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ECONOMIC REFORMS AND EMPLOYMENT GENERATION IN INDIA: SPECIAL REFERENCE WITH MGNREG ACT

Ramesh Rangappa

Research Scholar, Department of Studies and Research in Economics,
Mangalore University, Mangalagangothri.

ABSTRACT

1 991 New Economic Reforms which a lead to Liberalization, Privatization and Globalization (LPG) seems like attended only the grievance of workers working in organized sector/skilled workers with all seriousness and concern. But, the difficulties of workers working in unorganized sector/unskilled workers were never heard for quite a long period. The need for it arises very recently with some seriousness, when the policy changes have taken place in the context of developing economy. The government has taken steps to help the people in rural areas to get better income and employment opportunities through various development programs. Mahatma Gandhi



National Rural Employment Guarantee Act (MGNREG Act) is an economic policy proposal aimed at providing a sustainable solution to the dual problems of Poverty and unemployment. Its aim is to create employment opportunities for rural unskilled and semi skilled manual workers and to alleviate poverty, which courses to distressed migration. This study based on secondary data source, examine the Impact of Economic Reforms on Employment Generation: Special Reference with MGNREG Act in India.

KEYWORDS- Economic reforms: MGNREG Act: Employment generation.

INTRODUCTION :

1991 New Economic Reforms which lead to Liberalization, Privatization and Globalization (LPG) seems like attended only the grievance of workers working in organized sector/skilled workers with all seriousness and concern. But, the difficulties of workers working in unorganized sector/unskilled workers were never heard for quite a long period. The need for it arises very recently with some seriousness, when the policy changes have taken place in the context of developing economy. The United Progressive Alliance Government has passed the historic National Rural Employment Guarantee Bill on December 23, 2004. The Act was notified on September 7th 2005 and it has started the golden days of NREGA by implementing on 2nd February 2006. NREGA was renamed as MGNREGA in the name of Mahatma Gandhi during the 140th Birth celebration on 2nd October

2009, by Considering Mahatma Gandhi ji's "Grama Swaraj" Ideology. As Mahatma believed the "development of the Nation is lays on the development of its villages". Mahatma Gandhi National Rural Employment Guarantee Act is an economic policy proposal aimed at providing a sustainable solution to the dual problems of unemployment and migration. Its aim is to create employment opportunities for unskilled manual workers and prevent rural urban migration.

Initially MGNREGA was known as National Rural Employment Guarantee Scheme/program, but the government very soon realized that the National Employment Guarantee Scheme/program will not give legal assurance to rural pours to ask their right to work. Hence, government has changed the National Rural Employment Guarantee Scheme/Programm as National Rural Employment Guarantee Act. In Indian constitution there is provision for Act that assure employment opportunity to the needy hands. NREGA renamed as (MGNREGA) Mahatma Gandhi National Rural Employment Guarantee Act on 2nd October 2009 by considering Mahatma Gandhi ji's "Gram Swaraj" Dream. The Act was notified in 200 districts in the first phase with effect from February 2nd 2006. In Karnataka state for the first phase MGNREGA implemented in the districts like "Bidar, Chitradurga, Davangere, Gulbaraga, and Raichur. Then extended it to additional 130 districts in the year 2007-08 (113 districts were notified with effect from April 1st 2007 and 17 districts in UP were notified with effect from May 15th 2007). The remaining districts have been notified under MGNREGA with effect from April 1st 2008. Thus, MGNREGA covers the entire country with the exception of a district that has a hundred per cent urban population.

II. HISTORICAL BACKGROUND

1.1. Jawahar Rozgar Yojana (JRY)

Jawahar Rozgar Yojana (JRY) was launched in 1989 by merging National Rural Employment Programme (NREP) and Rural Landless Employment Guarantee Programme (RLEGP). This scheme differed from the earlier wage employment programmes in that it envisaged involvement of the local level institutions. It remained under implementation till 1998-99. The primary objective of the programme was generation of additional gainful employment for the unemployed and under employed men and women below the poverty line in rural areas. Its secondary objective was to create durable social and rural assets, which can provide sustained employment. As far as the financing and funding pattern is concerned, the expenditure was shared between the Centre and the State in 80:20 ratio. There were considerable inter-State variations in the minimum wage - rates, ranging from Rs. 13.70 to Rs.34.00 per day for unskilled work. These differences accounted for variations in the State-wise unit cost of generating one man-day of employment, ranging from Rs.22.83 to Rs.56.67. While in the earlier wage-employment programmes, part of the wage payment had to be in kind, that is in food grain but under the JRY this was made optional. Consequently, while in 1986-87 the off take of food grain was as high as 2.2 million tonne, but in 1990-91 it was reduced to 0.136 lakh tonne. A total of Rs. 30162 crores were utilized under the JRY. Through this programme, in 1991-92, around 83.7 million mandays of employment were generated, which increased to 103.6 million in 1992-93 and further to 147.4 million mandays in 1993-94. Achievement in terms of employment generation to targeted employment was 100 per cent in 1993-94. And in all a total of 7376.5 million mandays were generated under the JRY. The Jawahar Rozgar Yojana (JRY) was evaluated by the Programme Evaluation Organization of the Planning Commission and through Concurrent Evaluations conducted by independent research agencies sponsored by Ministry of Rural Development.

1.2. Employment Assurance Scheme (EAS)

It was realized during the 8th Five Year Plan that funds as well as employment opportunities remained thinly spread under JRY and pockets of acute unemployment and under-employment remained neglected. Therefore EAS was launched, resources under the scheme were shared between the Centre and the States in the ratio of 75:25 respectively. The scheme aimed to provide a minimum of 100 days of assured employment to those who needed wage employment especially in the lean agricultural season and the Employment Assurance Scheme (EAS) was introduced on 2nd October, 1993 in 1778 rural blocks of 261 Districts in which the Revamped Public Distribution System (RPDS) was in operation. The blocks selected were in the drought prone areas, desert

areas, tribal areas and hill areas. The scheme was demand driven and during 1996-1997, the EAS was extended to all the blocks of the country, it continued till 2001-2002.

The primary objective of the EAS was to provide gainful employment during lean agricultural season in manual work to all able-bodied adults in rural areas who were needy and desirous of work, but were unable to find it. This was a demand driven scheme and employment was to be provided as and when there was demand for it. There was, therefore, no fixed allocation under EAS to any District or block. Like JRY, however, the secondary objective of EAS was creation of economic infrastructure and community assets for sustained employment opportunities. Expenditure was shared between the Centre and the States in 80:20 ratio. Which later reduced to 75:25. Central assistance under the scheme was directly released according to the Block's allocation to DRDA/ZP, which was based on the demand for wage employment and expenditure in the individual Blocks. A State Level Coordination committee for the Rural development programmes was responsible for the overall supervision, guidance and monitoring of EAS. A total of 4.12 crore workers were registered under EAS in various States / UTs since inception till November 1998. Over all, an amount of Rs. 15,131 crores was utilized under the programme. A total of 2730.1 million mandays were generated under the EAS. 1.38 million social/community works were completed.

1.3. National Food for Work Programme (NFFWP), (Launched on 14 November, 2004)

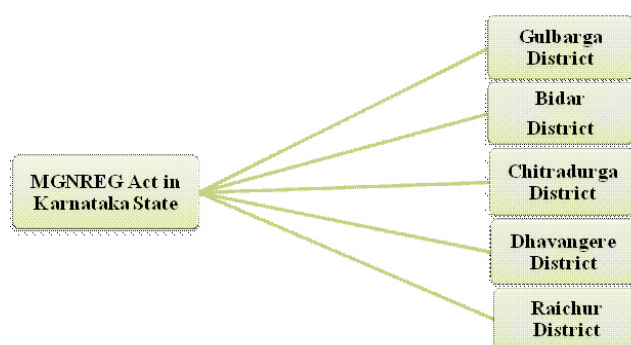
To provide supplementary wage employment opportunities in rural areas of identified backward districts and enhance food security through creation of community assets. Scheme is self-targeting and opens to all rural poor who are in need of wage employment and desire to do manual and unskilled work. The programme is operational in 150 most backward Districts in the country. The programme is entirely funded by the Centre. The resources are released in two equal installments in the form of financial allocation and food grain. An amount of Rs. 2982 crores has been released by Government of India, out of which Rs.1 179 crores has been utilized.

Panchayats are empowered to inspect and review the progress of any work under the scheme within their jurisdiction. A total of 1961.74 lakh mandays have been generated under NFFWP and 0.97 lakh social/community assets have been created till August 2005.

III. Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGA)

Indian Government had a great design to implement the MGNREG Act in 200 districts for the first time in the country on 2nd February 2006. The Act was notified in 200 districts in the first phase with effect from February 2nd 2006 and then extended it to additional 130 districts in the year 2007-08 (113 districts were notified with effect from April 1st 2007 and 17 districts in UP were notified with effect from May 15th 2007). The remaining districts have been notified under the NREG Act with effect from April 1st 2008. Thus, MGNREG Act covers the entire country with the exception of a district that has a hundred percent urban population. In Karnataka state for the first phase five most backward districts were selected for the implementation of MGNREG Act are districts like "Bidar, Gulbarga, Chitradurga, Davangere, and Raichur.

I phase In Karnataka state MGNREG Act was implemented in the following districts



Works Allotted in Their order of Priority, Under the MGNREG Act:

In Schedule - I of the National Rural Employment Guarantee Act 2005, it is mentioned that

- Water conservation and water harvesting
- Drought proofing (including afforestation and tree plantation)
- Irrigation canals including micro and minor irrigation works
- Provision of irrigation facility, horticulture plantation and land development facilities to land owned by households belonging to the Scheduled Castes and Scheduled Tribes or below poverty line families
- Renovation of traditional water bodies and ponds
- Land development
- Flood control and protection works including drainage in water logged areas
- Rural connectivity to provide all-weather access and All works are related to land development.

IV. OBJECTIVES OF THE STUDY

The major objectives of the proposed study shall be on Economic Reforms and Employment Generation in India: Special Reference with MGNREG Act. The study shall have the following specific objectives are outlined for the present study.

1. To study the impact of economic reforms on unorganized sector
2. To analyse the impact of government welfare programs in generation employment opportunities for unskilled workers after economic reforms
3. To study the effectiveness of MGNREG Act in generating employment opportunities at all India level as well as in Karnataka state

V. METHODOLOGY

Paper is purely based on secondary data Sources. Secondary data sources such as Books, Journals, Magazines, Records, Ministry of Rural Development and data source from government of Karnataka websites are used.

1. All India level data source has been used to analyse the employment generation status after Economic reforms 1991, in unorganized sector. Here various government welfare programmes were stated which are implemented by government of Indian.
2. Especially focused on MGNREGA data source to analyse the employment generation at all India level as well as Karnataka state.

Table- 1: Employment generated under MGNREG Act all India data 2008-09 to 2013-14

Year	No. of households demanded employment	No. of households provided employment	Total Persondays (In Lakhs)	SCs Persondays (In Lakhs)	STs Persondays (In Lakhs)	Others Persondays (In Lakhs)	Women Persondays (In Lakhs)
2008-09	45516341	45112792	21632.48	6335.09	5501.64	9794.94	10357.27
2009-10	52920154	52585999	28359.46	8644.81	5874.31	13840.34	13640.49
2010-11	55756087	54947068	25715.24	7875.65	5361.83	12477.87	12274.28
2011-12	51128994	50645132	21876.36	4846.85	4091.84	12937.67	10526.65
2012-13	41965919	41570020	14066.05	3142.07	2214.22	8709.76	7473.85
2013-14	51752717	47562524	21766.12	4925.77	3722.21	13118.15	11514.98

Source: Open government data platform (OGD) India

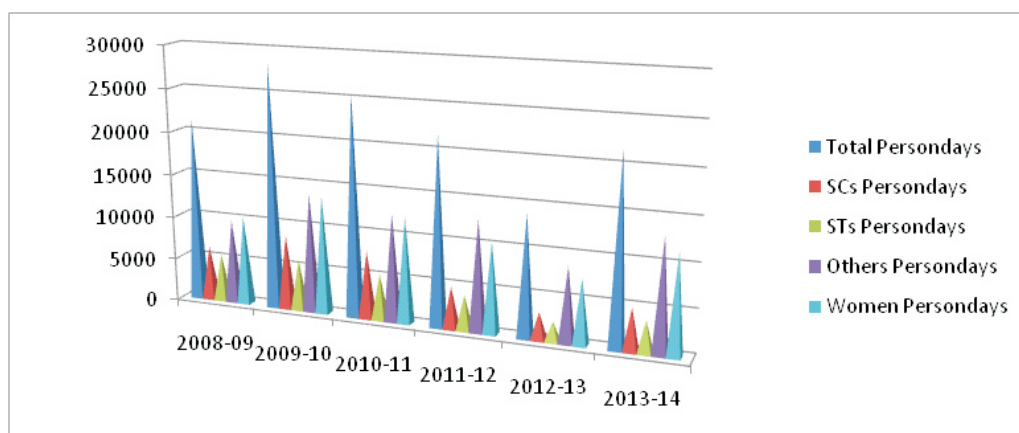
Chart- 1: Employment generated under MGNREG Act all India

Table-1 represents the overall employment generated under MGNREG Act in the Country, data source collected from 2008-09 to 2013-14 for the period of six years. Highest number of households demanded for employment in the year 2010-11 that is around 5,57,56,087 households were demanded for employment under MGNREG Act and the highest number of households provided employment opportunity in the same year that is around 5,49,47,068 household provided employment opportunity under MGNREG Act. But, the Majority of persondays generated under MGNREG Act is found in the year 2009-10 that is around 28,359.46 lakhs and in that total persondays about 8,644.81 lakhs SCs persondays generated, as STs persondays generated under MGNREG Act is about 5,874.31 lakhs. Other categories like OBC, Minorities (Muslim, Christian etc.) and General categories were about 13,840.34 lakhs persondays generated under MGNREG Act during the same year and the persondays generated for women's is more that is half of the total persondays generated about 13,640.49 lakhs as for the preference/guideline of MGNREG Act.

Very less number of households demanded and provided employment opportunity during the year 2012-13, that is around 4,19,65,919 households demanded for employment as around 4,15,70,020 households provided employment opportunity under MGNREG Act and the very less number of total persondays generated under MGNREG Act is found during the same year that is about 14,066.05 lakhs, of the total persondays generated around 3,142.07 lakhs SCs persondays generated, as around 2,214.22 lakhs STs persondays generated and around 8,709.76 lakhs persondays generated for Other categories like OBC, Minorities (Muslim, Christian etc.) and General categories.

Table- 2: Financial Progress of MGNREG Act all India data 2008-09 to 2013-14

Year	Central Release (In lakhs)	Total Funds Available (In lakhs)	Total Expenditure (In lakhs)	Expenditure on Wages (In lakhs)	Expenditure on Material (In lakhs)	Expenditure on Administration (In lakhs)
2008-09	2993960	3739706	2725010	1820003	810089.3	94917.51
2009-10	3350661	4957919	3790523	2557932	1108449	124141.7
2010-11	3576895	5417214	3937727	2568653	1189109	179965.2
2011-12	2918977	4880568	3707282	2430622	1065048	211612.2
2012-13	3000996	4537374	3926768	2686191	1026566	214010.8
2013-14	3274368	4225087	3784671	2627311	930460	226900.0

Source: Open government data platform (OGD) India

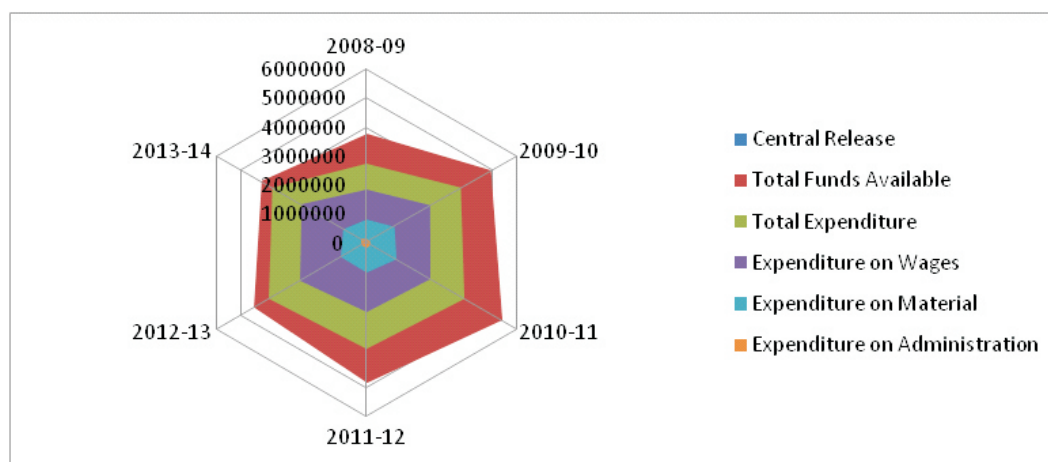
Chart- 1: Financial Progress of MGNREG Act all India

Table-2 shows financial progress of MGNREG Act at all India level, data source collected from 2008-09 to 2013-14 for the period of six years. Large amount of fund released by Central government for MGNREG Act in was around 35,76,895 during the financial year 2010-11 and the majority of total fund available was around 54,17,214 during the same financial year and in the same period the total expenditure done from the total available fund was around 39,37,727. As expenditure on wages was around 25,68,653 and expenditure on materials was around 11,89,109. But, the majority of fund spent far administrative purpose was around 2,26,900.0 that was during the financial year 2013-14.

In other hand very less amount of fund Central government released for MGNREG Act was around 29,18,977 during the financial year 2011-12 and the total available fund found very less that was around 42,25,087 during the year 2013-14. As the very less expenditure done from the total available fund was around 27,25,010 and very less expenditure done on wage rates during 2008-09 was around 18,20,003 as well as the very less expenditure on materials was around 9,30,460 during the financial year 2013-14 and the very less fund spent on administrative purpose was around 94,917 during the financial year 2008-09.

Table- 3: Financial Progress of MGNREG Act in Karnataka state

Financial progress	Financial year 2016-17	Financial year 2015-16	Financial year 2014-15	Financial year 2013-14	Financial year 2012-13
Total center Release	189735.82	99155.27	171687.07	159606.81	123193.69
Total Availability	223746.01	131348.19	195512.8	204486.32	147407.37
Total Exp (Rs. in Lakhs.)	2,57,257.93	1,82,202.73	1,66,586.29	2,06,296.66	1,44,861.3
Percentage (%) Utilization	114.98	138.72	85.2	100.89	98.27
Total Exp on wages (in Lakhs)	1,69,995.82	1,12,049.48	98,901.23	1,42,392.37	86,610.83
Total Exp on Material (in Lakhs)	79,067.38	60,936.89	60,741.35	57,660.02	51,597.74
Material (%)	31.75	35.23	38.05	28.82	37.33
Total Admin Exp (in Lakhs.)	8,194.73	9,216.36	6,943.7	6,244.27	6,652.72
Admin Expenditure (%)	3.19	5.06	4.17	3.03	4.59
Liability (Wages) (Rs. in Lakhs.)	4,968.85	586.88	818.51	2,087.66	2,912.62
Average Cost Per Day Per Person (in Rs.)	361.43	304.35	301.46	232.12	218.08

Source: Ministry of Rural Development MGNREGA

Table-3 shows the financial progress of MGNREG Act in Karnataka state, the data source collected from 2012-13 to 2016-17 for the period of five year. Majority of fund Central government released to Karnataka state for the progress of MGNREG Act was around 1,89,735.82 during the financial year 2016-17 and very less amount of fund released by central government for Karnataka state was around 9,9,155.27 during the financial year

2015-16. Majority of total available fund in Karnataka state government for MGNREG Act was around 2,23,746.01 lakhs during the year of 2016-17 and very less available fund about 131348.19 lakhs during the year 2015-16. Majority of expenditure done on wages was around 1,69,995.82 lakhs during the financial year 2016-17 and very less amount spent for wages was around 86,610.83 lakhs in the financial year 2012-13. Majority of expenditure done on materials was around 79,067.38 lakhs in the financial year 2016-17 and very less expenditure done on materials was around 51,597.74 lakhs. Majority of expenditure made on administrative activities was around 9,216.36 lakhs in the financial year 2015-16 and less expenditure made on administrative activities was around 6,244.27 lakhs in the financial year 2013-14.

Hence, what we can realize from the table is as for the MGNREGA guidelines Major part of the total available fund is spent on wage distribution for the workers working under MGNREG Act can be seen in every financial year. 20 percent of the fund is spent on purchasing required material for MGNREGA work and very meager amount of fund is spent on administrative activities.

Table- 4: Employment generated under MGNREG Act in Karnataka state

Employment generated under MGNREG Act in Karnataka state	Financial year 2016-17	Financial year 2015-16	Financial year 2014-15	Financial year 2013-14	Financial year 2012-13
Persondays Generated so far [in Lakhs]	697.69	598.56	433.28	718.86	617.81
SC persondays (%) as of total persondays	15.93	16.33	15.85	15.89	16.89
ST persondays (%) as of total persondays	9.06	8.99	8.18	7.94	8.97
Women Persondays out of Total (%)	47.22	47.12	46.86	46.59	46.25
Average Wage rate per day per person (Rs.)	223.37	203.7	190.26	173.62	154.45
Total No of HHs completed 100 Days	90,510	1,33,030	41,315	1,17,725	1,04,364
Total Households Worked [in Lakhs]	15.5	12.36	10.94	14.5	13.32
Total Individuals Worked [in Lakhs]	37.86	30.28	30.08	42.33	36.59

Source: Ministry of Rural Development MGNREGA

Table- 4 shows the Employment generated under MGNREG Act in Karnataka state, data source collected from 2012-13 to 2016-17 for the period of five year. Majority of persondays around 718.86 lakhs has been generated under MGNREG Act in Karnataka state during 2012-13 and very less persondays generated around 433.28 lakhs during the financial year 2014-15. Total SCs persondays generated was on an average 16.89 percent, 15.89 percent, 15.85 percent, 16.33 percent and 15.93 percent to total persondays generated during 2012-13 to 2016-17. Total STs persondays generated during the all the years was 8.97 percent, 7.94 percent, 8.18 percent, 8.99 percent and 9.06 percent to total persondays generated from 2012-13 to 2016-17 and total Women persondays generated was also on an average around 46.25 percent, 46.59 percent, 46.86 percent, 47.12 percent and 47.22 percent to total persondays generated during 2012-13 to 2016-17.

Average wage rate per day per person was Rs. 157.45 during the financial year 2012-13 and it was increased to Rs.173.62 during the financial year 2013-14 then increased upto Rs.190.26 during the financial year 2014-15. As for the demand of rural workers the wage rate has been increased Rs. 190.26 to Rs. 203.7 and later it has increased to Rs. 123.37 by considering the commodity price in the market, now government thinking to increase the wage rate upto Rs. 250 Majority number of households completed 100 days was around 1,33,030 during the financial year 2015-16 and very less number of households completed 100 days under MGNREGA work is around 41,315 during the financial year 2014-15.

MAJOR FINDINGS AND SOLUTIONS FOR THE STUDY:

The recommendations made by the study throw light on issues and mechanism that needed strengthening for better programme delivery.

- In terms of creation of assets, it was observed that construction of rural link roads, Water conservation, renovation of traditional water bodies, afforestation, land leveling, school buildings, community center etc. received the highest priority under MGNREG Act. In all roughly 67% of the assets created under MGNREG Act related to these types of activities. Assets created under MGNREG Act are not only provided infrastructure facilities to the village communities but also created more employment opportunities for the rural poor.
- The share of SC/ST and landless labourers was 54% and 38% respectively in employment generated satisfying

the general guidelines in this regard.

- Both the wage employment seekers and the users of assets needed to be involved in identification of works / projects that are useful and productive for the community, and would have the potential of generating sustainable and gainful employment.

VI. CONCLUSION:

As strictly as possible policy makers formulate their planning welfare programs to directly reach the needy hands. A corrupted hand finds many ways to missutilize the allotted fund. But, while formulating MGNREG Act the government as well as policy makers are very conscious about making MGNREG Act to reach the needy hands and their views became fruitful. No doubt MGNREG Act will boom to against poverty and unemployment in India, There is much that the MGNREG Act promise from the perspective of land utilization through employment generation and improving the socio-economic conditions of pours in the state as well as country.

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Ramesh Rangappa

**Research Scholar, Department of Studies and Research in Economics,
Mangalore University, Mangalagangothri.**

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