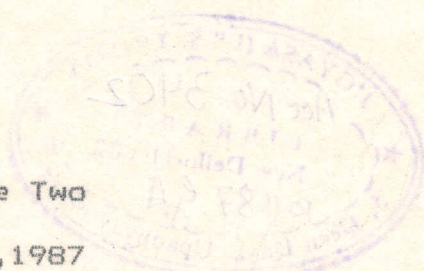


STATUS OF WOMEN'S EMPLOYMENT

REVALUATION OF EMPLOYMENT
GUARANTEE SCHEME, MAHARASHTRA
ITS IMPACT ON WOMEN WORKERS

Volume Two

ISST, 1987



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EVALUATION OF FUNCTIONING OF EGS
& INFORMATION ON PROVISIONS FOR WORKERS

1.1 Introduction

In the first volume, functioning of EGS and its scope is presented. Against that background, survey findings are analysed and micro level experiences of workers have been observed. One of the important finding is that the employment offered by EGS is not sufficient for workers and particularly to landless labourers. Also the complaint is often heard about discontinuous nature of EGS work and the insecurity due to that. This complaint is registered by number of other studies too. Another point noticed is that although the design of scheme is much impressive and the special provisions for workers are laudable, workers are not found much aware of the special facilities offered at the worksite. Thus there seems to be possibility of malfunctioning of the scheme. In the last volume, in the section on Recommendations some of these points have been noted. Here, the effort is made to throw light on the situation with the help of primary data of some of the agencies carrying out construction works. Also, regarding provisions, the assessment is made with the help of reports published by the planning department. In the end the elaborate administrative setup of EGS is presented. The last section gives the detailed information on the provisions for workers. Original government resolutions are documented in chronological manner, so that the changes are noticed and can be analysed, if desired, in the light of political developments in the state.

1.2 Assessment of Performance of Various Implementing Agencies.

Table no. I.1 presents data on seven agencies in Beed district, for the period of 24 months, except in case of one agency (Sub DISCO), where only 12 months' information is available. Seven agencies covered many variety of works, such as roads, irrigation works, soil conservation works. Also, agencies are varied, such as from Zilla Parishad to divisional level agencies. Thus while judging the performance nobody should say that only inefficient agencies are scrutinised. Period covered is quite recent, i.e. 1984&85.

The reports covered 130 works undertaken by these seven agencies. During this period only 39 works were found continuously in operation. Others works operated intermitantly or had been suspended indefinitely.

The definition for the continuous work under EGS could be that except agricultural season the work should go on. Thus any work carried out for atleast 150 days can be considered

continuous. The department of executive engineer, Zilla Parishad, taluka, Ambejogai, had 20 works going on which should create 3000 working days according to above definition, but in reality, it had reported 1847 working days only. Similar is the case with other agencies. Thus per work/site average working days during two years period comes out, to be only 92 in this case. Maximum number of days per work are 123, reported by Minor Irrigation department (EGS). Sub division of soil conservation (DISCO) reports 24 days per month every year. This is not a proper reporting, but it is an approximation. Soil conservation work can go on during agricultural season too, except during heavy monsoon, and if the farmers have given the permission for work. That is the only work which provides almost all the year round employment and the workers are happy. Further break down on duration of working days is also available, workwise and agencywise.

It is surprising that a large difference exists between the labour potential available with the agency and the actual labour attendance with it per month. e.g. MI(EGS) division has 2780 labour potential every month, whereas the attendance is 507 only. This phenomenon is intriguing against the background of complaint of saturation of worksites, and non-availability of work. It can be explained with the fact that people do not prefer to walk a long distance and the government does not provide transport, like private contractors do. Thus paradox would exist. The government officials explain that they do not provide trucks because cost component would go up. Also, there is possibility of corruption. They have to observe 60:40 ratio, of labour and skilled component, within total expenditure. This phenomenon has resulted into many incomplete works remaining unproductive for years, scattered all over. This is a major incidence of malfunctioning.

Average percentage of women labour attendance with these agencies is as high as 64 in case of Beed Irrigation Division, and 45 with the executive engineer Zilla Parishad. Here again one notices discrepancy with the macro level data compiled by the planning department where women form 39 percent of total labour attendance. The data in this table corroborates with the observations in the field visits, and the findings by many other studies too. It may be an example of wrong data collection/compilation.

The efforts are made to determine the main reasons behind the discontinuity of works. The column for this purpose in the monthly report was found not filled properly. Lack of funds is one of the reasons cited. Land dispute for the land acquired seems to be fairly common reason. This problem has been recognized by P.E.O. Study too. It suggests in its recommendations that "For speedier completion of works, arrangements for early payment of compensation to the cultivators, particularly to those who surrender land

willingly, should be done."The problem identified during field visits is that the amount provided in the compensation act is very low, and in case of road, it does not exist. The paradox is that to avoid big stamp duty the transaction deals of land are made at a lower level of sale price. But in reality, the market price is very high. Thus the person surrendering land wants a higher price. The government price is determined by the going prices registered at the land record document. Hence there is no incentive for the landowner for surrendering the land. Dispute continues and work remains suspended. In this case, people's participation and involving Gramsabha would be ideal methods to create pressure on the landowner.

Deshapande has focussed particularly on impact of EGS on seasonal migration of Adivasis in Thana district. He blames the discontinuous nature of EGS works as well as short duration of employment offered under EGS, for a failure to prevent the seasonal migration of Adivasis. (Deshpande 1982)

Thus the scheme, which appears so impressive at the macro level reduces its charm when micro level data at the implementation level gets unfolded. The kind of frustration expressed by people in the field is well understood through this table.

1.3 Assessment of Special Provisions for Workers

The Table No.I.2 shows the statistics about Aurangabad division. The report was presented at the EGS council meeting at the divisional level, for 1985-86.

The number of workers dying at the worksite is a phenomenon mainly due to the fact that old people too have to come for work, because the wages received by younger people in the household are not sufficient to feed them. Why exgratia payment due to their relatives varies from district to district, is not known. Period for payment appears very lengthy, considering the fact that household would lose its incomes share, and has to depend upon the moneylender before adjusting to the new situation. Minimum 3 months and maximum 11 months is the required period for exgratia payment.

No disability due to work has occurred except in one case in Aurangabad district.

Sterilisation campaign is considered as a part of the scheme and hence the reports regarding the sterilisation incidence are included here. Women seem to be heavily inclined for sterilisation. Any conglomeration of workers seems to be a good ground for sterilisation campaign.

Against this background it is crucial to understand that incidence of maternity benefit is very low considering heavy participation of women where average age is 35 years. Only

30 women received maternity benefits within seven districts of Aurangabad division. Amount given towards this benefit is not recorded. The findings in the present survey show that very few workers are aware of this provision. Also, there are enough loopholes in the act which prevent women to take advantage of the scheme.

Table No.I.3 gives similar picture for Nagpur division. There is not much difference noticed except the fact that no maternity benefits are recorded within any district of this division.

On the whole picture is not very encouraging. Here again one would like to reiterate that employment record cards should be provided to the workers where the record of employment gets registered and helps identify the eligible woman particularly for maternity benefit.

1.4 Administrative Setup at the District

Table No.I.4 presents the administrative setup of EGS, particularly for heavy participation districts such as Nasik, Ahmednagar, Dhule. Vigilance and quality control wing seems to be added for these districts. There was a much accusation of corruption, particularly in high participation districts. This wing was established as a response to this phenomenon.

The main responsibility of administrating the scheme has been given to the revenue department. Thus manpower management, disbursement of money to various agencies, and coordinating between demand for work and starting of construction works wherever demand emerges are the main responsibilities of this department, apart from the usual revenue work. The post of Deputy collector (EGS) is specially added for this purpose at each district, but in high participation districts, another additional collector has been appointed since last year. With such a large budget of Rs.25 crores for the district, it is natural to have such a big setup.

There has been a suggestion that power of disbursing money should be removed from revenue department, and the funds should go directly to the agencies. It has been already criticised in the first volume. However, one wonders whether such a big paraphernalia would be able to prevent corruption of all kinds. Corruption involves not only appropriation of funds, but it also includes appropriation of assets at one place, by using political pressures. The best way to stop corruption is to involve masses of people at the grassroot level. At present too much power is vested in the hands of a few representatives of people who try to manipulate the scheme to their advantage.

Conclusion

As pointed out in the above discussion, there is a lot of scope for improvement in the implementation of EGS, which is basically a well designed scheme for generating employment for rural poor. The recommendations are already noted in the first volume. Some more are listed in the section of 'Review of Earlier Studies'. However, one thing is sure that structural changes are not sufficient, but it is the bureaucracy which runs the scheme needs to be more committed and sympathetic to the cause of this scheme. The scheme can bring about no spectacular changes overnight but it can reduce number of people below poverty line and create small assets, spread over vast area of Maharashtra. It can prepare a take off stage for other schemes to follow.

Subsequently, all the details about special provisions and amenities for workers are listed in a table format, giving the GR numbers and the date of issue of the GR. It shows how the scheme underwent changes.

GRS REGARDING WAGES TO THE EGS WORKERS

SR NO.	GR/GC/GL NO.	DATE	SUBJECT
1.	G.R.P.D.NO. EGS- 1074/3616/p-4	20th Sept. 1974	<u>Fixation of guidelines for Payment of wages :</u> Guidelines were fixed as follows : 1) Wages to be paid on task basis to the group of workers. 2) Workers should not be diverted from normal operations in the village to the EGS works. 3) Different wage role payable for different categories of work (shedule of wage notes was attached alongwith the G.R.) 4) workers will get minimum Rs.18/- for 6 days and Rs.21/- for 7 days for minimum 8 hours of work.
2.	G.R.P.D.NO. EGS- 1075/P-4	14th Feb. 1975	<u>Linkage With Minimum Wages Act.</u> It was decided that the worker to be paid Rs.3/- for 7 hours of work which is the minimum wage rate payable to agricultural labourer then existant. The payment to be made on weekly basis shedule of wage rates for different categories of work was attached alongwith the GR.
3.	G.R.P.D.NO. EGS- 1075/EMP-EGS	20th Nov. 1975	<u>Part-payment on ad-hoc basis :</u> The decision was taken that part payment should be made in advance to the EGS labourers in order to give some relief to the worker till he gets wages at the end of the week in the beginning of work. The amount of part-payment should be apporximately 50 percent of the actual wages payable to him, which can be deducted from his wage, after final wages are drawn on the basis of measurement. And such advance payment may have to be done only once at the beginning of that work.
4.	G.R.P.D.NO. EGS- 1075/EMP-EGS	20th Nov. 1975	<u>Linkage of CARE's Food for Work Programme With The EGS :</u> The decision was taken to operate this programme on area basis in 14 selected in 11 districts under the purview of FFW programme. It was decided that for every Rs.10/-

earned by a worker on EGS Rs.11 worth wheat should be given as a wage in kind, as a part there of, i.e. If a worker earns Rs.18/- for a week Rs. 10/- would be paid in cash & wheat worth of Rs.2/- will be paid as a wage in kind.

5. G.R.P.D.NO. EGS- 3rd Revision Of Schedule Of Wage Rates
1075/EMP-EGS March For Different Categories Of Work
1976 Under EGS.
Schedule of wage rates appended to GR dated 14th Feb. 1975 was revised and became effective from 1st March 1976.

6. G.R.P.D.NO. EGS- 26th Increase Of Wages In kind (Wheat) :
1678/EMP-III Oct. Government decided that the wheat
paid as a 1976 wages in kind to the worker, will be of the value 40 percent of the cash component of wages, but it is to be distributed against cash deduction of only 10 percent of the wages. The following table explains it in detail :

Sr. No.	Weekly wages earned on the basis of schedule of rates (in Rs.)	Cash deducted from wages (in Rs.)	Wheat supplied (in Kg.)
1.	Upto Rs. 3.00	0.30	1
2.	3.01 to 6.00	0.60	2
3.	6.01 to 10.00	0.90	3
4.	10.1 to 15.00	1.20	4
5.	15.1 to 20.00	1.80	6
6.	20.1 to 30.00	2.40	8
7.	Above 30.00	3.00	10

7. G.R.P.D.NO. EGS- 4th Wages In kind : (Rice)
2679/8/EMP-5 April Govt. decided that in place of wheat
1979 rice should be distributed in the districts Kulaba, Ratnagiri, Thane, Chadrapur, and Bhandara.

Sr. No.	Weekly wages earned. (Rs.)	Cash deducted (Rs.)	Wheat Supplied (Kgs.)
1.	Upto Rs. 4.00	0.40	1
2.	4.01 to 8.00	0.80	2
3.	8.01 to 12.00	1.20	3
4.	12.01 to 16.00	1.00	4

5.	10.01 to 20.00	2.00	5
6.	20.01 to 30.00	2.80	7
7.	Above 30.00	3.20	8

8. G.R.P.D.NO. EGS- 11th Wages In Kind : (Jowar)
 2679/B/EMP-S Sept. In partial modification of the
 1979 orders dated 26th Oct.1978 Government
 decided that in place of wheat,
 hybrid jawar should be distributed
 in the districts of Ahmednagar,
 Solapur, Beed and Osmanabad. The cash
 deduction from the wages and the
 quantity of Jowar which coupons are
 distributed are as follows :

Sr. No.	Weekly wages earned (in Rs.)	Cash to be deducted (in Rs.)	Jowar to be distributed (in Kgs.)
1.	Upto Rs. 3.00	0.30	1
2.	3.01 to 6.00	0.60	2
3.	6.01 to 10.00	0.90	3
4.	10.01 to 15.00	1.20	4
5.	15.01 to 20.00	1.80	6
6.	20.01 to 30.00	2.40	8
7.	Above 30.00	3.00	10

9. G.R.P.D.NO. EGS- 1st Rates Of Wages In Kind To The
 1080/92/33 Oct. Workers Supplying Drinking Water And
 1980 Women Workers Appointed To Look After
Workers Children On Site :

It was decided to pay Rs.3/- in cash and Rs.One worth Food grains (either wheat or rice or jowar) as wages in kind to these workers, instead of paying wages only in cash (Rs.4/-) per person per day.

10. G.R.P.D.NO. EGS- 12th Wages In Kind To Be Stopped :
 1080/43/37 Feb. A telegram was send to all district
 1981 collectors on 11th Feb. 1981 by the
 planning department asking them to
 stop giving wages in kind to the EGS
 workers. And instead of wages inkind,
 it was decided to pay Rs. 1.30
 against per kg. of food grains
 supplied. The maximum limit payable
 against wages inkind was decided to
 be Rs.7.80 for any worker.

11. G.R.P.D.NO. EGS- 20th Revival Of Wages In Kind :
1081/26/D-37 April Due to shortage of food grains stock
1981 towards Government, Govt., decided
to stop paying wages in kind from
12th Feb. 1981. However, when again
the food stocks were checked, Govt.
decided to pay part payment of EGS
workers in kind - to pay per day per
person half kg. of food grains
against 65 paise with effect from
27th April 1981.
12. G.R.P.D.NO. EGS- 22nd Fixation Of Schedule Of Wage Rates
1681/21/D-37 April For EGS Workers :
1981 Appointment Of A Study Group To
Examine Wage Rates Schedule :
The study group deserved that the
work out turn of the labourers
despite deligent work is generally
less in hilly and tribal areas mainly
on account of nutritional deficiency.
The study group appointed to examine
wage rates schedule and physical
capacity of labourers in different
areas of the state therefore
recommended that the task expected to
be performed by the labourers in
hilly and tribal areas should be
assumed 15 percent less as compared
to other areas.
Accordingly, the study group
recommended a unified schedule of
rates for all types of works under
EGS based on the exisisting minimum
wage of Rs.4/- per day for agri-
cultural labour in the lowest zone,
seperately for hilly and tribal areas
and other areas. (the schedule of
wage rates was attached to the GR).
13. G.C.P.D.NO. EGS- 8th Wage Rates Under EGS :
1683/1/EMP-8 March It was decided to pay Rs.6/- per day
1983 to the EGS workers from 1st Feb. 1983
as it was the minimum wage for agri-
cultural labourers in the last zone.
14. G.R.P.D.NO. EGS- 31st Fixation Of New Wages According To
1084/85/EMP-12 Jan. The High Court Judgement :
1985 A Trade Union of agricultural
labourers, based in Ahmednagar,
challenges to the last portion of
section 7 (z) (vii) of the
Maharashtra Employment Guarantee Act
(MEGS Act) of 1977, which lays down
that a person working delighently

for 7 hours of day would get the total wages equal to the minimum wage for the agricultural labourer for the lowest zone only.

In the petition against section 7, the petitioners said that this is wholly discriminatory.....that the provision of section 7 clearly shows that the legislature wanted to link the payment of wage to the workers employed on EGS, with the minimum wage for agricultural labour. Once the wage payable to such a worker is linked with the minimum wage, then it should logically follow that the workmen entitled to get the minimum wage the zone in which he is working on EGS work.

Govt. Counsel denied the charge that the scale of payment is discriminatory or that the last zone provisions in section 7 (2) (vii) of the Act is ultra vires the provision of the Article 14 and Article 23 of the constitution of India. He said that by enacting section 7 (2) (vii) of the MEGS Act of 1977, the legislature has only provided a method for fixing the schedule of rates for works under EGS.

The employment provided under the scheme is not a formal employment in as much as employment provided not because Govt. is in need to employ labour but with a view to secure them the right to work provided under the constitution.

In such scheme there is a need to ensure that the employment provided does not compete with the employment available else were. Therefore, this scheme is a welfare measure for rural unemployment and no source of perennial remunerative employment....

The employment in EGS is thus a class by itself and cannot be compared with the employment in usual sense

In these circumstances it is inevitable for the Govt. to provide that the wage rates under the programme are uniform all over the state.....Had this wage structure varied from region to region, it

would have resulted in migration of labour. Employment provided under EGS, cannot be considered as employment in agriculture. The on-farm activities are not taken up under the scheme.....

The High Court in its judgement towards the petition gave the decision to revise and fix the wage rates of EGS workers in a particular zone to the minimum wage prevailed for agricultural labour within that zone.

Revised wage rates according to the above judgement are based on the minimum wage prevailed in that zone and are as follows :

i)	Rs.10/-	per day for 7 hours	Ist
		of work in the	zone
ii)	Rs.8/-	per day for 7 hours	IIInd
		of work in the	zone
iii)	Rs.7/-	per day for 7 hours	IIIrd
		of work in the	zone
iv)	Rs.6/-	per day for 7 hours	IVth
		of work in the	zone

15. G.R.P.D.NO. EGS- 12th Wages in Kind :
1080/326/EMP-10 Feb. Instead of half K.G. Jowar per
1986 person per day, it was decided to
give 1 K.G. Jowar against 60 paise
deduction from the workers wages for
that day.

16. G.R.P.D.NO. EGS/ 25th Wages In Kind :
1085/284/EMP-10 April The decision was taken to
1986 distribute 1 K.G. Wheat, per person
per day against cash deduction of
Rs.1.50 from the workers wages for
that day. This was to be given in
addition to 1 K.G. jowar, which was
decided to distribute earlier
against cash deduction of 60 paise
per day from workers wages.

GRS REGARDING PEOPLE'S PARTICIPATION

SR. NO.	GR/GC/GL/NO.	DATE	SUBJECT
1.	G.R.P.D.NO. EGS 1074/ 3616/P-4	20th Sept. 1974.	<u>Inspection And Supervision : State level, District level And Panchayat Samiti level Committees.</u> A) <u>State level committee :</u> The Govt. decided to set up a State level Committee under the Chairmanship of the Chief Minister. The committee consists the following members: Minister for Irrigation, Minister for Agriculture, Minister for Finance, Minister for Industries and Labour, Minister for Revenue, Minister for Buildings and communications, Minister of State for planning, Secretary, (Planning-Secretary). <u>Purpose :</u> This Committee was set up to approve the guidelines and make periodical appraisal of the employment situation in the rural areas of the state on a continuing basis. B) <u>District level Committee :</u> The District level committee consists : Minister in charge of the District - Chairman Collector of the District - Vice-Chairman All members of the Parliament. All Members of the legislative. Assymbly and All members of the legislative Council from the District. <u>Purpose :</u> District level Committee was for planning, direction, control, co-ordination and evaluation of the Employment Guarantee Scheme. C) <u>Panchayat samiti level Committee :</u> The Panchayat Samiti level Committee consists : 1) The sub-divisional officier of the area - Chairman Chairman of the Panchayat Samiti - Vice-Chairman

All Members of the Legislative Assembly in the Panchayat Samiti area.

- 2) Non-officials from the Samiti area nominated by the Govt.
The Block Development Officer.
The Tahasildar of the Taluka-
Member Secretary.

2. The MEG Act. 3rd
1977, Oct.
Maharashtra 1978
Act No.
XX of 1978

Formation of the State Council :

The council was appointed by the Maharashtra Govt. for the purpose of having periodical review and supervision of the implementation of Maharashtra Employment Guarantee Act, namely The Maharashtra State Employment Guarantee Council. It was decided that the Govt. shall appoint the Chairman and other members of the council, the number of members shall not exceed twenty six, and of whom, at least two members shall be appointed from persons belonging to Backward classes.

3. G.R.P.D.NO.
EGS - 1079/
EMP - 8

Maharashtra State Employment Guarantee Council - Constitution

The Council was constituted and following were the functions decided for the Council.

Functions :

- 1) Periodical review and supervision of implementation of EGS.
- 2) to advise the Govt. on all matters concerning the implementation of EG. Act and scheme.
- 3) evaluation of the scheme.
- 4) to recommend to the Govt. to appoint study groups for undertaking studies of specific questions regarding implementation of the scheme.
- 5) to co-ordinate the working of District Employment Guarantee Committee.

It was decided that the council will meet generally once in three months, and if necessary, more frequently

4. G.R.P.D.NO. 17th
EGS-1080/56 March
1981

Maharashtra Employment Guarantee Act - District And Panchayat Samiti Level Committee :

District level committee :

Every District will consist following members in the committee.

- 1) Minister in charge of the District - Chairman.
 - 2) All Members of the Parliament.
 - 3) All members of the legislative Assymbly and Legislative Council from the District.
 - 4) President of the Zilla Parishad.
 - 5) President, Building and Construction, Zilla Parishad.
 - 6) Two candidates of backward class community.
 - 7) Two representatives of the workers working on EGS or Two members of the workers Union (Landless labourers Union).
 - 8) Main Officer.
 - 9) District collector - Secretary.
- It was decided that the District committee will approve the Blue - prints & EGS will study the implementation of EG. suggest the measures for effective functioning of E.G.S. to the District collector.

Panchayat - Samiti level Committee :
will consist following members :

- 1) All members of the Legislative Assymbly.
- 2) All members of the Legislative Council residing in the Panchayat Samiti area.
- 3) President of the Panchayat Samiti.
- 4) Two Backward Class community persons.
- 5) Two representatives of the workers working on EGS or two members of the workers Union.
- 6) Two Social Workers related to EGS.
- 7) Project officer (Ekatmik Adivasi Vikas Gath)
- 8) Block Development Officer.
- 9) Committee (Samiti) Officer.

5. G.R.P.D.NO. 3rd
EGS-1080/ April
/179/D-32 1981

Maharashtra State Employment
Guarantee Council Reconstitution.
Maharashtra State Employment
Guarantee Council was reconstituted
for a period of two years upto 31st
March 1983.

GRS REGARDING EMPLOYMENT

SR. NO.	GR/GC/GL NO.	DATE	SUBJECT
1.	G.R.P.D.NO. EGS 1074/ 3616/P-4	28th Sept. 1974	<u>Aim of Scheme :</u> The scheme provides gainful employment -in manual work to able bodied adults in rural areas who are in need and who are desirous of work, but cannot find it either on farm and other works implemented by the Govt. Departments, the Zilla Parishads the Panchayat Samitis and the Gram Panchayats. The scope of the Guarantee is indicated below i) The Guarantee operates only in the rural areas of the State. ii) It provides only unskilled manual work. iii) It is extended only to adults above 18 years. iv) Participants do not have choice of work area of work or distance to be travelled from their residence to the place of work....etc. v) Implementation of the scheme should not affect agricultural operations. Each village-panchayat has to prepare upto date register of employment workers for the village in the prescrible form.
2.	G.R.P.D.NO. EGS 1075/ EMP-EGS	21st Jan. 1976	<u>Organisation : Appointment of female worker to look after children.</u> In order to look after welfare of workers children, brought on the worksite, the implementing authorities were asked to engage woman workers for children.
3.	G.R.P.D.NO. EGS-1078/ 84/EMP-IV	26th July 1978	<u>Provision of Employment and Payment of Un-employment Allowance in Lieu there of under the EGS.</u> Govt. decided to amplify the provisions of existing Employment Guarantee Scheme by undertaking the commitment to pay un-employment allowance if implied gurantee under the scheme is not fullfilled and this amplified scheme was decided to become operative from 9th Aug.1978.

The Samiti officer was asked to consider each letter asking for employment.

A person who is registered under the scheme and who has given a letter of asking employment but could not get any, will be entitled to receive an - employment allowance at the rate Rs.1/- per day.

4. G.L.P.D.NO. 10th
EGS-1078/84 Aug.
EMP-IV 1978

Mode Of Forwarding Letter Of Asking Employment, Whether Registration Compulsory ?

The letter asking for employment received by the Registering authority have to be forwarded to the Samiti Officer with 3 days of receipt of the letter.

Though unregistered persons cannot be denied employment on EGS works, all persons working on EGS should be advised to get themselves registered within a reasonable limit. And registered persons should be given preference in seeking employment.

5. G.C.P.D.NO. 7th
EGS-1078/ April
641/EMP-III. 1979

Service Of Educated Un-employment :

The Govt. decided that the services of the educated un-employed can be utilized for the collection of data regarding number of wells existing in the command area, before the percolation tanks would be constructed and number of wells which may be dug after the completion of the percolation tanks.

GRS REGARDING WOMEN WORKERS ON EGS.

SR. NO.	GR/GC/GL. NO.	DATE	SUBJECT
1.	G.R.P.D.NO. EGS 1075/ EMP-EGS	21st Jan. 1976	<u>Appointment of Female Worker to take Care of Children:</u> Implementing agencies were advised to appoint a female worker to look after children below the age of 3 years, of EGS Workers, Where the number of children exceeded 40. And such Female Worker was to paid Rs.3/- for the duration of 7 hours.
2.	G.L.P.D.NO. EGS-1080/ 31/EMP-4	29th Jan. 1980	<u>Appointment of Female Worker to take care of children :</u> A women worker engaged on the EGS worksite to look after children below the age of 3 years, of the EGS workers, to be paid Rs.4/- for 7 hours of work, and then number of such children should be 5 (five) and more.
3.	G.R.NO. EGS 1083/ 181/EMP-IV	4th May. 1983.	<u>Sanction of Ex-gratia payment towards the maternity period/sterilisation :</u> A) The Govt. sanctioned ex-gratia payment to the female labourers employed on EGS works during her maternity period, subject to following conditions :- (i) A woman EGS worker should have worked on EGS work for a period of at least 150 days during a period of one year immediately proceeding the first day of absence from EGS work on account of maternity. (ii) Such woman EGS labourer should be paid at a rate of Rs.6/- per day for a period of 30 days i.e. to say Rs. 180/- per month in one lump-sum. (iii) Woman EGS labourer is required to produce a medical certificate from medical officer of the Public Health Centre of Public Health Unit in the area regarding maternity. B) Govt. is also pleased to sanction ex-gratia payment at the rate of Rs.6/- per day to the male-female labourer employed on EGS, who undergo sterilisation as per following conditions :-

- (i) Male Sterilisation - for a period not exceeding 7 days.
 - (ii) Female sterilisation - for a period not exceeding 14 days.
 - (iii) Labourers must produce medical certificate from Primary Health Centre nearby.
-

GR's regarding amenities to the workers on EGS

SR. NO.	GR/GL/GC NO.	DATE	SUBJECT
1.	G.R.P.D.NO. EGS-1074/ 3616/p-4	20th Sep. 1974	<u>Camping Facility :</u> Adequate camping facilities should be provided if necessary at the work site, which include fairprice shops, humble huts, potable water, First aid, etc.
2.	G.R.P.D.NO. EGS-1075/ p-4	14th Feb. 1975	<u>Camping Facility :</u> (Amendment in the above G.R. as follows) When the programme is undertaken beyond 5 K.M.'s from a village, arrangement for camping should include fairprice shop, humble huts, potable water, sanitary arrangements i.e. urinals for women and medical aid i.e. first aid facility and arrangements for removal of patients to the nearest medical centre in the case of accident or illness.
3.	G.R.P.D.NO. EGS-1075/ EMP	21st Jan. 1976	<u>Appointment of Female Worker to take care of children :</u> Appointment of female worker to take care of EGS workers children below the age of 3 years, where the no. of such children exceeds 40; and she should be paid a wage of Rs.3 for 7 hours of work.
4.	G.R.P.D.NO. EGS-1074/ 749/EMP-5	30th March 1976	<u>Expenditure on Medical aid and first aid facilities to be provided :</u> Expenditure on medical aid and first aid facilities provided to the workers (as stated in above GR's) should be met out of the 40 per cent component of material cost admissible under 60 : 40 wage to material ratio of EGS works.
5.	G.R.P.D.NO. EGS-1076/ 289/EMP-IV	23rd July. 1976	<u>Temporary Shelter on Worksite :</u> Temporary shelter on worksite can be provided if necessary and expenditure on account of such shelter can be met within 40 percent component of material cost admissible under 60 : 40 wage to material ratio of EGS works.
6.	G.L.P.D.NO. EGS-1076/ 341/EMP-IV	12th July. 1976	<u>Drinking Water Provision :</u> The expenditure towards providing drinking water facilities can be debited to 40 percent earmarked for material component, if not included in the estimate of work.

In case bullock carts are engaged for providing drinking water, the norms of wages rates should be worked out for the same.

7. G.L.P.D.NO. 1st June 1978 EGS-1079/335/EMP-III
Provisional Facilities before starting the work to avoid inconvenience to the workers :
Provision of facilities such as drinking water, first aid, camping sheds, etc. is essential before starting the work. Boards of wage rates should be displayed at the worksite.
8. G.L.P.D.NO. 29th Nov. 1979 EGS-1079/448/EMP-IV
Transport cost to the labourers and campsites :
Transport charges can be made to the labourers from home to campsite and back after the completion of work on following conditions :-
(a) the amount should be limited to the actual expenses and Rs.10/-, whichever is less;
(b) the labourer should be eligible for such payment only once, whenever necessary camps may be opened on canal works for the labourers coming for work from a distance beyond SKM's.
9. G.L.P.D.NO. 23rd Jan. 1980 EGS-1080/28/EMP-4
Provision of facilities at the work site :
Govt. instructed to provide all facilities except camping facility (which is provided only to the distantant worksites) irrespective of the distance from residence. Such facilities are as follows :-
Drinking water, first aid box, sheds, medical aid, hospitalization if necessary, women to look after children, etc.
10. G.L.P.D.NO. 29th Jan. 1980 EGS/1080/27/EMP-4
Payment to the person engaged for providing drinking water on EGS works :
The person engaged for providing drinking water should be paid rs.4/- for a day.
-

GR's regarding Ex-gratia payment / medical aid / first aid / hospitalisation etc.

SR. NO.	GR/GC/GL. NO.	DATE	SUBJECT
1.	G.R.P.D.NO. EGS-1074/ 3616/p-4	20th Feb. 1974	<u>First Aid / Medical Aid:</u> Whenever Campsite is opened at EGS worksites, the implementing authorities have to provide medical aid i.e. First aid and hospitalisation in case if accidents at worksite or illness.
2.	G.R.P.D.NO. EGS-1075/ p-4	14th Feb. 1975	As above.
3.	G.R.P.D.NO. EGS-1074/ 749/EMP-IV	30th March 1976	<u>Source of expenditure on Medical aid :</u> The expenditure incurred on medical aid provision should be met out of 40 percent provision of material cost admissible under 60 : 40 wage to material ratio of EGS works.
4.	G.R.P.D.NO. EGS-1078/ 105/EMP-IV	6th Feb. 1979	<u>Medical treatment in case of injury and ex-gratia payment in case of death or permanent disablement :</u> I) If a person meets with an accident during work, he is entitled to <u>free medical treatment and hospitalisation if necessary</u> (which includes accomidation, treatment and diet). And during this period he will also be entitled to receive payment at the rate of <u>Rs.1.50 per day.</u> II) If a person dies by accident out of and in the course of his employment under EGS, <u>ex-gratia payment of Rs.5,000/-</u> shall be paid to his legal heirs, which will be sanctioned by the collector and disburseed through Samiti Officer. III) In case of <u>permanent disablement ex-gratia payment shall be Rs.5,000/-</u> IV) <u>A list of injuries and the percentage loss of earning capacity attached along with the G.R.</u>
5.	G.C.I.D.NO. EGS-1080/ 3/MIR-1	1st Aug. 1980	<u>Ex-gratia Payment in case of death or permanent disablement:</u> It has been directed that implementing officers should approach the concerned district collector for deciding the amount of ex-gratia payment as mentioned in the GR dated 6th Feb.1979.

6. G.C.P.D.NO. 10th
EGS-1080/ Sep.
85/35 1980

Ex-gratia payment in case of death or permanent disablement:

A question was raised whether a labourer met with an accident during the rest period is entitled for exgratia payment.

According to high court Judgement of 1968 in Calcutta, any injury received within casual limits of time and space should be casually connected with employment. Further, the cause should be proximate cause and not very remote cause. But at the same time workman while in employment must necessarily be subject to all the needs and calls of nature to which any man would also be subjected. Hence the Govt. would be liable to pay ex-gratia payment.

7. G.C.P.D.NO. 20th
EGS-1080/ Apr.
257/33 1981

ex-gratia payment in case of death:

whenever it is not possible for the competent medical authority officer to certify the cause of death for establishing relation between accident on EGS work and consequent death of the worker the Govt. advised to make the postmortem to identify the cause and to obtain certificate; on the strength of such certificate the grant of ex-gratia payment may be processed.

8. G.R.P.D.NO. 4th
EGS-1083/ May.
181/EMP-IV 1983

Sanction of ex-gratia payment towards the maternity period sterilisation:

A woman EGS worker worked on EGS work for a period of at least 150 days during a period of one year is entitled to have maternity leave for 30 days and ex-gratia payment of Rs.180/-, Govt. has also sanctioned ex-gratia payment to the male/female is entitled to earn Rs.6/- per day for 7 days while female worker Rs.6/- per day for 14 days, against the medical certificate from Primary Health Centre.

GR's regarding workers education and training at the worksite.

SR. NO.	GR/GC/GL NO.	DATE	SUBJECT
1.	G.R.P.D.NO. EGS-1075/ EMP-EGS	29th Nov. 1975	<u>Display of boards (regarding method of calculating wage rates) :</u> A board should be displayed at all works in progress under the EGS, indicating broadly the method of calculation of wages so that it should be possible for all the workers to know and varify about the manner of payment of wages that it being followed by the Government.
2.	G.L.P.D.NO. EGS-1076/ 233/EMP-IV	28th Sept. 1977	<u>Display of Boards :</u> Implementing agencies were given strict warning by the Govt. to display boards indicating all relevant details at all works in progress under EGS.
3.	G.C.P.D.NO. EGS-1978/ 70/EMP-4	1st June 1978	<u>Demonstration of work :</u> The committee observed that due to illiteracy generally prevalent amongst unskilled labourers, they are not able to understand the boards displayed on the work sites. Therefore committee recommended that it is necessary to have standing demonstrations of the works at the worksites, so that the labourers get an idea about the size of work and wages paid for the same. The Govt. therefore directed that whenever feasible such demonstrations should be displayed at worksite.
4.	G.L.P.D.NO. EGS-1078/ 271/EMP-4	11th Jan. 1979	<u>Demonstration of work :</u> Implementing agencies were asked to communicate the quantity and quality of work done by the group which is assigned the task, on a slip of paper at the time of making payment of wages.
5.	G.C.NO. EGS-1084/ 23/EMP-12	6th June 1984	<u>Identity card to the workers :</u> The EGS committee in the 9th Report suggested to give paysleep to every worker at the time of wage distribution. This pay-slip would include the no. of days, the worker worked on EGS. Govt. accordingly decided to consider it. In order to understand the effectiveness, the Govt. asked the Collector of Ahmednagar District to run it on experimental basis in a selected taluka, for 6 months.

TABLE NO. 1.1
PERFORMANCE OF VARIOUS IMPLEMENTING AGENCIES

ITEMS	EX. ENGINEER	IMI (EGS)	IMI (EGS)	IBEED IRRI-	IBEED IRRI-	ISUB - DISCO	EX. ENGINEER
	IP	DN. BEED	ITAL ; BEED	-GATION	-GATION	(SOIL CON)	IP (W.D.)
	IBEED		IP. T.	DN. BEED	DN. AMBEJ	AMBEJGAI	IBEED
	ITAL ; AMBEJ	ITAL ; AMBEJ		ITAL ; BEED	ITAL ; AMBEJ	DIST ; BEED	ITAL ; BEED
1) REVIEW PERIOD	JAN 84 TO DEC 85	JAN 84 TO DEC 85	JAN 84 TO DEC 85	JAN 84 TO DEC 85	JAN 84 TO DEC 85	APR 85 TO MAR 86	JAN 84 TO DEC 85
2) NO. OF MONTHS	24	24	24	24	24	12	24
3) NO. OF REPORTED	24	24	24	14	14	12	24
4) NO. OF WORKS SCRUTINIZED	20	20	19	15	9	26	21
5) NO. OF WORKS CONTINUOUSLY IN PROGRESS	7	3	4	4	3	18	1
6) NO. OF WORKING DAYS OF IMPL- MENTING AGENCY DURING THE PERIOD	1847	2464	2048	1468	911	--	1185
7) PER WORK AV. WORKING DAYS DURING THE ABOVE MENTIONED PERIOD	92	123	108	98	101	24 (Per month)	56
8) VARIATION IN THE WORKING DAYS PER PER WORK							
UP TO 50 DAYS	6	5	8	6	4	-	13
51 TO 75 DAYS	5	2	2	3	-	-	4
76 TO 100 DAYS	1	4	2	-	-	-	1
101 TO 150 DAYS	3	3	1	1	1	-	3
151 & MORE DAYS	5	6	6	5	4	-	-
9) TOTAL LABOUR ATTENDANCE DURING THE PERIOD, WITH THE IMPLE. AGENCY	8907	12159	9915	11827	7622	--	4347
10) PER WORK AVERAGE LAB. ATTENDANCE DURING THE PERIOD	445	608	522	790	847	--	236
11) PER MONTH AV. LABOUR POTENTIAL WITH THE AGENCY	700	2780	--	1466	800	4000	--
12) PER MONTH AV. LAB. ATTENDANCE WITH THE AGENCY	371	507	522	740	532	1270	206
13) AV. PERCENTAGE OF WOMEN LABOUR ATTENDANCE	(45)	(58)	--	(64)	(57)	N.A.	(60)

SOURCES; MONTHLY PROGRESS REPORTS OF AGENCIES.

TABLE NO.1.3

NAGPUR DIVISION (1985 - 86)

EX-GRATIA PAYMENT / MEDICAL AID / STERILISATION BENEFITS / MATERNITY BENEFITS TO THE WORKERS ON EGS.

SR. NO.	EX-GRATIA PAYMENT / MEDICAL AID / MATERNITY BENEFITS / STERILISATION BENEFITS TO THE EGS WORKERS.	UNIT	BHANDARA	CHANDRAPUR	GADCHIROLI	NAGPUR	VARDHA	DIVISION TOTAL
1	NO. OF WORKERS DIED ON EGS WORKERS.		7	1	1	1	-	10
	EX-GRATIA PAYMENT MADE TOWARDS DEATH TO THE LEGAL HEIRS OF THE WORKER.	RS.	5000	5000	5000	5000	-	50,000
	PERIOD REQUIRED TOWARDS EX-GRATIA PAYMENT.	DAYS	90 TO 300	1 TO 7	22	IMMEDIATELY	-	-
2	NO. OF WORKERS PERMANENTLY DISABLED ON EGS WORKSITE.		1	3	-	2	-	6
	EX-GRATIA PAYMENT MADE TOWARDS MEDICAL TREATMENT TO THE DISABLED.	RS.	N.A.	3.50 per day	-	5000	-	-
	PERIOD REQUIRED TOWARDS PAYMENT	DAYS	N.A.	N.A.	-	26	-	-
3	NO. OF WORKERS GIVEN AID TOWARDS STERILIZATION.							
	WOMEN		13	22	14	6	7	62
	MEN		23	33	11	7	8	82
	TOTAL		36	55	25	13	15	144
	AMOUNT	RS.	N.A.	N.A.	602	N.A.	N.A.	-
4	NO. OF WOMEN GIVEN MATERNITY BENEFITS.		-	-	-	-	-	-
	AMOUNT GIVEN TOWARDS MATERNITY BENEFITS.		-	-	-	-	-	-
	REASONS FOR DELAY IN PAYMENT TOWARDS MATERNITY BENEFITS.		delay in medical report.	-	-	-	-	-

PROFILES OF PARTICIPATING DISTRICTS AND VILLAGES

1.0 Districts

Although employment guarantee scheme is carried on all over Maharashtra for more than eighth years, the intensity of demand and the implementation of the scheme varies according to the economy and human geography of the districts. It is essential to know the environment of the interviewees, before their patterns of employment, income, wages rates are analysed. Table No. 4.1.I gives geographical and demographic data.

1.1 Geographic & Demographic Background (Table No. II.1)

Out of the four districts, areawise, Ahmednagar is the largest, then comes Dhule, Beed and Bhandara in that order.

Population density seems to be almost similar in all the four districts, Ahmednagar (per sq.k.m. 160), Beed (per sq.k.m. 160), Dhule (per sq.k.m. 155), Bhandara (per sq.k.m. 170).

Process of urbanisation seems to be a little higher in Dhule where 20 percent population lives in the towns. Beed has 15 percent, Ahmednagar has 13 percent & Bhandara stands last at 11 percent. If number of towns is considered as an indicator for urbanisation then Ahmednagar stands first, Beed & Dhule come next & Bhandara is still the last. It is surprising that Ahmednagar lags behind Dhule, in the light of the fact that Ahmednagar has a lot of sugar co-operatives & also Ahmednagar town has been selected for industrialisation by Maharashtra Government. Politically it is very organised district & sugar co-operative provide base for this politics. Thus even though Dhule district is more urbanised, Ahmednagar is more powerful. It reflects in the sample too.

One of the reasons for this power is that Ahmednagar & Beed has less Scheduled caste & Scheduled tribes population (17 & 12 percent) compared to Dhule & Bhandara (45 & 18 percent). Advanced castes can be more vocal. In Dhule, scheduled tribes for majority. They have been exploited directly & cruelly for years and hence have lost the power to be vocal & organised.

Proportion of workers working in agricultural sector is 76 percent in Ahmednagar, 79 percent in Beed, 78 percent in Dhule & 71 percent in Bhandara. Bhandara has more employment potential. In sectors such as forest work, tendu leaves picking, bidi rolling, bamboo work. In Dhule & Beed people are more dependent on agriculture. Proportion of marginal workers is higher in Beed & Ahmednagar. In Dhule, no

marginal workers exist. It throws light on the poverty situation in Dhule.

1.2 Agricultural Situation

The table no. II.2 gives overview of the state of agriculture in these districts, Cultivable area is larger in Ahmednagar, Beed comes the next, Dhule & Bhandara follow. If one calculates per worker cultivable area

(cultivable area)

(cultivators + labourers)

Beed stands first (2.11 hect.), Ahmednagar follows (1.53 hect.), Dhule has 1.2 hect. & Bhandara scores the least 0.87 hect.

Bhandara has more number of workers dependent on agricultural sector. Gross area sown is also the highest there, 109 percent and it is the lowest in Ahmednagar. (69 percent).

Of course the reason is obvious. Bhandara has maximum gross area irrigated (36 percent) & Ahmednagar has 15 percent gross area irrigated. Beed has only 12 percent gross area irrigated and Dhule has only 8 percent gross area irrigated. Even then its net area sown is higher (108 percent). The scarcity of irrigation will show on the employment opportunities available to worken in agricultural sector.

The agricultural produce can be mainly divided into foodgrains and cash crops. The state of economy of the district depends upon this proportion. In Ahmednagar only 55 percent of cropped area is utilized for foodgrains, whereas in Bhandara the proportion of the same is 48 percent. For Dhule, statistics are not available. Ahmednagar has pockets of sugarcane plantations & thus dconcentration of money and political power too.

Area under forest cover is highest in Dhule and lowest in Beed. But surprisingly, more number of workers are dependent on agricultural sector, instead of forest in Dhule than workers in Bhandara where this cover is only 3 percent. *(This statistics needs to be improvised in the light of the fact that now Bhandara districts is reorganised and hence proportion of forest cover is likely to be increased in Bhandara). One possibility is that the forest in Dhule might have been depleted over the period whereas statistic denotes the past situation.

Regarding animal husbandry, Ahmednagar is richer in many respects, except that in number of buffaloes.

1.3 Scarcity Status

Table No. II.3 shows scarcity status of the areas where survey was conducted. The perpetual scarcity, converging in famine situation exists in Ahmednagar and Dhule districts. In the three out of four talukas visited. Parner has 26 affected villages & 125880 population, sakri in Dhule has 132 affected villages & 220500 population.

Some more villages can be identified in three districts except Beed which are precariously surviving & with a little less rainfall, draught situation would prevail there. Ofcourse this also reflects on the irrigation & drinking water management in these districts. The situation is worst in Bhandara, where 1632 villages out of 1797 villages were affected in 1979-80. This is surprising when one notices that Bhandara has 36 percent irrigation. The snag is that this irrigation can be called supportive irrigation since it comes mainly from 4000 village tanks spread all over Bhandara. It has such a geological structure that because of hard rock water does not percolate there and hence traditionally water is stored in these village tanks, which is useful for rice crop and is used mainly as a stand by for fluctuations and in want of timely rain fall. Dhule has 762 villages in this precarious situation, out of 1517. Ahmednagar seems to be doing better. Only 220 villages out of 1317 villages are in this situation.

This helps to understand what kind of demand pattern must be existing in different districts.

1.4 Crop Pattern

After having overview of characteristics of agriculture in these districts, a little more details of crop situation in these districts would be of use. The table no.II.4 gives us the crop pattern of these districts. Bhandara is the highest in Rice & 80 percent land is utilized for rice. In Ahmednagar 49 percent of cropped area is used for jowar which is the staple food here. Dhule, & Beed have maximum area distributed between Jowar, Kharip & Rabbi & for Bajra. This crop pattern explains that in Bhandara rice provides more employment in agricultural sector whereas jowar in other district does not provide much employment in agricultural sector.

Among the cash crops, Ahmednagar shows 6 percent area for sugarcane, which is the highest among all districts. Sugarcane is a lengthy crop and extends upto 18 months. Also, sugarcane is not sown for every crop. After one harvesting, the stems grow again. Weeding is not required very often. Only watering of sugarcane provides regular employment. Sugarcane harvesting requires special skill & since it is a raw material for sugar industry, the whole

harvesting operation and transportation has been organised in a commercial pattern with the help of contractors. Thus sugarcane crop does not create a local employment. It reduces it.

Another cash crop is of groundnut & it is grown in Dhule, 13 percent area is cropped under groundnut. It may be offering good wages to the local people.

It seems that productivity of the land in Dhule is quite good and it gives good production per hectre. Whether does that boost wage rates needs to be investigated.

1.5 Irrigation Profile

Table No.II.5 throws light on irrigation pattern, giving information on sources of irrigation as well as how irrigation is utilized.

Surface irrigation is a part of state plan and Ahmednagar seems to have been endowed with this gift. It has 29 percent of its irrigation from surface source, i.e. from dams.

Out of the total irrigated area in Ahmednagar 26 percent of it is under sugarcane crop, which requires 120 inches of water. In the introduction , irrigation policy has been criticised. It is based on this situation. When only 15 percent of cultivable land in Ahmednagar is irrigated, out of that tiny part, 26 percent goes for sugarcane, which is used to produce sugar & alcohol, which is consumed by the urban population & is exported abroad.

The proportion of area under sugarcane in other districts is very small, 4 percent in Beed and Dhule & 0.03 percent in Bhandara.

The table shows agricultural wage rates for the year 1980/81. They are highest in Ahmednagar and lowest in Bhandara. Generally men are getting higher wages.

1.6 Landholding Profile

Table No. II.6 (VI) indicates profile of landholdings & their distribution. In Ahmednagar 3 percent of total land is in the marginal size landholdings & 46 percent of total land is in the size of 7.6 hecets. and above. The rest of the land is distributed among middle ssize landholdings. In Beed, a little more land is concentrated in bigger size holdings (50 percent). Only 2 percent land is in marginal size (Upto 1 hect) landholdings. Beed being non-irrigated and short rainfall area people may not be willing to split their land and parcelize it. In Dhule too one finds concentration of land towards bigger size holdings; 20 percent in 3.1 - 5

hect size & 41 percent in 7.6 & above, landholding size. In Bhandara, the total area is distributed comparatively evenly. 11 percent is in the size of upto 1 hect. and 22 percent area is concentrated in the size of 7.6 hect. & above.

This distribution pattern tells that majority of cultivators are having very low landholding size & land is not irrigated, hence obviously they cannot get sufficient employment on their farms. The data about proportion of wholly irrigated land among various categories of landholders is quite disappointing. In Ahmednagar, in the highest category of landholding, 3 percent area is covered, but in Beed, hardly 0.1 percent land is covered in this category. In Dhule, the proportion of the same is 0.4 and in Bhandara, it is 1 percent. Out of the total land held by small landholders, 19 per cent is wholly irrigated in Ahmednagar. Surprisingly, the similar proportion for Bhandara is only 12 per cent, where 36 per cent of total land is irrigated. Against this background, in case of the proportion of area being irrigated, in both categories of landholdings, i.e. highest and lowest, Ahmednagar seems to be doing well. The data justifies the pockets of affluence.

In the category of marginal size landholdings, & proportion of area wholly un-irrigated, Beed is the highest & Bhandara is lowest. In the other extreme category of big landholdings (7.6 hect. & above) Ahmednagar stands lowest having 17 per cent of area, wholly un-irrigated area. Beed has 60 percent area, in this big landholder category which stands wholly un-irrigated.

Thus Ahmednagar emerges one of the prosperous districts, at least district with prosperous pockets. Beed fares extremely poor in term of distribution of irrigation in various strata. Dhule does a little better than Beed. Bhandara stands second in terms of equitable distribution of irrigation. This pattern will determine the employment pattern in different districts. Also, this forms a base for employment management.

1.7 Industrialisation

Table no. II.7 shows the process of industrialisation in these regions. In this category Ahmednagar is faring the best. Although the number of factories is higher in Bhandara the average daily employment is more in Ahmednagar. It stands at 16000.

More electricity is consumed in Ahmednagar. More co-operative societies have been registered in Ahmednagar district. Next comes Dhule. One of the types of co-operative societies is labour co-operative. These societies are supposed to get contracts for constructions works from the

various government departments. Particularly low budgeted works are supposed to be reserved for them. The societies are registered in the name of labourers, who are ignorant about laws & rules. The leaders or presidents get such contracts without filling tenders and without having to compete with other private contractors. Later on, the actual work is given over to the private contractor and the president takes commission for that. The profit is distributed to the members and they are kept happy. Thus number of co-operative societies may not reflect on the real state of affairs regarding self initiative of labourers.

1.8 Health & Educational Institution

Table No. II.8 gives a picture of other institutions which maintain general level of welfare in society. Ahmednagar seems to be advanced on all fronts. It has more number of institutions at all levels of education. Surprisingly, Dhule has also done better on this front. Next to Ahmednagar, Dhule has more number of institutions at all levels. it has 45 percent scheduled tribes population. Hence this progress is creditable.

1.9 Communication

The Table No. II.9 gives information on structure of communication in the districts. Ahmednagar is found developed in this respect. Although railway length is less there, it is compensated by road length. Dhule too seems to have progressed in this respect. Post & telegraph facilities too are better in both the districts.

1.10 Local Self Governments & Plan

Table No. II.10 presents some other indicators such as local self Governments. Plan expenditure, employment exchange registration figures, etc, to evaluate the development of that region. In Maharashtra, local self governments are active and that shows level of politics.

Plan expenditure indicates, how much investment is being done in that region. Ahmednagar has maximum expenditure of Rs. 25 crores & Beed have the least expenditure of Rs. 14 crores. Ahmednagar has been absorbing a large amount all these years. It ranks quite high in EGS expenditure too. Whether this investment is helping the region & people to develop in an even manner or in a lopsided manner needs to be explored.

The record of employment exchange is pretty dismal particularly in Bhandara. It is obvious because it is backward in terms of industrialization.

1.11 Conclusion

Ahmednagar emerges as the most powerful and hence vocal district among the four districts despite the fact that it has poor natural endowments. Although, this development has not helped landless labourers & small farmers, they have been able to create sufficient pressure on the government which enables them to get EGS employment in a fairly sustained manner.

The information here also explains that why these districts are high participation districts in EGS.

2.0 Villages

The villages have been grouped according to the population size. The sample is selected from this population. The information in these tables presents composition of population. The primary data regarding employment, income, wagherat has direct reference to this information. Many peculiarities can be explained against this background.

2.1 Demographic Composition & Literacy

Table No. II.11 shows out of 34 villages 11 villages have population size falling in the class interval of 1501 - 2500. 11 villages have population more than 2500 and 12 villages have population less than 1000.

9 villages reported no information on proportion scheduled caste population. 18 villages reported less than 20 percent scheduled caste population which is an average proportion in all the districts except Dhule. Only one village reported no scheduled cast population. 6 villages reported more than 20 percent of S.C. population. Out of these 6 villages, 3 are in Beed district alone. This is interesting against the background, that overall Beed reports only 12 percent of S.C. population. It means that demand for EGS comes from the villages where S.C. people are concentrated. Ahmednagar does not have much scheduled caste population, and stil it has good demand for EGS. It reflects the scarcity situation and awareness of people for their rights.

Regarding proportion of scheduled tribes; 9 villages report no information. 2 have no. S.T. population, both in Beed. 15 have less than 20 percent S.T. population & 8 have more than 20 percent, out of these 4 are in Dhule, 3 in Bhandara & 1 in Beed. Dhule, Bhil & Pawara tribes are common. Bhandara has Dhivar, & in Beed Banjara tribe is found.

7 villages reported no information on male-female ratio. 5

villages have less than 1000 : 950 ratio, which is the standard ratio in Maharashtra. 22 villages reported more than 950 women per 1000 men. Out of them 4 have 1101 women; two in Ahmednagar & two in Dhule. The high proportion of women indicate the migration of men from those villages.

No village has total illiteracy. Literacy of women is always lower than men. 12 villages reported upto 25 percent women as literate. 10 villages reported 50 percent literate women. Out of these 10 villages 4 are in Ahmednagar & 5 are in Beed, 1 in Dhule. Bhandara has none. 8 villages reported more than 50 percent women as literate. Out of these villages 2 are in Ahmednagar, 3 in Dhule. It is surprising that Dhule has more scheduled tribe population and still has good literacy percentage. Also, Beed has more scheduled caste population & still has good literacy among women. Bhandara seems to be the most backward in terms of education. Beed is the most progressed & then come Ahmednagar & Dhule in that order. It is possible that villages with larger population might produce more proportion of literacy among women. These villages have schools.

2.2 Economic Status

Table No. II.12 gives information about no. of households and their economic status in these villages. Out of these households in all the four districts 20 percent are landless, 12 percent are below the poverty line and 5 percent are migrant families.

The number of landless households is the highest in villages in Bhandara and the lowest in Ahmednagar. Also, the number of households below the poverty line is maximum in Bhandara.

2.3 Crop Pattern

Table No. II.13 (C) gives us crop pattern of these villages. out of 34 villages 21 villages crop jowar, which is the most staple food in Maharashtra. Rice is grown in 6 villages of Bhandara & one of Dhule. It is labour intensive crop. Groundnut is another labour intensive & cash earning crop. it is grown in 2 villages of Ahmednagar & Dhule. Sugarcane is grown in 3 villages of Ahmednagar & 1 village of Bhandara. This picture tells us that agricultural labour employment potential is negligible in these villages.

2.4 Landholding Pattern

Table No. II.14 gives the idea about the composition of landholding households. The composition is quite varied. Still one can generalize that number of villages having medium & big size landholding are more in Bhandara, followed

by Dhule, Beed & Ahmednagar in that order. This is logical, since villages in Bhandara are reporting larger number of landless labour households.

Irrigation potential is higher in Bhandara but it is supportive irrigation and is useful only for one crop in monsoon. It is mostly through the traditional village tanks. In Dhule, two villages have 16 percent of irrigated land, three others have only 9 percent & two have just one percent. Considering average irrigated area in Dhule is 8 percent, these villages are better off. Villages in Ahmednagar have poor irrigation. Two have 9 percent irrigated area & others have less than that. The average area irrigated in Ahmednagar is 15 percent. These villages represent the worst area.

2.5 Physical Assets

The status of these villages on the communication map and in terms of physical assets is expressed in Table No. II.15.

All the villages are electrified. Transport facilities exist and they are linked with rest of the world.

The irrigation sources mainly constitute of wells except in Bhandara. In Beed sometimes percolation tanks are noticed. In Dhule, at one place lift is mentioned. Thus these villages are located in totally deprived areas and hence one can understand demand for work in this area. Whether any change has occurred due to EGS construction programmes in any of the villages is reviewed in the chapter of "Case Studies Of Revisits" by Sandhya Naik in the first volume.

Out of 34 villages, 13 villages did not have any kind of health service in the village. All the villages reported primary schools.

Thus the picture shows that these villages have potential for improvement. But at present they are deprived & poor.

This concrete data is very important to pin down the area of survey and find out economic pattern for people living here. It is hoped that the background will be able to explain the needs of participants & non-participants.

GEOGRAPHIC AND DEMOGRAPHIC BACKGROUND

Nos.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR	BEEED	DHULE	BHANDARA	MAHARASHTRA
				%	%	%	%	%
1	LOCATION							
1.1	North Latitude	Degree	1981	18.2 to 19.9	18.3 to 19.3	20.38 to 22.03	20.39 to 21.30	16.4 to 22.1
1.2	East Longitude	Degree	1981	73.90 to 75.50	74.50 to 76.60	73.48 to 75.11	79.39 to 80.42	72.6 to 80.9
2	AREA & POPULATION		1981					
2.1	Area	Sq.Kms	1981	17048	11085	13150	9280	307690
2.2	No. of Towns/Urban Area	NO.	1981	8	7	7	5	307
2.3	No. of Villages	-do-	1981	1505	1268	1532	1659	41833
(i)	Inhabited	-do-	1981	1503	1256	1516	1500	39354
(ii)	Uninhabited	-do-	1981	2	12	16	159	2479
2.4	Rural Population	000,s No.	1981	2357 (87)	1256 (85)	1650 (80)	1405 (89)	40791 (65)
2.5	Urban Population	000,s No.	1981	351 (13)	230 (15)	400 (20)	181 (11)	21993 (35)
2.6	Total Population	000,s No.	1981	2708	1486	2050	1586	62784
	Population of Scheduled Caste & Scheduled Tribes	000,s No.	1981	475 (17)	184 (12)	917 (45)	289 (18)	10252 (16)
2.7	Density of Population	per sq.k.m	1981	160	160	155	170	
2.8	Total Workers	000,s No.	1981	1125	600	779	742	24302
(i)	As Cultivators & Agricultural Labour	000,s No.	1981	852 (76)	473 (79)	608 (78)	524 (71)	15007 (62)
(ii)	Others	000,s No.	1981	250 (22)	127 (21)	154 (20)	218 (29)	9295 (38)
2.9	Marginal Workers	000,s No.	1981	112 (10)	84 (14)	4 (1)		2416 (10)
2.10	Non - Workers	000,s No.	1981	1471 (131)	803 (134)	47 (6)	843 (114)	36066 (2)
2.11	Literacy Percentage	%	1981	(45)	(32)	(37)	(35)	(47)
(i)	Male	%	1981	(60)	(46)	(48)	(50)	(59)
(ii)	Female	%	1981	(29)	(17)	(26)	(21)	(35)

Source: District Handbooks

A G R I C U L T U R A L S I T U A T I O N

NDS.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR		B E E D		D H U L E		B H A N D A R A		MAHARASH
				%		%		%		%		
1	AGRICULTURE	000,s Hects	1979-80									
1.1	Cultivable Area (per worker)	Hects		1307 1.53		999 2.11		732 1.2		460 .87		21189
1.2	Area not available - For Cultivation			167		55		82		85		2709
1.3	Area Sown	000,s	1979-80									
	i> Net	Hects		1158		788		706		402		18274
	ii> Gross			1242	69	845	85	790	108	503	109	19991
1.4	Area Irrigated											
	i> Net			192	15	101	12	66	8	144	36	1958
	ii> Gross			272		118		57		165		2442
1.5	Cropped area under Food grains	-do-	1980-81									
				997	55	590	59	N/A		450	98	14219
1.6	Area Under Forest	Sq.Km	1981-82		11		2		40	264	28	
1.7	Land Revenue Collec- tion Actual	Lakh Rs.	1981-82	17		19		17		12		789
2	ANIMAL HUSBANDARY	000,No.	1978									
2.1	Live stock			2009		1230		1141		995		29642
2.2	Cattle			832		575		597		639		15218
2.3	Buffaloes			117		116		140		125		3899
2.4	Sheep			352		130		86		3		2636
2.5	Goats			689		397		300		214		7563
2.6	Horses & Ponies			3		2		4		0		48
2.7	Other Live Stock			16		8		14		14		278
2.8	Poultry			1186		341		617		615		18751
2.9	Veterinary Hospitals and dispensaries- (Incl.Branches)	No.	1981-82	88		15		27		68		567

Source: Handbook on Agriculture

SCARCITY STATUS

NOS.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR	B E E D	D H U L E	B H A N D A R A	MAHARASHTRA
1	FAMINE, SCARCITY & AKIN TO SCARCITY DATA		1981-82					
				PARNER SANGHANER	BEED AMBAJOGAI	SHAHADA SAKARI	SAKOLI DEORI	
	Famine & Chronic scarcity							
	No. of Villages Affected			261 97	- -	- -	132 -	- -
	Population Affected			386261 125880	- -	- -	220500 -	- -
2	DETERMINATION OF PRECARIOUS & OTHER SCARCITY AREAS	NO.	1981-82					
	No. of Villages in the Circle			1317	1042	1517	1797	
	Total no. of Villages affected in the Years			220	-	762	(1979-80) 1632	
3	CLIMATE							
	Temperature							
	Maximum			41	41	39	47	47
	Minimum			12	12	15	9	4

Source: Statistical Handbook

CROP PATTERN

Nos.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR	B E E D	D H U L E	B H A N D A R A	MAHARASHTRA
1 *	AREA UNDER DIFFERENT CROPS	Hects	1980-81					
	Rice			7939 (.66)	6375 (.93)	28635 (4.06)	320090 (79.60)	15038
	Wheat			50083 (4.18)	3815 (5.67)	25642 (3.63)	26326 (6.54)	10791
	Jowar Kharip			14468 (1.21)	140116 (20.61)	111837 (15.87)	1406 (.34)	29976
	Jowar Rabbi			586473 (49.05)	201570 (29.66)	98303 (13.95)	27881 (6.93)	34403
	Bajra			238388 (19.93)	86507 (12.73)	125915 (17.87)	1	17092
	Sugarcane			75121 (6.28)	7291 (1.07)	10232 (1.45)	591 (.14)	3168
	Groundnut			14516 (1.27)	16835 (2.47)	93725 (13.30)	310 (.07)	7118
2 *	YIELD PER HECTARE AND OUTTURN OF PRINCIPAL CROPS		1980-81	Y I E L D:Out turn Per hect.-lin 000,s in kg Tonns	Y I E L D:Out turn Per hect.-lin 000,s in kg Tonns	Y I E L D:Out turn Per hect.-lin 000,s in kg Tonns	Y I E L D:Out turn Per hect.-lin 000,s in kg Tonns	Y I E L D:Out turn Per hect.-lin 000,s in kg Tonns
	Rice			1878 154	1262 10600	734 182	1432 4267	1570 23606
	Wheat			1115 749	965 44800	943 417	669 205	863 9313
	Jowar Kharip		<	520 2804	662 254100	787 1335	468 153	1401 44275
	Jowar Rabbi		<					
	Sugarcane			7890 5791	5965 34600	8805 678	5400 54	10152 25939
	Groundnut			873 145	370 6000	869 926	666 8	2020 6110

* Sign indicate Source Districtwise General Statistical Information of agriculture Department (1985-86)

IRRIGATION PROFILE.

NOS.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR		BEED		DHULE		BHANDARA		MAHARASHTRA
				%	%	%	%	%	%			
1	* AREA IRRIGATED BY:	HECTS	1980-81									(000, Hects)*
	DIFFERENT SOURCES											
	Surface Irrigation			69480 (29)	9043 (27)	11786 (22)	138031 (96)	8410 (42)				
	Well Irrigation			174292 (71)	33808 (73)	42128 (78)	5570 (4)	11380 (58)				
	Net Area Irrigated			243772 (100)	42851 (100)	53914 (100)	143601 (100)	19790 (100)				
	Total Gross Area Irrigated			287289	174746	73780	164707	25160				
2	* AREA IRRIGATED UNDER											(1978-79)*
	DIFFERENT CROPS	HECTS	1980-81									(00, Hects)
	Rice			2069	2897	6313	152597	3933				
	Wheat			44327	22699	24034	5953	5588				
	Jowar			100496	46991	140	0	4696				
	Bajri			14894	18002	0	0	664				
	Gram			6847	12140	2322	0	732				
	Sugarcane	% to Gross Area irri-		75121 (26)	6048 (4)	10232 (14)	557 (.30)	3127 (12)				
	Groundnut	gated		4619	18766	1311	0	408				
3	* IND. OF IRRIGATION AND-											
	OTHER WELLS	No.	1980-81									
	Total Nos of Wells			8671	63162	29511	34321					
	Use With Electric Pump			3876 (45%)	14731 (23%)	7740 (26%)	14358 (42%)					
	Use With Diesel Pump			800 (9%)	22617 (36%)	9210 (31%)	N/A					
4	* AGRICULTURAL WAGES RATES	RS.000,SI	1980-81									
	Other agricultural Labour											
	MALE			6.00	-	5.00	4.00					
	FEMALE			5.00	-	4.00	3.00					

* Sign indicate Source Districtwise General Statistical Information of agriculture Department (1985-86)

LANDHOLDING PROFILE

CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR		BEED		DHULE		BHANDARA		MAHARASHTRA	
			No.	Area In Hects	No.	Area In Hects	No.	Area In Hects	No.	Area In Hects	No.	Area In Hects
* AGRICULTURAL CENSUS	HECTS	1976-77										
(SIZE CLASS < TOTAL HOLDINGS)												(Estimated)
Up to 1 Hects			67862	34276	32549	17633	20614	11650	100936	47802	1503489	705
%				3		2		2		11		
1.1 to 2 Hects			61517	90566	39458	57836	28670	41989	51763	73580	1141135	1674
%				7		6		6		17		
2.1 to 3 Hects			47546	116754	30217	154370	24534	59395	25780	62731	789607	931
%				9		2		8		15		
3.1 to 5 Hects			60560	233996	40935	158444	35916	141666	22161	84800	959061	3726
%				18		17		20		20		
5.1 to 7.5 Hects			37531	224931	28579	172871	27721	67599?	10152	61241	618110	3749
%				17		18		9		14		
7.6 & Above			47041	586392	38947	474473	26727	295498	7974	93008	746151	9201
%				46		50		41		22		
* Wholly Irrigated												
Up to 1 Hects			13881	6595	551	254	3906	1534	13830	5656	127280	53
%				19		1		13		12		
1.1 to 2 Hects			12017	15528	363	363	958	1082	3885	4965	55346	68
%				17		1		3		7		
2.1 to 3 Hects			7700	16963	115	209	373	705	1525	2824	26050	53
%				15		0.1		1		5		
3.1 to 5 Hects			7227	24105	79	261	589	2040	755	2436	21873	67
%				10		0.2		1		3		
5.1 to 7.5 Hects			2694	14140	44	146	193	966	280	1457	8368	40
%				6		0.1		1		2		
7.6 & Above			1590	14734	30	325	119	1065	106	656	5451	39
%				3		0.1		0.4		1		
* Wholly Un-irrigated												
Up to 1 Hects			50207	20913	30058	14716	14997	8352	66647	27892	1224679	479
%				61		84		72		58		
1.1 to 2 Hects			38386	51512	36222	47498	23829	33006	30993	39958	908779	1140
%				57		82		79		54		
2.1 to 3 Hects			28454	62726	26862	59436	19158	44766	13463	29713	618003	1271
%				54		39		75		47		
3.1 to 5 Hects			33521	114287	35071	118200	27038	96021	10509	36002	727199	2349
%				49		75		68		43		
5.1 to 7.5 Hects			19804	101304	23188	119851	19589	105480?	4473	23266	456509	2255
%				45		69				38		
7.6 & Above			22621	101122	29058	285566	16458	154782	2754	25315	513973	4785
%				17		60		52		27		

* Sign indicate Source Districtwise General Statistical Information of agriculture Department (1985-86)
Source : District Statistical Abstract.

INDUSTRIALISATION

NOS.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR	B E E D	D H U L E	BHANDARA	MAHARASHTRA
1	INDUSTRIES		1981					
1.1	Working factories	No.		183	47	129	281	16594
1.2	Average Daily Employment	000,s		16	3	7	4	1192
2	ELECTRICITY		1981					
2.1	Electricity Consumed	Million KWH		405	268	724	97	14951
2.2	No. of Towns & Villages electrified	No.		1192	1045	956	1077	29139
3	CO-OPERATION							
3.1	Co-op. Societies - (all Types)	No.	1981-82	2530	1657	2395	1503	64201
3.2	Membership	Lakhs	-do-	8	2	5.49	3	164
3.3	Working Capital	Crores Rs		3.91	2.4	14.79	3.4	60.97
3.4	Loan advanced by Agricu- ltural Credit Societies	-do-		61	15	11.18	3	3.02
3.5	Loan advanced	-do-		114	4	60.12	12	5405

Source : District Statistical Abstract

HEALTH & EDUCATIONAL INSTITUTIONS.

NOS.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR	B E E D	D H U L E	B H A N D A R A I	MAHARASHTRA
1	MEDICAL AND PUBLIC HEALTH		1980					
1.1	Hospitals	NO		9	3	7	11	985
1.2	Dispensaries	-do-		21	24	70	121	3193
1.3	No. of Beds in Hospitals & Dispensaries	-do-		842	866	787	71	86330
1.4	Birth Rate	Per 000, s Population	1981	0.06	15.6	23.3	22.95	21.3
1.5	Death Rate	-do-	-do-	5.2	2.6	7.6	9.81	6.5
1.6	Sterilisation operation done	No. 000, s	1981-82	24	12	20	9	495
2	E D U C A T I O N		1982					
2.1	Primary Education							
	i) Institutions	NO.		2450	623	1814	1411	51534
	ii) Students	000, s No.		472	178	267	242	8674
	iii) Teacher	000, s No.		11	4	705	6	226
2.2	Secondary Education							
	i) Institutions	NO.		270	150	185	169	6237
	ii) Students	000, s No.		80	60	93	93	3382
	iii) Teacher	000, s No.		5	2	?	3	119
2.3	Higher Education							
	i) Institutions	NO.		16	12	22	9	759
	ii) Students	000, s No.		11	9	1560	8	623
	iii) Teacher	NO		1000	500	760	252	38000

Source : District Statistical Abstract.

COMMUNICATION.

NOS.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR	B E E D	D H U L E	B H A N D A R A	MAHARASHTRA
1	TRANSPORT AND COMMUNICATION		1982					
1.1	Total Railway Length	Km.		197	48	172	253	5233
1.2	Total Road Length - Classified under State & Local Sector	Km.		11671	4440	7652	3286	101851
1.3	Post & Telegraph							
	i> No.of Post Offices	No.	1981	592	305	403	285	11373
	ii> No.of Post Offices	-do-	1982	599	310	413	291	11471
	iii> No.of Telegraph - Offices	-do-	1981	82	25	63	60	1971
	vi> No.of Telegraph - Offices	-do-	1982	99	10	84	60	1991

Source : District Statistical Abstract.

LOCAL SELF GOVERNMENT & PLAN

NOS.	CHARACTERISTICS	UNIT	YEAR	AHMEDNAGAR	B E E D	D H U L E	B H A N D A R A	MAHARASHTRA
1	LOCAL SELF GOVERNMENT							
1.1	Villages Panchayats	No.	1981-82	1152	938	930	1005	24426
1.2	Municipality (incl. - Corporation)	-do-		6	6	6	5	225
2								(1980-81)
2.1	C.P.A. Pattern Blocks	No.		2300	1250	2450	1550	45050
2.2	Villages included in - the Block	No.	1971	1317	1042	1402	1659	38718
2.3	Population Covered	Lakhs	1971	20	11	13.74	14	352
3	PLAN							
3.1	Expenditure	Crore Rs.	1981-82	25	14	21	14	1110
4	MISCELLANEOUS							
4.1	Joint Stock Companies	No.	1981	46	1	N.A.	17	16976
4.2	Banking Offices - (Schid & Comr)	No.	1980	112	50	168	100	3771
4.3	EMPLOYMENT EXCHANGE							
	i) Registration		1982	15000	9000	13320	14000	653000
	ii) Placement			1000	1000	2200	597	43
	iii) No. on the live - Register			30000	25000	27000	46000	1424000

source: 1) * Sign indicates Source Districtwise General Statistical Information of Agricultural Dept.
2) For All Other information source District Statistical Abstract.

DEMOGRAPHIC COMPOSITION & LITERACY

	A'NAGAR	BEED	DHULE	BHANDARA	TOTAL
NO. OF VILLAGES	8	9	9	8	34
1) Population					
Upto 500	0	1	0	2	3
501 to 1000	0	1	0	1	2
1001 to 1500	1	2	4	0	7
1501 to 2500	3	3	3	2	11
2501 to 4000	3	1	1	2	7
4000 & Above	1	1	1	1	4
2) S.C. Population					
Nil	0	0	0	1	1
Upto 10%	5	3	2	2	12
11 to 20%	1	2	1	2	6
21 to 30%	0	2	1	1	4
31 & Above	0	1	1	0	2
No Information	2	1	4	2	9
3) S.T. Population					
Nil	0	2	0	0	2
Upto 10%	4	4	1	2	11
11 to 20%	2	0	1	1	4
21 to 30%	0	1	1	0	2
31 & Above	0	0	3	3	6
No Information	2	2	3	2	9
4) Male/Female - Ratio/1000 Male					
Below 925 -	0	0	3	1	4
925 - 950	0	1	0	0	1
951 - 975	2	3	0	1	6
976 - 1000	0	0	2	3	5
1001 - 1100	3	0	2	2	7
1101 & Above	2	0	2	0	4
No information	1	5	0	1	7
5) Literacy Percentage					
Illetarate					
Male	0	0	0	0	0
Female	0	0	0	0	0
Upto 25%					
Male	1	1	3	2	7
Female	2	1	5	4	12
26 to 50%					
Male	4	4	3	2	13
Female	4	5	1	0	10
50 & Above					
Male	3	4	3	0	10
Female	2	3	3	0	8
No information	0	0	0	4	4

Source : Village Records.

E C O N O M I C S T A T U S .

	A, NAGAR	BEED	DHULE	BHANDARA	A	TOTAL
NO. OF VILLAGES	8	9	9	8		34
1) Households						
Upto 100	0	1	0	1		2
101 to 200	0	2	1	1		4
201 to 300	2	1	3	0		6
301 to 500	3	3	1	5		12
501 to 800	2	0	3	0		5
801 & Above	0	2	1	1		4
No information	1	0	0	0		1
2) No. Of Landless Households						
	162 (5)	763 (20)	841 (20)	1027 (32)		2793 (20)
3) Total B.P.L. Families						
	262 (9)	294 (8)	402 (10)	736 (23)		1694 (12)
4) No. Of Migrant Families						
		410 (11)	177 (4)	80 (3)		667 (5)

Source : Village Records.

C R O P P A T T E R N .

	A, NAGAR	BEED	DHULE	BHANDARA	TOTAL
NO. OF VILLAGES	8	9	9	8	34
1) Major Crops Reported					
Rice	0	0	1	6	7
Jowar	5	7	8	1	21
Bajri	8	3	5	3	19
Wheat	5	6	3	3	17
Gram & Tur	6	6	6	2	20
Sugarcane	3	0	0	1	4
Groundnut	2	0	4	0	6

Source : Village Records.

LANDHOLDING PATTERN

	Name Of Villages	Small Farmers	Marginal Farmers	Medium & Big Farmers	Irregated Land %
A, NAGAR	Panoli	47	29	24	9
	Ranjangaon	14	45	41	9
	Ralegen Shindi	71	20	9	7
	Chikhali	84		16	5
	Astgaon	22	26	52	5
	Rajapur	81		19	3
	Pimpalgaon Depa	43	22	35	3
	Sakur	33	19	48	2
BEED	Talani	20	42	38	
	Bhavthana	19	55	26	5
	Radi	20	80		3
	Ghatnandur	25	12	63	1
	Anandwadi	29	14	57	Neg
	Belura				5
	Vanzarwadi	30	48	22	4
	Sakshal Pimpri	49		51	7
Tippatwadi	67		33	3	
DHULE	Navapada				9
	Brahmanwel				9
	Pankheda	50	26	24	1
	Dahiwel	27	11	62	8
	Pariwardhe	23	12	65	16
	Katharde	13		87	16
	Sahane	60		40	Neg
	Malgaon	7		93	1
Langadi	30		70	Neg	
BHANDARA	Lakhori	41		59	10
	Valad				59
	Somalwada	26	13	61	75
	Saundad	22	13	65	
	Palangaon	26	67	7	4
	Chinchgad	43	36	21	40
	Brahmni	16	34	50	46
	Dongargaon	19		81	22

Source : Village Records.

IRRIGATION PROFILE.

Name Of Villages	Source of Irrigation	Electricity	Transport	Post	Health Service	Education
A,NAGAR	Panoli	/	/	/	/	/
	Ranjangaon	/	/	/	/	/
	Ralegan Shindi	/	/	/	/	/
	Chikhali	/	/	/	/	/
	Astgaon	/	/	/	/	/
	Rajapur	/	/	/	/	/
	Pimpalgaon Depa	/	/	/	/	/
	Sakur	/	/	/	/	/
BEED	Talani	/	/	X	X	/
	Bhavthana	/	/	/	/	/
	Radi	/	/	/	/	/
	Ghatnandur	/	/	/	/	/
	Anandwadi	/	/	/	X	/
	Belura	/	/	/	X	/
	Vanzarwadi	/	/	X	X	/
	Sakshat Pimpri	/	/	/	X	/
	Tippatwadi	/	/	X	X	X
DHULE	Navapada	/	/	/	/	/
	Brahmenwel	/	/	/	/	/
	Pankheda	/	/	/	X	/
	Dahiwel	/	/	/	/	/
	Pariwardhe	/	/	/	/	/
	Katharde	/	/	X	X	/
	Sahane	/	/	X	/	/
	Malgaon	/	/	X	X	/
	Langadi	/	/	X	X	/
BHANDARA	Lakhori	/	/	/	/	/
	Valad	/	/	/	X	/
	Somalwada	/	/	X	/	/
	Saundad	/	/	/	/	/
	Palangaon	/	/	X	/	/
	Chinchgad	/	/	/	/	/
	Brahani	/	/	X	X	/
	Dongargaon	/	/	/	X	/

Source : Village records.

/ : Indicate Yes

X : Indicate No

CHAPTER III

PRIMARY DATA ON EMPLOYMENT AND INCOME

1.1 Introduction

The study has a review character and hence it is decided to use a parameter, "level of participation in EGS, over eight years (1978/86)", which would indicate their permanency of their need and reliance on EGS. To determine this need it is essential to correlate the categories of workers (according to their level of participation) with other parameters. In this chapter tables are presented correlating level of participation with following other parameters.

- (i) Caste and community.
- (ii) Landholding.
- (iii) Per Capita Income.
- (iv) Percentage contribution of EGS income to H.H. income.
- (v) Sourcewise income contribution to H.H. income.

Here methodological problems are recognised and hence no firm statements are made. Firstly, this is an uneven comparison in terms of time dimension. Caste and landholding size are two parameters which has permanent time dimension. But income parameter is used just for the current year, when the worker might have got less employment. In very few cases, person might not be employed on EGS this year. Ofcourse these cases are very few, and averaging would reduce the impact of these cases.

To determine level of participation, the recall method is used which does not give very good results.

Despite these methodological loopholes it is felt that this information may provide trends.

1.2 Participation Level & Caste/Community. (Table no.III.1)

- 1 There is not much difference in the participation level of Hindu forward castes and backward castes (scheduled castes), which are dominant groups in EGS. Person belonging to Hindu forward castes has worked for 469 days (mean days) during last eight years, whereas, person belonging to Hindu backward castes worked for 489 days (mean).

Scheduled tribes received the lowest employment of 361 days during last eight years. It should cause concern. The scheduled tribes are concentrated in Dhule and Dhule has maximum number of participants and non-participants falling under BPL. Dhule is also a high participation district having budget of Rs. 25 crores every year. Scheduled tribes are least organised and least integrated people. They cannot build up pressure on the government. Deshpande's study and Achary's study suggest the same that that Adivasis in Thana area too do not get sufficient employment.

1.3 Participation Level & Landholding Size.

Table No. III.2 shows that 47 percent of women and 40 per cent men fall in the class interval of 201--600 days, i.e. 400 mean days. Thus this seems to be the optimum or 'normal' participation level. Interestingly, women and men compete each other, upto the class interval of 601--1000, (20% each). But in the highest class interval of 1000 & above days of participation only men could stand firmly. 15 per cent men and 6 per cent women fall under this class interval.

When the landholding background is considered, out of total landless, 22 percent and out of total medium landholders 18 per cent fall in the class interval of 1000 & above. This statistics proves earlier point that medium size landholders are taking advantage of the scheme in a big way, almost competing with landless labourers. Compared to 8 per cent landless women, 14 per cent women from medium landholding class are having 1000 & above participation level. In the normal class interval of 201--600, 42 per cent of landless women and 49 per cent of medium landholder women are noticed. Thus it is evident that the EGS is the most convenient scheme for this class.

1.4 Participation Level & Per Capita Income

Table No. III.3 indicates the impact of participation on per capita income. As mentioned earlier, 201-400 is the mean participation level. Out of total 190 participant households falling under BPL, 65 fall in this class interval. 63 participants are having participation level above 400 days and the rest are having a level below 200 days. Thus for BPL families, participation level has made not much impact.

For those who are above BPL and fall in the class interval of Rs.750--- 1000, & Rs.1000---1500, EGS participation level has definitely made impact. Majority of these people has participation level above 201--400. One of the factors responsible for their better economic status is an EGS participation. Those who have more than Rs.1500 & 2000 per capita income fall mostly in and above the class interval of 201--400. Thus those who have a little better economic base, and if they manage to get EGS employment consistently, they do better off.

1.5 Mean Participation Days & Percentage Contribution of EGS to H.H. Income

Table No. III.4 shows that there is a steady correlation between participation level and EGS income to the household. When EGS contribution to H.H. income is upto 25 per cent, the mean EGS employment available to women is 369 & for men it is 321. The proportion of income contribution goes increasing as the level of participation goes up. It means

that people start relying on EGS income if they feel assured of getting employment every year.

1.6 . Sourcewise Income Contribution & Participation Level

The above mentioned observation is substantiated by Table No.III.5. As level of participation increases. EGS contribution in H.H. income compared to any other source of income increases too.

Agricultural labour contributes almost equally to all the categories of workers having different participation levels. People having different farm income, ranging between 19 to 29 per cent too are scattered in all the class intervals of participation level. It means that workers having land too depend heavily on EGS as an additional employment source, with confidence.

Other wage labour provides negligible contribution to workers having different participation levels. With increasing participation level other wage labour contributes the least.

It is significant to note that, whatever their level of participation, maximum share of their income comes from EGS. It increases as the level of participation increases and it decreases as the level of participation decreases.

1.7 Household Income by Sources: Special Case of Dhule

Dhule has proved to be having the lowest income level, lowest participation level, lowest employment level. Hence it is curious to know the income composition of participants and non-participants in the district. 80 per cent non-participants and 50 per cent participants fall under BPL. In this table their sources of income have been compared with all districts phenomenon.

Compared to Participants in all the districts, Dhule participants seem to have better agricultural base and earn more through this source than the non-participants in the same district. (Rs.946, Rs 1046, Rs.409 respectively).

Participants in all the districts depend more on income from labour, compared to participants and non-participants in Dhule. It means that sources of wage labour are not available in Dhule.

Traditional family occupation too is not significant source in Dhule.

Among other sources dairy seems to be common source for participants in all the districts as well as in Dhule. In case of non-participants that too does not seem so dependable.

In Dhule major source of income appears to be fuel collection, in case of both the groups. The income from this source exceeds the income of participants in all the districts, from this source. Participants in Dhule earn Rs.530, non-participants earn Rs.545, and participants in all districts earn only Rs.137. it is pathetic situation that when the jungles are depleting, they have to be dependent on natural sources for living. Dhule has largest forest cover among all the four districts.

The present study has to make a strong recommendation that EGS in Dhule has to become more meaningful, and better managed. The people who do not have agricultural base do not find it a reliable source. Hence they prefer to become non-participants. It does not give complements to EGS. Also, it is a well known fact that Adivasis have still remained less integrated, less vocal and thus have least pressurising capacity. The area unde survey has an organisation called Shramik Sanghatana which have been organising Adivasis. Despite the fact the situation has remained worse. The plight of Adivasis in other areas might be worst.

1.8 Conclusion

These extra tables using parameter of "level of participation" are able to throw better light on the role of EGS, in the life of participants. The correlation between participation and better economic conditions, for people having agricultural base is established here. The comparison of income sources between participants and non-participants in Dhule, as well as with participants in other districts proves that EGS needs to be sgtrengthen in the areas where other wage labour sources are poor. All the data substantiates the argument of having two segments of labour among the participants, and because of their different resource base they are benefitted differently because of EGS. The participation level does not very according to resource base, because whatever employment is offered is required by the agriculturists and the landless require even more.

Table No.III.1

PARTICIPATION LEVEL IN E.G.S. OVER 8
 CASTE / COMMUNITY / RELIGION (ONL

Hindu Forward	-	469
Hindu B.C. / OBC	-	
Neo.Budhist		489
Hindu S.T.	-	361
Others	-	598

Table No. III.2

LANDHOLDING SIZE AND PARTICIPATION IN EGS OVER 8 YEARS
(Participants - All Districts)

LANDHOLDING STATUS Land	LANDLESS		MARGINAL		SMALL		MEDIUM		TOTAL											
	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE	MALE										
PARTICIPATION LEVEL	No.	%	No.	%	No.	%	No.	%	No.	%	No.	%								
Up to 200	28	23	9	18	31	36	4	20	27	28	6	25	11	22	14	41	97	27	33	26
201 to 600	50	42	24	47	43	51	9	45	48	49	8	33	25	49	10	29	166	47	51	40
601 to 1000	33	28	7	14	9	11	6	30	19	20	9	38	8	16	4	12	69	20	26	20
1000 & Above	9	8	11	22	2	2	1	5	3	3	1	4	7	14	6	18	21	6	19	15
TOTAL	120	100	51	100	85	100	20	100	97	100	24	100	51	100	34	100	353	100	129	100
MEAN	437		561		313		473		384		481		359		490		422		514	

Table No.III.3

PARTICIPATION LEVEL & PER CAPITA INCOME

(PARTICIPANTS)

PER CAPITA INCOME AND PARTICIPATION LEVEL	BELOW THE POVERTY LINE (BPL)					
	1(<=400	400 <=750	750 <= 1000	1000 <= 1500	1500 <= 2000	2000 & Above
1 - 100	5	9	10	8	2	2
101 - 200	11	37	15	16	8	7
201 - 400	25	40	31	38	16	5
401 - 600	6	16	11	17	9	3
601 - 1000	4	21	22	32	9	7
1001 & Above	2	14	5	9	5	5
	53	137	94	120	49	29

TABLE NO.III.4

MEAN PARTICIPATION DAY'S IN 8 YEARS ON E.G.S. PERCENTAGE
 PERCENTAGE OF H.H. INCOME FROM E.G.S. WAGE LABOU

PARTICIPA

PERCENTAGE	F E M A L E	M A L E
UP TO 25	369	321
26 TO 50	431	466
51 TO 75	452	671
76 TO 100 & Above	621	841
T O T A L	422	513

TABLE NO. III.5

CATEGORWYWISE INCOME CONTRIBUTION AND PARTICIPATION LEVEL
(MEAN PERCENTAGES)

	Participants				TOTAL MEAN
	UP TO 200 DAY,S	201 - 600	601 -1000	1001 & Above	
Own farm	29	26	19	24	25
Agricultural Wage Labour	23	21	22	17	21
Other Wage Labour	9	9	6	1	8
E.G.S. Wage Labour	32	34	47	52	37
H.H. Occupation	2	2	2	5	2
Other Sources	10	12	8	9	11
	105	104	104	108	104

Table No. III.6

AVERAGE HOUSEHOLD INCOME BY SOURCES

IN RS.

SOURCES	PARTICIPANTS		NON-PARTICIPANTS
	All Districts	Dhule	Dhule
1 Income from Agriculture			
land	776	889	334
By Products	82	96	31
Trees	88	61	44
Total	(946)	(1046)	(409)
2 Income from Labour			
Agricultural Labour	1129	980	1403
EGS Labour	1790	1823	56
Other Labour	422	130	362
Total	(3341)	(2933)	(1821)
3 Income from Traditional Occupation	86	43	7
4 Income from Other Sources			
Dairy	179	176	91
Fuel Collection	137	530	545
Forest Produce	5	15	0
Selling Livestock	4	0	0
Leased out Land	13	3	23
Outside family Members	41	0	0
Any Other Source	72	122	116
Total	(451)	(846)	(775)
Annual H.H. Income	4738	4825	3012

CHAPTER IV

REVIEW OF EARLIER STUDIES ON MEGS.

BACKGROUND EGS WORKERS.

SUBJECT	P.E.O. April 1976 to Oct. 1978	ISST May 1978 to Jan. 1979	K. DANDEKAR 1979 to 1980	V. DESHPANDE 1982	RDC & KIRLOSEKAR 1983 to 1984
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1) Land Holding:

i) Target group:

a) Landless 24% 51% 45.4% 30.5% 52%

b) Marginal Small farmers (holding upto 2 Hect.) 40% 30% 41.7% 31.1% 41%

ii) Non-Target Group:

c) Land owners holding above 2 Hect. 30% 19% 12.9% 37.8% 7%

2) Age-Group:

a) Dominant Age-group among women workers on selected EGS projects. --- 30 to 50 20 to 49 19 to 40 25 to 45

	P.E.O.	ISST	DANDEKAR	DESHPANDE	RDC
b) Percentage of women workers in the dominant Age-group.	---	67%	67.5%	78%	76%
3) <u>Marital Status Of Women Workers</u>					
a) Unmarried	---	---	14.38	---	7%
b) Married	---	---	46.35	---	78%
c) Widowed	---	---	7.05	---	15%
d) Divorced	---	---	1.22	---	---
4) <u>Workers Per Household:</u>					
a) Average male workers	---	---	1.5	---	---
b) Average female workers	---	---	1.3	---	---
c) Average male EGS workers	---	---	1.0	---	---
d) Average female EGS workers	---	---	1.0	---	---
e) Average earner in the family	---	---	2.8	---	2.2
5) Percentage of adult population received employment from :					
i) Target group	61%	---	---	---	---
ii) Non-Target group	37.1	---	---	---	---

6) Percentage of adult population received employment :				
1) Target group	31%			
11) Non-Target group	36%			
7) Percentage of workers receiving employment on EGS :				
1) Target group	45%			
11) Non-Target group	45%			
8) Average Family members working on the selected EGS works				1.7
9) Percentage of Women Workers present on the field.	57%	49 to 50	51%	
10) SC & ST Workers (Percentage to total Workers)			42%	10% 50%

P.E.O. ISST DANDEKAR DESHPANDE RDC

EGS Profile :

Wage rates / Income /
Employment days etc.

1) Wage Rates: per day	Rs.	Rs.2	Rs.3	--	--
	2.77	to 3.50	to 4.2		
2) <u>Income :</u>					
a) Average annual individual income of workers working on EGS					
i) Male	--	--	485.3	--	--
ii) Female	--	--	443.3	--	--
b) Percentage of EGS income in total income (i.e. Contribution of EGS income to total income of a person)					
i) Male	--	--	59.41%	--	--
ii) Female	--	--	73.02%	--	--
c) Average per capita total income of EGS participants.	--	--	--	--	783.4
d) Average per capita Income of Non-participants (from the same strata)	--	--	457.0	--	820.0

3) Employment Days.1

P.E.O ISSI DANDEKAR DESHPANDE RDC

a) Average work days workers interviewed, received, employment on EGS	--	157	160	50	170.05
b) Percentage increase in employment days due to EGS	--	--	18 months.	--	22%
c) Per person mandays of employment during four reference months of the survey.	32	--	--	--	--
d) Per person mandays of employment received on selected EGS projects.	5	--	--	--	--
e) Per person mandays of employment received on other EGS projects.	10	--	--	--	--

REVIEW OF EARLIER STUDIES ON NEGS : OBJECTIVES OF THE STUDIES.

ISST May. 1978 to Jan. 1979	K. Dandekar 1979 to 1980	RDC & kirloskar 1983 to 1984	P.E.O. April 1976 to Oct. 1978	Deshpande 1982
<p>(1) To assess impact of EGS on :</p> <p>(a) Women's work : Type of work, nature of availability of works & wages physical load</p> <p>(b) Women's domestic / household life: Costs in terms of health of self & others in the family,</p> <p>(c) Workers social / extra household behaviour and Participation.</p>	<p>(1) To study organization and implementation of EGS.</p>	<p>(1) To study the statistics regarding the employment women under the scheme.</p>	<p>(1) To study planning, execution and organization of EGS.</p>	<p>(1) To study how developmental schemes are implemented, especially EGS.</p>
<p>(2) With this knowledge :</p> <p>(a) To assess the designing and implementation of the scheme, its appropriateness given women's needs and constraints.</p> <p>(b) To scan the environment to see there was any machinery which was supporting women's interests.</p>	<p>(2) To assess how far the scheme has been helpful to women workers by providing them employment.</p>	<p>(2) To enquire into the problems faced by the families with the participation of women in the scheme.</p>	<p>(2) To assess what is the response of labour towards the scheme.</p>	<p>(2) To study the operation of the scheme in the tribal region.</p>
<p>(3) To develop recommendations by which the scheme could be made more suitable to the needs of women.</p>	<p>(3) To study the utility of EGS in attacking the problem of rural employment, particularly that of women.</p> <p>(4) To compare the employment levels of women in India and Maharashtra with those of men.</p>	<p>(3) To assess the impact of the scheme on standard of living of the families with participation of women in the scheme.</p> <p>(4) To assess the impact of the scheme on the social structure of the families of women participants :</p> <p>(a) Role of women in major decisions taking family.</p> <p>(b) Role of women in day-to-day matters like e.g. expenditure pattern.</p> <p>(c) Enrolment of children in school.</p> <p>(d) Their plans aspirations for future generations.</p>	<p>(3) To analyse the factors on which the effectiveness of the scheme depends.</p> <p>(4) To suggest the action relating to all aspects of EGS.</p>	<p>(3) To see to what extent the scheme offers relief to the poor and exploited.</p> <p>(4) To suggest what needs to be done to make its implementation more effective.</p> <p>(5) To study the role of voluntary agencies' work in getting employment.</p>

Review Of Earlier Studies On EGS.

Methodology And Sample Selection.

	ISST May, 1978 to Jan. 1979	K. Dandekar 1979 to 1980	RDC & Kirloskar 1983 to 1984	P.E.O. April 1976 to Oct. 1978	Deshpande 1982
1 No. of Districts covered.	3	12	6	4	1
2 No. of Taluka's covered.	4	--	12	8	1
3 No. of projects / sites visited and villages* covered.	7	56	60	87 sites (155)* villages	5 (30)*
4 Total No. of EGS women workers covered.	131	668	2120	--	14
5 Total No. of households covered.	180	1539	2939	2570	139
6 Percentage of Participants.	73	--	72	--	--
7 Percentage of Non-Participants.	27	--	28	--	--
8 Variable introduced in the study.	i) Comparison of EGS worker with standard of living of women in other employment sector. (Bidi and Sugarcane). ii) Comparison of women workers on EGS with Non-workers. iii) Role of voluntary organizations in getting employment to the workers or awakening the workers about their right to work.	--	i) Comparison of women workers on EGS with those not working on EGS.	i) Comparison of participant women workers on EGS with Non-participants. ii) Study of beneficiaries from EGS works.	i) Comparison of EGS work with other employment venues in the tribal region. ii) Role of the voluntary organization in getting employment to the workers.

SOME IMPORTANT OBSERVATIONS / FINDINGS OF THESE STUDIES.

I) ISSI (MAY 1978 to JAN. 1979)

1) Women dominant in labour force :

Percentage share of Women in total Work Force.

	Census		Registration		Muster Roll EGS Gangdata (Site attendance)
	1961	1971	EGS District data 33 months 1976-78	EGS District data 21 months 1977-78	
All India	28	32	---	---	---
All Maharashtra	38	36	---	---	---
Ahmednagar	46	20	49	72	80
Bhandara	59	41	39	50	49
Dhulia	42	21	36	56	53

Thus, it was noticed that gangs often have more women than is recorded in the registration data. It is highly probable, due to traditions, hierarchies and habits in Indian families that men register but often send their women on site.

- 2) Only 12% of all EGS workers were observed pure EGS workers, depended only on EGS work. The majority of EGS workers work for less than 6 months in the year. These women account 62% of the chosen sample.
- 3) Though bulk of the women workers were from the age group of 30-50 years, it is note worthy that among the landless, women were found working even at the age of 50-59 years, which emphasizes the pressure of poverty put on women from the landless classes.
- 4) Among the poorest a high percentage of women were found bread winners and heads of the household (23 out of 131 i.e. 18% of the chosen sample). Also 16 out of 38 married women roughly 40% were found heads of household among landless.

II) K. Dandekar : (1979 to 1980)

- 1) The EGS wages seemed low. Even though both husband and wife worked on the scheme all the year round, they could support 1.5 dependent units on an average.
- 2) Two third of the income of workers households came from EGS. Food for work programme made quite a difference in their living.

- 3) There were about 70 females working on EGS per 100 males in 1980 as per the Govt. record. If one compares this ratio of male to female workers with similar others in 1971 Census in various categories of activity, there is no activity not even agricultural labour that could employ such a proportion of females.
- 4) The survey revealed that for 28 projects surveyed, 1283 female workers on EGS per 1000 males. Thus sex-ratio given in state statistics is less favourable to females as compared to one actually observed. The Govt. statistics showed the percentage of women workers to total no. of EGS workers more than 40 percent. The survey however revealed the number of female predominated in most of the works.
- 5) With even small holdings of land, men worked on their own farm letting their women to work on EGS.
- 6) The EGS workers who maintain the same level of earning as 1970-71 through EGS in 1978-79 had improved their earning by about 26 percent.

III) RDC & Kirloskar : (1983-84)

- 1) More than 36 percent of the respondents were able to increase their income substantially (more than 216 per cent), after participation in the scheme. On the whole, nearly 49 per cent increase was reported by all the respondents taken together.
- 2) It was observed that to the women workers from landless class, the percentage increase in employment days was 166 percent.
- 3) Women workers preferred to receive wages in the form of foodgrains.
- 4) 90 percent of EGS workers were from 19 districts and the balance 10 percent of workers were from the remaining 10 districts of Maharashtra. It is necessary to find out reasons for such an imbalance in the labour attendance.
- 5) The female labour attendance data published by planning department by the end of March, every year from 1978-79 to 1982-83 showed declining trend from 43.4% (in 1978-79) to 37.3% (1982-83). There was about 34 percent decrease in case of women labour, whereas field study shows that percentage women workers was more than 60 percent, on 55 sites covered.

IV) P.E.O. : (April 1976 to Oct. 1978).

- 1) Female Participation : In 52 out of 87 works preponderance of females was noticed and female participation was above 50 percent.

2) Employment : EGS catered more to non-target groups than to target groups. e.g. percentage of adult population received employment from landless and land holders upto 2 hectares was 31 percent whereas percentage of adult population received employment from landholders above 2 hectares were 66 percent.

3) Benefits of EGS in respect of assets.

a) It was observed that benefits of EGS assets had gone to a large extent to the medium and big farmers.

b) Area of operational holding benefitted by different assets was as follows:-

Type of work	No. of households benefitted.	Area benefitted in percentage
1. Land Development works	1173	43%
2. Percolation tank	538	33%
3. Contour Bunding	241	46%
4. Nalla Bunding	53	23%
5. Minor Irrigation	146	9.42%

4) The percentage area benefitted by the EGS assets was higher in Sakoli & Salekasa (Bhandara District), but was lowest in Geograi (Beed District) and Barshi taluka (Solapur district).

5) Impact of Cropping Pattern and Production:

i) The impact of EGS assets had reflected in higher agricultural production than any sizable increase in area under cultivation.

ii) 78 percent of the selected households reported increase in agricultural production to the extent of 25 percent due to the utilization of EGS assets. About 40 percent of cultivators had taken to raising of new crops.

6) Benefits from Percolation tanks and Nalla Bunding works :

i) The completion of percolation tanks and Nalla Bunding works ensured regular availability of water throughout the year in case of 91 wells out of 177 wells. These wells did not have water throughout or part of the year in the absence of these works.

ii) 15 new wells were dug after commissioning of EGS assets within 1 to 5 km. radius of EGS assets.

7) Increase / Change in Employment : was observed due to utilisation of EGS assets was as follows :-

Table 6.13

No. of user households reporting increase in employment due to EGS assets.

Extent of employment	Total No. of H.H.'s reporting increase in employment.	Out of col.2. user households reporting increase in	
		Family labour	Hired labour
1.	2.	3.	4.
Full time	819	436 (517)*	514 (4319)*
Part time	1304	283 (330)*	1282 (6561)*

* Figures in the brackets indicates increase in employment in terms of EGS assets.

8) An analysis of the benefits flowing to different social classes revealed that about 5 percent of the user households belonged to Scheduled Castes and 5 percent to Scheduled Tribes and about 90 percent of those belonging to other castes.

V) V. Deshpande: (1982)

- 1) For the first time during about 30 years of planning down to exploited class has received some attention from the Govt.
- 2) The EGS has a potential, which if used wisely and honestly, would usher in a new era in the life of agricultural labourers who have remained neglected so far and whose condition has been deteriorating continuously.
- 3) This relief measure may be useful for agricultural labourers gradually to become a pressure group influencing entire economic planning and policy in the country.
- 4) Bureaucrats are hand in glove with the local interests. However, there is a small section in the Govt. machinery, which wants to implement the scheme properly.
- 5) The survey revealed the following important aspects :-

- 1) Several workers operating in adivasi area reported that even those adivasis who work in EGS, has to subsist on liquid and semi-liquid diet for quite along

period. The EGS has failed to provide relief on a significant scale in this important aspect.

- ii) The employment opportunities offered by EGs as well as no. of days employment offered was very insignificant. So much so that even the number of pure landless workers in the region was substantially large (about 2700) whereas the highest no. of persons received employment was very less (upto 365) during that particular season. It was noticed that maximum no. of days employment offered by the projects is in the year 1976 was only for 26 days; and that too was on only one project. Rest of the projects offered work for a very short duration.
- iii) It was observed that large no. of workers need wage-work even during the agricultural season.
- iv) And in tribal area in particular, non-availability of work outside agriculture implies passing the labour into the clutches of land owners and into bonded labour system.
- v) Invariably in all villages visited, the villagers maintained that they need wage work almost throughout the year, but more urgently between November to May in this area covered by the survey.
- vi) It is observed that labourers are not regular in their attendance and do not work in disciplined manner which is essential for public works. This lack of discipline and punctuality can be understood if we appreciate their typical socio-economic background. Many of them have to depend on local farmer for employment loan etc. Hence they have to respect these private employers mostly landlords and have to fulfil their need for workers, whenever they demand. As there is no outside agency to support them / help them for their day to day needs. Secondly, nature of EGs works differ from project to project that some times the kind of work involved is such that labourers are not used therefore they are not punctual.
- vii) It is also observed that the implements supplied on EGs are not always adequate or suitable for the type of works undertaken. Consequently the advasis' work suffer.
- viii) Intermittent stoppage of work creates in stability.

RECOMMENDATIONS

Recommendations Regarding Policy Measures :

I. ISST : (May 1978 to Jan. 1979)

1. As women are present in large no. if not dominant no.'s, public works or relief works schemes like EGS, the conception design and implementation of these schemes have to be modified after a study of female work patterns, internal and external household. Planners and designers must perceive the difference between male and female labour, its sociological and economic characteristics and ensure that these differences are accomodated.
2. The traditional norms which are conventional (regarding ratio of female / male labour) should be changed. Administrators, especially lodcal legal administrators must accomodate all women asking for employment, regardless of the ratio of female to males.
3. Programmes like Applied Nutritional Programme (ANP), Integrated child development programme (ICDP) can be started along with EGS, considering the fact that most needy women report for work on EGS. Such programmes may be started by camping on sites, till sites are open.
4. Either the department of Social Welfare can organise such Welfare programmes itself or local voluntary agency may be appointed for the above stated purpose.
5. Adult Education programme can be started for workers.

II.K. Dandekar (1979 to 1980)

1. The EGS can become an integral part of the district or any level of planning. It is said that EGS distrupts agricultural operations as well as departmental administration.
2. It is said that small or marginal farmers are neglecting their land due to low earnings. At the same time they are not ready to get rid of their land, because it is the ultimate support to their distitute lives. This can be tackled in two ways :
 - a) Workers on EGS can be released for necessary agricultural operations, by giving them assurance of absorbing them on EGS works thedreafter. This would solve the problem of shortage of labour to farm work.
 - b) Secondly Farm works on people's farms (i.e. private farms) can be undertaken within EGS itself. This would solve the danger of marginal farmers neglecting their farm.

III.F.E.O. : (April 1976 to Oct.1978)

1. It is unlikely that an effective planning of works on such a large scale had meaningfully been done in case of each district every two years. It is therefore, suggested that blue prints should include invariably operative projects backed by certain degree of survey and scrutiny in regard to prime facia possibility and desirability fdoor implementation.
2. For speedier completion of works, it is suggested that Govt. of Maharashtra should review the existing arrangements for acquisition of land for EGS works and for early payment of compensation to the cultivators particularly to those who had willingly surrendered their land. Steps should be taken to have advance planning done and action taken for the purchase of equipment and allocation of adequate funds for the same by ther department concerned as well as for strengthening of technical and supervisory staff.

Recommendation Regarding Administrative Measures

I. ISSI : (May 1978 to Jan. 1979)

1. Reorientation programme for engineers, administrators must be conducted to understand these (above stated) changes and teach them how to adjust their selection of worksite.
2. As weekly's payment makes vulnerable in relation to borrowing, it is important to pay daily wages.
3. A piece rate should be replaced by dailyt wages after preparing certain norms to evaluate the day's work ofd a worker.
4. Technologists have so far neglected the area of public works. They should develop implements which would yield higher efficiency at less physical cost and they should also develop housing and other community facilities for workers.

II.K. Dandekar : (1979 to 1980)

1. Continuity of employment is essential, which needs continuity of works. And in order to provide continuous works. Proper organisational efforts and blue prints are essential. Hence an agency to prepare blue prints for different types of works on a continuous basis must be appointed.

2. It would be inadvisable to insist either large or small works under EGS. Prior planning, that is scheduling of works on the basis of prepared blue prints is most important, rather the consideration that works should be nearer the village or further away and large or small works.
3. For strengthening effective supervision, superior officials' supervision on the local supervisors and some type of unionisation of common workers can be possible remedies against widespread corruption on EGS.
4. Wages should be paid in time and if necessary supervisory staff can be increased.
5. For the effective implementation of the scheme, adequate supervisory staff must be provided with adequate transport facility.
6. 60 : 40 ratio is welcome and pertinent. However, the ratio need not be rigidly held but relaxed in the interest of better work.
7. All construction rules percolation tanks regarding their relationship between site of construction and rain fall are not often observed. This may lead to wasteful expenditure and limited utility. Hence all construction rule of percolation tank / MI tank must be strictly followed.
8. The workers who are genuinely needy are bound to attend work even at the long distance, if reasonable wages are paid with food grains and proper camping facilities at the work site.
9. Food for work programme must be continued along with EGS.
10. Mobile working units on EGs projects would be relatively better. Alongwith it, moving colonies can be created. These mobile communities can be equipped with welfare programmes like drinking water, sanitation facilities, schooling for children etc.

III. R.D.C. & Kirloskar : (1983-84)

Administrative Measures :

1. Immediate analysis is needed at every district and tahsil level and for different types of works to know why there is a disparity between increase in expenditure and increase in Mandays generated.
2. There is a wide disparity in the statistics available and field observations

regarding female labour attendance. It is essential to find out the reasons for such significant differences.

3. Part of the wages should be paid in kind in terms of food grains/cloths/utensils etc. as women prefer wages in kind and especially in the form of food grains.
4. Better man power planning is essential to take reciprocal guarantee from workers.
5. There appears an imbalance in different districts, in total labour attendance, which needs to be analysed.
6. The importance of the scheme should be published through different media like audio-visuals, etc. to the classes who need employment, to the officials who implement the scheme and people in general.
7. For effective implementation of the scheme, registration should be done every year and information on all aspects of labourers should be gathered. And passbooks to be given to the workers.
8. For completing the entries of the passbook, educated workers, preferably women workers should be trained.
9. A supervisor per every 100 workers could be appointed for effective supervision.
10. Regular training programmes for the implementations of the scheme, should be arranged.
11. Mustering assistant can be made responsible for all welfare works, such as provision of water, medical aid, temporary sheds, etc.

IV.F.E.G. : (April 1976 to Oct. 1978)

1. It was noted that in overwhelming cases, necessary complementary investment in the form of construction of wells, land levelling and land shaping was. But application of fertilizers and other essential inputs had not been made. No specific agency seemed to have been assigned the responsibility of the follow up, including extension and credit supplies in order to realise optimum benefits. It was suggested that the state should consider the feasibility of recovering any expenditure incurred on the maintenance of irrigation works including percolation tanks from the cultivators in proportion of their areas benefitted from these works. The Govt. might also consider entrusting the maintenance of these works to the Maintenance Division of the irrigation Department which exists in the districts in the State.

2. There is a need to impose some sort of restriction on the number of members per household which could be offered employment on EGS works to ensure that the benefits of wage employment reach equally to all groups of households.
3. It may be worthwhile to consider a scheme under which small portion of the earnings is credited to the individual accounts of the workers in some financial institutions. This could be made available to them in due course in the form of milch cattle, sawing machines, bullocks, etc. to serve them as a source of self employment.

V. Deshpande : (1982)

1. Continuity and certainty of employment is essential in EGS.
2. Minimum Wages and timely payment must be observed strictly.

Recommendations Regarding Women Workers Welfare / Education / Training

ISSI : (May 1978 TO Jan. 1979)

1. Change in the type of schemes undertaken is essential. Schemes should accommodate all women asking for employment. Hence, schemes like horticulture for example may be considered as they could provide employment to women. Karnataka Govt.'s employment Affirmation Scheme undertakes schemes like cleaning of villages, making improved roads within the villages, the improvement of Harijan Housing etc. Similar schemes can be undertaken. Programmes like house repairs of workers houses could be considered.
2. It is also important not to pay the collective wages to the gangman or head of the household, but pay directly to the individual workers (this has been done in Karnataka). This would enable women to collect their share of wages independently.
3. Women spokes men for understanding women problems at the work should be identified and women should be appointed as paymasters, supervisors as well as women's interest groups should be developed. They could also be appointed as food distributors in food for work programme.
4. Formation of some kind of women gangs, which are more than gang and which act as women groups which would protect their interests as well as articulate them to

RDC & Kirloskar

Self Development Of Women Workers :

1. Importance of Health hygiene and nutrition should be taught to them. For that, projects like ICDP and other health projects could be integrated with EGS.
2. Leadership qualities among women workers must be developed.
3. Male workers should be educated to understand problems of women workers and to help them to change their old and conventional outlook towards women.

Recommendations Regarding Workers Welfare & Training Education

1. ISST (May 1978 to Jan. 1979)

1. It is cruel to imagine that after working 8 hours of manual labour the same woman would be able to go to the ration shops which are far away and especially so, if they are told that there are no stocks. Hence, it is possible to design a system by which food grains are given on the site and cash payments are made once a week.
2. If workers are registered and their attendance is regular a certain percentage of absence should be condoned or insured against in the project. This aspect is extremely important in the light of women's participation, as women are often handicapped not only with their illness but the illness of others in their households apart from days during child birth. They should be given a certain number of days leave with pay. This can be done only in conjunction with a daily wage payment system.
3. Workers wages should be paid in advance, as they come from the background of acute poverty and marginal for survival levels of existence. Then they would work efficiently.
4. Implementation of social service facility should be more carefully considered and in all monitoring and evaluation studies their existence and their quality should form part of the criteria for evaluation.
5. Orientation / Education programmes for workers may be arranged on site to teach them work efficiently.

II.K. Dandekar (1979-80)

1. Workers education programmes must be arranged must be arranged to tell them about the type of work, quality and to work with less physical damage and more effectively. Certain kind of machinery needed for variety of EGS projects should also be supplied.
2. Huts can be provided to those workers, who are moving out for a long distance on work site.

III.RDC & Kirloskar : (1983-84)

Development of Skills :

1. Every worker should be trained to develop at least one skill. Those who have some skills should be helped to upgrade their present level.
2. Handloom weaving, handicrafts based on local material may be taught on experimental basis in selected areas.
3. KVIC and Shramik Vidyapeeth could be asked to give substantial assistance in the above stated areas.
4. Women from cultivator households should be trained to make use of improved seeds fertilizers, pesticides, etc. Improved agricultural practices, etc. Improved agricultural practices should also be taught to them and visit to model farms should be arranged.
5. Preservation and marketing of agricultural produce should also form part of training programme for women from Cultivator households.
6. It is necessary to identify different organizations from private sector, public sector and voluntary agencies, to impart training in skills development and their active help could be sought.

Recommendations Regarding Public Participation

V. Deshpande (1982)

1. It is essential to create circumstances in which Govt. officials and social workers can work together.
2. Some spread-work is essential to see how the scheme is being implemented. This is very essential though at present it is left to social workers alone. Hence Govt. must appoint officials as well as non-officials to evaluate the scheme.

Recommendations Regarding Measures To Increase Productivity

RDC & Kirloskar

Measures To Increase Productivity :

1. Social Forestry works can be started in every village alongwith fodder development programme.
2. Water shed development projects should be undertaken.
3. Large-scale house construction, initially for people below poverty line should be considered under the scheme and repairs of old houses of workers in the village, any also be considered.
4. For effective supervision, necessary facilities like accomodation, etc. for the supervisory staff are not available. Hence construction of such facilities may be undertaken under EGS.
5. Low cost latrines should be constructed in each village under the scheme.
6. Gobargas, biogas plants may be constructed under the scheme.
7. Land development works for small and marginal farmers can be taken up under EGS, which will help farmers to take more interest in their own farms.

APPENDIX

A Note On :

Recommendations By EGS Council Scrutinising Committee.

Since 1978 - 79, Maharashtra Legislative Assembly appoints a Committee of M.L.A.S from both, ruling as well as opposition parties every year to look into the functioning of employment Guarantee Scheme. The Committee evaluates achievements of EGS, the programmes undertaken and their execution. It is also expected to suggest measures to run the programmes more effectively. The members of the committee make periodical visits to various worksites and review and supervise the implementation of the scheme. Every year the committee submits one or more reports to the Govt. based on such visits.

During the last 9 years of its functioning the committee has made several recommendations regarding types of work that could be undertaken under EGS, with a special consideration to geographic location and local needs. Some of them are listed below.

1) Road Works :

Consider road works as 'productive' and implement under EGS. Relax 60 : 40 ratio of expenditure if necessary. Pool resources from other schemes such as Crash programme ('Dhadak Youjana') and minimum needs programme along with EGS to undertake road works.

2) Irrigation Works :

- Construct 'temporary bunds' to slow down flow of rain water into the sea, in Konkan area.
- Undertake 'flood control works' under EGS.
- Undertake unskilled portion of canal works or Big Dam Works under EGS.
- Well digging on public as well as private land.
- 'Bhinar Youjana' in Thana District.

3) Soil Conservation Works :

- Undertake through EGS.
- Land grading / shaping / levelling / terracing
 - 'Khar' land development' programme especially in Konkan.
 - Land development works.

4) Afforestation :

- Undertake through EGS.
- Social forestry,
 - Village forestry
 - Plantation of trees on public as well as private land.
 - Protection and care of trees.

5) Miscellaneous :

- Fruit plantation and their maintenance (e.g. cashewnut plantation in Konkan)
- Horticulture
- Ambar Charka.

The committee has also reviewed the administration of EGS from time to time and identified and highlighted many problems. Some of them are discussed below.

- 1) Delay in payment of wages.
- 2) Disparity in wage rates for comparable work from site to site due to different methods adopted in measuring the work.
- 3) Non-availability of foodgrains against coupons.
- 4) Corruption in maintenance of muster roll records and payment of wages.
- 5) Violation of minimum wages act.
- 6) Lack of facilities like shed, first-aid etc.
- 7) Abandonment of work in incomplete state.

Some of the suggestions made by the committee to improve administration and implementation of the scheme are as following :

- i) Appoint additional supervisory clerical and technical staff for better maintenance of records and timely payment of wages.
- ii) Appoint special vigilance staff to look into cases of malpractices.
- iii) Appoint local works committees under the leadership of 'Panchayat Samiti' to inspect and over see the works.
- iv) Rationalise wage rates for different types of works.
- v) Provide self protection / safty instruments such as safty goggles to works engaged in stone cutting / breaking.
- vi) Prepare "Manual" of EGS for ready reference, for the benefit of implementing machinery and workers.

Some of the suggestions made by the committee by the Govt. and BR's were passed accordingly. However, some of the important suggestions have not been given proper consideration. Such neglected suggestions are marked with an asteric in the list of suggestion as presented above.

The committee has never discussed about the policy matters or future of the scheme or the future of the participants in EGS. Therefore, the issues such as linking development planning with EGS or improvement of skills of participants etc. have never appeared in their suggestions. It is also not very clear whether, this committee was the first one to make all these suggestions mentioned earlier. As there are many such committees and agencies to look into the functioning of EGS.

However, the committee has served a useful purpose in mobilising and collecting public opinions regarding implementation of the scheme, as a pressure group outside the Govt.