



2007-08

Field Training Report



Report submitted to-
Deputy Collector
Employment Guarantee Scheme,
Collector Office, Nagpur
(03/03/2008-07/03/2008)

महाराष्ट्र ग्रामीण रोजगार हमी योजना

जिल्हाधिकारी कार्यालय, नागपुर

Maharashtra Rural Employment Guarantee Scheme

Collector Office, Nagpur

सरळ सेवा भरतीने सहाय्यक कार्यकारी अभियंता या पदावर नियुक्ती दिलेल्या अधिकाऱ्यांसाठी क्षेत्रीय
प्रशिक्षण कार्यक्रम, जलसंपदा विभाग

Field Training for Direct Recruits as Assistant Executive Engineer of Water
Resource Department.

कालावधी: ०३-०७ मार्च २००८

Duration: 03.-07 March 2008 (1 week)

“क्षेत्रीय प्रशिक्षण अहवाल”

“FIELD TRAINING REPORT”

सादरकर्ता-

Submitted by-

प्रविण कोल्हे, बी.ई.(सिव्हिल), एम.टेक.

सहाय्यक कार्यकारी अभियंता,
जलसंपदा विभाग, महाराष्ट्र शासन

Pravin Kolhe BE (Civil), MTech (IIT-K).

Assistant Executive Engineer,
Water Resource Department, Government of Maharashtra.

महाराष्ट्र अभियांत्रिकी प्रशिक्षण प्रबोधिनी, नाशिक.

Maharashtra Engineering Training Academy, Nashik

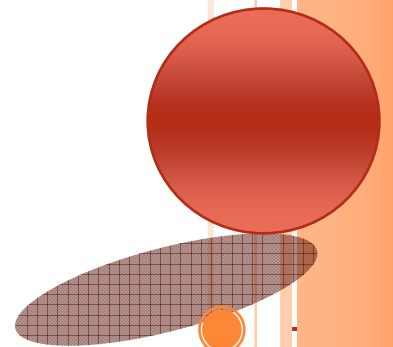
Executive Summary

Maharashtra Engineering Training Academy (META), Nashik organized training program for direct recruits - Assistant Executive Engineer of Water Resource Department (WRD), in accordance with Maharashtra Engineering Service Examination-2004.

As per schedule of training program, we were directed to undergo training at Employment Guarantee Scheme, Collector Office, Nagpur from 3rd to 7th March 2008.

We joined Employment Guarantee Scheme office on 3rd March 2008 and contacted to the officers. It was nice experience to interact with the dynamic officers and staff and grasp maximum knowledge from their experience. I learned the administrative procedure of Employment Guarantee scheme.

This report includes the brief of all these studies performed and understood by me. It was very nice experience to get in depth knowledge through this training session. It will serve as a foundation for my life. I am thankful to the officer and staff of the collector office, for providing us the necessary information.



Acknowledgement

I take this opportunity to express my gratitude to those whose active help and support make field training and this report possible in the present form.

First of all, I express my sincere gratitude to hon'ble **Shri. Sanjay Mukharjee saheb, (IAS)**, Collector of Nagpur for insisting in me the drive to work hard and for inculcating in me the discipline to think clearly.

It is the endless guidance and constant encouragement of **Shri. Pramod Bhusari saheb**, Deputy Collector, **Shri. Gupte Saheb**, Executive Engineer and **Shri. S.J. Aaglawe saheb**, Assistant Engineer of Employment Guarantee Scheme office, Nagpur. He shared his valuable experiences with us and it was the most enjoyable part of training. I express my heartfelt gratitude for his active help.

I would like to express my gratitude to the staff of collector office, Nagpur for providing us necessary assistance during the training. Definitely the knowledge, I received during this training session was a lifetime experience and it will serve as a foundation for my career.

Last, but not least, I wish to express my gratitude towards my parents- Shivaji and Rohini, my grandparents- Rangnath and Sitabai, my uncle Raosaheb and aunty Radhika who sacrificed a lot to give me a good education.

- Pravin Kolhe BE (Civil), MTech (IITK)
(Assistant Executive Engineer)

Content

Executive Summary	ii
Acknowledgement	iii
1 Chapter 1. Introduction	1-5
1.1 Rural Employment Guarantee Scheme	1
1.2 National Rural Employment Guarantee Act-2005	1
1.3 RES Key Features	2
1.4 AIMS & OBJECTIVES OF THE SCHEME	2
1.5 SALIENT FEATURES	3
1.6 WAGES TO THE LABOURERS	4
1.7 AMENITIES TO LABOURERS	4
1.8 NREGA vis-à-vis Maharashtra State EGS	4
1.9 Does EGS Cover the Target Group?	5
2 Chapter 2. Impact of the EGS	6-7
2.1 Direct Benefits to the Poor	6
2.2 Impact on agricultural growth.	6
2.3 EGS and agricultural wages.	7
2.4 Elimination of caste and statistical discriminations.	7
2.5 Social (non-income) benefits.	7
2.6 Stabilization Benefits.	7
3 Chapter 3. Work Under EGS	8-11
3.1 NATURE OF WORKS	8
3.2 SANCTION AND IMPLEMENTATION OF WORKS UNDER EGS	8
3.3 PLANNING OF WORKS	8
3.4 CONDITION FOR STARTING WORK	8
3.5 WORKS THAT CAN BE TAKEN UP UNDER E.G.S.	9
3.6 LEGISLATIVE COMMITTEE	11
3.7 DISTRICT AND PANCHAYAT LEVEL COMMITTEE	11
4 Chapter 4 ORGANISATION	12-13
4.1 State Level Organization Chart	12
4.2 Divisional Level Organization Chart	12
4.3 State Level Organization Chart	13
4.4 INSPECTION AND VIGILANCE	13
4.5 RESOURCES OF THE SCHEME	13
5 Chapter 5. Individual Beneficiary Schemes	14-
5.1 EGS LINKED HORTICULTURE PROGRAMME	14
5.2 JAWAHAR WELLS UNDER EGS	14
5.3 PLANTATION ON PRIVATE BARREN LAND UNDER EGS	14
5.4 Plantation of Tuti Tree & Sericulture under EGS	14
5.5 SOME NEW ORDERS REGARDING EGS	15
References	16-18
Conclusion	19

Chapter 1 Introduction



National Rural Employment Guarantee Act - 2005

Ministry of Rural Development

Govt. of India



1.1 Rural Employment Guarantee Scheme

In the 1960s, while the Maharashtra State was facing problems of poverty and unemployment, certain employment generation programmes like Rural Works Programme, Crash Scheme for Rural Employment Programme, Pilot Intensive Rural Employment Programme, Area Development Programme like D.P.A.P. and programmes designed for rendering assistance to small and marginal farmers, agricultural labourers and rural artisans were implemented on a relatively limited scale and therefore could not make an effective dent on the problem of reducing unemployment in the rural areas. Later, programmes of soil and water conservation measure, major and medium irrigation projects and rural electrification programmes, etc were taken, but owing to resources constraints they, too, could not make a significant impact on the problem of reducing unemployment in the rural areas. Therefore, with a view to alleviating poverty by providing gainful employment to the poorer sections of the community in the rural area as well as in 'C' class municipal councils in the State of Maharashtra, a new scheme, which popularly came to be known as the Employment Guarantee Scheme was started. The State Government gave statutory support to the guarantee of employment through the enactment of the Maharashtra Employment Guarantee Act, 1977, which was brought into force from 26 January 1979.

1.2 National Rural Employment Guarantee Act-2005

In the semi-arid region to which Maharashtra belongs, agriculture is a highly seasonal activity. During the lean periods, large sections of rural households eke out a bare subsistence through short spells of mostly unremunerative employment. Motivated by this concern, Mr V. C. Page launched the Employment Guarantee Scheme (EGS) experimentally in 1965.

It was subsequently expanded as part of an integrated rural development project, culminating in the EGS Act (No.XX of 1978) and its implementation in Maharashtra in 1979. From a modest beginning, the EGS expanded rapidly into the most important poverty alleviation programme in Maharashtra. Its innovativeness has led to a new initiative in the form of the National Rural Employment Guarantee Bill aiming to extend the scheme to the poorest 150 districts in India in the initial phase. As the poverty reducing potential of the National Rural Employment Guarantee Scheme¹ has been widely debated, it is timely to review the case for the EGS in Maharashtra from a broader, national perspective.

1.3 RES Key Features

- People get not only guarantee but also the 'right to employment'.
- 200 poorest districts identified for the first phase.
- There are 12 districts in Maharashtra identified for the implementation of the Act.
- Scheme will come in effect in next 5 years all over India.
- Each family would get work for 100 days in a year.
- Daily Minimum wages recommended not less than - Rs 68/-
- Extra wages if the worksite is more than 5 kms away from village
- Unemployment allowance in case work is not provided.
- Compensation in case of accident or death of the labourers on site
- Onsite facilities as drinking water, first aid, shelter etc
- Crèches for children of women labourers
- Village development is focused.
- Long-term assets are insisted.
- Appointment of Gram Rojgar Sevak is suggested
- Powers to Gramsabha & people

1.4 AIMS & OBJECTIVES OF THE SCHEME

The principal aim of the Employment Guarantee Scheme is to provide gainful and productive employment to the people in the rural areas and in the areas of 'C' class Municipal Councils, who are in need of work and are prepared to do manual labour but cannot find it on their own. The employment has to be gainful to the individual and productive to the economy of the States. The guarantee to provide work has been restricted to unskilled manual work. The fundamental objective of the scheme is that on completion of the works undertaken, some

¹ National Rural Employment Guarantee Scheme: Henceforth called as NREGS

durable community assets should be generated and that the wages paid to the workers should be linked with the quantity of work done.

The statistics relevant to employment in rural areas of the state as per 2001 census is as under: -

1	Number of districts	35
2	Number of districts in which EGS is implemented	33 (excluding Mumbai City District and Mumbai Suburban District)
3	Number of Tahsils	353
4	Number of Tahsils in which EGS is implemented	350
5	Number of Blocks	298
6	Number of 'C' Class Municipalities	162
7	Number of villages (2001 census)	40,412
8	Total population of the State (2001 census)	9.67 crore
9	Total rural population	5.57 crore
10	% of rural population to total population	58
11	Number of small farmers (1 to 2 Ha)	31.7 lakh
12	Number of marginal farmers (up to 1 Ha)	42.6 lakh
13	Number of Agriculture labourers	83.1 lakh
14	Number of rural families below poverty line	19.4 lakh
15	Total Number of labourers registered	42 lakh.

1.5 SALIENT FEATURES

1. All adult persons residing in villages and 'C' class Municipal council areas are covered under this programme. However, a person who is more than 15 years old but less than 18 years can also be given employment under this scheme if there is no earning member in the family.
2. The guarantee is given at the district level. The person demanding the work has no choice of particular work. The guarantee is to provide work anywhere in the district, though operationally works are normally provided within the panchayat samiti area. As far as possible, work is provided to the employment seeker within a radius of 5 km of his residence.
3. The works are implemented through various Government Departments such as Irrigation, Public Works, Agriculture, Forest and local bodies, viz., Zilla Parishads. They are called implementing agencies.
4. The employment seeker has to get his name registered under this scheme with the Registering authority of the village, i.e. Talathis / Gramsevak by filling Form 1 prescribed under rules. Thereafter he / she have to ask for employment under Employment Guarantee Scheme from the Samiti Officer (i.e. Tahsildar) or from registering authority in the concerned villages by filling up Form 4. The Samiti officer has to provide work under the scheme within 15 days after the receipt of application in Form 4, i.e. demand for work. The employment seeker is required to declare that he will work for a continuous period of at least 30 days on the work to which the Samiti Officer has directed. The Samiti Officer directs the employment seeker to the implementing agency of the work by giving the employment seeker directive in Form 7. The implementing agency has to employ the person. On the work, if the person presents himself on work within 7 days of the receipt of the letter issued by the Samiti Officer. Failure to provide employment creates the liability on the State Government for payment of unemployment allowance at the rate of Rs 10 per day.

1.6 WAGES TO THE LABOURERS

The works are invariably executed departmentally by engaging labourers on muster rolls. The labourers are however not paid according to the number of days they remain present on the work but are paid according to the quantity of work done on the basis of rates for different items are so fixed that an average person working diligently for 7 hours a day, should earn wage equal to the minimum wage prescribed for agriculture labour for the concerned zone, under the Minimum Wages Act. Exception is however made in the case of the work of gorge filling of tanks which is allowed to be done through piece workers so that it gets completed before onset of monsoon and risk of partly completed work getting washed away by flood is avoided. Similarly, exception is made of rock blasting work of canals. Zone-wise prevailing rates of wages under Employment Guarantee Scheme revised as on 26 March 2001 are as follows: Zone 1 - Rs 51; Zone 2 - Rs 49; Zone 3 - Rs 47; Zone 4 - Rs 45.

The Government of Maharashtra further increased the wages as Rs. 68/- since 14th March 2007 to accelerate the EGS.

1.7 AMENITIES TO LABOURERS

1. Drinking water facilities, Shelter for rest at the time of interval, First Aid Box, Crèches, shelter and midwife to look after the children of labourer, working under the scheme, wired goggles stone crushing labourers.
2. Ex-gratia payment to labourer, up to Rs.50, 000 for death at the time of working and in the case of handicapped, according to the percentage of the handicappedness. In case of 100% disability Rs 50,000 is given as ex-gratia payment.
3. Children with labourer, brought at the working site, if the children suffers from accident or injury, the child is also given same ex-gratia payment as is given to the labourers.
4. Maternity benefit to women labourers if a woman labourer work continuously for 75 days before her delivery, she is given 15 days leave with wages at the rate prevailing that particular zone. If she had been working for more than 75 days, payment is given as one day's wages for every five days and this benefit is given for maximum 150 days.
5. If a woman undergoes Tubectomy, she is entitled to 14 days leave with wages. A male labourer is given leave for 7 days along with wages if he undergoes Vasectomy.
6. If a woman works continuously 5 days in preceding two weeks, she is entitled for two days leave with wages for copper-T surgery for the purpose of family planning.

1.8 NREGA vis-à-vis Maharashtra State EGS

	NREGS	Maharashtra state EGS
Purpose	Alleviate unemployment & poverty	Mitigate drought situation & prevent migration
	100 days in a year to a rural family	365 days in a year to each unemployed unskilled person
	Meant for Rural area	Implemented in Rural area & Class C of municipal wards in semi urban area.
Nature of job Proportion of jobs	Unskilled (60) Skilled (40) Special attention that women get work.	Unskilled (60) Skilled (40) Water conservation (51) Roads (49)
Implementing agency	Jilla Parishad Gram Panchayat & NGOs	District Collector & district level administration
Agency	Jilla Parishad, Gram Panchayat,	District & block level administration

responsible for Planning	Gram Sabha	
Daily wages suggested	not less than Rs 60/- (State governments have been asked to fix the wages based on the agricultural wages in the respective areas.)	As per Minimum wages act (Rs. 68/-)
Funded by Government	Proportion of contribution Union government- 90% State government – 10%	Independent funds are created. Contribution of people 'having' job to those 'not having' through various taxes & levies
Compensation	Rs 25,000/-	Rs 50,000/-
People's participation	Councils on National & state level Gram Panchayats, Gram Sabhas & NGOs.	Committees at village, block & district levels. Also at legislative assembly.
Social Audit	Social Audit through Gramsabha.	Social Audit through attendance sheets at Gram Panchayats
	Social Audit in presence of the villagers Yearly report to be tabled in the respective state assemblies Consolidated report to be submitted to Parliament every year.	Social Audit in presence of govt. officers & Sarpanch. Copy to be exhibited at Chavdi (Chaupal).

1.9 Does EGS Cover the Target Group?

The effectiveness of the EGS in covering the target group has been debated. Using landless laborers as the criterion for the target group, a study by the Programme Evaluation Organization (PEO 1980) shows that only 40 percent belonged to the target group under the EGS. Ravallion (1991, 159) questions this criterion and rightly says that "it is the poor whom we are trying to reach, not the landless per se." According to Ravallion, a better test would be to compare the income distribution among participants with that for the rural population as a whole. Using the results of microstudies, Ravallion shows that EGS successfully targeted the poor. Using



International Crops Research Institute for the Semi-Arid-Tropics (ICRISAT) village-level data, a number of studies have examined the targeting performance of the EGS. Most have concentrated on Shirapur and Kanzara villages of Maharashtra. Walker and Ryan (1990) show that wealth in the form of total assets is strongly and inversely related to participation in the EGS. Their results also reveal that the extent of that relationship is greater for women than men in both villages. The inverse relationship is also much stronger in Kanzara, where the opportunity cost was higher because of an abundant availability of agricultural employment opportunities.

Chapter 2. Impact of the EGS

2.1 Direct Benefits to the Poor

Mitigation of Underemployment at the Aggregate Level. A World Bank study (1980) shows that rural unemployment and underemployment in Maharashtra amounted to roughly 620 million workdays in 1978. EGS provided about 120 million person-days in 1977/78. EGS thus took care of about 20 percent of the unemployment and underemployment in the state in that year. Dev (1992) made calculations regarding the achievement of EGS in eliminating underemployment for the rural wage-employed in the state.⁹ Dev concluded that "the scheme was able to eliminate approximately no more than 7 percent of unemployment among this group in 1987/88" (Dev 1992, 46). A study by Osmani (1991) concludes that the EGS was able to eliminate about one-third of underemployment in the state. Thus, based on the estimates of various studies at the aggregate level, it can be concluded that the contribution of the EGS to the reduction in total unemployment and underemployment in the state varies from roughly less than one-tenth to one-third. However, the equivalent of 10-30 percent of full-time employment has an impact on a much larger part of that group because the EGS employment is considered only supplementary or parttime employment.

The average labor attendance under the EGS was 0.52 million in the year 1987/88. In the same year, data from the 43rd round of the National Sample Survey (NSS) reveal that there were 21.2 million workers (selfemployed as well as wage-employed) above 15 years of age (NSS 1990). Thus the share of EGS workers among total rural workers was only 2.5 percent in the state. Theoretically, in the absence of the EGS, unemployment among rural workers would have been up by 2.5 percent.

The incidence of unemployment declined much quicker in Maharashtra than in India as a whole. The decline was particularly significant between 1983 and 1987/88.

2.2 Impact on agricultural growth.

One of the important second-round effects relates to the impact of EGS projects on the incomes of the scheme's participants. A criticism of the EGS is that the benefits of the created assets go to the nonpoor. This observation is certainly true, but is overplayed. From the point of view of the sustainability of the scheme, it is important that some kind of benefits go to the rich. Moreover, as in the new subschemes, a part of the scheme should be consciously directed at improvements of land cultivated by the small and marginal farmers. Even if this is not possible, the poor could derive some continuing benefits from land improvements. There are different opinions on the effects of EGS-created assets on agricultural development itself. A recent study by Sathe (1991), however, demonstrates that the assets created under the EGS in the surveyed areas have led to positive developments in agriculture and rural nonagricultural activities. The study reveals that labor absorption increased in the mainstream and the need for EGS employment declined in the surveyed areas.

2.3 EGS and agricultural wages.

There were complaints that agriculture lost some output due to the diversion of labor to the EGS. However, as Dreze and Sen (1990, 117) say, "the positive influences of this displacement (for example, an upward pressure on local wages) must be evaluated along with the negative ones (for example, a loss of agricultural output)." The guarantee part of the EGS increases unskilled laborers' bargaining strength in private negotiations with employers (provided that labor-displacing investment is not near their margin of profitability) (Lipton 1988). Wages under the EGS are paid at a uniform piece rate for both male and female workers. Initially, wages were kept below agricultural wages in order not to disrupt agricultural operations. The official

changes in EGS wage rates over time were due to the interventions of workers' organizations and court rulings. Maharashtra is divided into four zones based on minimum wages for agricultural laborers. Before 1985, the minimum wage, from which the piece rate was derived, was equivalent to the lowest official minimum wage in any of the four zones. The government had to revise this policy following a ruling of the Bombay High Court, which stated that workers must be paid minimum wages applicable in the zone in which they were located. As mentioned previously, the minimum wages for agricultural labor in the state were revised upward again and doubled from May 1, 1988. In 1993, the minimum wage levels in the four zones were Rs 12, Rs 14, Rs 16, and Rs 20. Thus, there is no unique wage for the EGS since wage rates differ depending on the amount of work and the area in which it is done. However, the average wage rate at the aggregate level can be obtained by dividing the total expenditure on wages by the generated person-days.

2.4 Elimination of taste and statistical discriminations.

Foster and Rosenzweig (1992), based on ICRISAT data, show that taste discrimination (which occurs when employers have a preference for employing certain kinds of workers) and statistical discrimination (which occurs when, among laborers with the same productivity, women are paid less) can be eliminated from agriculture labor markets in public employment programs like EGS.

2.5. Social (non-income) benefits.

EGS works have had a considerable impact on the social life of workers. Concentrating large number of workers in one place in similar conditions increases their interaction and helps to break down social differences. This can help expand the social awareness of workers belonging to various castes. The EGS also discourages sexual barriers to work and public activity, such as excluding women from certain wage rates. The large numbers of women on work sites has instilled confidence among them. Women's economic power has accorded them higher status in their families (Datar 1987).

2.6 Stabilization Benefits.

One of the most important aspects of the EGS is its seasonal stabilization effects on the income of the poor. Reducing fluctuations in income can be as important to the poor as raising average incomes. Stabilization can prevent acute distress and preempt the need for costly forms of adjustments, such as selling productive assets. In other words, even if the increase in employment and income is not very large compared with the aggregate need, the existence of any form of income/employment insurance could be quite significant. Table 5.6 shows that EGS is complementary to agricultural employment in the sense that EGS employment is high in the lean season (April to July) and low in the peak season (October to January). Bhende et al. (1992) reveal that in Shirapur Village, the two employment profiles appear to be strongly and negatively associated for men ($r = -0.68$) and for women ($r = -0.64$). In Kanzara Village, however, the association between the two employments shows weak complementarity ($r = -0.33$ for men and $r = -0.40$ for women). Walker and Ryan (1990) show that the risk benefits are quite high under the EGS. Landless labor households in Shirapur and Kanzara villages, where the EGS has operated since 1977, had about 50 percent less variable income streams than those in Aurepalle, where village employment guarantee programs were not available.

The extent to which EGS serves this insurance function in practice, and how valuable it is, depends on factors such as the ease with which employment can be obtained and on the costs of alternative mechanisms of coping (for example, credit)

Chapter 3. Work Under EGS

3.1 NATURE OF WORKS



National Rural Employment Guarantee Act - 2005
Ministry of Rural Development
Govt. of India

Only productive works are permitted under the scheme. With a view to minimizing the recurrence of drought like situation in the State, it has been prescribed that moisture conservation and water conservation works should be given priority. Accordingly, priority of works is fixed as follows:

- I. Irrigation works: Labour intensive components of major and medium irrigation projects, canal works, state and local sector minor irrigation, percolation and storage tanks and underground bandharas.
- II. Soil conservation and land development works.
- III. Afforestation and Social Forestry works.
- IV. Roads and others (roads included in the 1981-2001 road plan.)
- V. Village Internal Roads.
- VI. Individual beneficiary schemes (viz, Jawahar wells, Horticulture, etc)

The ratio of unskilled to skilled for minor irrigation tanks, percolation tanks, village tanks, maji malgajari tanks, forest ponds, Gabian bandhara and roads has been fixed at 51:49 and for all other works it is 60:40.

3.2 SANCTION AND IMPLEMENTATION OF WORKS UNDER EGS

The Collector is empowered to sanction the works costing up to Rs 50 lakh and the Divisional Commissioner up to Rs 75 lakh. Works costing above Rs 75 lakh are to be approved by the State Government.


3.3 PLANNING OF WORKS


The scheme is so operated that works having sufficient labour potential are started according to the employment need. Care is taken to see that availability of labour for normal agricultural operations in the district is not adversely affected and the scheme is not activated when work is available on other plan on non-plan works in progress. The Collector prepares an annual plan for employment guarantee scheme works in his district for the period from 1 October to 30 September of the next year. In addition to on going schemes a shelf of approved schemes is kept ready so that the employment that can be provided (measured in terms of mandays) is 150% of the expected employment need during the ensuing year.

3.4 CONDITION FOR STARTING WORK

The requirement of labour for agriculture sector as well as of planned and non-planned works of the government/ local bodies should be met first. Thereafter labour potential of existing on-going EGS works should be fully exhausted. New EGS works can be started thereafter. New works under the scheme can be commenced if only (a) at least 25 labourers become available for that work, and (b) the workers cannot be absorbed on the on going EGS/Plan non-plan works for schemes. However, exception can be made for works in hilly areas. Similarly, afforestation works also can be taken up wherever necessary to do so.

3.5 WORKS THAT CAN BE TAKEN UP UNDER E.G.S.**A. AGRICULTURE****1. Earthen Nala Bundh****2. Vanrai Bandhara****3. Biological Bunding****4. Gabian Bunding****5. Continuous Contour Trench****6. Trench Cum Mounds****7. Cement Nala Bundh****8. Loose Boulder Structure**

9. Compartment Bunding
10. Slope Bunding
11. Raw Bundh
12. Earthen Bundh
B) IRRIGATION
1. Earthen Dam (Major, Medium and Minor)

2. Earthen Canal
3. Storage Tank
4. Percolation Tank
5. Percolation Canal
6. Village Tank
7. Underground Bunds
8. Renovation of Canal
9. Desilting of Tanks
10. Renovation of Old Tanks
11. Maji Malgujari Talao
12. Minor Irrigation Tank
E. PUBLIC WORKS DEPARTMENT
1. Other District Roads
2. Village Roads
3. Internal Village Roads
4. Farm Roads
5. Other Roads (e.g. cremetary, water storages etc.)
6. Roads Renovation
7. Roads Widening
8. Planned Roads
9. Non planned Roads
F. SOCIAL FORESTRY
1. Aforestation on Private Barren Land
2. Tree Plantation at Road Side

3. Nursery
G. FOREST WORKS
1. Forest Tank
2. Continuous Contour Trench
3. Trench Cum Mounds
4. Aforestation
5. Fire Line Works
6. Renovation of Old Tanks
7. Circular Trench Around Bamboo Bush
8. Nursery

F. OTHER WORKS
As Specified By Govt.

3.6 LEGISLATIVE COMMITTEE

The State Legislature has constituted a special Legislature Committee to examine, assess and evaluate the working of the State's employment guarantee scheme, with special reference to benefits accrued to and the impact made on the people employed under the scheme, and to find out the deficiencies and shortcomings if any and to suggest measures to remove them and to improve the said scheme.

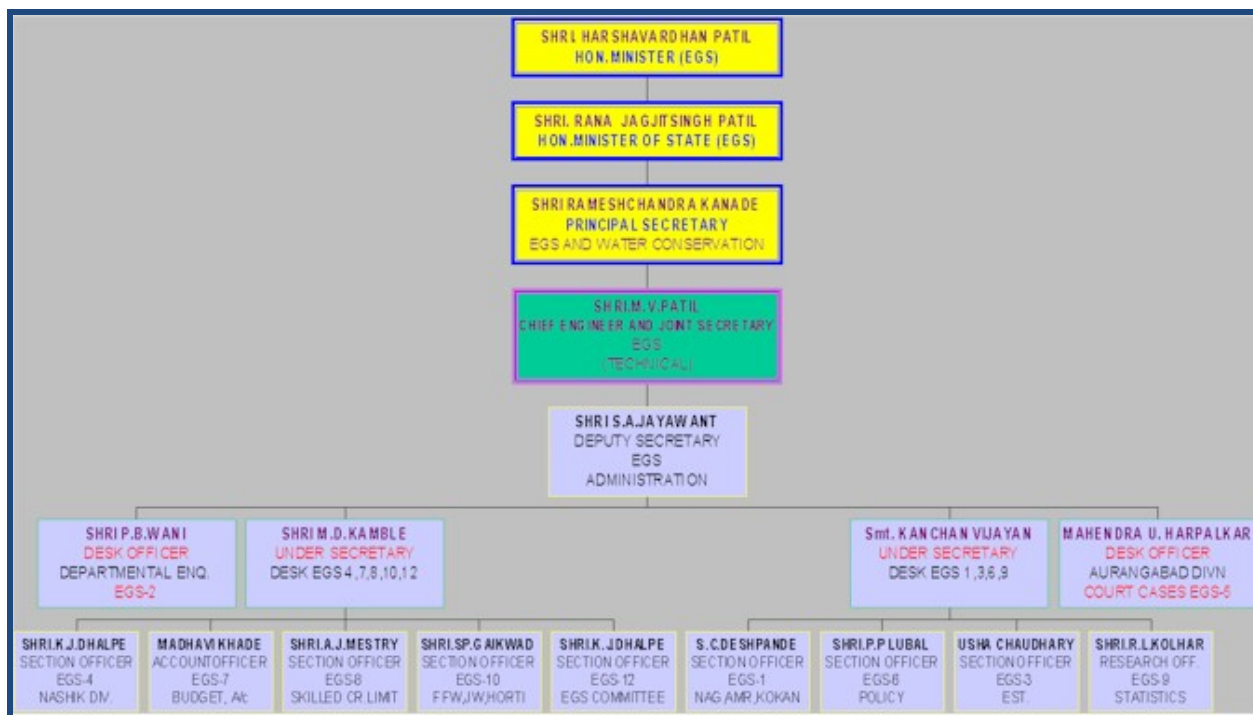
3.7 DISTRICT AND PANCHAYAT LEVEL COMMITTEE

At the District and Panchayat Samiti levels, District and Panchayat Employment Guarantee Committees, respectively, are appointed. In such committees, persons belonging to the backward classes, labourers and the representatives of registered unions of the agriculture labour are appointed. Adequate representation to women is also provided.

Chapter 4. ORGANISATION

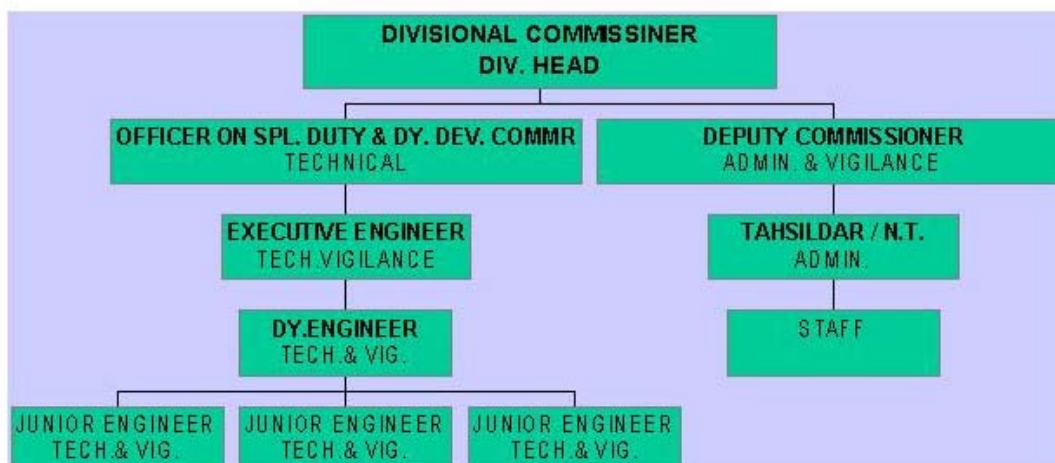
4.1 State Level Organization Chart

Three tier administrative set up has been evolved to ensure close and effective liaison and continuous supervision over the programme. Committees for planning, direction, control and co-ordination have been set up at the State, District and Panchayat Samiti level. At the State level, the Planning Department is the overall in-charge of the scheme covering all aspects of planning, administration, provision of funds, monitoring, control and evaluation of the programme.



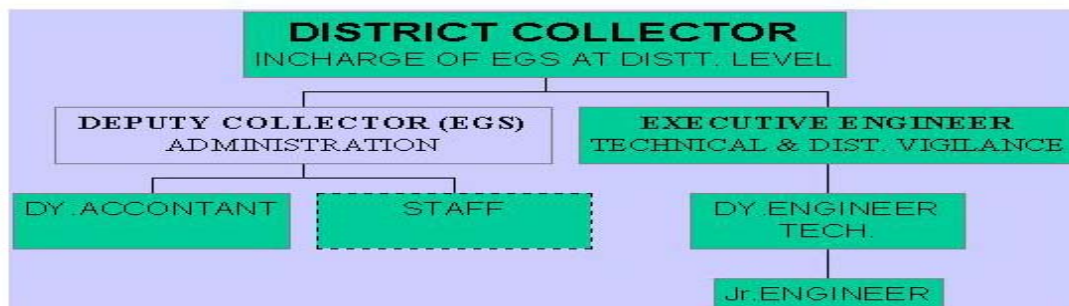
4.2 Divisional Level Organisation Chart

The Commissioner of Revenue Division is overall in-charge of implementation, supervision, co-ordination and control of the programme of E.G.S. works in his division.



4.3 State Level Organisation Chart

The Collector is overall in-charge of implementation, supervision, co-ordination and control of the programme at the district level. At Panchayat Samiti level the Tahsildar has been assigned the functions of the assessment of demand for employment and deployment of labourers on different works in the Panchayat Samiti area.



The Planning Department makes a budget provision and releases the Quarterly Credit limits to the Collectors. The Collectors have discretion to make further releases to the implementing agencies at the district level who in turn releases funds to the implementing officer for payment of wages and expenses incurred on implementation of the works. An account of expenditure is required to be maintained by the implementing agencies at the primary and district units in accordance with the normal procedure laid down by the State Government.

4.4 INSPECTION AND VIGILANCE

Weekly and monthly progress reports have been prescribed for the EGS. These reports are sent by the implementing agencies to the Collectors for onward transmission to the Planning Department. The information in regard to the number of works in progress, labour potential, labour attendance at the end of the week, etc is obtained in the weekly report. The category number of works sanctioned, completed and in progress, employment potential of these works, actual mandays generated at the end of month, the total wage component of expenditure incurred during the month, etc are obtained in the monthly progress report. The inspection and the vigilance duties are assigned at the divisional level to the commissioner with the assistance of the Officer on Special duty in each division. In addition to this, Collectors, Chief Executive Officers of Zilla Parishads, Deputy Collectors, Tahsildars and Supervisory Officers of the implementing agencies are duly bound to supervise and inspect the EGS works, as per the norms prescribed. To minimize the malpractices, the Divisional Commissioner has been given special powers. Further, a High Level Vigilance Committee under the Chairmanship of Secretary (RE) has been constituted. Vigilance squads have also been constituted at District / Divisional and State levels. The labourers have been given identity cards-cum-wage book in which his attendance and the wages received by him are shown, which also helps in reducing the instances of malpractices.

4.5 RESOURCES OF THE SCHEME

In order to raise resources for the implementation of the scheme, the State Government has levied special taxes as shown below:

Tax on profession, trades, callings and employment

Additional tax on motor vehicles for EGS

Additional tax on Sales Tax for EGS

Special assessment of irrigated agriculture land

Surcharge on land revenue for EGS

Tax on non-residential urban lands and buildings under Maharashtra Education Cess Act for EGS.

The State Government has to make a matching contribution equal to the net collection of taxes and levies as mentioned above every year.

Chapter 5. Individual Beneficiary Schemes

5.1 EGS LINKED HORTICULTURE PROGRAMME

With effect from 21 June 1990, Government has launched a Horticulture Programme linked with EGS. The salient features of this programme are as follows:

1. Horticulture Programme can be taken up on the land of any farmer irrespective of his caste and holdings.
2. Plantation can be taken up on the minimum land of 0.2 Ha and maximum 4 Ha land of a beneficiary. (in case of Konkan and Western Ghat area, minimum limit is 0.1 Ha).
3. The programme will be executed at 100% Government cost in the lands of SC/ST/NT/Small farmers as per NABARD definition. On the lands of others, expenditure on unskilled portion of the work will be fully borne by the Government and 75% expenditure of skilled portion, i.e. cost of material, etc will be borne by the Government and remaining 25% cost of these items will be borne by beneficiaries (big farmers).
4. This programme can also be taken up on the lands of co-operative societies, Trusts, etc.

5.2 JAWAHAR WELLS UNDER EGS

Jawahar Well Scheme on the pattern Jeevandhara Well Scheme of Government of India was started under Employment Guarantee Scheme from 1 September 1988. Under this programme wells are undertaken on the land of small and marginal farmers who are under below poverty line (other than SC/ST bonded labour). However, scope of this scheme has since been widened with effect from 24 December 1991. Under this modified scheme construction of wells programme is to be taken on the lands of small farmers as per the definition of NABARD. However out of the total beneficiaries, 60% of beneficiaries are to be selected from amongst the small farmers having land holding upto 2 Ha and out of them 50% beneficiaries will be from amongst the backward class, i.e. SC/ST/NT/Nav Budhist, etc that means 40% beneficiaries will be small farmers having holding more than 2 Ha of land, 30% having holding upto 2 Ha and remaining 30% having holding of upto 2 Ha but from amongst SC/ST/NT/Nav Buddhist.

5.3 PLANTATION ON PRIVATE BARREN LAND UNDER EGS

In order to coordinate and implement water and soil conservation successfully, Government has undertaken water conservation successfully, Government has undertaken water conservation programme. Indivisible factor of comprehensive catchment area development efforts upper sides of catchment area is being brought under Social Forestry Programme. For the purpose of speeding up and stimulating the effort of bringing barren and unused land in the State to make it productive and bring that land under tree cover. The scheme "Employment Guarantee Scheme related Social Forestry Scheme" is undertaken by the Government. The scheme is being implemented in the State since 1992-93. The other objective of the scheme is providing means for fuel wood, grass, fuel and misc. wood to the villagers/farmers.

5.4 Plantation of Tuti Tree & Sericulture under EGS

Geographic situation, agriculture climate and land in the State are conducive for planting of Tuti Trees and Sericulture business. It has been thought over as commercial, cost effective and profit earning business from the angle of crop pattern in the State. Farmers in the rural area are partly employed on Agriculture and rest of the period he faces unemployment. In order to avoid the situation of unemployment and to create self employment opportunity in the rural area, the scheme was started since 1992-93 on pilot basis in the following eight districts, namely Amravati, Yeotmal, Wardha, Solapur, Kolhapur, Jalgaon, Dhule, and Ahmednagar. At presently this scheme

is being implemented in the following 20 districts, namely Pune, Satara, Sangli, Solapur, Kolhapur, Ahmednagar, Nashik, Amravati, Yavatmal, Buldhana, Washim, Aurangabad, Jalna, Parbhani, Hingoli, Nanded, Latur, Osmanabad, Wardha and Nagpur. This scheme is being implemented by the Director, Directorate of Sericulture, Nagpur.

5.5 SOME NEW ORDERS REGARDING EGS

The following new works are allowed under Employment Guarantee Scheme with regular EGS works:

- 1. Bodi works in Vidarbha Region.**
- 2. Works of independent Farm**
- 3. Drinking water wells.**
- 4. Repairs of Percolation Tanks, Village Tanks and Nalla bunding.**
- 5. Desilting of percolation tanks.**
- 6. Works of Farm Ponds, Compartment and Contour bunding.**
- 7. Renovation and repairing of canal works.**
- 8. Kharland Bund repairing works.**
- 9. Nalla training works.**

References

- [1.] Abraham, A. 1980. Maharashtra's Employment Guarantee Scheme. *Economic and Political Weekly* 15 (6): 1339-1342.
- [2.] Acharya, S. 1989. Agricultural wages in India: A disaggregated analysis. *Indian Journal of Agricultural Economics* AA (2): 121-139.
- [3.] Acharya, S. 1990. Maharashtra Employment Guarantee Scheme: A study of labour market intervention. Delhi: International Labour Office-Asian Regional Team for Employment Promotion.
- [4.] Acharya, S., and V. G. Panwalker. 1988. The Employment Guarantee Scheme in Maharashtra: Impact on male and female labour. Regional Research Paper. Bangkok: Population Council.
- [5.] Ahluwalia, M. S. 1990. Policies for poverty alleviation. *Asian Development Review* 8 (1): 111-132.
- [6.] Bagchee, S. 1984. Employment Guarantee Scheme in Maharashtra. *Economic and Political Weekly* 25 (41): 1975-1982.
- [7.] Bandopadhyay, D. 1988. Direct intervention programmes for poverty alleviation. *Economic and Political Weekly* 23 (26): A77-A88.
- [8.] Basu, K. 1981. Food for work programmes: Beyond roads that get washed away. *Economic and Political Weekly* 16 (1): 37-40.
- [9.] Basu, K. 1990. The elimination of endemic poverty in South Asia: Some policy options. In *The political economy of hunger*, vol. 3, ed. J. Dreze and A. Sen, 347-376. Oxford: Clarendon Press.
- [10.] Besley, T., and S. Coate. 1992. Workfare vs. welfare: Incentive arguments for work requirements in poverty alleviation programmes. *American Economic Review* 82: 249-261.
- [11.] Besley, T., and R. Kanbur. 1993. Principles of targeting. In *Including the poor*, ed. M. Lipton and J. van der Gaag, 67-90. Washington, D.C.: Johns Hopkins University Press for the World Bank.
- [12.] Bhatt, T. 1991. Employment programmes: An assessment. *Economic Times* 31 (209): 10.
- [13.] Bhende, M. J., T. S. Walker, S. S. Leiberman, and J. V. Venkatram. 1992.
- [14.] Braun, J. von, T. Teklu, and P. Webb. 1991. Labour-intensive public works for food security: Experience in Africa. IFPRI Working Papers on Food Subsidies 6. Washington, D.C.: International Food Policy Research Institute.
- [15.] Braun, J. von, H. Bouis, S. Kumar, and R. Pandya-Lorch. 1992. Improving food security of the poor: Concept, policy, and programs. Washington, D.C.: International Food Policy Research Institute.
- [16.] Dandekar, K. 1983. Employment guarantee scheme: An employment opportunity for women. Pune: Gokhale Institute of Politics and Economics.
- [17.] Dandekar, K., and M. Sathe. 1980. Employment guarantee scheme and food for work programme. *Economic and Political Weekly* 25 (15): 707-713.
- [18.] Dandekar, V. M. 1986. Agriculture, employment, and poverty. *Economic and Political Weekly* 38, 39 (25): A90-A100.
- [19.] Dantwala, M. L. 1978. Some neglected issues in employment planning. *Economic and Political Weekly* 23 (6 and 7): 291-294.
- [20.] Datar, C. 1987. Revaluation of the Employment Guarantee Scheme, Maharashtra. New Delhi: Institute of Social Studies Trust.
- [21.] Datar, C. 1990. Maharashtra Employment Guarantee Scheme. Bombay: Tata Institute of Social Sciences.
- [22.] Datt, G., and M. Ravallion. 1992. Behavioral responses to work fares: Evidence for rural India. Washington, D.C.: World Bank.
- [23.] Deolalikar, A., and R. Gaiha. 1993. Targeting of rural public works: Are women less likely to participate? Discussion Paper Series 93-05. Seattle, Wash., U.S.A.: Institute for Economic Research, University of Washington.
- [24.] Deshpande, S. K. 1988. Local-level management of a rural antipoverty programme: A case study of the Employment Guarantee Scheme of Maharashtra. A dissertation submitted in

- partial fulfillment of the requirements of the Fellow Programme in Management, Indian Institute of Management, Bangalore.
- [25.] Deshpande, V. D. 1982. Employment guarantee scheme—Impact on poverty and bondage among tribals. Pune: Tilak Maharashtra Vidyapeeth.
 - [26.] Dev, S. M. 1992. Poverty alleviation programmes: A case study of Maharashtra with emphasis on employment guarantee scheme. Discussion Paper 77. Bombay: Indira Gandhi Institute of Development Research.
 - [27.] Dev, S. M., K. S. Parikh, and M. H. Suryanarayana. 1991. Rural poverty in India: Incidence, issues, and policies. Discussion Paper 55. Bombay: Indira Gandhi Institute of Development Research.
 - [28.] Dreze, J. 1990. Famine prevention in India. In *The political economy of hunger*, vol. 2, ed. J. Dreze and A. Sen, 13-122. Oxford: Clarendon Press.
 - [29.] Dreze, J., and A. Sen. 1990. *Hunger and public action*. Oxford: Clarendon Press.
 - [30.] Echeverri-Gent, J. 1988. Guaranteed employment in an Indian state. The Maharashtra experience. *Asian Survey* 28 (12): 1294-1310.
 - [31.] Ezekiel, H., and J. C. Stuyt. 1990. Maharashtra Employment Guarantee Scheme: Geographical distribution of employment. *Economic and Political Weekly* 25 (26): A80-A86.
 - [32.] Foster, A. D., and M. R. Rosenzweig. 1992. Information flows and discrimination in labor markets in rural areas in developing countries. *Proceedings of the World Bank Annual Conference on Development Economics 1992*, 173-204. Washington, D.C.: World Bank.
 - [33.] Gaiha, R. 1991. Poverty alleviation programmes in rural India: An assessment. *Development and Change* 22 (1): 117-154. Godbole, M. 1990. *Rural employment strategy: A quest in the wilderness*. Bombay: Himalaya Publishing House.
 - [34.] Gopalan, C. 1983. Promoting child health and nutrition in India. *Food Policy* 8(1): 23-30.
 - [35.] Herring, R. J., and R. M. Edwards. 1983. Guaranteeing employment to the rural poor: Social functions and class interests in Employment Guarantee Scheme in western India. *World Development* 11: 575-592.
 - [36.] Hirway, I., P. H. Rayappa, T. Shah, I. Khanna, N. Deshinga Raj, and S. Acharya. 1990. Report of the study group of anti poverty programmes. New Delhi, India: National Commission on Rural Labour. ISST (Institute of Social Studies Trust). 1979. *Impact on women workers: Maharashtra Employment Guarantee Scheme, A study*. New Delhi.
 - [37.] Kakwani, N., and K. Subbarao. 1990. Rural poverty in India, 1973-86. Policy Research and External Affairs Working Papers WPS 526. Washington, D.C.: World Bank.
 - [38.] Leiberman, S. 1984. Maharashtra's Employment Guarantee Scheme: A case study of an employment security program in an Indian state. A paper prepared for the Conference on Population Growth and Labour Absorption in the Developing World 1960-2000, July 1-6, Bellagio, Italy.
 - [39.] Lipton, M. 1988. The poor and the poorest: Some interim findings. *World Bank Discussion Papers* 25. Washington, D.C.: World Bank.
 - [40.] Maharashtra Planning Department. 1979. *The Employment Guarantee Act No. XX of 1978*. Bombay: Maharashtra Planning Department.
 - [41.] Lipton, M. 1981. *Employment Guarantee Scheme: A compendium of orders*. Bombay: Maharashtra Planning Department.
 - [42.] Lipton, M. 1992. *Employment Guarantee Scheme*. Bombay: Maharashtra Planning Department.
 - [43.] M. H. J. 1980a. Who pays for and who gains from EGS? *Economic and Political Weekly* 17 (31): 1226-1228.
 - [44.] M. H. J. 1980b. Maharashtra II: Employment Guarantee Scheme: An evaluation. *Economic and Political Weekly* 17 (49): 2034-2045.
 - [45.] Narayana, N. S. S., K. S. Parikh, and T. N. Srinivasan. 1991. Agricultural growth and redistribution of income: Policy analysis with a general equilibrium model of India. Bombay: North Holland-Allied Publishers. NSS (National Sample Survey). 1990. Results of the fourth quinquennial survey of employment and unemployment. *Sarvekshana*, special issue.
 - [46.] Osmani, S. R. 1991. Social security in South Asia. In *Social security in developing countries*, ed. E. Ahmad, J. Dreze, J. Hills, and A. Sen, 305-355. Oxford: Clarendon Press.

-
- [47.] Parikh, K. S., and T. N. Srinivasan. 1993. Poverty alleviation policies in India: Food consumption subsidy, food production subsidy, and employment generation. In *Including the poor*, ed. M. Lipton, and J. vander Gaag, 392-410. Washington, D.C.: Johns Hopkins University Press for the World Bank.
 - [48.] Parikh, K. S., and M. H. Suryanarayana. 1992. Food and agricultural subsidies: Incidence and welfare under alternative shemes. *Journal of Quantitative Economics* 8 (1): 1-28.
 - [49.] PEO (Programme Evaluation Organization). 1980. Joint evaluation report on Employment Guarantee Scheme in Maharashtra. New Delhi: Programme Evaluation Organization, Planning Commission.
 - [50.] Rath, N. 1985. Garibi Hatao: Can IRDP do it? *Economic and Political Weekly* 20 (6): 131-140.
 - [51.] Ravallion, M. 1990. On the coverage of public employment schemes for poverty alleviation. *Journal of Development Economics* 34 (1/2): 57-80.
 - [52.] Ravallion, M. 1991. Reaching the rural poor through public employment, arguments, evidence, and lessons from South Asia. *The World Bank Research Observer* 6 (2): 153-175.
 - [53.] Ravallion, M., G. Dart, and S. Chaudhuri. 1993. Does Maharashtra's Employment Guarantee Scheme guarantee employment? Effects of the 1988 wage increase. *Economic Development and Cultural Change* 42 (2): 251-276.
 - [54.] RDC and Kirloskar Consultants. 1985. Impact of EGS on women workers. Pune. Mimeo.
 - [55.] Reynolds, N., and P. Sunder. 1977. Maharashtra's EGS: A programme to emulate? *Economic and Political Weekly* 12 (29): 1148-1149.
 - [56.] Sarvekshana (Journal of the National Sample Survey Organization). 1983. Vol. 6 (no. 3). . 1988. Vol. 11 (no. 4). 1990. Special issue.
 - [57.] Sathe, M. D. 1991. Rural employment and Employment Guarantee Scheme in Maharashtra. Vijayanagar, Pune, Maharashtra: Development Group.
 - [58.] Sen, A. K. 1975. *Employment, technology, and development*. Oxford: Clarendon Press.
 - [59.] Srinivasan, T. N. 1989. Food aid: A cause of development failure or an instrument for success? *The World Bank Economic Review* 3 (1): 39-65.
 - [60.] Subbarao, K. 1992. Interventions to fill nutrition gaps at the household level: A review of India's experience. In *Poverty in India: Research and policy*, ed. B. Harriss, S. Guhan, and R. H. Cassen. Bombay: Oxford University Press.
 - [61.] Subramaniam, V. 1975. *Parched earth: The Maharashtra drought 1970- 73*. Bombay: Orient Longman.
 - [62.] Tilve, S., and V. Pitre. 1980. Employment guarantee scheme and food for work: A comment. *Economic and Political Weekly* 15 (47): 1988—1989.
 - [63.] United Nations Development Programme. 1993. *Human development report*. New York: Oxford University Press.
 - [64.] Walker, T. S., and J. G. Ryan. 1990. *Village and household economies in India's semi-arid tropics*. Baltimore, Md., U.S.A.: Johns Hopkins University Press. World Bank. 1980. *World development report 1980*. New York: Oxford University Press.
 - [65.] Walker, T. S., and J. G. Ryan. 1989. *India: Poverty, employment, and social services. A World Bank Country Study*. Washington, D.C.: World Bank.
 - [66.] Walker, T. S., and J. G. Ryan. 1990. *World development report 1990*. New York: Oxford University Press.
 - [67.] The EGS and the poor: Evidence from longitudinal village studies. *Economic and Political Weekly* 28 (13): A19-A28.
 - [68.] Policy Case Study: A Review of the Employment Guarantee Scheme in India Inter-Regional Inequality Facility draft 11th July 2005, Raghav Gaiha (University of Delhi) and Katsushi Imai (University of Manchester)
 - [69.] National Rural Employment Guarantee Act Maharashtra State: Status Report, Report prepared by Sampark, Advocacy & Communication Resource Organisation, PACS Programme.
 - [70.] INDIA'S (MAHARASHTRA) EMPLOYMENT GUARANTEE SCHEME: LESSONS FROM LONG EXPERIENCE, S. Mahendra Dev