

Management of Welfare Programmes in India



Commerce

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ABSTRACT

According to five years plans (2002-2007) is Rs 1968815 crore are total out lay envisaged . Recognizing that economic growth can not be the only objective of national plan has set monitor able target for few key indicators of human development in addition to 8 percent growth rate. These include reduction of poverty ratio by 5 percent points by 2007 ;by providing gain full employment to all.

The 11th five Plans emphasize rapid growth of the economy as this is an essential requirement for poverty reduction and an expansion in economic opportunities for all sections of the population. A brief review of few of the rural employment generation programmes implemented so far has been made in the following pages: Poverty programmes are broadly of two types

1. Wage-employment programmes.
2. Self-employment programmes.

Wage-employment programmes

Wage-employment programmes have become important instruments for alleviating poverty and smoothening consumption during critical periods, including drought and flood situations. The Rural Works Programme was the first major Government intervention aimed at providing employment to the unemployed particularly in the lean season, it was introduced in 1971 A series of special employment progmanes followed the RWP. The major programmes of the series were as follows:

FOOD FOR WORK PROGRAMME

Food for Work Programme was conceived as a National Programme in January 1977 which intended to use excess of food grains available with the Government as part of payment for employment offered to persons below the poverty-line in rural areas.

As the food stocks were comfortable (15.4 million tonnes) the Government of India launched this programme as a non-plan scheme with the objectives of: Generation of additional gainful employment in the rural areas so as to improve incomes and the consequent nutritional levels,

NREP was launched in October 1980. Until March 1981, the FFW/NREP was fully financed by the Government of India. From April 1st 1981 the NREP was shared in 50:50 basis between Government of India and the States. During the sixth five-year plan the outlay of Rs. 1,620 crores was made to provide 300 to 400 million man days of rural employment.

The objectives specified are:

Generation of additional gainful employment for the unemployed and the under-employed persons in rural areas. Creation of durable community assets which will lead to the rapid growth of rural economy and steady increase in rural incomes improvement in nutritional status and living standards of the rural poor.

Table ;1;year wise Financial progress Of NREP

Period	Expenditure (Rs. In crores)	Employment generated (Million man days)
1984-85	1834.25	1775.18
1985-86	531.95	316.41
1986-87	717.77	395.39
1987-88	788.31	370.77
1988-89	901.84	394.96
Total	2939.86	1744.53

Source: Annual Reports, Ministry of Rural Development, GOI.

Note: Resources utilized including value of food grains

Rural Landless Employment Guarantee progremme (RLEGP):

RLEGP was launched on August 15, 1983 to tackle rural poverty by providing employment opportunities for the landless during the lean agricultural period. It was a centrally sponsored pro-

gramme and was entirely funded by the Government of India. The objectives of RLEGP include:

To provide guarantee of employment to at least one member of every landless household up to 100 days in a year;

Projects of RLEGP could be taken up for execution only after the central committee sanctions the projects;

50 per cent of the allocations of each project could be utilized on wage component under the RLEGP;

To create productive and durable assets for direct and continuing benefits to the poverty groups and improvement in the overall quality of life in the rural areas.

Table; 2; Year Wise Expenditure Employment Generation Under RLEGP

Period	Expenditure (Rs. In crores)	Employment generated (Million man days)
1984-85	360.00	262.81
1985-86	205.73	247.58
1986-87	236.45	306.14
1987-88	268.42	302.72
1988-89	260.42	296.56
Total	971.02	1153.00

Source: Annual Reports, Ministry of Rural Development, India.

The performance details of RLEGP were shown in Table 1.and 2. A sum of Rs. 2793.5 crore was spent under RLEGP and about 1415.81 million man-days of work cremated. The cost for generating the man days of employment has increased from around Rs. 12/- in 1983-84 to Rs.23 in 1988-89.

JAWAHAR ROZGAR YOJANA (JRY)

It was started in April 1989 as a wage-employment programme. All existing wage-employment programmes like NREP and RLEGP were merged with JRY. The programme had specially targeted to help rural people below poverty line and implemented through panchayatiraj institutions. The below Table shows plan outlay and physical performance of JRY, it merged with JGSY in April 1999.

Table -3 : YEARS WISE STATUS OF PHYSICAL PERFORMANCE OF JRY Physical Performance (Million Man days of Employ-

ment Generated)

Year	Plan outlay (Rs. In crore)	Target	Achievement	%	Cost per man days [rs]
1991-92	2100	735.00	808.00	109.90	26.00
1992-93	N.A	753.80	782.10	103.80	-
1993-94	3306	1038.30	025.80	98.80	32.20
1994-95	3535	986.50	951.70	96.50	37.10
1995-96	2955	848.00	895.80	105.60	33.00
1996-97	1655	414.10	400.60	96.70	41.30
1997-98	1953	386.70	395.80	102.40	49.30
1998-99	2095	396.70	375.20	94.60	55.80

Source: Economic survey

The above Table shows that central plan outlay allocated to JRY increased from Rs. 2100 crores in 1991-92 to Rs. 3535 crores in 1994-95 and then started decreasing and dropped to Rs. 1655 crores in 1996-97. Subsequently, plan outlay improved to Rs. 1953 crores in 1997-98 and further to Rs. 2095 crores in 1998-99 but was still lower than plan outlay at the beginning of the reforms. If we take into account rise in prices during second half of 1990s, then we find substantial decrease in plan outlay in real terms. This has been partly due to government's policy to control fiscal deficit.

Total employment generated under JRY, which in the initial reforms period increased from 808 million man days in 1991-92 to the peak level of 1025.8 million man days 1993-94, declined sharply to 375.2 million man days in 1998-99. In quantitative terms, this performance of JRY was even poorer than NREP and RLEGP together in the 1980s.

JAWAHAR GRAM SAMRIDHI YOJANA (JGSY)

This programme was introduced in April 1999 in place of JAY as a centrally sponsored scheme on 75:25 basis. All works that can result in creation of durable productive community assets are taken up under this programme. JGSY was merged with SGRY from April 1st, 2002. During three years period of this programme i.e. 1999-2000 to 2001-02, a total of 791.01 million mandays of employment were generated giving an average of 263.7 million mandays per annum, which is significantly lower than 878 and 511.4 million mandays of annual average employment generated under JRY from 1991-92 to 1994-95 and from 1995-96 to 1998-99, respectively. Thus wage-employment Opportunities for the rural poor have drastically come down in the second half of 1990s and early 21 century. It is important to note that in the post-reform period since 1994-95, average wage-employment opportunities created through different poverty alleviation programmes have continuously declined, aggravating problems of poverty and unemployment rural areas.

EMPLOYMENT ASSURANCE SCHEME (EAS)

EAS was started on October 2nd, 1993 in 1778 identified backward blocks located in drought prone, desert and tribal areas. In 1997-98, it was extended to all blocks of the country. This programme aimed at providing assured employment of 100 days of unskilled manual work to the rural poor, in the age group of 18-60 years, who were in need of job and sought it. A maximum of two adults per family could get employment under the scheme. The below Table shows the financial and physical performance of EAS from 1993-94 to 2001-02.

Table 4; FINANCIAL AND PHYSICAL PERFORMANCE OF EAS

Year	Total allocation (Crores)	Total utilization (Crores)	% Utilization	Man days of employment generated (in million)	Cost per man day (Rs.)
1993-94	549	184.00	33.50	49.47	37.10
1994-95	1,775	1236.00	69.60	273.96	45.10
1995-96	2,672	1,721.00	64.60	346.52	49.70
1996-97	3,383	2,160.00	63.80	403.00	53.60

1997-98	3,426	2,308.00	67.40	381.68	60.50
1998-99	3,385	2,882.00	85.80	427.94	67.40
1999-00	2,230	2,183.00	75.00	278.62	78.30
2000-01	248	1861.00	82.80	218.39	85.20
2001-02	2890	2021.00	69.90	260.55	77.60

Source Ministry of Rural Development, Annual Report.

The above Table shows that funds allocated to EAS increased from Rs. 549 crores in 1993-94 to Rs. 3426 crores in 1997-98, but thereafter it declined continuously to Rs. 2230 crores in 1999-2000, despite coverage being expanded to all blocks since 1997-98. However funds allocation marginally increased to Rs. 2248 crores in 200-01 and further to Rs. 2890 crore in 2001-02. Despite this increase, like JRY, in real terms funds allocation has actually declined, having adverse effects on employment generation. Fund utilization has ranged 69.6 per cent to 85.8 per cent. Cost per manday of employment generated under this scheme increased sharply from Rs. 37.1 in 1993-94 to Rs. 85.2 in 2000-01 and then declined marginally to Rs. 77.6 in 2001-02. This is a cause of concern. No doubt, part of the rise in cost has taken place due to increase in the minimum wages and material cost, but partly also because of increase in drawbacks of the system and rampant corruption. The average employment generated per person was 41.3 days in a year against the target of 100 days. This clearly shows that implementation of the scheme did not take place at the desired pace resulting in unsatisfactory performance. The welfare programme would have been more enduring to enable beneficiaries to cross the poverty line if the target of 100 days of employment per year would have been achieved.

SAMPOORNA GRAMEEN ROZGAR YOJANA (SGRY)

A special component of SGRY provides food grains to calamity stricken states for undertaking relief activities, Thirty percent of employment is reserved for women. Under the scheme, about 1000 million mandays of employment is envisaged to be created every year. Programme is implemented through Panchayathi Raj Institutions. Wages are paid partly in cash and partly in food grains. Food grains are provided to the states/ union territories free of cost. The Table provides financial and physical performance of SGRY during 2002-03 and 2003-04.

Table 5; FINANCIAL AND PHYSICAL PERFORMANCE UNDER SGRY

Years	Total available funds	Total expenditure funds	% Exp. To available (Crore)	Man days Generated (Lakh tones)	Food grains released
2002-03	6246.20	4990.89	79.90	7483	45.26
2003-04	6952.81	5886.98	86.41	87.36	49.97

Source: Mid-Term Appraisal of 10h Five Year Plan 2002-07.

The above Table shows that total funds available for SGRY increased from Rs. 6246.20 crores in 2002-03 to Rs. 6952.81 crores in 2003-04. Utilization of funds also increased from 79.9 percent in 2002-03 to 86.4 percent in 2003-04 resulting in an increase in employment generated from 748.3 million man days to 873.6 million man days over the same period. A noteworthy feature of this programme is that cost per man days of employment generated under SGRY, which was Rs. 66.70 in 2002-03 and Rs. 67.40 in 2003-04, is lower than EAS. This reflects that this new programme has made a good beginning which should be sustained. The concurrent evaluation of SGRY undertaken by the Planning Commission shows that 77.6 percent of the works which were taken up were completed during the year itself. Some studies point out that activities were taken up in an Adcock manner and not selected as part of long-term plan for development of the region. In some cases, contactors were involved and the use of machinery was also reported though guidelines prohibit this.

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