

The scheme was launched on 2nd October, 1993 in 1775 identified backward blocks situated in drought prone, desert, tribal and hilly areas.

Subsequently, the scheme was extended to additional blocks including 722 blocks previously covered under the second stream of JRY. The scheme was universalised to cover all the rural blocks in the country w.e.f. 1.4.1997.

The main objective of the EAS is to provide about 100 days of assured casual manual employment during the lean agricultural season, at statutory minimum wages to all persons above the age of 18 years and below 60 years who need and seek employment on economically productive and labour intensive social and community works. The works are to be selected by the District collector and implemented through the line departments in such a manner that the ratio of wages to non-wage component would stand 60:40. A maximum of two adults per family are to be provided employment under the scheme.

The EAS is a centrally sponsored demand driven scheme under which no fixed allocations are made for the districts/blocks. An initial national allocations are made to districts at the commencement of each year and thereafter depending on the demand for supplementary employment and the actual utilisation of funds, the districts can request for additional funds.

The study had evaluated the performance of the EAS to suggest viable measures for successful implementation of the scheme in future.

### (a) Socio-economic condition of the beneficiaries

Out of 60 beneficiaries, 58 (96.66%) were male and only 02 (3.33%) were female. 100% beneficiaries of North Bihar and Jharkhand were male and the 2 female beneficiaries belonged to Central Bihar. It showed the least participation of women in the scheme.

38.33% beneficiaries were literate whereas 61.66% were illiterate. Out of 38.33% literate population, 33.33% had education below matriculation level and only 5.0% had the qualification of matriculation and above but below graduation level. Illiteracy level was higher in North Bihar, where 95.0% beneficiaries were illiterate and the only (5.0%) beneficiary had only primary education i.e., below matriculation level. Jharkhand was better placed. Out of 60 beneficiaries, 8.33% were farmers and 63.33% were agricultural labourers, 23.33% were non-agricultural casual labourers, and only 5.0% were non-agricultural self-employed. Agricultural labourers had taken maximum benefit of the scheme in North Bihar, Central Bihar where the proportion was 100% and 70.0% respectively. Non-agricultural casual labourers had taken the benefits of the scheme in Jharkhand region where the proportion was 60.0% of the total beneficiaries of the region. (Table 3B.1)

46.66% had the family size of 1-5 persons, 53.33% had the family size of 6-11 persons and no beneficiary had the family size of 12 or more. 48.13% beneficiaries belonged to scheduled castes where only 3.33% belonged to scheduled tribes and 46.66% belonged to OBCs. Only a single beneficiary belonged to others category. Only 5.0% beneficiaries belonged to Ex/freed bonded labour and no one was the assignee of surplus land and remaining 95.0% beneficiaries belonged to others category. (Table - 3B.2)

No beneficiary in all the regions had income below Rs. 6401, 9(15.0%) beneficiaries had income in between Rs 6401-11000, 29 (48.33%) beneficiaries had income in between Rs. 11001-16000 and 10 (16.66%) had income in between Rs. 16001-21000. Surprisingly, 10(16.66%) beneficiaries had income

in between Rs. 21001-32000 and only 2 (3.33%) had income above Rs. 32000. Hence, 12 (20.0%) 105 beneficiaries did not come under the purview of the scheme on the basis of their income above poverty line. (Table 3B.3)

**(b) Economic structure and viability of the scheme :**

2 (3.33%) beneficiaries had received information about the scheme from the block development officer, 5 (8.33%) from V.L.W., 7(11.66%) from friends, and 45(75.0%) from contractors. Only 1(1.66%) beneficiary had received information from other sources. 8(13.33%) beneficiaries were selected for the works on the recommendations of the Gram Sabha and 4 (6.66%) on the recommendation of V.L.W., 3 (5.0%) on the recommendation of influential persons and 45 (75.0%) on the recommendation of the contractors. Hence the dominant role of contractors was well-established in the scheme as 100% beneficiaries of North Bihar and Central Bihar were selected by the contractors. But only 25.0% beneficiaries of the Jharkhand region were selected by the contractors and the remaining were selected by the Gram Sabha, V.L.W. and other influential persons. Jharkhand had shown the decentralized decision-making system on this score. (Table 3B.4)

49(89.66%) beneficiaries had opined that the selections of the works were made on the felt need of the people. 20(33.33%) had received work under the scheme by doing extra work for someone. 35(58.33%) had received work due to proximity with the contractors and 5(8.33%) had received works through other sources. In brief, doing extra work for some influential persons and proximity with the contractors were the main sources for getting employment under the scheme. 16(26.66%) beneficiaries had some special skill whereas 44(73.33%) beneficiaries were unskilled. (Table 3B.4a)

Works were available within the villages in case of 34(56.66%) beneficiaries whereas outside the village in case of 26(43.33%) beneficiaries. 46(76.66%) beneficiaries had alleged that no facility were extended to them during the work. 100% beneficiaries of North Bihar come under this category. Only 3(15.0%) beneficiaries of Central Bihar had received drinking water facilities at the work site. Others had not received any facility. But 4(20.0%) beneficiaries of Jharkhand region had received rest shelter facility at the work site and 7(35.0%) of the region had received drinking water facility. Hence, treatment with the labourers was better at Jharkhand in comparison to North Bihar and Central Bihar. (Table 3B.4b)

Works under EAS were executed in the names of some Government employees at the block level but 100% beneficiaries had confirmed that the works were executed by the contractors in all the three survey zones. Works were executed in the areas like inhabited predominantly by SCs and STs in case of 4(6.66%) beneficiaries, low wage pocket area in case of 37(61.66%) beneficiaries and randomly selected in case of 19(31.66%) beneficiaries. (Table 3B.5)

36(60.0%) beneficiaries reported that the wage rate under EAS was higher than the local wage rate. 21(35.0%) beneficiaries reported that wage rate was at par with the local wage rate and only 3(5.0%) reported that the wage rate was below the local wage rate. 4(6.66%) beneficiaries justified their participation in EAS even if the wages were not higher than the local wage rate on the ground of availability of work in lean agricultural season/non-availability of alternative employment. 6(10.0%) had justified their participation in the EAS due to easy nature of work, 12(20.0%) had justified on the ground of EAS work close to their home sites. And only 2(3.33%) had given other reasons. Only 14(23.33%) beneficiaries had awareness about minimum wage level whereas 46(76.66%) had no awareness. Only 2(3.33%) beneficiaries had accepted that the wages were paid in accordance with the minimum wage level. 13(24.66%) had alleged that wages were not paid in accordance with the minimum wage level. 45(75.0%) had no knowledge about the minimum wage level. So they were not in a position to give any opinion. (Table 3B.6)

27(45.0%) beneficiaries reported that there was difference of wages between men and women

whereas 33(55.0%) reported that there was no difference. 50% beneficiaries reported that there was 106 difference of wage between skilled and unskilled labourers whereas other 50.0% beneficiaries had the opinion of no difference. Under the scheme. 34(56.66%) reported that the mode of payment of wage was daily, 17(28.33%) reported that it was weekly, and 9(15.0%) reported that there was no fixed period of payment of wage. 53(88.33%) reported that the system of payment of wages was time-bias whereas 07(11.66%) beneficiaries only of North Bihar reported that the system of payment of wages was piece-rated. (Table 3B.6a)

22(36.66%) beneficiaries had work in one EAS, 21(35.0%) had work in two EAS, 11(18.33%) in three EAS and only 06(10.0%) in four or more EAS. 35(58.33%) beneficiaries or their family members had been benefitted in other rural development programme - 28(80.0%) in JRY and 7(20.0%) in IRDP. 25(41.66%) beneficiaries or their family members did not take the benefit of any rural development programme. (Table 3B.7)

8(13.33%) beneficiaries had work less than 10 days under the EAS; 17(28.33%) in between 11-15 days, 08(13.33%) in between 16-20 days, 09(15.0%) in between 21-30 days, 02(3.33%) in between 31-40 days, 11(18.33%) in between 41-60 days, and only 05(8.33%) have above 61 days. EAS had provided 37.0 mandays for the beneficiaries of North Bihar, whereas the corresponding figures for Central Bihar and Jharkhand were only 13.1 mandays and 33.7 mandays. And the average mandays for the three sample zones was 27.93. Hence Central Bihar zone provided the least opportunity of work for the beneficiaries which was 13.1 only. (Table 3B.8)

53(88.33%) beneficiaries reported that assets generated through the EAS were of durable nature, whereas only 07(11.66%) beneficiaries reported that assets were of non-durable nature. 55(91.66%) beneficiaries had termed the expenditure of EAS were useful whereas only 5(8.33%) had termed it wasteful. Out of 55 beneficiaries who termed it useful, 41(68.33%) had termed it useful for the community as a whole, 13(21.66%) for the weaker sections, and only a single beneficiary from North Bihar had termed it useful for better-off section of society and not a single one had termed it useful for the vested interest. 47(78.33%) beneficiaries opined that EAS assets had improved the production potential in the area whereas only 13(21.66%) opined that the assets generated through EAS had created no impact on the production potential in the area. (Table 3B.9)

25.0% beneficiaries reported that the school-building activity had been taken up in their areas under the scheme. 1(1.66%) beneficiary reported that work on school building had improved enrolment in that school. 6(10.0%) reported that work on school building had reduced drop-out. 3(5.0%) reported that betterment of school building had improved the educational standard whereas 5(8.33%) opined that work on school building had created no impact. 45(75.0%) beneficiaries reported that no work had been done on school building in their areas under the scheme. 22(36.66%) beneficiaries had informed that no work had been done under EAS on Panchayat Ghar. All the 20(100%) beneficiaries of Central Bihar came under this category. 6(10.0%) beneficiaries, all from North Bihar had opined that Panchayat Ghar had led to better awareness among people. 2(3.33%) both from North Bihar opined that it has led to greater health care/hygiene. 11(18.33%) beneficiaries had termed it of no use. 7(11.66%) termed it unuseful due to distance factor. 2(3.33%) due to location factor and 2(3.33%) due to other reasons. 19(31.66%) beneficiaries 9(47.36%) from North Bihar and 10(52.63%) from Jharkhand termed it resource wastefulness. In brief, all the beneficiaries of Jharkhand region termed the expenditure on the Panchayat Ghar under the scheme either of no use or resource wastefulness. (Table 3B.10)

### **(c) General Observations and recommendations :**

100% beneficiaries opined that the programme was useful but 26(43.33%) reported that the programme had improved their programme marginally. 23(38.33%) reported moderate improvement and

1(1.66%) beneficiary had reported that his income had led to improvement in nutritional needs of his family. 112(20.0%) reported that their income had led to improvement in education of child, 6(10.0%) in social functions, 3(5.0%) in savings, 3(5.0%) in clothing, 6(10.0%) in better housing and 29(48.33%) in maintaining household consumption expenditure.

### **Beneficiary's observations/suggestions :**

Beneficiaries observed that adequate level of employment couldn't be provided to them. Hence the scheme had shown a very little impact from employment generation points of view. They had alleged that they did not have proper information about the minimum wage level. That's why they had been exploited by the contractors.

### **Investigator's observations/recommendations :**

The investigators of all the three zones had given the following observations :

1. Selection of works under the scheme were based on lobby effect, not on the basis of priority.
2. Rate of speed money was higher in EAS in comparison to JRY, i.e, more than 30% of the Sanctioned amount as it was approved at district level. Even the elected representatives had taken speed money for recommendation/selection of all.
3. Execution of the work had to be done in the name of block employees but in actual practice, the contractors execute the works.
4. In addition to speed money contractors tried to save 20% of the sanctioned amount and the actual expenditure on the scheme came to less than 50% which resulted poor implementation and not according to estimate.
5. For better performance works should be done through NGOs or Peoples' cooperatives.

### **(d) Calculation of Poverty Indices :**

Head-Count ratio (H)

$$H = \frac{q}{n} = \frac{48}{60} = 0.80$$

$$I = \frac{g}{\pi.q} = \frac{351300}{21000 \times 48} = 0.3485119 = 0.35$$

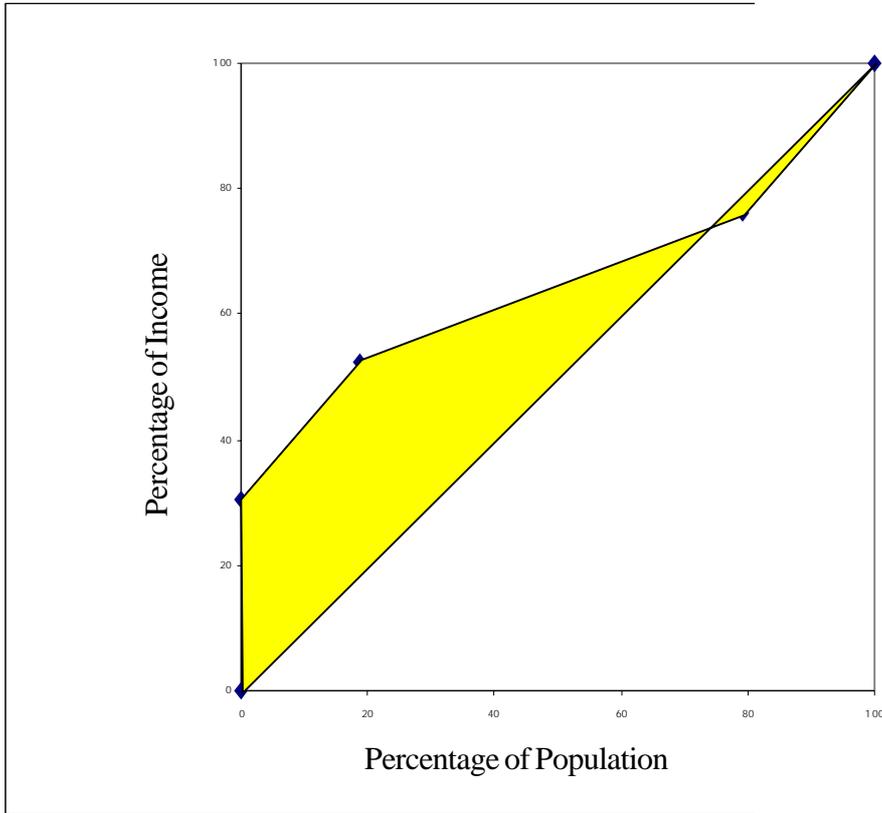
Ginni Co-efficient

$$G = 0.15$$

Sen Index (P)

$$\begin{aligned} P &= H \{I + (1-I) G\} \\ &= 0.80 \{0.35 + (1-0.35) \times 0.15\} \\ &= 0.80 \{0.35 + 0.65 \times 0.15\} \\ &= 0.80 \{0.35 + 0.09\} \\ &= 0.80 \times 0.44 \\ &= 0.342 \end{aligned}$$

**Fig. 3B : Income inequality for EAS beneficiaries**



Percentage of Population	Percentage of Income
0	0
0	30.48
18.75	52.38
79.16	76.19
100	100

The calculation of head-count ratio (H) shows that 80% of the beneficiaries were below poverty line. The calculation of income-gap ratio (I) gives a figure of 0.35. The value indicates that the majority of the beneficiaries were in the upper income-slab below poverty line.

The value of Gini co-efficient (G) is 0.15. In the calculation of G, the number of beneficiaries in the income group Rs. 11000-16000 is so large that the Lorenz curve even crosses the line of equality. This fact reduces the value of G. The lower value of G shows low degree of income disparity among the beneficiaries below poverty line.

The value of Sen-Index (0.34) symbolised that a large number of beneficiaries were in the upper income-slab below poverty line i.e., benefits are skewed in favour of upper-income group below poverty line.