

CHAPTER IX

ECONOMIC TRENDS

LIVELIHOOD PATTERN

Majority of population of the district are engaged in agricultural pursuits. According to the Census of 1931, out of total of 23,36,883 population, 5,35,148 persons derived their livelihood either as direct earners or as working dependents from agriculture. 54,971 persons had agriculture as a subsidiary occupation. But these figures do not take into account large number of non-earning dependents. Besides, 1,22,494 persons earned their living in various industries including 18,389 cotton-spinners and weavers, 12,909 carpenters and wood-workers, 4,361 blacksmiths, metal-workers, 8,602 potters, 48,071 rice-huskers and grain-parchers, 21,939 tailors, washermen and barbers, and 5,801 workers in precious metals. 5,216 workers were engaged in transport services and 48,334 in trade, the majority being dealers in food-stuffs. The public services professions and liberal arts accounted for 18,279 and miscellaneous occupations including domestic service 47,545 persons. There were 14,033 beggars and vagrants without any occupation.

According to the Census of 1951, the total population was 25,29,244 of which 74.87 per cent depended upon agriculture for their livelihood. Of these, 54.42 per cent of the population were cultivators of land wholly or mainly owned and their dependents, 6.63 per cent were cultivators of land wholly or mainly unowned and their dependents, 10.63 per cent were cultivating labourers and their dependents and 3.19 per cent were non-cultivating owners of land, agricultural rent-receivers and their dependents. The remaining 25.13 per cent of the population who were dependent on non-agricultural occupation constituted 6.48 per cent, deriving their livelihood from production other than cultivation, 3.54 per cent from commerce, 0.76 per cent from transport and 14.35 per cent from other services and miscellaneous occupations.

In 1961, there were 10,07,267 workers in the district, which constituted 32.91 per cent of the population. Besides, there were 20,53,053 persons treated as non-workers. Of the total working population, 5,13,179 persons were engaged as cultivators and 1,36,231 persons as agricultural labourers. Besides, 13,644 persons were engaged in mining, quarrying, livestock, forestry, fishing, hunting, plantations, orchards and allied activities, 89,129 persons in household industry, 23,864 persons in manufacturing other than household industry, 9,488 persons in construction

work and 33,281 persons in trade and commerce. In transport, storage and communication 14,166 persons were engaged. There were 1,74,285 persons who followed other avocations not enumerated above.

In 1971, there were 10,52,075 workers who constituted 27.49 per cent of the population. 27,75,603 persons (72.51 per cent) were treated as non-workers. Of the total workers, 5,04,098 persons were engaged as cultivators and 2,78,144 persons as agricultural labourers. Besides, 19,815 persons were engaged in livestock, forestry, fishing, hunting, plantation, orchards and allied activities, 1,586 persons in mining and quarrying, 70,633 persons in manufacturing, processing, servicing and repairs, 5,280 persons in construction, 49,568 persons in trade and commerce and 21,002 persons in transport, storage and communications. 1,01,949 persons belonged to other services not enumerated above these categories of works.

The reason for the sharp decline in the participation rates in comparison with the Census of 1961 could partly be attributed to the change in the definition of workers adopted for 1961 Census. According to 1971 definition, a man or woman who was engaged primarily in household duties, or a student attending an institution even if such a person helped in the family economic activity but not as full time worker, was not treated as a worker for the main activity. Application of this test has resulted in non-inclusion, particularly in the rural areas, of a large number of house-wives and students as workers in 1971 Census, although they had been classified as such in 1961 Census.

In the Census of 1981, there were 12,79,792 main workers, 71,865 marginal workers and 32,77,143 non-workers. Their percentage to total population was 27.65, 1.55 and 70.80 per cent respectively. Of the total main workers, 5,72,321 were cultivators, 3,03,443 agricultural labourers, 40,122 were engaged in household industry, manufacturing, processing, servicing and repairs and 3,63,906 in other works such as mining and quarrying, construction, trade and commerce, transport, storage and communication, etc.

In the Census of 1981, the whole population was divided into three categories, namely main workers, marginal workers and non-workers. The main worker was defined as a person whose main activity was participation in any economically productive work by his physical or mental activities and who had worked for 180 days or more in a year. The marginal workers were those who had worked for less than six months in a year. The persons who had not participated in any economically productive activity physical or mental, were termed as non-workers.

GENERAL LEVEL OF PRICES

The tremendous rise in the price of rice, the staple food-stuff of the district can be gathered from the figures of the decennial price averages given below. The principal rise occurred between 1855 and 1865, the figures for the former year being 51·7870 kg. to a rupee, and that of the latter 22·2730 kg. to a rupee. In the great famine (Na'Anka) year of 1866, the figure was 9·1070 kg. to a rupee which indicates how enormously the price of rice rose with the outbreak of the famine. The steady rise in prices was attributed to the improvement of communications bringing the district into touch with outside markets and allowing the cultivators to participate in the export trade. However, this reason is not applicable for the year 1866 due to great famine in Orissa which took a heavy toll of human and animal lives. The following table shows the upward trend of the decennial price level of rice from 1837 to 1930 :

Period		Kilograms per rupee
1837—46	..	40·3099
1847—56	..	54·0638
1857—66	..	26·6679
1867—76	..	25·0723
1877—86	..	19·8377
1887—96	..	17·0010
1901—10	..	13·1007
1911—20	..	9·0137
1921—30	..	8·0619

SOURCE : Bihar and Orissa District Gazetteers (Cutback) E. R. J. R. Cousins, 1933, p, 144.

The prices of other articles of common consumption had also increased considerably. The following table shows the rise in prices of other articles between the year 1911 and 1930 : *

Name of articles	Quantity	Price (in rupee)	
		1911	1930
Wheat	Per kg.	3.38	5.69
Dal	Ditto	2.24	10.00
Salt	Ditto	1.81	2.50
Ghee	Ditto	43.53	82.50
Cotton	Ditto	19.00	34.29
Tobacco (leaf)	Ditto	10.19	17.13
Sugar	Ditto	4.96	8.00
Kerosene oil	Per tin	1.75	3.37

The district had a period of distress in various forms in the period 1935-36 to 1951-52. Ruinous floods and poor harvest contributed to the rise in prices. The steady rise in the prices was also contributed partly to the increase in communication facility through railways and roadways. In 1943-44, there was a phenomenal rise in the prices of agricultural produce resulting from conditions of the Second World War and the famine in Bengal. In 1944, price control committees were formed for fixing the maximum price of all essential commodities. Price lists were circulated and hung at prominent places for the information of the public. However, it was thought at first that this sharp rise might be only a temporary phase, but the prices started stabilising at the high level without any prospect of recession. The common man was hit hard and it was good enough to break the backbone of the middle and the lower middle class people.

* SOURCE: Bihar and Orissa District Gazetteers (Cuttack) E. R. J. R. Cousins, 1933, p. 144.

The following table shows the harvest prices of certain important crops for the period 1935-36 to 1951-52 :

(Kilograms per rupee)

Year	Name of commodities						
	Rice	Wheat	Gram	Rape and mustard	Jute	Tobacco	Sugar-cane
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
1935-36	13'980	..	12'197	66'786	..	..	12'695
1936-37	15'296	..	14'579	9'193	..	..	11'276
1937-38	15'297	..	14'929	8'294	..	..	11'484
1938-39	15'172	..	..	5'742	..	..	6'736
1939-40	10'087	9'331	..	7'464	2'332	..	9'331
1940-41	10'425	8'782	..	6'786	5'638	..	8'782
1941-42	8'993	..	..	..	..	..	..
1942-43	7'727	3'110	3'110	3'732	3'732	1'696	3'262
1943-44	7'464	2'488	2'488	1'914	2'488	0'407	2'816
1944-45	6'347	3'928	3'447	1'877	1'866	0'233	2'447
1945-46	9'059	3'100	2'447	1'877	1'866	0'373	2'447
1946-47	4'147	2'444	2'447	1'408	1'244	0'466	1'658
1947-48	3'245	2'073	1'658	1'408	1'244	0'414	1'658
1948-49	3'245	2'073	1'658	1'408	1'244	0'373	1'658
1949-50	2'666	2'073	1'658	1'333	1'066	0'373	1'492
1950-51	2'871	2'488	1'866	1'696	0'933	0'414	1'866
1951-52	2'871	1'866	1'966	1'492	1'244	0'414	1'866

SOURCE: Orissa Statistical Abstracts published by Directorate of Statistics & Economics, Orissa, Bhubaneswar.

However, the rise of prices during the decade 1952 to 1961 was not as drastic as in the decade 1942 to 1951. But the common man was hit hard and was worse off during 1952—61, because the increase in the price index in this decade, though comparatively small, came on the top of the price spiral of the decade preceding, the cumulative effect of which was felt severely by the common consumers.

The following table shows the working class consumer price index numbers from 1952 to 1962 for Cuttack taking 1949 as the base year:

(Base 1949: 100)

Period	Food	Fuel and lighting	Clothing, bedding, etc.	Miscellaneous	All items
(1)	(2)	(3)	(4)	(5)	(6)
1952	110	95	120	107	109
1953	108	96	98	112	107
1954	98	103	94	111	100
1955	97	101	96	112	99
1956	107	102	95	110	106
1957	109	100	114	120	110
1958	115	100	112	135	116
1959	116	107	115	136	118
1960	126	117	128	145	127
1961	127	137	135	153	131
1962	137	140	144	156	139

SOURCE: Orissa Statistical Abstracts published by Directorate of Statistics and Economics, Orissa, Bhubaneswar.

The average wholesale prices in 1960 were paddy (common variety) 3.390 kg., rice (common variety) 2.014 kg., wheat 2.347 kg., blackgram 2.403 kg., greengram 2.082 kg., mustard 1.166 kg., potato 2.321 kg., onion 2.666 kg., chilly (dry) 0.397 kg., jute 1.142 kg., and tobacco 0.179 kg., per rupee. The upward trend of the price level continued without any prospect of recession. The expenditure on account of developmental programmes and Five-Year Plans created high inflation of money in the country as a whole. To add to the miseries the people of the district suffered most from cyclones, heavy floods, drought and whirlwinds. The cyclone of October 1971 surpassed all previous cyclones of last hundred years causing heaviest loss of human life, livestock and property. The devastation caused by heavy floods in 1972-73 and the drought of 1974 caused serious loss of crops. In 1978, the crop was damaged due to hurricanes, hail-storms and cyclone. In the next year] drought and flood caused heavy loss to crops. On account of these factors the prices of all commodities rapidly grew higher.

The following table shows the wholesale price (in rupees per quintal) of some important commodities from 1973 to 1979:

Commodities	Years						
	1973	1974	1975	1976	1977	1978	1979
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Rice ..	121.73	186.60	215.88	167.01	160.48	155.91	169.70
Wheat ..	88.48	130.84	149.95	145.14	140.54	134.80	144.94
Blackgram ..	156.39	168.73	182.89	185.49	228.58	243.63	236.59
Greengram ..	179.27	209.04	214.19	170.52	209.10	270.24	311.92
Arhar Dal ..	221.15	258.54	269.64	199.74	357.69	458.90	437.29
Mustard ..	245.64	358.83	265.16	227.50	475.68	430.14	384.41
Sugar ..	352.68	425.49	435.72	451.78	405.03	287.98	276.31
Salt (White) ..	15.43	22.31	30.01	18.19	18.61	26.83	29.45
Tobacco ..	951.77	958.69	932.15	1,471.52	1,421.47	894.60	891.99
Jute ..	132.87	119.52	140.25	163.22	189.42	184.91	195.48

SOURCE : Food and Civil Supplies Department, Government of Orissa,

The following table shows the retail (in rupees per kilogram) of some important commodities from 1973 to 1979 : *

Commodities	Years						
	1973	1974	1975	1976	1977	1978	1979
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Rice ..	1.25	1.94	2.24	1.72	1.65	1.64	1.82
Wheat ..	0.95	1.35	1.57	1.48	1.45	1.40	1.54
Ragi ..	1.10	1.44	1.60	1.23	1.28	1.17.	1.11
Greengram ..	1.98	2.29	2.26	1.99	2.77	2.78	3.25
Bunt ..	2.23	2.89	2.57	1.95	2.19	2.65	2.79
Arhar Dal ..	2.42	3.06	2.88	2.25	3.27	4.85	4.62
Salt ..	0.21	0.29	0.27	0.25	0.26	0.37	0.40
Kerosene (per litre)	0.82	1.22	1.24	1.35	1.37	1.39	1.56
Cloth (per metre) ..	2.64	3.57	3.46	3.37	3.43	3.60	3.69

The working class consumers' price index number measures the overall changes in the retail prices of goods and services purchased by working classes taking 1949 as the base year. This index has shown an increasing trend. The price index of food-group increased by 65.7 per cent during the period 1970-79. The general index also increased by 73.5 per cent during the same period.

*SOURCE : Food and Civil Supplies Department, Government of Orissa.

The following table shows the working class consumer price index numbers for Cuttack Centre *versus* All-India from 1970 to 1979 (Base Year 1949: 100). *

Year (1)	Cuttack		All-India	
	Food (2)	General (3)	Food (4)	General (5)
1970 ..	268	257	231	224
1971 ..	269	259	235	231
1972 ..	286	275	250	245
1973 .	308	289	304	287
1974 ..	371	347	376	369
1975 ..	412	391	413	390
1976 ..	363	358	363	360
1977 ..	400	389	397	390
1978 ..	418	409	400	400
1979 ..	444	446	419	425

The consumers' price index number was arrived for urban non-manual employees based on the family budget survey carried out in 1958-59 at forty-five selected urban centres of the country. Cuttack-Bhubaneswar and Sambalpur are such two centres selected for Orissa. This price index shows an increasing trend except 1976 and during the ten years (1970 to 1979), the price index increased by 83 per cent in Cuttack-Bhubaneswar centre taking 1960 as the base year.

*SOURCE : Labour Bureau, Ministry of Labour, Government of India.

The following table shows the consumer price index number for urban non-manual employees during the years 1965 to 1979*:

(Base Year 1960 : 100)

Year	Cuttack-Bhubaneswar Centre
1965	141
1966	151
1967	162
1968	167
1969	168
1970	174
1971	181
1972	194
1973	212
1974	257
1975	272
1976	266
1977	286
1978	298
1979	319

Towards 1981 the prices of all foodgrains and essential commodities rose further. The wholesale prices of rice (common variety), wheat, greengram, blackgram, Arhar Dal, Kulthi, Bunt, sugar, groundnut oil, mustard oil and Vanaspati (ghee) were Rs. 220'00, Rs. 190'00, Rs. 425'00,

*SOURCE : Central Statistical Organization, New Delhi.

Rs. 235.00, Rs. 488.00, Rs. 165.00, Rs. 390.00, Rs. 760.00, Rs. 1,440.00, Rs. 1,525.00 and Rs. 1,445.00 per quintal respectively. The retail prices of these commodities during the same year were Rs. 2.30, Rs. 2.10, Rs. 4.50, Rs. 2.60, Rs. 5.25, Rs. 1.80, Rs. 4.40, Rs. 8.00, Rs. 15.25, Rs. 16.25 and Rs. 15.00 per kilogram respectively. The upward price line continued steadily and in 1991 the wholesale prices of the above commodities were Rs. 450.00, Rs. 442.00, Rs. 822.00, Rs. 800.00, Rs. 1,674.00, Rs. 365.00, Rs. 827.54, Rs. 918.00, Rs. 2,973.06, Rs. 3,900.20 and Rs. 4,065.66 per quintal respectively.

The following table shows the working class consumer price index of Cuttack from 1981 to 1989 (Base year 1949: 100).

Year	Food	General
(1)	(2)	(3)
1981	547	548
1982	586	597
1983	696	682
1984	728	739
1985	792	815
1986	810	872
1987	849	919
1988	956	1,018
1989	959	1,028

SOURCE: Labour Bureau, Simla.

The following table shows the price index of urban non-manual employees of Cuttack/Bhubaneswar. *

(Base year 1960:100)

Year (1)	Price Index (2)
1981	387
1982	437
1983	492
1984	519
1985	556
1986	606
1987	645

Taking into account the years between 1981 and 1991, the per cent of increase in the wholesale prices of rice, wheat, greengram, blackgram, Arhar Dal, Kulthi, Bunt, sugar, groundnut oil, mustard oil and Vanaspati (ghee) were 104.54 per cent, 132.63 per cent, 93.41 per cent, 243.03 per cent, 121.21 per cent, 112.18 per cent, 20.78 per cent, 106.45 per cent, 155.73 per cent and 181.42 per cent respectively.

GENERAL LEVEL OF WAGES

In 1805, sawyers, stone-cutters and tailors were paid Rs.4.00; bricklayers, blacksmiths, carpenters and Gharamis (thatchers) got Rs.3.00 and grass-cutters, sweepers and other menial servants Rs. 2.00 a month. Since the beginning of 20th century the movement of wages for the principal classes of labourers showed an upward trend.

* SOURCE : Indian Labour Journal

The following table shows the level of wages for the period 1910 to 1930.

Class of labourers	Wage rates per day (in rupee)		
	1910	1920	1930
Blacksmith ..	0.50 to 1.00	0.62 to 1.12	0.75 to 1.25
Mason ..	0.50 to 0.75	0.62 to 1.00	0.75 to 1.25
Carpenter ..	0.50 to 0.75	0.62 to 1.00	0.75 to 1.25
Gharami ..	0.20 to 0.25	0.25 to 0.37	0.31 to 0.50
Unskilled labourer ..	0.19	0.25	0.31
Ploughman ..	0.19	0.25	0.31

The figures in the above table relate to labourers in the towns. In the rural areas the village artisans and labourers were remunerated for the most part in kind than in cash. The village carpenter, blacksmith, washerman and barber were regarded as servants of the community, and generally held service lands known as *Desheta Jagir*, which were free of assessment and were hereditary as long as the services connected with them continued to be performed. In addition, they used to receive an annual contribution from each household, which was generally about 14 kg. of paddy per plough (or equivalent in form of paddy sheaves at harvest time) in the case of the blacksmith and the carpenter, and the same amount per head in the case of the washerman and barber. The vast majority of agricultural labourers were paid in kind. Generally there were two categories of agricultural labourers, viz., *Haliyas* or *Kothiyas* and *Mulias*. The first category were permanently employed, and were bound to their employers by a nexus of debt which they must discharge before they left their service. They received about Rs. 5.00 to Rs. 10.00 a year in cash, or Re. 0.12 to Re. 0.19 a day in cash, or 2.100 to 2.800 kg. of paddy, on the days on which they worked. If he did not sleep on the premises of the employer, he was given a small plot on which to build a house and one-fifth to a quarter of an acre of land which he was allowed to cultivate with seeds and ploughs provided by his employer. He was also allowed from the harvest 4 to 8 sheaves of paddy for each acre ploughed and 8 to 12 sheaves for each acre reaped. The women and children added to the family earnings by casual labour in the fields.

The second category was agricultural labourers, and were generally paid in kind, the daily wage being sufficient paddy to yield 2'300 to 2'800 kg. of rice. When paid in cash the usual wage was about Re. 0'31 a day. Some of them had a little land of their own for cultivation.

As regards cash wages, particularly in the towns, it increased enormously. But wages in kind, measured in terms of grain, remained practically stationary during the last hundred years. To unskilled workers, however, who could rarely hope to earn more than a bare subsistence wage due to rise in prices in foodgrains, the system of payment in kind had its advantages and the majority of them preferred it.

In the post-Independence period, during 1954-55, an economic survey was conducted by the Government of Orissa. It was observed that in the rural economy a large number of families derived their main source of livelihood by earning wages in farm and non-farm occupations. The survey showed that majority of labourers, i. e., 90'20 per cent were employed on casual basis. Labourers engaged on monthly and annual terms constituted 0'98 per cent and 8'82 per cent respectively. A labourer on the average got work for 332 days a year which was the highest among all the districts of the state. During this period, with the rise in prices of foodgrains, the wage level also increased. A carpenter got on an average Rs. 2'67, a cobbler Rs. 2'70 and a blacksmith Rs. 2'65 per day during the year 1956. Field labourers and herdsmen were paid Rs.1'09 and Re.0'59 respectively. Other agricultural labourers, such as, those who water the fields, carry loads and dig wells etc., were paid at Rs. 1'09 per day. In 1960, the wages were enhanced further with the rise in prices. The skilled labourers such as carpenter, cobbler and blacksmith got Rs. 3'30, Rs.3'70 and Rs.3'21 respectively. Male agricultural labourers got Rs. 1'39, women Rs. 1'03 and children Re. 0'74. Other agricultural labourers got Rs. 1'43 per male, Rs.1'10 per female and Re.0'80 per child. A herdsman, whose work was grazing the cattle, got Rs.1'45 per day. Towards 1965, the wages were enhanced further and the skilled labourers such as carpenter, cobbler and blacksmith got Rs.3'65, Rs.3'80 and Rs.3'25 respectively working 8 hours a day. The agricultural labourers got : males Rs.1'67, females Rs.1'31 and children Re.0'75 for working 8 hours a day. Other agricultural labourers such as those who water the fields, carry loads and dig wells, etc., got Rs.1'50 per male, Rs.1'25 per female and Re.1'00 per child. A herdsman got Rs.1'25 per day. With the continuous rise in the prices of food and non-food articles the wage rates also enhanced.

The following table shows the upward trend of wage rates in rupees from 1972 to 1990

Year	Skilled labour			Field labour			Other agricultural labour			Herdsmen	
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)		(10)	(11)
	Carpenter	Cobbler	Black-smith	Men	Women	Children	Men	Women	Children		
1972	5.22	3.42	4.83	2.30	1.72	1.39	2.27	1.72	1.39	1.68	
1973	5.57	4.27	5.16	2.46	1.84	1.50	2.49	1.85	1.51	1.83	
1974	6.63	..	6.69	3.34	2.50	2.13	3.81	2.78	1.19	2.69	
1975	7.25	7.13	6.42	3.47	3.03	2.20	4.00	3.05	2.22	2.75	
1976	6.91	7.12	6.69	4.13	3.81	2.46	4.03	3.52	2.31	4.02	
1977	9.18	7.95	8.44	4.88	4.60	3.03	4.79	4.56	2.99	4.44	
1978	10.98	8.81	8.75	4.94	4.94	3.41	4.72	4.72	3.25	4.19	
1979	10.00	6.25	6.00	5.00	5.00	4.00	5.13	5.13	3.88	4.75	
1980	11.47	8.86	12.30	5.16	4.60	3.88	5.51	4.98	4.01	5.00	
1981	12.89	10.56	13.27	5.65	5.09	4.02	6.26	5.29	4.55	5.62	
1982	15.18	13.81	14.60	6.41	5.58	4.48	7.18	5.93	4.67	6.35	
1983	18.42	15.85	16.64	6.95	7.07	5.84	8.96	6.96	6.09	7.82	
1984	22.35	19.58	21.62	9.02	7.66	6.67	9.98	8.07	6.94	9.01	
1985	24.00	21.62	23.88	9.41	8.20	7.10	10.37	8.50	7.37	9.54	
1986	25.70	23.71	25.42	9.91	8.90	8.02	10.50	9.14	7.88	9.64	
1987	26.92	28.33	25.70	9.39	9.00	8.16	10.45	9.50	8.19	9.13	
1988	27.50	26.69	27.16	10.66	9.08	8.17	10.36	9.41	8.22	10.08	
1989	28.96	27.08	27.83	12.25	10.42	9.38	13.02	10.83	9.30	12.02	
1990	33.26	27.95	31.00	14.72	12.27	11.96	15.23	12.43	11.12	14.83	

Source : Directorate of Economics and Statistics, Orissa, Bhubaneswar.

Taking into account the years 1980 and 1990, the percentage of increase in the wage level in between these two years was 190, 215 and 152 for carpenter, cobbler and blacksmith respectively; 185, 166 and 208 for men, women and children respectively for field labour; 176, 149 and 177 for men, women and children respectively for other agricultural labourers; and 196 for herdsmen.

The Minimum Wages Act, 1948 is a Central Act and provides for fixing/revising minimum wages in certain employments. This Act came into force with effect from the 15th March, 1948. Under this Act the State Governments have been authorised to fix/revise the minimum rates of wages in different employments which are included in the schedule of the Act. In order to cover a large number of workers employed in different types of employments, the State Government / Central Government are adding different types of employment to the schedule of the Act and fixing/revising minimum rates of wages from time to time primarily on consideration of rise in the consumers' price index. The daily rates of minimum wages with effect from the 1st January, 1991 were fixed for semi-skilled workers at Rs. 30'00, for skilled workers at Rs. 35'00 and for high-skilled workers at Rs. 40'00 per day. The daily wage for unskilled workers are fixed at Rs. 25'00. The adult employee shall work for eight hours per day excluding half an hour rest period. There shall not be any discrimination between male and female workers in matters of payment of minimum wages in any category of employment. At present (June 1992) in Cuttack city the average daily wages of labourers engaged in construction works are mason Rs. 45'00, carpenter Rs. 45'00 and unskilled worker Rs. 25'00.

STANDARD OF LIVING

Cuttack is one of the coastal districts of Orissa characterised by summer, high humidity nearly all the year round and good seasonal rainfall. In comparison with other districts, it is the most thickly populated district. It is a fertile country traversed by many large rivers which throw out a network of distributaries sometimes reuniting and sometimes bifurcating as they pass across the plains.

Early Period

Agriculture was the mainstay of a large section of the people. The inhabitants produced enough and were not wanting in the necessaries of life. It is understood from inscriptions and land-grants that the royal treasury was full of gold, silver, pearls and precious

stones, while the country grew rich in food-stuffs and other eatables and wearables. Irrigational facilities enhanced the productivity of the soil. A number of crafts and industries such as weaving, dyeing, metal-work, jewellery, ivory-work, wood-work, stone-work, pottery, tanning, etc. were abundantly practised. Among them weaving, metal-work and stone-work were very popular. Internal and external trade flourished particularly under the Somavamsis and the later Gangas. The metallic currency available during this period was mainly gold and silver. This would suggest that these coins were also used by the people though cowry constituted the most popular currency that were used along with metallic coins as the medium of exchange. Briefly speaking the economic condition of the people was prosperous.

Medieval and the pre-Independence period

In 1568 A. D., Orissa went into the hands of the Afghan rulers and with the loss of her political independence, the economic condition of the people also began to decline. Moreland observes, "the working of the administration was next to the rainfall, the most important factor in the economic life of the country". This observation holds good to understand the economic life of the people in medieval period. The frequent changes in the administration of Orissa during this period impaired the standard of administration and prevented continuity of policy with regard to agriculture and commerce. Apart from the patterns or system of administration the influence of personal equation, i.e., attitudes and activities of the local administrative personnel was a factor which determined the economic life of the people in practice. It is observed that Dewans sometimes proved oppressive and extorted so much revenue from the raiyats that their condition became precarious. The revenue collectors were appointed on the principle of highest bidding during the Dewanship of Muhammad Nashim Khan (1661—63) which resulted in the increase of revenue in two-fold or three-fold. The raiyats being unable to pay such inflated revenue demands deserted their homelands. In the field of commerce the privileges of trade acquired by the foreign trading companies from one ruler or other became ineffective unless these were renewed by every new incumbent and this renewal could not be obtained without offering considerable presents. In 1673, the English factors complained that Malik Qasim, the Governor, extorted money from the inhabitants and put a stop to almost the whole trade and the situation became such that the merchants left the place in despair. As a consequence, Thomas Bowrey (1669—78) found the people of this

area in extreme poverty. Alexander Hamilton's reference in 1708 to a large number of beggars also throws light on the unsatisfactory material condition of the people. But side by side with the poor people there lived a class of opulence consisting of the *Subahdars*, zamindars, high officials and the like. Contemporary accounts indicate that the main diet of the people consisted of the same articles as of today. As rice was the major crop, it was the staple diet of the common people. The Chandimangal (1751-52) mentions that various kinds of curries, prepared from vegetables were also taken by the people. Sweets and fruits were included in the diet of distinguished persons or guests. As fish was available in plenty, it was also included in the diet. The wide cultivation of betel leaves points to the fact that the people were in the habit of chewing *pan* (ପାନ). Production of liquor presupposes its consumption by the local people, but the religious sentiments had acted against its large scale consumption. The climate being hot, people usually wore light garments, a dhoti by the male and a sari (without bodice or blouse) by the female. The dwelling places of the people in general were small cottages made of mud walls and thatched roofs. The houses in certain places, however, were of a better sort. Thomas Bowery found the houses in the city of Cuttack to be good and costly. Tieffenthaler also found both huts and stone buildings at Cuttack. This is corroborated by Ghulam Hussain Tabatabai (1782) who also mentions that Governor's palace and the houses of the nobility and principal citizen of Cuttack situated on the bank of Kathjodi were handsome in appearance.

Wretched as the State of Orissa had been under the Mughals, a half-century of even worst agony remained to be borne under the Marathas. The administration of the Marathas, according to Andrew Stirling, was fatal to the welfare of the people and the prosperity of the country. The plunderings of the Maratha soldiers created a terror among the people. But the Maratha rulers were more sympathetic towards the Hindu people than their predecessors, the Mughals and their successors, the British.

The British, soon after their conquest, started experimenting with various revenue systems which caused immense hardship to the people. Inconsistent and oppressive policy of the Government resulted in miseries and sufferings of the people to a great extent. Owing to the lack of proper investigation into the land tenure system and the resources, there was over assessment of taxes which resulted in heavy arrears every year. The ultimate burden of over assessment fell upon the poor cultivators

which broke the economic backbone of the people. Maddox in his final report on the 1897 Settlement wrote; "The general opinion of the officers who have for years worked among the people and gained their confidence is that 80 per cent of the rural population are more or less permanently indebted to the mahajan, proprietary tenure holder or zamindar".

The decade 1901 to 1910 was not at all prosperous. Series of floods, failure of crops and outbreak of epidemics occurred leading to large scale migration of men out of the district in search of work. In 1907, Kendraparha subdivision was the worst flood affected area and in the following year the coastal area was flooded by salt water from the sea. Cuttack subdivision experienced shortage of food. The effect of all these adverse conditions resulted in the rise of prices which resolutely told upon the economic condition of the people. The first half of the next decade was a period of steady prosperity in spite of seasonal floods but thereafter the world war and succession of natural calamities visited the district. The disastrous epidemic of influenza appeared in 1918 and lingered for a longer period which was more than in any other districts of the state. Failure of monsoon resulted in reducing stocks of foodgrains, while prices were increasing on account of war conditions. The last two years of the decade brought more severe floods and more disastrous epidemics of cholera, dysentery and fever. Scarcity of foodgrains was felt all over the district and particularly in Banki, Narasinghapur and Badamba areas. The next decade (1921—30) was a period of distress in various forms. The aftermath of war was effectively felt in every field of activity. There were natural calamities resulting from floods necessitating extensive distribution of Taccavi loans and gratuitous relief. The decade (1931—40) was not free from adversities. Ruinous floods occurred in 1933, 1934, 1937, 1939 and 1940. The flood of 1937 was the highest in the living memory causing several breaches in embankments and spreading sand over cultivated lands and causing damage to crops. Other floods of the decade also caused considerable damage to crops. In 1936, Jajpur subdivision was subjected to the devastation of a cyclone, greatly damaging crops, while the lower regions of the district were overrun by tidal waves. There was partial failure of crop in 1933, 1937 and 1939, and the harvest of 1940 was very poor. In spite of these adverse conditions the people were engaged in agriculture, industry and other avocations. The district had to pass through unfavourable time in various ways during the decade 1941-50. There were high floods in 1941, 1943, 1947, 1949 and 1950. The flood of August 1943 was particularly damaging as all the three principal rivers of the district were in spate simultaneously. The flood of 1947 was also very high which destroyed the standing winter paddy.

Due to these reasons the outturn of crops in the years 1943,1947 and 1950 was poor. Prices rose steeply. Rising prices certainly tell upon the standard of living. Those of the low-income group and particularly those with fixed salaries, suffered the most. Cost of both food and non-food articles had gone up to a level at which it became difficult for the majority of the people to make both ends meet.

Post-Independence period

The post-Independence period is a period of economic reconstruction and social justice. The period 1951—60 was a period of economic prosperity. A major part of the district was covered by the Community Development Blocks. Improved methods of agriculture were adopted and marketing of agricultural produce through co-operative societies gained momentum. Agricultural loans through Land Development Banks and co-operative societies helped the agriculturists at the time of their need. Chaudwar emerged as an industrial town with the establishment of large-scale industries. Small-scale industries developed considerably in the Cuttack city and its neighbourhood. An industrial estate was established where Pilot Projects were started by the the State Government in co-operation with private entrepreneurs. Medical facility was extended to rural areas, besides the expansion of S. C. B. Medical College Hospital at Cuttack. When the developmental schemes of the First Five-Year Plan was running in full swing a set back was caused by the devastating flood of 1955 which brought untold misery to some people due to breach in the embankment known as "Dalai Ghai". The distress caused by the flood was soon forgotten in the following years with agricultural prosperity and developmental activities resumed in full swing. The construction of bridges over the Mahanadi and the Birupa were commenced. An Express Highway connecting Sukinda mining area with the Paradeep port was taken up. Construction of Paradeep port was also started. Thus, the agricultural advancement combined with industrial developments and the all-round progress of the district enhanced the material condition of the people to a large extent.

In a sample survey* in 1954-55, investigation was conducted to collect information about the size of the income of rural families. As majority of the population live in rural areas, a broad picture of rural income indicates the average level of income of the district. In this survey family was taken as a unit and the data revealed that the average

* Economic Survey of Orissa, Vol. 1, by Sadasiv Misra.

annual income per farming family was Rs. 478·71. Next to the farming families in numerical importance are, the households who depend primarily and many of them wholly on wages by working in farm or in non-farm occupations. Their average annual income per family was Rs. 267·42. The data revealed that the level of income of the professional workers such as barbers, washermen and priests was around Rs. 200·00 a year. Trade in rural areas is also a family occupation. A trading family had also other subsidiary occupations which provide them substantial additional earnings. Nevertheless, the net earnings from trade which was the main occupation of the family was in average Rs. 299·70 per year in 1954-55. This clearly indicates that the families pursuing these occupations belong to the low-income group.

A family budget enquiry was conducted in 1960. The design of the survey was one of the stratified systematic sampling. The data showed that cereals claimed 27 per cent of the total consumption in the rural areas as against 24·5 per cent in the urban areas. Milk and milk-products claimed a lower proportion in rural area than in the urban. Other food items constituted 17 per cent in the rural family budget as against 40 per cent in the urban budget. In non-food items the urban people spent a greater proportion of their total expenditure than their counterparts in rural areas. As one would expect cereal consumption in the rural areas was chiefly in non-cash terms while in the urban areas it was in cash terms. This clearly indicates that urban people buy most of their cereal requirements while rural people depend on home-grown stock or that obtained in exchange of goods and services. As regards milk and milk-products, more or less, an even distribution was prevalent between cash and non-cash consumption in the rural areas while in the urban areas cash consumption constituted the only factor. Milk which the villagers produce was generally taken to towns for consumption. In respect of fuel, light, toilet and sundry goods non-cash consumption was very meagre. For miscellaneous goods, services, durable and semi-durable goods cash consumption both in rural and urban areas was of overwhelming proportion.

The Planning Commission suggested for studying the level of economic growth with the help of economic indicators. Economic indicators provide valuable guidelines for correctly identifying the level of development and proper planning. Seventeen economic indicators have been selected for assessment of the relative level of development. These are grouped under four major development sectors, viz., (a) agricultural development, (b) industrial development,

(c) infrastructural development and (d) human resources development. After computing all four sectoral average indices of the district composite indices were formulated. The composite indices of development of the district for the years 1972-73, 1973-74, 1974-75, 1975-76 and 1976-77 were 13,257, 12,311, 12,689, 11,867 and 12,604 respectively which were higher than the state average.

The above composite indices indicate the overall development of the district. But it is also useful to take into account the relative levels of growth of different development sectors. The following table shows the indices for the four broad sectors of development. The figures within brackets indicate the position of the district in the state economy in respective years.

Sector	Year				
	1972-73	1973-74	1974-75	1975-76	1976-77
(1)	(2)	(3)	(4)	(5)	(6)
Agricultural Development	10,166(3)	9,441(3)	9,442(3)	8,442(3)	8,677(3)
Industrial Development	787(5)	745(5)	985(6)	955(6)	1,246(5)
Infrastructural Development	1,122(2)	1,132(2)	1,117(2)	1,143(2)	1,141(2)
Human Resources Development	1,182(4)	993(4)	1,122(5)	1,327(4)	1,540(4)

The following table shows the rankings of the indices of the district in four individual sectors from 1977-78 to 1983-84.

Sector	Year						
	1977-78	1978-79	1979-80	1980-81	1981-82	1982-83	1983-84
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
Agricultural Development	3	4	3	4	4	3	3
Industrial Development	5	5	5	6	6	6	6
Infrastructural Development	2	2	2	2	2	2	2
Human Resources Development	5	4	4	2	2	2	2

The above tables indicate that the general economic condition of the people of the district was good.

In the recent years the unprecedented increase in the prices of various articles of daily consumption and housing accommodation have hit hard the urban people. In towns the number of houses has not increased in proportion to the growth of their population. However, shops dealing in grocery, cloth, stationery, oil, fuel, betel, steel and wooden furniture, utensil, medicine, optical goods, books and journals, hotels and restaurants, electronic goods, readymade garments, automobile spare parts, repairing works, etc. have sprung up like mushrooms. The urban area presents a picture of all the socially significant sections of the people from the unskilled labourer to the well-to-do and the much affluent class. The impact of urban life and modern means of communication has considerable effect on the food habits and luxuries of the rural people. Many fashionable articles like motor-cycles, cars, jeeps, trucks, scooters, radios, transistors, electric fans, gas stoves, pressure cookers, textiles of wool and synthetic yarn, cycle-rickshaws, clocks, microphones, cameras, tractors, water-pumps, television sets, telephones, etc. have made their way into the rural areas. With the expansion of communications businessmen are able to despatch their goods to remote countryside. Consequently, shops selling variety of goods, both luxury and essential have now appeared in almost all villages. Tailoring shops, readymade garment shops, cycle-repairing shops, hotels and tea shops are coming up in every village. With more money in the hands of the cultivators and laborers the use of wheat, sugar, egg, fish, meat, milk-products, fruits and vegetables, etc. by them is being noticed. Most of the villages have been electrified, *pucca* houses with reinforced concrete cement roofs have been constructed by the well-to-do families. Model houses have been built by the Community Development Blocks and the District Rural Development Agency. The standard of living of the people is improving due to the adoption of improved agricultural techniques, execution of irrigation projects, use of improved seeds and manures, and above all, general consciousness and awareness created through different agencies of the Government. The various development programmes of the Government and spread of education evoke an urge for improvement and progress among the masses and the ruralities are now being attracted to non-agricultural and technical avocations. With the availability of co-operative credits, bank loans and Government loans the cultivators find an easy way to escape from the clutches of private money-lenders who charge a high rate of interest. The Savings Bank facility in Post Offices and Gramya Banks are inducing many people to keep their savings in Pass Book. With the nationalization of Banks, people have been benefited at large by getting cash loans for productive and self-employment purposes.

ECONOMIC UPLIFTMENT PROGRAMMES

District Rural Development Agency

In 1971-72, the Marginal Farmers and Agricultural Labourers Development Agency (MFAL) was created with the aim of improving the socio-economic condition of marginal farmers and agricultural labourers through increased agricultural production. The MFAL Development Agency was converted into a composite project and renamed as Small Farmers' Development Agency (S F D A) in December 1976. Subsequently, the S F D A programme has been merged with the Integrated Rural Development Programme (IRDP) and the agency was renamed as District Rural Development Agency (DRDA) from October 1980.

The DRDA is the nodal agency at the district level for implementation of different anti-poverty programmes. The main object of DRDA is to generate additional income for the rural poor through self-employment and wage-employment schemes. Keeping above objectives in view programmes like Integrated Rural Development Programme (IRDP), Economic Rehabilitation of Rural Poor (ERRP), Rehabilitation of Bonded Labour (RBL), National Rural Employment Programme (NREP), Rural Landless Employment Guarantee Programme (RLEGP), Jawahar Rojgar Yojana (JRY), Indira Awas Yojana (IAY), Million-Wells Scheme (MWS) and Special Foodgrain Production Programme (SFPP) are being implemented by DRDA* at the district level.

Integrated Rural Development Programme (IRDP)

The Integrated Rural Development Programme is a centrally sponsored anti-poverty measure designed for eradication of rural poverty. It is being implemented since 1980-81 in the district. The programme is funded by the State and Central Governments on equal proportions, i. e., 50: 50. The strategy for IRDP is to assist the beneficiaries with the family income of less than Rs. 4,800 per annum, so that they can raise the family income above the poverty line, i.e., Rs. 6,400 as fixed by the Government of India during the seventh Five-Year Plan period. Under the programme it is required to formulate a block plan keeping in view the available infrastructure and potential for development in different sectors of activity and link up with other development programmes to improve effectiveness of IRDP in raising the beneficiaries above poverty line. The poorest of the poor are required to get priority for coverage under IRDP. The families in income range of Rs. 3,501 to Rs. 4,800 can only get assistance after all the families having annual income

*Figures are taken from the official report of District Rural Development Agency, Cuttack.

less than Rs. 3,500 are covered. However, this restriction is not applicable for coverage of families for second dose assistance. The eligible beneficiaries are assigned different income generating works under primary, secondary and tertiary sectors. The important income generating schemes are based on agriculture, minor irrigation, horticulture, land development, animal husbandry, sericulture, bee-keeping, rural industries, services and business. Income generating assets are supplied with bank loans and subsidies from DRDA.

The pattern of subsidy in the eighth Five-Year Plan is same for the Scheduled Caste and the Scheduled Tribe families. Accordingly the Scheduled Caste and the Scheduled Tribe families are entitled to fifty per cent of the project cost as subsidy subject to a ceiling of Rs. 5,000 per family. For other families the pattern of subsidy is 25 per cent for small farmers and 33 $\frac{1}{3}$ per cent for marginal farmers, agricultural labourers, non-agricultural labourers and rural artisans. This is subject to a ceiling of Rs. 3,000 per family in non-DPAP areas and Rs. 4,000 in DPAP areas. The limit of subsidy is not fixed for individual irrigation projects.

During the sixth Five-Year Plan period (April 1980 to March 1985) as against the target of 1,23,000 families 1,39,774 families living below the poverty line were assisted out of which 40,577 families belonged to the Scheduled Castes and 3,585 families belonged to the Scheduled Tribes. During the seventh Five-Year Plan (April 1985 to March 1990) as against the target of 73,755 families, 1,26,312 were assisted, out of which 36,157 families belonged to the Scheduled Castes and 4,455 families belonged to the Scheduled Tribes. During the year 1990-91 as against the target of 15,011 families, 22,530 families were assisted, out of which 7,268 families belonged to the Scheduled Castes and 713 families to the Scheduled Tribes. During the year 1991-92, a target of 14,219 families to get assistance was fixed by the Government. But 14,412 families were assisted, out of which 7,428 families belonged to the Scheduled Castes and the Scheduled Tribes. Group Insurance Scheme for IRDP beneficiaries was introduced since 1st April, 1988. If a beneficiary of IRDP dies within a period of five years from the date of receipt of assistance the nominee would receive Rs. 3,000 and if the death is due to an accident the nominee would receive Rs. 6,000 from the Life Insurance Corporation of India under this scheme.

The following table gives the physical achievement under IRDP from 1980-81 to 1991-92.

Year	Target	Achievement		
		Total	S. C.	S. T.
(1)	(2)	(3)	(4)	(5)
1980-81	.. 24,600	20,802	1,661	59
1981-82	.. 24,600	12,512	2,719	254
1982-83	.. 24,600	50,890	17,707	1,518
1983-84	.. 24,600	31,504	9,687	800
1984-85	.. 24,600	33,116	8,803	954
1985-86	.. 12,300	23,033	6,060	718
1986-87	.. 12,300	21,493	5,972	849
1987-88	.. 16,500	45,720	13,038	1,587
1988-89	.. 6,291	7,457	2,311	721
1989-90	.. 26,264	28,609	8,776	580
1990-91	.. 15,011	22,530	7,268	713
1991-92	.. 14,219	14,412	6,763	665

*** Economic Rehabilitation of Rural Poor (ERRP)**

The State Government introduced in 1980-81 the ERRP programme for providing economic assistance to the poorest families living in rural areas. The aim was to assist on an average 10 per cent of the families in a village. Though the centrally sponsored IRDP covers all the families living below the poverty line, the poorest among them living in destitute condition cannot take the burden of loan under IRDP. They are, therefore, assisted under the State Plan Scheme of ERRP with a high subsidy rate. It was stipulated that families having no income generating assets of any kind and having annual income less than Rs. 1,200 per annum would be eligible for assistance under ERRP. Special emphasis under this programme was placed on land-based schemes including annual cropping, plantation of orchards and pisciculture. This scheme involved a small amount of loan and were mostly subsidised. Animal husbandry scheme and non-agricultural employment scheme

*SOURCE : Publication of District Rural Development Agency, Cuttack.

could also be provided with bank finance with rate of subsidy higher than permissible under IRDP. During the seventh plan period certain modifications were made for the eligibility criteria of the ERRP beneficiary. Accordingly, the income limit for selection of families was raised from Rs.1,200 per annum to Rs.2,000 per annum. On an average twenty families or 20 per cent of the families whichever is higher are selected for assistance and preference is given to the Scheduled Caste and the Scheduled Tribe families as well as poor artisans. Preference is given to pisciculture, handloom, mulberry, sericulture, waste land development and poultry programmes. Destitutes with annual income not exceeding Rs.1,200 are given low-cost schemes costing not more than Rs.1,000 without linking to bank loan. It carries subsidy up to Rs.750 and the balance of unit cost was to be contributed by the beneficiary from his own resources. This scheme has since been discontinued.

The following table indicates the performance of ERRP Programme from 1980-81 to 1990-91.

Year	Total Target	Physical achievement		
		Total	Scheduled Castes	Scheduled Tribes
(1)	(2)	(3)	(4)	(5)
1980-81	.. 3,508	2,631	858	148
1981-82	.. 10,701	12,058	4,690	922
1982-83	.. 25,691	16,417	7,282	891
1983-84	.. 19,982	25,196	10,975	916
1984-85	.. 21,000	6,300	2,153	327
1985-86	.. 6,026	6,151	2,041	271
1986-87	.. 13,000	17,139	5,981	759
1987-88	.. 19,000	35,575	12,851	1,774
1988-89	.. 7,000	8,647	3,027	248
1989-90	.. 3,040	2,609	2,609	..
1990-91	.. ..	1,397	1,397	..
Total	.. 1,28,948	1,32,320	53,864	6,256

Rehabilitation of Bonded Labour (RBL)

This is a centrally sponsored scheme to which State Government's contribution was 50 per cent up to sixth Five-Year Plan period. Each bonded labour was allowed a sum of Rs. 4,000/- for his rehabilitation. Subsequently, the sum was increased to Rs.6,350/- including Rs.500/- as subsistence allowance. The rehabilitation is being done mostly in programmes like IRDP, ERRP, etc. A total number of 5,372 bonded labourers were identified till the end of March 1992 of which 5,229 were rehabilitated. The balance 143 persons were not considered to be bonded labourers after scrutiny. Out of the total rehabilitated bonded labourers, 1,810, 438 and 2,981 belonged to the Scheduled Castes, the Scheduled Tribes and people belonging to other castes respectively. The total expenditure incurred for rehabilitation up to 1991-92 was Rs. 203.18 lakhs. There is no more identified bonded labourer to be rehabilitated in the district.

National Rural Employment Programme (NREP)

The National Rural Employment Programme which replaced the Food For Works Programme was started in October 1980 and became a part of the sixth Five-Year Plan from the 1st April, 1981. It was implemented as a centrally sponsored scheme on 50:50 sharing basis between the Centre and the State. The N R E P was designed to generate additional gainful employments for the rural poor both men and women who were either unemployed or under-employed. It was also envisaged to improve the overall standard of living of the rural people through supply of foodgrains at subsidised rate as part of the wages. Under the scheme the labourer should not get wage less than the statutory minimum wage fixed for the occupation. To increase nutritional status of the rural labourers, a part of the wage is provided in terms of foodgrains, i.e., rice and wheat at subsidised rates. The minimum wage component should be 50 per cent of the project cost. The maximum limit for material component was 50 per cent. In any project if material component cannot be adjusted within 50 per cent of the project cost, the balance amount shall have to be located from other sources. The work should be implemented by a village leader selected by the Village Committee. Engagement of contractor was banned. Twenty-five per cent of annual allocation should be earmarked for social projects. Besides, 10 per cent of the total allocation was earmarked for the benefit of the Scheduled Castes and the Scheduled Tribes.

The year-wise details of NREP from 1982-83 to 1988-89 are given below:

Year	Opening Balance	Allotment	Total Funds available	Expenditure	Balance	Man-days generated (in lakhs)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1982-83	..	136.04	136.04	52.92	120.11	8.82
1983-84	120.11	203.48	323.59	152.18	171.41	19.17
1984-85	171.41	226.49	397.90	286.86	111.04	25.32
1985-86	111.04	247.50	358.54	263.09	89.45	19.75
1986-87	89.45	328.28	417.73	383.61	34.12	22.90
1987-88	34.12	392.04	426.16	426.16	..	23.50
1988-89	..	269.63	269.63	336.46	67.83	20.92

*The NREP was closed and merged with Jawahar Rozgar Yojana with effect from the 31st March, 1989.

Rural Landless Employment Guarantee Programme (RLEGP)

The Rural Landless Employment Guarantee Programme (RLEGP) was launched on the 15th August, 1983 with cent per cent central assistance. The main objects of the programme were (a) to improve and expand employment opportunities particularly for the rural landless labourers with a view to providing guarantee of employment to at least one member of rural landless households up to hundred days in a year and (b) to create productive and durable assets for direct benefit to the poor which in the long run will raise the income of the rural people. The projects proposed to be implemented in RLEGP were formulated by the State Government and forwarded to the Central Government for approval. Funds were released to the State Government for implementation of the Programme after the Central Government's approval. In RLEGP, 25 per cent of the funds were earmarked for social forestry and 10 per cent for works which would benefit to the Scheduled Castes and the Scheduled Tribes. Funds were also earmarked each year for construction of micro habitats and houses for the Scheduled Castes and the Scheduled Tribes and freed bonded labourers under Indira Awas Yojana. Besides, funds were also provided for construction of sanitary latrines.

*SOURCE : Publication of District Rural Development Agency, Cuttack.

The expenditure incurred in respect of RLEGP from 1983-84 to 1988-89 is given in the following table.

Year	Opening Balance	Allotment	Total Funds available	Expenditure	Balance	Man-days generated (in lakhs)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1983-84	..	24.31	24.31	..	24.31	..
1984-85	24.31	261.56	285.87	97.66	188.21	7.28
1985-86	188.21	155.32	343.53	198.28	145.25	15.21
1986-87	145.25	254.22	399.47	232.16	167.31	14.38
1987-88	167.31	255.87	423.18	419.47	3.71	20.72
1988-89	3.71	326.71	330.42	237.64	92.78	12.30

*The RLEGP was closed and merged with Jawahar Rozgar Yojana with effect from the 31st March, 1989.

Jawahar Rozgar Yojana (JRY)

Towards the end of the Seventh Five Year Plan two rural employment generating programmes, viz., NREP and RLEGP were merged into a single employment generating programme called "Jawahar Rozgar Yojana". The expenditure on implementation of this programme is to be shared on 80:20 basis between the Central Government and the State Government including the value of foodgrains. The central assistance under the new programme is released directly to the DRDA in two instalments on the basis of prescribed criteria. While allocation of funds in favour of State Government was decided on the basis of poverty criteria, the allocation to the district was made on the basis of backwardness criteria, namely percentage of agricultural labourers, percentage of rural Scheduled Castes and Scheduled Tribes population to the total rural population and inverse of the agricultural productivity.

After deducting the amount specified for 'Indira Awas Yojana' (IAY) from the total allocation, the DRDA would earmark the balance funds between the Gram Panchayats and the DRDA in the ratio of 80:20. The distribution of funds to the Gram Panchayats was made on the basis of population.

*SOURCE: Publication of District Rural Development Agency, Cuttack.

Fifteen per cent of the funds out of the share of DRDA and Gram Panchayat each could be set apart towards administrative expenditure and maintenance of assets. The remaining eighty-five per cent of the funds available with the DRDA can be utilised for completion of incomplete projects taken up earlier under NREP/RLEGP and in case of Gram Panchayats it would be spent in the following ratio:

(i) Economically productive assets	35 per cent
(ii) Social Forestry works	25 per cent
(iii) Individual beneficiary scheme for SC/ST including Million Wells Scheme	15 per cent
(iv) Other works including roads and buildings	25 per cent

This earmarking was, however, indicative and if the Gram Panchayat so desires, it could make changes in the sectoral expenditure except in case of schemes meant for direct benefit to the Scheduled Castes and the Scheduled Tribes. Two or more Gram Panchayats could pool their resources together to take up works of common benefit.

The year-wise details of JRY from 1989-90 to 1991-92 are given in the following table.

(Rs in lakhs)						
Year	Opening balance	Allotment	Total funds available	Expenditure	Balance	Man-days generated (in lakhs)
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1989-90	24.95	1,529.91	1,554.86	855.92	698.94	36.36
1990-91	698.94	1,470.72	2,169.66	1,735.30	434.36	38.96
1991-92	434.36	1,546.09	1,980.45	1,899.87	80.58	44.50

Indira Awas Yojana (IAY)

The Indira Awas Yojana Scheme for construction of houses for the Scheduled Castes and the Scheduled Tribes and freed bonded labourers under RLEGP was launched during the year 1985-86. The unit cost of construction of each house was Rs. 6,500/- and additional amount of Rs. 1,000/- was provided for each house in difficult terrains. A sum of Rs. 3,000/- is provided per house towards infrastructure development. Besides, a sum of Rs.300/- is given towards insurance charges. Thus, the total cost of each house was Rs.10,800/-. Due to escalation of price, the cost of each house has been increased to Rs.12,300/-. The achievement under this scheme in the district is given below:

Year	Target	No. of IAY houses completed
(1)	(2)	(3)
1985-86	500	..
1986-87	460	490
1987-88	460	383
1988-89	477	569
1989-90	833	562
1990-91	972	651
1991-92	3,080	1,982
Total	6,782	3,637

Due to devastating flood the State Government have decided for construction of houses under the Indira Awas Yojana (Flood) Scheme for the washed away dwelling houses of the Scheduled Caste and the Scheduled Tribe families below poverty line. In 1991-92, a sum of Rs. 190.50 lakhs was allocated. But, 1,186 houses were constructed with an expenditure of Rs. 159.33 lakhs in 1991-92.

Million Wells Scheme (MWS)

The Million Wells Scheme was started from the 1st April, 1988. The object was to create employment and to improve the productivity of the land. As supply of water is an important factor for agricultural production it was decided to construct open irrigation wells free of cost for the small and marginal farmers belonging to the Scheduled Castes, the Scheduled Tribes and freed bonded labourers which would enable them to go in for multiple croppings.

Figures for the target and the achievement made from 1988-89 to 1991-92 are given below.

Year (1)	Target (2)	Achievement (3)
1988-89	.. 1,870	852
1989-90	.. 935	83
1990-91	.. 2,581	32
1991-92	.. 2,315	1,441

Special Foodgrains Production Programme (SFPP)

The SFPP was implemented since 1st April, 1988. This programme is meant for increasing agricultural production of small and marginal farmers. Under the Central Sponsored Programmes, small and marginal farmers are proposed to be assisted for increasing agricultural production. The small and marginal farmers are provided with minor irrigation facilities along with land development and provision of minikits package in an integrated way so that agricultural production could go up along with increasing productivity of the land holding of the small and marginal farmers. Under this programme, dug wells and shallow point tube-wells are executed along with pumpset energization for increasing irrigation facilities for them.

During Sixth Five Year-Plan period, 57,644 small and marginal farmers were assisted and Rs. 210.05 lakhs were utilised. From 1985-86 to 1989-90 an amount of Rs. 795.06 lakhs were utilised by assisting 80,619 small and marginal farmers. During the year 1990-91, 5,908 small and marginal farmers were assisted utilising Rs. 216.51 lakhs. 915 dug-wells and 2,796 shallow point tube-wells were constructed during the year. During 1991-92, 2,770 small and marginal farmers were assisted with the utilisation of Rs. 131.07 lakhs and 635 dug-wells, 1,539 bore-wells and 7 deep tube-wells were constructed.

Training Rural Youth for Self-Employment (TRYSEM)

TRYSEM is a Centrally Sponsored Scheme funded by the Central Government and the State Government on 50:50 share basis. Under the scheme the rural youth in the age group 10 to 35 years are selected for training which enables them to take up self-employment. Fifty per cent of the trained youths should be from the Scheduled Caste and the Scheduled Tribe families and forty per cent should be from among the womenfolk. In 1991-92, 6,405 persons were trained of which 5,213 persons were rehabilitated.

Vocational Guidance

The Vocational Guidance Unit is functioning under the charge of trained officers in vocational guidance. The two Employment Officers (Vocational Guidance) visit different schools and educational institutions and deliver career talks, conduct career meetings, etc. so that the candidates will be able to choose a profession of their choice.

The following table shows detailed information on the achievements done under the vocational guidance during the period 1986 to 1991.

Sl. No. (1)	Item of work (2)					1986 (3)
1.	Number of candidates received individual guidance					87
2.	Number of candidates received registration guidance					3,932
3.	Number of candidates received individual information					3,627
4.	Number of old cases received from Live Register					131
5.	Number of persons participated in group discussion					1,712
6.	Number of visitors to career information room					9,258
7.	Number of applicants/particulars of applicants forwarded for					
	(a) Training					.. ..
	(b) Apprenticeship					256
	(c) Scholarship/Higher studies					.. ..
8.	Number of guided applicants placed in					
	(a) Training					.. ..
	(b) Apprenticeship					.. ..
	(c) Scholarship/Higher Studies					.. ..
9.	Number of group discussions held					330
10.	Number of career talks held					14
11.	Number of visits to educational institutions					14
12.	Number of establishments visited for development of job/training/apprenticeship					39
	1987 (4)	1988 (5)	1989 (6)	1990 (7)	1991 (8)	
	116	187	184	153	178	
	6,092	6,094	6,406	5,839	5,837	
	4,731	6,252	4,697	1,909	1,695	
	378	343	369	220	140	
	2,127	1,865	1,537	2,649	1,537	
	13,328	14,398	11,724	10,411	9,387	
	
	1,031	463	234	1,500	1,060	
	
	..	1	..	..	..
	..	1	..	7	6	
	
	505	431	429	581	362	
	56	47	46	34	18	
	55	47	46	34	25	
	144	126	109	61	22	

The Vocational Guidance Unit is also providing counselling assistance to the candidates belonging to the Scheduled Castes, the Scheduled Tribes and the physically handicapped persons.

The following table shows the number of Scheduled Castes, the Scheduled Tribes and the physically handicapped persons registered, sponsored and provided jobs during the period 1986 to 1991.

Submission, placement and registration of the Scheduled Castes, the Scheduled Tribes and physically handicapped candidates during the period 1986 to 1991 are given below.

Item	1986			1987			1988		
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	S.C.	S.T.	P.H.	S.C.	S.T.	P.H.	S.C.	S.T.	P.H.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Submission ..	4,906	2,534	410	3,620	1,654	187	3,364	1,082	308
2. Placement ..	370	113	6	320	75	19	218	38	25
3. Registration ..	3,553	335	182	3,317	326	168	4,024	242	225

1989			1990			1991		
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S.C.	S.T.	P.H.	S.C.	S.T.	P.H.	S.C.	S.T.	P.H.
(11)	(12)	(13)	(14)	(15)	(16)	(17)	(18)	(19)
8,882	1,943	348	4,445	978	173	2,408	1,721	253
161	66	18	298	21	37	171	71	12
5,942	496	199	5,038	386	198	4,314	299	245

Employment Market Information

The Employment Market Information Unit (EMI) is functioning under an Employment Officer. He undertakes a periodic assessment of the demand and supply position of the labour force in the district. For this purpose a quarterly return is obtained from the employers of both public sector and private sector establishments engaging more than twenty-five persons.

The following table shows the number of establishments and the employment position during the period 1986 to 1991.*

Year (1)	Number of establishments		Total number of employees		Number of women employees	
	Public sector (2)	Private sector (3)	Public sector (4)	Private sector (5)	Public sector (6)	Private sector (7)
1986 ..	644	300	93,641	10,600	5,937	642
1987 ..	646	301	95,532	10,725	6,114	651
1988 ..	658	312	96,945	10,671	6,238	608
1989 ..	671	316	96,845	11,784	6,899	870
1990 ..	695	306	99,452	11,404	7,714	844
1991 ..	802	322	1,16,823	13,785	10,755	983

The Special Employment Exchange, Paradeep is under the control of an Employment Officer. He is assisted by one Junior Employment Officer, one Senior Clerk, two Junior Clerks, two Peons and one Chowkidar.

The following table shows the number of registration, placement and the Live Register during period 1986 to 1990.**

Year (1)	Registration (2)	Placement (3)	Live Register (4)
1986	6,606	550	28,060
1987	5,350	967	23,338
1988	3,567	246	19,168
1989	4,185	203	18,338
1990	3,398	111	15,336

Besides the opportunities created for getting employment through the Employment Exchange, the Government is also implementing several anti-poverty programmes for generating additional gainful employments for the unemployed and the underemployed persons in rural sector. The opportunities of getting employment and the man-days created through these programmes have been dealt under the heading "Economic Upliftment Programmes" of this chapter.

* SOURCE: Report of the District Employment Exchange, Cuttack.

** *Ibid.*