated land. Only two

percent of the workers were cultivating irrigated land. In short, we can say that EGS is beneficial to the landless labours as well as marginal and small farmers.

Distribution of Workers According to Total
Number of Months Worked in EGS

Table 6.5 : Distribution of Workers According to Months Worked in EGS

Number of Months in a year worked on EGS	Number of Workers
Upto 3 months	36
Upto 6 months	24
Upto 9 months	10
Upto 12 months	30
Total	100

We find that 60 percent of the total workers worked on the EGS for a period of upto 6 months in a year. Further, only 30 percent workers reported that they worked for all 12 months on EGS.

Annual Aggregate Income of the
Households Working on the EGS

Table 6.6 : Distribution of Sample Households as per Below and Above Poverty Line

Income Group	Number of Households
Upto Rs. 1200	01
Rs.1201 to 2400	16
Rs.2401 to 3600	34
Rs.3601 to 4800	22
Rs.4801 to 6000	17
Rs.6001 to 7200	03
Rs.7201 to 8400	03
Rs.8401 and above	04
Total	100

As per the criteria used in 1984 for renewal of registration of workers under EGS, a household earning an income below Rs. 3500 per year was categorized as below poverty line and income above Rs.3500 per year as above poverty line.

Taking into consideration above definition, we observe that 51 percent of the total sample household were below the poverty line and 49 percent household were above poverty line.

Preferences for Types of Work and Reasons

When we asked the sample workers, regarding preference for work, they gave more than one reason. Out of the interviewed workers (i.e. 100) 65 percent workers preferred the EGS work to the other works available to them, the rest had indicated preference for farm work. The relevant information is provided in the Table 6.7.

Table 6.7 : Reasons for Working Under EGS

Sr. No.	Reasons for working under EGS	Number of Workers
1.	Guarantee of continuity of work	97
2.	Part payment in foodgrains	64
3.	No other employment available	62
4.	Facilities on work site	39
5.	Good wage rate	36
6.	Timely payment	29
7.	Work less hard	08
8.	Other reasons	02

Note: The total would add up to more than 100 because of multiple reasons.

A majority of the respondent workers preferred EGS works because of guarantee of continuity of work, part payment in foodgrains and absence of other work.

Table 6.8 : Difficulties Experienced in Working Under EGS

Sr. No.	Nature of Difficulties	Number of Workers
1.	No difficulties experienced	47
2.	Wage payment is not full and timely	29
3.	Unfair distribution of work and improper measurement of work	07
4.	Inadequate facilities under EGS	05
5.	Difficulties regarding sharpening charges of instruments	05
6.	Difficulties regarding attendance	01
7.	Other difficulties	06
Total		100

During the personal contact with the workers, particularly their views about the EGS, they really explained whether or not they faced any difficulties and the nature of difficulties in case (or) the trouble. 47 percent of the sample workers had no difficulties while the rest had experienced certain difficulties, such as failure to pay full and timely wage payment, faulty distribution and measurement of work, inadequate provision of facilities on work site, etc.

When we enquired (from) the concerned officers have admitted that there was some truth in late and partial payment

of wages. They also made it clear that they further outlined the attempts made by them to make payments in time. The main cause for delayed payment seem to be occasionally. The official process of checking the bills and non-availability of funds at the appropriate time, no satisfactory answer was forthcoming regarding complaint about partial payment. (?)
/ const.

Table 6.9 : Absenteeism of Workers under EGS in Parola Taluka

Sr. No.	Reasons	Number of Workers
1.	Illness	90
2.	Bazzarday and festivals	85
3.	Work on own farm	41
4.	Work is hard	02
5.	Other reasons	01

Note : Because of multiple reasons for absenteeism, the numbers do not add up to 100, the sample size.

When workers were asked about factors responsible for absenteeism, illness as a cause was given by 90 persons while bazzar-day was mentioned by 85 workers, work on their own farm by 41 workers.

Changing Wage Rate and Facilities at Work Site

From our enquiries, it was clear that the workers were not aware of changes introduced by the government. They accept wages paid and facilities provided by the officers.

Corruption, Exploitation while working under EGS

The impressions we get from the news papers and public discussion that there is a lot of corruption. But, in my survey, only 5 percent workers expressed their views in this regard. Majority of the workers told that there was no corruption at least at their level. While the respondents did not reveal existence of the corruption and exploitation, it is difficult to believe this in context with our conversation to others. Perhaps, the workers are not prepared to get into any problems in their work with officers and supervisors.

Benefits of the Work and Reasons for the Impressions Reported by the InterviewsTable 6.10 : Views of Workers Regarding EGS

Sr. No.	Impression Reported by the Interviews	Number of Interviews
1.	EGS is beneficial (reasons not stated)	75
2.	Beneficial but wages should be increased	11
3.	Beneficial but continuous work should be provided	05
4.	Beneficial due to part payment in foodgrains	03
5.	Beneficial as work less strenuous	02
6.	Beneficial because no need to search for a job	02
7.	Beneficial but work should be near the village	01
8.	Not beneficial (reason not stated)	01
Total		100

As regards their impression on EGS, 99 percent workers were in favour of this scheme and said that it should be continued. Only one told that it was not beneficial. He could not provide any strong reason for this opinion.

From the survey it is found that cash payment of wages and issue of wheat and jawar coupons were the main attraction for the workers. A small proportion of (i.e. 17 percent) workers admitted the undoubted benefits of the scheme but suggested increase in wages and continuous availability of work to willing hands, particularly in off season.

One more suggestion made by sample worker pertaining to the place of work. Workers expected the availability of work at a place near the village. The workers were particularly appreciative of the main benefits of implementation of such a scheme, saving the poor people from starvation.

CHAPTER VII
CONCLUSIONS AND SUGGESTIONS

On the recommendations of 'Page Committee', the EGS was implemented from 1st May 1972, throughout the State of Maharashtra. However, during 1972-73 and 1973-74 the scheme could not root itself as a result of famine and famine relief works. This scheme has proved to be an ideal and popular scheme because of its emphasis on providing facilities at the work site and issue of coupons for foodgrains. A person who desires to do honest and hard work for his/her livelihood is the epicentre of this scheme, which also aims at creating durable community assets, thus increasing the wealth of Maharashtra and thereby of the nation.

7.1 Observations : State Level

EGS has been successful in reducing unemployment in rural area. It has provided employment to landless labour, small and marginal farmers. The State Government spent nearly Rs.1587.73 crores from 1981 to 1988 on the scheme and created over 135 crore mandays of employment. The maximum monthly average attendance of workers was 10.61 lakhs in March 1987 and the lowest was at 2.27 lakhs in October 1987.

Only works of productive nature were undertaken under the scheme, like irrigation, soil conservation and land development. In the initial stages of the scheme road works were considered unproductive but later these works also included in the scheme.

The expenditure on road works has been increasing; its share in the total expenditure rose from about 18 percent in 1980-81 to over 26 percent in the year 1987-88.

Government of Maharashtra raised funds amounting to Rs. 191.49 crores for the EGS through taxes and levies during the year 1981 to 1983. Government made a matching equal contribution to EGS funds. The actual expenditure on the scheme (i.e. 747.59 crores) has spent exceeding the planned expenditure (i.e. 664.84 crores) during the Sixth Plan.

7.2 Observations : District Level

In comparison with other districts of Maharashtra, Jalgaon is a region of small rainfall, average annual rainfall being 826.8 mm. This district is at the top in the production of banana; three-fourth of the banana plantation area in Maharashtra is in Jalgaon district.

The EGS was implemented throughout the district in 1975-76. During the years 1980-81 to 1984-85 total expenditure incurred on this scheme was nearly Rs. 2000 lakhs and over 165 lakhs of mandays of employment were generated in the district. An aggregate of 1,473 works were undertaken for execution in the district.

A breakdown of expenditure incurred on various works shows that road works claimed a major share of about 52 per cent, 24 per cent on soil conservation and land development, 12 per cent on irrigation and 4 per cent on forest works.

During the period 1980-85, maximum attendance of labourers (i.e. 1,90,237) was in 1980-81 and the lowest attendance (i.e. 73,784) was in 1984-85.

In shortly, sincere efforts have been made to develop soil and water resources in Jalgaon district. Besides, efforts have also been made to improve communications in the rural areas of the district. The scheme has been proved useful for providing gainful employment to the needy persons especially in DPAP areas of the district.

7.3 Observations : Taluka Level

In terms of its population, Parola Tehsil stands 11th in the district having a low average rainfall of 783.8 mm.

After the renewal of registration of workers in 1984, there were 15,178 workers in the taluka, of which 6,428 were female and 8,759 male. The ratio of male to female workers under EGS was 58:42 in the year 1984-85.

The financial and physical achievements under EGS were Rs. 45.96 lakhs expenditure which created 3.25 lakhs mandays of worth during the year 1982-83. In 1983-84, however, an amount of Rs. 19.85 lakhs was spent resulting in 1.19 lakh mandays worth.

The items of work on which expenditure was incurred include irrigation accounting for nearly 37 per cent of total, followed by soil and water conservation with 27 per cent and road works by 21 per cent. The highest attendance of workers was recorded during the months April to June. When I contacted

the workers, a substantial majority of the sample workers respectively 75 percent belonged to the age group of (18-40) 21 years. The proportion of literate to illiterate was 54:46.

Political Leader plays an important but subsidiary role in the administration. The MLAs and members of Zilla Parishad, and elected officers served on district and taluka level co-ordination committees. These political figures attempt to change projects locations to obtain the EGS daily wage for their clients, to increase the wage paid (paid) to the local workers, and to have their bullock carts hired for EGS works. 1x 119

7.4 Gains from EGS in Rural Areas

- 1) The most important gain is the breaking down of the caste barrier since all rural workers work together on a project irrespective of caste or religions affiliations. It is pleasant to see the workers from all castes sitting and eating together and exchanging their tiffins.
- 2) The second important gain is the creation of permanent employment in rural areas besides exchanging agricultural production through various irrigation and soil conservation works. This has also helped in the introduction of new remunerative crops.
- 3) EGS has helped in raising the standard of living of the workers. Until the launching of the EGS, the workers depended entirely on the land owner

and were receiving low wages.

- 4) EGS has provided a measure of social security, particularly to the women workers.
- 5) EGS has made an effective dent on the development programme in the drought prone areas and labour surplus areas.
- 6) EGS has acted as a lever for enforcing minimum wages for farm labour in the country side.
- 7) Another gain is the provision of facilities at work-site like supply of potable water, first aid facility, creches, shelters, etc. which were hitherto not available to rural workers.
- 8) It is estimated that unemployment in rural Maharashtra declined by 21 per cent despite an increase of 17 per cent in the population during the five-year period of 1973 to 1978 (World Bank Report 1982).
- 9) The EGS has been instrumental in developing agriculture in tribal villages and in constructing a number of roads in tribal areas and in linking small villages to taluka headquarters. The EGS has now established contacts between tribals and towns.

7.5 Suggestions for Improving Implementation of EGS

- 1) This scheme undertakes the works of percolation tanks;

similarly, Government should undertake digging of community wells to benefit the marginal and small farmers who are unable to dig their own wells under the percolation tanks. It will help them to improve agricultural output and also the financial position of the rural workers.

2) Along with irrigation and land development, forest works should be given equal importance. The marginal and small farmers may be given plants subsidy and encourage them to develop plantation crops so that their dependence on EGS works will diminish.

3) Provision for transporting workers to the work-site be made where the works are located at a distance of more than five miles from their residence.

4) The government can also invest some capital and encourage the villagers to manufacture kachcha bricks from locally available material. This labour-intensive business may be entrusted to the grampanchayat or any social service organisation on an agency basis. The EGS can thus become an instrument of rural regeneration, if the government formulates a blue print in which only productive and job oriented works are given top priority.

5) A nurse to look after the infants and children is no doubt a special attraction of the scheme but at the same time nourishing food like sukhadhi or milk should be provided to the children.

6) To check corruption, the vigilance committee should be prompt and its powers should also be increased.

- 7) Wages for works (such as survey of the work-site, supply of drinking water, nurses to take care of infants, transportation of plants, cutting grass on worksite, etc.) which can not be accurately measured are paid on daily basis. Those who work on these types of works, they are now paid a daily wage of Rs. 6/-. There is a demand from workers that wages for such work be increased to Rs. 12/- per day.
- 8) The government should prepare the annual report of the working of the scheme at the taluka and the district level.
- 9) Various studies and rural labour inquiries conducted from time to time have revealed that benefits of various statutory and non-statutory schemes have not reached to the workers in rural areas, primarily due to lack of organisation among the rural workers. For securing social gains of economic developments by rural workers, it is essential that they be educated and organised. Hence, government should allow a formation of a Union of EGS workers.

रोजगार हमी योजनेतर्गत काम करणाऱ्या कुटुंबाची पाहणी

(त्रि.स. १९८४-८५.)

प्रश्नावली क्रमांक :

१) गावाची माहिती :

१) गावाचे नांव - _____

२) गावाची लोकसंख्या - _____

३) रोजगार हमी योजनेतर्गत काम
करणाऱ्यांची संख्या - _____

२) कुटुंबाची माहिती :

१) कुटुंब प्रमुखाचे नांव - _____

२) वय - _____

३) शिक्षण - _____

४) मुख्य व्यवसाय - _____

अ.नं.	कुटुंब प्रमासदाचे नांव	कुटुंब प्रमुखाशी नाते	वय	शिक्षण	व्यवसाय
१					
२					
३					
४					

३) जमिनीविषयक माहिती :

अ. क्र.	स्वरूप	बागायत	जिरायत	शिल्ल	अेकूण
१	१) स्वतःच्या मालकीची				
२	२) खंडाने घेतलेली				
३	३) खंडाने दिलेली				

४) रोजंदारांची उपलब्धता :

अ. क्र.	प्रकार	कामाचे दिवस	मजूरीवर	अंकूण मजूरी रु. पै.
१.	रोजगार हमी योजनेतर्गत			
२.	स्वतःच्या शैतीची कामे			
३.	अितर ठिकाणी कामे			

५) वार्षिक उत्पन्न :

- १) मजूरीपासून मिळणारे उत्पन्न - रु.
- २) जमिनीपासून मिळणारे उत्पन्न - रु.
- ३) व्याज, माडे अि. पासून - रु.
- ४) जोडघंघापासून मिळणारे उत्पन्न - रु.

अंकूण (१) ते (४) -

६) वार्षिक खर्च :

- १) अन्न | खाद्य पदार्थ
- २) निवारा
- ३) कपडालत्ता
- ४) औषधे
- ५) शिक्षण
- ६) प्रवास खर्च
- ७) व्यसने (पान, तंबाखू, विडी, अि०)
- ८) कर, माडे, व्याज, अि०
- ९) अवत रक्कम (मासिक, वार्षिक)

अंकूण (१) ते (९)

७) आपण मजूरीसाठी कोणत्या प्रकारचे काम अधिक पसंत करता ? -

- १) रोजगार हमी योजना -----
- २) खाजगी शेतमळ्याकडे -----
- ३) जोडघंदे -----
- ४) अितर -----

८) रोजगार हमी योजनेतर्गत सहभागी होण्याची कारणे -

- १) अितरत्र रोजगार नसल्याने -----
- २) वेतन प्रमाण चांगले -----
- ३) काम सतत मिळते व शोधावे लागत नाही -----
- ४) काम कठीण नसते -----
- ५) कामावर धान्य मिळते -----
- ६) कामावर अितर सैयी मिळतात -----
- ७) मजूरी वेळेवर मिळते -----
- ८) अितर कारणे -----

९) रोजगार हमी योजनेतर्गत काम करतांना

होय | नाही

आपणास काही समस्या | अडचणी येतात काय ?

होय असल्यास स्वरूप

- १) हजेरी संदर्भात -----
- २) कामाचे योग्य माप व वाटप -----
- ३) मजूरीचे येते वेळेवर व व्यवस्थित
देत नाहीत. -----
- ४) सेवा सवलती मिळत नाहीत -----
- ५) हत्यारांचे भाडे व धार लावण्याचा
खर्च मिळत नाही. -----
- ६) अितर अडचणी -----

१०) गेरहजेरी :

रोहयोचे काम उपलब्ध असूनही कामावर गेरहजर रहाता काय ? होय | नाही
होय असल्यास कारणे

१) मजूरी वेळेवर मिळत नसल्यास -----

२) काम खूप अंतरावर असल्यास -----

३) स्वतःच्या शेतीची कामे असल्यास -----

४) सांस्कृतिक कामे व बाजार दिवस
असल्यास -----

५) काम खूप त्रासाचे. गुदा० खडी फोडणे, जि. -----

६) आजारी असल्यास -----

७) जितर कारणे -----

११) बदलते मजूरी दर सेवा सवलती, बेरोजगार
मत्ता, जित्यादि संदर्भात बदलती माहिती
यंत्रणेतील अधिकारी देतात काय ?

होय | नाही.

१२) प्रष्टाचार, लाचलुपत, जि. विषयी

होय | नाही.

आपणास कधी अनुभव आला होता काय ?

होय असल्यास स्वरूप

१३) आपणोंस राहियोबद्दल काही सांगाव्याचे
आहे काय ?

१४) संशोधकाचा श्रेय :

BIBLIOGRAPHY

Books

- Agrawal, A.N., Indian Economy : Problems of Development and Planning, New Delhi, Vikas, 1982.
- Dandekar, V.M., Unemployment and Imbalances in the Economy, (A.D.Shroff Memorial lecture, 1972) Forum of Free Enterprise, Bombay, 1972.
- _____, Measurement of Poverty (R.R. Kale Memorial Lecture 1981), GIPE, Pune 4, 1981.
- Dandekar, Kumudini, "Employment Guarantee Scheme : An Employment Opportunity for Women", GIPE, Pune 4 (Bombay Orient Longman), 1983.
- Datt, R. and Sundharam, K.P.M., Indian Economy, IIInd Ed., Delhi, S.Chand Company Ltd., 1984.
- Mamoria, C.B., Agricultural Problems of India, 10th ed. Allahabad, Kitabmahal, 1982.
- Mansur Hoda, Problems of Unemployment in India, 1st ed., Madras, Allied Publishers, 1974.
- Mongia, J.N., India's Economic Policies, 1st ed., New Delhi, Allied Publishers, 1980.
- Pauline, Y.Young, Scientific Social Surveys and Research, 4th ed., New Delhi, Prenticehall, 1982.

Government Acts and Rules

1. Employment Guarantee Scheme : A Compendium of Orders (upto 3rd July 1981), Government of Maharashtra, Planning Department, Bombay.

2. The Maharashtra Employment Guarantee Act, 1977. (As modified upto May 1985), Government of Maharashtra, Bombay, 1985.
3. The Maharashtra State Tax on Professions Trades, Callings and Employments Rules, 1975 (As modified upto 1st November, 1985), Government of Maharashtra, Bombay.
4. The minimum Wages Act, 1948, and the Maharashtra - Minimum Wages Rules, 1963 (As modified upto 31st Dec., 1984), Government of Maharashtra, Bombay.

Reports

1. Annual Plan 1982-83 and 1987-88 (Part I), Planning Department, Government of Maharashtra, Bombay.
2. Census of India 1971 and 1981 (Part XIII), District Census Hand Book, Jalgaon district, Maharashtra State, Bombay.
3. Blue prints on EGS, 1980-81 and 1984-85, Jalgaon district, Collector Office, Jalgaon.
4. Economic Survey of Maharashtra 1980-81 and 1986-87, Directorate of Economics and Statistics, Government of Maharashtra, Bombay.
5. Joint Evaluation Report on EGS of Maharashtra (April 1976-October 1978), Programme Evaluation Organisation, Planning Commission, Government of India, New Delhi and Directorate of Economics and Statistics, Government of Maharashtra, June 1980, Bombay.
6. Socio-Economic Review and District Statistical Abstract of Jalgaon District 1981-82 and 1984-85, Directorate of Economics and Statistics, Government of Maharashtra, Bombay.

7. Weekly and Monthly Reports on EGS of Parola Taluka (unpublished), 1980-81 and 1984-85, EGS Branch Reports, Parola Tehsil, District Jalgaon.

Articles

1. Abraham, A., "Maharashtra Employment Guarantee Scheme" Economic and Political Weekly, Vol.15(32), 9th August 1980, Pp. 1339 to 1342.
2. Adiseshiah (Malcom S.), "Labour in the Indian Economy", Management and Labour Studies, 12.2, April 1987, Pp. 70 to 80.
3. Bardhan, A.B., "Employment Guarantee Scheme and Rural Unemployment" Mainstream, Vol.15(52), August 27, 1977, Pp.3 to 5.
4. Bagchee, S., "EGS in Maharashtra", Economic and Political Weekly, Vol.19(37), Sept.15, 1984.
5. Dandekar, Kumudini and Sathe Manju, "EGS and Food for Work Programme", Economic and Political Weekly, Vol.15(37), Sept.15, 1984.
6. _____, Rural Employment in Maharashtra, Seminar 347, July 1988, Pp.35 to 36.
7. Facts for You, A monthly on Economic Affairs, Vol. 8, 4th Oct.1986, Pp. 25 to 27.
8. Kamat, G.S., "Employment Guarantee Scheme", Yojana, (Marathi version), 1-15 Oct., 1985.
9. Khobare, S., "Nature of Employment Guarantee Scheme", Yojana, (Marathi version), Vol.6(4), 15-30, Sept., 1977, Pp.3,4.

10. Khobare, S., "Working of EGS", Yojana, Vol.13(14),
16-18, Feb.1985, Pp. 11 to 13.
11. _____, "Burden and Benefits of EGS", Journal, Shivaji University, Vol.19, 1980, Pp. 75 to 80.
12. Kripa S., "Employment Generation and the Plan",
Mainstream, 25-30, 11 April 1987, Pp.22 to 24.
13. Lokarajya (Marathi version), Vol.34(13), 1st Nov.1978,
Pp.49-50 and Vol.39, Oct.16,1987 EGS Number.
14. Lieberman Samuel S., "Organisational Reconnaissance or
EGS", Indian Journal of Public Administration 30(4),
Oct.-Dec.1984, Pp. 976 to 990.
15. Mane, S.N. , "EGS : Some Theoretical Problems", Yojana,
Vol.6(4), 15-30 Sept.1977, Pp. 3 to 6.
16. Employment Guarantee Scheme : An Evaluation", Economic
and Political Weekly, Vol.15(49), 6th Dec.1980,
Pp.2043 to 2045.
17. Pathan K.G. "Implementation of EGS of Maharashtra"
Through Labour Co-operative Societies, Maharashtra
Co-operative Quarterly, Vol.62(2), Oct.1978, Pp.132
to 136.
18. Reynolds,N. and Puspa S., "Maharashtra Employment Guarantee
Scheme : A Programme to Emulate", Economic and
Political Weekly, Vol.12(29), July 16,1977, Pp.1149
to 1158.
19. Rane, S.G., "EGS Minimum Wage and Unemployment Allowance"
Maharashtra Times, May 15,1986.

20. Subramanian, V., "EGS an Instrument of Creating Work Consuiousness", Lokarajya, Vol.30 (4,5), 16th June, 1976, Pp. 40 to 47.
21. Tilve S. and Pitre V., "EGS and Food for Work Programme : A Comment", Economic and Political Weekly, Vol.15(47), Nov.22, 1980, Pp.1988-1989.