

**JOINT EVALUATION REPORT**  
**ON**  
**EMPLOYMENT GUARANTEE SCHEME**  
**OF**  
**MAHARASHTRA**

[*APRIL 1976--OCTOBER 1978*]

**PROGRAMME EVALUATION ORGANISATION**  
**PLANNING COMMISSION**  
**GOVERNMENT OF INDIA**  
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## PREFACE

The Maharashtra Government launched the Employment Guarantee Scheme (EGS) in May, 1972. However, in view of the enormous programmes of scarcity relief which were under way till 1973-74, the first serious effort of organising EGS works was initiated after the State Assembly approved in December, 1974 the Government Resolution reiterating its recognition to the 'right to work' as enunciated in the Directive Principles of the Constitution of India. EGS was given the statutory status in January, 1979.

2. A fundamental premise of the scheme is that works undertaken should provide gainful and productive employment, gainful to the individual and productive to the economy, in approved works to all unskilled persons in rural areas who need work and are prepared to do manual work but cannot find it either on farm or allied operations in the area or on the normal plan/non-plan works implemented by the Government Departments, the Zila Parishads, the Panchayat Samities and the Gram Panchayats. Other important objectives of the Scheme are (a) only productive works which result in the creation of durable community assets are to be taken up under the scheme. The works relating to minor irrigation, soil conservation, land development, road development in hilly and inaccessible areas, plantation of trees along canal and roadsides are some illustrations of such productive works. (b) Works having the cost of unskilled element of more than 60 per cent of the total cost are permitted and have to be invariably executed departmentally (and not through any contractor) by various implementing agencies of the Government and Zila Parishads.

3. The Evaluation Study of the Employment Guarantee Scheme of Maharashtra was jointly conducted by the Programme Evaluation Organisation and the Government of Maharashtra during 1976-78 in pursuance of the decision taken by the then Deputy Chairman, Planning Commission and the Chief Minister of Maharashtra in 1975. The objectives of the evaluation study were (i) to provide a description of the methods actually adopted in the field for obtaining the prescribed scheme objectives; (ii) to assess how far the methods adopted were proving effective for the attainment of these objectives; (iii) to analyse the factors on which the effectiveness depends; and (iv) to suggest action, if any, at Government, District or Taluka level, relating among other things to: (a) coverage (aggregate and spatial), (b) wage payment, (c) coordination and administration, (d) identification of EGS works into sectoral plans as well as with local district plans, (e) release and utilisation of funds, (f) progress reporting and review.

4. The objectives of the Joint Evaluation Study thus covered broadly three main areas of observation, viz., (i) planning of rural works; (ii) organisation for execution of works; and (iii) the response of labour.

While assessing the impact of EGS on the ultimate beneficiary, it was considered necessary to reach a cross section of the rural community either as wage earners or as cultivators in order to comprehend their background and characteristics, state of unemployment, degree of relief in under-employment and unemployment provided by the EGS works. Factors determining the labour response in different areas and situations for a wide variety of works were examined so as to derive lessons for better attainment of the objectives of the EGS.

5. The study was conducted in four districts, viz. Nashik, Solapur, Beed and Bhandara representing the three regions (Western Maharashtra, Marathwada and Vidarbha). Two Talukas were selected from each of the above four districts. Thus, Baglan and Kalvan Talukas in Nashik district, Barshi and Karmala in Solapur, Georai and Ambejogai in Beed and Salekasa and Sakoli in Bhandara district were selected. In all, 155 villages, 244 works and 3404 beneficiary households were selected. The selected households were contacted in 4 rounds during the period April, 1976 to October, 1978.

6. Some of the salient findings of the evaluation study are enumerated below :

- (i) A total expenditure of Rs. 216 crores had been incurred on the scheme since its inception (1972-73) upto February, 1979. This had resulted in the generation of 56.27 crore person days of employment.
- (ii) In order to raise resources for implementation of the scheme, the State Government had levied special taxes viz. (a) taxes on professions, trade callings and employment; (b) additional tax on motor vehicles; (c) additional tax on sales tax; (d) special cess on irrigated agricultural lands; (e) surcharge on land revenue; and (f) taxes on residential urban lands and buildings under the Educational Cess Act. The State Government had, in turn, provided a matching contribution equal to the net collection of taxes and levies every year and credited to a separate fund called the 'Employment Guarantee Fund'.
- (iii) There was greater increase in employment on part-time jobs compared to those reporting increase in full-time employment.
- (iv) The average wages earned were 18 per cent higher on EGS works than on 'other works'. Thus, these wages compared very favourably with the prevailing wage rates. In fact, 53 per cent of the participating households had conceded 'better wages' as a primary reason for participation on EGS works.

- (v) The EGS had reduced wage disparity between men and women since wages are paid on the basis of their output.
- (vi) The Food for Work Programme was also integrated with this scheme so as to ensure minimum consumption level. Thus part of the wages are paid in kind in the form of wheat.
- (vii) There was predominance of female participation to the extent of 57 per cent in 52 out of 87 selected works in progress which included specially major irrigation works.
- (viii) About 78 per cent of the selected households had reported increase in agricultural production to the extent of 25 per cent due to utilisation of EGS assets. About 40 per cent of the cultivators had taken to raising of new crops. Thus EGS had given them both technical and economic exposure to achieving higher production possibilities.
- (ix) Increase in earnings due to utilisation of EGS assets had enabled the user households in repayment of their loans. Out of 480 households repaying loans, 335 could do so on account of increased earnings from EGS works.
- (x) In case of works contributing to the productivity of land, viz., irrigation, soil conservation, land development, afforestation etc., the proportion of expenditure incurred was 93 in 1974-75 but subsequently came down to 75 in 1978-79 (February, 1979). On the other hand, the allocation for roads had increased to 22.0 per cent in 1978-79 from 5.7 per cent in 1974-75 although the Guidelines specifically laid down limitations on number of road works since these were considered less productive.
- (xi) In overwhelming cases of completed works, necessary complementary investment had not been made in the form of construction of wells, land levelling and land shaping, application of fertilisers and other essential inputs. This had resulted in the sub-optimal use of the potential created. No specific agency seemed to have been assigned the responsibility for the follow-up, including extension and credit supplies to realise optimum benefits.
- (xii) It was feared by several implementing agencies that in course of time physical condition of works would deteriorate due to lack of maintenance which was the responsibility of departments executing the works or of Zila Parishads. For want of adequate funds, Zila Parishads were reluctant to accept transfer of completed works from different agencies. The State Government would have to explore the possibility of recovery of expenditure incurred on maintenance of the irrigation works, including percolation tanks, from the cultivators, in proportion of their areas benefiting from these works.
- (xiii) The landless agricultural labourers who did not participate in the programme were essentially those living hand to mouth and could not afford to wait for the wages to be paid after a week, 10 or 15 days of their participation on EGS works despite knowledge of better wages on these works. A view has to be taken whether a shift in policy is called for on the part of the State Government to encourage better participation from this section of the target group.
- (xiv) Of the user households (those whose lands were benefited from the productive assets created by the EGS works), 91 per cent belonged to the category of cultivators whereas only about 7 per cent were agricultural labourers. Disaggregating the cultivator households by size of operational holding, it was observed that benefits of EGS assets had gone to a large extent to the medium and big farmers. The small and marginal farmers constituted only 21 per cent of the user households. Nearly 78 per cent of the user households had reported increase in agricultural production to the extent of 25 per cent. There was also change in the cropping pattern in case of 40 per cent of the households. The EGS had thus given them both technical and economic exposure to achieving higher production possibilities.

7. The most important gain is the breaking down of the caste barrier since all rural workers worked together on a project irrespective of caste or religious affiliations. Besides, multiplier effects of investment on EGS works are important since it had provided permanent employment creation and increased agricultural production through various irrigation and soil conservation works. This had also helped in introducing new remunerative crops.

8. Subsequent to the field investigations completed in October, 1978, the State Government had taken up further steps in introducing certain changes in the administration and implementation of the EGS Scheme. A note in this regard by the Government of Maharashtra is given in Appendix B.

9. It is hoped that the findings of the study will provide a basis for a better understanding of the concept of Employment Guarantee Scheme and also help in the formulation of future National Rural Employment Policy for the country. This is a pioneering work jointly undertaken by the Central PEO and the State Government agency and provides a unique experience where participation of the two agencies was available at all stages.

10. The study owes a great deal to several individuals who contributed in this important research. My predecessor, Shri R. K. Dar and Shri V. Subramanian formerly Special Secretary, Planning Department, Government of Maharashtra were responsible for the designing of the study, formulation of the tools of

investigation and finally launching it in the field. The active cooperation and assistance provided by the Bureau of Economics and Statistics of the State Government, particularly by assigning Shri U.K. Koundinya, Joint Director, right from the stage of designing of the study till the writing of the Report is gratefully acknowledged. He was assisted by Shrimati S. N. Soman, Research Officer in tabulation and analysis of data. Our thanks are also due to Shri V. Venkatesan, Planning Secretary of the Maharashtra Government who not only participated in the Workshop of field officers organised at Pune to review the findings of the study but also took the trouble of going through the draft Report. It is difficult to mention individually the contributions made by the District and Block level officers who made it possible for the evaluation team to collect valuable data.

11. The detailed work in regard to the analysis of data and their interpretation and report writing was done in the Agricultural Economics Division of the PEO under Deputy Adviser, Shri S. B. Saharya and

his team. The Regional Evaluation Officer, Shri K. S. Shetty, located at Bombay had to look after the organisational aspect of the meetings that were necessary for discussions between the Government of India and Government of Maharashtra. I very much appreciate the devotion and hard work of all my officers who worked so diligently on this Project, along with their other commitments on hand, under my general guidance and supervision.

12. Both the Government of Maharashtra and the Planning Commission were apprised about the results of the investigation as and when they were available. It is hoped that this important study will draw the attention of both policy makers and the research workers in India and abroad engaged in the field.

New Delhi  
June 20, 1980

S. M. SHAH  
Joint Secretary  
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## CHAPTER I

# SOCIO-ECONOMIC BACKGROUND OF MAHARASHTRA

Maharashtra is the third largest State in India, both in terms of area and population. According to 1971 census, its geographical area is 307,762 sq. kms. or 9.4 per cent of the total area of the country. The population of the State is 5.04 crores which forms 9.2 per cent of India's total population. Its rural population for mid 1977-78 is estimated at 3.84 crores of which about 43 per cent are estimated to be in labour force. The Scheduled Castes and Scheduled Tribes and the Buddhists constitute about 18 per cent of the total population of the State.

1.2 Regional disparity in respect of spread of industry is very significant in the State. The organised industrial sector is concentrated mostly in the three districts of Bombay, Thane and Pune. These districts alone shared 83 per cent of the income originating in the industrial sector in the State. In fact, this has been one of the major considerations for the State Government to have proceeded with the district planning as a basic component of the State Planning and Plan Implementation system. As mentioned in the Draft outline of the State's Fifth Five Year Plan 1974-79, "the economy of Maharashtra presents a picture of extreme contrasts. Technological dualism characterises the economy which in the industrial complex of Bombay—Thane—Pune in the West is highly capital intensive, technologically advanced and highly productive, while outside this industrial belt traditionalism, tribalism and low yields and productivity continue to prevail . . . . . On the other hand, the rest of Maharashtra, excluding the pockets of sugarcane areas, is dominated by rainfed agriculture pursued traditionally in a low gear technology of subsistence and sub-marginal farmers. . . . ."

1.3 Administratively, the State is divided into 26 districts (including the district of Greater Bombay), spread over 4 administrative divisions with headquarters at Bombay, Pune, Aurangabad and Nagpur.<sup>1</sup> The problem of administration demand considerable energy and attention as large number of districts are far flung from the State Headquarters located at Bombay.

1.4 The National Sample Survey Organisation of the Government of India in its 27th Round had divided the State into six 'regions' for purposes of carrying out periodical socio-economic surveys. The Survey shows that there is wide disparity in rainfall amongst the different parts of the State<sup>2</sup>. Heavy rains occur over the Ghats and the coastal districts of Thane, Kolaba and Ratnagiri where the annual ave-

rage goes upto 2000 mm. However, the major part of the State lies in the rain shadow of the Western Ghats with an average rainfall between 600 and 750 mm. and in some areas even less than 500 mm. This area includes the districts of Nashik, Pune, Ahmednagar, Dhule, Jalgaon, Satara, Sangli, Solapur and parts of Kolhapur. As regards the Marathwada region, the rainfall varies from 750 to 1000 mm. Drought conditions thus prevail over many districts due to considerable variations in rainfall in different parts of the State. The report of the Fact Finding Committee for Survey of Scarcity Areas in Maharashtra State (1973) has identified 12 such drought-prone districts in the State viz. Ahmednagar, Solapur, Pune, Nashik, Sangli, Satara, Aurangabad, Beed, Osmanabad, Dhule, Jalgaon and Buldhana.<sup>3</sup>

1.5 The list of drought prone districts shows that whereas only 6 districts fell within the criterion adopted by the Government of India for classification of districts as 'drought-prone' for assistance under the Drought Prone Area Programme, the State had on its own included additional 6 districts under the State's Drought Prone Areas Programme in line with the classification adopted by the State's Fact Finding Committee (1973). Thus, 12 out of 25 districts in the State (excluding Greater Bombay) are chronically prone to the vicissitudes of rainfall and consequent instability in agriculture.

1.6 Area under crops, production and yield per hectare during the years 1960-61, 1965-66, 1970-71 and the period 1971-72 to 1976-77 show fluctuations both in respect of food crops and cash crops.<sup>4</sup> In 1972-73 (a drought year), cereals, pulses and cash crops suffered a setback in area, production and yield but picked up in the subsequent four years (1973-74 to 1976-77) retaining, however, their fluctuating trend. The yield rates of all crops during 1976-77, except groundnut, had, however, registered an increase which indicates that the State Government's efforts to put the agricultural economy of the State on the road to prosperity after the scarcity effects of 1970-71 had shown favourable results.

1.7 One of the major factors accounting for fluctuations in yield, in addition to the vulnerability of rainfall, is the very low percentage of irrigated area to gross cropped area in the State (9.9 in 1974-75)<sup>4</sup>. Of the 25 districts in the State (excluding Greater Bombay), Bhandara district had the highest percentage viz. 30.2 per cent of the gross irrigated area to gross cropped area. Within the State also there

1. Appendix Table 1-1.

2. Appendix Table 1-2.

3. Appendix Table 1-3.

4. Appendix Table 1-4.

is considerable variation in the irrigated areas from district to district. The 12 drought prone areas together accounted for about 11 million hectares of net sown area. This amounted to 59.3 per cent of the State's net sown area of 18.2 million hectares which highlights the fact that the bulk of the State's net sown area is located in the drought prone area districts. In all the districts of the State, gross cropped area is more than the net sown area indicating thereby that intensive cultivation is followed in the districts in varying degrees. It is also significant to note that in 10 out of 25 districts (excluding Greater Bombay), the percentage of gross irrigated area to gross cropped area was lower than 5 which indicates less secure agricultural conditions implying seasonal unemployment and disguised unemployment for a majority of cultivators and agricultural labourers.

1.8 In 1961-62, the share of primary sector towards total State's income at current prices was 38 per cent as against 30 per cent in 1976-77. Similarly, the share of secondary and tertiary sectors in 1961-62 was 28 and 34 percent respectively against 32 and 38 per cent in 1976-77. This indicates the growing importance of the non-agricultural sector in the economy of the State.

#### *Employment Situation in Maharashtra*

1.9 The provisional estimates based on the data collected under the Consumer Expenditure Inquiry undertaken during 32nd round of the National Sample Survey in 1977-78 reveal that nearly 62 per cent of rural population lived below the average level of consumption of Rs. 61.83 per person per month in rural area. The Labour Force Participation Rate\* (LFPR) for the persons in the age group 15 to 59 came to 78 per cent for rural area. The LFPR for females in the rural areas was observed to be higher than for the females in the urban areas.

1.10 The 27th round of the National Sample Survey covering the period from 1972 to September 1973 also provides the estimates of employment in the rural areas of Maharashtra. On the basis of the data on day-wise activities of those who were in the labour force, it was estimated that an adult male in the labour force was available for work for 22 days on an average in a year (excluding the three months of the rainy season) and an adult female for 64 days. It has been estimated that with the rural population of 3.84 crores (1.93 crore males and 1.91 crore females) in mid 1977-78 and taking participation rates at 90 per cent of the males above 18 years (96.4 lakhs) and at 78 per cent of the females above 18 years (99.4 lakhs), the number of man-days for which work could be demanded came to 68.38 crores distributed upto 19.04 crores by males and 49.34 crores by females. This would go upto 99.20 crores if preference for work of the adult female engaged fully in domestic duties is taken into account. It is against this magnitude of demand for work that various programmes/schemes for generating employment, some on short-term basis to deal with the situation of particular severity and others on regular basis in Maharashtra, were taken up from time to time.

#### *Employment scheme in Maharashtra in recent years*

1.11 The various programmes taken up in the State during the last decade in order to relieve unemployment and under-employment in rural areas were as follows :

##### *(a) Programme for Small/Marginal Farmers and Landless Agricultural Labourers, 1970-71.*

Under this programme two schemes were introduced to benefit the small and marginal farmers and landless agricultural labourers. The scheme known as Page Scheme for Integrated Area Development was sponsored by the State Government itself on a pilot basis in the year 1965. The main object of this scheme was to provide a supplementary area plan of action for the benefit of small/marginal farmers and landless agricultural labourers in selected blocks in the State. The minimum programme in each block comprised comprehensive land development and measures for optimum use of water and land resources, improved agricultural practices, intensive cultivation, development of small irrigation sources and establishment of small dairy unit with marketing arrangement. In July, 1969 a 'pilot employment guarantee' scheme was initiated in 50 blocks in 23 districts covering 4.70 lakhs small land holders and 2.71 lakh agricultural labour families in the State.

##### *(b) The Scarcity Relief Programme, 1970-73*

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

##### *(c) Crash Scheme for Rural Employment (1971-74)*

The Crash Scheme for Rural Employment was initiated in the year 1971-72 by the Government of India in all the districts of the country and remained in operation till the year 1973-74 with the following objectives:

- (i) the direct generation of employment in all the districts of the country through the execution of projects which were essentially labour intensive; and
- (ii) the production of assets of a durable nature in consonance with local development plans so that the all round development of the districts was assisted.

The scheme designed to generate, on an average, 2.5 lakhs man days of employment in every district. The entire cost of the scheme was borne by the Central Government. During the period of three years (1971-74), the amount spent in Maharashtra was of the order of Rs. 7.70 crores which resulted in the creation of employment to the extent of 2.02 crore man days.

\*The proportion of persons in the labour force to the total population provides a measure of LFPR.



(d) *Pilot Intensive Rural Employment Project (1972-77) (PIREP)*

It is an action-cum-study project taken up by the Government of India through State Governments in one block of each State with the following objectives:

- (a) to provide gainful employment on work projects not requiring skills of high order;
- (b) to utilise the project funds for creating durable assets;
- (c) to explore the possibility of imparting new skills and through its implementation study the nature and dimension of the problems of employment among the rural wage seeking labour... with a view to evolve a comprehensive programme for the rest of the country. The Karanja block in Wardha district was selected for the purpose. The Government of India allocated an amount of Rs. 56.14 lakhs beginning from November, 1972 for the programme drawn up by Zila Parishad which included road works, construction of Panchayat Bhavans, minor irrigation and percolation tanks, fodder development, afforestation and nalla diversion works.

(e) *Village Employment Scheme (1972-73)*

It was a non-Plan scheme of the State Government which was started as part of the 15 points programme to provide gainful employment to individuals and to community on preferably productive work for unskilled persons in the rural areas. This scheme was to be implemented only when no work was available under the Employment Guarantee Scheme or any other scheme/work. In 1976-77, an expenditure of Rs. 74.04 lakhs was incurred for providing employment to 2.95 lakh persons (excluding Solapur district). During 1978-79, Rs. 467 lakhs had been provided as grants to the Village Panchayats of which 35 per cent was earmarked by the Village Panchayats for the scheme. The fund provided for the scheme is based on the statutory grant and as such the expenditure is treated as Committed Expenditure.

(f) *Scheme for the Benefit of Artisans (1974)*

The scheme for the organisation of Block Level Artisans (Balutedar) Multipurpose Cooperative Societies was initiated for provision of fuller avenues of work by arranging supplies of improved tools and equipments and providing marketing intelligence and facilities to all their goods. The Khadi and Village Industries Board and the Khadi Commission, the Reserve Bank of India and the Panchayat Samitis are intimately involved in the working of this scheme. Balutedar societies have been functioning in 294 blocks and about 82,000 artisans had been brought under the scheme. The total share capital of these societies was Rs. 151 lakhs of which State Government contribution was Rs. 76 lakhs. During 1974-77, the number of artisans who were provided employment was 2.50 lakhs.

(g) *Drought Prone Area Programme (1974-75)*

The object of the programme, taken up in 12 districts of the State, is to bring about an integrated rural development of project areas with emphasis on optimum use of land and water resources through soil and water conservation measures, on a water shed basis, forestry, pasture development and livestock development. The programme has been undertaken in 12 districts of the State, viz. Ahmednagar, Solapur, Satara, Sangli, Nashik, Pune, Aurangabad, Osmanabad, Beed, Dhule, Jalgaon and Buldhana. An expenditure of Rs. 706 lakhs was incurred during 1977-78 against Rs. 178 lakhs spent in 1974-75. Of the 12 districts, 2 are being assisted by International Development Association, 4 districts by Government of India and rest of the 6 districts by State Government.

(h) *Food for Work Programme (1974)*

The execution of rural public works programme in collaboration with Cooperative for American Relief Everywhere (CARE) and the State Government was initiated in Maharashtra on a pilot basis in the year 1974 in a tribal development block of Nashik district. The objective of this programme was to take up productive labour intensive works having a nutritional bias in the demarcated tribal areas and other scarcity areas where special nutritional programmes were in operation for the benefit of children and the pregnant and nursing mothers. The CARE wheat was to be made available to unskilled individual workers on the basis of measurement of work done by them towards part payment of wages. Fixed quantity of 1.5 Kg. of wheat per worker was prescribed for those whose daily output of work was valued between Rs. 2 to 3 and 750 gms. per day to a worker whose daily output of work was of the value between Rs. 1 and Rs. 2. By 1976, the scheme was made applicable to all the unskilled labourers engaged in the different EGS works throughout the State. Till 1977-78, payment in wheat was made out of supplies made by CARE. Since 1978-79, Government of India has agreed to supply wheat under the 'Food for Work Programme' adopted by it on the basis of following objectives and guidelines:

The basic objectives of the programme are (i) to generate additional gainful employment to large number of unemployed and under-employed persons both men and women, in the rural areas which will improve their income and consequently their nutritional level; (ii) to create durable community assets and strengthen the rural infrastructure which will result in higher production and better living standard in the rural areas; (iii) utilisation of surplus foodgrains for development of human resources. The State Government has not to pay anything for the foodgrains made available to them and as such this is purely an additional resource to them over and above their budgetary allocation. The programme covered all the districts of the State (except Greater Bombay). The E.G.S. which is linked up with the Food for Work Programme is part of the Current Annual Plan (1979-80) involving an outlay of Rs. 73.33 crores. The food component of the E.G.S. was of the order of Rs. 16.50 crores which came to 22.5 per cent of the total E.G.S. outlay.

## CHAPTER II

# CONCEPT OF EMPLOYMENT GUARANTEE SCHEME

### *Evolution of the Scheme*

The Employment Guarantee Scheme may be said to have been born out of the travails that the State Government went through during the three consecutive years of scarcity i.e. 1971-72 to 1973-74. At the height of the drought, it is estimated that the average wage bill per day amounted to nearly Rs. 1.75 crore between 1st January and 16th June, 1973. The drought relief scheme proved to be an employment scheme.

2.2 While recognising the need to make vigorous efforts for the development of the core sectors of the economy, the Government of Maharashtra adopted in September, 1971, a 15-point Programme for accelerating the pace of economic advance of the weaker sections of the community. Pride of place was given to providing guaranteed employment in manual work to the unemployed and the thinly employed population in the State. The significance of providing a guarantee of work was one of the most effective instrument of creating work consciousness among the poor and a feeling of self reliance and prospect of leading an honourable life with self-respect.

2.3 Employment Guarantee Scheme (EGS) was launched in May, 1972, but in view of the enormous programme of scarcity relief which was under way till 1973-74, the first serious effort of organising E.G.S. work was initiated after the State Legislature had examined the scheme in 1974 and resolved unanimously in its favour.<sup>1</sup>

2.4 The State Assembly approved in December, 1974, the Government Resolution reiterating its recognition to the 'right to work' having regard to the Directive Principles as enshrined in the Constitution

of India (Article—41). The Government accepted the responsibility to provide full employment to those who seek it, as the major and fundamental objective of its fiscal and economic policy.

2.5 In order to raise resources for the implementation of the E.G.S., the State Government levied in their Budget for the year 1975-76 special taxes as under :

- (i) Taxes on professions, trades, callings and employment;
- (ii) Additional tax on Sales Tax;
- (iii) Additional tax on motor vehicles;
- (iv) Special assessment of irrigated agricultural land;
- (v) Surcharge on land revenue; and
- (vi) Tax on non-residential urban lands and buildings under Educational Cess Act.

2.6 The State Government was required to make a matching contribution equal to the net collection of taxes and levies every year. The total collection from these sources was to be credited to a separate fund called the "Employment Guarantee Fund" which was constituted to ensure that the resources raised for the purpose of implementation of the E.G.S. were utilised for the same. The scheme thus gained tempo with a much larger commitment of funds having been met by the State Government for the first time. Table below gives the net collection of taxes and levies and the contribution made by the State Government towards the Employment Guarantee Fund during the period 1975-76 to 1978-79.

TABLE 2.1  
Taxes and levies and amount transferred to 'Employment Guarantee Fund' by Government

Sl. No.	Tax	1975-76	1976-77	1977-78	1978-79 (Revised Estimates)
1	2	3	4	5	6
1.	Tax from Professions, Trades, Callings and Employment	10,32,95,000	17,89,04,168	18,47,23,000	19,60,51,000
2.	Surcharge on Sales Tax		8,45,46,000	16,25,58,000	10,10,99,000
3.	Employment Guarantee Surcharge on Motor Vehicles	9,68,507	80,04,000	89,92,136	1,38,82,000
4.	Employment Guarantee Cess on Urban Immovable Non-Residential properties	—	—	8,60,397	1,56,00,000
5.	Surcharge on Land Revenue	—	6,54,046	8,65,789	2,29,32,000
6.	Employment Guarantee Cess on Irrigated holding	6,47,920	17,37,603	—	3,64,89,000
	<b>TOTAL</b>	<b>10,49,11,427</b>	<b>27,38,45,817</b>	<b>35,79,99,322</b>	<b>38,60,53,000</b>
	Equal Govt. Contribution	10,49,11,427	27,38,45,817	34,46,24,000	38,60,53,000
	<b>TOTAL AMOUNT</b>	<b>20,98,22,854</b>	<b>54,76,91,634</b>	<b>70,26,23,322</b>	<b>77,21,06,000</b>

Source : Planning Department, Government of Maharashtra.

1. See Appendix 'A' for salient features of the Maharashtra Employment Guarantee Act, 1977 and the rules thereunder.

2.7 In 1979, the E.G.S. was given statutory status and came to be called the Maharashtra Act No. XX of 1978. Under the Act "every adult person in rural areas in Maharashtra shall have a right to work, that is, a right to get guaranteed employment for doing unskilled manual work."

#### *Objectives of the Scheme*

2.8 The aim of the Employment Guarantee Scheme is to provide gainful and productive employment, gainful to the individual and productive to the economy, in approved works to all unskilled persons in the rural areas, including the areas of 'C' class Municipal Councils, who need work and are prepared to do manual labour but are unable to find it on their own. The guarantee of work is restricted to unskilled manual work. The participant has no choice of type of work or its location. The guarantee is given at district level although work is provided operationally at the Panchayat Samiti Level.

#### *Approach*

2.9 In the operation of the scheme, it was to be ensured that the labour was deployed to the extent possible in existing construction activities in the area. However, care was taken to see that the E.G.S. did not adversely affect agricultural operation and production and that it was not activated where employment potential was available on Plan or non-Plan works in progress. In fact the scheme was supplemental in the sense that full provision for Plan and non-Plan projects was first to be made, and that expenditure could not be incurred from E.G.S. funds unless the budget provision on such projects was fully utilised. It was stipulated that work would be provided within 15 days of receipt of the notice of demand for work.

#### *Payment of Wages*

2.10 A fundamental premise of the scheme was that works undertaken should result in the production of durable community assets and that wages paid to the workers should be linked both with quality and quantity of work output. The Centrally sponsored 'Food for work Programme' had also been linked to the E.G.S. The scheme envisaged that 90 per cent of the wage payable to a worker on the basis of quality and quantity of his output were paid in cash. The balance of the wages were to be deducted against supply of 1 Kilogram wheat coupon for every 30 paise deduction made. Procedures were laid down as to the manner in which unemployment allowance had to be paid.

#### *Eligible Works*

2.11 Only productive works, that is, works which directly or indirectly contribute to the increase of production, or the absence of which inhibits the increase of production, were permitted to be taken up under the scheme. Some illustrations of such works that go to create durable assets are, (i) minor irrigation works; (ii) soil conservation and land development works; (iii) drains and distribution channels; (iv)

road works in hilly and inaccessible areas; (v) desilting of Malguzari tanks; (vi) development of Command Areas of Major and Minor Irrigation tanks; (vii) plantation of trees on road and canal sides; (viii) unskilled portion of works of water supply in 'C' class municipal areas; and (ix) other productive works useful for promoting agriculture. Incomplete scarcity works (1970-73 period) of productive nature numbering about 15,000 were also to be taken up under E.G.S. on a selective basis for their completion. It was also stipulated that only such works were to be taken up whose cost of unskilled component was more than 60 per cent of the total cost.

2.12 Criteria for taking up road works were further relaxed in May, 1977 under which such works even in areas other than the hilly inaccessible/tribal were permitted for being taken up under E.G.S. Accordingly, roads connecting two villages or connecting a village to National Highway/State highway/District roads were made eligible for being taken up subject to non-availability of other works within 8 Km. being certified. The stipulation that roads taken up under E.G.S. should be a part of the 1961-81 Road Plan was also relaxed. An upper limit was, however, placed on the expenditure on these roads so that it did not exceed 20 per cent of the E.G.S. expenditure on District Level Schemes in the district (including E.G.S. expenditure on major irrigation works). The E.G.S. funds were made available more liberally for road works for supplementing the normal road development programme under the plan.

#### *Procedure for Execution of E.G.S. Works*

2.13 The works were invariably to be executed departmentally and not through any contractor. An exception was, however, made only for 'skilled' items of work such as, gorge filling or waste weir construction which were required for technical reasons (and/or fear of damage on occurrence of untimely rains) to be executed on a time-bound schedule. Such works could be executed through piece workers on piece rate subject to the conditions that the local labour was used and paid wages according to the prescribed schedule of rates.

2.14 The schedule of rates had been so designed that an average person working diligently for seven hours in a day should be able to earn wages normally equal to the minimum wage for agricultural labourer in the lowest zone in the State.<sup>5</sup> This was meant to ensure that the operation of the scheme did not interfere with the labour supply for normal agricultural operations and at the same time support was available for better enforcement of the minimum agricultural wage.

2.15 Blue prints of works which could be taken up were to be kept ready for each Panchayat Samiti so that there was no time lag between the registration of demand and the initiation of works. All works included were required to be technically drawn up and cleared on usual departmental norms. Revisions or relaxations in the norms were to be made only under the Government orders as the need be. A complete inventory of machinery and equipment like road rollers,

5. Details of Schedule of wage rates for works undertaken under E.G.S. are given in Appendix Table 2-1.

dumpers etc. available with several departmental implementing agencies was required to be prepared taluka-wise, so that it might be possible to deploy such machinery from one area to another as per exigencies and need.

#### *Administrative Machinery*

2.16 The State Government had taken a series of steps, particularly since the beginning of 1977, for the strengthening of the administrative, technical and reporting arrangements. The Planning Department at the State level determined the quarterly allocation of funds for each district on the basis of estimates of demand for work for the District. Separate account was kept in departments, treasuries and Zila Parishads in respect of E.G.S. funds.

2.17 In order to enable the implementing authorities to anticipate the demand for works, a manpower budget was required to be prepared, to have an estimate of the number of persons expected to attend public works in progress and situated at various distances from the villages of residence in different periods of the year. The Government had also issued in July, 1978 for the registration of work-seekers with the authorised registering authorities (one for every two villages) to be appointed in consultation with the Collector from among the Talathis, Gram Sevaks and Assistant Gram Sevaks in the Samiti areas. In the event of failure on the part of Government to assign the applicants to specific works in the Panchayat Samiti area or closer to the village the admissibility of unemployment allowance had been incorporated under the Act of 1978.

2.18 A three tier administration set-up has been evolved for execution of E.G.S. works. In order to ensure close and effective liaison and continuous supervision over the programme, Committees for planning, direction, control, coordination and evaluation had been set up at the State, District and Panchayat Samiti levels.

2.19 At the State level the Planning Department and at the district level, the Collector was in overall charge of the scheme who looked after planning and sanction of work, release of funds, coordination, monitoring, review and reporting, supervision, inspection and allocation of E.G.S. works to technical departments as well as Zila Parishad. He was assisted by a Deputy Collector exclusively responsible for E.G.S. works.

2.20 At the Panchayat Samiti level, the Tehsildar was responsible for all projects including directing the implementing agencies to plan and survey suitable works for implementation. He was also assigned the functions of assessment of the demand for employment and deployment of employment seekers on different works within the Panchayat Samiti limits.

2.21 In order to ensure that the desired objectives of E.G.S. were achieved and various works were implemented as per procedure prescribed, special inspection cells had been set up in the offices of Divisional Commissioners and Collectors.

#### *Evaluation Study of E.G.S.*

2.22 Considering the importance attached to the E.G.S. in the State, the volume of funds committed

to it and the implications of the Scheme, it was decided by the Deputy Chairman, Planning Commission and the Chief Minister, Government of Maharashtra in February, 1975 that the Employment Guarantee Scheme should be jointly evaluated by the Programme Evaluation Organisation (PEO) of the Planning Commission and the Directorate of Economics and Statistics (DES), Maharashtra, functioning as a team.

2.23 As part of the effort to reorient these agencies to the requirement of the evaluation, a pilot study was carried out in two talukas (Barshi and Karmala) of Solapur district in November-December 1975. This pilot effort resulted in the First Paper "Field Report on the Implementation of E.G.S in two Talukas of Solapur district" in January, 1976. The Report has since been published. State level information collected was also brought out in the form of Second Paper "State level Information on Employment Guarantee Scheme in Maharashtra" prepared in August, 1976. The design for the joint evaluation study was evolved during this time and was finalised after compilation of some basic information for each of the selected eight talukas in which field work of the study was initiated in May, 1976. The Third Paper "Current Status of the Employment Guarantee Scheme" based on the information collected since then was published in December, 1976.

#### *Objectives of Evaluation Study*

2.24 The objectives of the joint evaluation study were to—

- (i) Provide a description of the methods actually adopted in the field for obtaining the prescribed scheme objectives;
- (ii) Assess how far the methods adopted are proving effective for the attainment of these objectives;
- (iii) Analyse the factors on which the effectiveness depends;
- (iv) Suggest action, if any, at Government, district or taluka level, relating among other things to—
  - (a) Coverage (aggregate and spatial);
  - (b) Wage payment;
  - (c) Coordination and administration;
  - (d) Integration of E.G.S. works into sectoral plans as well as with local district plans;
  - (e) Release and utilisation of funds;
  - (f) Progress reporting and review.

2.25 Keeping the above objectives in view, different instruments were developed, tested and put in the field. Training Workshops for the field staff were organised. Qualitative observations by primary investigator, followed by visits of officers from the P.E.O. and State Headquarters were arranged so that the various facts of the scheme and the problems arising in the different regions of the State of Maharashtra, could be observed and analysed. Chapter III deals with detailed methodology followed in the selection of districts, talukas, villages, worker households and user households, including various instruments of observation adopted for the Study.

## CHAPTER III

### METHODOLOGY AND INSTRUMENTS OF OBSERVATION

The objectives of the joint evaluation study as enunciated in the preceding Chapter broadly covered three main areas of observation of the Employment Guarantee Scheme viz. (i) planning of rural works; (ii) organisation for execution of works; and (iii) the response of labour. In regard to the first aspect, assessment was needed of the volume, nature and size of works, process of decision making for inclusion of works in the blue-prints, linkage with local development plans, etc. The second aspect covered study of the administrative structure responsible for planning and execution of works, coordination and review at the district and taluka/panchayat samiti levels. In this connection at the apex level policy instruments evolved by the State Planning Department had to be understood. Thirdly, while assessing the impact of E.G.S. on the ultimate beneficiary, an attempt was made to reach a cross section of the rural community either as wage earners or as cultivators in order to comprehend their background and characteristics, state of employment, degree of relief in under-employment and unemployment provided by the E.G.S. works. Factors determining labour response in different areas and situations for a wide variety of works had to be examined so as to derive lessons for better attainment of the objectives of the E.G.S.

3.2 The details about the selection of the various units of observation, viz. districts and talukas, works, villages, beneficiaries (wage earners and cultivators benefited by the assets created) and the corresponding implementing agencies are given in the paragraphs that follow.

3.3 *Selection of districts* : For the selection of districts for the study, it was decided to obtain district-

wise position pertaining to certain significant socio-economic indicators, viz. the development of agriculture, industry, rural electrification, population of landless agricultural labourers, drought proneness of the area and level of expenditure on E.G.S. during the year 1974-75. Ranking of districts regionwise (Western Maharashtra, Marathwada and Vidarbha) was done on the basis of marks allotted to the district for each of the above indicators. The districts with relatively highest or higher marks within the region were selected. Thus, 4 districts selected on the above considerations and representing the three regions of the State were Nashik, Solapur, Beed and Bhandara.<sup>1</sup>

3.4 *Selection of Talukas/Blocks* : Two talukas were selected from each of the above districts by ranking the Talukas on such considerations as (i) intensity of E.G.S. works and labour attendance, (ii) registration of work-seekers and variety of works undertaken, (iii) pressure of population on land and (iv) extent of development of agriculture. Thus, Baglan and Kalvan Talukas in Nashik District, Barshi and Karmala in Solapur District and Georai and Ambejogai in Beed District were selected. Except for Vidarbha region, the Taluka corresponds to Panchayat Samiti in jurisdiction. Since 4 to 5 Panchayat Samitis/Blocks exist in a Taluka in Bhandara District, one Panchayat Samiti/Block from each of the two Talukas viz. Salekasa and Sakoli were further selected on the basis of higher density of population and lower percentage of net irrigated area. Thus in all 8 Talukas/Blocks were selected. The Table below gives the list of districts, talukas/blocks selected on the above considerations :

TABLE 3.1  
List of selected Districts and Talukas/Blocks

Sl. No.	District	Name of the selected Taluka/Block	Total population (000)	Area (Sq. Kms.)
1	2	3	4	5
<b>Western Maharashtra Region</b>				
1.	Nashik	Baglan	197	1626
		Kalvan	124	1195
2.	Solapur	Barshi	263	1626
		Karmala	151	1609
<b>Marathwada Region</b>				
3.	Beed	Georai	170	1551
		Ambejogai	264	1849
<b>Vidarbha Region</b>				
4.	Bhandara	Gondia (Salekasa Block)	65	622
		Sakoli (Sakoli Block)	138	837

1. Refer Statement A in the Annexure.

3.5 *Selection of works* : In order to build up a preliminary frame for the selection of works for detailed observation, a Master List of all E.G.S. works which included works sanctioned and/or started (MLW-A) and works proposed but not sanctioned (MLW-B), was prepared both implementing agency-wise as well as category-wise. The list of works contained details of (i) estimated cost, (ii) EGS component in the cost, (iii) location, (iv) current activity status (works 'not started', 'temporarily stopped', 'in progress', 'abandoned', 'completed') as on 1st April, 1976.

3.6 In all 1368 works, each costing more than Rs. 5,000/-, were listed in MLW-A. These works were covered through a Work Schedule (BMS-WS) wherein information regarding their planning, selection, year-wise/month-wise phasing of execution upto 1st April, 1976 was collected from the implementing agencies of these works. The number of works category-wise thus covered for the Work Schedule are given in the Annexure 2. These works formed 47 per cent of the total number of works included in MLW-A, the coverage under irrigation and roads being 100 per cent as no work of less than Rs. 5000 was undertaken in these categories.

3.7 For selection of works of different activity status, it was decided to categorise all the 1368 works covered for the Work Schedule (BMS-WS) into two groups, viz. (i) all works 'in progress' as on 1st April, 1976 and also on July 1, 1976, and (ii) all other works with status 'not started', 'stopped temporarily', 'abandoned permanently' and 'completed as on 1-4-1976'. Out of the first group, 87 works 'in progress' as on 1-7-1976 and having balance of work of the value of more than Rs. 30,000 were selected to enable appreciation of the factors affecting their progress. The minimum balance of work was included as a criterion in order that the selected on-going works could with advantage be observed over a certain period till their completion. Soil conservation works forming part of this group were not considered for selection as these had normally got completed within a period of 3 to 4 months. From each of the selected Talukas, 12 works were selected on an average covering at least one work pertaining to different categories, particularly (i) minor irrigation tank, (ii) percolation tank, (iii) canal excavation and (iv) road work (including forest roads). Selection of works within a category was done by arranging them systematically in the ascending order of the estimated expenditure of balance of work to be completed. Information regarding the pace of work, labour attendance, area of 'pull' and problems faced in the course of execution of the works was collected by actual visits to the work-sites.

3.8 From Group II, 157 works out of the remaining works having E.G.S. component of more than Rs. 5000/- were included in the frame. The categories considered for selection were : (i) minor irrigation tank, (ii) percolation tank, (iii) road works (including forest roads), (iv) other forest works (excluding forest roads), (v) soil conservation, and (vi) Ayacut development. Within each of these categories, 5 works of each

status (completed, not started, stopped temporarily) were selected systematically after arranging the works within each category/status in the ascending order of their E.G.S. cost component. Wherever the number of works within a category/status was less than 5, all works were selected. The 'abandoned' works being few in number, were all included in the sample. Thus, the number of works of different status selected from Group II were as below :

(i) Not started works	38
(ii) Temporarily stopped works	24
(iii) Abandoned works	15
(iv) Completed works	80
<b>TOTAL</b>	<b>157</b>

It would be seen that the size of sample of works selected of different status for detailed study in the 8 selected Talukas, was quite representative of the situation in those Talukas as it formed 8 per cent of the total number of works and 37 per cent of the total value of E.G.S.—cost component of all works included in MLW-A.<sup>3</sup>

3.9 *Selection of villages* : Two villages were selected with reference to each selected work in progress. Background socio-economic information etc. of these villages was collected in the Village Schedule Part I and complete household listing was done in Part II of the Village Schedule. Village Schedule Part I was also filled in for the worksite villages of the selected completed works of certain categories viz. minor irrigation tanks and percolation tanks. Some selected villages were common to two or more selected works. Thus, 155 villages in all were selected.<sup>4</sup>

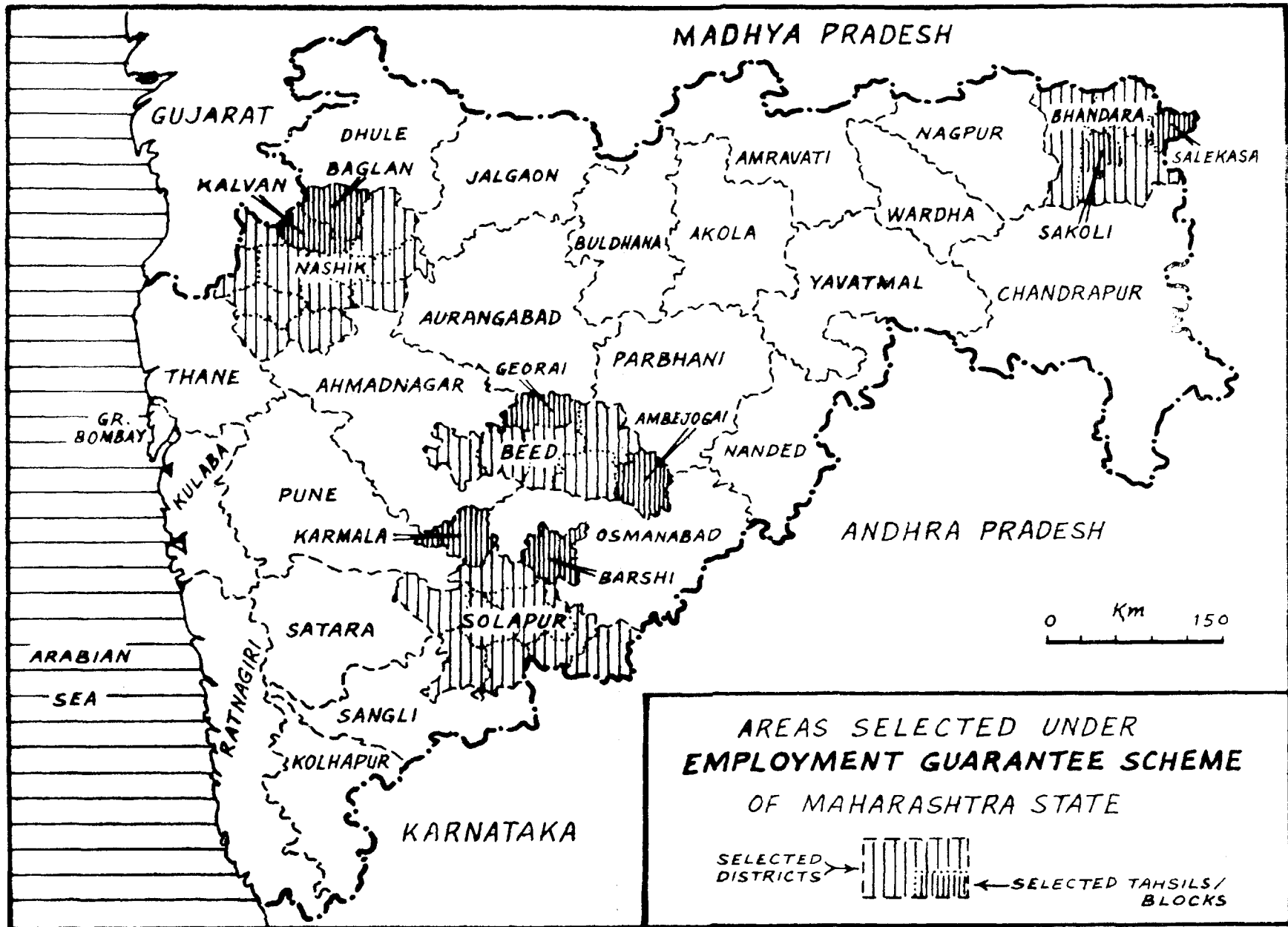
3.10 *Selection of households* : 30 households per selected work in progress were chosen for canvassing the Household level schedule (HSS-I) to collect information on size of holding, employment, total earnings from E.G.S. works and other sources, assets created, expenditure pattern etc. Work site village and one of the remaining villages supplying labour to the selected work formed domain for the selection of households. All the listed households in 2 selected villages corresponding to a selected on-going work were classified in four sub-groups; viz. (i) participating target group (PTG), (ii) Participating non-target group (PNTG), (iii) Non-participating target group (NPTG), and (iv) Non-participating non-target group (NPNTG). On the basis of their size of holding and their occupation, the households were classified into target and non-target groups. The target group was defined as consisting of (i) cultivating households falling within the smallest 30 per cent land holders, and (ii) landless agricultural labour. The households falling outside the above 2 categories were considered as the non-target group for the Employment Guarantee Scheme.

3.11 A sample of 30 households per selected village was obtained from the pooled list of all households belonging to the two villages, selecting 10 households each from Groups (i) and (iii) (target groups) and 5 households each from groups (ii) and (iv) (non-

2. Refer Statement 'B' in the Annexure.

3. See Statement 'C' in the Annexure for total number of works of each category forming the frame for selection (Group I and Group II), number of works selected and their respective percentages to the works in MLW-A.

4. Refer Statement 'D' in Annexure for number of villages selected with reference to selected works in progress/completed.



**AREAS SELECTED UNDER  
EMPLOYMENT GUARANTEE SCHEME  
OF MAHARASHTRA STATE**

SELECTED DISTRICTS → [Hatched Box] ← SELECTED TAHSILS/  
BLOCKS

target groups). The selected households were contacted in four rounds within a period of 7 months of the 'dry' season to assess the participation/non-participation in E.G.S. works over a reference period of previous 30 days by each of their adult members, their use of labour time on own farm or other establishment or trade etc. of their own and on wage employment or E.G.S. works (selected or any other), other public works, farm/non-farm activities etc. Factors bearing on the pattern of their participation/non-participation, attraction or otherwise of E.G.S. works etc. were ascertained as also their consumption pattern, utilisation of EGS earnings, etc.

3.12 The total number of households listed, their classification in the 4 sub-groups and the number of households selected from these sub-groups are given in Statement 'E'. It will be seen that the selected sample formed 7 per cent of the total households listed (9 per cent for the target group and 5 per cent of the non-target group). While presenting the results, the data was utilised for arriving at estimates for the population (blown up) which formed the frame for the relevant selection of sample households on each selected work. These have been aggregated Talukawise and also for 8 Talukas together.

3.13 *Selection of beneficiaries (User households)* : A selection of cultivating households benefited by the selected completed work was also made for canvassing the Household Schedule (HHS-2) with a view to assess the returns from these works. The selected sample formed 41 per cent of the beneficiary cultivating households listed for 66 completed works which were categorised under five broad heads, viz. Minor Irrigation, Percolation tanks, Contour bunding and Terracing, Nala bunding (rivulet) and land development. In order to study the impact of the assets created under the Employment Guarantee Scheme, 20 households benefited by selected completed works were contacted. In case the beneficiary households corresponding to a

selected work were 20 or less, all the beneficiary households were included in the sample for canvassing. The details in this regard may be seen in Statement 'F' in the Annexure.<sup>6</sup>

3.14 *Pattern of attendance of the workers at EGS works* : Behaviour pattern of attendance of the workers at the E.G.S. works of various size was also studied. In this connection Muster Roll abstracts for 25 selected works were obtained for the months of December, 1976 to May, 1977 and for a shorter period in the working season 1977-78. At these works a special register (WICL) was specially got maintained by the implementing agencies concerned wherein each worker on the Muster Roll was recorded with an identification code related to his village of residence, household and occupational status and holding size group. The objective of this register (WICL) was to collate the socio-economic particulars of the worker such as his age, sex, caste, occupation and distance from the village of worksite with particulars of their weekly employment and wages available in the abstracts of the weekly Muster Roll in order to arrive at a complete objective picture of attendance of these workers during the reference period.

3.15 *Information from other sources* : In addition to the information collected through various instruments of field observation for the selected works/households, mentioned earlier, technical publications, Government circulars and reports, progress reports and notes on discussion with various officials during field visits were also utilised in the study for drawing upon factual information available as well as for observations on various aspects of the E.G.S. The district and taluka-wise notes were prepared by the field teams based on their visits to selected areas/works in November, 1976 and again in November, 1977 and the data collected by them through various instruments of observation and discussions held with the implementing authorities were utilised for drafting of the Report.

#### STATEMENT 'A'

##### Marks allotted for important indicators (for the selected Districts)

District	Agriculture			Industry		Rural Electrification		Roads		Population
	Gross value of agricultural product	Percentage of gross area irrigated (1968-69)	Percentage of wells energised to total wells (1972)	Per capita value added by manufacture (in Rs.) (in 1969)	No. of factory workers per lakh population (1971)	Percentage of villages electrified	Percentage of population covered	Rural roads per 100 sq. Kms. (1969)	No. of villages over 1500 population not connected by all weather Roads (1969)	
1	2	3	4	5	6	7	8	9	10	11
1. Nashik . . .	7	6	8	6	4	12	11	10	7	11
2. Solapur . . .	12	2	11	7	3	7	2	11	12	8
3. Beed . . .	5	2	5	4	5	2	2	4	3	1
4. Bhandara . . .	3	1	7	6	7	4	5	1	8	6

5. Refer Statement 'E' for number of households listed for participant/non-participants and No. of selected households.

6. Refer Statement 'F' and also see Statement 'G' showing the selected sample of, districts, talukas/blocks, works, villages and households adopted for the Evaluation Study.



## STATEMENT 'A' (contd.)

District	Workers in agricultural activity	Small farmers	Marginal farmers	Agricultural labourers	Rural Artisans	Percentage of agricultural labourers to workers in agricultural activity	Expenditure on E.G.S. during 1974-75	Estimated Expenditure likely to be incurred on labour intensive components of major & medium projects	Total marks
1	12	13	14	15	16	17	18	19	20
1. Nashik . . . . .	12	5	3	11	9	9	10	8	149
2. Solapur . . . . .	7	3	2	9	8	10	12	12	138
3. Beed . . . . .	1	2	3	1	2	1	4	5	52
4. Bhandara . . . . .	7	8	8	2	8	1	8	8	98

## STATEMENT 'B'

## Works selected for Work Schedule (BMS-WS)

Sl. No.	Category	All works in MLW-A	Selected for BMS-WS (Costing Rs. 5,000/-)								
			Total	Baglan	Kalvan	Barshi	Karmala	Georai	Ambejogai	Salekasa	Sakoli
1	2	3	4	5	6	7	8	9	10	11	12
1.	Major Irrigation .	22	22	—	—	—	—	19	1	2	—
2.	Medium Irrigation . . . . .	5	5	2	—	2	—	—	—	1	—
3.	Minor Irrigation Tanks . . . . .	106	106	1	2	7	1	3	23	34	35
4.	Percolation Tanks	254	257*	23	16	106	64	21	16	7	4
5.	Other Minor Irrigation works . . . . .	122	110	—	—	71	32	1	6	—	—
6.	Contour Bunding } . . . . .	1729	281	8	5	75	147	3	43	—	—
7.	Nala Bunding } . . . . .		27	—	—	—	—	—	—	14	13
8.	Terracing } . . . . .		—	—	—	—	—	—	—	—	—
9.	Ayacut . . . . .	361	182	5	—	—	—	—	95	82	—
10.	Flood Control . . . . .	1	1	—	—	—	—	—	1	—	—
11.	Forest works . . . . .	40*	36	7	10	5	—	—	11	1	2
12.	Road works (including forest roads) . . . . .	69	70*	4	13	25	5	—	11	3	9
13.	Others . . . . .	172	12	2	4	—	—	—	—	5	1
TOTAL . . . . .		2881	1368	75	82	320	326	87	265	149	64

\* \* \* \* \* Includes works newly added but covered for the survey, hence column 4 exceeds column 3.

## STATEMENT 'C'

Total Cost\* (in '000 Rs.) and number of works in the MLW-A Frame for selection/selected sample

(All 8 selected talukas/blocks together)

Sl. No.	Category	Works/ Cost	MLW-A	Frame for selection	Selected for work status report	Percentage of		
						Frame to MLW-A	Selected to frame	Selected to MLW-A
1	2	3	4	5	6	7	8	9
1. Major Irrigation	.	W	22	18	10	81.82	55.55	45.45
		C	26926	28415	17642	100.00	62.08	65.52
2. Medium Irrigation	.	W	5	2	2	40.00	100.00	40.00
		C	1470	485	485	32.99	100.00	32.99
3. Minor Irrigation Tanks	.	W	106	57	33	53.77	57.89	31.13
		C	40375	24171	16223	59.86	67.11	40.18
4. Percolation Tanks	.	W	254	93	58	36.61	62.37	22.83
		C	54446	20033	13725	36.79	68.51	25.20
5. Other Minor Irrigation works	.	W	122	3	3	2.46	100.00	2.46
		C	3326	245	245	7.37	100.00	7.37
6. Soil Conservation (GS+NB+Terracing)	.	W	1729	202	72	11.70	35.64	4.16
		C	7869	2214	770	28.14	34.78	9.79
7. Ayacut	.	W	361	26	20	7.20	76.92	5.54
		C	4118	885	823	21.49	92.99	19.99
8. Flood Control	.	W	1	1	1	100.00	100.00	100.00
		C	305	305	305	100.00	100.00	100.00
9. Forest Works	.	W	40	16	16	40.00	100.00	40.00
		C	1783	1039	1039	58.27	100.00	58.27
10. Road works (including Forest Roads)	.	W	69	28	24	40.58	85.71	34.78
		C	11760	7104	5391	60.41	75.89	45.84
11. Others	.	W	172	5	5	2.91	100.00	2.91
		C	967	743	743	76.84	100.00	76.84
TOTAL	.	W	2881	451	244	15.65	54.10	8.47
		C	153345	85639	57391	55.84	67.01	37.42

W : Works  
C : Cost  
\*...G.S. Component.

## STATEMENT 'D'

Number of Villages selected with reference to selected works in progress/completed

Sl. No.	Taluka/Block	Number of selected works in progress	Number of villages covered for village Schedules* Part I & II with reference to selected works in progress	Number of selected M.I. tanks & percolation tanks	Number of villages covered for Village Schedule Part I with reference to selected completed works
1	2	3	4	5	6
1.	Baglan	8	16	4	3
2.	Kalvan	12	23	Nil	Nil
3.	Barshi	12	19	6	5
4.	Karmala	7	13	5	4
5.	Georai	12	24	2	2
6.	Amb ejogai	12	23	1	Nil
7.	Salekasa	12	15	1	1
8.	Sakoli	12	22	Nil	Nil
TOTAL		87	155	19	15

Note 1 : \*Some selected villages were common to 2 or more selected works and a few works served only the village of location. Thus, in effect only 155 villages were selected instead of 174 villages (at the rate of two villages per selected work).

Note 2 : A few villages were common to 2 or more works, hence the number of villages is less than the number of selected completed works.

## STATEMENT 'E'

## Number of Households Listed and Selected for Participant/Non-Participant Household Schedule—HHS-I

All categories together	Baglan	Kalvan	Barshi	Karmala	Georai	Ambejogai	Salekasa	Sakoli	Total	%age of selected to listed
1	2	3	4	5	6	7	8	9	10	11
PTG . . . . .	724 (80)	1,043 (119)	1,532 (120)	664 (70)	1,532 (120)	2,006 (120)	1,210 (120)	1,235 (120)	9,946 (869)	8.74
PNTG . . . . .	477 (40)	982 (60)	940 (60)	772 (35)	1,190 (60)	1,157 (60)	976 (60)	934 (60)	7,428 (435)	5.88
NPTG . . . . .	1,133 (80)	516 (111)	2,052 (120)	580 (70)	1,154 (119)	1,208 (108)	1,150 (107)	1,448 (116)	9,241 (831)	8.99
NPNTG . . . . .	1,633 (40)	738 (60)	2,414 (60)	1,082 (35)	1,336 (60)	1,791 (60)	1,194 (60)	1,976 (60)	12,164 (435)	3.57
<b>TOTAL . . . . .</b>	<b>3,967 (240)</b>	<b>3,279 (350)</b>	<b>6,938 (360)</b>	<b>3,098 (210)</b>	<b>5,212 (359)</b>	<b>6,162 (348)</b>	<b>4,530 (347)</b>	<b>5,593 (356)</b>	<b>38,779 (2,570)</b>	<b>6.62</b>

(Figures given in brackets indicate selected households).

Villages considered for selection of households . . . . .	16	24	23	13	24	24	23	24	171
Total villages* in the Taluka/Block . . . . .	152	154	129	96	158	169	88	131	1,077
Total households (*) in the taluka/block . . . . .	29,000	20,118	34,899	22,277	27,466	35,887	12,700	25,802	208,149

\*1971 census.

## STATEMENT 'F'

## Number of Beneficiary Cultivating Households\* Listed and Selected for Household Schedule—HHS-2

Sl. No.	Category	Item	Total	Baglan	Kalvan	Barshi	Karmala	Georai	Ambejogai	Salekasa	Sakoli
1	2	3	4	5	6	7	8	9	10	11	12
1.	Minor Irrigation tanks	Works	3	—	—	1	—	—	1	—	1
		Total HHs	146	—	—	129	—	—	4	—	13
		Selected Households	37	—	—	20	—	—	4	—	13
2.	Percolation Tanks	Works	17	4	—	5	5	2	—	1	—
		Total HHs	538	83	—	194	212	46	—	3	—
		Selected Households	295	56	—	100	100	36	—	3	—
3.	Contour bunding	Works	15	—	1	4	4	1	5	—	—
		Total HHs	205	—	38	64	28	7	68	—	—
		Selected Households	205	—	38	64	28	7	68	—	—
4.	Nalabunding	Works	11	5	4	1	1	—	—	—	—
		Total HHs	53	16	26	6	5	—	—	—	—
		Selected Households	53	16	26	6	5	—	—	—	—
5.	Terracing	Works	8	—	—	—	—	—	—	3	5
		Total HHs	36	—	—	—	—	—	—	12	24
		Selected Households	36	—	—	—	—	—	—	12	24
6.	Ayacut	Works	12	5	—	—	—	—	2	5	—
		Total HHs	1073	959	—	—	—	—	21	93	—
		Selected Households	208	100	—	—	—	—	21	87	—
<b>TOTAL . . . . .</b>		Works	66	14	5	11	10	3	8	9	6
		Total HHs	2051	1058	64	393	245	53	93	108	37
		Selected Households	834	172	64	190	133	43	93	102	37
			(40.66%)**								

\*Households jointly cultivating their holdings were considered as 'one' household for purposes of selection and hence the number of beneficiary households in this Statement falls short of the no. of Households as referred to in Chapter IV.

\*\*Percentage of selected to listed.

## STATEMENT 'G'

Table showing the selected Sample of Districts, Talukas/Blocks, Works, Villages and Households under the Evaluation Study of Employment Guarantee Scheme of Maharashtra

District	Taluka or Block	Number of works selected for work schedule	Sample for the works in progress as on 1-4-1976			Sample for completed works as on 1-4-1976			Sample for works of other status as on 1-4-1976.		
			Number of selected works in progress	Number of villages selected from the area of influence of the work in col. 4	Number of household selected from the villages in col. 5	Number of selected completed works	Of the works in col. 7, number of works for which beneficiary households selected	Number of beneficiary households selected for works in col. 8	Number of selected works of status "Not started"	Number of selected works of status "temporarily stopped"	Number of selected works of status "abandoned"
1	2	3	4	5	6	7	8	9	10	11	12
1. Nashik	Baglan Kalvan	75	8	16	240	17	14	172	—	2	—
		82	12	23	350	9	5	64	5	3	—
2. Solapur	Barshi Karmala	320	12	19	360	12	11	190	10	1	—
		326	7	13	210	10	10	133	5	5	—
3. Beed	Georai Ambe- jogai	87	12	24	359	3	3	43	6	—	1
		265	12	23	348	10	8	93	6	9	7
4. Bhandara	Silek-se Block Sakoli Block	149	12	15	347	11	9	102	6	2	5
		64	12	22	356	8	6	37	—	2	2
<b>TOTAL</b>		1368	87	155	2570	80	66	834	38	24	15

CHAPTER IV

PLANNING AND PROGRESS OF WORKS

The Employment Guarantee Scheme (E.G.S.) envisages that the engagement of manpower on labour intensive projects should lead to the creation of productive assets. For proper planning of E.G.S., 'Blueprints' of productive works proposed to be undertaken are required to be drawn up. In this regard it is considered essential to carry out necessary 'surveys' and preparation of estimates etc. for all such works to be incorporated in the 'Blueprints'. As a process of advance planning, the Blueprints thus provide not only an organised list of works which could potentially be put into effect but also serve as a mechanism for enforcing discipline in the listing and selection of works. The relative priorities to be assigned to the various eligible types of works depend on the availability with the departmental agencies of suitable surveyed projects (Particularly in those parts of the district having marked manpower surpluses), the other plan and non-plan activities in progress, their implementation capacity from the view point of technical staff and equipment, physical and natural resources of the area and their local demand and preferences etc.

4.2 In this chapter, an attempt is made to study the size, scope, status and content of the various

works programmes viz., minor irrigation tanks, percolation tanks, roads, soil conservation, land development, forest works etc. initiated by the eight selected talukas. It is also proposed to examine the composition and pattern of expenditure on various works, including progress etc.

Size of Works

4.3 The guidelines laid down by the State Government prescribed that the Blueprints should include schemes restricted to a total outlay of Rs. 3 crores for the district as a whole and should remain valid for implementation for a period of 2 years. It was, however, observed from the actual information collected for selected Talukas as given in Table 4.1 below, that prima-facie this instruction had been clearly ignored. The Blue-prints prepared were of different sizes. Some talukas like Barshi and Georai had very large Blueprints i.e. of Rs. 367.8 lakh and Rs. 331 lakh respectively in 1976, whereas in the rest of six talukas the size was much smaller ranging from Rs. 157 lakhs in Salekasa to Rs. 207.4 lakhs in Sakoli. The position was by and large same in 1978.

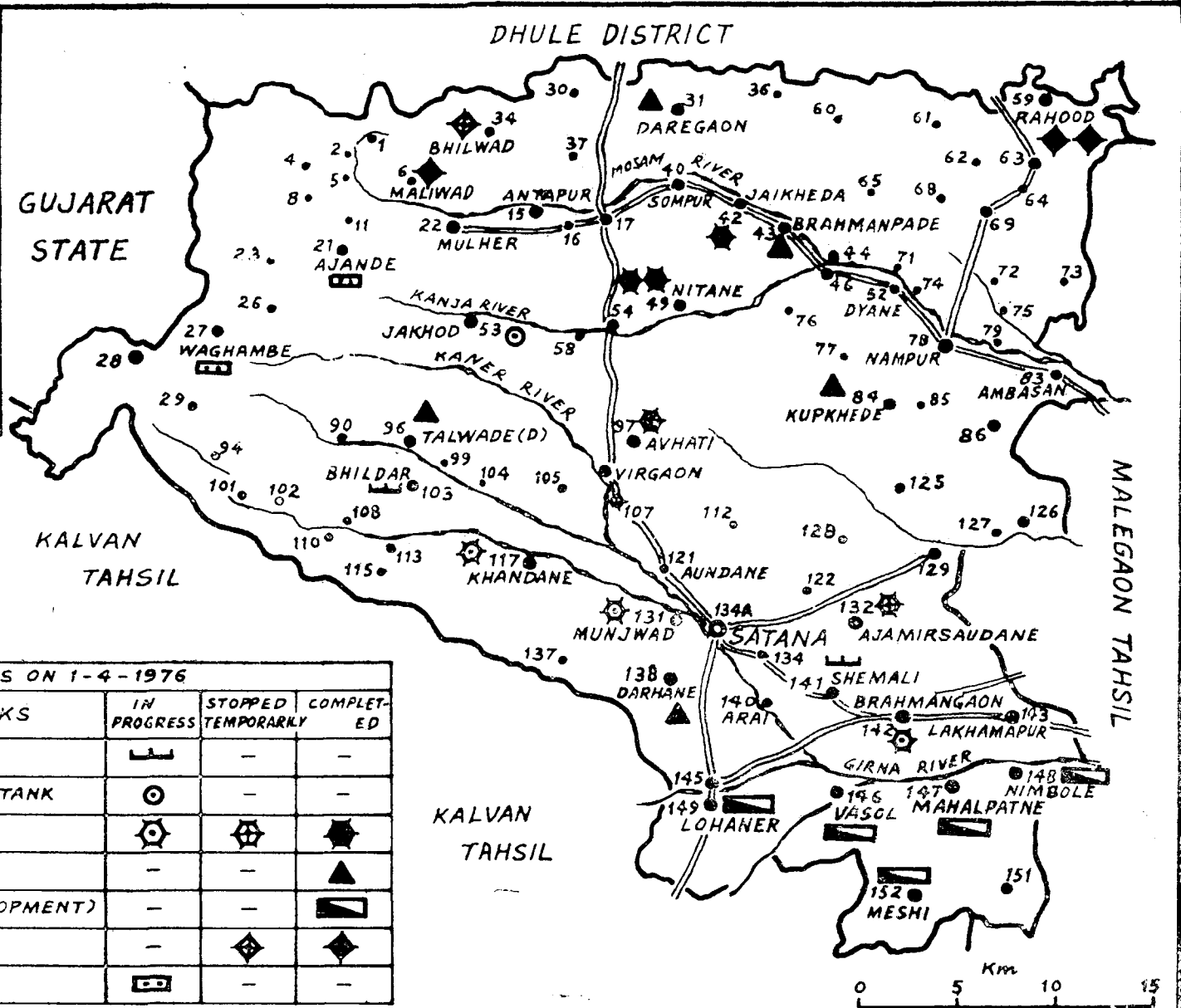
TABLE 4.1  
Size of Blue-prints and number of works therein for the selected Talukas/Blocks as on 1-4-1976 and 1-4-1978

District	Taluka	Size of Blue-print and number of works therein			
		As on 1-4-1976		As on 1-4-1978	
		No. of works	E.G.S cost component (Rs. lakhs)	No. of works	E.G.S. cost component (Rs. lakhs)
1	2	3	4	5	6
Nashik	Baglan	209	170.5	273	199.0
	Kalvan	293	183.3	373	207.2
Solapur	Barshi	581	367.8	784	432.5
	Karmala	433	182.6	636	216.5
Beed	Georai	497	331.0	617	335.6
	Ambejogai	710	193.6	923	283.0
Bhandara	Salekasa	329	157.0	442	162.8
	Sakoli	312	207.4	407	222.7
TOTAL		3364	1793.2	4455	2059.3

4.4 The practice generally followed had been to compile 'Blueprints' which showed the total number of works taken up at any time under the E.G.S. either for execution or were still on the 'shelf'. It included also the works which had earlier been completed. It was observed that even this practice had not been followed uniformly in case of all districts.

4.5 It was also noted that maximum limits worked out for the size of the Blueprint were too high, such as in Solapur (Rs. 4502 lakhs), Beed (Rs. 3160 lakhs) and Bhandara (Rs. 3001 lakhs). It is unlikely that an effective planning of works on such a large scale could have been meaningfully done in case of each district every two years. It appeared that the

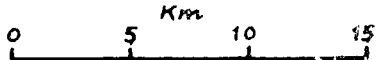
**PROGRESS OF  
SELECTED  
WORKS UNDER  
EMPLOYMENT  
GUARANTEE  
SCHEME IN  
BAGLAN TAHSIL,  
DISTRICT NASHIK,  
MAHARASHTRA  
STATE**

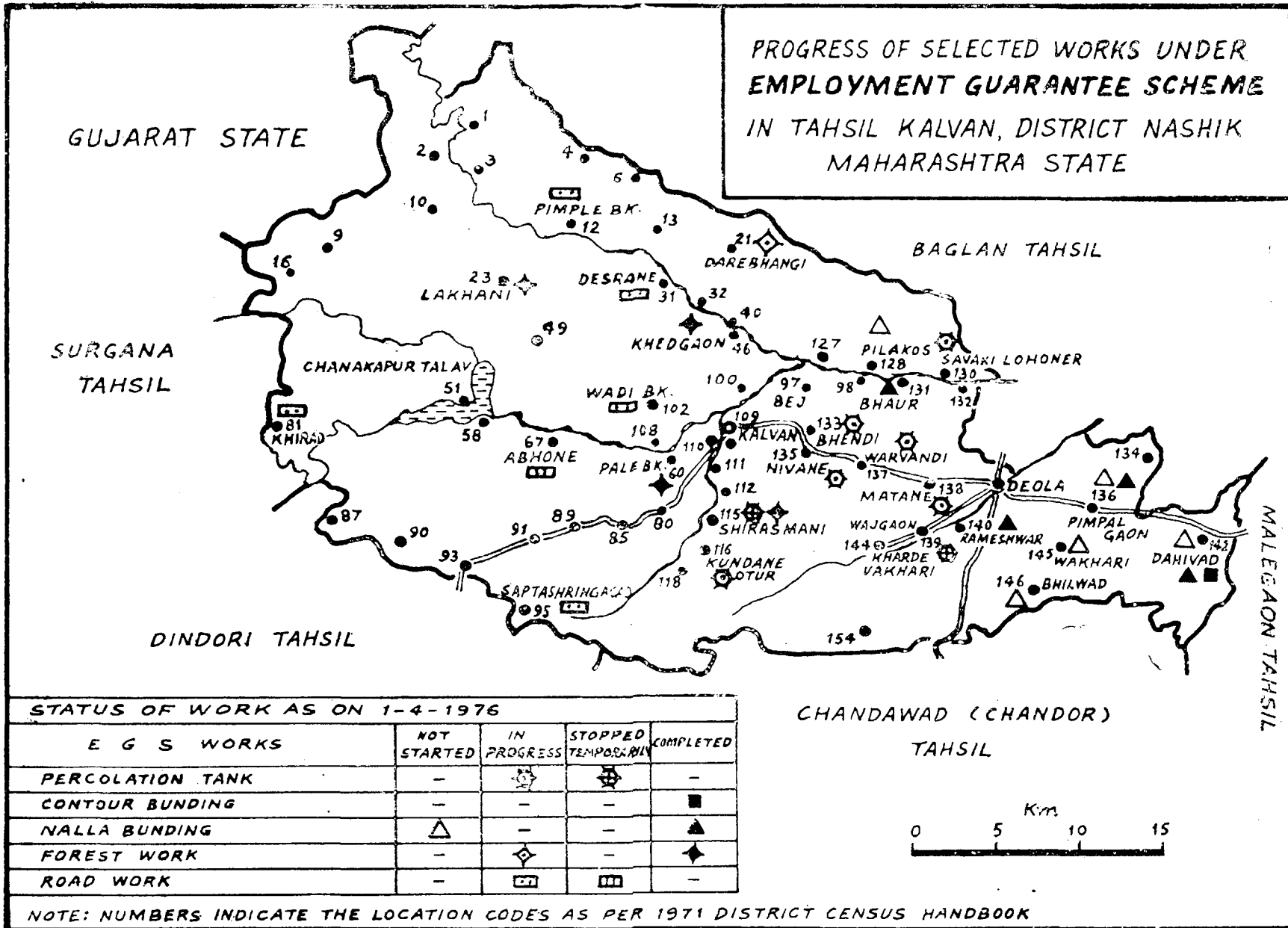


**STATUS OF WORK AS ON 1-4-1976**

E G S WORKS	IN PROGRESS	STOPPED TEMPORARLY	COMPLETED
CANAL EXCAVATION	▬	—	—
MINOR IRRIGATION TANK	⊙	—	—
PERCOLATION TANK	⊛	⊛	⊛
NALLA BUNDING	—	—	▲
AYACUT (LAND DEVELOPMENT)	—	—	▭
FOREST WORK	—	◆	◆
ROAD WORK	▭	—	—

NOTE: NUMBERS INDICATE THE LOCATION CODES AS PER 1971 DISTRICT CENSUS HANDBOOK



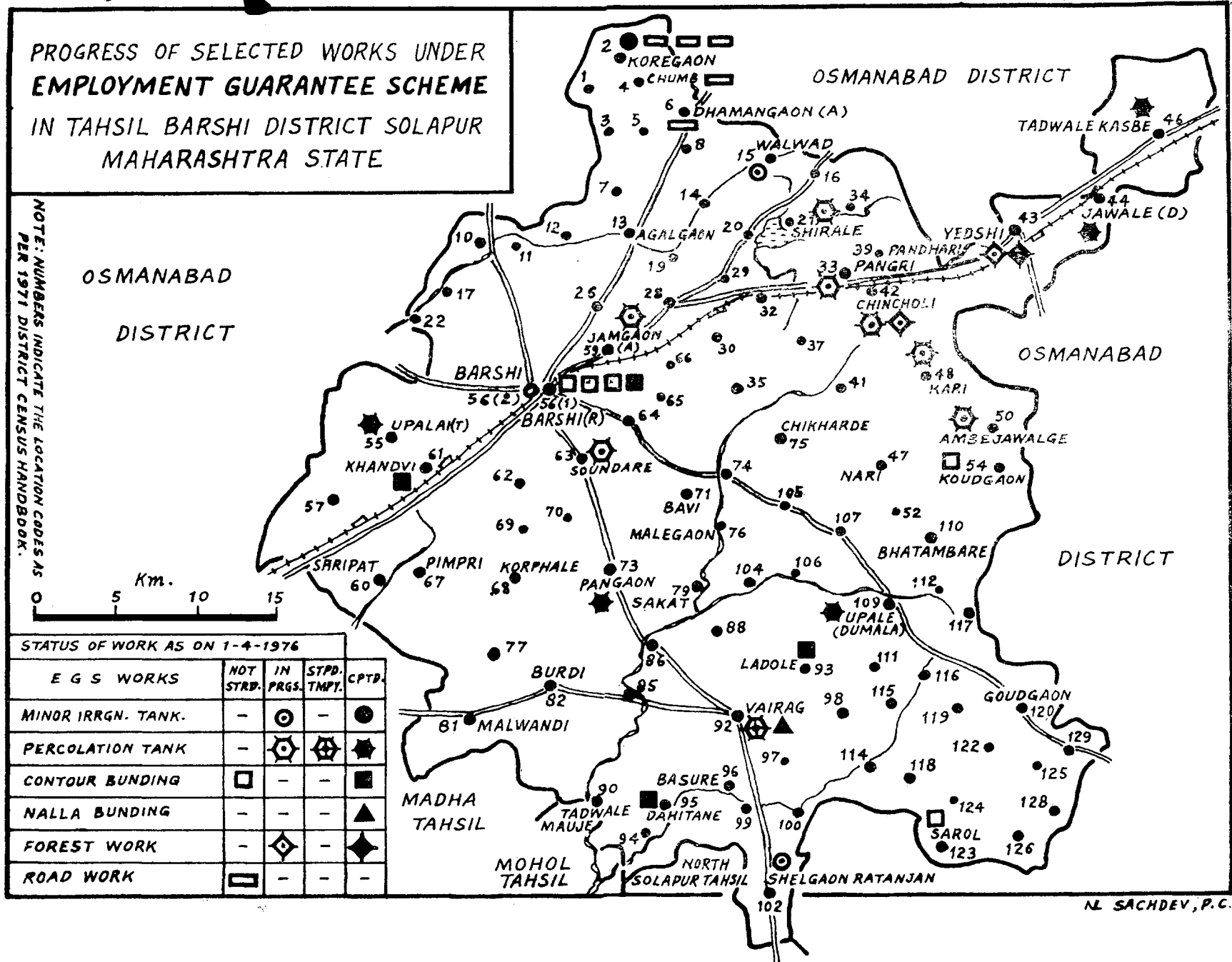


14-B

PROGRESS OF SELECTED WORKS UNDER  
**EMPLOYMENT GUARANTEE SCHEME**  
 IN TAHSIL BARSHI DISTRICT SOLAPUR  
 MAHARASHTRA STATE

NOTE: NUMBERS INDICATE THE LOCATION CODES AS PER 1971 DISTRICT CENSUS HANDBOOK.

14-C



STATUS OF WORK AS ON 1-4-1976

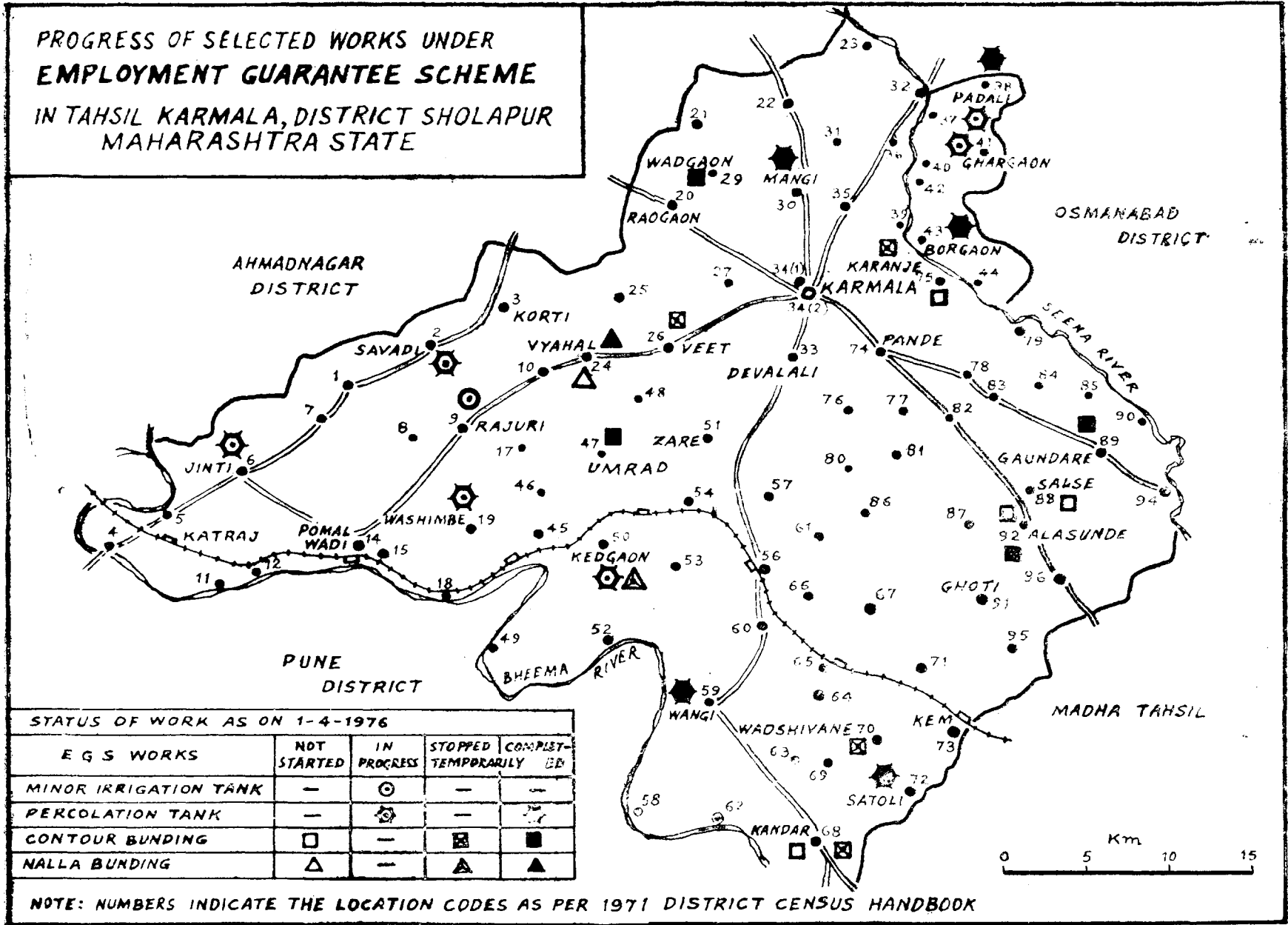
E G S WORKS	NOT STRD.	IN PRGS.	STPD. TMP.	CPTD.
MINOR IRRGN. TANK.	-	⊙	-	●
PERCOLATION TANK	-	⊗	⊕	★
CONTOUR BUNDING	□	-	-	■
NALLA BUNDING	-	-	-	▲
FOREST WORK	-	◇	-	◆
ROAD WORK	▬	-	-	-

N. SACHDEV, P.C.



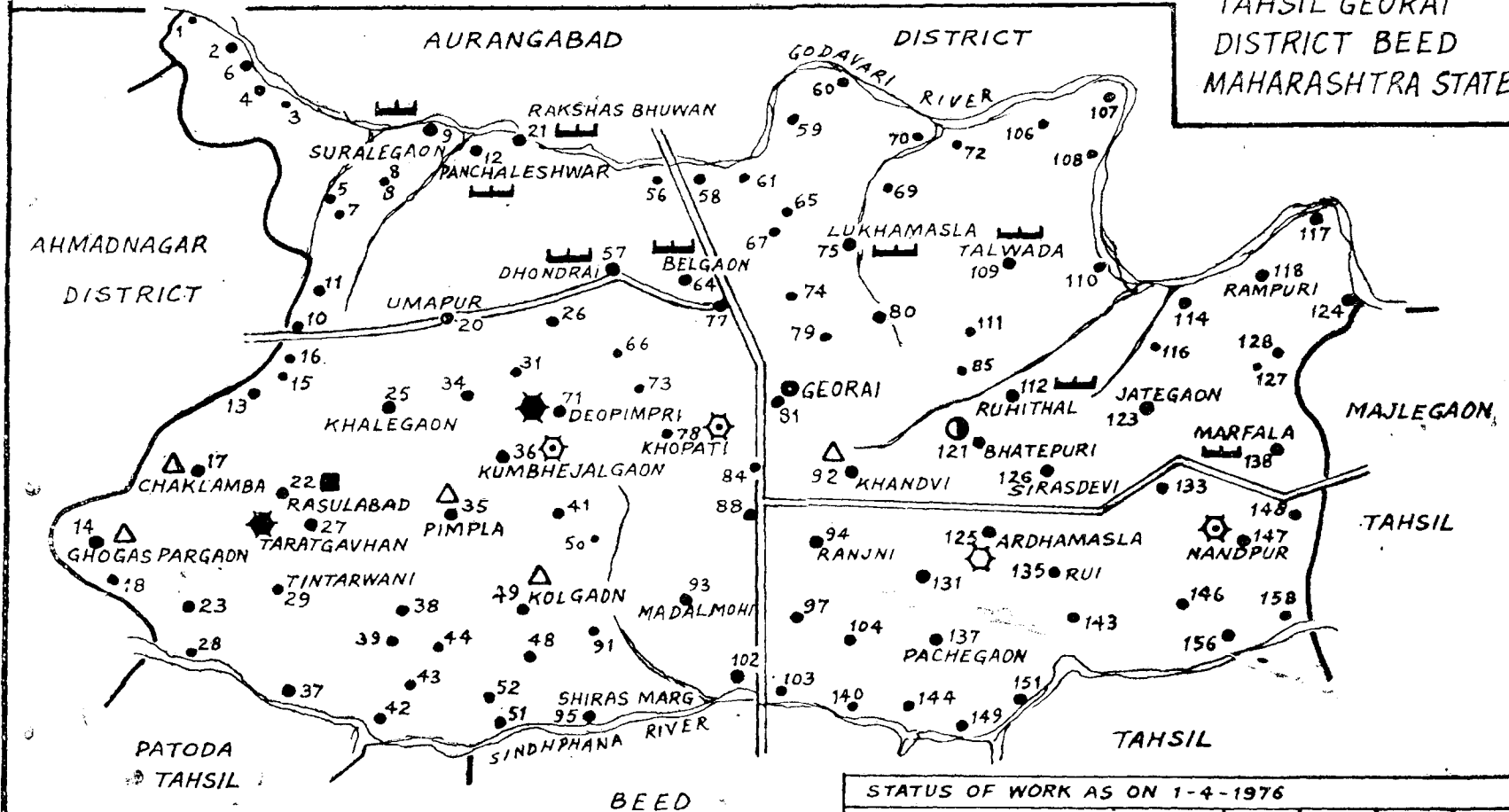
**PROGRESS OF SELECTED WORKS UNDER  
EMPLOYMENT GUARANTEE SCHEME  
IN TAHSIL KARMALA, DISTRICT SHOLAPUR  
MAHARASHTRA STATE**

14-D



PROGRESS OF SELECTED WORKS UNDER EMPLOYMENT GUARANTEE SCHEME IN

TAHSIL GEORAI  
DISTRICT BEED  
MAHARASHTRA STATE



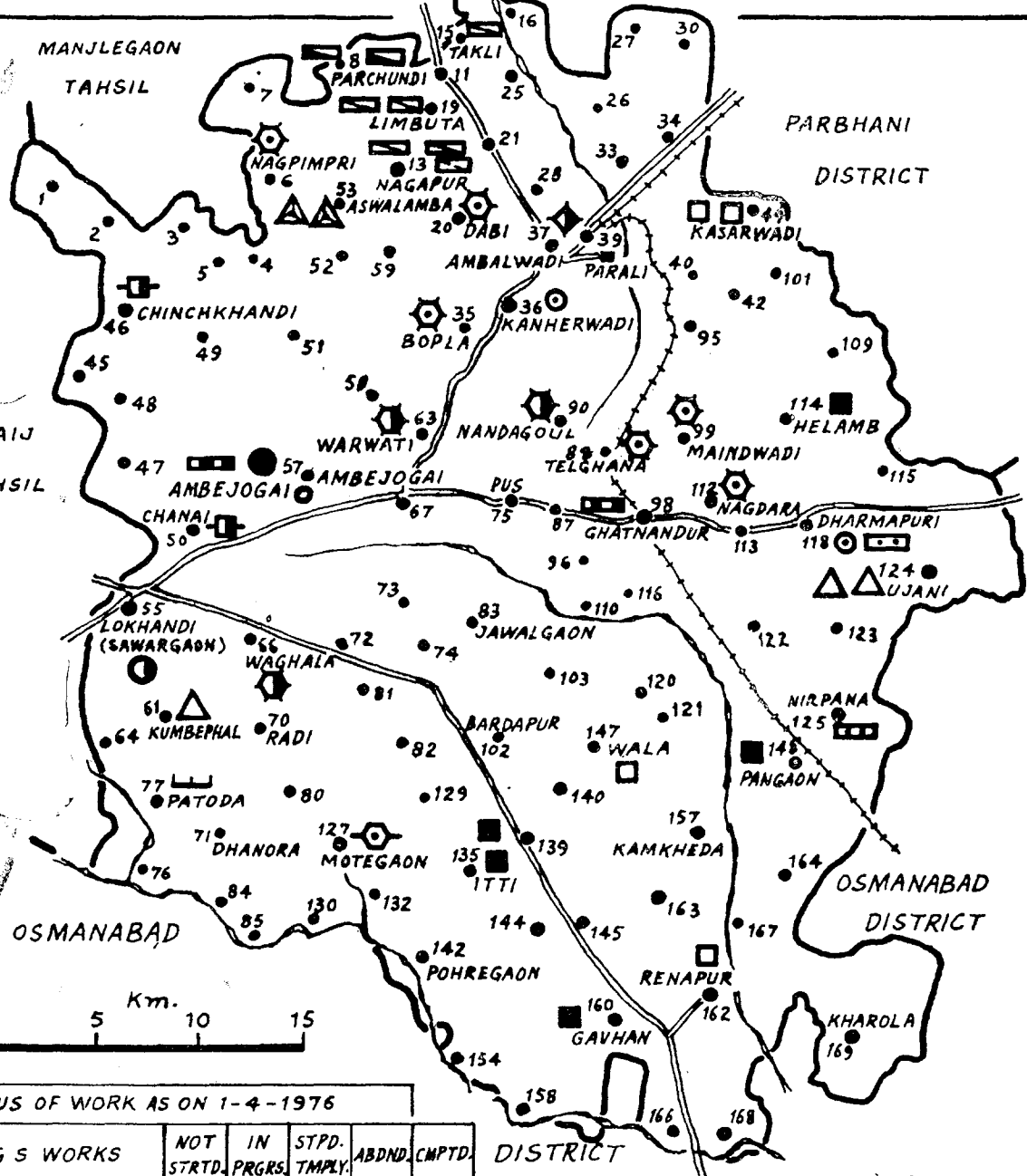
STATUS OF WORK AS ON 1-4-1976				
E G S WORKS	NOT STRTD.	IN PRGRS.	ABDND.	CPLTD.
CANAL EXCAVATION	-	▭	-	-
MINOR IRRIGATION TANK	-	-	○	-
PERCOLATION TANK	☆	☆	-	☆
CONTOUR BUNDING	-	-	-	■
NALLA BUNDING	△	-	-	-

NOTE: NUMBERS INDICATE THE LOCATION CODES AS PER 1971 DISTRICT CENSUS HANDBOOK.

N. SACHDEV, P.C.

# PROGRESS OF SELECTED WORKS UNDER EMPLOYMENT GUARANTEE SCHEME IN TAHSIL AMBEJOGAI, MAHARASHTRA STATE

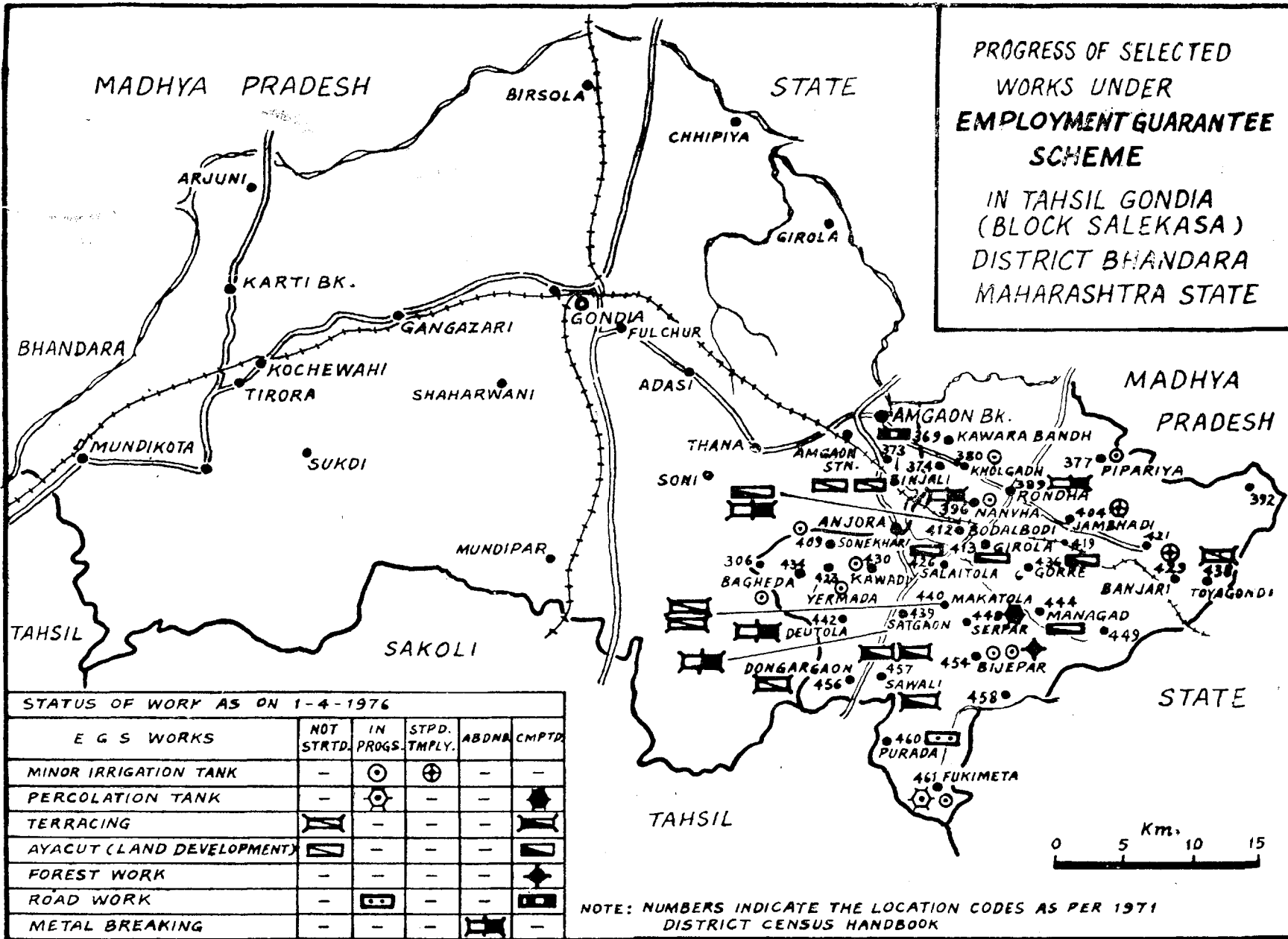
NOTE: NUMBERS INDICATE THE LOCATION CODES AS PER 1971 DISTRICT CENSUS HANDBOOK



STATUS OF WORK AS ON 1-4-1976

E G S WORKS	DISTRICT					DISTRICT					
	NOT STRTD.	IN PRGRS.	STPD. TMPLY.	ABDND.	CMPTD.	1	2	3	4	5	6
CANAL EXCAVATION	-	▬	-	-	-	NALLA BUNDING	△	-	△	-	-
MNR IRRGN. TANK	-	⊙	-	⊙	●	AYACUT (LAND DVLPMT)	▬	-	▬	-	▬
PERCOLATION TANK	-	⊛	-	⊛	-	FOREST WORK	-	-	-	◆	-
VILLAGE TANK	-	-	-	⊞	-	FLOOD PROTEC'N WORK	-	⊞	-	-	-
CONTOUR BUNDING	□	-	-	-	■	ROAD WORK	-	⊞	-	-	⊞

NL SACHDEV, P.C.



PROGRESS OF SELECTED  
WORKS UNDER  
EMPLOYMENT GUARANTEE  
SCHEME  
IN TAHSIL GONDIA  
(BLOCK SALEKASA)  
DISTRICT BHANDARA  
MAHARASHTRA STATE

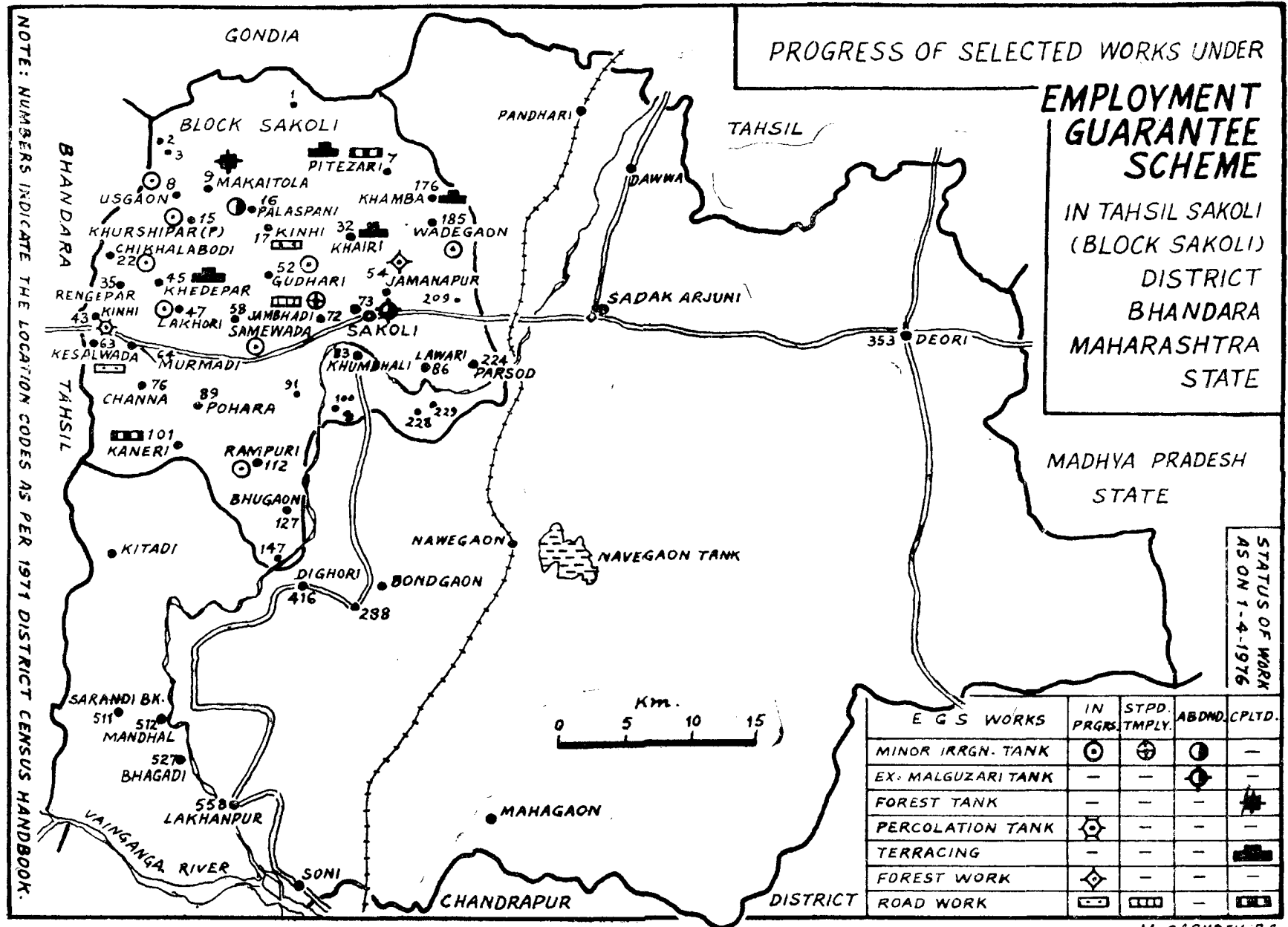
STATUS OF WORK AS ON 1-4-1976

E G S WORKS	NOT STRTD.	IN PROGS.	STPD. TPLY.	ABDN.	CMPTD.
MINOR IRRIGATION TANK	-	⊙	⊕	-	-
PERCOLATION TANK	-	⊙	-	-	◆
TERRACING	▩	-	-	-	▩
AYACUT (LAND DEVELOPMENT)	▩	-	-	-	▩
FOREST WORK	-	-	-	-	◆
ROAD WORK	-	⊞	-	-	⊞
METAL BREAKING	-	-	-	▩	-

NOTE: NUMBERS INDICATE THE LOCATION CODES AS PER 1971 DISTRICT CENSUS HANDBOOK

NOTE: NUMBERS INDICATE THE LOCATION CODES AS PER 1971 DISTRICT CENSUS HANDBOOK.

14-H



N. L. SACHDEV, P.C.

concept was still not clear of Blueprint which involved preparation of a 'shelf' of Works, Panchayat Samiti-wise effective for offering employment during the span of two years. The Blueprints should invariably provide operative projects backed by a certain degree of survey and scrutiny in regard to their prima-facie technical feasibility.

#### *Progress of works in Blueprints (1.4.1976 to 1.4.1978)*

4.6 According to the data compiled for the selected Talukas, Status-wise breakdown of the above works showed that out of 3364 works as on 1-4-1976, 1193 had already been completed by that date and another 1190 were only listed and not started. As against this, 704 works were in progress, 262 were temporarily stopped and were not in progress at that time in spite of the working season and the remaining 15 had been abandoned after incurring some expenditure.

4.7 It was observed two years hence (on 1st April, 1978) that the total number of works completed was 2355 whereas in case of 975 works a beginning was yet to be made. The total number of works in progress were 397; 703 works were temporarily stopped and 25 works had been abandoned. It might be concluded that whereas a considerable improvement in the number of completed works had taken place, there were still a very large number of works having stopped temporarily.

4.8 This change in the position during the period 1-4-1976 to 1-4-1978 broadly reflects the exhaustion of the spillover works. Further, the shelf of works as on 1st April, 1976 (1190 works not started till then may be regarded as being the shelf) did not contribute much by way of works which could be initiated as 716 out of these 1190 works had not started even till 1st April 1978. At the same time, 1091 new works were brought on the list which were those earlier included in the Blue-Prints. The practice of taking up such a large number of new works outside the Blue-Print should be discouraged. Out of the new Works, 352 works were completed, 170 were in progress and 308 had been stopped temporarily after some expenditure had been incurred on them.

#### *Category of works*

4.9 A study of 2355 completed works showed in aggregate a tendency of over reliance on percolation tanks accounting for 53.2 per cent of the expenditure under E.G.S. on completed works. The other categories of works in order of importance were contour bunding (10.8 per cent), Nalla Bunding (8.1 per cent), roads (7.8 per cent) and land development (5.5 per cent)<sup>1</sup>.

4.10 However, it was noted that for the works which were initiated under the E.G.S. itself (i.e. not taken over from Plan or Scarcity schemes), the composition was different with percolation tanks having lower share (34.4 per cent) and nalla-bunding (17.5 per cent), roads (11.8 per cent) and forest works (8.9 per cent) gaining considerably in importance.

4.11 In order to appreciate the factors responsible for the above situation, works (out of 3364 listed on 1-4-1976) which did not have an E.G.S. component of Rs. 5000/- and above, were segregated. Thus for the remaining 1368 works, work schedules were filled in order to draw evidence from the planning point of view, including the source from which the proposals for works had emanated, the categories of works, their size and distribution and current status, the technical effort put in at the time of survey and sanction and supervision of works etc. It was found that the Blue-Prints were composed of works from three sources, namely (i) Plan works (31 per cent), (ii) Scarcity works (21 per cent) and (iii) Original E.G.S. works (47 per cent)<sup>2</sup>.

4.12 It was observed that in case of 65 per cent of the scarcity works, the E.G.S. component was more than half of the total revised cost. Further for 15 per cent of the scarcity works, the entire cost was debited to E.G.S.

4.13 The composition of the Plan, Scarcity and E.G.S. works<sup>3</sup> showed that (i) a large number of work centres were opened on canals etc. related to major irrigation projects in the scarcity period and sustained under E.G.S. and (ii) more minor irrigation works (including those classified as other minor irrigation works) were taken in hand from scarcity and E.G.S. sources rather than from the Plan funds.

4.14 It was noted that while the scheme of percolation tanks was not an important component of the Plan Programme, greater emphasis had been given to this under the scarcity and E.G.S. The proportion of roads taken up had also been increasing under E.G.S.

#### *Financing of works*

4.15 A large number of soil conservation works were financed through more than one source in the initial years but in recent years these had got progressively reduced. Instead canal centres and Minor Irrigation/Percolation Tanks had appeared as prominent items of works, funded from more than one source.

#### *Revision of Estimates of Cost*

4.16 It was noted that revision in cost estimates of works had been done in 92 cases. For some of the works, the revision was of the order of 200 per cent. A large number of such cases were reported in Karmala, Georai and Ambejogai talukas where relaxations in cost norms were permitted. This had raised the cost per hectare of benefited area for various works.

4.17 The pace of expenditure on works which came to be taken up under the E.G.S. at various times was quite slow. As against the 1163 works (out of 1368) which were started, 273 had continued for more than a year. In 59 per cent of the 273 cases, not even half of the estimated expenditure had been incurred.

#### *Works started in advance of administrative sanction*

4.18 It was observed that 164 works out of 790 works (for which relevant data was available) had been started in advance of the formal administrative sanction. Furthermore, in case of 92 works the actual

1. Refer Appendix Table 4.1.

2. Refer Appendix Table 4.2.

3. See Appendix Table 4.3.

expenditure incurred upto the date of survey was in excess of the estimated cost.

4.19 The proportion of completions to 'work in progress' was more favourable for the small set of works the E.G.S. component of which was less than Rs. 30,000/- per work. This ratio of completions to works in progress as on 1st April, 1978 was 10.6 for smaller works and 4.6 for bigger works. The total estimated E.G.S. cost of the completed works (2355 by 1-4-1978) was Rs. 3.51 crores only against Rs. 11.09 crores on the works in progress (397) or

temporarily stopped (703).

#### Speed of Progress of works

4.20 Of the 1368 works having E.G.S. component of more than Rs. 5000/- each, it was decided to select 244 works, representing various categories and their current status for detailed observations through Works Status Reports (WSR) over the period of the enquiry. These consisted of various categories of works (as given in the Table 4.2) like major irrigation (12), minor irrigation (34), percolation tanks (58), roads (24), soil conservation (72) and others, including land development, forest etc. (44).

TABLE 4.2  
Category of works and their current Status

Category of works	Status as on 1st April, 1976					
	Not started	In progress	Temporarily stopped	Abandoned	Completed	Total
1	2	3	4	5	6	7
1. Major irrigation	—	12	—	—	—	12
2. Minor Irrigation	—	24	3	4	3	34
3. Percolation Tanks	1	33	4	3	17	58
4. Roads	5	12	2	—	5	24
5. Soil conservation	29	—	9	—	34	72
6. Others (including land development, forest etc.)	3	6	6	8	21	44
All categories	38	87	24	15	80	244

4.21 The current status of the above 244 works are discussed in the following paragraphs.

#### (i) Works not started (38)

It was observed that out of 38 works 'not started', as many as 27 works were in 4 selected talukas of Solapur and Beed districts. Of these, 12 works were not taken up as other public works were going on in the vicinity of the proposed location of these works. Another 24 (nearly 63 per cent) had not started due to delay in the technical sanction of works (in case of 7 works the delay was for more than 2 years), lack of equipment and administrative difficulties like resistance from local powerful groups in the village particularly, with respect to soil conservation and land development works. Five road works in Barshi Taluka (Solapur district) were not taken up as the agriculture season was on and the land to be acquired was under cultivation. However, by 1st April, 1978, the situation had improved insofar as 31 of the 38 selected works had been started.

Since most of the works related to Contour Bunding, Nalla Bunding, Terracing and Land Development, E.G.S. funds (rather than departmental Plan funds) were released during the period 1976-78 to enable these works to be initiated.

#### (ii) Works in Progress (87)

It was noted that even till 1st April 1978 as many as 78 out of these 87 works in progress relating to different categories had not been completed. Some of the important factors which had impeded the progress in completion of works were uncertainty of labour

availability, frequent stoppages of work, nonpayment or late payment of compensation for the land acquired for the works (in 44 cases out of 70 for which the land was to be acquired, no compensation had been paid at all and more than two years had already elapsed in over 60 per cent of such cases of nonpayment of compensation), ban on payment of land compensation from E.G.S. funds, predominance of female workers in all Talukas except for Baglan Taluka, non-availability of the facilities of equipment like road rollers and water tankers for road works and air compressors for irrigation works, explosives for blasting etc. It was observed that barely 25 per cent of the total number of works in progress had these facilities and their utilisation in most cases was about 50 per cent of the total number of days the equipment was available at the work site. In the absence of definite schedule for stage-wise completion of works, monitoring of their progress was not done.

There is need for an urgent review by the Government of Maharashtra of the existing arrangements for acquisition of land for E.G.S. works to minimise the procedural delays involved in payment of compensation to the cultivators particularly to those who had willingly surrendered their land. Such a step would hasten the pace of progress of work under E.G.S. It is also necessary to have advance planning and action taken for the purchase of equipment as well as strengthening of technical and supervisory staff for making land available for the works well in time. There should also be a separate allocation of additional funds for the purchase of equipment by individual departments for E.G.S. works, which should be permanently assigned to the departmental agencies, regularly concerned with the implementation of the E.G.S. works. For hiring of equipments etc., there should be decentrali-

sation of powers at the Taluka level so as to enable expeditious implementation of the works.

#### Female participation in E.G.S. works in progress

4.22 Information was also obtained about the proportion of females to males on the work in progress. The preponderance of females was noticed in majority of the cases (52 out of 87 works) as evident from the table below :

TABLE 4.3

Total number of works surveyed and the number of works with preponderance of females over males by category of work.

Sl. No.	Category of works	Total number of works surveyed	Preponderance of females over males (No. of works)
1	2	3	4
1.	Major & medium irrigation	12	9
2.	Minor irrigation tanks	24	19
3.	Percolation tanks	33	17
4.	Flood control	1	1
5.	Forest works	5	Nil
6.	Road	12	6
TOTAL		87	52

It is noted that 'on going' works attracted mostly female workers residing in the villages within the radius of 5 Kilometres from the work site village so that they could return to their residence every day after the day's work and look after the family. Forest work and road work located away from the village were therefore, not preferred by female labour. The Talukawise position of participation of female workers in the E.G.S. works is given in the table below :

TABLE 4.4

Number of works in progress and the total No. of works with female workers more than 50 per cent (as on the date of field Teams visit to selected works).

Sl. No.	Name of Taluka	Total No. of works in progress	Total No. of works with female workers more than 50 per cent to 75 per cent
1	2	3	4
1.	Kalvan	12	6
2.	Baglan	8	2
3.	Barshi	12	7
4.	Karmala	7	5
5.	Georai	12	10
6.	Ambejogai	12	6
7.	Salekasa	12	10
8.	Sakoli	12	6
TOTAL		87	52

4.23 The information shows that in case of 52 out of 87 works in progress, female participation was above 50 per cent. Even the Muster Roll Abstracts (December 1976 to May 1978) obtained in respect of 25 of

the 87 works showed participation of female workers varying from 43 to 66 with an average of 57 per cent.

4.24 Since the E.G.S. work was organised on the basis of labour gangs and paid for with reference to the output of work of each gang, the number of women who were able to participate under such arrangements was limited by the willingness of other members of a gang to allow women to join in. There was thus certain degree of control over the participation of women workers. Even then the average percentage of female participation was quite high.

#### (iii) Works stopped temporarily (24)

4.25 The works stopped temporarily were 24 in number. Of these, 7 works belonged to the minor irrigation group and 14 to the soil conservation group. Thus these two groups had claimed overwhelming majority of the works having stopped temporarily.

4.26 It was observed that a number of minor irrigation works, particularly in Bhandara district, had been stopped. After the Bund/Head-works had been completed, further work could not make progress on account of lack of survey of feeder channels and canals due to shortage of technical hands. It was reported that in this district works on minor irrigation tanks had been started without proper plans and estimates. Work on some percolation tanks had stopped in Solapur and Nasik districts for want of approval to the revised costs since estimates had been worked out during the scarcity period about 4 years back. The time taken in fixing the agency for skilled work was one of the reasons for the delay in more than 50 per cent of Minor Irrigation works and percolation tanks. In Beed district (Georai Taluka), work on Minor Irrigation Tank had been stopped after incurring an expenditure of Rs. 3000/- as it was later found to be technically not feasible. A similar case of Nalla Bunding from the same Taluka was reported. The inclusion of works in the 'Blue Print' without ascertaining their technical feasibility should be discouraged at all costs.

4.27 In case of soil conservation works it was stated that one year period was allowed to lapse even after the work was completed in order to leave scope for carrying out minor repairs, if required after the rains. Inadequacy of technical staff had also been reported as a recurrent reason for the temporary stoppage of works.

4.28 It was noted in a subsequent verification that sanction for restart of works had been obtained in more than 50 per cent of selected works but the period earmarked for completion of the projects was kept open. Thus against a cumulative expenditure of nearly Rs. 20 lakhs on these works, even after a further lapse of two years during the period 1-4-1976 to 1-4-1978, only an additional amount of about Rs. 2 lakhs had been spent. As such substantial funds were locked up in this manner. It is necessary that implementing officers phase their work and enforce scheduled dates of completion for different stages of work through strict monitoring of the scheme.



(iv) *Works Abandoned (15 works)*

4.29 The total number of works abandoned were 15 only. Lack of permission to take up works under E.G.S. in 7 cases (2 Minor Irrigation Tanks and 5 cases of metal breaking works), technically not feasible (One Minor Irrigation Tank) submergence or non-availability of land (2 Percolation tanks, one Minor Irrigation Tank and one forest work) etc. were the reasons for abandoning E.G.S. works. In case of one percolation tank, it had to be abandoned as it developed irreparable defects and for the other two, work-site was not available. It may also be mentioned that majority of the works that were abandoned were originally included in Blueprint at the suggestion of influential non-officials. The total expenditure incurred on these works was to the tune of Rs 3.75 lakhs.

(v) *Completed works (80 works)*

4.30 Of the 1193 works completed in all respects, a sample of 80 works was selected. These included a variety of projects viz., Minor Irrigation Tanks (3), Percolation Tanks (17), Contour Bunding, Nalla Bunding, Terracing and land development works (46), forest works (9) and Road Works (5).

4.31 It was observed that 61 out of 80 works were completed as per schedule, 13 works ahead of schedule and only 6 were completed behind schedule which included one Minor Irrigation Tank, One Percolation Tank and 4 Land Development works belonging to Baglan, Barshi, Salekasa and Sakoli Panchayat Samitis. The reasons for the delay were (a) late receipt of technical sanction (b) inadequacy of technical staff, (c) agricultural operations in the field and (d) non-availability of material/equipments etc.

4.32 An unusual feature of the completed works was that some works were reported as completed even before the full estimated costs had been incurred. Less than 50 per cent expenditure was incurred in case of 15 works, 50 to 75 per cent in case of 11 works, 75 to 100 per cent in case of 44 works but more than 100 per cent in case of 10 works mostly belonging to soil conservation works. In some cases, the scope of the works taken up was reduced for various reasons which had resulted in savings against the estimated costs.

*Benefits realised from Completed Works*

4.33 It was envisaged that each work whether a minor irrigation tank or a percolation tank when completed would provide benefits to the area within its command. Considering this as a target for likely area/wells to be benefited directly or indirectly, the actual area irrigated/wells benefited was examined to assess the extent to which the completion of works of different categories had resulted in actual benefits being realised (as distinct from their value and distribution). The position was as below :—

(a) *Minor Irrigation Works (Selected works—3)*

Two of the three selected works had not yet yielded the expected benefits. It was

reported that in one case (Canal work of Koregaon Minor Irrigation Tank in Barshi Taluka) no benefits had accrued possibly due to inadequate rains.

(b) *Percolation Tanks (Selected works—17)*

These tanks provided a variety of situations viz :

- (i) lack of storage in 5 cases;
- (ii) reported increase in water in existing wells in 11 out of 17 cases; and
- (iii) construction of a total of 11 new wells in the command areas of only 5 percolation tanks. It was observed that nearly 50 per cent of the percolation tanks had not created any tangible benefit particularly in Barshi and Karmala talukas in Solapur district.

(c) *Contour Bunding (Selected works—15)*

All the 15 selected works had been completed satisfactorily and were in reasonably good condition (except in one case) and more than 70 per cent of the expected benefits had been realised. However, no change in the cropping pattern had been reported.

(d) *Nalla-Bunding (Selected works—11)*

Improvement in water in existing wells was reported in most cases but there was only one case of construction of a new well in the entire set of works. In all the 11 cases, more than 75 per cent of expected benefits had been realised.

(e) *Terracing (Selected works—8)*

Of the 8 selected works, the benefits had been realised in 5 cases. The three cases where benefits were found negligible or inadequate were those where no sowing had been done in the fields as the plots terraced were not cultivated being away from the cultivated area of the village concerned which involved the risk of crops being damaged by wild animals or cattle.

(f) *Land Development (Selected works-12)*

In 9 out of 12 works which were in the command areas of medium and major irrigation projects, full benefits had been received. However, in case of three works full benefits could not be realised since no irrigation was available to the plots developed or land levelling work had not been completed.

*Complementary Investment made on completed works*

4.34 In order to achieve maximum benefits from the completed works it is necessary that complementary investments are made in the form of construction of wells, land levelling and land shaping, application of fertilizer and other essential inputs. A study was done regarding the extent of complementary investment made on completed works in order to optimise

the benefits. The category-wise distribution<sup>4</sup> shows that in overwhelming cases, necessary complementary investment had not been made, resulting in sub-optimal use of the potential created. No specific agency seemed to have been assigned the responsibility of follow-up including extension and credit supplies etc. so as to realise optimum benefits.

#### Maintenance of Assets

4.35 Once the productive assets are created, it is very important that these assets are properly maintained otherwise in course of time their physical condition is bound to deteriorate. According to provisions under the E.G.S., maintenance of productive assets becomes the responsibility of the departments executing the works or of Zilla Parishads except for soil conservation and land development works, which are required to be maintained by the beneficiary cultivators themselves. It was reported that for want of funds for maintenance purpose, the Zilla Parishads were reluctant to accept the transfer of completed works from different implementing agencies. Owing to this problem there was hesitation on their part to accept maintenance for even works implemented by their own Irrigation Department.

4.36 It was observed that of the 80 selected works, nearly 25 per cent of them were poorly maintained. During the field visit to the completed work of percolation tank in Georai Taluka in Beed district as well as

in Kalvan Taluka in Nasik district it was revealed that the bund of the tank was being used as a cart track by the villagers with the result that bund had been considerably damaged. Instances of causing heavy damage to the main bunds of minor irrigation tanks due to rains were also noticed in two selected blocks of Bhandara district. In spite of the watchman the wheel of the sluice gates of three minor irrigation tanks were also found stolen in the same district.

4.37 The State Government might consider the feasibility of recovering any expenditure incurred on the maintenance of percolation tank, minor irrigation tank and such other irrigation works from the cultivators in proportion of their areas benefited from these works. It is also suggested that the maintenance of these works might be entrusted to the maintenance division of the Irrigation Department which exists in almost all the districts in the State.

#### Expenditure and Employment

4.38 Since its inception in 1972-73, an expenditure of Rs. 216.00 crores (upto 1978-79) had been incurred on the Employment Guarantee Scheme. It had resulted in the generation of 56.27 crore person days of employment over the period of seven years. The expenditure incurred and the generation of employment showed a slight decrease in 1977-78 compared to 1976-77 as evident from the Table 4.5

TABLE 4.5  
Expenditure incurred, Man-days of Employment Generated and Maximum and Minimum  
Number of workers at the end of the Month—1972-73 to 1978-79.

Years	Expenditure incurred (Rs. in crores)	Mandays of employment generated (in crores)	No. of workers at the end of every month	
			Maximum	Minimum
1972-73	1.88	0.45	} Not available	
1973-74	1.89	0.51		
1974-75	13.72	4.81		
1975-76	34.43	10.95	533348 (March)	189966 (November)
1976-77	49.88	13.32	715570 (May)	263822 (October)
1977-78	49.20	11.73	619524 (May)	231972 (December)
1978-79 (February)	65.00	14.50	911367 (March)	354864 (July)
<b>TOTAL</b>	<b>216.00</b>	<b>56.27</b>		

Source : Planning Department, Government of Maharashtra.

It is observed from the table 4.5 that the scheme gathered momentum only from the year 1974-75. The expenditure in the earlier two years under E.G.S. was less due to relief works being taken up under scarcity relief programme on a large scale in the State. As regards the maximum labour attendance on the works connected with E.G.S. it was on last

day of the month (March 1978) being 9.11 lakhs and the minimum of 3.55 lakhs in July 1978.

4.39 From the information available, it had been observed that for every hundred hectares of area benefited through schemes such as minor irrigation, percolation tanks or nalla-bunding works, about 4000 person-days of employment had been generated.

Expenditure by Category of work

4.40 The pattern of expenditure on different cate-

gories of E.G.S. works during the year 1974-75 to 1978-79 was as below :

TABLE 4-6  
Category-wise expenditure under E.G.S. during 1974-75 to 1978-79.

Sl. No.	Category of work	1974-75		1975-76		1976-77		1977-78		1978-79 (Feb. '79)	
		Expenditure (Rs. in crores)	%age to total Expenditure	Expenditure (Rs. in crores)	%age to total Expenditure	Expenditure (Rs. in crores)	%age to total Expenditure	Expenditure (Rs. in crores)	%age to total Expenditure	Expenditure (Rs. in crores)	%age to total Expenditure
1	2	3	4	5	6	7	8	9	10	11	12
1.	Canals of major irrigation project .	0.63	4.6	1.51	4.4	6.48	13.0	7.98	16.2	8.20	12.6
2.	Medium irrigation projects			0.57	1.7	1.12	2.2	1.30	2.6	1.60	2.5
3.	Minor irrigation works (including percolation tanks)	10.04	73.2	15.85	46.0	18.31	36.7	18.07	36.8	21.56	33.2
4.	Soil conservation (including Nala bunding)	1.56	11.4	7.02	20.4	9.74	19.5	8.79	17.9	10.36	15.9
5.	Land Development . . . . .	0.11	0.8	3.56	10.3	4.89	9.8	5.66	11.5	5.19	8.0
6.	Afforestation . . . . .	0.37	2.7	0.95	2.8	2.34	4.7	1.69	3.4	1.71	2.6
7.	Roads . . . . .	0.79	5.7	2.81	8.2	4.42	8.9	5.16	10.5	14.29	22.0
8.	Other works . . . . .	0.22	1.6	2.16	6.2	1.24	2.5	0.55	1.1	0.69	1.1
9.	Other expenditure . . . . .	—	—	—	—	1.34	2.7	—	—	1.40	2.1
<b>TOTAL</b>		<b>13.72</b>	<b>100.0</b>	<b>34.43</b>	<b>100.0</b>	<b>49.88</b>	<b>100.0</b>	<b>49.20</b>	<b>100.0</b>	<b>65.00</b>	<b>100.0</b>

Source : Planning Department, Government of Maharashtra.

It would be seen that during the year 1974-75 (the first effective year of E.G.S. implementation), 78 per cent of total expenditure under E.G.S. had gone to irrigation work viz., major, medium and minor irrigation works. It, however, fell to 48 per cent in 1978-79, the major decline from a high of 73.2 to 33.2 in 1978-79 (February) being in the proportion of expenditure on minor irrigation which was mainly attributed to completion of spill-over works from the Scarcity Relief Programme.

4.41 In case of works contributing to the productivity of land viz., irrigation, soil conservation, land development and afforestation, the proportion of expenditure was 93 in 1974-75 but it came down to

75 per cent in 1978-79 (February 1979). However, there had been shift to road works, the proportion of expenditure having risen from 5.7 in 1974-75 to 22.0 in 1978-79 although the guidelines specifically laid down limitation on the number of road schemes since these were generally considered unproductive.

Expenditure level in Selected Districts

4.42 It is observed that in the selected districts, the level of E.G.S. expenditure had been very substantial in absolute terms as well as a proportion of total E.G.S. expenditure in the State. This is evident from the table below :

TABLE 4.7  
Level of E.G.S. expenditure in the selected districts during 1974-75 to 1978-79 (upto October, 1978)

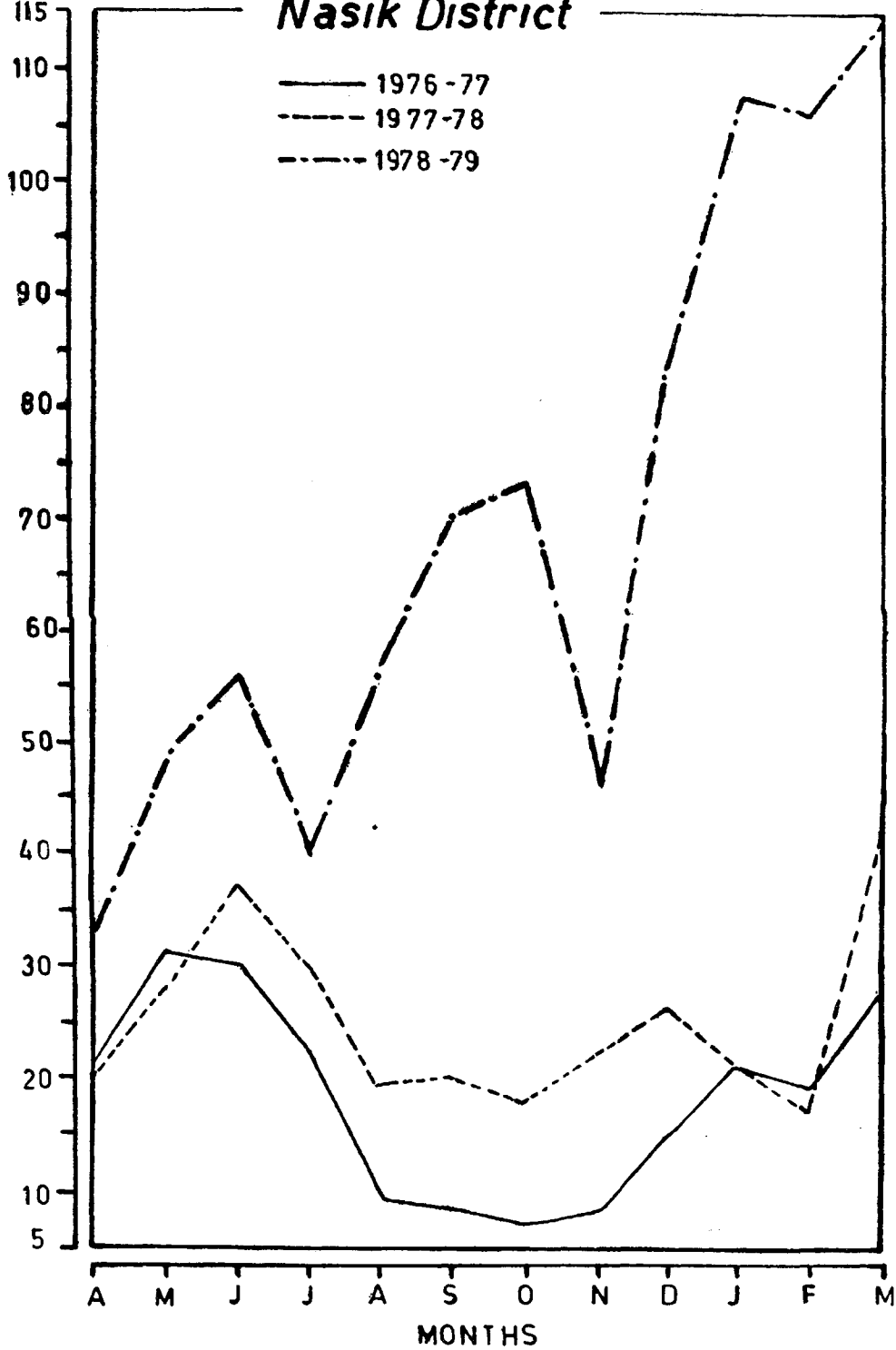
Selected District	Year				
	1974-75	1975-76	1976-77	1977-78	1978-79 (upto October, 1978)
1	2	3	4	5	6
1. Nasik . . . . .	52.68	164.89	219.93	299.82	233.59
2. Solapur . . . . .	228.24	260.91	462.30	661.22	343.69
3. Beed . . . . .	53.52	145.48	327.93	260.30	105.15
4. Bhandara . . . . .	174.17	595.09	331.00	255.11	124.14
<b>TOTAL</b>	<b>508.61</b>	<b>1166.37</b>	<b>1341.16</b>	<b>1476.45</b>	<b>806.57</b>
Percentage to total expenditure in the State	37	34	27	30	29

Note: Figures given are provisional.

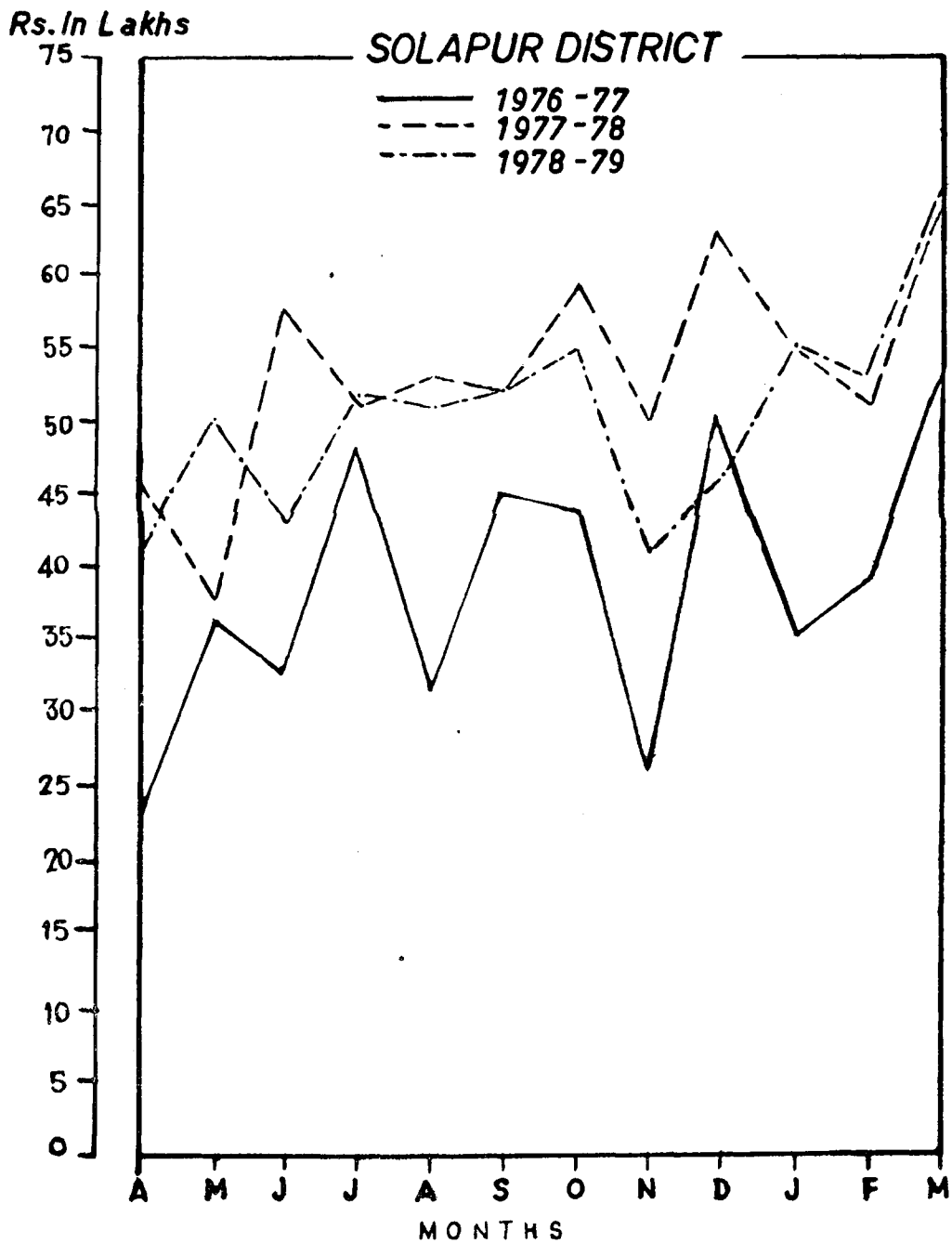
# TRENDS IN MONTHLY EXPENDITURE UNDER EGS DURING 1976-77 TO 78-79

Rs. IN LAKHS

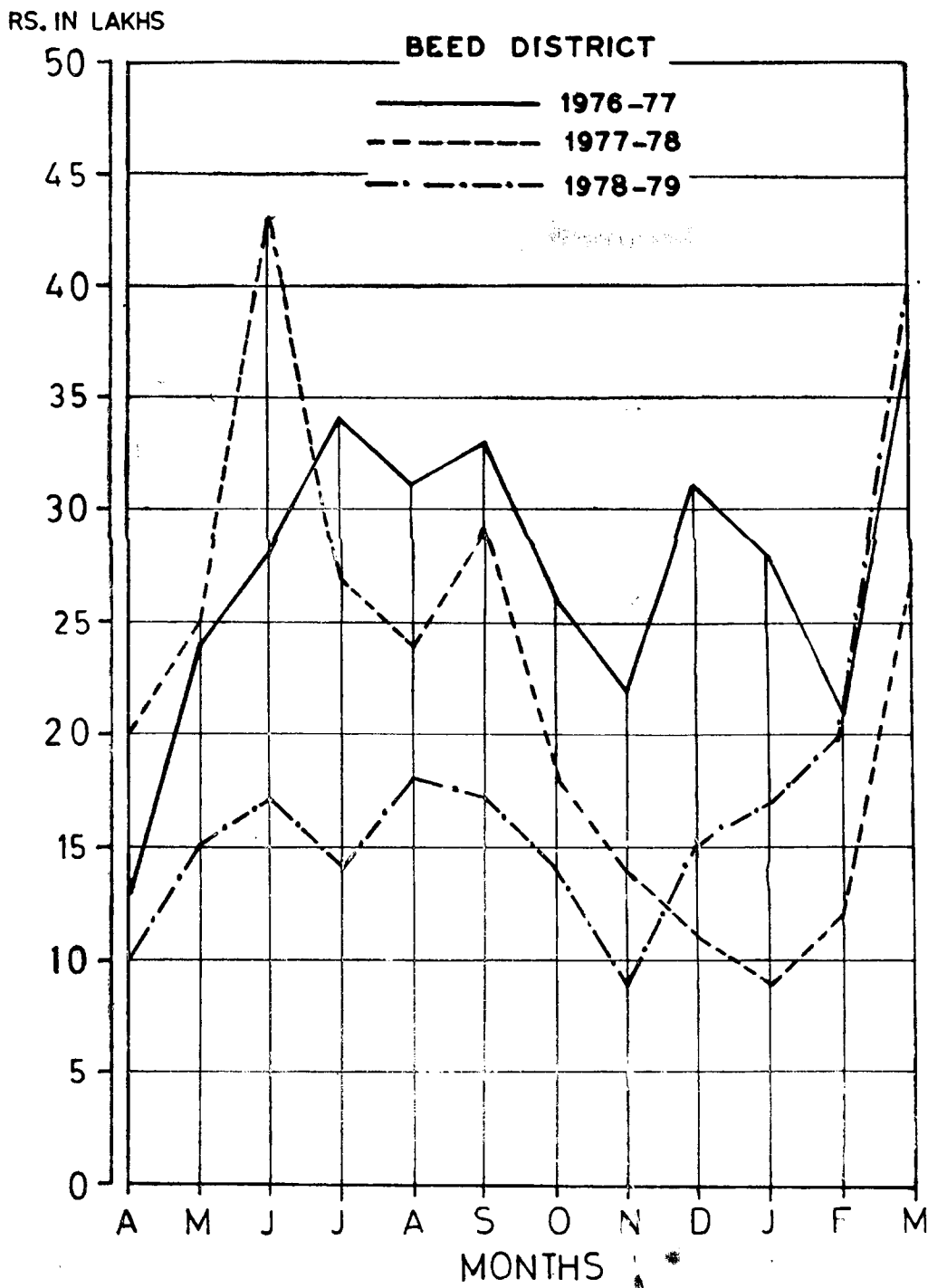
## Nasik District



# TRENDS IN MONTHLY EXPENDITURE UNDER EGS DURING 1976-77 TO 1978-79



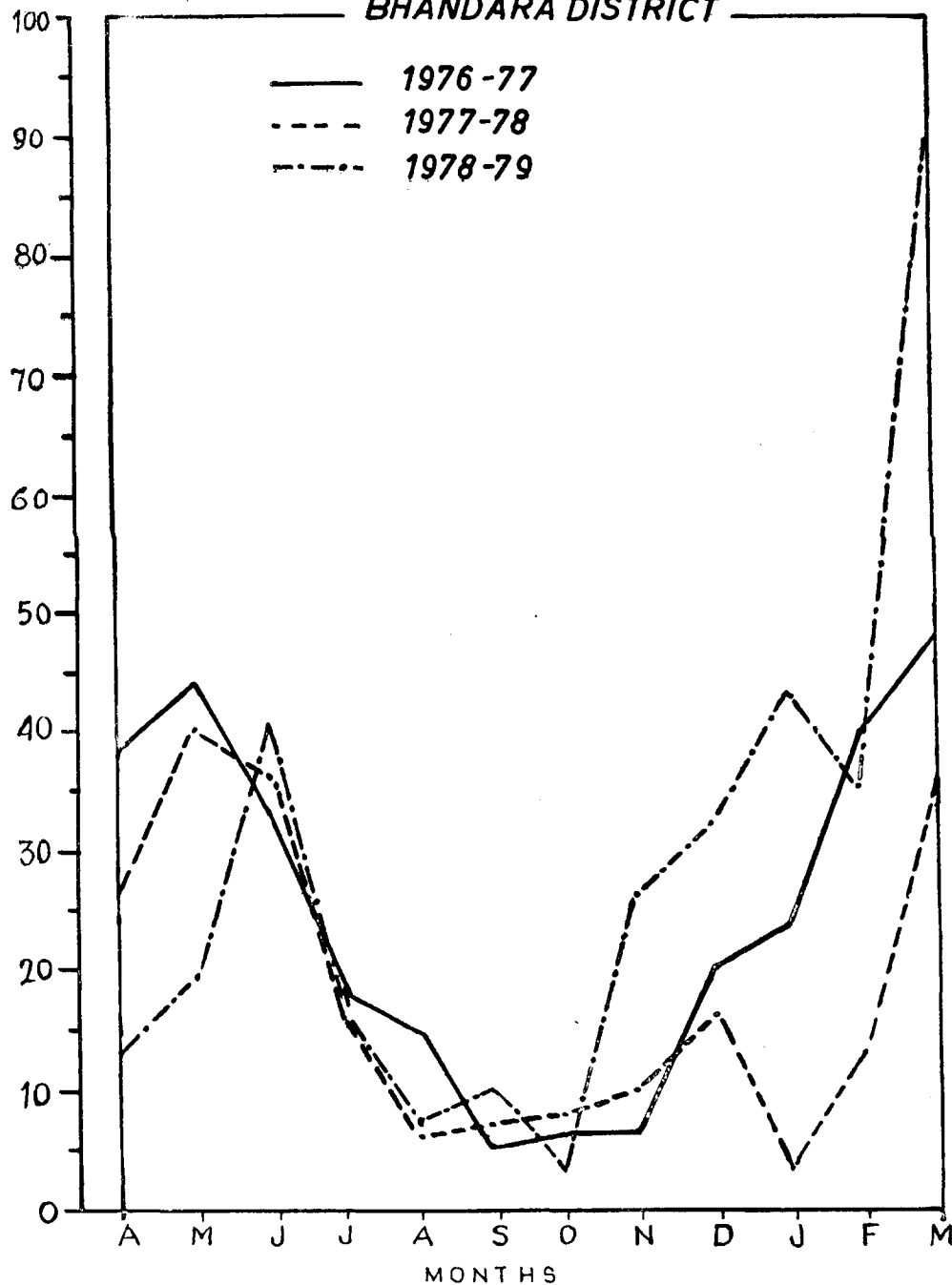
TRENDS IN MONTHLY EXPENDITURE  
UNDER EGS DURING 1976-77 TO 1978-79



## TRENDS IN MONTHLY EXPENDITURE UNDER EGS DURING 1976-77 TO 1978-79

RS. IN LAKHS

**BHANDARA DISTRICT**



4.43 It is noted that in selected districts a certain proportion of expenditure had been incurred on major and medium irrigation works which could not be regarded as local works since they were not locally conceived and sanctioned for implementation. They also did not offer any alternative locational choice. In Solapur and Beed Districts, the proportion of the above works had clearly been a material factor in regard to the total expenditure over since 1976-77.<sup>5</sup>

4.44 As the figures of person-days employment generated were not collected, an attempt was made

to compile figures of attendance of workers on the last day of the month. From State level compilation made by the Planning Department, an extract for the 4 selected districts<sup>6</sup>, displayed their significant position in their respective regions. It shows a wide fluctuation in labour attendance from month to month in different years. The period of maximum attendance under E.G.S. stretched from May to March in drought prone district of Solapur, from February to October in Beed whereas in Nasik district the period extended from March to June and in case of Bhandara district from December to June.

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5. Refer Appendix Table 4.5 for category-wise break-up of expenditure incurred in selected districts.

6. Refer Appendix Table 4.6.



## CHAPTER V

### IMPACT ON EMPLOYMENT AND INCOME

The main objective of the Employment Guarantee Scheme is to provide productive employment and opportunities for increased income in rural areas, particularly to landless agricultural labour and small farmers. This Chapter examines the direct impact of E.G.S. on the employment situation and wages earned by different sections of the rural population. An attempt is made to interpret factors having a bearing on the total employment generated, the extent to which EGS had supplemented employment opportunities and the impact of increased wage earnings on levels of consumption and assets formation, etc. The analysis is carried out with particular reference to 'target'<sup>1</sup> and 'non-target' groups. The study is based on field level enquiries conducted over 4 rounds between September, 1977 and May, 1978 by a team of Supervising Officers and Investigators spread over 8 talukas in the 4 selected districts.

#### *EGS Works and Response of Labour*

5.2 In order to observe the response of labour to EGS works, the study utilised the following instruments :

- (i) Work Schedules (WS) and Work Status Reports (WSR) for 87 selected works in progress, the detailed comments on which have already been made in the earlier chapter.
- (ii) Village Schedule—Part II. This related to (a) work site village of each of the selected works in progress and (b) one of the villagers supplying labour to the selected work (to be selected at random). The schedule recorded the socio-economic characteristics of the households in the above two villages along with the status of all adult members available for unskilled manual work seasonally/throughout the year and as having participated (at any time) in the selected EGS works, scarcity works. This Schedule also provided the framework for sampling of households on the basis of their status—target and non-target groups.

(iii) Households Schedule I. This schedule was canvassed in 4 rounds (September, 1977 to May, 1978) for the same set of 2570 sample households selected from complete list of 38,779 households from the villages<sup>2</sup> mentioned in respect of all the 87 selected works in progress. The selection was made with reference to participating and non-participating target and non-target group households.

(iv) Muster Roll Abstracts (MRA) for 25 works out of 87 selected works in progress for which WS/WSR were filled, were obtained from implementing agencies concurrently for the months from December to May in 1976, 1977 and 1978. Those provided complete objective data on the workers attendance at 25 selected works during the period, including wages received by them. The data were computerised to understand important characteristics such as sex, age, occupation, length of employment received, distance from worksite, variation in wages received, abstention from work etc. of labour force in the aggregate at selected works.

5.3 In the Village Schedule II, a general enquiry was made about the number of persons per household who had received employment on scarcity works which had been activated a few years back. This had helped in ascertaining the maximum number of persons per household who had offered themselves for work under adverse conditions in a critical year and who might be probable candidates for employment under EGS. While the information regarding employment received at EGS/scarcity works was based on facts, the data on availability of a person for unskilled wage employment which was also collected simultaneously, is purely subjective since this only translates their willingness to a hypothetical situation of work being undertaken at a later date. This limitation might be kept in view while drawing inferences. Table 5.1 gives in a summary form<sup>3</sup> the availability of persons for unskilled wage employment seasonally as well as throughout the year.

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1. For purpose of the study, target group formed cultivator households falling within the smallest 30 per cent land holders within the village and landless agricultural labourers. Amongst cultivators, those holding land upto 2 hectares only (with slight variation from village to village) were observed to be falling within the target group.

2. Work site village of each of the selected works in progress as well as village supplying labour to the selected works.

3. Refer Appendix Table 5.1.

TABLE 5.1  
Persons reported available for unskilled wage employment

Group	Occupation	Persons available for		employment
		Seasonally	Throughout the year	Total
1	2	3	4	5
A. Target Group	Landless agricultural labour	748	17850	18598
	Cultivators with holding upto 2 hectares	21284	10160	31444
Sub-total		22032	28010	50042
B. Non-target Group	Cultivators with holding more than 2 hectares	17374	6650	24024
	Others—Non-agricultural labourer, artisans etc.	1158	3430	4588
Sub-total		18532	10080	28612
C. TOTAL Target and Non-Target		40564	38090	78654

*Availability of persons for employment*

5.4 It is evident from the table above that in the selected villages more persons (17850) had reported available for wage employment throughout the year than seasonally (748) from among the landless agricultural labour households. Reverse position prevailed for the cultivators as more persons (2128) were reported to be available for 'seasonal employment' than for employment 'throughout the year' (10160). Non-agricultural labour, artisans, etc. reported relatively very low figures (1158) of availability for seasonal employment and throughout the year (3430).

5.5 Of the target and non-target group, the proportion of persons from the latter group who in fact received employment on the selected EGS works (as compared to the number of person available for wage employment) was higher (49 per cent to 66 per cent) for all classes of cultivators than for the small cultivators (47 per cent) in the target group. The worst off were the landless agricultural labour households (42 per cent). Table 5.2 given below, gives the extent of employment received (average & range) by target and non-target groups:

TABLE 5.2  
Extent of employment received on selected E.G.S. works

Item	Target Group		Non-target Group	
	Average	Range	Average	Range
1	2	3	4	5
1. Percentage of persons receiving employment on selected E.G.S. works to those available for employment	45	42 to 47	52	49 to 66
2. Percentage of persons receiving employment at scarcity works to those available for employment	65	62 to 71	93	84 to 210

5.6 Considering the percentage of persons who had received employment on selected E.G.S. works to those available for such employment, it is observed that E.G.S. had catered more to the cultivators of higher holding groups than to the requirements of landless agricultural labour or the smaller cultivator households. Prima facie, the reason for receiving a larger share of E.G.S. employment by non-target group could be that E.G.S. being of a seasonal nature, suited more to the demands of labour which was on the look out

for seasonal employment rather than those dependent on the works for employment throughout the year. In this respect the non-target group households with a larger requirement for seasonal employment were attracted more strongly to the E.G.S. works than the smallest cultivators or landless agricultural labour. It is also noted that attendance at the scarcity works was higher by nearly 60 per cent than the attendance on selected E.G.S. works. It is due to the reason that in scarcity conditions, the increased attendance

at the scarcity works was provided more by the landless agricultural labour since there were less employment opportunities available to them in agricultural operations at such times.

5.7 During houselisting, inquiries in regard to the

number of persons available for wage employment per households revealed that there was little difference between the target group households and the non-target group households. This is evident from the table 5.3 given below :

TABLE 5.3  
Proportion of Target and Non-target Group Households according to Number of Persons per Household available for Wage Employment.

No. of Household Members available for Wage Employment	Proportion in which available seasonally from		Proportion in which available throughout the year from	
	Target Group	Non-target Group	Target Group	Non-target Group
1	2	3	4	5
1	7	9	7	8
2	36	37	42	33
3	18	25	20	25
4	17	14	16	15
5	8	8	7	8
Above 5	14	7	8	11
TOTAL	100	100	100	100

5.8 The information in the above table suggests an important issue whether some limit need to be laid down for the number of workers who might be engaged on E.G.S. works from a single household (especially from non-target group), particularly from the point of view of sharing of income gains. This is significant since the proportions of households with 3 or more members for wage employment was so high.

#### Features of Work Force requiring unskilled Wage Employment<sup>1</sup>

5.9 The salient features of the Work Force as observed from the estimates based on sample households in the study were as follows :

(a) *Adult population requiring employment* : The adult population requiring wage employment was 61 per cent for the target group and 37.4 per cent for the non-target group. Overall, 48 per cent of the adults were in the wage market. Table 5.4 below shows that number of persons per household requiring employment were 1.89 for the target group whereas it was 1.38 for the non-target group. This average was more among the participating households than among the non-participating households in the target as well as non-target groups as seen below :

Table 5-4  
Feature of the work force 5

Item	Target group	Non-target group	Target plus Non-target group
1	2	3	4
Percentage of adult population requiring employment	61.2	37.4	48.1
Persons per household requiring employment	1.89	1.38	1.63
Persons per household requiring employment at selected EGS works	0.30	0.29	0.30
Percentage of persons who received employment			
(a) at the selected EGS works to those requiring employment	16.1	21.1	18.2
(b) at other EGS works	24.5	32.1	27.7

4. This is based on the actual days spent on different activities by the adult members of the household during the calendar month preceding the date of enquiry in each of the four rounds. Those members of the household not requiring E.G.S. employment were not considered. For the rest of the adult members of the households, the requirement of unskilled wage employment was work out as below :

(i) Number of days of employment in own farm establishment;

(ii) No. of days of employment in private farm/establishment and other public works;

(iii) No. of days not employed due to illness, holidays, fairs/ festivals etc.

The total of (i), (ii) & (iii) was deducted from the total number of days in a month in each of the four rounds to arrive at the final figure of requirement of unskilled wage employment.

5. Refer Appendix Table 5.2.

(b) *Adult population receiving employment*:—The above table shows that the number of persons per household who received employment on the selected EGS works was although, by and large, the same for the households in the target group as well as in the non-target group; this average was higher (0.66) among the participating households in the non-target group than in the target group (0.31). The same pattern was noted in regard to number of persons per household receiving employment on other EGS works. It is also indicated from Table 4.5 that whereas among the target group, 16 per cent of the persons requiring employment had received employment on selected EGS works, this percentage was higher at 21 for the households in non-target group. In case of other EGS works also 24.5 per cent of the persons requiring employment in the target group had received employment as compared to 32.1 per cent for the non-target group. This confirms the finding made earlier in this Chapter that EGS has catered more to the non-target groups than the requirements of the target groups.

5.10 The record of mandays of the employment activity-wise, as observed from Table 5.5 below, shows that while EGS could meet only 43 per cent of the requirement (in terms of mandays of employment required) of the target group, that of the non-target group was met to the extent of 51 per cent.

TABLE 5.5  
Pattern of employment provided under E.G.S.  
to Target and Non-target Groups

Sl. No.	Item	Target Group	Non-target Group
1	2	3	4
1.	Percentage of mandays of employment provided under EGS to the man days of employment required	43.1	51.1

TABLE 5.6

Employment required vis-a-vis Employment received

No. of days of wage employment required in 4 months	Percentage of members (or workers) requiring wage employment †	Percentage of mandays of employment actually received to the mandays required	Percentage share of employment received	
			On E.G.S.	On other works
1	2	3	4	5
Upto 30	59	34	9	91
31—60	27	37	29	71
61—90	11	63	70	30
91—120	3	80	93	7
ALL CLASSES	100	47	25	75

6. Mandays employment required minus employment received under E.G.S.

7. Refer Appendix Table 5.3.

1	2	3	4
2.	Percentage share of mandays of employment provided by selected EGS works	54.6	44.4
3.	Balance of "Unemployment" mandays to the total mandays in 4 reference months	14.5	11.7
4.	Percentage of mandays spent on EGS by the households to their total mandays in 4 reference months	11.1	12.2

5.11 In spite of employment provided under EGS, the balance of 'unemployed'<sup>6</sup> mandays formed about 14.5 per cent of the total mandays during 4 reference months in case of target groups whereas in the case of the non-target groups this percentage was only 11.7. While 12.2 per cent of the total time (in terms of mandays) during the 4 reference months was spent by the households belonging to the non-target groups on E.G.S. works, this percentage for the target group households was 11.1.

*Employment required vis-a-vis employment received*  
(by groups of length of employment)

5.12 Data were collected in respect of the period of wage employment actually provided under E.G.S. to persons requiring employment (48 per cent of the total adult population). These persons were classified into four groups of length of employment required, viz. upto 30 days, 31 to 60 days, 61 to 90 days and 91 to 120 days during the four reference months.<sup>7</sup> Table 5.6 shows that about 59 per cent of the members requiring wage employment needed only 30 days of employment in 4 months i.e. one day in every four days. Another 27 per cent of the members requiring wage employment needed between 31 to 60 days of employment in 4 months i.e. 2 days in every 4 days. Out of the rest 14 per cent, wage employment for 61 to 90 days was needed by 11 per cent and the remaining 3 per cent for more than 90 days in 4 months i.e. more than 3 days in every four days:

5.13 It is seen that the proportion of employment received from E.G.S. works varied in proportion to their requirement. (Column 3 of Table 5.6). However, for all classes, the requirement fulfilled was of the order of 47 per cent. It was further noticed that the highest percentage of requirement which was met belonged to the class '91-120' days and least in case of those in class upto 30 days. The E.G.S. works were of real significance to the group who needed work most as these had proportionately less of private work (farm/non-farm) and other work. E.G.S. had provided 93 per cent and 70 per cent of the work to those who needed most i.e. 91-120 and 61-90 days wage employment respectively. In case of those who needed employment for short period i.e. upto 30 days

and 31 to 60 days in 4 months, the percentage of work provided by E.G.S. was rather insignificant viz. 9 and 29 per cent, respectively. They had got employment mainly on other works as seen in Table 5.6.

5.14 It was also noted that average wages earned per day were 18 per cent higher on E.G.S. works than on 'other work'. These wages did not vary for those working for longer or shorter periods on one or the other kind of work.

#### Inter-Taluka Variations

5.15 The inter-taluka variations<sup>8</sup> in respect of the above features have been summarised in Table No. 5.7 below :

TABLE 5.7  
Number of members requiring wage employment per person mandays of employment required and received and wage rate in different Talukas/Blocks

Taluka/Block	Members requiring wage employment (Number)	Per person mandays of employment required in 4 months	Per person mandays of employment received in four months on various works and wage rate							
			E.G.S. Works					Other than E.G.S. works	Wage rate (Rs.)	Total of EGS and other than EGS works
			Selected EGS	Wage rate (Rs.)	Other E.G.S.	Wage rate (Rs.)	Wage rate (Rs.)			
1	2	3	4	5	6	7	8	9	10	11
Baglan	6350	24	6	2.99	8	2.77	2.86	56	2.38	70
Kalvan	5104	31	8	2.71	9	2.78	2.74	44	2.43	61
Barshi	10712	33	3	2.37	7	2.58	2.52	49	2.34	59
Karmala	5712	33	7	2.49	10	2.60	2.55	36	2.47	53
Georai	7756	30	8	2.80	16	2.89	2.86	59	2.86	83
Ambejogai	8404	26	3	2.86	16	2.91	2.90	46	2.17	65
Salekasa	8983	35	5	2.88	5	2.90	2.89	27	2.03	37
Sakoli	10329	40	4	2.88	7	2.66	2.74	48	2.10	59
TOTAL	63350	32	5	2.76	10	2.78	2.77	46	2.35	61

#### Factors favourable to participation

5.16 In order to appreciate the factors that had attracted the households to EGS works, questions eliciting reasons for participation as well as non-participation to any E.G.S. works were put to the households. Ranking was done on the basis of the responses in order of importance of the factor as found favourable by the participants.<sup>9</sup> Summary Table 5.8 shows that while participating households (53 per

cent) considered better wages as the primary reason for participation on the EGS work, the non-participating households (55 per cent) mentioned 'No other work available' as the foremost reason for participation without any variation between households belonging to target or non-target groups. The other reasons given were (i) work close to the village, (ii) availability of continuous work, (iii) timely payment of wages, and (iv) work not hard :

TABLE 5.8  
Factors favourable to participation on E.G.S. works in order of importance

Reasons for participation	Order of importance for		
	Participants	Non-participants	All
1	2	3	4
Better wages	1	2	1
No other work available	3	1	2
Close to village	2	3	3
Availability of continuous work	4	5	4
Timely payment of wages	5	6	6
Work not hard	6	4	5

8. Refer Appendix Tables 5.4 to 5.6.

9. Refer Appendix Table 5.7.

5.17 However, in case of landless agricultural labourers, different order of importance of these factors between the participating and non-participating households was observed. For the participants, the major attraction was better wages but for the non-participants (i.e. those who did not find employment

on selected EGS work) it was the 'absence of other work'.

*Factors unfavourable to participation*

5.18 An attempt was also made to obtain the views of the non-participating households separately. These have been rendered in order of importance in table below :

TABLE 5.9  
Factors not favourable for participation

Reasons for non-participation	Rank for			
	Cultivators	Percentage reporting	Landless agricultural labourers	Percentage reporting
1	2	3	4	5
(i) Adequate work on own farm/establishment . . . . .	1	49	8	3
(ii) Employment available elsewhere . . . . .	2	10	2	17
(iii) EGS work at distance . . . . .	3	6	6	5
(iv) Hard work . . . . .	4	5	5	9
(v) Aversion to unskilled work . . . . .	4	5	4	10
(vi) Wages paid daily by cultivators . . . . .	5	4	1	21
(vii) Better wage elsewhere . . . . .	6	3	3	13
(viii) Work refused by Mukadam . . . . .	7	2	7	4
(ix) Delay in wages . . . . .	8	1	6	5

5.19 It is evident from the above table that the landless agricultural labourers were more concerned about "daily payment of wages" which, however, was not a material factor weighing with the cultivators. This factor needs further probing. It implies that the landless agricultural labourers who did not participate were essentially those who were living hand to mouth and could not afford to wait for the wages to be paid after a week, 10 or 15 days of their participation on EGS works despite knowledge of 'better wages' on EGS works. A view has to be taken whether a major shift of policy is called for on the part of State Government to ensure better participation from this section of the target group by arranging payments daily instead of weekly.

*Behaviour and Pattern of Labour attendance at EGS works*

5.20 During the course of 4 rounds of inquiry, detailed information, particularly relating to employment, wages offered and occupation, pattern of labour attendance etc. was collected from the Muster Rolls maintained by the implementing agencies of selected 25 EGS works in progress in respect of 19006 workers. The analysis<sup>10</sup> shows that 45 per cent of workers had come from the work site villages and another 26 per cent from the villages situated within a radius of 5 kms. from the work site villages. The remaining 29 per cent were from longer distance. The position was by and large the same among males and females and among different age groups. Among the workers at aggregate levels, 45 per cent were males and 55 per cent were females.

The other highlights of the analysis are :

- (i) Proportion of workers coming from longer distances (beyond 5 kms) diminished slightly

with the increase in age (that too in 61 and above age group), although sex-wise no such difference was observed. From this it can be inferred that it was the age and not the sex factor which influenced workers to move out to longer distances in search of wage employment.

- (ii) There was no evidence that small and medium cultivators and agricultural labourers trekked relatively longer distances than the bigger cultivators for earning wages at EGS works. In fact, in some districts like Nashik and Beed belonging to the higher group cultivators had also travelled longer distances, viz. 3-5 kms. and 5-6 kms., respectively for wage employment.
- (iii) Although size of work was directly proportional to the 'man-days' of employment, there was no indication of any influence on labour participation insofar as the distance as a factor was concerned.
- (iv) Distance was also not a factor influencing abstention from work and the output of a worker.
- (v) The rate of abstention per household from work was higher amongst the non-target group (16 to 38 person weeks) compared to those in the target group (21 to 27 person weeks).
- (vi) The non-target group comprising cultivators from higher holding size (6 to 8 hectares and above) and those with occupation other than landless agricultural labour had received more employment (an average of 2.5 and 2.8 members) respectively in the

10. Appendix Tables 5.8 to 5.32 for details.

higher holding groups as mentioned above and 1.6 members from agricultural labour group. On the other hand, from the target group, 1.8 to 2.1 members had received employment in the selected districts. In spite of higher rate of abstention in the non-target group households, the total average earnings were relatively more within the range of Rs. 220-467, compared to earnings of the target group households which were in the range of Rs. 249-330.

- (vii) The total wage earnings of a households from where only one person had received employment, on an average, was Rs. 100. It was Rs. 101 to 500 in case of those households who had sent two persons to work. But the wage income was disproportionately higher (Rs. 501 to Rs. 1000 and Rs. 2001) and above in case of those households where 3 to 6 persons had received employment.
- (viii) It was also seen from the Muster Roll data in case of 12 per cent of the households (employed on selected E.G.S. Works), 3 persons from each households had mustered 31 per cent of the total attendance at those works and shared about 32 per cent of the total wages disbursed during the period of observation.

5.21 The above observation indicates the need to impose some sort of restriction on the number of members per household which could be offered employment on E.G.S. works to ensure that the benefits of wage employment reached equally to all groups of households.

*The Pattern of utilisation of the EGS wages earned by the Worker Households*

5.22 The impact of the EGS earnings on the monthly expenditure on various items of consumption

including marriage, festivals, education, health, purchase of valuable or durable or occupational assets or improvements to houses etc. was also assessed. The same set of selected households—participating as well as non-participating—from the target as well as non-target groups were contacted in each of the 4 rounds. The households participating or non-participating who did not earn any EGS wages during 4 reference months were classified against '0' per cent<sup>11</sup> and served as 'control group' to assess impact of EGS earnings on the consumption pattern. For purpose of analysis the households were classified in relative terms of their cash earnings under EGS to total earnings from all sources. The results of the analysis, as evident from Table 5.10 shows that :

- (i) Whereas 22 per cent and 26 per cent of the 'control' households from the target and non-target group respectively had reported increase in their monthly expenditure on 'food' items, these percentages were 38 and 39 among the EGS wage earning households from both the groups, respectively.
- (ii) Of the EGS wage earning households reporting increase in the monthly expenditure, 63 per cent and 65 per cent respectively from target and non-target groups attributed the increase in expenditure to the EGS earnings notwithstanding the general price rise.
- (iii) The proportion of households reporting an increase in expenditure was much higher in case of EGS participants (having EGS earnings above 30 per cent of the total earnings) belonging to target and non-target groups. This was more significant in items of food and clothing than for other items.
- (iv) The increase in expenditure on education and entertainment was observed only in case of non EGS participating households.

TABLE 5.10

Proportion of households reporting increase in monthly expenditure due to E.G.S. earnings

Class of household	Percentage of households reporting increase in		Of households reporting increase percentage attributing the increase to EGS earnings	
	Food	Clothing	Food	Clothing
<b>A. Target Groups</b>				
Control Group	22	19	—	—
EGS wage earnings	38	24	63	52
<b>B. Non-target Groups</b>				
Control Group	26	25	—	—
EGS wage earnings	39	28	65	54

*Pattern of Repayment of loans through EGS earnings*

5.23 For the analysis of data on indebtedness, the households were classified according to number of man-days of employment received on EGS works during the

period of 4 months<sup>12</sup>. Non-participating households and those who did not receive employment under EGS even for a single day were classified under 'Nil' which served as control. It is observed that the position

11. Refer Appendix Table 5.33.

12. Refer Appendix Table 5.34.

regarding the repayment of loans had marginally improved in respect of target groups whereas in case of non-target group it was about 5 per cent with the increase in the period of EGS employment received (except in the employment size of 151-200 man days for the target group). Considering the overall position, 17 per cent of the repaying households in the target group had repaid about 4 per cent of their loan through EGS earnings while in the non-target group, 11 per cent of the repaying households could pay only to the extent of 2 per cent of their loan through EGS earnings.

#### Utilization of EGS wages for the acquisition of Farm/Household/Financial Assets

5.24 The study covered 19187 households belonging to target group and 19592 households of

Non-target group<sup>13</sup>. It is observed from Table No. 5.11, that about 7 per cent of the target group households (861) who had not received any employment in EGS had reported having acquired farm assets such as land equipment/machinery, etc. while this percentage was 19 (2630) among the corresponding non-target group of households. Considering these percentages as the proportions of 'Control Group' of households acquiring farm assets without any earnings from EGS, there was only a marginal improvement in such a proportion for the participating households both among target and non-target groups. However, among the households reported to have acquired farm assets, the percentage of those who acquired assets through EGS earnings improved generally with the increase in the period of employment received except for the employment group above 200 days both in the target and non-target groups.

TABLE 11  
Proportion of households reporting formation of assets through EGS wage earnings

Class of household	Percentage of households reporting assets formation		Of the households reporting assets percentage attributing it to EGS earnings	
	Farm assets	Household assets	Farm assets	Household assets
1	2	3	4	5
<b>A. Target Group</b>				
(i) Control	7.0	1.9	—	—
(ii) EGS workers	7.3	1.7	26.2	46.2
<b>B. Non-target Group</b>				
(i) Control	18.8	5.1	—	—
(ii) EGS workers	19.7	4.8	16.2	27.6

5.25 It is also evident that among the participating households acquiring household and financial assets in the lower employment group, the percentage of those acquiring such assets through EGS earnings was comparatively more than the corresponding percentage for those acquiring farm assets. This shows that those who received employment of longer duration had tended to utilise their earning for acquiring 'farm assets' whereas others engaged for shorter duration tended to acquire household assets. Among the households from the target as well as non-target groups reporting utilisation of EGS earnings for acquiring farm assets, between 60 to 70 per cent of households had purchased bullocks or other livestock (including milch cattle), another 15 per cent purchased agricultural implements, about 4 to 6 per cent had purchased bullock carts and the remaining households on purchase of agricultural land (4 per cent), pumpsets with electric motors, digging of wells, farm building etc. (4 per cent)<sup>14</sup>.

5.26 It has been further observed that only 2 per cent of the households in target group and 5 per cent in non-target group had reported utilisation of their

EGS earnings on purchase of household assets<sup>15</sup>. One-third of these households had spent on residential buildings, 25 per cent had purchased utensils and about 10 to 11 per cent had spent on purchase of bicycles.

5.27 Regarding utilisation of EGS earnings for investment in the financial assets<sup>16</sup>, only 1.2 per cent and 4.6 per cent of the households in target and non-target groups respectively had reported such investment on General Provident Fund, Postal Savings (including Cumulative Time Deposit, Savings Account, National Saving Certificates), shares of Cooperative Society, Life Insurance and Gold Ornaments as the items for investment.

5.28 The above data suggests that a fraction of the EGS wages was utilised by workers on items other than food and clothing. It would be worthwhile for the authorities to consider a scheme under which a small portion of the wages earned by them is credited to their individual accounts in some financial institution. This amount could be returned to the workers in due course in the form of milch cattle, bullock, sewing machine, etc., to serve them as a source of self-employment.

13. Refer Appendix Table 5.35.

14. Refer Appendix Table 5.36(A).

15. Refer Appendix Table 5.36 (B).

16. Refer Appendix Table 5.36 (C).



## CHAPTER VI

### BENEFITS FROM E.G.S. IN RESPECT OF CREATION OF ASSETS

The principal aim of EGS is the creation of durable and productive assets through employment generation. This type of capital formation by putting disguised/unemployed labour to work is well recognised by social scientists. In this Chapter an attempt is made to assess the impact of completed works under the EGS through an offer of various programmes so far as selected user households are concerned. These households were those cultivators whose lands were benefited from the productive assets created by the EGS works. The assets created under the EGS include (i) minor irrigation tanks, (ii) percolation tanks, (iii) contour bunding, (iv) rivulet (Nalla) bunding, (v) terracing, and (vi) land development works. The benefits envisaged under these assets were viewed in terms of items which were measurable in their impact on households like changes in cropping pattern, augmentation in production, additional employment, asset formation and changes in consumption pattern as a result of income gains from increased production (or otherwise). These may be taken as direct benefits. Other less tangible or indirect benefits, though equally significant in the development process were not taken up for evaluation. In order to study the impact of the assets created under the programmes selected households were contacted in all the 8 Talukas in the four districts studied. The Procedure adopted for selection households/works has been earlier outlined<sup>1</sup>.

#### *Characteristics of the User Households and Extent of Impact*

6.2 The total number of 2051 user households were listed for 66 completed works selected for the Study. The sample of 834 user households obtained for the purpose of the Study was as high as 41 per cent of those in the frame i.e. the list of full sets of beneficiaries. Due weight was given to the different land holding size groups in the total population while selecting sample households. The results based on sample households had been blown up for the total user households and as such the findings precisely represent the picture of the entire population.

6.3 It will be seen from the distribution of user households by selected Talukas as given in Table 6.1 below that there were 1058 households in Baglan Taluka out of the total of 2051 households. In this Taluka, as many as 959 households had benefited from land development works alone since this type of work was dominant there and number of beneficiaries for work was extremely large. In the other Talukas, however, there was the usual pattern of a limited number of beneficiaries from the different categories of selected works.

TABLE 6.1

Distribution of user households by Talukas

Taluka	Total number of user households reporting
1	2
Baglan . . . . .	1058
Kalvan . . . . .	64
Barshi . . . . .	393
Karmala . . . . .	245
Georai . . . . .	53
Ambejogai . . . . .	93
Salekasa . . . . .	108
Sakoli . . . . .	37
Total . . . . .	2051

6.4 The distribution of user households by type of assets created shows that out of 2051 households, 1073 (52.32 per cent) belonged to user category of land development assets, 538 (26.23 per cent) to percolation tanks, 241 (11.75 per cent) to contour bunding and terracing, 146 (7.12 per cent) belonged to minor irrigation tanks and only 53 households (2.58 per cent) to Nalla (rivulet) bunding. All the 2051 user households had cultivation as their principal or subsidiary occupation. As such, the assets created were of the nature that could be utilised by the agriculturists. The distribution of these households by their principal occupation is given below :

TABLE 6.2

Distribution of User Households by Principal Occupation

Principal occupation	No. of user households	Percentage to total
1	2	3
1. Cultivator . . . . .	1864	90.88
2. Agricultural labour . . . . .	128	6.24
3. Services . . . . .	48	2.34
4 Others . . . . .	11	0.54
Total . . . . .	2051	100.00

6.5 It will be noted that as many as 91 per cent of the user households belonged to the category of cultivators, the next important category being agricultural labourers who formed about 6 per cent.

6.6 Disaggregating the cultivator households by the size of operational holdings, it was observed that the benefits of EGS assets had gone, to a large extent, to the medium and big farmers. The small and marginal

1. Refer Chapter III.

farmers constituted only 21 per cent of the user households, as indicated in the following table :

**TABLE 6.3**  
Distribution of User Households by their size of Operational Holding

Size of Holding Group	No. of user households	Percentage to total	Percentage as per agricultural census (1970)
1	2	3	4
Upto 2 hecets.	440	21.45	34.32
2—5 hecets.	792	38.62	30.69
5—10 hecets.	526	25.65	21.05
10. hecets. and above	293	14.28	13.94
<b>TOTAL</b>	<b>2051</b>	<b>100.00</b>	<b>100.00</b>

6.7 An analysis of benefits flowing to different social classes revealed that about 5 per cent of the total user households belonged to Scheduled Castes and another 5 per cent to Scheduled Tribes. The others constituted about 89.37 per cent of the total beneficiaries of the assets created. The table below indicates

the actual number of user households belonging to different social strata :

**TABLE 6.4**  
(Distribution of User Household by Social Strata

Caste	No. of user households	Percentage to total
1	2	3
1. Scheduled Castes	112	5.46
2. Scheduled Tribes	106	5.17
3. Others	1833	89.37
<b>TOTAL</b>	<b>2051</b>	<b>100.00</b>

6.8 Since the assets created under the EGS related mainly to the irrigation and land development schemes, a study was also made regarding the extent of area benefited through the creation of these assets. The user households (2051) reported a total of 11921.42 hectares under their total operational holdings. This worked out to an average of 5.81 hectares of operational holdings of the user households. The data given in the table below revealed that of the total operational holdings of the respondents, as much as 35.50 per cent of the area was benefited by one asset or the other which was a significant improvement :—

**TABLE 6.5**

Number of respondents reporting the area of their operational holding benefited by the different assets created by E.G.S.

Taluka	Category of selected works	No. of works	Cost Rs. '000'	No. of user households benefited	Total operational holding of user households	Area benefited (hecets.)	Percentage area benefited	Cost per hectare of benefited area (Rs.)
1	2	3	4	5	6	7	8	9
All Talukas together	1. Minor irrigation tank	3	1912	146	1301.58	122.58	9.42	15,598
	2. Percolation tank	17	3044	538	4349.83	1420.35	32.65	2,143
	3. Contour bunding & terracing	23	214	241	1940.72	893.66	46.05	239
	4. Nalla bunding	11	142	53	286.21	66.46	23.22	2137
	5. Land development	12	741	1073	4043.07	1728.89	42.76	429
<b>TOTAL</b>		<b>66</b>	<b>6053</b>	<b>2051</b>	<b>11921.41</b>	<b>4231.94</b>	<b>35.50</b>	<b>1,430</b>

6.9 It was reported that 46.05 per cent of the total operational holding area of 241 households had benefited by contour bunding and terracing. The largest group of respondents (1073) had derived benefit from land development works since 42.76 per cent of the area of their holding was covered by this programme. Another 538 households reported that 32.65 per cent of the area under their holdings was benefited by percolation tanks. In terms of the extent of area benefited, the activity of land development works and percolation tank was far more important, these together reporting 3149.24 hectares of area out

of a total of 4231.94 hectares benefited under all categories of works. About 23 per cent of the area possessed by 53 respondents was benefited by Nalla bunding. Benefit derived from minor irrigation tanks was of the order of 9.42 per cent of the total area held by 146 user households.

6.10 Looking into cost per hectare of benefited area, it was by and large reasonable except perhaps the cost for minor irrigation tanks which came to Rs. 15598, being almost three times the normal cost

per hectare for any minor irrigation work. The table below presents the picture of area benefited by the

assets vis-a-vis the size of operational holdings of the respondent households:

TABLE 6.6  
Area benefited by E.G.S. assets of the User Households

Size of operational holdings	No. of user households	Total operational holdings of the households in the size group (Hect.)	Area benefited by all categories of assets (Hect.)	Percentage of area benefited in each category
1	2	3	4	5
Upto 1 hect.	139	90.39 (0.76)	70.26 (1.66)	77.73
1—2 hect.	301	459.57 (3.85)	312.98 (7.40)	68.10
2—5 hect.	792	2720.34 (22.82)	1109.43 (26.22)	40.78
5—10 hect.	526	3702.70 (31.06)	1398.78 (33.05)	37.78
10—20 hect.	226	3158.10 (26.49)	970.40 (22.93)	30.73
20 hec. and above	67	1790.32 (15.02)	370.09 (8.74)	20.67
<b>TOTAL</b>	<b>2051</b>	<b>11921.42</b> <b>(100.0)</b>	<b>4231.94</b> <b>(100.0)</b>	<b>35.50</b>

6.11 It will be seen from the above table that although 77.73 per cent and 68.10 per cent of the area of the households belonging to operational holding size groups upto 1 hectare and 1 to 2 hectares respectively, had been the most important beneficiaries by one or the other EGS assets, yet their actual share together in the total benefited area by all categories of assets was barely 9 per cent.

Compared to this, the benefited area in case of large cultivators in size group 10 hectares and above was 32 per cent of the total. This is consistent with the observations made earlier in paragraph 6.7

6.12 The data on area benefited by the EGS assets have also been tabulated taluka-wise and are presented below :

TABLE 6.7  
Area benefited by the E.G.S. assets of the User Households of the selected Talukas

Taluka	No. of household whose area benefited	Total holdings of the households (Hect.)	Area benefited out of col. 3 (Hect.)	Percentage col. 4/3	Average per household by		Average size of holding (Agriculture Census, 1970)*
					Size of holding (3/2)	Area benefited (4/2)	
1	2	3	4	5	6	7	8
Baglan	1058	4184.70	1734.17	41.44	3.95	1.64	4.46
Kalvan	64	351.18	160.08	45.58	5.19	2.50	4.24
Barshi	393	3687.52	957.51	25.97	9.38	2.44	5.36
Karmala	245	2281.14	883.05	38.71	9.31	3.60	7.94
Georai	53	436.67	83.11	19.03	8.24	1.57	6.15
Ambejogai	93	632.62	215.33	34.04	6.80	2.32	5.82
Salekasa	108	267.78	148.99	55.64	2.48	1.38	2.28
Sakoli	37	79.81	49.70	62.27	2.16	1.34	1.93
<b>TOTAL</b>	<b>2051</b>	<b>11921.42</b>	<b>4231.94</b>	<b>35.50</b>	<b>5.81</b>	<b>2.06</b>	<b>5.65</b>

\*Col. 8 gives the average size of holding as per agriculture census which compares well with the overall average per user household of size of holding as in Col. 6.

6.13 The table above reveals that the percentage of the area benefited by the EGS assets had been higher in Sakoli and Salekasa Blocks (Bhandara district), whereas it was fair in Kalvan and Baglan (Nasik district) but lowest in Georai (Beed district) and Barshi taluka (Solapur district). Data when examined on the basis of area benefited by EGS assets per household for each one of the talukas, show that the average area benefited per household was highest in Karmala (3.60) in Solapur district, followed by Kalvan (2.50) in Nasik district, Barshi 2.44 in Solapur district and Ambejogai (2.32) in Beed district. The average area benefited per household was at

lowest level in Sakoli and Salekasa Blocks (Bhandara district).

#### Impact on Cropping Pattern and Production

6.14 One way of appraising the general benefits of the various assets created under EGS is to examine the extent of increase in cultivated area and the changes in cropping pattern of the user households. The following table gives the impact of the EGS assets on important crops as observed in the year 1975-76 compared to the previous year 1974-75.

TABLE 6.8  
No. of households reporting impact of EGS assets on important crops

Season/Crop	No. of households growing the following crops									
	Irrigated area					Total operated area sown				
	Total HHs.	More	Less	Same	As new crops	Total HHs.	More	Less	Same	As new crops
1	2	3	4	5	6	7	8	9	10	11
<i>Kharif</i>										
Paddy . . . . .	596	152	28	191	225	674	132	34	312	196
Jowar . . . . .	76	16	1	29	30	402	159	58	81	104
Tur . . . . .	10	1	—	7	2	523	151	93	189	90
Other pulses . . . . .	—	—	—	—	—	698	214	164	187	133
Onion . . . . .	576	144	137	212	83	566	144	136	202	84
Condiments . . . . .	144	17	16	99	12	552	187	98	163	104
Chillies . . . . .	265	67	44	74	80	265	67	44	74	80
<i>Rabi</i>										
Wheat . . . . .	998	491	97	197	213	1125	540	128	231	226
Jowar . . . . .	341	115	56	169	1	687	291	141	241	14
Gram . . . . .	220	34	11	45	131	413	88	42	147	136
Oilseeds . . . . .	15	4	4	5	2	557	131	62	324	40
<i>Perennial</i>										
Sugarcane . . . . .	409	119	29	158	102	398	119	27	143	109

6.15 It was observed that 816 user households had started growing new crops like paddy, wheat, gram, sugarcane, onions and chillies since 1975-76. The impact of EGS assets had reflected in higher agricultural production rather than any sizeable increase in area under cultivation of different crops. Out of 2051 user households, as many as 1427 households had reported increase in production primarily due to the utilisation of assets created through EGS works. The table below shows the extent of increase in production as reported by the user households :

TABLE 6.9  
Number of households showing the extent of increase in production due to EGS works<sup>2</sup>

Per cent increase in production	No. of households
1	2
Upto 5 per cent . . . . .	548
5—10 per cent . . . . .	685
10—25 per cent . . . . .	360
25—50 per cent . . . . .	74
Above 50 per cent . . . . .	63

2. The number of households may not add upto 1427 due to their clubbing for minor crops.

6.16 It will be seen that out of 2051 households, 1593 households or 77.6 per cent had reported increase in production to the extent of 25 per cent. This was quite creditable since it had been achieved in a short period of one year. Also as many as 816 cultivators had taken to raising of entirely new crops. Thus EGS had given them both a technical and economic exposure to achieving higher production possibilities.

6.17 However, 1215 user households had also attributed increase in production to such other factors as timely and adequate irrigation, improved seeds, better application of fertilisers and manures, use of pesticides and adoption of other land improvement measures. This implies that the supplemental role of EGS accounted for 41 per cent of total increase in production reported in the benefited area.

6.18 The number of user households reporting increase in agricultural production on their operational

holdings due to assets created under EGS Taluka-wise are presented in the table below :—

TABLE 6.10

Number of households reporting increase in the agricultural production due to EGS assets on their operational holdings

Taluka	Total No. of User households reporting	No. reporting increase in production	Percentage Col. 3/2
	2	3	4
Baglan . . . . .	1058	1037	98.0
Kalvan . . . . .	64	50	78.1
Barshi . . . . .	393	29	7.4
Karmala . . . . .	245	117	47.8
Georai . . . . .	53	18	34.0
Ambejogai . . . . .	93	50	53.8
Salekasa . . . . .	108	95	88.0
Sakoli . . . . .	37	31	83.8
<b>TOTAL</b> . . . . .	<b>2051</b>	<b>1427</b>	<b>69.6</b>

6.19 It is revealed from the above table that about 70 per cent of the selected user households had reported increase in agricultural production due to the utilisation of EGS assets. Within the selected Talukas where the study was conducted, the highest number of households reporting increase had been from Baglan (98 per cent) followed by Salekasa (88 per cent), Sakoli (84 per cent) and Kalvan (78 per cent) whereas the lowest number had been from Barshi (7 per cent) in Solapur district for want of adequate storage in M.I. tanks and Percolation tanks.

*Assessment of benefits from Percolation tanks and Nalla bunds*

6.20 With a view to study the benefits accrued due to the completion of tanks and Nalla bunds under EGS, information was collected from the user households in respect of the number of wells and the water level before and after the commissioning of these works. The following table gives the information on the extent of availability of water in the wells that were located within a radius of 5 kms. from the EGS assets :

TABLE 6.11

Statement showing increase in the availability of water and addition of new wells

Distance from the selected E.G.S. works	Total No. of wells before commissioning	No. of wells not having water through-out or part of the year (before commissioning)	Out of wells in Col. 2, No. having water through-out the year after commissioning of EGS assets	No. of wells dug after the commissioning of EGS assets
1	2	3	4	5
Upto 1 km.	329	130	69	8
1—5 kms.	162	47	22	7
<b>TOTAL</b>	<b>491</b>	<b>177</b>	<b>91</b>	<b>15</b>

6.21 The selected user households had reported that there were 177 wells which were not having water throughout the year or part of it before the commencement of the EGS assets. The completion of 'per-

colation tanks' and 'Nalla bundings' had ensured regular availability of water throughout the year in case of 91 out of such 177 wells. The above table also reveals that the availability of water was better within a radius of 1 km. from the selected sources. Regular availability of water in the existing wells and rise in the water level had induced 15 households to construct new wells, 8 within a radius of 1 km. and 7 within 5 kms.

6.22 Data were collected from the selected user households on the extent of rise in water level in the irrigation wells located within a distance of 5 kms. from the selected EGS assets in the month of June, 1976 when the water level was supposed to be lowest. It was revealed that 284 wells had registered rise in the water level in the month of June whereas 'no rise' had been reported in case of 203 wells as compared with the water level in the corresponding months of the previous year. Of these 203 wells as many as 156 wells (103 from Barshi Taluka alone) had no rise in water level in any of the months from June, 1976 to April, 1977.

6.23 It was also noticed that the number of wells registering rise in water level in any of the months was more within a distance of upto 1 km. from the EGS assets than within 1-5 kms. About 10 user households had attributed rise in water level in 26 of their wells to favourable monsoon and not due to the selected EGS assets. One user household of EGS assets (percolation tank in Baglan taluka) reporting increase in the water level had sold water worth Rs. 700/- for irrigating an area of 2.24 hectares of land. This was an upcoming trend even in far flunged villages in the interior.

6.24 Data on the increase in the availability of water, addition of new wells and the extent of rise in water level were also tabulated for each of the selected Talukas. The table below presents the Taluka-wise data on the increase in the availability of water and addition of new wells after the commissioning of the EGS assets :—

TABLE 6.12

Statement showing increase in the availability of water and addition of new wells

Taluka	Total no. of wells before commissioning of the works	No. of wells not having water through-out the year or part of it (before commissioning)	No. having water through-out the year after the commissioning of EGS assets	No. of wells dug after the commissioning of EGS assets
	2	3	4	5
1. Baglan . . . . .	110	40	40	3
2. Kalvan . . . . .	20	17	17	1
3. Barshi . . . . .	132	43	—	3
4. Karmala . . . . .	157	50	32	6
5. Georai . . . . .	72	27	2	2
6. Ambejogai . . . . .	—	—	—	—
7. Salekasa . . . . .	—	—	—	—
8. Sakoli . . . . .	—	—	—	—
<b>TOTAL</b> . . . . .	<b>491</b>	<b>177</b>	<b>91</b>	<b>15</b>

6.25 The table above shows that all the wells reporting non-availability of water before the construction of assets in Baglan and Kalvan Talukas were having water throughout the year after the commissioning of the EGS assets. This had been a significant achievement. In Karmala Taluka, 60.4 per cent wells not having water earlier, had reported availability of water throughout the year. However, in Barshi Taluka none of the 43 wells had been benefited in this respect since no storage of water in the percolation tanks was possible due to scanty rains.

6.26 The number of wells showing rise in water level was also the highest in Karmala Taluka (115) followed by Baglan (110) and Georai (50). There were perhaps no wells in the selected talukas (namely, Ambejogai, Salekasa and Sakoli) nor had been any well constructed.

#### Change in Employment

6.27 Besides assessing the impact of EGS assets on production, information in regard to dimension of on-farm direct employment effects due to utilisation of EGS assets was also collected from the selected user households separately for hired and family labour. Data are presented in the following table :—

TABLE 6.13

No. of user households reporting increase in employment due to EGS assets<sup>3</sup>

Extent of employment	Total no. of HHs 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 brackets indicate increase in employment in terms of number of persons.)

6.28 The above table brings out that greater number of households had reported increase in employment on 'part-time' jobs. Furthermore, within this category, the increase in hired labour was more than four times that of family labour. More labour employment due to utilisation of EGS assets was noticed in the farm operation like sowing/seed-bed operation, irrigation, intercultural operations, harvesting, etc. Increase in hired labour employment, both in the type of part-time and full-time employment, is noteworthy. House-

holds not only had acquired more hired labour consequent to productive assets created on their farms but also offered their family labour on wages on works of non-agricultural nature.

6.29 The negative employment effect was also observed while studying the changes due to the utilisation of EGS assets. The following table gives the data on households reporting decrease in employment:—

TABLE 6.14

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

Extent of employment	Total No. of households reporting decrease in employment	Out of Col. 2 user Households reporting decrease in	
		Family labour	Hired labour
1	2	3	4
Full-time . . .	195	76 (91)	54 (1586)
Part-time . . .	224	179 (241)	46 (938)

(Figures in brackets indicate decrease in employment in terms of number of persons).

6.30 The decrease in the number of family and hired labour had been reported by the above households to the extent of 91 and 1586 respectively in case of full-time employment and 241 and 938 in case of part-time employment. The decrease in full-time employment was attributed to land remaining fallow due to rotation of crops and migration of members of the family. In case of hired labour, it was due to conversion of part-time labour into full-time as an impact of EGS works. However, the decrease in employment was insignificant compared to overall increase registered due to EGS works.

#### Changes in Consumption Pattern

6.31 The additional employment generated under EGS had obviously resulted in higher earnings to the user households. Consequently, a higher expenditure and upward change in the quality of various items of consumption was observed in case of user beneficiaries compared to the preceding month. The data collected in this regard are presented in the table that follows.

3. There was no provision in the questionnaire for obtaining the number of mandays of employment provided in the operational holdings of the users.]

TABLE 6.15

No. of households reporting increase in monthly expenditure and upward change in quality of consumption due to utilisation of EGS Assets

Consumption item	No. of households reporting					
	Increase in expenditure		Upward change in quality of consumption		Increase in expenditure and upward change in quality of consumption	
	Total	No. due to E.G.S.	Total	No. due to E.G.S.	Total	No. due to E.G.S.
1	2	3	4	5	6	7
Food . . . . .	428	128	11	—	9	—
Fuel . . . . .	17	4	4	4	4	4
Clothing . . . . .	683	228	332	245	149	141
Education Books . . . . .	380	101	64	58	50	44
Entertainment . . . . .	39	1	4	4	—	—
Marriage/festivals . . . . .	32	14	6	6	2	2
Purchase of durable goods . . . . .	4	1	2	1	2	1
Purchase of ornaments . . . . .	1	—	1	—	1	—
Remittances made . . . . .	15	—	—	—	—	—
Repairs/improvements . . . . .	318	54	2	—	1	—
Other items of expenditure . . . . .	95	8	1	1	1	1
<b>TOTAL number of households reporting upward change against any of the items of consumption</b>	<b>1186</b>	<b>427</b>	<b>382</b>	<b>283</b>	<b>213</b>	<b>191</b>

6.32 The above table shows that 1186 households had reported increase in their expenditure, 382 upward change in quality of consumption. In all 213 households reported both increase in expenditure and upward change in quality of consumption. Of these, the number of households attributing this change to EGS assets had been 427, 283 and 191 respectively. The table also reveals that 683 of the 1186 user households reporting change in any of the items, had increased expenditure on their clothing, while 428 households increased expenditure on food items, 380 on education and 318 on repairs and improvements of their dwellings. Out of these, the number of user households reporting increase in expenditure on clothing, food and education due to higher earning from

EGS had been 228, 128 and 101 respectively. The upward change in the quality of consumption had significantly been reported in food and clothing and on education of their children. This is a healthy trend, both in respect of better nutrition and development of skills through education.

#### Reduction in indebtedness

6.33 Increase in earnings due to utilisation of EGS assets had enabled the user households in repayment of their loans. The repayment of loan due to the increased earnings has been analysed by size of operational holdings in the following table :

TABLE 6.16  
Repayment of loan by the user households due to increased earnings

Size of operational holdings (hects.)	Total No. of user households	Repayment of Loan by user households				No. of households who did not borrow
		Increased earning from all sources		Increased earnings due to E.G.S. assets		
		No. of HHs.	Amount repaid (Rs.)	No. of HHs.	Amount repaid (Rs.)	
1	2	3	4	5	6	7
Upto 1 . . . . .	139	3	984	1	100	77
1—2 . . . . .	301	74	152090	65	150192	81
2—5 . . . . .	792	189	451345	147	431789	229
5—10 . . . . .	526	154	921620	116	883027	101
10—20 . . . . .	226	43	56542	6	10756	46
More than 20 . . . . .	67	17	34270	—	—	18
<b>TOTAL</b> . . . . .	<b>2051</b>	<b>480</b>	<b>1616851</b>	<b>335</b>	<b>1475864</b>	<b>552</b>

6.34 Of the total amount of loans of Rs. 1616851 repaid by user households, Rs. 1475864 came from the EGS works. Also out of 480 households repaying loans, 335 did so on account of increased earnings from EGS works. The table also reveals that majority of the households reporting repayment of loans had their operational holdings upto 10 hectares and had met the liabilities to the extent of 96 per cent out of the earnings from EGS assets. Of these, the most important beneficiaries were cultivators belonging to holdings size group 2—5 and 5—10 hectares.

#### Assets formation

6.35 The increase in earnings had helped the user households in the formation of various assets such as farm and household, including savings in banks etc. Out of 831 households reporting formation of different types of assets through all sources of earning, 558 had reported asset formation solely attributable to EGS earnings. The table below presents data on asset formation according to the size of operational holdings of the user households :

TABLE 6.17  
No. of households reporting formation of assets by size of operational holding

Size of operational holding	No. reporting formation of any type of assets					
	Through all source of earnings			Through E.G.S. earnings		
	No. of HHs.	Value of assets (Rs.)	Average per HH (Rs.)	No. of HHs.	Value of assets (Rs.)	Average per HH (Rs.)
1	2	3	4	5	6	7
Upto 1 hectare . . . . .	11	10003	909	8	7463	933
1—2 hectares . . . . .	105	119173	1135	74	83081	1123
2—5 hectares . . . . .	341	685305	2010	250	548805	2195
5—10 hectares . . . . .	259	689825	2663	199	409233	2056
10—20 hectares . . . . .	79	218461	2765	17	13387	787
20—and above . . . . .	36	171703	4770	10	10180	1018
<b>TOTAL</b> . . . . .	<b>831</b>	<b>1894470</b>	<b>2280</b>	<b>558</b>	<b>1072149</b>	<b>1921</b>

6.36 The above table reveals that the number of households reporting formation of assets through all sources of earnings as well as through earnings from EGS were concentrated in operational size group of 2-5 and 5-10 hectares. Small and marginal farmers (upto 2 hectares) were less in number reporting asset formation. The average value of assets formed per household shows that the marginal and small farmers had formed the assets worth Rs. 909 and Rs. 1135 per household through all sources of earnings. The average value of asset formation per household gradually increased with the higher size of operational holding of the household as seen in column 4 of table 6.17 above. The average value of assets formed through EGS earnings worked out by size of operational holding shows that the lowest average value of household assets related to the size group 10-20 hectares whereas the highest average value related to the size group 2—5 hectares. This is a healthy phenomenon. This shows that the households belonging to the size groups 2-5 and 5-10 hectares had highest surplus over current consumption needs from earnings from EGS works, resulting in higher asset formation.

#### Type of assets

6.37 The following table gives data on number of households reporting asset formation by type of assets

formed through the earnings from all sources as well as from EGS work.

TABLE 6.18  
Number of households reporting asset formation by type

Type of assets	No. of households reporting assets formation through	
	Earnings from all sources	Earnings from EGS
1	2	3
Farm assets@ . . . . .	762	516
Household assets* . . . . .	103	56
Other financial assets** . . . . .	107	86
Any of the three assets . . . . .	831	558

@Farm assets include bullocks, agriculture implements, bullock-carts, oil engine pumps, agricultural land, new wells or deepening of wells, milch cattle, farm buildings.

\*Household assets include residential buildings (new and renovation), furniture, radio, electric fittings, silver ornaments, etc.

\*\*Other financial assets include shares in sugar factories, savings in banks etc.



6.38 It may be seen that out of 831 and 558 households, reporting formation of any type of asset through earnings from all sources and through EGS earnings respectively, 762 and 516 households had reported formation of farm assets which had been given the highest priority.

#### *Other benefits*

6.39 In addition to the direct benefits flown to the user households through EGS assets, some indirect benefits had also accrued as a result of the utilisation of these assets. Certain indicators were formulated to study the indirect benefits based on the conditions prevailing in the selected areas. Due to more availability of fodder as agricultural product and by-product, 563 user households from all the four selected districts had reported purchase of additional heads of cattle. About 680 households had reported increased production of milk from the milch cattle due to better availability of fodder. It is interesting to note that out of the 563 households reporting purchase of additional cattle as many as 441 were users of land development works under EGS. Similarly, out of 680 households reporting increased production of milk, 552 households were users of land development assets. With the increased area under sugarcane cultivation, 438 user households of the selected area had also got themselves enrolled as members of the sugarcane cooperative factories. This build up of institutionalisation in rural areas is quite encouraging. With the technological changes, there was better utilisation of drought animals, agricultural implements and machinery which had been reported by 1253, 616, 804 user households, respectively. Similar responses were made in majority of the cases by the users of land development works.

#### *Complementary Investment*

6.40 The user households benefited by a few EGS works had not only augmented their earnings but some of them had also made complementary investment on

construction of wells and installation of pumpsets as will be seen in table below :

TABLE 6.19  
No. of households reporting formation of irrigation assets due to utilisation of EGS works

Distance from the selected EGS works (Kms.)	Households reporting construction of new wells		Households reporting installation of pumpsets	
	No. of HHS	No. of new wells dug	No. of HHs	No. of wells on which pumpsets fixed
1	2	3	4	5
Upto 1 Km.	6	6	18	18
1—5 Kms.	5	5	17	17
Above 5 Kms.	—	—	—	—
<b>TOTAL</b>	<b>11</b>	<b>11</b>	<b>35</b>	<b>35</b>

6.41 It is revealed from the table that the investment on above works was concentrated within a radius of 5 kms. from the selected EGS works. The investment was more noticeable within 1 km. radius of EGS works. Of the 35 households reporting installation of pumpsets on the wells after the commissioning of EGS works, 28 had attributed the investment due to rise in water level in their wells. This spatial aspect of EGS works needs to be borne in mind while locating rural works and distribution of benefits to as large a population as possible. It is interesting to note that none of the user households from Ambejogai, Salekasa, Georai and Sakoli Talukas had reported any investment in this regard. Six new wells out of a total of 11 were constructed in Karmala taluka and the remaining 5 wells were located in Baglan (3 wells), Kalvan (1 well) and Barshi (1 well). As far as installation of pumpsets was concerned, 23 out of 35 were installed in Baglan taluka, 7 in Barshi, 3 in Karmala and 2 in Kalvan.

## CHAPTER VII

### SUMMARY OF FINDINGS AND CONCLUSIONS

#### *Background*

The Employment Guarantee Scheme (EGS) of the Maharashtra Government was launched in May, 1972, but in view of the enormous programmes of scarcity relief which were under way till 1973-74 the first serious effort of organising EGS works were initiated after the State legislature had examined the scheme in 1974 and unanimously resolved in its favour. It accepted the responsibility to provide full employment to those who seek it as the major and fundamental objective of its fiscal and economic policy. In 1979 EGS was given the statutory status.

#### *Objective of the EGS*

7.2 The aim of the EGS is to provide gainful and productive employment; gainful to the individual and productive to the economy in approved works to all unskilled persons irrespective of sex in the rural areas, including the areas of 'C' Class Municipal Councils, who are in need of work and are prepared to do manual work but unable to find it on their own.

7.3 The guarantee of work is given at the district level but operationally effective at the Panchayat Samiti level. The participant has no choice of work or the area of work. Work is to be provided within 15 days of the receipt of notice of demand for work.

7.4 The scheme is designed to ensure that the labour is deployed to the extent possible on existing construction activities in the area and agricultural operations are not adversely affected. The EGS is not to be activated where work is available on plan and non-plan works in progress. Only productive works which result in the creation of durable community assets are permitted to be taken up under the scheme. The works relating to minor irrigation, soil conservation, land development, road development in hilly and inaccessible areas, plantation of trees along canal and road sides are some illustrations of such productive works. Works having the cost of unskilled element of more than 60 per cent of the total cost are permitted and have to be invariably executed departmentally (and not through any contractor) by various implementing agencies of the Government and Zilla Parishads.

7.5 Wages are linked with quality and quantity of output of work. The schedule of wage rate are so designed that an average person should be able to normally earn wages equal to the minimum wage for agricultural labourer in the lowest zone. This has been done to ensure that the operation of the scheme did not interfere with the labour supply for normal agricultural operations.

7.6 Blue-prints of productive works which could create community assets are prepared for each Panchayat Samiti. These are not only the means of proper advance planning of EGS works but also a mechanism for enforcing a discipline in the listing and selection of works based on their technical feasibility. The size of Blue-prints in terms of cost is restricted to Rs. 3 crores for each district.

7.7 A manpower budget of labour demand and supply is also required to be kept ready in order to have an estimate of the number of persons expected to attend public works. The scheme is financed through a separate fund called 'Employment Guarantee Fund'. In order to ensure close and effective liaison and continuous supervision over the programme, Committees for planning, direction, control, coordination and evaluation are required to be set up at the State, District and Panchayat Samiti levels. At the district level, Collector is in the overall charge of the scheme.

#### *Evaluation Study of EGS*

7.8 Considering the importance attached to the EGS in the State, the volume of funds committed to it and implications of the scheme, it was decided by the Deputy Chairman, Planning Commission and the Chief Minister of Maharashtra in February, 1975 that the scheme should be evaluated jointly on a concurrent basis by the Programme Evaluation Organisation of Planning Commission and the Directorate of Economics and Statistics, Maharashtra functioning as a team.

#### *Objectives of the Evaluation Study*

7.9 The objectives of the evaluation of EGS as agreed to by the Planning Commission and the Government of Maharashtra, were to

- (i) provide a description of the methods actually adopted in the field for obtaining the prescribed scheme objectives;
- (ii) assess how far the methods adopted were proving effective for the attainment of these objectives;
- (iii) analyse the factors on which the effectiveness depends;
- (iv) suggest action, if any, at Government, District or Taluka level, relating among other things to :
  - (a) coverage (aggregate and spatial),
  - (b) wage payment,
  - (c) coordination and administration,

- (d) identification of EGS works into sectoral plans as well as with local district plans,
- (e) release and utilisation of funds,
- (f) progress reporting and review.

7.10 In assessing the impact of EGS it was considered necessary to reach also a cross section of the rural community either as wage earners or as cultivators. The methodology adopted for the study was, therefore, directed towards the selection of E.G.S. works of twelve different categories.

7.11 The study was conducted in 8 talukas located in four districts, vis., Nashik, Solapur, Beed and Bhandara, where from 244 works and 3404 beneficiary households were selected. The sample was loaded in favour of target groups consisting of landless agricultural labourers and smallest size cultivators. The selected households were contacted in four rounds within a period of 7 months of slack season. In order to study the behaviour pattern of attendance of workers, Muster Roll abstract for 25 selected works were also obtained from the implementing agencies for the months of December, 1976 to May, 1977 and for a shorter period in working season 1977-78.

#### FINDINGS OF THE STUDY

##### *Planning and Progress of Works*

7.12 *Size of Blue-prints* : It was observed from the actual information collected for eight talukas that instructions regarding restricting the size of Blue-print for the district to Rs. 3 crores had been clearly ignored. The size of the Blue-print for Georai Taluka of Beed district and Barshi Taluka of Solapur district was very large in 1976 i.e. of Rs. 331 lakhs and Rs. 368 lakhs respectively but in rest of the six Talukas the size was much smaller and ranged from Rs. 157 lakhs in Salekasa to Rs. 207 lakhs in Sakoli (Bhandara district). In 1978 the size of Blue-prints varied from Rs. 163 lakhs to Rs. 432 lakhs.

7.13 It was noted that the maximum limits worked out for the Blue-print for the districts were too high (Solapur Rs. 4502 lakhs, Beed Rs. 3160 lakhs and Bhandara Rs. 3001 lakhs). It is, therefore, 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 the Blue-print should include invariably operative projects backed by certain degree of survey and scrutiny in regard to prima facie feasibility and desirability for implementation.

7.14 *Progress of works in Blue-prints* : Status-wise breakdown of works in selected Talukas shows that of the 3364 works as on 1st April, 1976, 1193 had already been completed by that date and another 1190 were listed but had not been started, 704 were in progress, 262 were temporarily stopped and remaining 15 had been abandoned after incurring some expenditure. While the position had improved considerably by 1st April, 1978 with regard to the number of works completed (2355), there were still a large number of works which had stopped temporarily (703) and those abandoned (25).

7.15 *Category of works* : The category-wise composition of 2355 completed works showed in aggregate a tendency of over-reliance on percolation tanks accounting for 53 per cent of the expenditure under EGS on completed works. However, it was noted that the works which were initiated under EGS itself, the position was different with percolation tanks having lower share (34.4 per cent) while the other works like nalla bunding, roads and forest works had gained considerably in importance.

7.16 Drawing on information collected through 1368 work schedules (filled in for works with EGS component more than Rs. 5000/-), it was found that the Blue-prints were composed of 47 per cent original EGS works, 31 per cent plan works and 21 per cent scarcity works. It was further noted that in case of 65 per cent of the scarcity works, EGS component to the total revised cost was more than half of the total whereas 15 per cent scarcity works were such that the entire cost was brought on to EGS.

7.17 *Financing of works* : It was observed that a large number of soil conservation works were financed through more than one source in the initial years, but in recent years canal centres and Minor Irrigation/Percolation Tanks had appeared as prominent items of works funded from more than one source.

7.18 *Revision of Estimates* : There had been revision in cost estimates in 92 out of 1368 plan and scarcity works to the extent of 200 per cent of the original estimates. Of the selected Talukas, more cases of revisions were noted in Karmala, Georai and Ambejogai. This had raised the cost per hectare of benefited area for various works.

7.19 The pace of expenditure on works which were taken up under the EGS at various times was quite slow. It was found that out of 1163 works which had been started, 273 had continued for more than a year. In case of 59 per cent of these works not even half of the estimated expenditure had been incurred.

7.20 The total expenditure incurred on completed works (2355) on 1st April, 1978 was Rs. 3.51 crores as against the expenditure of Rs. 11.09 crores on the works in progress (397) or temporarily stopped (703).

##### *Pace of progress of selected works.*

7.21 Current status of selected works (244) of different categories having EGS component of more than Rs. 5000 as on 1.4.1976 is summarised below :

(i) *Works not started* (38) It was observed that out of 38 different categories of works, 12 works could not be started as other public works were going on in the vicinity of their proposed location. Another 24 works had not been started due to delay in technical sanction of works and/or lack of equipment and administrative difficulties, like resistance from local powerful groups in the village particularly, with respect to soil conservation and land development works. However, the situation had improved by 1st April, 1978 insofar as 31 out of 38 works had been started.

(ii) *Works in progress* (87) Even by 1st April 1978, as many as 78 out of 87 selected works of

different categories that were in progress had not been completed. According to implementing agencies, the factors that had affected the speedy progress were (a) uncertainty in the availability of labour on continuous basis, (b) late/non-payment of compensation for the land acquired for works in 44 out of 70 cases even after a lapse of two years, (c) ban on payment of land compensation from EGS funds, (d) predominance of female workers, (e) non-availability of equipment like road rollers, water tankers, air compressors for irrigation works and explosives for blasting, etc.

For speedier completion of works, it is suggested that the Government 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 the department concerned as well as for strengthening of technical and supervisory staff.

(iii) *Works stopped temporarily* (24) It was observed that the works belonging to irrigation group (7) particularly in Bhandara district were stopped temporarily for lack of survey of feeder channels and canals, and late approval to the revised estimates of the cost of works in case of some percolation tanks located in Solapur and Nasik districts, since these were drawn up during the scarcity period about 4 years back. In case of works belonging to soil conservation group (14), the temporary stoppage was attributed to the one year period that was allowed to lapse after the work was completed in order to leave scope for carrying out minor repairs out of E.G.S. funds, if required after the rains. Inadequacy of technical staff was also reported as a recurrent reason for temporary stoppage of works.

It was noted that sanction for restart of works had been obtained in more than 50 per cent of the selected works. But the period earmarked for completion of the projects was kept open. It was noted that only an additional sum of about Rs. 2 lakhs had been spent even after a further lapse of two years during the period April, 1976 to April, 1978 which had resulted in the locking up of the substantial funds (nearly Rs. 20 lakhs) already spent on these works.

(iv) *Works abandoned* (15) It was observed that 15 works included in the Blue-print at the instance of some influential non-officials were abandoned as these were technically not feasible or due to submergence and non-availability of land. An expenditure to the tune of Rs. 3.75 lakhs had already been incurred on these works before abandoning them.

(v) *Completed works* (80) In contrast to the situation prevailing in regard to the works in progress, it was observed that 74 out of 80 works of different categories had been completed as per schedule or ahead of schedule. However, the unusual feature of these works was that some works were reported as completed even before the full estimated cost/costs had been incurred, so much so that less than 50 per cent of expenditure was incurred in case of 15 works

and 50 to 75 per cent in case of 11 works and 75 to 100 per cent in case of 44 works. But for 10 works, mostly belonging to soil conservation group, the expenditure incurred exceeded the estimated cost. On the other hand, in some cases savings had been reported as a result of reducing the scope of the works taken up due to various reasons.

#### *Female participation in work force*

7.22 Information obtained in regard to the proportion of females to males on the works in progress shows that there was predominance of females in 52 out of 87 selected works which included specially major and medium irrigation works, minor irrigation tanks and flood control works. It was comparatively less on works relating to the percolation tanks and road construction. In case of forest works, however, their participation was nil. The Muster Roll abstracts obtained in respect of 25 of the 87 works also showed female participation varying from 43 to 66 with an average of 57 per cent. Taluka-wise, the number of female workers was more than male workers in all except Baglan Taluka where several works had been given on 'agency' basis and women did not have free access to such works.

#### *Benefits realised from completed works*

7.23 It was observed that there was considerable variation in the extent of benefits realised from different categories of completed works. Work-wise benefits derived were as under :

(i) No benefit had been reported in case of two of the three selected minor irrigation works. In one case it was due to inadequate rains; (ii) nearly 50 per cent of the percolation tanks had not created any tangible benefits particularly in 2 Talukas, viz. Barshi and Karmala of Solapur District. There was, however, increase in the water level in 11 out of 17 existing wells; (iii) more than 70 per cent of the expected benefits had been realised from the contour bunding works although no change in the cropping pattern had been reported; (iv) improvement in water level in existing wells had been reported due to Nalla bunding works; (v) in 5 out of 8 selected works of terracing, benefits had been realised. In three cases where benefits were negligible, no sowing had been done in the fields terraced as the plots were far away from the village and had risk of being damaged by wild animals; (vi) full benefits had been realised from most of the Land Development Works (9 out of 12) but in three cases the benefits could not be realised for want of irrigation and incomplete levelling work.

#### *Complementary Investment made on completed works*

7.24 It was noted that in overwhelming cases, necessary complementary investment in the form of construction of wells, land levelling and land shaping, application of fertiliser and other essential inputs had not been made. This had resulted in suboptimal use of the potential created. 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.

### *Maintenance of assets created*

7.25 It was feared by several implementing agencies that in course of time, physical condition of works would deteriorate due to the lack of maintenance which was the responsibility of departments executing the works or of Zila Parishads. It was observed that nearly 25 per cent of the completed works were poorly maintained. It was reported that for want of adequate funds for maintenance, the Zila Parishads were not willing to accept the transfer of completed works from different implementing agencies. It is 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 benefited from these works. The Government 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.

### *Expenditure and Employment*

7.26 An expenditure of Rs. 2166 crores had been incurred on EGS since its inception upto February, 1979. It had resulted in the generation of 56.27 crore person days of employment. It was found that the maximum labour attendance on works (EGS) on last day of the month (March, 1978) was 9.11 lakhs and the minimum of 3.55 lakhs on last day of July, 1978. Further, it is estimated that for every 100 hectares of area benefited through schemes such as minor irrigation, percolation tanks, nalla bunding works etc. about 400 person days of employment had been generated.

### *Expenditure by category of works*

7.27 Data collected by categories of works shows that during the year 1974-75, 78 per cent of the total expenditure under EGS accounted for irrigation schemes which declined to 48 per cent in 1978-79 with the completion of spill-over works from the Scarcity Relief Programme. In case of works contributing to the productivity of land viz., irrigation, soil conservation, land development, afforestation, etc. the proportion of expenditure incurred was 93 in 1974-75 but subsequently came down to 75 in 1978-79 (February, 1979). The allocation for road works had increased to 22.0 per cent in 1978-79 from 5.7 per cent in 1974-75 although guidelines specifically laid down limitation on number of road works since these were considered less productive.

### *Expenditure level in selected districts*

7.28 It was observed that the level of EGS expenditure in the four selected districts had been very substantial as a proportion of total EGS expenditure for the State as a whole although it had declined from 37 per cent in 1974-75 to 30 per cent in 1977-78.

### *Labour attendance in different months*

7.29 Information collected regarding attendance of workers on the last day of the month for four selected districts showed wide fluctuations from month to month in different years. It was found that the period of maximum attendance under EGS stretched from May to March in drought prone districts in Solapur and Beed, whereas in Nasik district the period extended from December to May and in case of Bhandara district from December to June.

## IMPACT ON EMPLOYMENT AND INCOME

### *Availability of persons for employment*

7.30 In the selected villages more persons (17850) were reported to be available for wage employment throughout the year than seasonally (748) from among the landless agricultural labour households. Reverse position, however, prevailed for cultivators where 21284 persons were available for seasonal employment compared to 10160 persons seeking employment throughout the year. Non-agricultural labour, artisans etc. also reported relatively very low figures (1158) of availability for seasonal employment.

7.31 Of the target and non-target group, the proportion of persons from the latter group who received employment on the selected EGS works (as compared to the number of persons available for wage employment) was higher (49 to 66 per cent) for all classes of cultivators than for the small cultivators (47 per cent) in the target group and the worst off were the landless agricultural labour households (42 per cent).

7.32 Prima facie, the reason for receiving a larger share of employment by non-target group could be that EGS being by and large of a seasonal nature, catered more to the demands of labour which was on the look out for seasonal employment rather than those dependent on the works for employment throughout the year like the smallest cultivators and landless agricultural labourers.

7.33 It was observed that attendance at the scarcity works was higher by 60 per cent compared to the selected EGS works. It is due to the reason that in scarcity conditions increased attendance at these works was provided more by the landless agricultural labour since less employment opportunities were available to them in agricultural operations at such times.

7.34 Data collected showed a very high proportion of households with 3 or more members available for wage employment in both target and non-target households. This raises an important issue whether some limit needs to be laid down for the number of workers who might be engaged on EGS works from a single household (particularly from the non-target group), from the point of view of sharing of income gains.

### *Features of Work Force*

7.35 The salient features of the work force were as below :

(i) *Adult population requiring employment* : The adult population requiring wage employment was 61 per cent for the target group and 37.4 per cent for the non-target group. Overall, 48 per cent of the adults were in the wage market. Number of persons per household requiring employment was 1.89 for

target group and 1.38 for the non-target group. The average was more among the participating households than among non-participating households in the target and non-target groups.

(ii) *Adult population receiving employment.* Among the target group, 16 per cent of the persons requiring employment had received employment on selected EGS works, compared to the households in non-target group where the percentage was higher (21). In case of other EGS works also, 24.5 per cent of the persons requiring employment in the target group had received employment as compared to 32.1 per cent for the non-target group. This confirms the earlier finding that EGS had catered more to non-target groups than the requirements of target groups.

While EGS could provide only 43 per cent of requirement (in terms of man days of employment required) of the target groups, the requirement of non-target group was met to the extent of 51 per cent.

During the four reference months it was also noted that about 59 per cent of the members required wage employment for only 30 days, 27 per cent needed for 31 to 60 days, 11 per cent for 61 to 90 days and the remaining 3 per cent for more than 90 days. The percentage of man days of employment actually received to the man days required was 47. It was noticed that the highest percentage (93) of requirement which was met belonged to the class 91—120 days and the least (9 per cent) in case of those in class upto 30 days. Therefore, the EGS works were of real significance to those who needed work most as these had proportionately less of private (farm and non-farm) and other work.

(iii) *Wages:* It was also observed that average wages earned per day were 18 per cent higher on EGS works than on 'other works'. However, these wages did not vary for those working for longer or shorter periods on one or the other kind of work.

#### *Factors favourable to participation*

7.36 The participating households (53 per cent) considered better wages as the primary reason for participation in EGS works whereas for the non-participating (on selected EGS works) households (55 per cent), 'no other work available' was the foremost reason for participation without any distinction between households belonging to target or non-target group. The other reasons given by them were (i) work close to the village, (ii) availability of continuous work, (iii) timely payment of wages and (iv) work not hard. However, in case of landless agricultural labourers, 'better wages' were the major attraction for participation while for non-participants 'absence of other work' was the major factor which attracted them to the EGS work.

#### *Factors unfavourable to participation*

7.37 The landless agricultural labourers were more concerned about daily payment of wages which, however, was not a material factor weighing with the cultivators. This implied that landless agricultural labourers who did not participate were essentially those who were living hand to mouth and could not afford to wait for the wages to be paid after a week,

10 or 15 days of their participation on EGS works despite knowledge of 'better wages' on EGS works. A view has to be taken whether a major shift of policy is called for on the part of the State Government in order to encourage better participation from this section of the target group.

#### *Behaviour and pattern of labour attendance on EGS works*

7.38 Based on four rounds of enquiry, the data collected from Muster Roll in respect of 19006 workers employed in selected 25 works in progress showed that :

(i) 45 per cent of the workers (male and female among different age groups) had come from work site villages and another 26 per cent from the villages situated within a radius of 5 kms. from the work site villages. The remaining 29 per cent were from longer distances. Among the workers at aggregate level, there were 45 per cent male and 55 per cent females.

(ii) Proportion of workers coming from longer distances (beyond 5 kms) declined slightly with the increase in age (that too in 61 and above age group) although sex-wise no such difference was observed.

(iii) In some districts, like Nashik and Beed, even bigger cultivators had travelled longer distances viz. 3-5 kms. and 5-6 kms. respectively for wage employment.

(iv) Distance was not a factor influencing abstention from work or affecting the output of a worker.

(v) In spite of higher rate of abstention in the non-target group households (16 to 38 person weeks) compared to those in the target group (21 to 27 person weeks) the total average earnings were relatively more i.e. within the range of Rs. 220-467 compared to earnings of the target group households which were in the range of Rs. 249-330.

(vi) The total wage earnings of a household wherefrom only one person had received employment was on an average Rs. 100. It was Rs. 101 to Rs. 500 in case of those households who had sent two persons to work. But the wage income was disproportionately higher (Rs. 501 to Rs. 2001 and above) in case of those households where from 3 to 6 persons had received employment.

(vii) It was also seen from the Muster Roll data that in case of 12 per cent of the households (employed on selected E.G.S. works), 3 persons from each household had mustered 31 per cent of the total attendance at those works and shared above 32 per cent of the total wages disbursed during the period of observation.

The above observation indicates the 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.

### *Pattern of utilisation of EGS wages earned*

7.39 The impact of EGS earnings on monthly expenditure on various items of consumption for the selected participating as well as non-participating households from the target and non-target was assessed. The households (participating and non-participating) having earned no EGS wages during 4 reference months were treated as 'Control Group'. The analysis shows that—

(i) Of the EGS wage earning participating households, 63 per cent and 65 per cent from target and non-target groups respectively attributed the increase in expenditure more significantly on food and clothing to EGS earnings. The increase in expenditure on education and entertainment was observed only in case of non-participating households.

(ii) *Repayment of loans through EGS earnings*: The position regarding repayment of loans had marginally improved in respect of target group whereas for the non-target group it was about 5 per cent with the increase in the period of EGS employment received (except in the employment size 151—200 man days for the target group).

(iii) *Acquisition of assets*: Those who had received employment of longer duration tended to utilise their earnings for acquiring farm assets whereas others engaged for shorter duration acquired household assets. Only 2 per cent of the households in target group and 5 per cent in non-target group had utilised EGS earnings on purchase of household assets. One-third of them (non-target group) had invested on residential buildings, 25 per cent on utensils and 10 to 11 per cent on bicycles. It was also observed that only 1.2 per cent and 4.6 per cent of the households in target and non-target groups respectively, had reported investment in financial assets such as General Provident Fund, Postal Savings, shares of Co-operative Society, Life Insurance Corporation Policies.

It may be worthwhile to consider a scheme under which a 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, sewing machine, bullocks etc. to serve them as a source of self-employment.

### *Benefits from EGS in respect of creation of assets*

7.40 An assessment was made of the impact of completed works under the EGS through an offer of various programmes so far as selected user households were concerned. These households were those cultivators whose lands were benefited from the productive assets created by EGS works, viz., minor irrigation tanks, percolation tanks, contour bunding, nalla bunding, terracing, land development works, etc. A total number of 2051 user households were listed for 66 completed works selected for the study. A sample of 834 user households obtained for the study was as high as 41 per cent of those in the frame that is, the list of full set of beneficiaries. It was noticed that 91 per cent of the user households belonged to the category of cultivators, followed by agricultural labourers who formed 6 per cent of the households.

7.41 Disaggregating the cultivator households by size of operational holdings, it was observed that benefits of EGS assets had gone to a large extent, to the medium and big farmers. The small and marginal farmers constituted only 21 per cent of the user households.

7.42 An analysis of the benefits flowing to different social classes revealed that about 5 per cent of the user households belonged to Scheduled Castes, 5 per cent to Scheduled Tribes and about 90 per cent to those belonging to other castes.

### *Area of operational holding benefited by different assets.*

7.43 The information collected revealed that of the total operational holdings (11921 hectares) of the respondents, as much as 35 per cent of the area was benefited by one asset or the other created under EGS which was a significant improvement.

The data further revealed that—

(a) About 46 per cent of the total operational area of 241 households had benefited by contour bunding and terracing;

(b) Nearly 43 per cent of the area belonging to 1073 households and 33 per cent area possessed by 538 households was benefited by land development works and percolation tanks, respectively. The area benefited under the latter two programmes constituted about 74 per cent of the total area benefited (4232 hectares) under all categories of works.

(c) About 23 per cent of the area possessed by 53 respondents was benefited by Nalla bunding and 9.42 per cent of the total area held by 146 user households was benefited by minor irrigation tanks.

(d) Although 77.73 per cent and 68.10 per cent of the area of the households belonging to operational holding size groups upto 1 hectare and 1 to 2 hectares respectively, had been the main beneficiaries from one or the other EGS assets, yet their actual share together in the total benefited area by all categories of assets was barely 9 per cent. Compared to this, the benefited area in case of large cultivators in size group 10 hectares and above was 32 per cent of the total.

(e) Talukawise, data tabulated revealed that the percentage of area benefited by the EGS assets had been higher in Sakoli and Salekasa Blocks (Bhandara district) whereas it was fair in Kalvan and Baglan (Nasik district) but lowest in Georai (Beed district) and Barshi Taluka (Solapur district).

(f) The average area benefited per household was highest in Karmala in Solapur district (3.60 hectares), followed by Kalvan in Nasik district (2.50 hectares), Barshi in Solapur district (2.44 hectares) and Ambejogai in Beed district (2.32 hectares). The average area benefited per household was lowest in Sakoli and Salekasa Blocks in Bhandara district.

### *Impact on cropping pattern and production*

7.44 An assessment was made regarding the extent of increase in cultivated area and the changes in cropping pattern of the user households. The analysis shows that—

(i) 816 out of 2051 user households had started growing new crops like paddy, wheat, gram, sugarcane, onions and chillies only since 1975-76. The impact of EGS assets had reflected in higher agricultural production rather than any sizeable increase in area under cultivation of different crops.

(ii) About 78 per cent of the selected user households had reported increase in agricultural production to the extent of 25 per cent due to the utilisation of EGS assets. About 40 per cent of the cultivators had taken to raising of new crops. Thus EGS had given them both technical and economic exposure to achieving higher production possibilities.

(iii) Within the selected Talukas, the highest number of households reporting increase had been from Baglan (98 per cent) followed by Salekasa (88 per cent), Sakohi (84 per cent). The lowest number of households were from Barshi Taluka (7 per cent) in Solapur district on account of inadequate storage of water in minor irrigation and percolation tanks.

### *Benefits from Percolation Tanks and Nalla bunding*

7.45 Information regarding benefits accrued due to completion of percolation tanks and nalla bunding under EGS was collected from user households. It showed that—

(i) The completion of percolation tanks and nalla bunding had ensured regular availability of water throughout the year in case of 91 out of 177 such wells which did not have water throughout or part of the year in the absence of these works.

(ii) The availability of water was better within a radius of one kilometre from the EGS assets.

(iii) Regular availability of water in the existing wells and rise in water level had also induced 15 households to construct new wells, 8 within a radius of 1 km. and 7 within a radius of 5 kms. It was also observed that 284 EGS wells had registered rise in water level in the month of June (when water level is supposed to be lowest) whereas no rise in level had been reported in case of 203 wells as compared with the water level in the corresponding month of the previous year.

(iv) About 10 user households had attributed the rise in water level in 26 of their wells to favourable monsoon and not due to EGS assets alone.

(v) Talukawise information collected showed that in Baglan and Kalvan Talukas all the wells and 60.4 per cent wells in Karmala Taluka reporting availability of water before the creation of EGS assets, were having water throughout the year after the commissioning of EGS assets. However, in Barshi none of the 43 wells had been benefited in this respect since no storage of water in the percolation tanks was possible due to scanty rains (there were perhaps no wells in another three Talukas). Highest number of wells

(115) had reported rise in water level in Karmala Taluka followed by Baglan (110) and Georai (50).

### *Change in employment*

7.46 Besides assessing the impact on production, information in regard to dimension of on-farm direct employment efforts due to EGS assets was also collected for hired and family labour. It shows that :

(i) There was greater increase in employment on 'part-time' jobs compared to those reporting increase in 'full-time' employment. Furthermore, within the former category, the increase in hired labour was more than four times than that of family labour (more labour employment due to EGS assets was noticed in farm operations). Increase in hired labour employment (both part-time and full-time) was also a noteworthy achievement.

(ii) Negative employment effect was also observed while studying the changes due to utilisation of EGS assets. The respondents reported that there was decline in the number of family and hired labour to the extent of 91 and 1586 respectively in case of full-time employment and 241 and 938 in case of part-time employment. The decrease in full-time employment was attributed to land remaining fallow due to rotation of crops and migration of the members of the family. In case of hired labour, shortfall had been reported due to conversion of part-time labour into full-time labour as a result of creation of EGS assets. However, the decrease in employment was insignificant compared to the overall increase registered due to EGS works.

### *Changes in consumption pattern*

7.47 The additional employment generated under EGS had obviously resulted in increased earnings to the user households. Consequently, there was a higher expenditure and upward change in quality of various items of consumption like clothing, food etc. by user beneficiaries compared to preceding month.

7.48 The data collected in this regard showed that 1186 households had reported increase in their expenditure and 382 reported upward change in quality of consumption (in clothing and education of children). In all 213 households had reported both increase in expenditure and upward change in quality. Of these the number of households attributing this change to EGS assets had been 427, 283 and 191 respectively.

### *Reduction in indebtedness.*

7.49 Increase in earnings due to utilisation of EGS assets had enabled the user households in repayment of their loans. Out of 480 households repaying loans, 335 could do so on account of increased earnings from EGS works. It was also noticed that majority of those reporting repayment of loan had operational holdings upto 10 hectares and had met the liabilities out of the earnings from all sources, the most important being the earnings from EGS assets to the extent of 96 per cent. Of these the most important beneficiaries were cultivators belonging to holding group 2-5 and 5-10 hectares.



### *Assets formation*

7.50 The increase in earnings had helped the user households in the formation of various assets such as farm, household and other assets like savings in banks, etc. Out of 831 households reporting formation of assets, 558 had attributed asset formation to EGS earnings. The information collected showed that households belonging to operational holding size groups 2-5 and 5-10 hectares had highest surplus over current consumption needs due to earnings from EGS works, resulting in higher asset formation.

### *Type of assets*

7.51 It was also observed that out of 831 households and 558 households reporting formation of any type of asset through earnings from all sources and through EGS, 762 and 516 households respectively reported formation of farm assets which had been given the highest priority.

### *Other benefits*

7.52 Better utilisation of drought animals, agricultural implements and machinery and enrolment as

member of sugar cooperative factories were some of the indirect benefits that had accrued to user households. Those belonging to target group also admitted that due to the assured income, their credit worthiness in the village had improved.

### *Complementary investment*

7.53 Apart from higher earnings, some of the households had also made complementary investment on construction of wells and installation of pumpsets. These were more noticeable within 1 km. radius of EGS works. Of the 35 households reporting installation of pumpsets on the wells after the commissioning of EGS works, 28 had attributed the investment due to rise in water level in their wells. This spatial aspect of EGS works needs to be borne in mind while locating rural works and distribution of benefits to as large a population as possible. Taluka-wise, as many as 23 out of 35 tubewells were installed in Baglan Taluka, 7 in Barshi, 3 in Karmala, 2 in Kalvan but none of the user household had reported any investment in this regard from rest of the four selected talukas.

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**APPENDIX TABLES**

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13.	5.1	<i>Tables on Village Schedule, Part II—</i> —VS II (i) Number of households of different principal occupations according to the No. of persons available for wage employment
	5.1	—VS II (ii) Number of households of different principal occupations according to the No. of persons per household received employment on selected E.G.S. works and on scarcity works
	5.1	—VS II (iii) Persons who had received employment to the persons reported available for employment within each occupation
	5.1	—VS II (iv) Number of persons available for wage employment seasonally and throughout the year according to the principal occupation of the household and according to the no. of persons per household available for wage employment

Sl. No.	Appendix Table No.	Title
1	2	3
	5.1	—VS II (v) Number of persons received employment at the selected E.G.S. works according to the principal occupation of the household and according to the No. of persons per household received employment at the selected E.G.S. works
	5.1	—VS II (vi) Number of persons received employment on scarcity works according to the principal occupation of the household and according to the No. of persons per household received employment on scarcity works
	5.1	—VS II (vii) Number of households (target/non-target group-wise) according to the number of persons per household available for wage employment
	5.1	—VS II (viii) Number of households (target/non-target group-wise) according to the number of persons per household received employment on the selected E.G.S. works/scarcity works
	5.1	—VS II (IX) Percentage of persons who received employment on the selected E.G.S. works/scarcity works to the persons reported available for employment within each group (target/non-target)
	5.1	—VS II (x) Number of persons (target/non-target group-wise) available for wage employment seasonally/throughout the year according to the No. of persons per household available for wage employment
	5.1	—VS II (xi) Number of persons (target/non-target group-wise) received employment on the selected E.G.S. works/scarcity works according to the number of persons per household received employment
14.	5.2	Average size of household vis-a-vis number of persons per household requiring employment, received employment on E.G.S. works and percentage of employment received on E.G.S. for households in the target and non-target groups
15.	5.3	Number of persons requiring wage employment and per person mandays of employment required and received by size of wage employment required

Sl. No.	Appendix Table No.	Title
1	2	3
16.	5.4	Number of persons requiring wage employment and per person mandays of employment required and received in different talukas/blocks
17.	5.5	Number of members requiring wage employment and average wage rate received on E.G.S. and other works in different talukas/blocks
18.	5.6	Percentage of persons requiring wage employment to total adult population and per person mandays of employment required in different talukas/blocks by size of mandays of wage employment required
19.	5.7	Factors favourable to participation in the E.G.S.—reasons in order of importance given by the reporting households participating/non-participating in E.G.S. works
20.	5.8	Average wage rate per day
21.	5.9	Average length of employment received by the workers by cost of work
22.	5.10	Average daily wages received by the worker
23.	5.11	Average length of employment received by the worker by number of weeks of abstention from work
24.	5.12	Average distance from where the workers came for work
25.	5.13	Average distance from where the workers came for work by average wage rate received
26.	5.14	Average wages per day per worker according to the distance from where a worker came
27.	5.15	Average difference in maximum and minimum daily wage rate received by the workers in the month of maximum attendance
28.	5.16	Distribution of works according to the cost of works and according to percentage of workers coming from a distance of upto 5 kilometres to total population of the villages within 5 kilometre radius
29.	5.17	Average distance from where the workers came for work by length of employment received
30.	5.18	Average distance from where the workers came for work
31.	5.19	Percentage of workers (sex-wise) according to number of weeks of abstention from work
32.	5.20	Average distance from where the workers came for work by number of weeks of abstention from work by sex
33.	5.21	Average wage earnings per worker by sex and by number of weeks of abstention from work

Sl. No.	Appendix Table No.	Title
1	2	3
34.	5.22	Average wage earnings per worker in different districts by number of weeks of abstention from work
35.	5.23	Percentage of man weeks of employment received by number of days of attendance within a week by sex
36.	5.24	Percentage of man weeks of employment received by number of days of attendance within a week separately for different age groups
37.	5.25	Number of members per household receiving employment by principal occupation of the head of the household
38.	5.26	Average earnings of the household through wage by principal occupation of the head of the household
39.	5.27	Number of persons per household receiving wage employment by size of total wage earnings of the household
40.	5.28	Average distance from where the households with different principal occupations came for work
41.	5.29	Number of man weeks of abstention per household by principal occupation of the head of the household
42.	5.30	Number of persons per household receiving wage employment by number of man weeks of abstention from work of a household
43.	5.31	Percentage of workers by number of weeks of abstention from work separately for workers in different age groups and for male/female workers
44.	5.32	Percentage of workers by distance from work separately for workers in different age groups and for male/female workers
45.	5.33	Proportion of households showing increase in monthly expenditure on various items due to E.G.S. earnings
46.	5.34	Extent of repayment of loans through E.G.S. earnings
47.	5.35	Proportion of households target/non-target group reporting formation of assets through E.G.S. earnings
48.	5.36(A)	Percentage of households (target/non-target group) by type of assets formed (Farm assets)
	5.36(B)	Percentage of households (target/non-target group) by type of assets formed (Household assets)
	5.36(C)	Percentage of households (target/non-target group) by type of assets formed (Other financial assets)

TABLE 1.1

## Classification of the districts of Maharashtra, jurisdictional agency-wise

Names of jurisdictional classifications and districts covered under them					
Historical Classification		Administrative Classification		N.S.S.O. Classification	
Classification	Districts	Classification	Districts	Classification	Districts
1	2	3	4	5	6
1. WESTERN MAHARASHTRA	1. Thane	1. BOMBAY (HQS. BOMBAY)	1. Greater-Bombay	1. COASTAL	1. Thane
	2. Kolaba		2. Thane		2. Greater-Bombay
	3. Ratnagiri		3. Kolaba		3. Kolaba
	4. Nashik		4. Ratnagiri		4. Ratnagiri
	5. Dhule		5. Nashik		
	6. Jalgaon		6. Dhule		
	7. Pune		7. Jalgaon		
	8. Ahmednagar	2. PUNE (HQS)	1. Pune	2. INLAND WESTERN	1. Ahmednagar
	9. Satara		2. Ahmednagar		2. Pune
	10. Sangli		3. Satara		3. Solapur
	11. Solapur		4. Sangli		4. Satara
	12. Kolhapur		5. Solapur		5. Kolhapur
	13. Greater-Bombay		6. Kolhapur		6. Sangli
2. VIDARBHA	1. Buldhana	3. NAGPUR (HQS. NAGPUR)	1. Buldhana	4. INLAND CENTRAL	1. Jalgaon
	2. Akola		2. Akola		2. Dhule
	3. Amravati		3. Amravati		3. Nashik
	4. Yevatmal		4. Yevatmal		
	5. Wardha		5. Wardha		
	6. Nagpur		6. Nagpur		
	7. Bhandara		7. Bhandara		
	8. Chandrapur		8. Chandrapur		
3. MARATHWADA	1. Aurangabad	4. AURANGABAD (HQS. AURANGABAD)	1. Aurangabad	6. EASTERN	1. Nagpur
	2. Parbhani		2. Parbhani		2. Wardha
	3. Beed		3. Beed		3. Amravati
	4. Nanded		4. Nanded		4. Buldhana
	5. Osmanabad		5. Osmanabad.		5. Akola
				6. Yevatmal	

TABLE 1.1 (contd.)

Names of jurisdictional classifications and districts covered under them				
Historical Classification		Drought Prone Districts		Remarks
Classification	Districts	As identified by the Fact Finding Committee Report	Classification reference	
1	2	7	8	9
1. WESTERN MAHARASHTRA	1. Thane	1. AHMEDNAGAR	1. Historical (Western Maharashtra)	Aided by World Bank
	2. Kolaba		2. Pune Adm. Division	
	3. Ratnagiri		3. NSS Inland Western	
	4. Nashik			
	5. Dhule	2. SOLAPUR	Do.	Aided by World Bank
	6. Jalgaon			
	7. Pune			
	8. Ahmednagar			
	9. Satara			
	10. Sangli	3. PUNE	Do.	Centrally assisted
	11. Solapur			
	12. Kolhapur			
	13. Greater-Bombay			
		4. Nashik,	1. Historical Western Maharashtra) 2. Bombay Adm. Divn. 3. NSS Inland Northern	Do.

TABLE 1.1 (concl.)

1	2	7	8	9
2. VIDARBHA	1. Buldhana 2. Akola 3. Amravati 4. Yavatmal 5. Wardha 6. Nagpur 7. Bhandara 8. Chandrapur	5. SANGLI  6. SATARA 7. AURANGABAD	1. Historical (Western Maharashtra) 2. Pune Admn. Divn. 3. NSS Inland Western  Do. 1. Historical (Marathwada) 2. Aurangabad Adm./Divn. 3. Inland Central	Centrally assisted  Do. State financed
3. MARATHWADA	1. Aurangabad 2. Parbhani 3. Beed 4. Nanded 5. Osmanabad	8. BEED 9. OSMANABAD 10. DHULE 11. JALGAON 12. BULDHANA	Do. Do. 1. Historical (Western Maharashtra) 2. Bombay Adm. Divn. 3. NSS Inland Northern  Do. 1. Historical (Vidarbha) 2. Nagpur Adm. Divn. 3. Inland Eastern	Do. Do. Do. Do. Do.

TABLE 1.2  
Agro-climatic Zones of Maharashtra

Name of the agro-climatic zone	Districts influenced by the zone	Annual precipitation range	Dominant soil of zone	Predominant crops
1	2	3	4	5
1. High rainfall zone with laterite soils	Southern Konkan coast including Ratnagiri district, southern part of Kolaba district, extreme western part of Kolhapur and Satara districts.	2000 mm to 3000 mm	Lateritic basalt.	Paddy in low lying areas, inferior millets in up lands fruit farming.
2. High rainfall zone with non-lateritic soil	Thane district, southern part of Kolaba district, extreme western part of Nasik, Ahmednagar and Pune districts.	Do.	Red to Reddish brown loam of non-lateritic.	Paddy, inferior millets, pulses, market gardening in urban areas.
3. Ghat Zone	Western parts of Kolhapur, Sangli, Satara, Pune, Ahmednagar and Nasik districts.	2000 mm to 4000 mm	Shallow light brown to dark brown gravelly loam on hill slopes & red to reddish brown lateritic soil on high level western parts.	Hill millets dominant crops.
4. Transition zone-I	Eastern slopes of western ghats which fall in the districts of Satara, Pune, Ahmednagar, Nasik, Dhule.	1250 mm to 2500 mm	Red and black soils of parent basalt rocks.	Paddy at high elevation, Bajra, Jowar and Groundnut lower down.
5. Transition Zone-II	Mid-western portion of Dhule, Nasik, Ahmednagar, Pune, Satara and Sangli districts & north eastern portion of Kolhapur district.	700 mm to 1250 mm	Dark brown soils underlain by Deccan trap.	Bajra, Jowar and Groundnut.

TABLE 1.2 (cond.)

Name of the agro-climatic zone	Districts influenced by the zone	Annual precipitation range	Dominant soil of zone.	Predominant crops
1	2	3	4	5
6. Scarcity zone	Eastern portion of Dhule, Nashik, Ahmednagar, Pune, Satara & Sangli districts. Most of Solapur district & the Western portions of Beed, Osmanabad, Aurangabad & Jalgaon districts.	500 mm to 625 mm	Brown black calcareen soils of varying depths and textures.	Crops like millets
7. Assured rainfall zone	Parts of districts of Jalgaon, Aurangabad, Beed and Osmanabad & Akola, Amravati, Nanded, Parbhani districts.	700 mm to 900 mm	Dark brown to black calcareen clay loam of varying depths.	Jowar, Pulses, Cotton, Groundnut.
8. Moderate rainfall zone	Includes the districts of Wardha and Yavatmal Western portions of Nagpur district and a portion of Amravati district.	900 mm to 1250 mm	Brown black soils of varying depths and textures.	—
9. Eastern high rainfall zone	Chandrapur and Bhandara districts and eastern parts of Nagpur districts.	1250 mm to 1700 mm	Red sandy loams and deep black clay.	Paddy important in Kharif and Wheat & linseed in Rabi.

Source : Report of the Fact Finding Committee for Survey of Scarcity Areas, Maharashtra State, 1979.

TABLE 1.3  
Area, Production and Yield of foodgrain crops in Maharashtra—1960-61 to 1976-77

Sl. No.	Year	RICE			WHEAT			JOWAR			BAJRA		
		Area	Production	Yield per hect.	Area	Production	Yield per hect.	Area	Production	Yield per hect.	Area	Production	Yield per hect.
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.	1960-61	1300	13692	1054	907	4011	442	6284	42235	672	1635	4886	299
2.	1965-66	1321	8843	669	833	2800	336	6057	22948	379	1828	3698	202
3.	1970-71	1352	16622	1229	812	4403	542	5703	15574	273	2039	8241	404
4.	1972-73	1332	7566	568	710	2506	353	5443	13137	241	1429	2257	158
5.	1973-74	1351	16370	1212	965	5469	567	6088	28193	463	2215	8499	384
6.	1974-75	1357	14641	1079	948	7542	796	6023	36669	609	1844	5919	321
7.	1975-76	1427	22408	1570	1183	12602	1065	6185	34614	560	1888	5864	311
8.	1976-77	1483	20033	1351	1188	9376	789	6440	47110	732	1768	6805	385

NOTE : (i) Area in '000 hectares.  
(ii) Production in '00 tonnes.  
(iii) Yield in kilograms.

TABLE 1.3 (contd.)

Sl. No.	Year	ALL CEREALS			TUR			GRAM			ALL PULSES			ALL CEREALS & PULSES		
		Area	Production	Yield per hect.	Area	Production	Yield per hect.	Area	Production	Yield per hect.	Area	Production	Yield per hect.	Area	Production	Yield per hect.
1	2	15	16	17	18	19	20	21	22	23	24	25	26	27	28	29
1.	1960-61	10606	67550	637	530	4683	883	402	1341	334	2349	9889	421	12955	77439	598
2.	1965-66	10512	40374	384	564	2480	440	312	790	252	2330	6574	282	12842	46948	366
3.	1970-71	10320	47367	459	627	2711	432	310	866	281	2566	6770	264	12886	54137	420
4.	1972-73	9309	26840	288	501	1802	360	259	486	188	2124	4202	198	11433	31042	272
5.	1973-74	11091	61769	557	624	3223	517	351	1287	367	2762	8682	314	13853	70451	509
6.	1974-75	10642	67901	638	614	3772	614	408	1436	352	2856	11098	389	13498	78999	585
7.	1975-76	11177	79033	707	658	4396	668	472	1903	403	2940	12130	413	14117	91163	646
8.	1976-77	11384	87202	766	648	2971	459	428	1348	315	2805	9771	348	14189	96973	683

NOTE : (i) Figures for 1974-75 are revised.

(ii) Figures for 1975-76 and 1976-77 are provisional.

(iii) Districtwise data are available in season and Crop Report and with the Director of Agriculture, Maharashtra State, Pune.

Source : Economic Survey of Maharashtra, 1977-78.

TABLE 1.4

## Irrigated area for Maharashtra State (Districtwise) 1974-75

(Figures in 100 hectares)

Sl. No.	District	Net sown area	Net irrigated area	Col. 4 as % of Col. 3	Gross cropped area	Gross irrigated area	Col. 7 as % of Col. 6
1	2	3	4	5	6	7	8
1.	Greater Bombay	69	8	11.6	70	8	11.4
2.	Thane	2506	61	2.4	2581	67	2.6
3.	Kolaba	1956	75	3.8	2101	77	3.7
4.	Ratnagiri	3571	136	3.8	3676	149	4.1
5.	Nashik	8800	925	10.5	9282	1267	13.7
6.	Dhule	6813	574	8.4	7382	706	9.6
7.	Jalgaon	7985	877	11.0	8879	1149	12.9
8.	Ahmednagar	12425	1649	13.3	13541	2007	14.8
9.	Pune	9583	1356	14.2	10697	1722	16.1
10.	Satara	5572	823	14.8	6235	1055	16.9
11.	Sangli	6294	585	9.3	6526	756	11.6
12.	Solapur	11423	1236	10.8	12120	1565	12.9
13.	Kolhapur	4050	573	14.1	4147	610	14.7
14.	Aurangabad	12440	1138	9.2	13203	1335	10.1
15.	Parbhani	9772	366	3.7	10669	450	4.2
16.	Beed	7918	601	7.6	8160	712	8.7
17.	Nanded	7467	252	3.4	7805	319	4.1
18.	Osmanabad	11807	875	7.4	12830	1097	8.6
19.	Buldhana	6983	215	3.1	7568	266	3.5
20.	Akola	8289	177	2.1	8569	204	2.4
21.	Amravati	7038	236	3.4	7237	273	3.8
22.	Yavatmal	8323	152	1.8	8483	169	2.0
23.	Wardha	4369	167	3.8	4512	193	4.3
24.	Nagpur	5731	388	6.8	5989	447	7.5
25.	Bhandara	3923	1536	39.2	5200	1568	30.2
26.	Chandrapur	6956	1140	16.4	7594	1157	15.2
TOTAL : Maharashtra		182063	16121	8.9	195056	19328	9.9

Source : Season and Crop Report, Maharashtra State, 1974-75.



**TABLE 2-1**  
**Revised schedule of Rates for works undertaken under Employment Guarantee Scheme**

Sl. No.	Item	Task in Cu. M.	Revised rates applicable from 1-3-1976	Sl. No.	Item	Task in Cu. M.	Revised rates applicable from 1-3-1976
1	2	3	4	1	2	3	4
1.	Excavation in soil and soft murum including dressing section to the required grades, camber, and side-slopes and depositing the excavated material within a reduced lead of 35 metres	1.50	2.00		secondary blasting, clearing blasted area and exposed surfaces, etc.	0.50	6.00
2.	Excavation in hard murum including dressing section to the required grades, cambers and side slopes and depositing the excavated material within a reduced lead of 35 metres	1.00	3.50	8.	Extra for additional reduced lead of 15 metres	—	0.40
3.	Excavation in hard murum and boulder including dressing section to the required grades, camber and side slopes and depositing the excavated material within a reduced lead of 35 metres	0.70	4.25	9.	Supplying and stacking hard murum with a reduced lead of 35 metres	1.00	3.00
4.	Excavation in soft rock including dressing section to the required grades camber and side slopes and depositing the excavated material within a reduced lead of 35 metres	0.35	8.75	10.	Spreading hard murum/soft murum/gravel/sand as required including conveying material from stacks, sectioning complete	3.40	0.90
5.	Providing earth work in embankment in soil and murum from cutting in borrow pits laying breaking clods, dressing to required line, curves, grade and section as directed within a reduced lead of 35 metres (excluding consolidation and watering)	1.15	2.60	11.	Collecting including breaking from surface and/or digging into ground rubble 6" to 9" size at quarry including stacking (without blasting)	0.85	3.60
6.	Providing earth work in embankment in hard murum from cutting or borrow pits laying, breaking clods, dressing to required line, curves, grades and section as directed within a reduced lead of 35 metres (excluding consolidation and watering)	0.85	3.60	12.	Collecting including breaking, from surface and/or digging into ground rubble 3" to 4" size at quarry including stacking (without blasting)	0.70	4.25
7.	Removal of blasted rock (mucking) including conveying upto a reduced lead of 35 metres breaking stones not required			13.	Breaking oversize metal 3" to 4" size from 6" to 9" size rubble already collected including stacking or filling pharas	1.15	8.60
				14.	Breaking standard size (1½" to 2") metal from 6" to 9" rubble already collected including stacking or filling pharas	0.40	7.50
				15.	Stacking metal, murum, sand, gravel to specified dimensions	5.00	0.60
					(b) Charges for transporting materials by cart including loading and unloading and stacking for different lead		
					(1) upto 1 km.	—	2.40
					(2) above 1 km. and upto 1.5 Km.	—	5.50
					(3) above 1.5 km. and upto 3.00 km.	—	8.40

NOTE : Reduced lead is worked out as actual horizontal lead plus 12.5 times the vertical lift.

**TABLE 3-1**  
**Area and Population of Selected Districts and Talukas/Blocks (1971 Census)**

District Taluka/Block	Population ('000)	Area in Sq. Kms.
1	2	3
<b>Nashik</b>	<b>2369</b>	<b>15582</b>
Baglan	197	1616
Kalvan	124	1195
<b>Solapur</b>	<b>2254</b>	<b>15021</b>
Barshi	263	1626
Karmala	151	1609
<b>Beed</b>	<b>1286</b>	<b>11227</b>
Georai	170	1551
Ambejogai	264	1849
<b>Bhandara</b>	<b>1586</b>	<b>9214</b>
Salekasa (in Gondia Taluka)	65	622
Sakoli (in Sakoli Taluka)	138	837

**TABLE 4.1**  
**Size and Category of works started and completed under EGS upto 1-4-1978**

(Rs. 000)

Category	Total No. of works completed from MLW + New works added to 1-4-1978			Of the total in col. 2 works started and completed within the E.G.S.		
	No.	Expenditure (EGS Comp.) (%)		No.	Expenditure (EGS) (%)	
1	2	3	4	5	6	7
Percolation Tank . . . . .	92	14699	53.2	19	3958	34.4
Minor Irrigation Tanks . . . . .	5	554	2.1	2	245	2.1
Canal Centres . . . . .	5	199	0.7	5	199	1.7
Roads . . . . .	30	2155	7.8	20	1355	11.8
Forest works . . . . .	35	1091	3.9	27	1020	8.9
Contour Bunding works . . . . .	1266	3000	10.8	159	1233	10.7
Nalla Bunding . . . . .	229	2235	8.1	161	2007	17.5
Terracing . . . . .	207	669	2.4	153	463	4.0
Land Development . . . . .	231	1515	5.5	36	811	7.1
Rural Housing . . . . .	183	250	0.9	70	176	1.5
Others . . . . .	72	1284	4.6	1	31	0.3
<b>ALL CATEGORIES . . . . .</b>	<b>2355</b>	<b>27651</b>	<b>100.0</b>	<b>653</b>	<b>11498</b>	<b>100.0</b>

**TABLE 4.2**  
**Distribution of work by source of finance prior to EGS and percentage of EGS component to total revised cost**

Source of finance prior to E.G.S.	Percentage of EGS component to total revised cost						Total
	upto 10	11 to 25	26 to 50	51 to 75	76 to blow 100	100	
1	2	3	4	5	6	7	8
1. Plan . . . . .	9	8	16	122	80	189	424
2. Non-Plan . . . . .	—	—	1	—	—	—	1
3. Scarcity . . . . .	15	36	51	82	66	43	293
4. E.G.S. . . . .	1	—	12	55	95	483	646
5. Unbudgeted . . . . .	—	—	—	—	—	—	—
6. Others . . . . .	1	—	1	2	—	—	4
<b>Total . . . . .</b>	<b>26</b>	<b>44</b>	<b>81</b>	<b>261</b>	<b>241</b>	<b>715</b>	<b>1368</b>

*Talukawise*

1. Baglan . . . . .	1	1	5	5	17	46	75
2. Kalvan . . . . .	6	2	6	6	8	54	82
3. Barshi . . . . .	8	26	18	44	77	147	320
4. Karmala . . . . .	7	7	25	42	53	192	326
5. Georai . . . . .	—	1	5	15	4	62	87
6. Ambejogai . . . . .	3	6	14	51	71	120	265
7. Salekasa . . . . .	—	1	2	89	7	50	149
8. Sakoli . . . . .	1	—	6	9	4	44	64

TABLE 4-3

## Composition of E.G.S. works by source

	Plan	Scarcity	E.G.S.
1	2	3	4
1. Major irrigation . . . . .	1	19	2
2. Medium irrigation . . . . .	1	1	3
3. Minor irrigation . . . . .	6	6	93
4. Percolation tank . . . . .	1	113	142
5. Soil conservation . . . . .	242	49	276
6. Land development . . . . .	165	Nil	17
7. Forest works . . . . .	5	1	30
8. Roads . . . . .	2	13	52
9. Other M. I. works . . . . .	Nil	91	19
10. Others . . . . .	1	Nil	12
<b>TOTAL</b> . . . . .	<b>424</b>	<b>293</b>	<b>646</b>

TABLE 4-4

## Selected completed works for which optimum benefits not realised by category and complementary investments needed

Sl. No.	Cate- gory	Number of works for which optimum benefits not realised												No. of works where no benefits started		
		Complementary investments needed		Total works (col. 3+4)	Whether complementary investments made		Total works (Col. 6+7)	No. of works by type of complementary investments made								
		Yes (number of works)	No (number of works)		Yes (number of works)	No (number of works)		New wells dug	Crop inputs made	Pump sets installed	Ferti- lizers utilised	Trees plant- ed on bunds	Land levelling		Others	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	
1.	Minor irrigation tanks	1	—	1	1	—	1	1	1	—	1	—	—	—	—	1
2.	Perco- lation tanks	15	—	15	3	12	15	3	—	4	—	—	—	—	—	1
3.	Contour bunding	15	—	15	6	9	15	—	6	2	6	—	—	—	—	—
4.	Nalla bunding	11	—	11	1	10	11	1	1	3	—	—	—	—	—	—
5.	Terracing	5	—	5	—	5	5	—	—	—	—	—	—	—	—	—
6.	Land develop- ment	3	—	3	2	1	3	—	2	—	1	—	1	—	—	—
7.	Forest	4	—	4	—	4	4	—	—	—	—	—	—	—	—	—
8.	Roads	2	—	2	—	2	2	—	—	—	—	—	—	—	—	—
<b>TOTAL</b>		<b>56</b>	<b>—</b>	<b>56</b>	<b>13</b>	<b>43</b>	<b>56</b>	<b>5</b>	<b>10</b>	<b>9</b>	<b>8</b>	<b>—</b>	<b>1</b>	<b>—</b>	<b>2</b>	

TABLE 4.5

Category-wise break up of expenditure incurred in the selected Districts since 1974-75

(Rs. in Lakhs)

Category	District	Expenditure during 1974-75		Expenditure during 1975-76		Expenditure during 1976-77		Expenditure during 1977-78		Expenditure upto Oct. 1978	
		Rs.	% Total	Rs.	% Total	Rs.	% Total	Rs.	% Total	Rs.	% Total
		1	2	3	4	5	6	7	8	9	10
Major Irrigation	Nashik	—	—	6.42	3.1	9.46	4.3	6.50	2.2	2.31	0.9
	Solapur	13.74	6.0	17.39	6.7	166.86	36.1	246.74	37.8	136.63	39.1
	Beed	15.65	29.3	44.35	30.5	114.91	35.1	100.06	38.4	12.48	11.9
	Bhandara	—	—	—	—	—	—	0.59	0.2	0.91	0.7
Medium Irrigation	Nashik	0.10	0.1	0.84	0.5	9.17	4.2	2.18	0.7	1.73	0.7
	Solapur	0.62	0.3	0.42	0.2	6.66	1.5	1.07	0.2	1.19	0.3
	Beed	2.04	3.8	0.57	0.4	8.19	0.9	7.69	3.0	2.65	2.5
	Bhandara	—	—	4.37	0.7	5.27	1.6	10.15	3.9	6.26	5.0
Minor Irrigation	Nashik	—	—	—	—	—	—	2.93	1.0	0.81	0.4
	Solapur	205.49	90.0	209.47	80.3	212.69	46.0	311.62	47.1	142.44	41.4
	Beed	22.58	42.2	60.05	41.3	87.59	26.7	75.77	29.1	47.71	45.4
	Bhandara	151.12	86.7	387.43	65.1	150.42	57.5	134.74	52.8	69.79	56.2
Percolation Tank	Nashik	20.51	38.9	78.43	47.5	77.81	35.4	136.05	45.4	80.53	34.5
	Solapur	—	—	—	—	—	—	—	—	—	—
	Beed	—	—	—	—	—	—	—	—	—	—
	Bhandara	—	—	65.25	11.0	31.35	9.5	14.89	5.8	6.66	5.4
Soil Conservation Wrks	Nashik	—	—	20.20	12.3	34.59	15.7	45.43	15.1	35.87	15.4
	Solapur	7.88	3.5	12.94	4.9	32.11	6.9	27.83	4.2	27.40	8.0
	Beed	9.97	18.6	14.38	9.9	43.23	13.2	36.56	14.0	27.28	25.9
	Bhandara	9.55	5.5	35.38	5.9	48.80	14.6	40.54	15.9	22.46	18.1
Land Development	Nashik	1.51	2.9	28.80	17.5	38.50	17.7	60.15	20.1	37.65	16.1
	Solapur	0.51	0.2	5.33	2.0	25.52	5.5	54.80	8.3	19.28	5.6
	Beed	—	—	—	—	8.02	2.6	5.02	1.9	3.61	3.4
	Bhandara	5.36	3.1	22.75	3.8	18.81	5.7	28.75	11.3	4.61	3.7
Forest Works	Nashik	25.52	48.5	8.07	4.8	10.32	4.7	7.79	2.6	9.38	4.0
	Solapur	—	—	1.37	0.5	1.83	0.4	0.69	0.1	0.31	0.1
	Beed	0.66	1.2	6.17	4.2	14.10	4.3	5.32	2.1	1.52	1.4
	Bhandara	—	—	9.62	1.6	14.22	4.3	11.37	4.5	7.81	6.3
Forest Road	Nashik	2.64	5.0	1.92	1.2	4.35	2.0	1.90	0.6	2.16	0.9
	Solapur	—	—	—	—	—	—	—	—	—	—
	Beed	—	—	—	—	—	—	—	—	—	—
	Bhandara	3.24	1.9	9.61	1.6	10.53	3.2	2.90	1.1	0.52	0.4
Road Works	Nashik	2.40	4.6	17.80	10.8	31.75	14.4	34.48	11.5	62.31	26.8
	Solapur	—	—	2.87	1.1	10.26	2.2	18.06	2.7	13.28	3.9
	Beed	2.52	4.7	14.80	10.2	55.33	16.9	27.66	10.6	9.88	9.4
	Bhandara	1.44	0.8	28.78	4.8	10.94	3.3	10.31	4.1	5.11	4.1
Labour Intensive components of 'C' Class Municipalities	Nashik	—	—	—	—	0.65	0.3	0.49	0.2	—	—
	Solapur	—	—	—	—	0.42	0.1	0.30	0.1	—	—
	Beed	—	—	—	—	—	—	0.06	0.1	0.02	0.1
	Bhandara	—	—	—	—	—	—	—	—	—	—
Rural Housing Programme	Nashik	—	—	2.41	1.5	2.42	1.1	—	—	—	—
	Solapur	—	—	11.10	4.3	6.05	1.3	0.11	—	—	—
	Beed	—	—	4.84	3.3	—	—	1.85	0.7	—	—
	Bhandara	—	—	4.55	0.8	0.01	0.1	—	—	—	—
Other Works	Nashik	—	—	—	—	0.51	0.2	1.82	0.6	0.64	0.3
	Solapur	—	—	—	—	—	—	—	—	—	—
	Beed	—	—	—	—	—	—	—	—	—	—
	Bhandara	—	—	—	—	—	—	—	—	—	—
Flood Protection	Nashik	—	—	—	—	—	—	—	—	—	—
	Solapur	—	—	—	—	—	—	—	—	—	—
	Beed	0.10	0.2	0.32	0.2	0.96	0.3	0.31	0.1	3.16	0.9
	Bhandara	—	—	—	—	—	—	—	—	—	—

TABLE 4.5 (contd.)

1	2	3	4	5	6	7	8	9	10	11	12
Quarry Work	Nashik	—	—	—	—	—	—	—	—	—	—
	Solapur	—	—	—	—	—	—	—	—	—	—
	Beed Bhandara	3.46	2.0	27.26	4.6	0.38	0.1	0.04	0.1	0.01	0.1
Expenditure on Staff	Nashik	—	—	—	—	—	—	—	—	—	—
	Solapur	—	—	—	—	—	—	—	—	—	—
	Beed Bhandara	—	—	0.09	0.1	0.27	0.1	0.83	0.3	—	—
TOTAL	Nashik	52.68	100.0	164.89	100.0	219.93	100.0	299.82	100.0	233.59	100.0
	Solapur	228.24	100.0	260.91	100.0	462.30	100.0	661.22	100.0	343.69	100.0
	Beed	53.52	100.0	145.48	100.0	327.93	100.0	260.30	100.0	105.15	100.0
	Bhandara	174.17	100.0	595.09	100.0	331.00	100.0	255.11	100.0	124.14	100.0

TABLE 4.6

Labour attendance at the end of each month in the selected districts (and their rank in the region)

(In '000)

Financial year calendar months	Nashik*	Solapur*	Beed**	Bhandara@
1	2	3	4	5
July 1975	29 (2)	42 (2)	24 (2)	7 (2)
August 1975	18 (2)	39 (2)	19 (2)	2 (5)
September 1975	15 (2)	37 (2)	14 (4)	2 (5)
October, 1975	13 (3)	34 (2)	21 (1)	4 (1)
November, 1975	5 (2)	30 (2)	18 (3)	4 (2)
December, 1975	11 (1)	24 (2)	20 (3)	15 (1)
January, 1976	15 (3)	26 (2)	26 (3)	27 (1)
February, 1976	19 (3)	33 (2)	30 (3)	30 (1)
March, 1976	20 (2)	32 (2)	19 (4)	65 (1)
April, 1976	28 (3)	34 (3)	25 (3)	51 (1)
May, 1976	48 (1)	54 (2)	44 (2)	46 (1)
June, 1976	28 (1)	57 (2)	47 (2)	34 (1)
July, 1976	12 (1)	55 (2)	45 (1)	6 (2)
August, 1976	5 (2)	50 (3)	52 (1)	2 (3)
September, 1976	7 (2)	44 (1)	46 (1)	4 (1)
October, 1976	8 (2)	44 (1)	37 (1)	6 (1)
November, 1976	12 (2)	47 (1)	36 (1)	5 (3)
December, 1976	21 (2)	51 (1)	35 (3)	22 (1)
January, 1977	21 (3)	45 (1)	24 (4)	34 (1)
February, 1977	25 (2)	44 (1)	33 (1)	46 (1)
March, 1977	27 (2)	53 (1)	42 (2)	46 (1)
April, 1977	26 (2)	49 (1)	35 (3)	38 (1)
May, 1977	41 (2)	51 (1)	39 (4)	32 (1)
June, 1977	38 (1)	65 (1)	38 (4)	21 (1)
July, 1977	24 (1)	66 (1)	35 (1)	5 (4)
August, 1977	18 (1)	64 (1)	38 (3)	2 (4)
September, 1977	17 (2)	67 (1)	28 (3)	6 (2)
October, 1977	16 (2)	76 (1)	20 (4)	12 (2)
November, 1977	21 (1)	67 (1)	13 (4)	11 (2)
December, 1977	18 (1)	63 (1)	8 (4)	7 (1)
January, 1978	15 (2)	50 (1)	7 (4)	3 (2)
February, 1978	19 (1)	40 (1)	11 (5)	12 (1)
March, 1978	23 (1)	46 (1)	18 (4)	32 (1)
April, 1978	51 (1)	57 (1)	22 (4)	17 (1)
May, 1978	56 (1)	59 (1)	23 (4)	18 (1)
June, 1978	44 (2)	54 (1)	16 (5)	23 (1)
July, 1978	45 (1)	59 (1)	21 (4)	14 (2)
August, 1978	74 (1)	48 (2)	19 (4)	3 (3)
September, 1978	82 (1)	49 (2)	19 (4)	9 (1)
October, 1978	59 (1)	48 (2)	12 (4)	10 (1)

\*Nashik and Solapur are in Western Maharashtra &amp; Konkan region which consists of 12 districts (after excluding Greater Bombay)

\*\*Beed is in Marathwada region, consisting of 5 districts.

@Bhandara is in Vidarbha region, consisting of 8 districts.

**TABLE 5.1**  
**VS II(i) : Number of households of different principal occupations according to the number of persons available for wage employment**

No. of persons per h.h. available for wage employment	Principal occupation of the household													All occupations	
	Cultivators by holding groups							Landless Agril. labour	Non-Agril. labour	Artisans	Services	Traders	Other occupations		
	upto 1 hect.	1—2 hect.	2—5 hect.	5—10 hect.	10—20 hect.	above 20 hect.	Total col. 2 to 7								
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Seasonally	Nil	2326	2916	3721	2050	995	291	12299	7225	717	359	1511	311	673	23095
	1	602	616	658	247	70	12	2205	226	26	90	73	30	75	2725
	2	2132	2131	1805	628	157	15	6868	158	15	93	47	12	100	7283
	3	665	739	712	237	59	3	2415	25	2	33	9	3	25	2512
	4	415	479	533	183	64	6	1680	20	—	12	4	1	3	1720
	5	164	182	208	62	18	2	636	9	—	2	2	—	2	651
	Above 5	107	186	313	124	50	8	788	11	1	2	1	—	—	793
		*(748)	(1274)	(2217)	(905)	(360)	(59)	(5572)	(6)	(6)	(12)	(6)	(—)	(—)	(5602)
	TOTAL	6411	7249	7950	3531	1413	337	26891	7664	761	581	1647	357	878	38779
Throughout the year	Nil	4324	5082	6048	2969	1277	320	20020	334	56	315	1387	288	601	23001
	1	403	382	321	120	21	3	1250	1071	137	102	124	33	68	2785
	2	1084	1070	899	218	47	7	3325	3907	370	95	82	19	125	7923
	3	303	378	327	92	25	5	1130	1237	117	35	23	7	49	2598
	4	183	188	228	76	19	1	695	670	48	22	18	8	23	1484
	5	57	77	76	21	11	—	242	246	17	6	5	—	6	522
	above 5	57	72	51	35	13	1	229	199	16	6	8	2	6	466
		** (383)	(487)	(348)	(224)	(82)	(6)	(1530)	(1344)	(100)	(42)	(51)	(14)	(38)	(3119)
	TOTAL	6411	7249	7950	3531	1413	337	26891	7664	761	581	1647	357	878	38779

N.B. :—Table based on Village Schedule Part II (consolidated for 8 Talukas, Blocks) (i) Population as per Village Schedule—212493 (Total Villages —171) and (ii) E.G.S. component Rs. 505.54 lakhs.

\*Number of persons available for wage employment seasonally in each cell.

\*\*Number of persons available for wage employment throughout the year in each cell.

TABLE 5.1—(contd.)

VS—II(ii):—Number of households of different principal occupations according to the number of persons per household received employment on scarcity works and on selected E.G.S. works

Number of persons per household	Principal occupation of the household														
	Cultivators by holding groups							Landless Agri. labour	Non-Agri. labour	Artisans	Services	Traders	Other occupations	All Occupations	
	Upto 1 hect.	1—2 hect.	2—5 hect.	5—10 hect.	10—20 hect.	Above 20 hect.	Total col. 2to 7								
Fig	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
Worked on	Nil	2914	2551	2542	1304	718	221	10250	2026	82	209	1291	253	553	14664
Scarcity	1	601	584	658	288	79	18	2228	898	116	87	127	38	114	3608
works	2	1917	2620	2682	992	271	32	8514	3133	401	189	149	40	159	12585
	3	548	843	1017	421	120	21	2970	868	88	56	45	19	33	4079
	4	278	403	624	290	118	18	1731	477	49	27	23	7	9	2323
	5	86	128	221	103	38	8	584	150	15	10	7	—	9	775
	Above 5	67	120	206	133	69	19	614	112	10	3	5	—	1	745
		*(446)	(818)	(1372)	(867)	(496)	(133)	(4132)	(756)	(67)	(20)	(31)	(—)	(6)	(5012)
	TOTAL	6411	7249	7950	3531	1413	357	26891	7664	761	581	1647	357	878	38779
Received employment at the selected E.G.S. work	Nil	3086	3716	4216	2226	1035	289	14568	3809	264	339	1443	305	682	21410
	1	906	1013	987	382	103	10	3401	1161	134	89	121	27	77	5010
	2	1639	1615	1627	524	116	21	5542	1887	269	102	61	21	86	7968
	3	443	512	591	188	58	9	1801	478	56	30	16	2	23	2406
	4	231	249	321	124	55	3	983	198	26	13	8	2	8	1238
	5	58	80	109	43	22	2	314	82	7	1	3	—	—	407
	Above 5	48	64	99	44	24	3	282	49	5	1	1	—	2	340
		** (317)	(430)	(654)	(289)	(157)	(21)	(1868)	(333)	(30)	(6)	(6)	(—)	(12)	(2255)
	TOTAL	6411	7249	7950	3531	1413	337	26891	7664	761	581	1647	357	878	38779

Note :—\*Number of persons received employment on scarcity works in each cell.

\*\*Number of persons received employment on selected E.G.S. works in each cell.

TABLE 5.1—(contd.)

VS—II(iii):—Persons who had received employment to the persons reported available for employment within each occupation

Item		Principal occupation of the household												All occupations	
		Cultivators by holding groups						Total col. 2 to 7	Landless labour	Non-Agril labour	Artisans	Services	Traders		Other occupations
		upto 1 hect.	1—2 hect.	2—5 hect.	5—10 hect.	10—20 hect.	Above 20 hect.								
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
Persons available for wage employment	Seasonally	10089	11195	11793	4161	1276	144	38658	748	68	425	226	67	372	40564
	Through out the year	4880	5280	4740	1465	403	42	16810	17850	1605	557	505	138	625	38090
	<b>TOTAL</b>	<b>14969</b>	<b>16475</b>	<b>16533</b>	<b>5626</b>	<b>1679</b>	<b>186</b>	<b>55468</b>	<b>18598</b>	<b>1673</b>	<b>982</b>	<b>731</b>	<b>205</b>	<b>997</b>	<b>78654</b>
Persons received employment	Selected E.G.S. works	7044 *(47)	7605 (46)	8497 (51)	2994 (55)	996 (59)	122 (66)	27258 (49)	7904 (42)	1009 (60)	446 (45)	344 (47)	83 (40)	362 (36)	37406 (48)
	Scarcity works	8067 *(54)	11423 (69)	14046 (85)	6077 (108)	2139 (127)	390 (210)	42142 (76)	13182 (71)	1520 (91)	811 (83)	718 (98)	203 (99)	618 (62)	59194 (75)

\*Percentage to total persons available for wage employment in each cell.

TABLE 5.1 (contd.)

VS—II (iv) : (a) Number of persons available for wage employment seasonally according to the principal occupation of the household and according to the number of the persons per household available for wage employment.

Number of persons per household available for wage employment		Principal occupation of the household												All occupations	
		Cultivators by holding groups						Total Col. 2 to 7	Land less labour	Non Agri. labour	Artisans	Services	Traders		Other occupation
		Upto 1 hect	1-2 hect.	2-5 hect.	5-10 hect.	10-20 hect.	Above 20 hect.								
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	
1	602 (6)	616 (5)	658 (6)	247 (6)	70 (6)	12 (8)	2205 (6)	226 (30)	26 (38)	90 (21)	73 (32)	30 (45)	75 (20)	2725 (7)	
	4264 (42)	4262 (38)	3610 (31)	1256 (30)	314 (24)	30 (21)	13736 (36)	316 (42)	30 (44)	166 (39)	94 (42)	24 (36)	200 (54)	14566 (36)	
3	1995 (20)	2217 (20)	2136 (18)	711 (17)	177 (14)	9 (6)	7245 (19)	75 (10)	6 (9)	99 (24)	27 (12)	9 (13)	75 (20)	7536 (18)	
	1660 (17)	1916 (17)	2132 (18)	732 (18)	256 (20)	24 (17)	6720 (17)	80 (11)	—	48 (11)	16 (7)	4 (6)	12 (3)	6880 (17)	
5	820 (8)	910 (8)	1040 (9)	310 (7)	90 (7)	18 (7)	3180 (8)	45 (6)	—	10 (2)	10 (4)	—	10 (3)	3255 (8)	
	Above 5	748 (7)	1274 (12)	2217 (18)	905 (22)	369 (29)	5572 (14)	6 (1)	6 (9)	12 (3)	6 (3)	—	—	5602 (14)	
Total Persons	10089 (100) (25)	11195 (28)	11793 (29)	4161 (10)	1276 (3)	144 (—)	38658 (95)	748 (2)	68 (—)	425 (1)	226 (1)	67 (—)	372 (1)	40564 (100) (100)	
	<b>TOTAL Households</b>	<b>6411 (17)</b>	<b>7249 (19)</b>	<b>7950 (20)</b>	<b>3531 (9)</b>	<b>1413 (4)</b>	<b>337 (1)</b>	<b>26891 (70)</b>	<b>7664 (20)</b>	<b>761 (2)</b>	<b>581 (1)</b>	<b>1647 (4)</b>	<b>357 (1)</b>	<b>878 (2)</b>	<b>38779 (100)</b>

N.B : Figures in brackets indicate percentages.



TABLE 5.1—(contd.)

VS—II(iv): (b) Number of persons available for wage employment throughout the year according to the Principal occupation of the household/number of persons per household available for wage employment.

Number of persons per household available for wage employment	Principal occupation of the household													
	Cultivators by holding groups							Landless Agril. labour	Non-Agril. labour	Artisans	Services	Traders	Other occupations	All occupations
	upto 1 hect.	1—2 hect.	2—5 hect.	5—10 hect.	10—20 hect.	Above 20 hect.	Total Col. 2 to 7							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	403 (8)	382 (7)	321 (7)	120 (8)	21 (5)	3 (7)	1250 (7)	1071 (6)	137 (9)	102 (18)	124 (25)	33 (24)	68 (11)	2785 (7)
2j	2168 (44)	2140 (41)	1798 (38)	436 (30)	94 (23)	14 (33)	6650 (40)	7814 (44)	740 (46)	190 (34)	164 (32)	38 (28)	250 (40)	15846 (42)
3	909 (19)	1134 (22)	981 (21)	276 (19)	75 (19)	15 (36)	3390 (20)	3711 (21)	351 (22)	105 (19)	69 (14)	21 (15)	147 (23)	7794 (20)
4	732 (15)	752 (14)	912 (19)	304 (21)	76 (19)	4 (10)	2780 (17)	2680 (15)	192 (12)	88 (16)	72 (14)	32 (23)	92 (15)	5936 (16)
5	285 (6)	385 (7)	380 (8)	105 (7)	55 (14)	— —	1210 (7)	1230 (7)	85 (5)	30 (5)	25 (5)	— —	30 (5)	2610 (7)
Above 5	383 (8)	487 (9)	348 (7)	224 (15)	82 (20)	6 (14)	1530 (9)	1344 (7)	100 (6)	42 (8)	51 (10)	14 (10)	38 (6)	3119 (8)
TOTAL persons	4880 (13)	5280 (14)	4740 (12)	1465 (4)	403 (1)	42 —	16810 (44)	17850 (47)	1605 (4)	557 (2)	505 (1)	138 —	625 (2)	38090 (100)
TOTAL Households	6411 (17)	7249 (19)	7950 (20)	3531 (9)	1413 (4)	337 (1)	26891 (70)	7664 (20)	761 (2)	581 (1)	1647 (4)	357 (1)	878 (2)	38779 (100)

Note :—Figures in brackets indicate percentages.

TABLE 5.1.—(contd.)

VS-II (v) : Number of persons received employment at the selected E.G.S. works according to the principal occupation of the household and according to the number of persons per household received employment at the selected E.G.S. works

Number of persons per household	Principal occupation of the household													
	Cultivators by holding groups							Landless Agri. labour	Non-Agri. labour	Artisans	Services	Traders	Other occupations	All occupations-
	Upto 1 hect.	1—2 hect.	2—5 hect.	5—10 hect.	10—20 hect.	Above 20 hect.	Total Col. 2 to 7							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	906 (13)	1013 (13)	987 (12)	382 (13)	103 (11)	10 (8)	3401 (12)	1161 (15)	134 (13)	89 (20)	121 (35)	27 (32)	77 (21)	5010 (13)
2	3278 (47)	3230 (43)	3254 (38)	1048 (35)	232 (23)	42 (34)	11084 (41)	3774 (48)	538 (54)	204 (46)	122 (35)	42 (51)	172 (48)	15936 (43)
3	1329 (19)	1536 (20)	1773 (21)	564 (19)	173 (17)	27 (22)	5403 (20)	1434 (18)	168 (17)	90 (20)	48 (14)	6 (7)	69 (19)	7218 (19)
4	924 (13)	996 (13)	1284 (15)	496 (17)	220 (22)	12 (10)	3932 (14)	792 (10)	104 (10)	52 (12)	32 (9)	8 (10)	32 (9)	4952 (13)
5	290 (4)	400 (5)	545 (6)	215 (7)	110 (11)	10 (8)	1570 (6)	410 (5)	35 (3)	5 (1)	15 (5)	—	—	2035 (6)
Above 5	317 (4)	430 (6)	654 (8)	289 (9)	157 (16)	21 (18)	1868 (7)	333 (4)	30 (3)	6 (1)	6 (2)	—	12 (3)	2255 (6)
<b>TOTAL Persons</b>	7044 (100) (19)	7605 (20)	8497 (23)	2994 (8)	996 (3)	122 —	27258 (73)	7904 (21)	1009 (3)	446 (1)	344 (1)	83 —	362 (1)	37406 (100) (106)
<b>TOTAL Households</b>	6411 (17)	7249 (19)	7950 (20)	3531 (9)	1413 (4)	337 (1)	26891 (70)	7664 (20)	761 (2)	581 (1)	1647 (4)	357 (1)	878 (2)	38779 (100)

(NB :—Figures in brackets indicate percentages)

TABLE 5.1 (Contd.)

VS-11(vi):—Number of persons received employment on scarcity works according to the principal occupation of the households and according to the number of persons per household received employment on scarcity works

Number of persons per household	Principal occupation of the household												All occupations	
	Cultivators by holding groups							Land less Agri. labour	Non-Agri. labour	Artisans	Services	Traders		Other occupations
	Upto 1 hect.	1—2 hect.	2—5 hect.	5—10 hect.	10—20 hect.	Above 20 hect.	Total Col. 2 to 7							
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15
1	601 (7)	584 (5)	658 (5)	288 (5)	79 (4)	18 (5)	2228 (5)	898 (7)	116 (8)	87 (11)	127 (18)	38 (19)	114 (19)	3608 (6)
2	3834 (48)	5240 (46)	5364 (38)	1984 (33)	542 (25)	64 (17)	17028 (41)	6266 (47)	802 (53)	378 (47)	298 (41)	80 (39)	318 (51)	25170 (42)
3	1644 (20)	2529 (22)	3051 (22)	1263 (21)	360 (17)	63 (16)	8910 (21)	2604 (20)	264 (17)	168 (21)	135 (19)	57 (28)	99 (16)	12237 (21)
4	1112 (14)	1612 (14)	2496 (17)	1160 (19)	472 (22)	72 (18)	6924 (16)	1908 (14)	196 (13)	108 (13)	92 (13)	28 (14)	36 (6)	9292 (16)
5	430 (5)	640 (6)	1105 (8)	515 (8)	190 (9)	40 (10)	2920 (7)	750 (6)	75 (5)	50 (6)	35 (5)	—	45 (7)	3875 (6)
Above 5	446 (6)	818 (7)	1372 (10)	867 (14)	496 (23)	133 (34)	4132 (10)	756 (6)	67 (4)	20 (2)	31 (4)	—	6 (1)	5012 (9)
<b>TOTAL</b>	8067 (100) (13)	11423 (19)	14046 (24)	6077 (10)	2139 (4)	390 (1)	42142 (71)	13182 (23)	1520 (3)	811 (1)	718 (1)	203 —	618 (1)	59194 (100) (100)
<b>TOTAL Households</b>	6411 (17)	7249 (19)	7950 (20)	3531 (9)	1413 (4)	337 (1)	26891 (70)	7664 (20)	761 (2)	581 (1)	1647 (4)	357 (1)	878 (2)	38779 (100)

Note:—(Figures in brackets indicate percentages).

TABLE 5.1—(contd.)

VS—II(vii):— (a) Number of households (target/non-target group) according to the number of persons per household available for wage employment.

Number of persons per household available for wage employment	*Target Group	*Non-target Group	Total
1	2	3	4
Seasonally			
Nil	12467	10628	23095
1	1444	1281	2725
2	4421	2862	7283
3	1429	1083	2512
4	914	806	1720
5	355	296	651
Above 5	294 (2028)	499 (3574)	793 (5602)
<b>TOTAL</b>	<b>21324</b>	<b>17455</b>	<b>38779</b>

VS—II(vii):— (b) Number of households (target/non-target group) according to the number of persons per household available for wage employment.

Number of persons per household available for wage employment	*Target Group	*Non-target Group	Total
1	2	3	4
Throughout the year			
Nil	9740	13261	23001
1	1856	929	2785
2	6061	1862	7923
3	1918	680	2598
4	1041	443	1484
5	380	142	522
above 5	328 (2214)	138 (905)	466 (3119)
<b>TOTAL</b>	<b>21324</b>	<b>17455</b>	<b>38779</b>

\*NOTE : (1) Target Group includes landless agricultural labourers and cultivators having upto 2 hectares of land.

(2) Non-target Group includes all other occupations

TABLE 5.1—(contd.)

VS—II(viii):— (a) Number of households (target/non-target group) according to the number of persons per household received employment on scarcity works.

Number of persons per household	*Target Group	*Non-target Group	Total
1	2	3	4
Working on Scarcity work			
Nil	7491	7175	14664
1	2083	1525	3608
2	7670	4915	12585
3	2259	1820	4079
4	1158	1165	2323
5	364	411	775
Above 5	299	446	745
<b>TOTAL</b>	<b>21324</b>	<b>17455</b>	<b>38779</b>

VS—II (viii) :— (b) Number of households (target/non-target group) according to the number of persons per household received employment on the selected E.G.S. works.

Number of persons per household	*Target Group	*Non-target Group	Total
1	2	3	4
Nil	10611	10799	21410
1	3080	1930	5010
2	5141	2827	7968
3	1433	973	2406
4	678	560	1238
5	220	187	407
Above 5	161	179	340
<b>TOTAL</b>	<b>21324</b>	<b>17455</b>	<b>38779</b>

VS—II (ix):— Percentage of persons who received employment on the selected E.G.S. works/scarcity works to the persons reported available for employment within each group (target/non-target).

Item	*Target Group	*Non-target Group	Total
1	2	3	4
(i) Persons available for wage employment			
Seasonally	22032	18532	40564
Throughout the year	28010	10080	38090
<b>TOTAL</b>	<b>50042</b>	<b>28612</b>	<b>78654</b>
(ii) Persons received employment on			
Selected E.G.S. works	22553 (45.07)	14853 (51.91)	37406 (47.56)
Scarcity work	32672 (65.29)	26522 (92.70)	59194 (75.26)

TABLE 5.1.—(contd.)

VS—II(x):—Number of persons (target/non-target group) available for wage employment seasonally/throughout the year according to the number of persons per household available for wage employment.

Number of persons per household available for wage employment (Seasonally)	Target Group	Non-target group	Total	Number of persons per household available for wage employment (Throughout the year)	Target Group	Non-target Group	Total
1	2	3	4	1	2	3	4
1	1444 (7)	1281 (7)	2725 (7)	1	1856 (7)	929 (9)	2785 (7)
2	8842 (40)	5724 (31)	14566 (36)	2	12122 (43)	3724 (37)	15846 (42)
3	4287 (19)	3249 (18)	7536 (18)	3	5754 (20)	2040 (20)	7794 (20)
4	3656 (17)	3224 (17)	6880 (17)	4	4164 (15)	1772 (18)	5936 (16)
5	1775 (8)	1480 (8)	3255 (8)	5	1900 (7)	710 (7)	2610 (7)
Above 5	2028 (9)	3574 (19)	5602 (14)	Above 5	2214 (8)	905 (9)	3119 (8)
Total persons	22032 (54)	18532 (46)	40564 (100)	Total persons	28010 (74)	10080 (26)	38090 (100)
Total households	21324 (55)	17455 (45)	38779 (100)	Total households	21324 (55)	17455 (45)	38779 (100)

VS—II(xi):—Number of persons (target/non-target group) received employment on the selected E.G.S. works/scarcity works according to the number of persons per household received employment.

Number of persons per household (Received employment at the selected E.G.S. works)	Target Group	Non-target Group	Total	Number of persons per household (Working on scarcity works)	Target Group	Non-target Group	Total
1	2	3	4	1	2	3	4
1	3080 (14)	1930 (18)	5010 (13)	1	2083 (6)	1525 (6)	3608 (6)
2	10282 (45)	5654 (43)	15936 (43)	2	15340 (47)	9830 (37)	25170 (43)
3	4299 (19)	2919 (20)	7218 (20)	3	6777 (21)	5460 (20)	12237 (20)
4	2712 (12)	2240 (15)	4952 (13)	4	4632 (14)	4660 (18)	9292 (16)
5	1100 (5)	935 (6)	2035 (6)	5	1820 (6)	2055 (8)	3875 (7)
Above 5	1080 (5)	1175 (8)	2255 (6)	Above 5	2020 (6)	2992 (11)	5012 (8)
Total persons	22553 (60)	14853 (40)	37406 (100)	Total persons	32672 (55)	26522 (45)	59194 (100)
Total households	21324 (55)	17455 (45)	38779 (100)	Total households	21324 (55)	17455 (45)	38779 (100)

NOTE—(i) Target group includes Landless agricultural labourers and cultivators having upto 2 hectares of land.

(ii) Non target group includes all other occupations.

TABLE 5.2

Average size of household vis-a-vis number of persons per household requiring employment, received employment on E.G.S. works and percentage of employment received on E.G.S. for households in the Target and Non-target Groups

1	2	3	Number of persons per household		6	Percentage of persons requiring wage employment		Persons Per household received employment		Percentage of	
			above age 15	Requiring wage employment		to total population.	Total population	Total population above 15	Selected E.G.S. work	Other E.G.S. work	Col. 9 to Col. 5
PTG	9946	5.0	3.13	2.02	63.0	40.6	64.5	0.51	0.57	25.4	28.3
NPTG	9241	5.2	3.05	1.76	58.6	33.7	57.6	0.08	0.35	4.5	19.7
Total Target	19187	5.1	3.09	1.89	60.8	37.2	61.2	0.30	0.46	16.1	24.5
PNTG	7428	6.6	3.97	2.11	59.7	31.8	53.3	0.66	0.72	31.3	34.2
NPNTG	12164	6.0	3.52	0.93	58.7	15.5	20.4	0.07	0.27	7.1	29.2
Total Non-target	19592	6.2	3.70	1.38	59.1	22.1	37.4	0.29	0.44	21.1	32.1
Total Target + Non-target	38779	5.7	3.94	1.63	59.9	28.8	48.1	0.30	0.45	18.2	27.7

(Based on the weighted figures for the selected households)

TABLE 5.3

Number of members requiring wage employment and per person mandays of employment required and received by size of wage employment required

Number of days of wage employment required in 4 months	Members requiring wage employment		Per person mandays of employment required	Per person mandays of employment received in 4 months on—							
	Number	Percentage		E.G.S. work				Percentage of			
				Selected E.G.S.	Other E.G.S.	Total	Other than E.G.S. work	Total col. 7+ col. 8	Col. 7 to col. 4	col. 7 to col. 9	Col. 8 to col. 9
upto 30	37,533	59	16	2	3	5	55	60	34	9	91
31—60	16,990	27	43	6	10	16	40	56	37	29	71
61—90	7,095	11	73	17	29	46	19	65	63	70	30
91—120	1,732	3	99	27	52	79	6	85	80	93	7
TOTAL	63,350	100	32	5	10	15	46	61	47	25	75

TABLE 5.4

Number of members requiring wage employment and per person mandays of employment required and received in different talukas/blocks

Taluk /block	Members requiring wage employment		Per person mandays of employment required in 4 months	Per person mandays of employment received in 4 months on—					Percentage of			
	Number	Percentage		E.G.S. work			Other than E.G.S. work	Total col. 7+ col. 8	Col. 7 to col. 4	Col. 7 to col. 9	Col. 8 to col. 9	
				Selected E.G.S.	Other E.G.S.	Total						
1	2	3	4	5	6	7	8	9	10	11	12	
Baglan	6,350	10	24	6	8	14	56	70	58	20	80	
Kalvan	5,104	8	31	8	9	18	44	62	58	28	72	
Barshi	10,712	17	33	3	7	10	49	59	31	18	82	
Karmala	5,712	9	33	7	10	17	36	53	52	32	68	
Georai	7,756	12	30	8	16	24	59	83	83	29	71	
Ambejogai	8,404	13	26	3	16	19	46	65	72	29	71	
Salekasa	8,983	14	35	5	5	10	27	37	29	27	73	
Sakoli	10,329	17	40	4	7	11	48	59	28	19	81	
TOTAL	63,350	100	32	5	10	15	46	61	47	25	75	

TABLE 5-5

Number of members requiring wage employment and average wage rate received on E.G.S. and other works in different Talukas/Blocks

Taluka/Block	Member requiring wage employment		Average wage rate (Rs. 0.00) received on			
	Numbers	Percentage	E.G.S. Work			Other than E.G.S. work
			Selected E.G.S.	Other E.G.S.	Total	
1	2	3	4	5	6	7
Baglan	6,350	10.02	2.99	2.77	2.86	2.38
Kalvan	5,104	8.06	2.71	2.78	2.74	2.43
Barshi	10,712	16.91	2.37	2.58	2.52	2.34
Karmala	5,712	9.02	2.49	2.60	2.55	2.47
Georai	7,756	12.24	2.80	2.89	2.86	2.86
Ambejogai	8,404	13.27	2.86	2.91	2.90	2.17
Salekasa	8,983	14.18	2.88	2.90	2.89	2.03
Sakoli	10,329	16.30	2.88	2.66	2.74	2.10
<b>TOTAL</b>	<b>63,350</b>	<b>100.00</b>	<b>2.76</b>	<b>2.78</b>	<b>2.77</b>	<b>2.35</b>

TABLE 5-6

Percentage of persons requiring wage employment to total adult population and per person mandays of employment required in different talukas/blocks by size of mandays of wage employment required.

Taluka/Block	Number of days of employment required in 4 months									
	Upto 30 days			31—60 days				61—90 days		
	No. of persons requiring employment	Mandays of employment required	Col. 2 as percentage of adult population	Mandays per person in Col. 2	No. of persons requiring employment	Mandays of employment required	Col. 6 as percentage of adult population.	Mandays per person in employment	No. of persons requiring employment	Mandays of employment required
1	2	3	4	5	6	7	8	9	10	11
Baglan	4,766 (75)	62,598	35	13	1,011 (16)	44,305	7	44	467 (7)	35,163
Kalvan	3,244 (64)	45,928	29	14	1,150 (22)	49,640	10	43	520 (10)	39,271
Barshi	5,868 (55)	104,870	25	18	3,869 (36)	171,494	17	45	816 (8)	59,431
Karmala	3,101 (54)	52,200	28	17	1,911 (33)	79,390	18	42	540 (10)	39,604
Georai	5,696 (73)	108,493	30	19	1,250 (16)	53,474	7	43	514 (7)	37,658
Ambejogai	6,166 (73)	82,938	31	13	1,113 (13)	48,102	6	43	898 (11)	64,626
Salekasa	4,225 (47)	63,231	28	15	3,311 (37)	142,438	22	43	1,229 (14)	87,926
Sakoli	4,467 (43)	71,146	24	15	3,375 (33)	147,444	18	44	2,111 (20)	154,220
<b>TOTAL</b>	<b>37,533 (59)</b>	<b>591,404</b>	<b>29</b>	<b>16</b>	<b>16,990 (27)</b>	<b>736,287</b>	<b>13</b>	<b>43</b>	<b>7,095 (11)</b>	<b>517,899</b>

TABLE 5.6.—(contd.)

Taluka/Block	Number of days of employment required in 4 months—(contd.)									
	61—90 days—(Contd.)			91—120 days			Total			
	Col. 10 as per- centage of adult popu- lation	Mandays per per- son in col. 10	No. of persons requiring employ- ment	Mandays of emp- loyment required	Col. 14 as per- centage of adult popu- lation	Mandays per per- son in col. 14	No. of persons requiring employ- ment	Mandays of emp- loyment required	Col. 18 as per- centage of adult popu- lations	Mandays per per- son in col. 18
1	12	13	14	15	16	17	18	19	20	21
Baglan . . . . .	3	75	106 (2)	10,163	1	96	6,350 (100)	1,52,229	46	24
Kalvan . . . . .	5	76	190 (4)	18,730	2	99	5,104 (100)	1,53,569	46	30
Barshi . . . . .	3	73	159 (1)	15,617	1	98	10,712 (100)	3,51,412	46	33
Karmala . . . . .	5	73	160 (3)	15,470	1	97	5,712 (100)	1,86,664	52	33
Georai . . . . .	3	73	296 (4)	29,566	2	100	7,756 (100)	2,29,191	42	30
Ambejogai . . . . .	4	72	227 (3)	23,883	1	105	8,404 (100)	2,19,549	42	26
Salekasa . . . . .	8	72	218 (2)	21,265	2	98	8,983 (100)	3,14,860	60	35
Sakoli . . . . .	11	73	376 (4)	36,683	2	98	10,329 (100)	4,09,493	55	40
<b>TOTAL</b> . . . . .	<b>5</b>	<b>73</b>	<b>1,732 (3)</b>	<b>1,71,377</b>	<b>1</b>	<b>99</b>	<b>63,350 (100)</b>	<b>20,16,967</b>	<b>48</b>	<b>32</b>

TABLE 5.7

Factors favourable to participation in E.G.S.—Reasons in order of importance given by the reporting households participating/non-participating in E.G.S. works

Reasons for participation	Participants			Non-participants			Total		
	No. of household	Percentage	Rank	No. of household	Percentage	Rank	No. of household	Percentage	Rank
1	2	3	4	5	6	7	8	9	10
Better wages	8,987	52.9	1	3,851	46.2	2	12,838	50.6	1
No other work available	7,766	45.7	3	4,602	55.2	1	12,368	48.8	2
Close to vil- lage	7,842	46.1	2	3,068	36.8	3	10,910	43.1	3
Availability of continuous work	7,208	42.4	4	1,617	19.4	5	8,825	34.8	4
Timely payment of wages	4,710	27.7	5	1,094	13.1	6	5,804	22.9	6
Work not hard	3,841	22.6	6	2,147	25.7	4	5,988	23.6	5
Total report- ing house- holds	16,994	100.0	—	8,340	100.0	—	25,334	100.00	—

TABLE 5.8

Average wage rate per day (In Rs. 0.00)

Cost of work (Rs. in lakhs)	Nashik	Solapur	Beed	Bhandara	All 4 Districts
1	2	3	4	5	6
Upto 1.00	3.67	—	—	2.99	3.62
1.01—2.00	—	3.00	4.68	—	4.38
2.01—3.00	2.56	2.63	3.66	2.80	2.76
3.01—5.00	2.93	2.39	2.31	2.85	2.79
5.01 and above	—	2.40	3.08	2.99	2.95
<b>TOTAL</b>	<b>2.96</b>	<b>2.51</b>	<b>3.17</b>	<b>2.88</b>	<b>2.93</b>

Source :—Muster Roll Abstracts.



TABLE 5.9

Average length of employment received by the workers by cost of work

Cost of work (Rs. in lakhs)	Average length of employment received (Days)
1	2
Upto—1.00	30
1.01—2.00	42
2.01—3.00	47
3.01—5.00	58
5.01 and above	50
<b>TOTAL</b>	<b>50</b>

TABLE 5.10

Average daily wages received by the worker

(Rs. 0.00)

Length of employment received	Nashik	Solapur	Beed	Bhandara	All 4 Districts
1	2	3	4	5	6
Upto 25 days	3.05	2.58	3.05	2.87	2.87
26—50	3.06	2.53	3.12	2.88	2.92
51—100	3.03	2.46	3.27	2.87	2.96
101—150	2.90	2.48	3.12	2.93	2.93
151—250	2.76	2.78	3.16	2.85	2.88
251—350	2.98	—	—	2.94	2.95
351 and above	—	—	—	—	—
<b>TOTAL</b>	<b>2.96</b>	<b>2.51</b>	<b>3.17</b>	<b>2.88</b>	<b>2.93</b>

TABLE 5.11

Average length of employment received by the worker by number of weeks of abstention from work

Total no. of weeks of abstention from work (for all months together)	Average length of employment received (Days)
1	2
NIL	64
1	57
2	69
3	60
4	67
5	56
9—16	49
17 and above	40
<b>TOTAL</b>	<b>50</b>

TABLE 5.12

Average distance from where the workers came for work (Kms.)

Cost of work (Rs. in lakhs)	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
Upto—1.00	5.2	—	—	3.0	4.7
1.01—2.00	—	0.9	4.1	—	3.3
2.01—3.00	1.2	3.6	3.0	1.0	2.7
3.01—5.00	3.5	0.5	1.2	4.1	3.2
5.01 and above	—	3.4	4.4	4.8	4.2
<b>TOTAL</b>	<b>3.5</b>	<b>3.0</b>	<b>4.0</b>	<b>3.9</b>	<b>3.6</b>

TABLE 5.13

Average distance from where the workers came for work by average wage rate received

Average wage earned (Rs. 0.00)	Average distance from where the workers came for work (Kms.)
1	2
Upto—1.00	3.0
1.01—2.00	4.6
2.01—3.00	3.4
3.01—5.00	3.8
5.01—7.00	5.1
7.01—10.00	6.9
10.01 and above	3.2
<b>TOTAL</b>	<b>3.6</b>

TABLE 5.14

Average wages per day per worker according to the distance from where a worker came (Rs. 0.00)

District	Distance in Km. from the work site village									
	0	1	2	3-5	6-8	9-10	11-20	21	All & 4 districts above	tricts
1	2	3	4	5	6	7	8	9	10	
Nashik	2.84	3.59	2.67	3.05	3.11	3.21	5.13	3.54	2.96	
Solapur	2.57	—	—	2.63	2.21	2.57	2.32	2.38	2.51	
Beed	3.18	—	3.64	3.18	3.13	2.51	3.49	3.34	3.17	
Bhandara	2.89	2.94	2.93	2.91	2.78	3.02	3.25	2.84	2.88	
All 4 Districts	2.90	3.57	3.19	3.01	2.87	2.77	3.63	3.22	2.93	

TABLE 5.15

Average difference in maximum and minimum daily wage received by the worker (Rs. 0.00) in the month of maximum attendance

Cost of the work (Rs. in lakhs)	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
Upto 1.00	0.78	—	—	—	0.57
1.01—2.00	—	—	2.59	—	2.04
2.01—3.00	0.32	0.44	1.47	0.28	0.55
3.01—5.00	0.39	0.67	0.48	0.31	0.40
5.01 and above	—	0.58	0.89	0.41	0.74
<b>TOTAL</b>	<b>0.43</b>	<b>0.51</b>	<b>1.04</b>	<b>0.32</b>	<b>0.65</b>

TABLE 5-16

Distribution of works according to the cost of work and according to percentage of workers coming from a distance of upto 5 Kms. to total population of the villages within 5 Kms. radius

Cost of works (Rs. in lakhs)	Percentage of workers coming from a distance of upto 5 Kms.						
	Upto 5-00	5-01-10-00	10-01-15-00	15-01-20-00	20-01-25-00	25-01 & above	Total
1	2	3	4	5	6	7	8
Upto 1-00	1	—	—	1	—	—	2
1-01—2-00	1	1	—	—	—	—	2
2-01—3-00	1	2	1	—	1	—	5
3-01—5-00	2	3	2	1	—	1	9
5-01 and above	1	1	4	—	1	—	7
<b>TOTAL</b>	<b>6</b>	<b>7</b>	<b>7</b>	<b>2</b>	<b>2</b>	<b>1</b>	<b>25</b>

TABLE 5-17

Average distance from where the workers came for work by length of employment received

Length of employment received (Days)	Average distance from where the workers came for work (Km. 0-0)
1	2
Upto 25 days	4-1
26—50	3-8
51—100	3-1
101—150	2-9
151—250	2-0
251—350	0-6
351 and above	—
<b>TOTAL</b>	<b>3-6</b>

TABLE 5-18

Average distance from where the workers came for work

(In Kms)

Total No. of weeks of abstention from work (for all months together)	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
NIL	2-0	2-7	4-7	4-0	4-1
1	2-0	1-6	3-6	3-6	3-2
2	2-0	1-8	3-9	1-8	2-6
3	3-1	2-4	1-4	2-3	2-4
4	3-2	2-5	4-2	3-1	3-5
5—8	3-6	2-6	4-1	3-3	3-5
9—16	3-4	2-8	4-2	3-3	3-4
17 & above	4-1	2-8	5-2	4-4	4-2
<b>TOTAL</b>	<b>3-4</b>	<b>2-7</b>	<b>4-4</b>	<b>3-6</b>	<b>3-6</b>

TABLE 5-19

Percentage of workers (by sex) according to number of weeks of abstention from work

Total No. of weeks of abstention from work (for all months together)	Nashik			Solapur			Beed			Bhandara			All 4 districts		
	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total	Male	Female	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
Nil	6-02	6-86	6-49	1-39	2-04	1-75	15-53	13-13	14-22	9-07	8-28	8-62	8-89	8-16	8-49
1	3-47	4-27	3-90	1-81	2-08	1-96	4-36	3-87	4-09	10-09	12-04	11-39	4-88	5-45	5-20
2	4-25	3-45	3-81	1-86	2-54	2-23	5-50	5-40	5-44	7-79	7-68	7-73	4-90	4-91	4-90
3	6-17	6-19	6-18	2-32	2-08	2-19	2-28	2-32	2-30	6-86	7-84	7-42	3-99	4-25	4-13
4	3-47	4-46	4-02	2-14	2-77	2-48	5-60	4-76	5-14	4-40	3-48	3-88	4-09	3-91	3-99
5—8	17-94	19-64	18-89	10-52	11-60	11-11	13-85	14-87	14-41	11-32	11-09	11-19	13-11	13-97	13-59
9—16	34-04	31-13	32-41	43-80	43-77	43-78	25-03	31-03	28-31	15-22	13-67	14-32	29-02	30-02	29-58
17 & above	24-60	23-99	24-20	36-12	33-08	34-46	27-81	24-57	26-04	35-21	35-86	35-58	31-08	29-28	30-09
<b>TOTAL</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>	<b>100-00</b>

TABLE 5-20

Average Distance from where the workers came for work by number of weeks if abstention from work by sex (In Kms)

Total no. of weeks of abstention from work (for all months together)	Male		Female	Total
	1	2	3	4
Nil . . . . .		4.4	3.8	4.1
1 . . . . .		3.3	3.1	3.2
2 . . . . .		2.9	2.4	2.6
3 . . . . .		2.5	2.2	2.4
4 . . . . .		3.4	3.6	3.5
5-8 . . . . .		3.7	3.4	3.5
9-16 . . . . .		3.4	3.5	3.5
17 and above . . . . .		4.2	4.1	4.2
<b>TOTAL . . . . .</b>		<b>3.7</b>	<b>3.6</b>	<b>3.6</b>

TABLE 5-21

Average wage earnings by sex and by number of weeks of abstention from work

Total No. of weeks of abstention from work (for all months together)	Average wage earnings per worker (for all months together)		
			(Rs.)
	Male	Female	Total
1	2	3	4
NIL . . . . .	199	181	189
1 . . . . .	182	178	180
2 . . . . .	190	204	198
3 . . . . .	150	180	167
4 . . . . .	184	198	192
5-8 . . . . .	156	162	160
9-16 . . . . .	128	136	131
17 and above . . . . .	96	103	100
<b>TOTAL . . . . .</b>	<b>137</b>	<b>143</b>	<b>141</b>

TABLE 5-22

Average wage earnings per worker in different districts by number of weeks of abstention from work

Total No. of man weeks of abstention from work (for all months together)	Average wage earnings per worker (for all months together)				
					(Rs.)
	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
NIL . . . . .	133	91	218	171	189
1 . . . . .	214	118	239	151	180
2 . . . . .	200	149	227	182	198
3 . . . . .	152	148	241	147	167
4 . . . . .	169	165	232	148	192
5-8 . . . . .	159	139	179	147	160
9-16 . . . . .	133	89	148	229	133
17 & above . . . . .	109	63	86	147	100
<b>TOTAL . . . . .</b>	<b>141</b>	<b>91</b>	<b>161</b>	<b>164</b>	<b>141</b>

TABLE 5.23

Percentage of manweeks of employment received by number of days of attendance within a week by sex

No. of days of attendance within a week	Manweeks of employment by sex		
	Male	Female	Total
1	2	3	4
1 . . . . .	2.06	1.37	1.67
2 . . . . .	2.95	2.11	2.47
3 . . . . .	5.39	4.06	4.63
4 . . . . .	11.46	9.95	10.60
5 . . . . .	24.15	24.13	24.14
6 . . . . .	50.71	55.27	53.31
7 . . . . .	3.24	3.06	3.14
TOTAL manweeks	100.00	100.00	100.00

TABLE 5.24

Percentage of manweeks of employment received by number of days of attendance within a week for different age groups

No. of days of attendance within a week	Manweeks of employment by age				Total
	15-25	26-40	41-60	Above 60	
1	2	3	4	5	6
1 . . . . .	1.66	1.69	1.60	2.33	1.67
2 . . . . .	2.44	2.55	2.33	2.33	2.47
3 . . . . .	4.55	4.88	4.08	5.14	4.63
4 . . . . .	10.31	10.98	10.47	10.28	10.60
5 . . . . .	23.92	24.71	22.37	22.89	24.14
6 . . . . .	54.24	51.87	54.63	53.73	53.31
7 . . . . .	2.84	3.29	3.89	3.27	3.14
TOTAL	100.00	100.00	100.00	100.00	100.00

TABLE 5.25

Number of members per household receiving employment by principal occupation of the head of the household.

Principal occupation of the head of the household	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
(i) No occupation . . . . .	2.8	1.0	—	—	2.4
(ii) Cultivators :					
Upto 1.00 hect. . . . .	2.0	2.3	1.9	1.7	1.9
1.01—2.00 . . . . .	2.4	2.3	2.0	2.0	2.1
2.01—4.00 . . . . .	2.5	2.4	2.2	2.0	2.2
4.01—6.00 . . . . .	2.3	2.4	2.2	1.4	2.2
6.01—8.00 . . . . .	3.1	2.4	2.5	2.7	2.5
8.01 & above . . . . .	3.2	2.9	2.6	3.4	2.8
(iii) Agricultural Labourers . . . . .	2.0	1.8	1.8	1.6	1.8
(iv) Non-Agricultural Labourers . . . . .	3.0	—	1.6	1.3	1.6
(v) Others . . . . .	2.2	2.3	2.5	1.6	2.4
TOTAL	2.2	2.2	2.0	1.7	2.0

TABLE 5-26

Average earnings of the household through wage by principal occupation of the head of the household.

(Rs.)

Principal occupation of the head of the household	Average wage earnings of the household by occupation				
	Nasik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
(i) No occupation . . . . .	556	164	—	—	478
(ii) Cultivators :					
Upto 1·00 hect. . . . .	261	189	313	273	263
1·01 to 2·00 . . . . .	380	209	347	326	330
2·01 to 4·00 . . . . .	361	206	342	346	297
4·01 to 6·00 . . . . .	327	230	367	163	303
6·01 to 8·00 . . . . .	491	259	429	437	354
8·01 and above . . . . .	330	350	411	687	385
(iii) Agricultural Labourers . . . . .	260	152	273	269	249
(iv) Non-Agricultural Labourers . . . . .	611	—	216	131	220
(v) Others . . . . .	365	125	522	382	467
<b>TOTAL . . . . .</b>	<b>313</b>	<b>206</b>	<b>330</b>	<b>284</b>	<b>287</b>

TABLE 5-27

Number of persons per household receiving wage employment by size of total wage earnings of the household

Total wage earnings of the household (Rs.)	Number of persons per household receiving wage employment
1	2
Upto 100 . . . . .	1
101—200 . . . . .	2
201—300 . . . . .	2
301—500 . . . . .	2
501—1000 . . . . .	3
1001—1500 . . . . .	4
1501—2000 . . . . .	5
2001 and above . . . . .	6

TABLE 5.28

Average distance from where the households with different principal occupations came for work

Principal Occupation of the head of the household	Average distance from where the households came for work (Kilometre 0·0)				
	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
(i) No occupation . . . . .	2·3	—	—	—	1·8
(ii) Cultivators :					
Upto 1·00 hect. . . . .	4·4	3·9	3·2	3·8	3·9
1·01—2·00 . . . . .	3·3	2·3	5·0	3·4	3·7
2·01—4·00 . . . . .	4·7	3·0	4·6	3·3	3·9
4·01—6·00 . . . . .	2·9	2·3	4·5	5·9	3·8
6·01—8·00 . . . . .	2·3	1·4	6·1	3·4	3·6
8·01 and above . . . . .	3·5	1·4	4·6	1·3	3·0
(iii) Agricultural Labourers . . . . .	3·7	3·3	4·9	4·4	4·3
(iv) Non-Agricultural Labourers . . . . .	2·0	—	20·1	5·0	9·2
(v) Others . . . . .	2·1	1·7	6·0	3·8	5·0
<b>TOTAL . . . . .</b>	<b>3·8</b>	<b>2·9</b>	<b>4·8</b>	<b>3·9</b>	<b>4·0</b>

TABLE 5-29

## Number of manweeks of absenteeism per household by principal occupation of the head of the household

Principal occupation of the head of the household	No. of manweeks of abstenion per household				
	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
(i) No. occupation . . . . .	42	14	—	—	37
(ii) Cultivators :					
Upto 1·00 hect. . . . .	22	30	20	21	22
1·01—2·00 . . . . .	29	34	21	28	27
2·01—4·00 . . . . .	28	32	21	16	25
4·01—6·00 . . . . .	28	30	25	4	25
6·01—8·00 . . . . .	41	37	31	13	34
8·01 and above . . . . .	32	40	38	40	38
(iii) Agricultural Labourers . . . . .	22	27	19	21	21
(iv) Non-agricultural Labourers . . . . .	45	—	22	5	16
(v) Others . . . . .	32	42	26	22	28
<b>TOTAL</b>	<b>25</b>	<b>31</b>	<b>22</b>	<b>21</b>	<b>24</b>

TABLE 5-30

## Number of persons per household receiving wage employment by number of manweeks of abstenion from work of a household

No. of manweeks of abstenion from work	No. of persons per household receiving wage employment				
	Nashik	Solapur	Beed	Bhandara	All 4 districts
1	2	3	4	5	6
Nil . . . . .	1·4	1·1	1·6	1·2	1·4
1—5 . . . . .	1·4	1·3	1·6	1·4	1·4
6—10 . . . . .	1·4	1·3	1·6	1·6	1·5
11—15 . . . . .	1·5	1·2	1·7	1·7	1·5
16—20 . . . . .	1·8	1·4	1·8	1·4	1·6
21—25 . . . . .	1·9	1·6	2·0	1·5	1·7
26—30 . . . . .	2·7	1·8	2·2	1·5	2·0
31—50 . . . . .	3·0	2·7	2·6	2·0	2·5
51—75 . . . . .	3·8	3·8	3·1	2·9	3·4
76 and above . . . . .	5·4	5·5	4·7	4·3	5·0
<b>TOTAL</b>	<b>2·2</b>	<b>2·2</b>	<b>2·0</b>	<b>1·7</b>	<b>2·0</b>

TABLE 5-31

## Percentage of workers by number of weeks of abstenion from work, separately for workers in different age groups and by sex

No. of weeks of abstenion from work (for all months together)	Percentage of workers							
	Age groups					Sex		
	15—25	26—40	41—60	Above 60	Total	Male	Female	Total
1	2	3	4	5	6	7	8	9
Nil . . . . .	7·83	9·09	9·44	6·67	8·49	8·89	8·17	8·49
1 . . . . .	5·20	5·34	4·77	3·33	5·20	4·89	5·46	5·20
2 . . . . .	4·67	5·39	4·33	—	4·91	4·90	4·92	4·91
3 . . . . .	4·35	3·77	4·52	—	4·14	3·99	4·25	4·14
4 . . . . .	3·91	4·02	4·23	10·00	4·00	4·10	3·92	4·00
5—8 . . . . .	13·71	13·49	13·52	3·38	13·59	13·11	13·97	13·59
9—16 . . . . .	30·23	29·13	28·07	40·00	29·58	29·03	30·02	29·58
17 & above . . . . .	30·10	29·77	31·12	36·67	30·09	31·09	29·29	30·09
<b>TOTAL</b>	<b>100·00</b>	<b>100·00</b>	<b>100·00</b>	<b>100·00</b>	<b>100·00</b>	<b>100·00</b>	<b>100·00</b>	<b>100·00</b>

TABLE 5-32  
Percentage of workers by distance from work, separately for workers in different age group and by sex

Distance from work (kilometre)	Percentage of workers							
	Age Groups					Sex		
	15 to 25yrs	26 to 40yrs	41 to 60yrs	61 and above	Total	Male	Female	Total
1	2	3	4	5	6	7	8	9
0	44	46	52	43	45	46	45	45
1	@	@	@	—	@	@	@	@
2	5	4	4	—	5	4	5	5
3—5	21	20	19	47	21	20	21	21
6—8	22	22	20	10	22	22	23	22
9—10	5	4	3	—	4	4	4	4
11—20	2	2	1	—	2	2	1	2
21 and above	1	2	1	—	1	2	1	1
TOTAL	100	100	100	100	100	100	100	100

@Negligible

TABLE 5-33  
Proportion of households showing increase in monthly expenditure on various items due to E.G.S. earnings.

Sl. No.	Per-centage of EGS earnings to total cash earnings	Total No. of household in the earning group in col 2 belonging to—	Proportions of households reporting increase in monthly expenditure on												
			Food				Clothing				All items including food, fuel, clothing etc.				
			Target group	Non-target group	Target group	Non-target group	Target group	Non-target group	Target group	Non-target group	Target group	Non-target group	Target group	Non-target group	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1.	0	12,255	13,997	21.78	—	25.74	—	19.03	—	25.15	—	40.31	—	49.18	—
2.	Less than 5	575	297	37.83	21.72	41.16	35.79	24.48	5.86	37.79	18.26	53.48	20.24	66.67	24.87
3.	6 to 10	713	464	29.03	31.04	41.81	19.84	19.81	23.54	37.77	18.26	45.58	30.54	61.48	24.80
4.	11 to 20	1,336	1,551	25.67	40.31	30.34	54.78	19.82	23.14	21.55	47.72	40.57	35.47	45.08	48.08
5.	21 to 30	1,064	753	37.69	45.32	34.30	59.63	25.73	32.60	24.70	40.73	49.32	39.49	53.09	52.47
6.	31 to 50	1,222	885	40.65	76.20	42.85	62.95	21.44	66.89	38.45	53.76	53.62	68.45	74.10	56.39
7.	51 to 75	924	672	46.37	83.96	38.24	86.57	22.56	82.85	34.93	79.87	57.93	80.20	64.17	79.65
8.	76 to 99	711	401	55.13	90.92	47.38	99.34	26.55	93.26	32.29	100.00	68.60	85.39	51.18	97.44
9.	100	387	572	38.05	86.24	51.70	86.48	31.91	70.65	15.75	84.93	49.87	89.12	55.07	83.57
10.	Total (2) to (9)	6,932	5,595	37.98	63.41	38.73	64.59	24.15	52.20	28.25	54.34	51.51	57.32	57.01	57.77
11.	GRAND TOTAL	19,187	19,592	27.63	—	29.45	—	20.88	—	26.09	—	44.35	—	51.42	—

A— Percentage of households reporting increase in monthly expenditure from those in col. 3 or 4.

B— Of the households reporting increase in A, percentage of those who attributed the increase to the E.G.S. earnings.

TABLE 5-34  
Extent of repayment of Loans through E.G.S. earnings.

No. of mandays of employment received on E.G.S. works in 4 reference months	Total number of households		No. of households reporting repayment of loan through							
	Target	Non-target	All sources of earnings				E. G. S. earnings			
			No of households		Amount repaid (Rs.)		No. of households		Amount repaid (Rs.)	
			Target	Non-target	Target	Non-target	Target	Non-target	Target	Non-target
1	2	3	4	5	6	7	8	9	10	11
1 Nil . . . . .	12,273 (100.00)	14,017 (100.00)	1,998 (16.28)	3,743 (26.70)	9,30,297	42,94,950	— (0.00)	— (0.00)	— (0.00)	— (0.00)
2.1 Upto 50 days . . . . .	3,221	2,618	537 (16.68)	852 (32.54)	1,31,372	3,47,785	159 (29.61)	133 (15.61)	8,709 (6.63)	10,448 (3.00)
2.2 51—100 days . . . . .	2,082	1,457	364 (17.48)	481 (33.01)	1,72,957	1,86,577	220 (60.44)	185 (38.46)	19,457 (26.66)	22,850 (12.24)
2.3 101—150 days . . . . .	884	788	179 (20.25)	173 (21.95)	51,926	52,265	109 (60.89)	83 (47.98)	21,003 (40.44)	11,718 (22.42)
2.4 151—200 days . . . . .	421	356	26 (6.18)	143 (40.17)	24,064	57,272	9 (34.62)	114 (79.72)	844 (3.50)	17,191 (30.01)
2.5 201—300 days . . . . .	278	266	23 (8.27)	69 (25.94)	2,935	33,191	23 (100.00)	54 (78.26)	2,935 (100.00)	16,311 (49.14)
2.6 Above 300 days . . . . .	28	90	5 (17.86)	41 (45.56)	4,600	48,032	— (0.00)	22 (53.66)	— (0.00)	4,189 (8.72)
Sub-total (2.1 to 2.6) . . . . .	6,914 (100.00)	5,575 (100.00)	1,134 (16.40) (100.00)	1,759 (31.55) (100.00)	2,87,854 (100.00)	7,25,122 (100.00)	520 (45.86)	591 (33.60)	52,948 (18.39)	82,707 (11.40)
GRAND TOTAL . . . . .	19,187 (100.00)	19,592 (100.00)	3,132 (16.32) (100.00)	5,502 (28.08) (100.00)	12,18,151 (100.00)	50,20,072 (100.00)	520 (16.60)	591 (10.74)	52,948 (4.34)	82,707 (1.64)



TABLE 5.35

**Proportion of households from targets/non-target group reporting  
formation of assets through E.G.S. earnings**

No. of days employed on E.G.S. works	Total No. of households		House- holds value	Proportion of households reporting asset formation											
	Target	Non- target		Farm assets				Household assets				Other financial assets			
				All sources		E.G.S.		All sources		E.G.S.		All sources		E.G.S.	
				Target	Non- target	Target	Non- target	Target	Non- target	Target	Non- target	Target	Non- target	Target	Non- target
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1 Nil	12,273 100.00	14,017 100.00	Hhs. Value	7.02	18.76	(1.28) (0.20)	(2.74) (0.10)	1.94	5.12	—	(3.07) (0.35)	1.58	6.03	(2.58) (0.76)	(1.54) (0.36)
2.1 Upto 50 days	3,221 100.00	2,618 100.00	Hhs. Value	7.14	16.46	(13.91) (1.35)	(6.26) (0.47)	1.68	2.83	(22.22) (10.91)	(48.65) (7.32)	0.75	1.22	—	—
2.2 51—100 days	2,082 100.00	1,457 100.00	Hhs. Value	8.21	33.36	(23.39) (3.48)	(18.11) (4.94)	1.34	5.77	(60.71) (42.32)	(13.10) (2.63)	0.58	2.20	(41.67) (1.86)	—
2.3 101—150 days	884 100.00	788 100.00	Hhs. Value	6.67	5.58	(61.02) (14.03)	(68.18) (12.40)	3.39	7.23	(66.67) (93.75)	(45.61) (14.35)	—	—	—	—
2.4 151—200 days	421 100.00	356 100.00	Hhs. Value	5.94	5.34	(72.00) (42.04)	(—)	—	5.34	(—) (—)	(—) (—)	—	—	(—) (—)	(—) (—)
2.5 201—300 days	278 100.00	266 100.00	Hhs. Value	5.76	32.33	(31.25) (17.39)	(24.42) (7.50)	1.80	11.65	(100.00) (100.00)	(—) (—)	—	—	(—) (—)	(—) (—)
2.6 Above 300 days	28 100.00	90 100.00	Hhs. Value	—	33.33	(—) (—)	(36.67) (60.26)	—	—	(—) (—)	(—) (—)	—	—	(—) (—)	(—) (—)
Sub-total (2.1 to 2.6)	6,914 100.00	5,575 100.00	Hhs. Value	7.25	19.66	(26.15) (5.47)	(16.15) (4.20)	1.69	4.75	(46.15) (17.78)	(27.55) (7.20)	0.52	1.15	(13.89) (1.46)	(—) (—)
GRAND TOTAL	19,187 100.00	19,592 100.00	Hhs. Value	7.10	19.02	(10.43) (1.68)	(6.68) (0.63)	1.85	5.01	(15.21) (6.95)	(9.67) (1.05)	1.20	4.64	(4.35) (0.96)	(1.43) (0.34)

(Figures in brackets indicate proportion of asset formation through E.G.S. to asset formation through all sources in the target/non-target groups.)

TABLE 5-36(A)  
Percentage of Households (target/non-target group by type of assets formed (Farm assets).

Types of assets	Target	Non-target	Total
1	2	3	4
1. Agricultural land	2.35	4.94	4.25
2. Farm building	1.03	0.51	0.65
3. Well	0.44	1.53	1.24
4. Pump sets with electric motors	1.47	4.43	3.64
5. Land development	1.10	1.13	1.12
6. Milch cattle	11.23	14.01	13.27
7. Working animals	1.17	8.32	6.41
8. Bullocks	33.77	40.26	38.52
9. Other livestock	31.13	13.90	18.51
10. Bullock carts	4.62	6.07	5.68
11. Implements	15.94	15.06	15.27
12. Oil engine	—	1.13	0.83
13. Water tank	—	0.56	0.41
14. Thresher	—	1.05	0.77
15. Mot	0.81	0.88	0.86
16. Electric connection pipeline	0.74	—	0.20
17. Poultry	—	0.38	0.28

TABLE 5-36(B)  
Percentage of households (targets non-target) by type of Assets formed (Household assets).

Type of assets	Target	Non-target	Total
1	2	3	4
1. Radio	7.89	2.34	3.81
2. Residential building	31.84	35.85	34.78
3. Bicycle	11.55	10.99	11.15
4. Sewing machine	5.64	4.58	4.87
5. Utensils	25.36	24.04	24.39
6. Electric fitting to house	0.22	4.99	4.26
7. Purchase of wrist watches	—	2.24	1.11
8. Weighing balance	7.61	—	1.02
9. Residential hut	0.08	—	0.02
10. Steel trunks	6.48	—	1.72
11. Stove	6.20	—	1.64
12. Beds	—	1.02	0.75
13. Steel grill	—	3.06	2.24
14. Cup-board (wooden)	—	11.71	8.60
15. Steel sheets	4.23	2.75	3.14

TABLE 5-36(C)  
Percentage of households (target/non-target group) by type of assets formed (Other financial assets).

Type of assets	Target	Non-target	Total
1	2	3	4
1. Vehicle for trade	1.30	—	0.26
2. G.P.F.	23.04	64.80	56.37
3. L. I. C.	7.39	52.70	43.55
4. Deposits	—	29.37	23.44
5. Silver ornaments	2.17	1.43	1.58
6. Gold ornaments	6.96	6.71	6.76
7. C. T. D.	19.13	22.33	21.69
8. Postal saving accounts	6.96	—	1.41
9. Government security	—	3.52	2.81
10. Savings Certificates	6.96	1.65	2.72
11. Society shares	28.26	12.65	15.80
12. Others	21.31	—	4.30

*Salient features of the Maharashtra Employment Guarantee Act, 1977 and the Rules thereunder*

**MAHARASHTRA ACT No. XX OF 1978**

(First published, after having received the assent of the President, in the "Maharashtra Government Gazette" on the 3rd October, 1978)

An Act to make effective provision for securing the right to work by guaranteeing employment to all adult persons who volunteer to do unskilled manual work in rural areas in the State of Maharashtra.

WHEREAS it is expedient to make effective provision for securing the right to work laid down in article 41 of the Constitution of India by guaranteeing employment to all adult persons who volunteer to do unskilled manual work in rural areas in the State of Maharashtra;

AND WHEREAS it is necessary to engage such adult persons on works which would bring into being durable assets for the benefit of the community and the economy;

AND WHEREAS it is further necessary to provide for continuing employment of surplus rural manpower in cottage, village and small industries and in agro-industries;

AND WHEREAS it is also necessary to make certain supplemental, incidental and consequential provisions it is hereby enacted in the Twenty-eighth Year of the Republic of India as follows :—

*Guarantee of employment to adult persons in rural areas*

i. Every adult person in the rural areas in Maharashtra shall have a right to work, that is, a right to get guaranteed employment for doing unskilled manual work and to receive wages therefor weekly or in any case not later than a fortnight, in accordance with the provisions of this Act and the Scheme made thereunder.

*State Council and its functions*

ii. (a) For the purposes of having a periodical review and supervision of the implementation of this Act, there shall be a Council to be called the Maharashtra State Employment Guarantee Council. The State Government shall appoint the Chairman and other members of the Council. The number of other members of the Council shall not exceed twenty-six, of whom at least two members shall be appointed from persons belonging to the Backward Classes.

(b) The other function of the Council shall be to advise the State Government on all matters concerning this Act and the Scheme and their implementation.

(c) The Council shall be competent to undertake an evaluation of the Scheme and for this purpose collect

or cause to be collected statistics pertaining to the rural economy of Maharashtra in general and the socio-economic condition of the rural labour and the implementation of the Scheme in particular. It shall also be competent for the Council to recommend to the State Government the appointment of one or more Study Groups for undertaking a study of specific questions and problems connected with the implementation of this Act and the Scheme.

(d) The Council shall co-ordinate the working of the District Level Committees.

*District and Panchayat Samiti Level Committees and their functions*

iii. (1) The State Government shall constitute a District Employment Guarantee Committee in every District and a Panchayat Samiti Employment Guarantee Committee in every Panchayat Samiti area. On every District Level Committee, and Panchayat Samiti Level Committee, at least two members shall be appointed from persons belonging to the Backward Classes and two members shall be either from persons who have been employed on the works of the Scheme or from any registered union of the agricultural labourers. The Chairman of every such Committee shall be appointed from the non-official members thereof.

(2) These Committees, shall, within their respective jurisdictions, supervise and review the implementation of the Scheme, from time to time, and shall suggest to the State Government and the Council such steps as in their opinion are necessary for a more effective implementation of this Act. The Collector and the Samiti Officers concerned shall, from time to time, report to the Committees the action taken by them or the State Government on the suggestions made by the Committees.

(3) Every District Level Committee shall co-ordinate the working of the Panchayat Samiti Committees in the District.

*Collector responsible for implementation of Scheme in each District*

iv. The Collector of the District shall be responsible for the implementation of the Scheme in the District and for this purpose all other officers of the State Government, the Zilla Parishad and other local authorities or bodies functioning in the District and having for

their jurisdiction an area not bigger than the District shall be responsible to the Collector.

#### *Preparation and Publication of Scheme*

v. (1) For the purpose of giving effect to the employment guarantee mentioned in section 3, the State Government shall prepare a Scheme for providing employment to all adult persons residing in the rural areas, who volunteer to do unskilled manual work, subject to the conditions laid down by or under this Act or in the Scheme.

(2) The Scheme shall have the following essential features—

- (i) Only productive works shall be taken up under the Scheme.
- (ii) The works taken up under the Scheme shall be in the rural areas; it shall, however, be lawful for the State Government to direct that certain categories of works may be taken up in areas other than rural areas.
- (iii) Every Collector shall be asked to prepare blue prints of the works to be taken up under the Scheme in the District. Such blue prints shall be prepared by him as a part of the District plan, but be based on the Panchayat Samiti area development plans prepared with a view to give employment guarantee to all adult persons for unskilled manual work and to make use of natural resources, actual or potential, which are readily available in the respective Panchayat Samiti areas. The Collector shall place the blue prints for approval before the District Level Committee, which shall give its approval after taking into consideration the views of the Panchayat Samiti Level Committees.
- (iv) In order to anticipate the demand for manual work a manpower budget for the District shall be prepared so that it may be possible to plan the works to be taken up under the Scheme, taking into account the spatial distribution of unemployment over the District.
- (v) The Scheme may also provide, as far as possible, for the training and upgradation of the skills of the unskilled labour.
- (vi) The wages shall be directly linked with the quality and quantity of work.
- (vii) The wages shall be paid according to the schedule of rates, which shall be fixed by the State Government for different types of works, from time to time. The schedule of rates shall be so fixed that a person working diligently for 7 hours a day would normally get a total wage equal to the minimum wage for agricultural labourer for the lowest zone fixed by the State Government, from time to time.
- (viii) It shall be open for the Samiti Officer to direct any person who volunteers for employment under the Scheme to do work of any type permissible under the Scheme.

- (ix) All works taken up under the Scheme shall be executed departmentally and not through any contractor :

Provided that, skilled items of works such as gorge filling where it is absolutely necessary, and waste-weir component of work of percolation and minor irrigation tanks, may be executed on the basis of a piece rate system, but the wages payable to unskilled labour shall be in accordance with the tasks prescribed under the Scheme.

- (x) The works taken up under the Scheme shall be so organised by the Collector that the normal agricultural operations in the District are not adversely affected and that a balance is maintained between the principle of guaranteed work with minimum wages on the one side and the requirements of labour for agricultural operations, as well as the requirements of labour for the implementation of the regular plan and non-plan works of the State Government on the other side.

#### *Conditions applicable for guaranteed employment to adult persons in rural areas*

vi. (1) Every adult person who—

- (i) is residing in any rural area;
- (ii) is willing to do any unskilled manual work;

may get his name and address registered with an authority or officer specified by the State Government in this behalf (hereinafter referred to as "the registering authority") who shall register the name and address of such person, after making such enquiry as it deems fit. The registration shall be for such period as may be laid down in the Scheme and may be renewed, from time to time. The registering authority, if satisfied that any person has got himself registered by making a false declaration of his age may, after giving reasonable opportunity to the person concerned of being heard, delete his name from the register.

#### *Samiti Officers and their functions*

vii. (1) For every Panchayat Samiti area, the State Government shall appoint a Panchayat Samiti Level Officer, to be called the Samiti Officer, for the implementation of the Scheme in the Panchayat Samiti area concerned.

(2) The Samiti Officer shall, from time to time, obtain from the registering authority a list containing the names and addresses of persons registered with it.

(3) The works to be taken up under the Scheme shall be sanctioned by the State Government or the Collector or by such other officer as the State Government may specify for this purpose, subject to such limits on the costs of works as the State Government may, by order, specify. The Samiti Officer shall, from time to time, obtain from the Collector a list of works sanctioned within the District.

(4) On receipt of a letter for employment under sub-section (3) of section 8, the Samiti Officer shall decide to which sanctioned work in his Panchayat Samiti area the applicant may be directed, and accord-

ingly inform the applicant and also the officer in charge of the execution of the work. If it is not possible for the Samiti Officer to direct the person to any work in his Panchayat Samiti area, he may, in consultation with the Collector, direct him to a work outside the Panchayat Samiti area, but within the District.

(5) The Collector and the other implementing agencies in the District shall be responsible for the funds placed at their disposal by the State Government. They shall maintain the accounts of employment and expenditure in such manner as may be prescribed.

*Establishment of Employment Guarantee Fund and its utilisation for the Scheme*

viii. (1) On the date of commencement of this Act, a Fund to be called the Employment Guarantee Fund shall be deemed to be established.

(2) Any amount standing to the credit of the Employment Guarantee Fund established under the Maharashtra State Tax on Professions, Trades, Callings and Employments Act, 1975 read with the Maharashtra Tax Acts (Amendments) Act, 1975, shall stand transferred to, and form part of, the Fund deemed to be established under sub-section (1) with effect from the date of commencement of this Act.

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(3) The following shall form part of, or be paid into the Fund, namely —

(a) the amounts transferred to the Fund under section 30 of the Maharashtra State Tax on Professions, Trades, Callings and Employments Act 1975 and under section 4 of the Maharashtra Tax Acts (Amendments) Act, 1975, and the amounts of the matching contributions made by the State Government as laid down in the said Acts;

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(b) any contribution or grants made by the State Government, the Central Government or any local authority

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(c) any sums received from other bodies or individuals, whether incorporated or not.

(4) Any amount transferred or credited to the Fund shall be charged on the Consolidated Fund of the State.

(5) The amount standing to the credit of the Fund shall be expended in such manner and subject to conditions as may be prescribed for the purpose of implementing the Scheme.

(6) Temporary diversions of funds for utilisation on other departmental schemes or plan schemes, which have for their objective, the generation of employment or the creation of productive assets or both may be permitted by the State Government, subject to the Fund being reimbursed by such amount in the same or next financial year.

(7) The Fund shall be held and administered on behalf of the State Government by an officer not below the rank of a Secretary to the State Government, subject to such general or special directions as may be given by the State Government, from time to time.

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*Maharashtra Employment Guarantee Rules*

Some of the important provision of the Maharashtra Employment Guarantee Rules, 1979 are listed below :

1. *Registering Authorities*—The Samiti Officer of a Panchayat Samiti area shall in consultation with the Collector of the District appoint the registering authority for each village (including C Class municipal areas) from among the Talatis, Gram-sevaks and Assistant Gram-sevaks working in the Panchayat Samiti area.

2. *Registration for Employment*—(1) Any adult person (i.e. a person who has attained the age of 18 years) residing in a rural area and is willing to do any unskilled manual work under the Employment Guarantee Scheme may get his name registered with the registering authority of the village, by giving an application indicating details such as name, address, caste, if belonging to Schedule Caste/Tribe, sex, age, land holding if any. The registering authority need not insist that the application should be in the prescribed form, provided all the details mentioned above are furnished by the applicant. In case the person willing to be registered is not in a position to give a written application, the registering authority may take down the details furnished orally by the person without insisting for a written application.

(2) On receipt of the application for registration (written or oral), the registering authority shall generally satisfy himself about the correctness of the particulars of the employment seeker and register the name of the person if his age is 18 years or above. In case the registering authority has any doubt about the correctness of the age of the applicant, he can ask for proof for the same and decide the matter. In case a person who is below 18 years but has attained 15 years is applying for registration on the ground that there is no able bodied adult person in his family, the registering authority shall, after satisfying himself about this, register the name of the person. The registering authority shall maintain a register of all employment seekers.

(3) On registration of a person, the registering authority shall issue a non-transferable identity card to him and obtain his signature or thumb impression in token of the receipt of the identity card. The identity cards required for this purpose will be supplied by the Samiti Officer.

(4) The registration of the employment seekers and also the issue of identity cards shall be done free of cost.

3. *Procedure for making application for employment*—A person who is registered for employment under the Scheme and who is in need of employment shall apply either to the Samiti Officer of the concerned Panchayat Samiti or the Registering Authority of the concerned village. This application shall be handed over by the applicant personally to the Samiti Officer or the Registering authority. It shall not be insisted that the application shall be in the prescribed form, provided all the details and the undertaking by the registered employment seekers that he will work for a continuous period of at least 30 days on the work to which he will be directed by the Samiti Officer. The

authority receiving the application shall acknowledge receipt of the same. The letters asking for employment received by the Registering Authority shall be forwarded to the Samiti Officer, as and when he receives the same and in any case not later than 3 days of the receipt of the letter. The Registering authority shall maintain a register regarding the applications received by him.

4. *Provision of employment*—The Samiti Officer shall consider each letter asking for employment received by him or forwarded to him by the Registering Authorities and shall after satisfying himself that the applicant is already registered for employment, direct him immediately by a letter to a work sanctioned under the Scheme within the Panchayat Samiti area and if it is not possible to direct him to any work within the Panchayat Samiti area, to a work in any other Panchayat Samiti area within the same District. A copy of the same letter should be forwarded to the implementing officer-in-charge of the work, also. The implementing officer or his representative shall absorb the person on the above work if he presents himself for the work within 7 days of the receipt of the letter issued by the Samiti Officer. If, owing to reasons beyond his control, the implementing officer or his representative finds it impossible to absorb the person on the work, he shall record the same with reasons thereof on the copy of the letter brought by the person and shall inform the Samiti Officer separately. On receipt of this intimation from the implementing officer, the Samiti Officer shall immediately direct the person by a letter to some other work.

5. *Provision of employment when it is no longer possible to continue to provide employment on a work*—When any Implementing Officer finds that it is not possible to continue to provide unskilled manual employment to a registered person, who in pursuance of his letter asking for employment was directed by the Samiti Officer to the work, he shall immediately report this fact to the Samiti Officer indicating the date from which such a registered person could not be given employment and the name and the registration number of such a person. The Samiti Officer shall on receipt of such a report from the Implementing Officer immediately and in any case not later than 4 days, direct such a person to some other work.

6. *Entitlement to receive unemployment allowance*—

(1) A person who is registered under the scheme and who has given a letter asking for employment shall be entitled to receive unemployment allowance at the rate of Re. 1 per day or at such high rate as may be fixed by the State Government, if—

(a) The letter from the Samiti Officer directing him to any work is not issued before the expiry of 15 days from the receipt of the letter for employment (in that case he shall be entitled for unemployment allowance for the period commencing on the expiry of 15 days from the receipt by the Registering Authority or the Samiti Officer, as the case may be, of the letter for employment till the actual date on which the letter from the Samiti Officer, directing him to a work is issued).

or,

(b) The letter of the Samiti Officer directing him to some other work when it is not possible to continue to provide employment on a work to which he was directed by the Samiti Officer is not issued within 4 days of the receipt by the Samiti Officer of the intimation of this fact from the Implementing Officer of the work (in that case the person shall be entitled for unemployment allowance for the period commencing on the expiry of 4 days after the receipt of intimation by the Samiti Officer from the Implementing Officer till the date on which the letter directing him to some other work is issued), or

(c) He is not absorbed on the work by the Implementing Officer when he reports for work within 7 days of the receipt of the letter from the Samiti Officer (in that case he shall be entitled for unemployment allowance for the period commencing on the expiry of 15 days from the receipt of the letter for employment till the date on which a letter directing him to some other work is issued), or

(d) He, on being directed to some other work by the Samiti Officer when it is not possible to continue to provide employment on an earlier work, is not absorbed when he reports for work within 7 days of the receipt of the letter from the Samiti Officer (in that case he shall be entitled for unemployment allowance from the period commencing on the expiry of 4 days after the receipt of intimation about inability to continue to provide employment on the earlier work till the issue of the letter redirecting him to another work).

(2) The above entitlements for unemployment allowance, are, however, subject to the following conditions—

(a) If, owing to circumstances beyond human control like rains or unusual natural calamities, the State Government is unable to provide employment (i.e. the Samiti Officer being unable to issue the letter directing the employment seeker to a work or the Implementing Officer being unable to absorb the persons directed by the Samiti Officer or to take up or continue the work), there shall be no liability on the part of the State Government to pay unemployment allowance.

(b) A person will render himself ineligible to unemployment allowance for a period of three months, if he does not report for work within 7 days of his being asked to do so, or continuously remains absent from work without the written permission of the Implementing Officer for a period of more than one week, or remains absent for a total period of more than one week in any month. Therefore, whenever any person claims unemployment allowance, it shall be verified whether at any time within a period of 3 months immediately preceding, he had rendered himself ineligible to unemployment allowance on account of any of the reasons mentioned above.

(c) A person who is found to have claimed and accepted unemployment allowance while already having an employment will not be entitled to unemployment allowance for a period of 3 months from the last day on which he is so found to have claimed and accepted unemployment allowance.

**7. Procedure for payment of unemployment allowance—**(1) A person claiming unemployment allowance shall make an application to the Samiti Officer within 7 days of the last day of the period for which unemployment allowance is claimed. Separate applications shall be made for each continuous period for which unemployment allowance is claimed. The period for which unemployment allowance is claimed in an application shall not exceed 30 days. No unemployment allowance shall be claimed for a period beyond the date of application for unemployment allowance. A copy of the acknowledgement received while handing over the letter for employment shall be attached to the application. In case a person claims unemployment allowance on the ground that he was not absorbed on a work to which he was directed by the Samiti Officer, he shall attach a copy of the letter issued by the Samiti Officer directing him to the work and endorsement of the Implementing Officer or his representative regarding his inability to absorb the person on the work. If the above requirements are not fulfilled in the application, it shall be liable for rejection.

(2) On receipt of the application, the Samiti Officer shall make necessary enquiries and if he is satisfied that the applicant is registered for employment under the Scheme and is entitled for payment of unemployment allowance, he shall issue an order to that effect indicating the period for which the unemployment allowance is payable and direct the Registering Authority of the concerned village to make payment of the unemployment allowance to the applicant. If the Samiti Officer rejects the demand for unemployment allowance, he shall record the reason for rejecting the same and intimate the applicant. As far as possible, the Samiti Officer shall decide the application for unemployment allowance within ten days of its receipt.

(3) The Registering Authority making payment of unemployment allowance shall do so in the presence of a witness and shall obtain the signature or thumb impression of the person receiving unemployment allowance and also the witness in token of the payment after making necessary entries. The Registering Authority shall submit monthly statements to the Samiti Officer regarding the payment of unemployment allowance made by him.

**8. Settlement of disputes—**When a dispute arises between a person giving a letter for employment and the Samiti Officer regarding provision of employment or payment of unemployment allowance, it shall be referred by the Samiti Officer to the Sub-Divisional Officer, who has jurisdiction over the concerned Panchayat Samiti area. The aggrieved person may also directly approach the Sub-Divisional Officer, but he may do so within 15 days from the date of the order by which he is aggrieved. The Sub-Divisional Officer

shall decide the matter after making summary enquiries and pass suitable orders and communicate the same to the Samiti Officer and the concerned person. For this purpose, the Sub-Divisional Officer may require the presence of the Samiti Officer or any Panchayat Samiti level Implementing Officer. The Sub-Divisional Officer may, as far as possible, hold the enquiry at the Panchayat Samiti headquarters. The decision of the Sub-Divisional Officer shall be final.

**9. Powers of Collector to direct Village Panchayats to take up work from the Village employment fund—**When it is not expedient to provide employment to a person asking for employment on any work taken up under the Scheme, the Collector of the district may direct a Village Panchayat to take up works permissible under the Maharashtra Village Employment Fund Rules, 1974, from the Village Employment Fund. It shall be binding on the Village Panchayat to abide by the directive of the Collector, provided there is balance in the Village Employment Fund. It shall also be binding on the Village Panchayat to absorb such of the persons as are directed by the Samiti Officer.

**10. Maintenance of accounts of employment and expenditure—**The Collector and the other implementing agencies shall maintain account of employment. The account of expenditure shall be maintained at district level by the Collector. The implementing agencies shall maintain the account of expenditure in the manner prescribed by the respective departments for the normal works of those departments.

**11. Utilisation of Employment Guarantee Fund—**(1) The Fund shall be expended for the purpose of implementing the scheme, which shall include the administrative charges, payment of unemployment allowance under the Act and the expenditure to be incurred on ex-gratia payments to the workers, who sustain injuries as a result of any accident while engaged on the works under the Scheme or to the members of families of the workers who die as a result of any such accident.

(2) The expenditure for the purpose of implementing the Scheme (including the administrative charges), which are initially debited to the Consolidated Fund shall be transferred to the Fund by corresponding deduct entry thereunder.

**12. Administration of Employment Guarantee Fund—**(1) The Fund shall be held and administered on behalf of the State Government by the Secretary to Government in the Planning Department and in his absence by such other Secretary to Government as the State Government may designate in that behalf.

(2) No sums from the Fund shall be paid or applied, except for the purposes which are approved by the Secretary to Government, Planning Department, or by any officer authorised by him in this behalf.

## GOVERNMENT OF MAHARASHTRA

*Note on Improvisations made in the Employment Guarantee Scheme*

The observations made in the report on various facets of the E.G.S. are with reference to the working of the scheme till October, 1978. The following major improvements have been made in the implementation of the E.G.S. from October 1978 till the end of April, 1980.

**1. Planning**

In order to obviate crisis decisions in the wake of sudden spurt in demand for employment as a result of various extraneous factors and to ensure optimum utilisation of available labour for early completion of productive works, steps have been taken for the preparation of Annual Operational Plan. In addition instructions have also been issued for preparation of shelf of projects for conducting survey and preparation of plans and estimates for its inclusion in the blue prints.

**2. Organisation**

Inspection and supervision cells have been created at the Divisional level under the Superintending Engineer. The staff at the district level has been strengthened and staff has been provided at the taluka level for proper implementation of the provisions of the Employment Guarantee Act of 1977. For the execution of irrigation works taken up under the E.G.S. 3 divisions and 33 sub-divisions were sanctioned earlier. Similarly, one division and 4 sub-divisions were sanctioned for execution of road works. In the year 1979-80 for the execution of the road works 6 divisions and 24 sub-divisions have been sanctioned

**3. Scope of work**

The scope of work to be taken up under the E.G.S. has been extended to cover nala bunding, ayacut development in the command of minor irrigation tanks; land development and shaping in drought prone areas, earthwork and metalling and straightening of bad curves of state highways. Besides, in order to provide impetus for taking up afforestation works under the E.G.S.; conditions for starting the works have been relaxed. In addition staff norms for afforestation works have also been relaxed to suit the requirements for forest department for taking up of afforestation works on massive scale.

**4. Implementation of Act**

The Employment Guarantee Act, 1977 has been brought into force from 26th January, 1979.

**5. Ex-gratia payment in case of injury**

In pursuance of provision in the Act, Government has issued detailed orders for ex-gratia payment in

the case of death or injuries caused to labourers of E.G.S. works.

**6. Wages**

Consequent to the upward revision of minimum wages for agricultural labourers the wages were revised under the E.G.S. and the increase in wages was given in kind.

**7. Hiring & sharpening**

Earlier hiring and sharpening charges were used to be paid to the workers at the composite rate of 5 paise per day. Now the hiring and sharpening charges are paid separately at the rate of 5 paise per day per tool subject to the condition that sharpening charges will be paid only for tools which need sharpening.

**8. Machinery**

Government has allowed purchase of machinery worth Rs. 6.50 crores covering 67 units for irrigation works. (One unit consists of one diesel road roller, three tippers and one tanker) and 38 units for road works (one unit consists of one diesel road roller, one tanker and 1 truck).

**9. Steps taken for early completion**

The Collectors were requested to review every work taken up under the E.G.S. periodically for proper mobilisation of labour for early completion of work. Guidelines for taking up gorge filling works on piece rate system were also issued in which the Collectors were asked to take a review of such works in advance and take suitable steps for entrusting the works to piece rate workers or execute such works departmentally in order to ensure its completion before the onset of monsoon. Instructions have been issued to give a top priority for completion of incomplete works and mobilise all the available labour on such works. Instructions were also issued to the effect that no works should be started in the vicinity of such incomplete works unless labour requirements of these works are met. In this regard Divisional Commissioners have been empowered to stop any new works taken up without considering availability of the incomplete works in the vicinity. In order to mobilise available labour for canal works under the irrigation project various incentives like camping facilities, payment of transport cost etc. have been made. Besides, instructions have also been issued against starting of any new work in the vicinity of such canal works unless the labour requirements of such works are met.



**PROJECT TEAM**

Programme Evaluation Organisation  
(Planning Commission)

Directorate of Economics and Statistics  
Government of Maharashtra

**Head quarters**

*Agricultural Economics Division*

1. Shri S. B. Saharya	Deputy Adviser	1. Shri U. K. Koundinya	Joint Director
2. Shri V. P. Luthra	Research Officer	2. Shri V. R. Gadgil	Deputy Director
3. Shri B. P. Verma	Research Officer	3. Smt. S. N. Soman	Research Officer
4. Shri K. C. Pushkarna	Economic Investigator Gr. I	4. Shri V. B. Golaney	Research Officer
5. Shri K. K. Chand	Economic Investigator Gr. I	5. Smt. K. A. Khatri	Research Assistant
6. Shri J. N. D. Porwal	Economic Investigator Gr. I	6. Shri S. B. Kulkarni	Statistical Assistant
7. Shri B. S. Kapil	Economic Investigator Gr. II	7. Kum. N. C. Ranade	Stenographer
8. Shri Ram Lal	Economic Investigator Gr. II	8. Shri V. B. Bhave	Stenographer
9. Shri Sohan Lal	Personal Assistant	9. Shri A. R. Potdar	Typist
		10. Smt. S. S. Deodha	Typist

*Computer Services Division*

10. Shri Shadi Lal	Senior Programmer
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**Field Teams**

**I. Nashik District**

(a) *Baglan Taluka*

1. Shri C. R. Joglekar	Research Officer
2. Shri K. S. Hada	Research Assistant
3. Shri W. C. Kalsey	Research Assistant
4. Shri A. D. Kale	Research Assistant
5. Shri B. M. More	Research Assistant

(b) *Kalyan Taluka*

6. Shri S. G. Ghamandi	Research Officer
7. Shri V. P. Ingole	Research Assistant
8. Shri D. B. Bhombe	Research Assistant

**II. Solapur District**

(a) *Barshi Taluka*

1. Shri K. K. Desai	Research Officer
2. Shri P. N. Tupasamudra	Research Assistant
3. Shri R. S. Ambure	Research Assistant

(b) *Karmala Taluka*

4. Shri S. V. Kulkarni	Research Officer
5. Shri S. K. Jodmote	Research Assistant
6. Shri M. B. Sheikh	Research Assistant
7. Shri M. D. Sakhare	Research Assistant

**III. Beed District**

(a) *Georai Taluka*

1. Shri G. N. Katakwar	Research Officer
2. Shri S. G. Kendre	Research Officer
3. Shri S. A. Dhande	Research Assistant
4. Shri Sayed Mashiuddin	Research Assistant
5. Shri M. G. Kale	Research Assistant

- (b) *Ambejogai Taluka*  
6. Shri D. V. Kulkarni  
7. Shri V. P. Deole  
8. Shri M. S. Shevtekar

Research Officer  
Research Assistant  
Research Assistant

**IV. Bhandara District**

(a) *Salekasa Block*

1. Shri R. L. Kumbhare
2. Shri M. T. Mayee
3. Shri V. K. Chavan
4. Shri N. B. Dongre

Research Officer  
Research Assistant  
Research Assistant  
Research Assistant

(b) *Sakoli Block*

5. Shri A. S. Thakur
6. Shri B. V. Alati
7. Shri K. N. Pattewar

Research Officer  
Research Assistant  
Research Assistant

**Regional/District level**

1. Shri B. B. Mhapankar
2. Shri M. R. Musriif
3. Shri V. P. Kshirsagar
4. Shri R. R. Tathod
5. Shri M. V. Bhandarkar

Regional Dy. Director  
—Do—  
—Do—  
—Do—  
District statistical Office  
Nashik

NIEPA DC



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