

Pilot Employment Guarantee Scheme in Integrated Area Development Blocks
dated 24th July 1969

There are a large number of unemployed people in Maharashtra and this number is also increasing day by day. The magnitude of the problem of providing employment to all in industrial areas is thus quite enormous and it will not be possible to eliminate the same in view of the restricted resources and capacity of the State. Furthermore, this problem has socio-economic implications too. A scheme, known as Integrated Area Development Scheme meant for the **small holders** and **agricultural labourers** is in operation in Sangli Satara, Ratnagiri, Yavatmal Jalgaon and Beed districts of the state.

A suggestion was therefore, made to Government that it would be advantageous if the problem of unemployment in rural areas is tackled as an essential part of it by proper *integration of the proposal with the Integrated Area Development Scheme which would provide the basic administrative organization*

Funds

(1) The types of works to be included in the Village Panchayat Programme in this respect as well as the manner of fixing the wage rates of labourers both male and female—should be in accordance with the detailed instructions in the accompanying scheme. In addition, the District Co-ordination Committee will also make available to the Village Panchayat certain amount by way of administrative expenditure on payment of remuneration for Employment of a part-time worker on Rs. 25 per month.

(2) The money received from levy of cess, matching grant from Government, grant for administrative expenditure plus such accounts as would be given by the District coordination Committee, by way of works expenditure from time to time, should be credited into a separate account with any co-operative Bank or nearest Post Office, by the Village Panchayat known as "Pilot Employment Guarantee Scheme Fund" of the village. The Block Development Officer and the Sarpanch of the village should operate this account jointly and care should be taken to see the money drawn from this fund is spent only for the purpose of Pilot Employment Guarantee Scheme and not for any other purpose.

(3) The Pilot Scheme is at present being sanctioned for a period of three months from the date of commencement of the scheme by the village Panchayat.

Types of works.

The works of the following categories are to be provided in the scheme in order of preference:

- (i) Productive work such as contour bunding, irrigation works, etc.
 - (ii) Non-productive works, which create capital community assets like roads, afforestation, wells, development of pastures, lands, etc.
 - (iii) Village industry programme, particularly spinning.
- The Village Panchayat should also see that the work centre under this scheme should not be more than 3 miles away from the boundaries of the village for some

time to come. Infact there would be no objection if the Gram Panchayat keeps ready the village plan for residual work which can be taken up at any moment and expenditure on which can be met from the Pilot Employment Guarantee Scheme fund.

- Only works that are productive and labour-intensive should be selected for inclusion in the list of works so prepared by the Village Panchayat. Detailed working alone will show what sort of work should be undertaken. In any case wasteful labour and expenditure are to be strictly avoided. There must be manifest verifiable results or returns, besides provision for employment, in the whole programme.
- In the absence of productive and labour-intensive works even non-productive works which create capital community assets could also be taken up and as a last resort spinning should be allowed in addition to the normal Village Industries Programme.
- Preparation by Village Panchayat of an advance working Plan of two years will be pre-requisite condition for allotting funds for the scheme to a village.

Wage rate

- Wage should be fixed by the Tahsildar separately for each village on the basis of 7 hours working day subject to their view by the District Co-ordination Committee of the I.A.D. Block.
- Wages will be paid on work charged basis.
- It should be fixed at **10 per cent less** than the normal wage in the relevant season in the previous non-scarcity year which would be considered as subsistence wages in different seasons should be ascertained and off season wage weigh **10 per cent cut** should be paid as subsistence wage for this scheme during the off season period in which the scheme is generally expected to work. There will be no wage cut in normal work or spinning programme as wage is linked up with quality and quantity of work therein.

Administrative arrangements.

- Village Panchayat should be the administrative unit for the purpose of operating the scheme. Apart from the administrative duties the Village Panchayat will have to accept responsibility for getting cess and land revenue imposed for undertaking this Pilot Employment Guarantee Scheme in the village.
- The Village Panchayat may appoint a part-time worker on Rs. 25 per month for doing the work under the scheme. He should be given intensive short duration training for maintaining accounts, statistics and other details of employment by the District Employment Officer and the District Statistical Officer concerned.

The programme should be planned and approved by the District Co-ordination Committee. Sub-division should handle work concerned with this scheme in addition to its normal duty. This Sub-division is to make surveys, prepare estimates of works. The administrative responsibility for the scheme should rest with B.D.O./Panchayat Samiti as in the case of I.A.D. Scheme.

Extension of Pilot Employment Guarantee Scheme in whole of original Tasgaon Block

dated the 28th November 1969

The extension of the scheme to the remaining ten villages in the original Tasgaon Integrated Area Development Block.

Objectives and the mechanics of implementation of the E.G.S.

dated the 28th March 1972

Preamble

After careful re-appraisal of the five year Plan policies and programmes and their impact on the employment situation. Government has come to the conclusion that it is necessary to initiate a special programme of attacking the problems of widespread un-employment and under-employment and the resultant poverty in the rural areas. Having regard to this conclusion, and in pursuance of the decision to implement a 15-point programme, Government has decided to initiate an " Employment Guarantee Scheme "with effect from 1st April, 1972 on a Statewide basis. In addition to the above scheme Government has also decided to initiate local employment schemes to be operated by each village Panchayat in their villages with effect from the same date i.e. 1st April 1972.

Limitations

The purpose and the scope of the Employment Guarantee Scheme is subject to the following limitations:

- (i) The employment guarantee will operate only in the rural areas of the State and will not extend to Municipal areas;
- (ii) The guarantee is restricted to provision of unskilled manual work;
- (iii) The guarantee extends only to the able-bodied adults, i.e. men and women over eighteen years of age capable of rendering unskilled labour and who desire to do manual work;
- (iv) The participants in the Scheme will have no choice of work but will have to accept such work as may be provided by the approved scheme;
- (v) The participants also will have no choice of the area of work and distance to be traveled from the residence to the place of work. Efforts will be made as far as possible to operate the scheme in the Panchayat Samiti area for local population;
- (vi) *During abnormal situations arising out of the declaration of scarcity conditions or other natural calamities, as work will be available under the relief work programmes, the EGS will stand suspended; and*
- (vii) *This scheme will operate only where and when employment is not available in **agriculture** and on **existing Plan and non-Plan works** including the local employment, scheme mentioned below:*

Area of operations

The Panchayat Samiti area in each District will be the area of operations for the Employment Guarantee Scheme and the territorial limits of each village will be the area of operations for the local employment schemes.

The ratio of total wages paid to the employed workers on the approved schemes to materials and equipment should normally conform to 70: 30 in respect of the works under the Employment Guarantee Scheme and 50 : 50 in respect of the works under the local employment schemes.

- The Employment Guarantee Scheme and the local employment schemes shall be executed invariably departmentally and no contractors shall be allowed except for piece-rate contracts to be awarded to groups of persons including labour contract societies or labour gangs.
- The wages to be paid under the Employment Guarantee Scheme and the local sector Schemes shall be at a level that will not divert workers who are already employed in other occupations or interfere with normal farm operations.
- At the village level, the wage-rate shall be at the rate equivalent to the minimum off-season agricultural wage.

Administrative arrangement

At the Panchayat Samiti level, there will be a Committee for co-ordination, implementation, control and evaluation of the Employment Guarantee Scheme. This Committee will be called the Local Employment Guarantee Committee. The Sub-Divisional Officer of the area will be the Chairman of this Committee. The Chairman of the Panchayat Samiti will be the Vice-Chairman of the Committee. The other members will be (1) The MLAs of the Samiti area, (2) The MLC residing in the Samiti area, (3) Two non-officials

Statement placed on the Table of the House by Honourable the Chief Minister on Friday the 20th December 1974

The Government of Maharashtra reiterates its recognition to the right to work having regard to the directive principle in this respect as enshrined the Constitution of India (Article 41) and accepts the responsibility to provide full employment to those who seek it, as the major and fundamental objective of its fiscal and economic policy. The Employment Guarantee Scheme is the first step in that direction and as the Government has accepted this obligation to give work, failure to do so by the officer if Government will amount to dereliction of duty, ***but it is made clear that it does not involve legal remedy for payment of compensation in favour of the seeker of the job.***

The House suggests following amendments in the form of our unanimous recommendations:-

(1) Nature of work, location of the same and distance from the residence of the workers.—The types of works mentioned in paragraph 5 should include leveling of land, comprehensive land development and even terracing on small scale wherever necessary. In this respect the following suggestion could be considered:—

(a) Wherever possible a comprehensive land development programme on watershed and catchment basis should be undertaken. This work could and should be provided within a distance of 5 Kms.

(b) When the programme is undertaken beyond 5 kms. from a village arrangement for camping should invariably be made. The camp arrangements should include humble huts, potable water, sanitary arrangements i.e., urinals for women and medical aid. So far as medical aid is concerned, it would suffice if there are first aid facilities and arrangement for removal of the patient to the nearest medical centre in the case of accidents or illness. Fair price shop is the prime necessity.

Works to be undertaken in the scheme

(a) Works should necessarily be executed departmentally. Gang-system may be there, yet there will not be regular contractors as such.

(b) The work should necessarily be of labour intensive type, the unskilled labourers' wage component being 60 percent. However, there can be some exceptions.

(c) Specific works mentioned in the annual budget shall not be shifted to the Employment Guarantee Scheme unless funds provided in the budget for that year are exhausted.

Conditions for starting work

It is the earnest desire of the House that the working of the Employment Guarantee Scheme should not adversely affect operation and development of agriculture. In view of the vast number of unemployed and underemployed landless labourers and small cultivators in the rural areas the House does not apprehend that agriculture will be so affected by the Scheme and hence the repetitive reference to such a contingency is, it is felt, unnecessary. The House accepts that Agriculture is of vital importance to our national life and that it should, in no way, be affected, but the House feels that the principle of minimum agricultural wage or the guarantee of work secured to the labourers should neither be violated.

- The House is, therefore, of the opinion that the Collector should hold the balance between these two aspects and should see that neither is affected in actual operation. The Collector while denying work under the Employment Guarantee Scheme on account of needs of agricultural operations should ensure that the persons diverted from the Employment Guarantee Scheme to agricultural operations get full time work and minimum wage there.
- The condition of 50 persons coming forward for asking for work as mentioned in the Government Resolution in question is meant for starting new work. It is made clear inside the House and outside more than once that if less than 50 persons

come forward they will have to be absorbed in the continuing works. The condition of 50 persons is only meant for administrative purpose and for the purpose of economic viability of the work.

Resources.

- The House feels that the problem of resources needed to implement Employment Guarantee Scheme is of vital importance and it should be tackled by undertaking new special taxation measures. A special employment guarantee tax can be imposed on all those sectors that are, able to pay i.e. irrigated farming ,organized industry, gainful professions ,wealth and property holding, lending unearned income, secured employment, etc.
- The Tax burden should not be heavy, but it should be universal as far as possible. The expenditure on the EGS should be met half to half from special taxation and contribution from the normal budget and there should be a separate fund exclusively earmarked for the Employment Guarantee Scheme.
- The House emphasizes that the Maharashtra Government should proceed with the scheme irrespective of whether it received aid from the Centre or not.

Official Organisation and Participation of Non-Officials.

As regards the official organisation, the House has nothing to suggest at this stage. The House welcomes that the revenue wing of the Government is held responsible for deployment and the other agencies for actual implementation of the scheme. In the Block Committees representatives of recognized political parties should be drafted where they are not represented as non-official members, elected or otherwise, care being taken that the parties effective in a particular local area get such representation,

The House feels that the following points should be included in the Government Resolutions

- (a) Payment shall be made on weekly basis.
- (b) Implements for work shall be provided by Government.
- (c) Workers residing in 'C' class municipal areas shall be given work under the Employment Guarantee Scheme though outside the municipal limits. Their place of residence shall not disqualify them for getting work.
- (d) In exceptional cases where there is no adult earning member in a family even a minor of the age between 15 and 18 shall be given work and shall be paid according to the quantum of work.

Formation of Co-ordination and Review Committees for Integrated Development

17th January 1975

Government has sanctioned a large number of schemes and undertaken programmes which are essentially of a socio-economic nature with the objective of all-round and

comprehensive development of the rural areas with particular emphasis on the under-privileged strata of the society. The success of these entirely depends on the manner of implementation and involvement of local leadership and local initiative. For example, the success of the food grains procurement, cotton monopoly purchase or employment guarantee is directly related to the understanding and response of the people involved. They are often misled by vested interests and there is no machinery to counter-act those subtle efforts at the appropriate levels. There is also a feeling that Members of Legislative Assembly, particularly after the setting up of Zilla Parishads, are not drawn into the stream of implementation of these vital policies to which they are parties as Members of the Legislature.

District Level Committees

- (i) The Minister-in-charge of the District Chairman;
- (ii) All Members of the State Legislative Assembly and Members of Lok-Sabha elected from the District.
- (iii) All Members of the State Legislative Council and Members of Rajya Sabha permanently residing in the District,
- (iv) The President of the Zilla Parishad
- (v) The Chairmen of all Subject-matter Committees of the Zilla Parishad.
- (vi) The Chief Executive Officer of the Zilla Panshad
- (vii) Chairman of the District Central Co-operative Bank.
- (viii) The Director of the Apex Land Development Bank from the, District
- (ix) Representative of the Nationalised Lead Bank for the District.
- (x) The collector of the District , Member-Secretary.

Tahsil Level Committees

- (i) Members of the State Legislative Assembly (MLA) from the Tahsil.
- (ii) Members of the State Legislative Council permanently residing in the Tahsil.
- (iii) Chairman/Chairmen of Panchayat Samiti(s) in the Tahsil.

(iv) Chairman/Chairmen of the Sale Purchase Co-operative Society(ies) in the Tahsil.

(v) Tahsildar in charge of the Tahsil.....Member-Secretary.

The Chairmen and Vice-Chairmen of the Tahsil Level Committees would be nominated by the Government,

3. ***District Level Committees.***—The District Level Committee should exercise overall supervision on the working of the Tahsil Level Committees and ensure that they function in an efficient and constructive manner. The District Committee should prescribe guidelines for implementation of the various programmes and schemes within the framework of existing State policies given in paragraph 4, both at the District and at the Tahsil places, and review the progress from time to time. They should suggest to Government such improvements as they consider necessary for more purposeful implementation of these programmes and scheme.

4. ***Tahsil Level Committees.***—The Tahsil Committees will supervise implementation of the various programmes and schemes in the following areas for a more purposeful realisation of the intentions of Government in full co-operation with local leadership and local opinion :—

- (a) food position and procurement of food grains;
- (b) Provision of house-sites to landless labour;
- (c) Provision of drinking water;
- (d) Rehabilitation of project-affected persons
- (e) Implementation of Employment Guarantee Scheme;
- (f) Prevention of corruption in Government machinery;
- (g) Organising special mass campaigns for family planning, small savings, procurement, etc.;
- (h) Implementation of government orders regarding the welfare of Scheduled Castes, Scheduled Tribes, Nomadic and De-notified Tribes and other Backward Classes, specially their employment according to the prescribed percentages;
- (i) Complaints of general nature from the public with regard to administrative machinery;
- (j) Rural electrification;
- (k) Utilisation of irrigation potential created both by the State and Local Sectors;
- (l) Supply of short-term finances by Co-operative Sector;
- (m) Agricultural production programmes;
- (n) Such other items as may be given by the Government and District Committee from time to time.