

A study on Idle Human Resource with Special Reference to Davangere District – A Study

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Abstract

India is predominantly a rural country. As per the 2011 Census, 68.8 per cent of country's population and 72.4 per cent of workforce resided in rural areas. However, steady transition to urbanization over the years is leading to the decline in the rural share in population, workforce and GDP of the country. Between 2001 and 2018, India's urban population increased by 31.8 per cent as compared to 12.18 per cent increase in the rural population. Over fifty per cent of the increase in urban population during this period was attributed to the rural-urban migration and re-classification of rural settlements into urban (Pradhan 2017).

Population projections indicate that India will continue to be predominantly rural till the year 2050 after which urban population is estimated to overtake rural population (United Nations 2019). It is often felt that unplanned rural to urban migration, particularly in search of better economic opportunities, is putting severe pressure on urban amenities and forcing a large number of low wage migrants from rural areas to live in unhygienic and deprived conditions. Thus, to check unplanned migration from rural to urban areas and to improve socio economic conditions of vast majority of population in the country, there is a need to make rural economy stronger and create employment opportunities in rural economic activities. The improvement in economic conditions of rural households is also essential for reducing the disparity in per capita rural and urban income which has remained persistently high. This requires significantly higher growth in rural economy as compared to urban India. Traditionally, agriculture is the prime sector of rural economy and rural employment.

The transition in composition of output and occupation from agriculture to more productive nonfarm sectors is considered as an important source of economic growth and transformation in rural and total economy. Several scholars have observed that such transition is taking place in Indian economy (Aggarwal and Kumar 2012; Maurya and Vaishampayan 2019; Papola 2019) but at a very slow pace. This paper examines the nature of changes in rural economy and analyses its effect on job creation and occupation structure spanning over a period of the last four decades.

Key words: human resource, development, manual labour, planning, Davanagere.

Introduction

An attempt is made to identify the reasons for mismatch in growth in output and employment in various non-farm activities. The findings are used to suggest proemployment rural growth strategy. The contribution of the rural areas in economy of India for the period 1970-71 to 2011-12 is seen from its share in national output and employment¹ (2.1). The rural areas engaged 84.1 per cent of the total workforce and produced 62.4 per cent of the total net domestic product (NDP) in 1970-71. Subsequently, rural share in the national income declined sharply till 1999-00. Rural share in total employment also witnessed a decline but its pace did not match with the changes in its share in national output or income. The declining contribution of rural areas in national output without a commensurate reduction in its share in employment implies that a major portion of

the overall economic growth in the country came from the capital-intensive sectors in urban areas without generating significant employment during the period under consideration.

Notwithstanding, the difference between the rural share in output and employment increased from 22 percentage points in 1970-71 to 28 percentage points in 1999-00. After 2004-05, rural areas witnessed negative growth in employment despite 7.45 per cent annual increase in output. It is pertinent to explore whether the decline in rural workforce between 2004-05 and 2011-12 was on account of rising unemployment or due to change in labour-force itself? It would also be interesting to know the status of the persons who left workforce and the sectors where such changes took place. These aspects are analysed by examining household-type and gender-wise changes in labour-force participation and workforce distribution across sectors, and by tracking the activity status of „not-in-labour force“ population between 2004-05 and 2011-12. During the period of high output growth and falling employment (2004-05 to 2011-12), rural population increased by 62 million, distributed almost equally between male and female (4.1). As indicated by labour-force participation rate (LFPR), the proportion of male population joining labour force remained almost unchanged (55%) and 16 million out of 31 million incremental male population joined labour-force between 2004-05 and 2011-12. However, female labour-force participation declined significantly from 33 per cent in 2004- 05 to 25 per cent in 2011-12, resulting in decline in the female labour-force by 22 million. This led to a net decline of about 7 million in rural labour-force (male + female) between 2004-05 and 2011-12. Interestingly, NSSO data did not show any change in unemployment (based on usual status) during this period which implies that the workforce in rural areas reduced by a similar magnitude as in the labour-force.

Based on these evidences it is inferred that the decline in labour-force and in its sub-set (workforce) was primarily due to the withdrawal of females from labourforce/workforce during the period under consideration. It is worth noting that female withdrawal from labour-force happened across all types of households in the rural areas. This is clearly visible from the increase in „not-in-labour force“ to population ratio⁴ for the female. This ratio for the female belonging to agricultural labour, cultivator, and non-farm households, increased by 8.49, 6.05 and 4.63 percentage points between 2004-05 and 2011-12, respectively (4.2).

Withdrawal of female from labourforce was highest among agricultural labour households followed by cultivators and non-farm. Strengthen feedback mechanism The officers at the district level often feel that their only role with respect to the policies of the central government is implementing them as per the guidelines. While there are huge lacunas even in putting theory into practice, a crucial link that is missing in policy formulation is the feedback on existing policies which should come from the officers in charge at the lowest tier of development administration, that is, either the block development officer or a district-level officer in charge of development administration. An efficient institutionalised feedback channel should be established so that the challenges faced are brainstormed by those involved in policy formulation and implementation, and the learnings can be incorporated in the policies to make them more effective. The absence of institutionalised feedback mechanism will only lead to ineffective policies getting implemented in an inefficient manner. These are some easy steps that can ensure better outputs and outcomes of rural development programmes in the times to come. households both in percentage and absolute terms.

Objective:

This paper seeks to study the role of idle human resource in social degradation. the focus of the study being Davangere District.

Passivity of Human resource

In the case of male, withdrawal from work-force was found only among the agricultural labour households. The results presented in the earlier sections show that contribution of agriculture in rural output gradually declined. This is considered a desirable change for the progress in economic development.

However, over-dependence on agriculture for employment emerged as a major challenge. Between 2004-05 and 2011-12, India first time witnessed reduction in workforce in agriculture. The rate of decline was 2.04 per cent. Despite this, agriculture employed 64 per cent of the total rural workforce who produced only 39 per cent of the total rural output during the year 2011-12. It is estimated that for bringing convergence between the share of agriculture in total output and employment, 84 million agricultural workers were required to be shifted to non-farm sectors in rural areas in the year 2011-12.

This amounted to almost 70 per cent increase in non-farm employment, which looks quite challenging. The lack of skills and technical knowledge appear to be the main barrier for rural workers to enter manufacturing sector. The NSS surveys show a depressing picture of the level of education and technical skills possessed by the rural workers. More than three-fourth of the total rural workforce of 15-59 years were not qualified even up to secondary level in year 2011-12 (5.2). Further, only 1.3 per cent of the rural workforce of the age group 15-59 years possessed technical education⁸ . Similarly, only 14.6 per cent of the rural workforce of age group 15-59 years received vocational trainings⁹ , which aim to develop competencies (knowledge, skills and attitude) of skilled or semi-skilled workers in various trades. Genderwise disaggregation reveals that female workers possess relatively low level of education and technical training as compared to male counterparts. These facts suggest that setting up of industries and improvement in infrastructure are not sufficient conditions for increasing employment in rural areas. Improvement in industrial infrastructure in rural areas must be accompanied by the effective human resources development programmes to impart necessary skills and training to rural youth to match the job requirement in manufacturing sector.

Services sector has played a major role in structural transformation of Indian economy but its achievements during the recent years were mainly concentrated towards urban areas. Wholesale and retail trade and repair of motor vehicles constituted 27 per cent share in total service sector NDP in 1993-94 which increased to 37 per cent in 2004-05 on account of impressive annual growth of 11.7 per cent in this sub-sector (5.3). This along with the remarkable growth in other sub-sectors such as hotel and restaurants, transport, storage and communication, and financial services, resulted in 8.5 per cent annual growth in overall services sector in rural areas between 1993-94 and 2004-05. During 2004-05 and 2011-12, NDP from trade, and hotel and restaurants activities declined by 4.8 per cent and 2.5 per cent per year, respectively. Although the reduction in output of these sectors was offset by the significant growth in financial services, transport, storage and communication, and public administration and social security activities, the growth in overall services sector output decelerated to 3.4 per cent per annum between 2004-05 and 2011-12.

One of the reasons for the decline in output of some services in rural areas could be the shift in the shopping behaviour of the rural households towards urban centres. Improved road connectivity and transport and rise in ownership of private vehicles facilitated frequent visits to nearby urban localities for shopping and other requirements. Although consumer gets wider choices in urban localities, this adversely affected trade and other businesses in rural areas. The slow-down in output of services sector after 2004-05 caused deceleration in employment growth. The employment in services sector increased only

by 1.35 per cent per year between 2004-05 and 2011-12 as compared to growth rate of 3.25 per cent during the previous period (3.1).

The services sectors, which offer relatively decent and comfortable jobs, constituted merely 15 per cent share in 27 million new jobs created in non-farm sectors between 2004-05 and 2011-12. As in the case of output, wholesale and retail trade including repair services for motor vehicles was the largest sub-sector and constituted 36.0 per cent share in employment in all services in 2011-12 (5.1). But this sub-sector witnessed stagnation in job creation between 2004-05 and 2011-12, resulting in deceleration in overall services sector employment. Notwithstanding, other sub-sectors such as financial services, hotels and restaurants, education, and transport, storage and communication services gained momentum in creating employment in rural areas during the recent period. Two sub-sectors namely education and transport, storage and communication constituted 62 per cent of the about 5 million jobs created in services sector in the rural areas between 2004-05 and 2011- 12.

Davanagere District : Birds eye view

The district spans over a total geographical area of 5975.99 square kilometers. It ranks 16th in area among twenty-seven districts of the state and measures 117 km from north to south and 110 km from east to west. Davanagere ranks twenty-second place in term of population in the state.

The population of the district according to 2001 Census is 17,90,952 comprising 9,17,705 males and 8,73,247 females. According to the 1991 census the total population of the district was 15,59,222 consisting 917320 males and 872373 females. During 1991-2001, 2,31,730 people have been added to the total population constituting a decadal variation of 14.78 per cent. As per 2001 census the rural population of the district is 12,47,954 and urban population is 5,42,998.

Davanagere is relatively more densely populated because of the overall density of population in the district is 333 per sq. k.m. as compared to the state average of 276 per sq. k.m as per 2001 census. It varies from 165 per sq. km in Jagalur to 644 per sq. km in Davanagere. For every 1000 males there are on an average 952 females in Davanagere district as compared to the state average of 964 as per 2001 census. The population has increased in all the six taluks at the considerably different rates.

The rural population is dispersed amongst 918 inhabited villages belonging to these five taluks and the urban population on the other hand is shared by 6 towns. In Davanagere district, the literate persons constitute 6 percent of the total population in 2001 as against 55.96 percent in 1991. This figure is almost near the state average of 56.04 in 1991 and 67.04 in 2001. However, during the past many years there has been a steady and substantial increase in the proportion of literates in the population of the district.

The National Rural Employment Guarantee Act (hereinafter referred to as NREG Act) came to be enacted by Government of India in September 2005 following which the Government of Karnataka has been implementing the Scheme under the said Act in phases since 02-02-2006. The districts covered in the I Phase are Bidar, Gulbarga, Raichur, Davanagere and Chitradurga respectively while those covered under the II Phase with effect from 01/04/2007 are Bellary, Belgaum, Chikmagalur, Hassan, Shimoga and Kodagu. Implementation of the Scheme in Phase-I & Phase-II districts has already gathered momentum. 2. The main objective of the NREG Act is to enhance livelihood security in rural areas by providing 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do

unskilled manual work. This work guarantee also serves other objectives such as generating productive assets, protecting the environment, empowering rural women, reducing rural-urban migration and fostering social equity among others etc.

The Employment scheme to fight Menace in Davangere district

The NREG Act also envisages a collaborative partnership between the Central Government, the State Government, the Panchayat Raj Institutions (PRIs) and the local community. Broadly, the main implementation activities are at the village and Block/Taluk levels, while coordination activities are mainly at the Block/Taluk and District levels. Planning, supervision and monitoring take place at all levels (Village, Block/Taluk, District and State).

At each level, the concerned authorities are accountable to the community. The Gram Sabha is the statutorily mandated institutional mechanism for community participation. The overall responsibility for ensuring the implementation of the Scheme as per the NREG Act lies on the State Employment Guarantee Council (SEGC) at the State level, District Programme Coordinator (DPC) at the District level, the Programme Officer (PO) at the Block/Taluk level and Gram Panchayat at the grass root level. The Gram Panchayat has a pivotal role to play in the implementation of the scheme. In other words, it is responsible for planning of works, registering households, issuing job cards, allocating employment, executing the works and monitoring the implementation of the Scheme at the village level. The Secretary to Government of India in the Ministry of Rural Development in his letter dated 17-1-2005 read at (1) above, addressed to the Chief Secretary, Government of Karnataka had asked the State Government to be fully prepared for the implementation of the Act, which essentially comprised of formulating the Scheme and the rules to facilitate its implementation.

In pursuance thereof, the implementation of the Scheme was taken up in Karnataka in two phases as already indicated in paragraph (1) above.

In pursuance of the communication dated 08.10.2007 read at (2) above, received from the Government of India in the Ministry of Rural Development, the remaining 18 districts viz., Bagalkote, Bangalore (Rural), Bijapur, Chamarajanagar, Chikkaballapura, Dakshina Kannada, Dharwad, Gadag, Haveri, Kolar, Koppal, Mandya, Mysore, Ramanagar, Tumkur, Udupi and Uttara Kannada have been brought under NREG Act for the purpose of implementing the Employment Guarantee Scheme w.e.f.01-04-2008.

Schemes to better utilize idle resource

The Information, Education and Communication (IEC) activities in the above districts have already started. The Chief Executive Officers of Zilla Panchayats, the Executive Officers of Taluk Panchayats and other implementing agencies have been asked to be fully prepared to launch the Programme as scheduled. The Abdul Nazir Sab State Institute of Rural Development, Mysore is the main Organisation entrusted with the responsibility of training the officials and non-officials of PRIs. The National Institute of Rural Development, Hyderabad is also involved to train the personnel. 7. The NREG Act is an important flagship programme of the Government of India calling for foolproof and transparent implementation with utmost care caution, total commitment and responsibility by the implementing agencies at all levels i.e. State, Zilla Panchayats, Taluk Panchayats and Gram Panchayats. The Programme is demand based and not a target oriented one. Conducting Social Audit at all the stages of implementation of the scheme is an important activity envisaged in the Act and the responsibility is entrusted to Gram Panchayats.

National Biogas Manure and Management Programme is a Centrally Sponsored Scheme being implemented since 1982-83. This is mainly 100% women programme. Biogas is a clean, non-polluting, smoke and soot-free fuel, containing methane gas produced from cattle dung, human waste and organic matter in a biogas plant through a process called anaerobic digestion. The digestion slurry can be used as a good quality manure in agricultural fields.

Suvarna Gramodhya It is an new initiative programme of the Government of Karnataka in developing vibrant village communities by adopting an intensive and integrated approach to rural development. This programme is launched on the occasion of Golden Jubilee Celebrations of the formation of the State of Karnataka.

Pradhan Mantri Gram Sadak Yojana Construction of all weather quality Roads adopting appropriate technology and locally available materials with the technical support of reputed technical institutions. Improvement of roads by utilising the available funds and the road will be completed within the stipulated period. Maintaining the developed roads in good condition. Presently under Pradhan Manthri Gram Sadak Yojane roads maintenance and development is undertaken.

Conclusion

Conclusions and Strategic Options for Pro-employment Growth The empirical evidences on the changes in rural economy during the past four decades lead to following conclusions and strategic options to promote pro-employment and equitable growth in the rural areas.

About half of the national income and more than two third of the total employment is generated in rural areas. Apart from producing almost all agricultural output, rural areas contributes about half of the manufacturing and construction sectors output and one quarter of the services sectors output in the country. The rural areas are characterized with the low level and wide disparity in worker productivity. The declining rural share in national output without a commensurate decline in its share in total employment during the past four decades implies that a much faster growth in capital-intensive sectors in urban areas did not generate adequate employment to absorb rural labour. The higher dependency on rural areas for employment is a major reason for low level of per worker income. Temporally, contribution of rural areas in total output and employment registered striking changes across different sectors. The production base of manufacturing sector shifted to rural areas significantly, but without a commensurate increase in rural employment during the past forty years preceding 2011-12.

The services sector lost heavily to urban areas both in terms of output and employment. It was only the construction sector where rural share in both output and employment improved and employment grew at a faster rate as compared to output. Although construction activities improve rural infrastructure and have a multiplier effect on the economy, proportionately less output growth than the employment indicates a limited productive employment generation capacity in this sector. During the four decades from 1970-71 to 2011-12, rural output increased almost seven times (at constant prices) and rural economy has now turned more non-agricultural with the share of agriculture in rural income reduced to 39 per cent. However, the rural employment during this period could not even double. In fact the employment growth decelerated over time and reached a negative range after the year 2004-05. The decline in rural employment between 2004-05 and 2011-12 was due to withdrawal of labour

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