Chapter IV
ADMINISTRATION AND IMPLEMENTATION OF EGS AND SGRY: A COMPARISON

4.0 Chapter Introduction

As noted in the chapter on Methodology, the first objective of this research is to study the administration and implementation mechanisms of EGS and SGRY schemes. Following the objective, this chapter analyses the genesis, development and the structural or institutional aspects of the two PEPs under the study, namely, EGS and SGRY. This chapter focuses on some of the important aspects of both the schemes viz, How the EGS and SGRY get evolved? How EGS and SGRY are planned and administered? What are their implementation, delivery and quality control mechanisms? How both of the schemes are different from each other? These are the main issues that have been dealt with in this chapter. This will give us the wider context of the schemes in general and will provide comparative understanding regarding similarities and the differences between the two.

This chapter is divided into two sections. The first section of this chapter deals with the background, evolution and development of EGS and SGRY.

The second section has dealt with the comparative analysis of administration and implementation mechanisms of EGS and SGRY schemes.

Section- I: Emergence and Development of EGS and SGRY

This section has been sub-divided into two parts. The first part deals with the emergence and development of EGS and the second with the evolution and development of SGRY.
4.1.1 Emergence and Development of EGS in Maharashtra

This section outlines the emergence of EGS in Maharashtra focusing on ideological strand of its mentor late Shri. V. S. Page and others, in contextual conditions, that led to emergence and development of EGS.

Basu, Chau and Kanbur (2006:1) have traced the history of EGS like relief works from western world right back from the 19th Century. Some of the earliest examples that they have quoted include the ‘1817 Poor Employment Act’, the 1934 Poor Law Amendment Act in Great Britain, and the New Deal Programme of the 1930s in the United States.

“The EGS was not fully formed at birth. It gradually took shape between the mid-1960s and the late 1970s” (Mick Moore and Vishal Jadhav: 2004:8). However, the trajectory of EGS starts with late 1940s. Late Shri. V. S. Page, the chief architect of EGS, was highly influenced by Dr. Babasaheb Ambedkar’s thoughts. Ex-MLA from Pandharpur and Shri. Page’s close associate Shri. Panduranrao Dingare specifically remarked to this point. In 1940s Dr. Babasaheb Ambedkar had put an idea of inclusion of ‘right to work’ as a fundamental right in Indian Constitution. Shri. Dingare notes that with this input from Dr. Ambedkar, Shri. Page got direction to work on. In 1949, Page wrote an article in ‘Maauli’, a Marathi Magazine on right to work. Page took another 15-20 years to frame the EGS. In 1965, Page began a small pilot project in a village in Tasgaon block of Sangli District on experimental basis. The Maratha leadership representing the big landholders and farmers were not impressed by the rough framework of EGS. They had fear that if EGS would come in practice, the big farmers from the rural areas would experience shortage of workers for; labourers working on their fields would turn to EGS.
V. S. Page is considered as the originator of EGS. At its initial phase, the scheme was known as ‘Page Scheme’. The ideological orientation of V. S. Page contains mixed blend of elements in Marxism, Gandhism and Ambedkarism.

Pro proletariat, pro poor agenda of the Marxist ideology has inspired many policies, programmes and action around the world. Ideas of egalitarian restructuring of the society, redistribution of capital and freedom from exploitation have been the thrust areas of Marxist-Leftist perspective. Right to work which was introduced in Russian Constitution was revolutionary beginning towards proletariat centered policies. V. S. Page was impressed by such policies. Page has quoted the following paragraph of legislative measure introduced in 1936, in Article 118 of Russian Constitution in his article in Marathi. The paragraph reads as follows:

“Citizens of U.S.S.R. have the right to work that in the right to guaranteed employment and payment for their work in accordance with its quality and quantity.

The right to work is ensured by the socialist organisation of the national economy, the steady growth of the productive forces of Soviet society, the elimination of the possibility of economic crisis and the abolition of unemployment” (Page; 1998:63-71).

V. S. Page was under impression of Socialism. The idea of redistribution was incorporated in EGS when the issue of shortage of funds to EGS was raised. Several special taxes (e.g. professional tax) on the middle and higher class employees were introduced in Maharashtra to generate funds for EGS. ‘Redistribution from rich to poor, from cities to village was incorporated in EGS as a novel avenue (see Herring, R. J and R. M Edwards: 1983), which showed adherence to Marxist idea of redistributive justice. Leftist organizations were doing well after independence in defense of the labour class in India
and Maharashtra. They too created conditions favourable for shaping the EGS.

Page was also known as veteran Gandhian Congressman. The Gandhian approach is based on his ideas of Gram-Swaraj, democracy based on decentralization of power, self-sufficiency, idea of sharing responsibilities of downtrodden by the rich people expressed in trusteeship, empowerment of rural masses, poor and labour centered village development and so on. These ideas not only changed the vision of development but also altered the preferences in the development. EGS is only meant for rural poor. The village development through manual labour, attempt of stopping migration of the rural labour from villages to cities, *Shramashaktidware gram Vikas*, objectives towards self reliant, self sufficient villages through labour intensive works are some of the principles of Gandhian thought that have also contributed to shape EGS in Maharashtra.

V. S. Page was also influenced by the downtrodden centred thoughts of Dr. Babasaheb Ambedkar. Dr. Ambedkar in his discussion in the Parliament Committee while making the proposed Constitution of India had argued that we have given sufficient rights and protection to the rich class of India by means of right to property and tackling responsibility of protecting their property by the government. However, we did not do any profound plan for protecting the interests of the Indian poor. He opted to create a legislative measure based on right to work. Dr. Ambedkar’s idea, although looked sound for Pandit Jawaharlal Nehru and some other Congressmen, generating funds for giving right to work to people of India seemed difficult and the idea was dropped for making right to work as a fundamental right. (personal interview from Pandurangrao Dingare).

The beginning of 1970s was the period when attention of Government was directed towards the issues of poverty all over the
world. It created an environment suitable for anti poverty programmes. The Crash Scheme for Rural Employment, introduced by Prime Minister Indira Gandhi in 1971 as part of her *garibi hatao* (‘abolish poverty) programme, is an example of this. In 1971-72, Maharashtra experienced a drought. The intensity of the drought was so severe that the members of well to do families of the rural Maharashtra were also in search of any sort of employment. The pressures from the leftist parties like Lal Nishan Paksha, was building up. The fear of emergence of Naxalism in Maharashtra was growing. Thus, favourable conditions at the national level, drought situation in Maharashtra, mobilizations from the Lal Nishan Paksha and other action groups, Page’s constant appealing follow up, support from the leading elites were some of the main contextual conditions that eventually led to the launching of EGS. Under the leadership of Shri. Vasantrao Naik, the then Chief Minister of Maharashtra, EGS was launched on a statewide basis, from 1 April 1972 as a part of fifteen points programme.

In September 1974 Maharashtra government resolution recognized "right to work" and EGS was settled as a regular scheme. The Legislative Assembly of Maharashtra unanimously supported reestablishing EGS at wider, statewide extension.

Following conditions helped EGS to get complete, unanimous support from all of the leaders. :-

1) The terrible drought conditions in Maharashtra;
2) Encouragement to Pro poor programmes at global and national level;
3) Fear of spreading Naxalism in rural areas;
4) Pressure by the leftist organizations;
Mr. Page’s assurance to the leaders that EGS will be framed in such a way that it will not affect the agricultural work and labour supply to agriculture;

Anticipation of getting sympathy and vote support from rural masses by keeping the pro poor posture.

EGS started and settled but still Mr. Page and the supporters of EGS had doubts about how long the Scheme will continue. Will this Scheme maintain its pro-poor commitment? There were also doubts that the political rivalry, complacency of politicians and social workers, insufficiency of funds, administrative unwillingness will create hurdles in EGS.

To clear these doubts and to empower the Scheme “Maharashtra EGS Act” was felt necessary. Active and committed interest from Mr. Page and real supporters of EGS, pressure from Leftist organizations like Lal Nishan helped EGS to get legal status. The Maharashtra EGS Act 1977 was thus presented. This act has been passed in 1978 and enacted from 1979. It was a revolutionary step in the life course of EGS. This act, by breaking the barriers of class interest, has given "guarantee of work" and showed commitment towards village poor. Maharashtra was the only second state in the world after Russia, which provided "guarantee of work" on legislative grounds.

EGS went on expanding with notable improvisations in its ideas, approaches and programmes. Rural development through labour power, (Shramshaktidware Gramvikas) the wider, radical and thoughtful programme, has been introduced under EGS in 1989. This programme was a result of extensive exercise of appropriation and extension of EGS, done by V. S. Page and others. Applying integrated approach, this programme considered village as a center of development and emphasized development of agriculture and of
natural resources through maximum public participation. Only those villages, which have got favorable agro-climatic conditions and accepted variety of rules and conditions forwarded by this programme, are eligible to run this programme. Along with agricultural development, water and soil conservation, this programme undertook self-employment schemes with the provision of economic and technical support. The idea of participatory management of village development through Shramshaktidware Gramvikas, was remained neglected.

From 1990 onwards, EGS linked personal benefit schemes were introduced. Those include-

- Jawahar Well Scheme (from 1988);
- Horticulture Development Programme which began (from June 1990);
- Plantation on Private Land (from June 1990) and
- Plantation of Tuti Tree and Sericulture(from June 1992-93).

With the inclusion of personal benefit schemes in EGS, it went ahead to incorporate the interests of the rural non poor too.

EGS went on improvising and revising from time to time. EGS restructuring Committee was appointed and it presented its report in 2005 and suggested many fundamental changes. But with the advent of NREGS in 2005, the reconstruction of EGS could not take place.

EGS inspired NREGS, and spread all over the India. State wise versions of NREGS were framed. The Maharashtra Rural Employment Guarantee Scheme (MREGS) was thus introduced in 12 districts of Maharashtra and in 2006 widened to cover 32 districts of Maharashtra. Now, the old EGS is existent but subsided due to MREGS. (Recently NREGS has renamed as Mahatma Gandhi NREGS.)
When EGS was introduced and established as a successful programme, the Central government under the influence of EGS started new wage employment based PEPs. The development from Maharashtra level EGS to National level SGRY went on through the process of structuring and restructuring of wage employment programmes. The Food for Work (FFW) programme was begun in the 1970s to make food grains available to poor landless households instead of work on public construction projects during the lean agricultural season. It was replaced in 1980 by the first large-scale rural wage employment programme, the National Rural Employment Programme (NREP). This combined the objective of creating gainful employment in rural areas with the creation of community assets for direct and continuing benefits to the poor groups, and for strengthening rural community and economic infrastructure. In addition, a Rural Landless Guarantee Scheme (RLGS) was started in 1983 with the objective of expanding employment opportunities for the rural landless by guaranteeing employment to at least one member of landless households for up to 100 days a year on projects for building community assets and rural infrastructure. Both programmes were merged in 1989 into the Jawahar Rozgar Yojana (JRY). The guarantee aspect of RLEGPS was however, dropped with the merger. Main focus of JRY was to create assets. More emphasis was given to build roads and buildings – School, Samajmandir, Dalit-Vasti Sudhar etc. In recruiting participants, the preference was given to the members of SCs and STs and freed bonded labour, while 30% of the employment opportunities were reserved for women. The Center contributed 80% of the total outlay and made the States to contribute remaining 20%. District wise allocation of funds was on the basis of the backwardness, which takes into account the proportion of rural
SC and ST population and inverse agricultural production per agricultural worker, with equal weights. The District Rural Development Agency (DRDA) was given the charge of chief implementing authority along with ZP, PS and GP.

Again, under the great influence of EGS, the Employment Assurance Scheme (EAS) was launched in 1993 in pre-identified backward blocks located in drought-prone, desert, tribal and hill areas. The primary objective of the Employment Assurance Scheme was to provide gainful employment in the form of manual work during lean agricultural seasons to all able-bodied adults in rural areas who are in need of work, but cannot find it. The secondary objective was the creation of economic infrastructure and community assets for sustained employment and development. The scheme is designed to provide up to 100 days of assured manual employment at statutory minimum wages to each wage employment seeker in rural areas, subject to a maximum of two beneficiaries from each family. The EAS was demand-driven. District authorities apply directly to central administration for funding, on the basis of backwardness of blocks. The District Collector has overall responsibility for allocating funds and coordinating work. Public works schemes like the JRY and EAS aim to provide gainful employment for poor households and contribute to the expansion of infrastructure and other social overhead capital in backward areas.

In the process of change in approach and orientation in the Central Govt. leaded wage employment focused PEPs, the protection to the rural poor went on declining on one hand, and the coverage area of these schemes went on widening on the other. When by merging NREP and RLEGP, JRY was formed; the guarantee aspect of RLEGP was kept aside. However, while targeting the rural poor, the preference was given to the members of SCs and STs and freed
bonded labour, while 30% of the employment opportunities were reserved for women.

In the process of improvisation of EAS, its the demand driven nature was changed and the scheme was finally universalized in 1997-98 to cover all the 5448 rural Panchayat Samities of the country. The allocation of (80%) of funds to the states (its own share of 20%) was made more specific. The different blocks (Panchayat Samities) under EAS were categorized as A, B and C type for the purpose of release of funds. This categorization, to a large extent, reflected the degree of backwardness and the relative needs for generation of wage employment in different blocks. At the same time, with the spirit of democratic decentralization, the Z. P. s have been designed as the ‘Implementing Authority’ under the programme.

Emergence of SGRY could be linked with the Prime Minister of India announcement on 15th August 2001, of launching of an ambitious New Scheme with an annual outlay of Rs.10, 000 crores. Accordingly the Ministry of Rural Development reviewed the hitherto on-going Schemes of the Employment Assurance Scheme (EAS)- the only additional wage employment Scheme for rural areas), the Jawahar Gram Samridhi Yojana (JGSY)- a rural infrastructure development Scheme modified version of earlier Jawahar Rozgar Yojana and by merging them into one Scheme, launched the New Scheme of the Sampoorna Gramin Rozgar Yojana (SGRY) w.e.f 25th September, 2001. The largest ever PEP in India was aimed to provide a greater thrust to additional wage employment, infrastructural development and food security in the rural areas.

The basic qualities of the JGSY (JRY) and the EAS were reflected in the SGRY. Scope to democratic participation of the rural masses through the levels of Panchayat institutions is however
retained and that stands the SGRY out from the EGS but it is devoid of guarantee of employment and demand driven nature of the EGS.

Section- II : Comparison of EGS and SGRY

This section elaborates different aspects of administration and implementation of EGS and SGRY in a Comparative Perspective. Both EGS and SGRY are complicated schemes. To get a fair idea of the broad similarities and differences of the two schemes is the objective of this section.

While comparing EGS with SGRY we are differentiating them on the basis of certain points: objectives of the schemes, target group of the schemes, guarantee / right to demand the work, extent of participation /right to plan the work, nature of the work undertaken, administrative structure, implementing agency, sponsorship and funds generation, information and propagation of the scheme, annual action plan / blue print, wages under the programme, provision of providing foodgrains, facilities/amenities at worksites, involvement of contractors, use of machines, supervision, monitoring and evaluation of the programme, personal benefit schemes, special safeguards for the weaker sections and women, social audit and how the schemes work.

4.2.1 Objectives of the Schemes:

Objectives of EGS: Apart from providing gainful guaranteed employment to the needy, able-bodied rural poor resulting in improvement of their life conditions, EGS presented some wider objectives:

1) To create durable, productive assets or infra-structural resources that would help the villagers and farmers in their all round development.
2) To mobilize rural masses and seek their participation in development activities.
3) To empower rural masses to sustain in critical conditions like famine or flood.
4) To control rural to urban migration by giving them employment close to their villages.
5) To utilize manual labour power in such a way that it will reduce rural poverty and unemployment on one hand and help the development on the other.

Objectives of SGRY: The primary objective of the SGRY is to provide additional wage employment in all rural areas and thereby provide food security and improve nutritional levels. The secondary objective is the creation of durable community, social and economic assets and infrastructural development in rural areas. Although not specified, the SGRY also intends to empower rural masses by strengthening the Panchayati Raj Institutions (PRIs).

EGS and SGRY have got certain things in common. They are the most comprehensive, poverty reduction programmes with high goals. They have got long experimental, historical base which has shaped and reshaped their framework in most effective way. Both of these PEPs are labour intensive, attempting to fight rural poverty and unemployment. They expect to build infrastructural base to support to the villages in order to boost agrarian village economy by employing manual labour.

The objectives of EGS and SGRY are not much different. However, EGS looks more concerned to protect the poor in critical conditions in more sustainable way.

4.2.2 Target Group of the schemes
EGS: EGS is open to all the persons who are above 18 years of age. EGS is self-targeted by nature. The wage rates fixed under the
scheme are lower than the market rates so that only the needy poor are attracted to take part in the scheme. The tribal and backward sections however get some preference in selection of EGS sites and personal benefit Schemes under EGS.

While providing wage employment, preference is to be given to agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers, women, members of Schedule Castes/Schedule Tribes and parents of child labour withdrawn from hazardous occupations, parents of handicapped children or adult children of handicapped parents who are desirous of working for wage employment.

SGRY: The SGRY is also open to all rural poor and self-targeted in nature. While providing wage employment, preference is to be given to agricultural wage earners, non-agricultural unskilled wage earners, marginal farmers, women, members of Schedule Castes/Schedule Tribes and parents of child labour withdrawn from hazardous occupations, parents of handicapped children or adult children of handicapped parents who are desirous of working for wage employment.

There is not much difference between the EGS and SGRY with regard to the target group.

4.2.3 Guarantee / Right to demand the work

EGS: According to article 3 of the Employment Guarantee Act of 1988, every adult person in the rural areas in Maharashtra shall have the right to get a guaranteed employment for doing unskilled manual work and to receive wages thereof weekly, or in any case, not later than a fortnight.

To get work, all unemployed rural adult persons are to be given an identity card after registration at the nearest block office. Work is to be provided within a fortnight after registration within five
kilometres of the worker's house. Where the Government is unable to provide employment, an unemployment allowance of Rs. 2/- per day is to be paid to the workers who demand the work.

**SGRY:** Under SGRY there is no guarantee of employment or legal provision of right to work. Specific funds are allotted to each Panchayat on certain fixed criterion. The villagers cannot demand the additional work besides the given one even if they are in more vulnerable condition.

SGRY although, did not have guaranteed work, but provided some assurance that each and every village get some funds for the employment generative development work at least under stream- II.

### 4.2.4 Workers’ Involvement in Planning the Work /Right to Plan the work

**EGS:** The workers have no any saying in planning and implementing the EGS works. They cannot select specific work and do not have any authority to implement the Work.

**SGRY:** SGRY by promoting participation of the villagers in planning and implementing the works gives more power to PRIs. The Panchayats will have the power to execute works/schemes up to Rs.1, 00,000/- with the approval of Gram Sabha. No other administrative or technical approval is necessary. Preparation of cost-estimates for work/schemes up to Rs.1, 00,000/- is the sole responsibility of the Gram Panchayats. But the Gram Panchayat should get the estimates of works prepared by technically qualified people and check measurement of work done with reference to estimates prior to payment.

The SGRY stream- II works are especially conducive for democratic decentralisation and participatory management while as EGS, except some nominal social audit provisions do not give opportunity to participation.
4.2.5 Nature of the Work Undertaken

**EGS:** Following types of works are undertaken under EGS:

1) Village linking roads and internal roads within the villages; 2) Soil & Water conservation works that encourage the labour intensive components of major and medium irrigation projects, canal works, state and local sector minor irrigation, percolation tanks, storage tanks and underground bandharas; 3) Jawahar Wells Program - Construction of irrigation wells; 4) Promoting sericulture Industries; 5) Afforestation and promoting social forestry on barren lands; 6) Promoting of cultivation of fruit crops through EGS linked Horticulture programme; 7) Individual beneficiary schemes like Jawahar wells, farm tanks etc.

Works under personal benefit schemes, desiltation, renovation of traditional village tanks/ponds and maintenance of the old assets, afforestation on the barren land are added to the earlier labour intensive works.

**SGRY:** Under the SGRY Zilla Parishads/DRDAs, Panchayat Samitis, the SGRY bodies, give priority to the works of soil and moisture conservation, minor irrigation, rejuvenation of drinking water sources and augmentation of ground water, traditional water harvesting structures, desiltation of village tanks/ponds etc. and such other schemes of individual nature which are necessary. Other priority works include construction of rural link roads, farm roads linking agricultural fields, drainage works and afforestation. Maharashtra government, however, made some changes and restricted the works to water conservation and soil conservation. The provision to take maintenance work is the distinguished feature of SGRY.
4.2.6 Administrative Structure

EGS: In EGS there are five levels of administration:

1) **State level Administration:** EGS Minister, planning Department of Maharashtra government, State level EGS committee and State EGS council control the supreme responsibilities of EGS.

2) **Divisional level Administration:** On divisional level, to a certain extent, Commissioner and his office been given authority and responsibilities of EGS implementation.

3) **District level Administration:** The administration and implementation of EGS has mainly done through the Minister in Charge of the District, MLAs of the district, Z.P. and the district level Governmental agencies. Maharashtra Employment Guarantee Act-1977 clearly stated that the Collector of the District should be in overall in charge of EGS.

4) **Taluka Level Administration:** Administrative responsibilities at the Taluka level are handed over to Tahsildar. He is the chief administrative officer who plans, controls, coordinates and supervises EGS activities in his Taluka. Tahsildar shares some of his responsibilities with Block Development Officer (BDO). Tahsildar collects weekly reports from the EGS implementing agencies from his Taluka and forwards to the Collector.

5) **Village level Administration:** At the village level Talathi, Gram Sevak are the authority that has been given responsibilities to register the EGS work demands from the villagers, keep the record of such registration, provide the receipt of registration and identity card to the demand makers, collect demand application and forward it to Tahsildar.

The agencies like PWD, B and C, M.I., Agriculture etc. are the actual implementing agencies involved in EGS.
SGRY: SGRY is being implemented through the Panchayat Raj Institutions (PRIs). More specifically, the Zilla Parishad/DRDA is the main “Implementing Authority” for its share of resources released to the Zilla Parishad (ZPs)/DRDA and the Intermediate Level Panchayats (IPS) is the Implementing Authority for its share of resources released by the Zilla Parishad/DRDA. The ZPs/DRDAs and Intermediate Level Panchayats are held responsible for approval of Annual Action Plan for their respective share of resources and entrusting works to executing agencies. CEO at district level, BDO at Block level and Gram Sevak at village level is in charge of the SGRY organization.

All national level schemes are generally implemented by the DRDA while as EGS being state government programme is implemented by the revenue department.

4.2.7 Implementing Agency at the work-site:

EGS: The actual or on site implementation of EGS worksites is done through the government departments (implementing agencies) and not through contractor. An exception is however, made only for 'skilled' portion of EGS works for example gorge filling, waste weir construction etc. that require for technical reasons to be executed on a time – bound schedule. About 40% to 49% of EGS works are allowed to undertake from the skilled portion. The actual implementing agencies in all are more than 15. The important ones and the nature of their works under EGS can be classified as follows:

1) **Irrigation Department** – Canals of major and medium projects, percolation Tanks, Village tanks, Jawahar well etc.

2) **Minor Irrigation Department** – Minor irrigation tanks, percolation tanks, flow irrigation Bandhara, Storage Bandhara, Konkan Bandhara etc.
3) **Agriculture Department** – Land leveling and land development, soil conservation, Horticultural Development, Nalla Bunding.

4) **PWD** – Road construction, Tanks

5) **Building and construction** – Road construction

6) **Forest Department** – Aforestation, social forestry, plant cultivation and distribution, horticulture development. Agencies like PWD and Minor Irrigation also work under ZP.

These departments or implementing agencies implement EGS worksites at given villages, provide work to demand making workers, maintain their records of attendance and muster through Muster clerks. They can appoint contractors if necessary. They are abiding by the rules for giving regular wages and amenities, facilities to the EGS workers.

**SGRY:** Implementation under SGRY is done through different machinery than EGS. More specifically, the Zilla Parishad/DRDA is the main “Implementing Authority” for its share of resources released to the Zilla Parishad (ZPs)/DRDA and the Intermediate Level Panchayats (IPS) shall be the Implementing Authority for its share of resources released by the Zilla Parishad/DRDA. The ZPs/DRDAs and Intermediate Level Panchayats would be responsible for approval of Annual Action Plan for their respective share of resources and entrusting works to executing agencies.

**4.2.8 Sponsorship and funds generation:**

**EGS:** EGS is cent percent funded and sponsored by Maharashtra Government.

The Maharashtra State Tax on Professions, Trades, Callings and Employments Act of 1975 details the financial mechanisms through which EGA is to be supported. The Act provides an exclusive revenue stream for the scheme. The public funds in the form of taxes
and Maharashtra Governments’ state share create the Employment Guarantee Fund.

Secretary (EGS), Planning Department, Maharashtra Government, is the sole authority in providing the funds and funds are forwarded through the channels like Deputy Secretary, Divisional Revenue Commissioner, District Collector and the EGS Agencies.

Some part of the EGS funds is released in the form of advances and major part of the funds is released after scrutiny of the muster records and progress reports by the revenue department.

**SGRY:** SGRY is a centrally sponsored scheme on cost sharing basis between the Center and the States in the ratio of 75:25 of the cash component of the Programme. In the case of UTs the Center would provide entire (100%) funds under the Scheme.

SGRY is funded by the Ministry of Rural Development, Government of India through District Rural Development Agencies (DRDAs) in two streams: The First Stream is to be implemented at the District and Intermediate Panchayat levels; 50% of the funds have earmarked out of the total funds available under the SGRY and distributed between the Zilla Parishads (20%) and Intermediate Level Panchayats or Panchayat Samities (30%).

The Second Stream is to be implemented at the Village Panchayat level; 50% of the funds available under the SGRY has earmarked for the Village Panchayats and distributed among the Gram Panchayats through DRDAs/Zilla Parishads.

Central Assistance (inclusive of food grains), i.e.75% of the total funds, have been released every year directly to the DRDAs/ZPs in two installments, subject to the fulfillment of certain conditions. The remaining 25% funds have to be made available by the respective state government where the scheme is implemented. These conditions verify the proper utilization of resources and asset generation. After
the release of State share to DRDAs/ZPs State Government shall release its matching share to the DRDAs/ZPs within a fortnight after the release of Central assistance (cash component), Secretary (EGS) Planning Department of the Maharashtra Government, is the sole authority in providing the funds and funds are forward through the channels like Deputy Secretary, Divisional Revenue Commissioner, District Collector and Agencies.

4.2.9 Information and Propagation of the scheme

How the people are made aware of these schemes? The provisions are made under both of the schemes.

EGS: The Talathi is the grass root level propagator of the Scheme and he is responsible for the registration of the needy workers and giving them identity cards. For grass root level propagation, the Gram Sabhas and Gram sevaks have little role to play in EGS.

SGRY: In SGRY, the Gram Sevak is the grass root level propagator of the scheme. He is more responsible than Talathi for the role of implementing and supervising given to him under SGRY.

4.2.10 Annual Action Plan / Blue Print of the works to be done

EGS: Blue Print is a yearly advance planning of the EGS worksites in the talukas according to the rules and procedures. Taluka level EGS committee prepares the ‘Blue Print of EGS works’.

SGRY: Each Zilla Parishad/DRDA, Intermediate Level and Village Panchayat shall independently prepare and approve annual plan for SGRY works, before the beginning of each financial year. No work can be taken up unless it forms part of the Annual Action Plan. As soon as the Annual Plan is finalized, the Zilla Parishads/DRDA and Intermediate Level Panchayats shall inform the concerned Gram Panchayats about the works selected for their areas.
4.2.11 Wages under the Programme

EGS: The workers working under EGS are paid wages equal to the minimum wages for agricultural labourers for the lowest zone in Maharashtra as fixed by the State Government from time to time.

The EGS workers are not paid according to the number of days they remain present on the work but are paid according to the quantity of work done on the basis of rates fixed according to an average person working diligently for 7 hours a day. Wages are paid equally to men and women as per minimum wage prescribed for agriculture labour for the concerned zone, under the Minimum Wages Act. During the study period the zone-wise rates of wages under EGS were Rs 47/- as Nashik coming under zone 3. A special rate book is prepared specifically mentioning the wages according to the nature of the work and the rates have expected to be dispatched on the boards at EGS worksites.

SGRY: Equal wages to men and women, minimum wages are also applied to SGRY. Like EGS, payment of wages under SGRY is made on a fixed day in a week preferably a day before the local market day, in the presence of the Gram Sevak/Sarpanch or Panchs of the village. The wages under SGRY too are connected with the minimum wage prescribed for agriculture labour for the concerned zone.

4.2.12 Provision of Providing Foodgrains

EGS and SGRY: Provision of Providing foodgrains is common in both EGS and SGRY. SGRY, however, is more specific and insistent in distribution of foodgrains as part of wages is based on the principle of protecting the real wages of the workers besides improving the nutritional standards of the families of the rural poor. Food grains should be given as part of wages under the SGRY to the rural poor at the rate of 5 Kg per manday. The distribution of foodgrain is either
made through PDS or by the Gram Panchayat or by the agency appointed by the state government.

4.2.13 Facilities/Amenities at work sites:

EGS: In EGS, besides potable water, many other facilities are provided that include free medical facilities and some protection for injuries and death at the work-site, Crèches, sheds, temporary accommodations are also to be provided at work sites. The following are the specific amenities to be provided at the work sites:

1. Drinking water facilities,
2. Shelter for rest at the time of intervals on worksites,
3. First Aid Box,
4. Crèches, shelter and midwife to look after the children of labourers,
5. Wired goggles for stone crushing labourers,
6. Maternity benefit to women labourers who remain present on EGS works continuously for 75 days before her delivery, are given 15 days leave with wages,
7. If a woman undergoes Tubectomy, she is entitled to 14 days leave with wages. A male labourer is given leave for 7 days along with wages if he undergoes Vasectomy,
8. If a woman works continuously for 5 days in preceding two weeks, she is entitled for two days leave with wages for copper-T surgery for the purpose of family planning,
9. Ex-gratia payment to labourer, up to Rs.50,000 for death at the time of working and in the case of handicappedness, according to the percentage of the handicappedness. In case of 100% disability Rs 50,000 is given as ex-gratia payment in addition to the wages of the work done till the date of injury.
SGRY: SGRY Guidelines however are not keen about mentioning the details of the amenities. It says, ‘wherever required, the arrangement for providing facilities like drinking water, rest sheds for the workers and crèches for the children coming with working mothers are to be made’. SGRY Expenditure involved for providing these facilities should be met out of the non-wage component under the programme. These amenities are neither comprehensive, nor are of mandatory nature like EGS.

4.2.14 Involvement of Contractors

EGS: Contract with the workers that is task-work system is normal in EGS implementation but unofficial contracts are not allowed in EGS. If the budget is higher, the contracts can be given to Labour Cooperative Societies and if the work is still bigger the tenders from Government approved contractors are invited and passed by certain procedures.

SGRY: Contractors are not permitted to be engaged for execution of any of the works under the SGRY. No middleman or any other intermediate agency should be employed for executing works under the programme. The full benefit of wages to be paid should reach the workers and the cost of the works should not involve any commission charges payable to such contractors, middlemen, or intermediate agency.

4.2.15 Use of Machines

EGS: Use of some essential kind of Machines is permitted under EGS. For example- Road roller, water tankers are essential in road construction works. Special permission can be taken for use of some machine under some specific working condition.

SGRY: SGRY is meant for labour intensive works only. Use of any kind of Machines is banned under SGRY.
4.2.16 Supervision at worksites:

**EGS:** For EGS, the Collector, CEO of ZP, Dy- Collector, the Tahsildar and the higher officials of the implementing agencies are the higher-level supervisors. At lower level, the concerned agency or the department has the responsibility to supervise the worksite.

**SGRY:** For SGRY, the Zilla Parishad /DRDA shall be responsible for the overall supervision and coordination of works and furnishing of necessary reports to the State and Central Governments.

At village level, the Sarpanch and the Gramsevak are the chief supervisors for the works under second stream and concerned agency is responsible for the works under the first steam.

4.2.17 Monitoring, Evaluation and Redressal of Grievances

**EGS:** Under EGS, special arrangements are made for monitoring and vigilance. The inspection and the vigilance duties are assigned at the divisional level to the commissioner with the assistance of the Officer on Special duty in each division. In addition to this, Collectors, Chief Executive Officers of Zilla Parishads, Deputy Collectors, Tahsildars and Supervisory Officers of the implementing agencies are duly bound to supervise and inspect the EGS works.

To minimize the malpractices, the Divisional Commissioner has been given special powers. Further, a High Level Vigilance Committee under the Chairmanship of Secretary has been constituted. Vigilance squads have also been constituted at District / Divisional and State levels.

Legislative Council/State level EGS Committee, Divisional level EGS Committees, Taluka level EGS Committees are formed to monitor the EGS work operations. Vigilance squads have also formed at Secretary, Divisional and District level to control corruption. Special arrangements are also keenly made to redress the grievances.
The responsibilities are given to the officials of revenue department like Collector, Tahsildar and Divisional Commissioner.

**SGRY:** Vigilance & Monitoring Committees at the State, District & Panchayat Samiti level are constituted for overseeing the various programmes. The Ministry of Rural Development will also be responsible to monitor the implementation of the works under the first & second streams of the SGRY. The DRDA office has given special responsibilities at District and Block level.

SGRY guidelines say, if there are any grievances with regard to implementation of the SGRY by the implementing agencies about wages or malpractices, representation can be made by the CEO, ZP, DRDA or BDO.

### 4.2.18 Personal Benefit Schemes

**EGS:** Some personal benefit Schemes for backward sections are in operation under EGS like Horticulture Development, Jawahar well Scheme etc.

**SGRY:** Such provisions are also made in SGRY 22.5 % of the resources from the first stream released to the Zilla Parishad and Intermediate Level Panchayat shall be used for individual works for SCs/STs. The illustrative list of such Economic Assets/Works, which can be taken up for the benefit of identified individuals belonging to SCs/STs include: Development of land, Horticulture, development of water resources in private land, assets improvisation etc. In both the cases the ZP/PS and Gram Sabha have given power to select its beneficiaries.

### 4.2.19 Special Safeguards for the Weaker Sections and Women of the Community

**EGS:** Some guidelines of EGS give space to name it as women friendly. Provisions like equal wages for men and women, special amenities to women have been made under EGS. Special concessions
to hilly areas in opening works, and some other safeguarding measures were part of EGS. But there is no special protection to the women, except some additional amenities like crèches, maternity leave, equal wages for men and women etc. Some concessions and additional protection is also given under EGS to backward castes and tribes of the rural poor.

**SGRY:** SGRY on the other hand, have several safeguarding measures comprising of : 1) 22.5% of the annual allocation (inclusive of foodgrains) under the First Stream of the SGRY both at the District and the Block levels shall be earmarked for individual beneficiary schemes of SC/ST families living below the Poverty Line (BPL). 2) Community infrastructure for education (including kitchen sheds), health and internal as well as link roads (roads linking the village to the main road, even if it falls outside the Panchayat area is allowed to be constructed), 3) Minimum 50% of the allocation to the Village Panchayat (inclusive of foodgrains) shall be earmarked for the creation of need based village infrastructure in SC/ST habitations/wards under the second stream of the SGRY, 3) 30% of employment opportunities are reserved for women, 4) Equal wages for men and women.

On record the SGRY sounds keener to safeguard the weaker sections and women.

**4.2.20 Social Audit:**

**EGS:** Immediately after finalization of works of the programme Zilla Parishad/DRDAs shall publicise and inform Gram Panchayats the details of works to ensure transparency, accountability and social audit. Gram Panchayats should place these details before the respective Gram Sabhas and on the boards. Informing the villagers about the beginning of EGS work either by beating drums or writing notice on Panchayat board, erecting wage board at worksite,
publishing weekly attendance reports in the newspaper are some of the forms of social audit under EGS.

**SGRY:** With regards to social audit under SGRY, Village Panchayats meetings and meetings of the Gram Sabha need to be held every quarter at a fixed date, time and place to consider the issues regarding the planning, execution, monitoring and supervision. These meetings need to be open to all members of the village community, who is free to raise any issue regarding implementation of the Yojana. The Gram Sabha is expected also to keep informed about the progress of the implementation of the scheme and all other related issues.

The above detailed description is summarised in the following table.

**Table 4.1**

**A brief comparison of EGS and SGRY**

<table>
<thead>
<tr>
<th>Sr. No.</th>
<th>Item</th>
<th>EGS ANS SGRY: Similarities and Differences</th>
</tr>
</thead>
<tbody>
<tr>
<td>1.</td>
<td>Objectives of the Schemes</td>
<td>Much more similar. EGS has bit wider objectives.</td>
</tr>
<tr>
<td>2.</td>
<td>Target Group of the schemes</td>
<td>Target group of both the schemes is almost similar</td>
</tr>
<tr>
<td>3.</td>
<td>Guarantee / Right to demand the work</td>
<td>EGS is right based and SGRY is not. Legal provision of Right to work under EGS is its specialty. If government fails to provide employment, it is bound to give unemployment allowance for the workers who have made such a demand. EGS is demand driven and SGRY is not.</td>
</tr>
<tr>
<td>4.</td>
<td>Extent of Participation /Right to Plan the work</td>
<td>SGRY provided scope to local participation in planning and implementation. It is, however, restricted by the funds provided to the villages. EGS does not give opportunity to plan and manage the works.</td>
</tr>
<tr>
<td>5.</td>
<td>Nature of the work Undertaken</td>
<td>EGS has wider and diverse works than SGRY</td>
</tr>
<tr>
<td>6.</td>
<td>Administrative Structure</td>
<td>EGS is administered by revenue department under control of Collector and SGRY by DRDA</td>
</tr>
<tr>
<td>7.</td>
<td>Implementing Agency</td>
<td>EGS has more implementing agencies than SGRY e.g. Forest Department</td>
</tr>
<tr>
<td>8.</td>
<td>Sponsorship and funds generation</td>
<td>EGS is entirely funded by Maharashtra State. SGRY is mainly funded by Central government (75%) with State government share of 25%.</td>
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<tr>
<td>9.</td>
<td>Information and Propagation of the scheme</td>
<td>At local levels, EGS is informed and propagated by Talathi and SGRY by Gram Sevak</td>
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<tr>
<td>10.</td>
<td>Annual Action Plan / Blue Print</td>
<td>Both of the schemes prepare action plans in advance but EGS is more specific and neat in preparing blue prints.</td>
</tr>
<tr>
<td>11.</td>
<td>Wages under the Programme</td>
<td>Wages under both of the schemes are based on the minimum wages fixed for the agricultural labourers</td>
</tr>
<tr>
<td>12.</td>
<td>Provision of Providing Foodgrains</td>
<td>Similar provisions. SGRY is more specific and insistent about foodgrains</td>
</tr>
<tr>
<td>13.</td>
<td>Facilities/Amenities at work</td>
<td>EGS is better in making more wider and specific amenities</td>
</tr>
<tr>
<td>14.</td>
<td>Involvement of Contractors</td>
<td>EGS allows contractors in certain conditions but they are completely banned under SGRY</td>
</tr>
<tr>
<td>15.</td>
<td>Use of Machines</td>
<td>Some machines are permitted under EGS under certain conditions but machines are completely banned under SGRY</td>
</tr>
<tr>
<td>16.</td>
<td>Supervision on the worksites</td>
<td>Worksite supervision is the responsibility of the agencies under EGS. Sarpanch, Gram Sevak are the in charge of supervision under SGRY</td>
</tr>
<tr>
<td>17.</td>
<td>Monitoring, Evaluation and Redressal of Grievances</td>
<td>Under EGS State and district level committees, Collector and officers from revenue department and agencies are given responsibilities of monitoring, evaluation and redressal of grievances. Under SGRY this responsibilities go to Ministry of Rural Development, DRDA, CEO and BDOs.</td>
</tr>
<tr>
<td>18.</td>
<td>Personal Benefit Schemes</td>
<td>Horticulture development scheme, Jawahar well scheme, sericulture, farm tanks are the personal benefit schemes under EGS. SGRY spares 22.5% of its funds to personal benefit of SCs and STs.</td>
</tr>
</tbody>
</table>
19. Special Safeguards for the Weaker Sections and Women of the Community

SGRY has more specific and wider safeguards to weaker sections and women than SGRY. For example, 30% of the employment opportunities under SGRY are reserved for the women workers.

20. Social Audit

SGRY is better than EGS in making provisions of social audit through Gram Sabha.

Although being wage employment based poverty eradication programmes, this chapter thus clarifies how the EGS and SGRY are distinct from each other. Their similarities and differences are worth to compare with each other. Major distinction between them is, EGS is demand driven, ‘right’ based, centralized, with huge funds and administrative arrangements, bureaucracy ridden. On the other hand the strength of SGRY lies in its democratic decentralization, participatory management, local planning of works, ban on contractors, reservations to women, special focus on the backward class people but constrained with limited funds. The two wage employment based poverty eradication programmes thus have some special strengths and weaknesses.

The next chapter is about empirical explorations of implementation and performance of EGS and SGRY in the 12 villages in Nashik district, selected as a sample.
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