

CHAPTER IX

ECONOMIC TRENDS

LIVELIHOOD PATTERN

In the early part of the 20th century a few people were engaged in trade, while the majority found occupation in agriculture. Manufacture was limited to tussler cloths in Anandapur and a fine wire for the *sitar* was being made at Kendujhar. Coarse cotton cloths, agricultural implements, stone ware, bamboo baskets with lids, bell-metal utensils, brass pots for drinking water and heavy brass ornaments were also manufactured which provided employment to many.

According to the Census of 1951 there were 5,88,441 persons in the district of which 2,94,902 were males and 2,93,539 were females. The Census of 1951 ascertained the "economic status" and the "means of livelihood" of persons. On the foregoing basis, people were divided into two broad livelihood categories, viz., the agricultural classes and the non-agricultural classes. In the district there were 5,28,972 persons (89.89 per cent) who belonged to the agricultural classes and 59,469 persons (10.11 per cent) who belonged to the non-agricultural classes. Among the agricultural classes were included (a) cultivators of land, wholly and mainly owned; and their dependants, (b) cultivators of land, wholly or mainly unowned; and their dependants, (c) cultivating labourers; and their dependants, and (d) non-cultivating owners of land; agricultural rent-receivers and their dependants. The non-agricultural classes comprised persons including their dependants who derived their principal means of livelihood from (a) production other than cultivation, (b) commerce, (c) transport and (d) other services and miscellaneous sources.

These eight livelihood classes were divided each into three sub-classes, namely, self-supporting persons, non-earning dependants and earning dependants in order to indicate their economic status.

The following figures show the number of persons deriving their principal means of livelihood and economic status as classified in the Census of 1951.

Livelihood classes and sub-classes	Self-supporting		Non-earning dependants		Earning dependants	
	Males	Females	Males	Females	Males	Females
	2	3	4	5	6	7
1						
AGRICULTURAL CLASSES	125,564	21,683	120,493	240,420	17,928	2,884
(a) Cultivators of land, wholly or mainly owned; and their dependants.	102,652	18,031	107,649	207,094	14,604	1,617
(b) Cultivators of land, wholly or mainly un-owned; and their dependants.	3,295	430	3,138	6,095	551	206
(c) Cultivating labourers; and their dependants.	18,714	2,490	8,617	25,921	2,671	1,048
(d) Non-cultivating owners of land agricultural rent-receivers, and their dependants.	903	732	1,089	1,940	102	13
NON-AGRICULTURAL CLASSES	16,696	3,815	12,891	24,489	1,330	248
(a) Production (Other than cultivation),	7,172	1,377	4,013	9,862	626	92
(b) Commerce ..	1,443	337	1,056	2,118	169	43
(c) Transport ..	128	..	169	229	7	9
(d) Other Services and miscellaneous sources.	7,953	2,101	7,653	12,280	528	104

During 1954-55 an economic sample survey¹ was undertaken for the rural population of the district in which the family was taken as a unit. The survey showed that 76·8 per cent were agricultural families. Of the agricultural families 55·3 per cent belonged to the classes of cultivators of land wholly owned, 5·8 per cent were cultivators of land unowned, 1·5 per cent were non-cultivating owners, 14·0 per cent were agricultural labourers and 0·2 per cent did not come in any of these classes.

The non-agricultural classes were divided into four main occupational-groups. Of the total non-agricultural families 12·1 per cent derived their major source of income by working as labourers, 0·8 per cent from trade, 6·1 per cent from production other than cultivation, 3·6 per cent from service and other professions, and 0·6 per cent did not come in any of these classes.

In 1961, there were 334,911 workers in the district which constituted 45·05 per cent of the total population. Besides, there were 408,404 persons treated as non-workers. Of the total working population 221,368 persons were engaged as cultivators and 49,933 as agricultural labourers. Besides, 15,440 persons were engaged in mining and quarrying, 15,887 persons in household industry, 1,366 persons in manufacturing other than household industry, 738 persons in construction work, and 2,317 persons in trade and commerce. In transport, storage and communication 2,941 persons were engaged. There were 24,921 persons who followed other avocations not enumerated above.

The total number of workers in 1971 was 292,413 which constituted 30·60 per cent of the total population. The male and female workers respectively accounted for 54·14 and 6·50 per cent of the total male and female population. In 1961 the total number of workers made up 45·05 per cent of the total population and male and female workers respectively constituted 58·59 and 31·26 per cent of the corresponding total population.

In the total working population, cultivators, agricultural labourers and other residual workers respectively accounted for 53·27, 22·03 and 24·70 per cent in 1971. The corresponding figures for 1961 were 66·10, 14·91 and 18·99 per cent. The reason for the sharp decline in the participation rates among females could partly be attributed to the change in the definition of workers adopted for 1971 Census as compared to that of 1961. According to 1971 definition, a man or woman who was engaged primarily in household duties or a student attending in

1. Economic Survey of Orissa, Vol. I, by Dr. Śadaśiv Miśra.

stitution, even if such a person helped in the family economic activity but not as full-time worker, should not be treated as a worker for the main activity. Application of this test might have resulted in non-inclusion, particularly in the rural areas, of a large number of housewives and students as workers in 1971 Census although they would have been classified as such in 1961.

The following table shows the number of workers according to the categories of workers as classified in the Census of 1971.

Categories of workers	Males	Females
Cultivators ..	150,785	4,994
Agricultural labourers ..	53,252	11,152
Live-stock, Forestry, Fishing, hunting and plantations, orchards and allied activities ..	4,518	466
Mining and quarrying ..	13,663	7,914
Manufacturing, processing, servicing and repairs :		
Household industry ..	6,039	1,733
Other than household industry ..	3,848	369
Construction ..	970	79
Trade and Commerce ..	6,216	374
Transport, Storage and Communications ..	3,536	974
Other services ..	18,862	2,669
Non-workers ..	221,645	441,456

The total number of main workers in the Census of 1981 was 361,219 which constituted 32.40 per cent of the total population. The male and female workers respectively accounted for 53.25 and 11.20 per cent of the total male and female population. In 1971 the total number of workers made up 30.60 per cent of the total population and the male and female workers respectively constituted 54.14 and 6.50 per cent of the corresponding total population. In the total main working population, cultivators, agricultural labourers and other residual workers respectively accounted for 50.47, 22.68 and 26.85 per cent in 1981. The corresponding figures for 1971 were 53.27, 22.03 and 24.70 per cent. The marginal workers constituted 6.57 per cent of the total population in the Census of 1981.

Thus according to the Census of 1981 the total working population (Main workers plus Marginal workers) formed 38.97 per cent of the total population and the balance 61.03 per cent depended on the former for their livelihood. This shows higher dependent ratio for the

district largely accounting for a low standard of living. The participation rate of 1961 and 1971 was 45.05 per cent and 30.60 per cent respectively. However, it is difficult to compare with general participation rate in the intercensal period because of frequent changes in the definition of workers. Among the workers male participation is always higher than female participation rate. The male and female participation rates in rural areas are always higher than the urban participation rates. 'Work participation' used in this analysis refers to the proportion of workers to total population and not to the proportion of labour force to total population.

The following table shows the livelihood pattern of the district in the Census of 1981.

Category of workers	Total	Male	Female
Total population ..	1,114,622	562,157	552,465
Main workers: ..	361,219	299,346	61,873
Cultivators ..	182,325	165,148	17,177
Agricultural Labourers ..	81,897	54,945	26,952
Household Industry ..	9,150	7,281	1,869
Other workers ..	87,847	71,972	15,875
Marginal workers ..	73,259	11,292	61,967
Non-workers ...	680,144	251,519	428,625

In the Census of 1981 work has been defined as participation in any economically productive activity which may be physical or mental in nature. Work involves not only actual work but also effective supervision and direction of work. The main workers are those who have worked for a major part of the year preceding the enumeration. Marginal workers are those who have worked anytime in the year preceding enumeration but have not worked for the major part of the year. Non-workers are those who have not worked anytime at all in the year preceding the enumeration.

THE GENERAL LEVEL OF PRICES

Foodgrains are the cheapest immediately after harvest and dearest immediately before harvest. Prices are also higher or lower according to the nature of the harvest. Besides, if population increases as has been happening, and production of foodgrains does not keep pace with it, prices must rise, obviously because the same food has more mouths to feed. Various other factors including changes in the price of gold and silver, and increased facility of import and export also determine the general level of prices.

Pre-Independence
period

During the period 1903 to 1908, the price of paddy, rice, Arhar, Kulthi, wheat, Barguri, molasses and Mandia was 40·300 kg., 15·160 kg., 12·655 kg., 17·029 kg., 7·056 kg., 13·122 kg., 7·056 kg. and 14·230 kg. per rupee respectively. The price level rose gradually and in 1914 the average price of rice in Champua and Kendujhar subdivisions was 9·330 kg. per rupee while it was less in Anandapur subdivision. In the next year, the average price of rice was very high and it varied from 5·598 kg. to 3·732 kg. in Champua and Kendujhar subdivisions and 7·465 kg. to 4·665 kg. in Anandapur subdivision per rupee respectively. In 1916 the price of rice again rose due to uneven distribution of rainfall. But the year following was an exceptionally prosperous one and there was a bumper crop of paddy which had the effect of lowering the price to a great extent. In 1919 there was some scarcity of foodgrains but the price level remained, more or less, stationary. In 1921 there was a bumper harvest especially of winter rice and the maximum and the minimum price of rice was 16·329 kg. and 8·398 kg. per rupee respectively. In the next year there was another bumper harvest and the price of foodgrains decreased. The maximum and the minimum price of rice was 19·595 kg. and 12·596 kg. per rupee respectively. In 1923 the district had a good crop and the price level remained constant. In 1924 the amount of rain which fell during the year was much below the average and considerably less than that of the year before. Besides, damage to crops was also done by herds of wild elephants. Consequently, production of paddy decreased and the maximum and the minimum price of rice was 12·130 kg. and 7·464 kg. per rupee respectively. In 1925, the price of rice rose still higher due to increased demand from outside and the maximum and the minimum price of rice was 10·730 kg. and 6·532 kg. per rupee respectively. In the next year, the price of rice remained constant. In 1927 the district suffered a great deal due to high floods in the river Baitarani. The price of rice rose to 5·598 kg. to the rupee in October and dropped as low as 12·888 kg. in December. In 1928 there was slight improvement in the price of rice and the maximum and the minimum price of rice was 12·830 kg. and 6·065 kg. per rupee respectively. In 1929 the maximum and the minimum price of rice as available per rupee was 13·063 kg. and 4·655 kg. respectively. Then came the serious slump when the price of rice dropped considerably. In 1933 the harvest price of paddy, rice, black-gram, green-gram, Arhar Kulthi, wheat, molasses and Mandia was 65·310 kg., 26·120 kg., 16·090 kg., 13·063 kg., 20·340 kg., 19·595 kg., 13·063 kg., 13·063 kg. and 19·596 kg. per rupee respectively. This price level remained, more or less, constant up to 1937. In 1938 due to uneven and scanty rainfall the price level of almost all foodgrains rose and the harvest price of paddy, rice, black-

gram, green-gram, Arhar, Kulthi, wheat, molasses and Mandia was 42.920 kg., 16.795 kg., 13.063 kg., 9.330 kg., 15.862 kg., 19.595 kg., 9.330 kg., 9.330 kg. and 19.595 kg. per rupee respectively.

Since 1942 there was a phenomenal rise in the prices of agricultural products resulting from the activities of the speculators on account of the Second World War. The Government envisaged hard days that lay ahead and imposed a ban on the export of foodgrains. The Foodgrains Control Order was promulgated and Price Control Committees were set up. The price of paddy, rice, black-gram, green-gram, Arhar, Kulthi, wheat, molasses and Mandia was 18.660 kg., 8.164 kg., 7.464 kg., 4.665 kg., 6.531 kg., 5.598 kg., 3.732 kg., 5.598 kg. and 6.531 kg. per rupee respectively. It was expected that with the end of the war the general food situation would ease. But it did not, and the price level continued to rise gradually without any prospect of recession. In 1945-46 the price of paddy, rice, black-gram, green-gram, Arhar, Kulthi, wheat, molasses and Mandia was 11.197 kg., 5.132 kg., 3.732 kg., 3.732 kg., 3.732 kg., 2.332 kg., 2.332 kg. and 3.732 kg. per rupee respectively.

Post-Independence period

In the post-Independence period there has been a phenomenal rise in the prices of agricultural produce. In 1954-55 the harvest price of rice, maize, wheat, gram, sesamum, mustard, groundnut, linseed, cotton, jute and tobacco was 3.732 kg., 3.732 kg., 1.866 kg., 2.073 kg., 1.272 kg., 1.866 kg., 2.488 kg., 2.488 kg., 0.622 kg., 1.066 kg. and 0.155 kg. per rupee respectively. This trend of the price level was maintained with slight fluctuation up to 1957 after which there was rise in the price of foodgrains. In 1958 the average wholesale price of rice, wheat, black-gram, green-gram, Kulthi, mustard and jute was 2.320 kg., 2.212 kg., 1.943 kg., 1.702 kg., 2.677 kg., 1.120 kg. and 1.901 kg. per rupee respectively. Towards 1962 there was a marked rise in the price level of foodgrains and the wholesale price of rice, wheat, black-gram, green-gram, Kulthi, mustard, jute and tobacco was 1.420 kg., 1.348 kg., 1.243 kg., 1.048 kg., 1.557 kg., 0.746 kg., 1.308 kg. and 0.156 kg. per rupee respectively. In the next year the wholesale price of rice, wheat, black-gram, green-gram, Kulthi, mustard, jute and tobacco fell slightly than the previous year and were available at 1.481 kg., 1.544 kg., 1.584 kg., 1.448 kg., 3.125 kg., 1.084 kg., 1.739 kg. and 0.216 kg. per rupee respectively.

The following table shows the retail price of different commodities for the period 1964 to 1968.

(kg. per rupee)

Commodities	Year				
	1964	1965	1966	1967	1968
Rice (Fine) ..	1.348	1.282	0.889	0.826	0.811
Wheat ..	1.192	1.690	1.705	1.530	1.250
Jowar ..	2.036	1.501	1.838	0.980	1.062
Bajra ..	1.587	1.508	1.846	1.170	0.987
Maize ..	1.288	1.795	1.626	1.383	1.361
Black-gram ..	1.248	1.081	0.995	0.798	0.687
Green-gram ..	1.231	0.954	0.973	0.789	0.730
Mustard ..	0.753	0.771	0.667	0.660	0.581
Tobacco ..	0.145	0.135	0.215	0.181	0.160
Sugar ..	0.734	0.718	0.469	0.599	0.543
Potatoes ..	1.214	1.494	1.475	1.024	1.092

Towards 1969 the price level rose still higher and paddy, Til, mustard, Ragi and black-gram were available at 1.333 kg., 0.666 kg., 0.555 kg. and 0.666 kg. per rupee respectively.

The following table shows the price level of different commodities for the period 1971 to 1977.

kg. per rupee

Name of commodities	Year						
	1971	1972	1973	1974	1975	1976	1977
Paddy ..	1.250	1.000	0.833	1.000	1.111	1.111	1.250
Til ..	0.666	0.555	0.555	0.666	0.285	0.250	0.333
Mustard ..	0.500	0.400	0.500	0.400	0.333	0.263	0.285
Ragi ..	0.666	0.555	0.500	0.400	0.333	0.400	0.400
Black-gram ..	0.555	0.500	0.500	0.400	0.333	0.333	0.333

The following table shows the price level rise in different agricultural commodities in sympathy with the general rise in cost of living in the country.

kg. per rupee

Name of Commodities	Year				
	1980	1981	1982	1983	1984
(1)	(2)	(3)	(4)	(5)	(6)
Rice (common variety)	0.465	0.454	0.370	0.333	0.344
Rice (fine variety)	0.454	0.425	0.298	0.253	0.322
Rice (supper fine)	0.289	0.243	0.312
Wheat	0.512	0.500	..	0.384	0.454
Green-gram	0.270	0.227	0.222	0.263	0.285
Black-gram	0.434	0.400	0.333	0.294	0.217
Bunt	0.256	0.212	0.222	0.222	0.222
Mustard	0.169	0.172	0.181	0.181	0.158
Chilli (dry)	0.119	0.066	0.090	0.083	0.095

THE
GENERAL
LEVEL OF
WAGES

A major portion of the working class population of the district maintains their livelihood by earning wages in farm and non-farm occupations. But it is rather arbitrary to draw a water-tight division between them since many of the labourers engage themselves in farm work and non-farm work at different times in the year. Agriculture being seasonal in character, this is a normal feature of the rural economy. For a considerable part of the year the rural labourers do not find any employment. As such, the daily wages that they earn do not provide a proper indication of their real income. In many places wages are paid in kind, in terms of paddy and grains. If such wages remain unchanged on account of tradition, in spite of the rise in prices, it would be beneficial to the worker. Over very short period, wages in kind do remain unchanged; but since the Second World War with the rise in prices wage rates in kind have also been frequently revised.

Pre-Independence
Period

In the beginning of the 20th century labour was paid mostly in kind and when paid in cash, wages of unskilled labour varied from Re. 0.12 to Re. 0.19 per day. The women's wages varied from Re. 0.10 to Re. 0.13 per day. Skilled labour was at premium and no fixed wage can be

quoted as the majority of this kind was imported and the wages varied with the demand, season and work. The skilled labour available in the ex-State of Keonjhar consisted of carpenters, blacksmiths and masons who got about Re. 0.25 per day. The custom of paying the village artisans, barbers, washermen, sweepers and watchmen in kind at harvest time was common. It was a generally recognised custom for the Chief to demand and obtain *begari* or free labour from certain castes and classes for carrying their luggage or that of any official, and performing various other domestic services, such as, thatching houses, etc. But the persons so employed were always given full daily food and, in some cases, they also had small rent free grants. This privilege was also extended to certain favoured persons, such as, the relations of the Chief and his principal officers. The Chief and the headman of the village also received *bethi* labour for the cultivation of their lands.

Towards 1934, there was a distinctive rise in the rates of wages of the labouring classes which ranged from Re. 0.19 to Re. 0.28 a day. The pinch of unemployment was not felt by the landless classes as a large number of them found remunerative employment in the mining areas. This wage level was maintained up to 1939. In 1941, with the rise in prices of all essential commodities, the wage level was also increased from Re. 0.19 to Re. 0.50 a day. Towards 1943, the general level of wages rose still higher and the wages of agricultural labourers ranged from Re. 0.50 to Re. 0.62 a day.

In the economic sample survey conducted during the period; October, 1954 to September, 1956, it was observed that in the rural economy a large portion of the families derived their chief source of livelihood by earning wages in farm and non-farm occupations and about one-fourth of the total number of families constituted the labouring class. As regards their mode of employment, 79.80 per cent were employed as daily labourers. Labourers engaged on weekly and annual terms constituted 2.13 per cent and 18.07 per cent respectively. A labourer, on the average, got work for 218 days a year.

Post-Independence
period

It is a well-known fact that agricultural labour constitutes the lowest income group in the community. In 1956 agricultural labourers—men, women and children got Re. 1.00, Re. 0.75 and Re. 0.50 per day respectively. Other agricultural labourers, such as, those who water the fields, carry loads, dig wells, etc., were paid at the same rate as that of the field labourers. A herdsman whose work is grazing the cattle got Re. 0.75 per day. The skilled labourers, such as, carpenter, cobbler and blacksmith got Rs. 2.60, Rs. 2.50 and Rs. 2.10 per day respectively. This wage level continued for a short time after which it rose. In 1958 the skilled labourers, such as, carpenter, cobbler and blacksmith got Rs. 3.00

per day respectively. Among agricultural labourers, men, women and children got Rs. 1.25, Re. 1.00 and Re. 0.75 per day respectively. Other agricultural labourers got less wages than that of field labourers and men, women and children got Re. 1.00, Re. 0.87 and Re. 0.62 per day respectively. A herdsman got Re. 0.85 per day. In 1962 the wage level rose higher and the skilled labourers, such as, carpenter, cobbler and blacksmith got Rs. 3.50, Rs. 3.42 and Rs. 3.67 per day respectively. Agricultural labourers—men and women got Rs. 1.73 and Rs. 1.01 per day respectively. Among other agricultural labourers, men, women and children got Rs. 1.46, Re. 0.97 and Re. 0.72 per day respectively. A herdsman got Rs. 1.30 per day. In between 1963 to 1967 the wage level remained, more or less, constant with slight fluctuation. Since 1968 there was a marked rise in the wage level of both the skilled and the unskilled labourers and they were paid at the rate of Rs. 4.00 and Rs. 2.00 per day respectively. In 1972 the wage level rose further and masons, carpenters and blacksmiths got Rs. 5.00 per day. Male labourers got Rs. 3.50 and female Rs. 2.00 per day. A herdsman got Rs. 1.50 per day. In the next year, the wage level remained steady. In 1974 the wage level rose steeply with the rise in prices, and skilled labourers received Rs. 8.00 per day. Field labourers and other agricultural labourers got at the rate of Rs. 4.00 per day.

Minimum Wages

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 15th March 1948. Under this Act the State Government have been authorised to fix/revise the minimum rates of wages in different employments like agriculture, construction, timber trading, collection of Sal seeds, Kendu leaf, etc., which are included in the Schedule of the Act. In respect of mines, however, the Central Government fixes/revises minimum rates of wages. For proper implementation of the Act the State Government framed the Orissa Minimum Wages Rules, 1954. The minimum rates of wages can be fixed/revised in respect of those employments, which are included in the Schedule of the Act and 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 employments to the Schedule of the Act from time to time. There are at present 65 Scheduled employments in respect of which State Government can fix/revise minimum wages.

Central Government and the State Government are fixing/revising minimum rates of wages in the scheduled employments in their respective spheres from time to time primarily on consideration of rise in the consumers' price index. The minimum rates of wages statutorily fixed for agricultural workers was Re. 0.62 to Re. 0.75 in the year 1954 in

different areas. Similarly in the non-agricultural sector like construction, rice mill, etc., it was Re. 0.75 to one rupee per day in different areas. The present daily rates of statutory minimum wages are given below :

Agriculture		Non-Agriculture		Mines	
Year	Rs.	Year	Rs.	Year	Rs.
(1)	(2)	(3)	(4)	(5)	(6)
1960	0.87 to 1.00	1960	1.25	1982	8.75 (overground)
1965	1.00	1965	1.50		10.50 (below ground)
1972	2.00	1972	2.50	1983	9.75 (overground)
1974	3.00	1974	3.00		11.75 (below ground)
1976	4.00	1975	5.00		
1980	5.00	1981	6.00	1985	11.00 (overground)
1982	6.00	1983	6.50		
1984	7.50	1984	7.50		13.25 (below ground)

The District Labour Officer reports that the actual rate prevailing in the district in May, 1985 is Rs. 7.50 per day for agricultural labourers, Rs. 6.50 per day for unskilled non-agricultural labour and Rs. 7.50 per day for unskilled industrial labour.

For *bidi* workers, the rate for rolling 1,000 *bidis* was Rs. 1.37 in 1952, Rs. 1.50 in 1960, Rs. 3.00 in 1973, Rs. 4.50 in 1976 and Rs. 7.45 in 1982.

During the last two decades or so, some substantial seasonal income accrues to the tribal people from plucking of Kendu leaves and Sal seeds. The price of Kendu leaves payable to pluckers is fixed under the Orissa Kendu Leaves (Control of Trade Act), 1961 every year by Government, keeping in view the recommendation of the Advisory Committee constituted u/s 4 of the Act. One of the aims of the Kendu leaf nationalisation effected in the year 1973, was to give remunerative price to the

Kendu leaf pluckers. In 1973, the price was fixed at 30 leaves per paise. This rate remained stationary till the year 1977. In 1978, 1979 and 1980 it was reduced to 20 leaves. In 1980-81 and in 1982, it was re-fixed at 15 leaves. But in 1983, it was further reduced to 10 leaves per paise. In 1984 and 1985, it was fixed at 12 leaves per two paise. This will show that the income of the tribal people from Kendu leaves has steadily grown from year to year.

Previously there was no use of Sal seeds. With a solvent extraction plant set up by an entrepreneur in Rairangpur of Mayurbhanj district, the tribal people got some income by engaging themselves seasonally during the months from April to June for collection of Sal seeds. The Forest Department had fixed the rate at 20 paise per kilogram of undecorticated Sal seeds and 30 paise per kilogram of decorticated Sal seeds. In 1981, it was raised to 40 paise and 55 paise respectively. This was an executive order. But from the year 1982, on nationalisation of Sal seed trade the Labour and Employment Department have fixed the rates under the Minimum Wages Act and the current prevailing rate is Re. 0.45 paise for undecorticated and Re. 0.90 paise for decorticated Sal seeds. Sal seed is a highly fluctuating crop and no stable out-put could be envisaged in any particular year. The highest production was 13,445 tonnes in the year 1973 followed by 12,758 tonnes in 1979. The lowest was 186 tonnes in the year 1980. In 1984, the collection was 3,978 tonnes. There is, however, wide-spread complaint regarding payment of Sal seed wages to the pluckers to the effect that they are getting less than what is prescribed by Government under the Minimum Wages Act.

STANDARD OF LIVING

The district is mainly agricultural and the prosperity of the people depend in a measure on weather and crops. When the rainfall is copious and evenly distributed throughout the year, people reap good harvest and are contented ; when the contrary is the case the pinch of distress is widespread. In recent years, the impact of urban life, welfare and developmental measures undertaken by the Government, modern means of communication, etc., have effected a good deal of influence on the standard of living of the people.

Pre-Independence Period

Most of the people depended on agriculture and forest produce. But they were usually poor and needy. Thrift and economy were but little practised, and the desire for accumulation of money was conspicuous by its absence. The cottages were usually mud huts with a thatched roof. The hilly areas were inhabited mainly by the Bhuiyans, Juangs, Bathudis and Gandas. Their ordinary food consisted of rice or other grains boiled into a porridge. They ate mango and numberless jungle roots.

In the early part of the 20th century, a small minority of the people were engaged in trade, while the mass found occupation in agriculture. Manufacture was limited to tusser cloths in Anandapur and a fine wire for the *sitar* made at Kendujhar. Trade consisted of the export of rice, oil-seeds, lac, tusser cocoons, cloth, hides, *mahua*, horns, *sabai* grass, timber, fuel, honey and *gur*. The export trade was principally in the hands of petty outside merchants, supplemented by a growing band of local people. Marwari and other trading classes found their way in and established shops at convenient centres and markets.

During the period 1911—20, agricultural condition was on the whole prosperous, partly due to the rise in the price of agricultural produce. The northernmost subdivision Champua started developing mining and timber industries which attracted a considerable number of people and augmented their standard of living. The construction of Amda-Jamda section railway line also improved the economic condition of the people.

During the period 1921—30, there was a great improvement in the health of the people and the out-turn of principal crops was satisfactory throughout the decade. There was, however, a heavy flood in the river Baitarani in 1927 which affected the health and agriculture of the riparian people.

In the next decade (1931—40) there were poor harvests in 1934, 1935 and 1938. But the rise in the price and the wage level helped to a general improvement in the economic condition of the agriculturists and the labourers. The pinch of unemployment was not felt by the landless people as a large number of them found remunerative employment in the mining areas and in the Public Works Department undertakings of the ex-State.

During the period 1941 to 1946 the harvest was exceptionally good except in the years 1942 and 1946. The rise in the price level of foodgrains due to war condition helped the agriculturists to augment their income. A large section of the people also found employment in the Public Works Department and the mining areas of the district. The out-turn of *char*, *kendu*, *kusum*, jack fruit, mango and other edible fruits were also good which helped a lot to the poor people. Owing to unfavourable weather the out-turn of crops in 1942 was not satisfactory. But measures were taken to restrict the export of foodgrains which ensured the supply of foodgrains in all parts of the ex-State. Price of paddy and rice was controlled throughout the ex-State and kept in a reasonable level.

Post-Independence
Period

The period 1951—60 was significant for its planned development of rural economy. Five Year Plans were introduced which contributed to the overall prosperity of the people. Special schemes for the tribal people were introduced through National Extension Service Blocks. The entire district was covered by Community Development Blocks through which many-sided developmental works were undertaken. A number of minor irrigation projects were executed. Improved techniques in agriculture were adopted. Opening of new dispensaries, supply of drinking water in rural areas, programmes to control and prevent epidemic diseases, construction of roads, spread of education, etc., contributed substantially to the material progress of the people. In 1957, a mining school for training technical personnel was established at Kendujhar. In the same year a Science college was also opened at Kendujhar for providing higher education.

The economic survey of 1954-55 indicates that about 88·0 per cent of the Scheduled Castes and 81·8 per cent of the Scheduled Tribes families were dependent on agriculture for their livelihood. Besides, 16·9 per cent of the Scheduled Castes and 17·4 per cent of the Scheduled Tribes families belonged to the agricultural labour class. The tribal families of the district got employment as non-agricultural labourers in mining areas and only a smaller percentage of these families was dependent on agriculture as compared with other districts of Orissa. About 55·3 per cent of the agricultural families in the district were owner-cultivators and 14·0 per cent were agricultural labourers. Agricultural tenants constituted 5·8 per cent of the total number of rural families. The *per capita* supply of agricultural land in the district was 0·70 acres which indicates the poor condition of the agricultural economy. The data reveal that in 1954-55 the average level of income per farming family was Rs. 288·95 per year. Next to the farming families in numerical importance were the households who depended primarily, and many of them wholly, on wages by working in farm or in non-farm occupations. Their annual income per family was Rs. 119·53. The data reveal that the net income from the rural trade was Rs. 836·74 on the average per trading establishment. The level of income of the barbers, washermen and priests was exceedingly low which indicates that the families pursuing these avocations belonged to the low income group.

A family budget enquiry was conducted in 1960. The design of the survey was one of stratified systematic sampling. For the purpose of this survey the districts, viz., Kendujhar, Mayurbhanj and Sundargarh were grouped under one region. The data reveal that cereals claimed about two-ninth of the total consumption in the rural areas as against two-eighth in the urban areas. Milk and milk-products claimed a lower proportion in the rural areas than in the urban. Other food items constituted 60 per cent in the rural family budget as against 12.5 per cent in the urban family budget. As regards the non-food items of consumption, the urban people spend a greater proportion of their total expenditure than the rural people. This is spectacularly different in respect of durable and semi-durable goods where the urban people spend a lot more than their counterparts in the rural area.

The above consumption pattern holds good till now and, as one would expect, cereal consumption in the rural areas is primarily in non-cash terms while in the urban areas it is in cash-terms. This clearly shows that the urban people buy most of their cereal requirements while the 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 is prevalent between cash and non-cash consumption in the rural areas, while in the urban areas cash consumption constitutes the main factor. The trend with regard to cash and non-cash consumption of other food items is in the same direction as that of milk and milk-products both for the rural and the urban areas. In respect of fuel, light, intoxicants, amusements, toilets, clothes and sundry goods the entire consumption is in cash-terms. For miscellaneous goods and services, and durable and semi-durable goods cash consumption both in rural and urban areas is of overwhelming proportion. So, one may conclude by saying that in respect of food items rural people depend more on home-grown stock than their counterparts in the urban areas while for the non-food items their dependence on market is almost parallel. In other words, the urban people depend on the market for almost everything they use, while the rural people purchase a few items only. The increase in the prices of various articles of daily consumption has hard-hit the urban people. In towns shops dealing in grocery, cloth, stationery, fuel, steel and wooden furniture, utensils, optical

goods, books and periodicals, medicine, fancy goods, etc., have sprung up in large number. The number of automobile repairing shops, bicycle and rickshaw repairing shops, watch repairing shops, tailoring shops, hair-cutting saloons, hotels, vegetable shops, betel shops, etc., are also gradually increasing. The urban areas present a picture of all the socially significant sections of the people from the unskilled labourer to the well-to-do and the rich. The impact of urban life and the modern means of communication have considerably affected the food habits and luxuries of the rural people. Beverage like tea has become common even in village homes. Bicycles have become a common possession. Many fashionable articles like motor-cycles, mopeds, radios, transistors, electric fans, petromax lanterns, stoves, textiles of synthetic yarn, wrist-watches, microphones, goggles, shoes, stainless and aluminium utensils, plastic wares, scented oils, cosmetics, etc., have made their way into the rural areas. With the expansion of communication facilities, businessmen are able to despatch their goods to the remote countryside. Consequently, shops selling varieties of goods, both luxuries and essential commodities, have now appeared in almost all big villages. Tailoring shops, bicycle-repairing shops and tea shops are coming up in every big village. With more money in the hands of the cultivators, use of sugar, Vanaspati ghee, fish, egg, baby-foods, etc., in the villages is becoming common. Many of the big villages have been electrified. Pucca houses have been constructed by the well-to-do people. Model houses, and low-cost houses for the weaker section of the community are being built by the Government in the rural areas as well. The standard of living of the people is improving steadily due to adoption of improved agricultural techniques, execution of irrigation projects, use of improved seeds and manures, establishment of various cottage industries, and above all, general consciousness created through the agency of Community Development Blocks and Integrated Tribal Development Agencies, etc. Organisations for women, and youth are set up to conduct cultural and social activities. With the availability of the co-operative credit, bank loans and Government loans the cultivators find an easy way to escape from the clutches of private money-lenders who used to charge a high rate of interest. The Savings Bank facility and the availability of Small Savings Certificates in Post Offices are inducing many people to keep their savings in Pass Books and National Saving Certificates. With the nationalisation of banks people have been benefited at large by getting cash loans for productive and self-employment purposes. Moreover, various development programmes of the Government evoke an urge for improvement and progress among the people.

The standard of living of the industrial workers in the district is better. The following price index will show their capacity of expenditure. The table below is a consumer price index for industrial workers of Barbil taking 1960 as the base year.¹

Item	1965	1969	1970	1971	1972	1973	1974	1975	1976	1977	
General	..	119	172	184	183	195	213	285	311	292	309
Food	..	125	189	199	205	222	246	339	361	306	327
Betel, Supari, Tobacco and Intoxicants	..	106	120	120	134	128	132	156	210	303	297
Fuel and Light	..	101	172	172	176	174	162	222	278	348	273
Housing	..	100	100	100	100	100	100	100	100	100	100
Clothing, Bedding and footwear	..	127	156	158	161	186	223	290	330	342	373
Miscellaneous	..	121	162	171	186	190	210	274	263	273	312

Source: Indian Labour Journal

However, the economic condition of most of the people belonging to the Scheduled Castes and the Scheduled Tribes is very poor. They are mostly Juangs and Bhuiyans. The Juangs live in the hill tract called Juang *pirh* and the Bhuiyans live in the adjoining hill tract called Bhuiyan *pirh*. The Bhuiyan *pirh* is confined to Banspal Community Development Block. The Juang *pirh* spread into Banspal, Telkoi and Harichandanpur Community Development Blocks. The Juangs and the Bhuiyans are tradition-bound, shy and secretive in nature. They practise extensively a primitive system of cultivation known as shifting cultivation which is most unproductive and leaves behind a mark of destitution. The method involves cutting and burning of trees and bushes in the hill slopes to prepare patches of land for cultivation. *Rasi* or til along with some pulses are cultivated in these plots in the first year. In the second year the same plots are used for the cultivation of paddy. Mandia and Gangoi are cultivated along with paddy in the borders of the field. In the third or fourth year the land is abandoned and another piece of land is selected for similar cultivation. In addition to agriculture, food gathering occupies a prominent place in their economy. They collect

¹. Economic Survey of Orissa, 1977, by Bureau of Statistics and Economics, Orissa, p. 177

roots, tubers, green leaves and mushrooms from the jungles to supplement their diet. They also collect minor forest products and sell these in barter as well as in cash to meet their necessities. Their dress is simple. Women wear clothes which they wrap several times round the upper part of their body and place one end on the shoulder. They adorn their bodies with various ornaments mostly made of brass and wear long necklaces of beads. Men generally wear a small piece of *dhoti* and a napkin.

The problems for the eradication of poverty and sufferings of these tribal people are so vast that the Community Development programmes could not mitigate it. In order to redress their sufferings, the Government of India in association with the Government of Orissa undertook the project called the Tribal Development Agency with a view to bring about significant changes in their economic condition. The Project was sanctioned, with effect from the 1st July, 1974 with an outlay of rupees 1.5 crores to undertake the main economic development programmes, such as ;

- (a) proper utilisation of land and water, development of agriculture and horticulture, settlement of landless families with lands, prevention of shifting cultivation and introduction of afforestation measures to control soil erosion ;
- (b) introduction of subsidiary occupations like rearing of goat and sheep, piggery, poultry, dairy development, bee-keeping, sericulture, etc. ;
- (c) strengthening of co-operative and marketing infrastructure supplemented by a net-work of link roads ; and
- (d) undertaking debt relief measures specially to free the tribal people from their existing burden of debts and to safeguard against alienation of tribal lands and their restoration to the original owners.

The project area comprises three Community Development Blocks, viz., Banspal, Telkoi, and Harichandanpur in Kendujhar subdivision with an area of 3,562.796 square kilometres and a total population of 1,70,095 persons according to the Census of 1971. Of the total population 1,04,736 belonged to the Scheduled Tribes and 13,686 to the Scheduled Castes. Out of the total outlay of Rs. 1.5 crores the Tribal Development Agency received a total grant-in-aid of Rs. 138 crores till 30-6-1979 when the project was closed, the total outlay of Rs. 1.50 crores was utilised under the programme in the following schemes.

Name of the Programme	Financial outlay (Rupees in lakhs)
1. Agriculture including supply of bullocks, implements, oil seed developments and input assistance	33.09
2. Horticulture (backyard plantation, mango <i>insitu</i> plantation and guava orchard)	2.30
3. Reclamation of wastelands and land development	22.50
4. Irrigation including lift irrigation, MIPs and dugwells	30.00
5. Animal husbandry ..	3.83
6. Afforestation ..	4.00
7. Communication ..	25.00
8. Co-operation ..	9.00
9. Rural Industries including sericulture ..	1.50
10. Training and publicity ..	1.10
11. Administration ..	17.68
	150.00

The impact created in the area by the T.D.A. (Tribal Development Agency) required constant follow-up action. To continue the process of tribal development the T. D. A. was converted into another agency called Integrated Tribal Development Agency (I. T. D. A.) with effect from the 1st July, 1979. Two such agencies were started, one at Kendujhargarh covering all the Community Development Blocks of Kendujhar subdivision and another at Champua covering all the C. D. Blocks of Champua subdivision. Like the T. D. A., the I. T. D. A. was also a registered body under the Societies Registration Act, 1860. There is a Project Level Committee/Governing Body overseeing the working of the agency headed by the Collector as the Chairman and a Class I Officer of the State Administrative Service as the Project Administrator of Kendujhar I.T. D. A. area. For Champua I. T. D. A. the Subdivisional Officer functions as the Project Administrator in addition to his own duties as its area and population are less than those of Kendujhar I. T. D. A. The district level officer of different departments incharge of development works are the members of the I. T. D. A. along with the M. P., M. L. A.s and Chairman of the Panchayat Samities. The B. D. O. continues to remain as the grass-

Integrated
Tribal
Development
Agency

root level officer for implementation of the I. T. D. A. programmes, such as identification of Scheduled Tribe beneficiaries within the criteria fixed by the Government, sponsoring of applications of the identified Scheduled Tribes to the financing institutions for sanction of loan and for delivery of income generating assets, etc. Besides family-oriented programmes, the I. T. D. A. also allots some funds for creating critical infrastructure like small irrigation works, repair of primary school buildings etc., and contributes substantially to the education of tribal children by putting up low cost hostels. According to programmes, Government will establish at least one low cost hostel for tribal people in each of the 87 Grama Panchayats in I.T.D. A. areas.

Juang Deve-
lopment
Agency

To take care of special needs of development of the Juangs, a Micro Project called 'Juang Development Agency' (JDA) covering 20 Juang villages of Banspal Panchayat Samiti is also functioning in this district with special allocation from the Government of India.

Modified
Area Deve-
lopment
programme

As Anandapur subdivision is not included in the Scheduled Area (Scheduled Tribe population being less than 50 per cent), I. T. D. A. programmes could not be extended to that subdivision. All the same the number of Scheduled Tribes inhabiting that subdivision is not small. Therefore, a special development programme called "Modified Area Development Programme" (M. A. D. A.) was introduced in the year 1978-79 covering the jurisdiction of Hatadihi and Anandapur C. D. Block areas. The Subdivisional Officer, Anandapur, functions as Chairman of the governing body of the M. A. D. A. and schemes are implemented through the normal Block agency with additional allocation but without any additional staff.

Integrated
Rural Deve-
lopment
programme

Experience showed that implementation of various plan schemes did not percolate down below to benefit the weaker section of the society. As a result, even with increase in Gross National Product (GNP) in the country, the level of backwardness and the percentage of people below the poverty line did not diminish. From the very start of the Sixth Five Year Plan, emphasis was, therefore, shifted to family-oriented poverty eradication programmes by preparing suitable schemes for the uplift of each individual family below the poverty line. A survey for estimating percentage of families below the poverty line undertaken by the Government of India shows that the percentage of such people is the highest in Orissa., i. e., 66.40 per cent against the all India average of 48.13 per cent. There has yet been no districtwise survey in Orissa to determine the percentage of people below the poverty line in each district. Poverty line is defined as income of Rs. 65 per capita per month at 1977-78 prices corresponding to

minimum 2,400 calories requirement per person in rural areas and Rs. 75 per capita per month corresponding to 2,100 calories requirement in urban areas. (Owing to steep increase in the cost of living since 1977-78, this income limit is no longer valid in real life situations).

To ensure development of persons below the poverty line through family oriented schemes, a special programme called the Integrated Rural Development Programme (I. R. D. P.) which was first conceived and initiated in a few selected Blocks in the country in the Fifth Five Year Plan was extended to all the development Blocks in the country from the Gandhi Jayanti day on 2nd October, 1980 as a centrally sponsored scheme on 50:50 basis between the Centre and the State Governments. This agency replaced the previous agency called the Small Farmers Development Agency (S. F. D. A.) started in 1978-79 and which had also replaced another agency called Marginal Farmers and Agricultural Labourers Agency (M. F. A. L.) functioning from 1970-71. The latter two agencies had much smaller scale of assistance to be applied to smaller number of schemes and beneficiaries. Under the concept of I. R. D. P. schemes are increased in number and its terms were liberalised and expanded to include the beneficiaries not only small and marginal farmers and agricultural labourers but also rural artisans.

To effectively implement the above poverty eradication programmes, the District Development Organisations had to be strengthened. At the district level a single agency being responsible for implementation of all such special programmes, called the District Rural Development Agency (D.R.D.A.) under the Chairmanship of the Collector and with a Class-I Orissa Administrative Officer or a senior scale I. A. S. Officer as the Project Director was constituted. A number of subject-matter specialists on Veterinary, Agriculture, Co-operation, Statistics and Industry were appointed as Additional Project Officers to assist the agency in identification of thousands of families of the target group in each Block, preparation of plans for assisting these families, arranging credit support from nationalised Banks, monitoring the progress and implementation of the schemes and other follow-up action to ensure that the beneficiaries derive lasting benefits whereby they cross the poverty line. The normal pattern of assistance to individual families is 25 per cent subsidy for small farmers and 33½ per cent for marginal farmers and landless labourers. But for tribal people a uniform subsidy of 50 per cent was fixed. The balance amount required for implementation of the various family-oriented development schemes was to be arranged through bank finance of the various nationalised banks on a differential rate of interest (D.R.I.) which is 4 per cent against the normal commercial rate of 18 per cent.

District
Rural
Development
Agency

The aim under the I. R. D. A. was to raise 600 families per C. D. Block per year above the poverty line during the period of Sixth Five-Year Plan. The annual allotment of Rs. 6 lakhs per Block fixed in 1981-82 was raised to Rs. 8 lakhs per Block since 1982-83. Out of this, 10 per cent could be spent on infrastructure development, $7\frac{1}{2}$ per cent for establishment and 82.50 per cent towards subsidy to individual families on specific poverty eradication programmes for the benefit of the target group, i. e., the small farmer, marginal farmer or an agricultural labourer, or a village artisan. The small farmer was defined as a cultivator with land holding below 5 acres in unirrigated area and below 2.5 acres in irrigated area. The marginal farmer was defined as a cultivator holding land up to 2.5 acres in unirrigated area and 1.25 acres in irrigated area. An agricultural labourer was defined as a cultivator without any land holding except homestead and deriving more than 50 per cent of his income through agricultural wages. In Kendujhar the I. R. D. P. was initially started in two C. D. Blocks, namely, Ghasipura and Hatadihi in 1980-81. In 1981-82, it was extended to all the 13 C. D. Blocks of the district. The following figures show the sectorwise and itemwise coverage of beneficiaries under the I.R.D.P. for the period 1980-81 to 1983-84.

Sector/Item	Number of beneficiaries
Agriculture—	
Land Development	793
Horticulture	498
Supply of bullocks and bullock carts	7,817
Minor Irrigation—	
Dugwell	2,530
Pump set	217
Individual tank	18
Community Minor Irrigation	40
Lift Irrigation Project	3,397
Animal Husbandry—	
Milch animals	1,298
Goat and sheep	7,728
Piggery	147
Poultry and duckery	33

Sector/Item	Number of beneficiaries
Fishery	338
Sericulture and Bee-Keeping	7,985
Industry, Service and Business	859
Village Industry and Rural Artisans Programme	1,271
Tertiary Services—	
Repairing and maintenance shop	83
Tailoring shop	340
Rickshaw puller	230
Bullocks with bullock cart	186
Small business	3,534
Others	2,148
Total	41,490

Of these, 22,012 were Scheduled Tribes and 6,572 were Scheduled Castes. This is in addition to Scheduled Tribe beneficiaries covered under I. T. D. A. and M. A. D. A. programmes which are special programmes for the benefit of the tribal people only.

As stated above, Orissa is in the lowest wrung of backwardness so far as poverty is concerned. The I. R. D. Programme sponsored to benefit the poor people is an all India programme and it applies to all the states equally. This was not considered sufficient to raise the economic level of the poorer people of Orissa. It was in this context that the State Government launched a special programme called Economic Rehabilitation of Rural Poor (E. R. R. P.) in 1980 with a view to assisting above 5 lakh families to cross the poverty line over a period of five years. E. R. R. P. envisages schemes to benefit the poorest 10 beneficiaries in each of the approximately 50,000 villages in the State so as to enable them to get a steady income of about Rs. 3,000 per year from some moveable or immoveable asset, against the annual economic ceiling of about Rs. 3,500 for the target group under I. R. D. A. An E. R. R. P. beneficiary is a poor family whose total annual income does not exceed Rs. 1,200 and which has no income producing asset. The pattern of assistance is 100 per cent subsidy on land-based and fishery schemes and 75 per cent subsidy on animal husbandry and other tertiary schemes.

Economic
Rehabilita-
tion of Rural
Poor

The following is the achievement under different schemes under E. R. R. P. from 1980-81 to 1983-84.

Schemes	Number of beneficiaries
Land-Based Scheme—	
Annual cropping	.. 170
Cashew	.. 2,351
Canal embankment coconut plantation	950
Animal Husbandry Scheme—	
Dairy	.. 704
Goatery	.. 2,115
Sheepery	.. 321
Piggery	.. 116
Poultry	.. 3
Duckery	.. 1
Fishery Scheme—	
Tank	.. 733
Reservoir	.. 80
Non-Agricultural Employment Scheme—	
Tusser	.. 271
Mulberry	.. 66
Handloom	.. 4,534
Carpentry	.. 12
Blacksmithy	.. 20
Bullock cart	.. 67
Others	.. 2,750
Total	.. 15,264

Out of the above, 5,962 are Scheduled Tribe beneficiaries and 2,190 are Scheduled Caste beneficiaries.

National
Rural
Employment
Programme

In the rural areas of Orissa landless agricultural labourers form the poorest sector of the population. They get employment for about 100 days in a year in the rainfed areas which count for about more than 80 per cent of the cultivated area. The

Food for Work Programme (F. W. P.) was conceived in January, 1977 as a centrally sponsored scheme for generation of additional employment opportunity in the rural areas by utilising the surplus foodgrains in the country and it continued up to October, 1980. This was re-vamped, re-constructed and re-named as National Rural Employment Programme (N. R. E. P.) in October, 1980 for providing supplementary employment opportunities to work-seekers during the lean employment periods of the year and thereby improve their nutritional status and strengthen the rural infrastructure. F.W.P. was being executed by giving only foodgrains to the labourers at subsidised prices. Under N. R. E. P. each labourer gets only 1 kg. of foodgrains as a part of his wage and the balance in cash. In order that the investment under this programme yields maximum benefit, works are dispersed in the whole Block area. Projects of afforestation, basic amenities to benefit Scheduled Tribes and Scheduled Castes communities, minor irrigation works, soil conservation, land development, etc., have been assigned priority under this scheme. Middlemen, such as contractors are eliminated and payment is made through muster-roll, and work is executed either through village committees or the Grama Panchayats. Wage component for a project should not be less than 50 per cent of the project cost. The cost is shared on 50:50 basis between the Centre and the State. In Kendujhar district, the programme was started in 1980-81 and till the year 1984-85, an amount of Rs. 220.82 lakhs has been spent on different work projects in the district under N. R. E. P.

Towards the end of the Sixth Five-Year Plan, it was, however, felt that the hard-core of rural poverty particularly pertaining to employment opportunity for the landless during the lean agricultural season has to be tackled in a more direct and specific manner. Therefore, towards the last period of 1983-84, the Government of India introduced a new scheme with 100 per cent assistance to the State Government called Rural Landless Employment Guarantee Programme (R. L. E. G. P.), with two basic objectives, namely, (1) to improve and expand employment opportunities for rural landless with a view to providing guaranteed employment to at least one member of landless labourer household up to 100 days in a year, (2) creation of durable assets to strengthen the rural infrastructure which will lead to rapid growth of rural economy. In 1984-85, Kendujhar district was given an allotment of 79.71 lakhs which was fully spent.

Another poverty eradication programme called Training of Rural Youth for Self-Employment (T. R. Y. S. E. M.) was also started in the country as a part of the I.R.D. Programme with a view to providing self-employment opportunities for the rural youth. TRYSEM pre-supposes mainly three things for the rural youth to take up self-employment, i.e.,

Rural Landless Employment Guarantee Programme

Training of Rural Youth for Self-Employment

short training course, credit facilities, and marketing facilities. The objective was to train at least 40 youths in each Block. Till 1984-85, 2,142 youths have been trained out of which 1,567 have been rehabilitated under different schemes like carpentry, tailoring, cycle repairing, wool knitting, smithy, dairy, etc.

Bonded
Labour

The Government of India enacted a legislation called the **BONDED LABOUR SCHEME (Abolition) Act, 1976** for the abolition of bonded labour system (Bethi system) with a view to preventing the economic and physical exploitation of the weaker section of the society. With effect from 25th October, 1975, every obligation of a bonded labour to re-pay any debt as remained unsatisfied stood extinguished and that bonded labourer got free from such obligations. Any agreement or custom in respect of the enforcement of bonded labour system was made illegal and punishable under the Act. But the emphasis remained more on rehabilitation of the bonded labourers rather than on prosecution of bonded labourer keepers. This Act replaced the Orissa Debt Bondage Abolition Regulation, 1948 (Regulation 1 of 1948) which had aimed at making the Bethi system illegal without making provision for rehabilitation of the helpless bonded labourers.

A centrally sponsored scheme for rehabilitation of released bonded labourers came into operation during 1978-79 on 50:50 matching contribution basis. During the period 1980-81 to 1984-85, 1,766 bonded labourers were identified, 1,073 were released and rehabilitated at a total expenditure of Rs. 30.82 lakhs.

Twenty
Point
Economic
Programme

An important economic programme called the **20-Point Economic Programme** was introduced in the country in July, 1975 for social and economic development of the poor people which aimed at both infrastructure development and beneficiary uplift programmes. It was implemented through various plan and non-plan schemes under the Central and State Governments. It was revised and re-oriented in 1980 and a new 20-point programme was introduced as a charter of economic liberation. In view of Orissa's backwardness and heavy constraints of people below the poverty line, the programme has greater significance for the State as a whole and this district in particular. The items of the new 20-point economic programme is given below :

1. Increase irrigation potential, develop and disseminate technologies and inputs for dry land agriculture.
2. Make special efforts to increase production of pulses and vegetable oil seeds.

3. Strengthening and expansion of coverage of—Integrated Rural Development Programme and National Rural Employment Programme.
4. Implementation of agricultural land ceilings, distribution of surplus land and completion of the compilation of land records by removing all administrative and legal obstacles.
5. Review and effective enforcement of minimum wages for agricultural labour.
6. Rehabilitation of bonded labour.
7. Accelerated programmes for the development of Scheduled Castes and Tribes.
8. Supply of drinking water to all problem villages.
9. Allotment of house sites to rural families who are without them and expansion of the programmes for construction assistance to them.
10. Improvement of the environment of slums, implementation of the programmes of house building for economically weaker sections and measures taken to arrest un-warranted increase in land prices.
11. Maximisation of power generation, improvement of the functioning of electricity authorities and electrification of all villages.
12. Vigorous implementation of afforestation, social and farm forestry, and development of bio-gas and other alternative energy sources.
13. Promotion of family planning on voluntary basis as people's movement.
14. Substantial augmentation of universal primary health care facilities and control of leprosy, T. B. and blindness.
15. Accelerated programmes of welfare for women and children and nutrition programmes for pregnant women, nursing mothers and children, specially in tribal, hilly and backward areas.
16. Spread of universal elementary education for the age-group 6-14 with special emphasis on girls, and simultaneous involvement of students and voluntary agencies in programmes for the removal of adult illiteracy.
17. Expansion of public distribution system through more fair-price shops, including mobile shops in far-flung areas and shops to cater to industrial workers, students' hostels, and making available to students text books and exercise books on priority basis and promotion of a strong consumer protection movement.

18. Liberalisation of investment procedures and streamlining of industrial policies to ensure timely completion of projects. All facilities to handicrafts, handlooms, small and village industries to enable them to grow and up date their technology.

19. Continuation of strict action against smugglers, hoarders and tax-evaders and check of black money.

20. Improving the working of public enterprises by increasing efficiency, capacity utilisation and the generation of internal resources.

Achievements under the various sectors are fully dovetailed into the State and Central Plan schemes by making adequate budget provisions. Monitoring Committees have been set up at different levels and the programmes are being reviewed by official and non-official committees in different forums. Some of the beneficiary-oriented poverty amelioration programmes under the new 20-Point Programme are linked up with institutional finance. At the implementation stage certain constraints were observed in smooth flow of credit. To overcome these difficulties various co-ordination committees have been set up at the State and district levels. The Collector co-ordinates the activities of all implementing agencies including nationalised banks in monthly/quarterly meetings.

GENERAL
LEVEL OF
EMPLOYMENT
IN DIFFERENT
OCCUPATIONS

The jurisdiction of the District Employment Exchange covers the entire district. The scope of employment in the private sector is limited mostly to flour mills, hullers, saw mills and mining quarries. Some people get employment in the ferro-manganese plant located at Joda. Job opportunities are also found in Government offices and in the recently constructed charge chrome plant at Palasapanga.

Employment
Exchange

An Employment Exchange was first started at Champua on the 1st February 1957. It was shifted to Joda on the 22nd June, 1957 and subsequently to Kendujhar on the 11th April, 1961. To meet the employment activities in the district three sub-offices were opened at Joda, Ghasipura and Champua in February 1962, February 1973 and November 1975 respectively. Besides, a Rural Employment Bureau was opened at Telkoi on the 24th February, 1975 to meet the job requirements of the Scheduled Castes and the Scheduled Tribes of the area. These offices are under the control of the District Employment Officer with headquarters at Kendujhar.

As regards the employment seekers, generally graduates in Arts, Science and Commerce, under-graduates, matriculates, unskilled workers and skilled workers like electricians, wireman, plumber,

welder, drivers, typists and stenographers registered their names in the Employment Exchange. The following table shows the number of registration, placement and the Live Register for the period 1969 to 1984.

Year		Registration	Placement	Live Register
1969	..	6,762	1,034	3,768
1970	..	8,612	823	3,372
1971	..	8,762	1,043	6,158
1972	..	10,293	1,341	8,178
1973	..	17,967	3,113	17,867
1974	..	13,131	1,166	13,131
1975	..	9,819	1,259	9,818
1976	..	9,300	1,336	11,042
1977	..	9,470	787	14,175
1978	..	10,364	885	16,027
1979	..	12,478	1,058	17,573
1980	..	13,617	840	20,190
1981	..	9,046	715	17,999
1982	..	8,743	1,031	17,648
1983	..	6,958	514	18,223
1984	..	8,593	436	21,547

**COMMUNITY
DEVELOP-
MENT**

The Community Development Programme was introduced in the district with the inauguration of the Community Development Block at Telkoi on the 1st April, 1954. The district has been divided into 13 Community Development Blocks. According to the Census of 1971 the total population of the Community Development Blocks was 894,480.

A list of the Community Development Blocks with their date of inception, number of villages, and Grama Panchayats has been given in Appendix I of this chapter.

The achievements of the Community Development Blocks in the district are narrated below.

Agriculture

During the period, 1st July, 1976 to the 30th June, 1977 out of 660,990.88 hectares of land, 257,588.30 hectares were sown for food crops. During the period April, 1976 to March, 1977 improved seeds of paddy 2,142.87 quintals, wheat 548.78 quintals, jawar 2.21 quintals, maize 251.89 quintals, ragi 53.45 quintals, pulses 22.30 quintals, cotton 0.24 quintal, oil-seeds 77.63 quintals and vegetable seeds 65.67 quintals were distributed. Fertilisers, such as, Calcium Amonium Nitrate 882,784 tonnes, Super Phosphate 608,374 tonnes and Amonium Phosphate 215,186 tonnes were distributed. 3,616 kilograms of green manure seeds were distributed. 810,606 litres of liquid chemical pesticides and 11,656 kilograms of pesticide powder were distributed. Fruit trees of 24,771 number were transplanted and 134,876 numbers of compost pits and 420 quintals of bonemeal were produced. There were 183 private workshops for manufacturing agricultural implements and implements worth of Rs. 3,531 were manufactured during the year.

**Animal
Husbandry
and
Veterinary**

In 1976-77, there were 17 Veterinary dispensaries, 61 Stockman Centres, 25 Artificial Insemination Centres and one dairy farm in the Community Development Blocks. During the period, 8,217 animals were castrated and 615 cows were artificially inseminated. Inoculations and vaccinations were given to 77,991 animals as preventive measures.

**Health and
Rural
Sanitation**

In 1976-77, there were 21 dispensaries, 13 Primary Health Centres, 34 Maternity and Child Welfare Centres and 21 Family Planning Centres. Besides, there were 8 training centres for Dhais. During the year, 12 smokeless chullahs and 43 wells were constructed. Two wells were renovated.

In 1976-77, there were 1,927 Primary schools and 58 Sevashrams. Of the total Sevashrams 4 were residential schools. Besides, there were 306 Middle English schools and 6 Ashram schools of Middle English schools standard. There were 85 High English schools, and 6 Ashram schools of High English school standard. In these schools 79,128 boys and 43,520 girls were enrolled of which 39,931 boys and 19,474 girls belonged to the Scheduled Castes and the Scheduled Tribes. There were 3567 male and 190 female teachers of which 2526 male and 126 female teachers were trained.

Education

In 1976-77, there were 65 registered and 333 unregistered Yubak Sanghas with 2246 and 10,421 members respectively. Besides, there were 174 libraries and reading rooms, 5 Adult Literacy Centres, 94 playgrounds, 16 Rural Radio Forums with 48 radio sets and 85 sewing centres where 316 women were trained in sewing.

Social
Education

In 1976-77, there were 210 registered and 276 unregistered Mahila Samitis with 5758 members and 11,493 members respectively. Besides, there were 19 Balwadi centres imparting education to 590 children. Seventy-two Mahila Samitis had their own buildings. Two sewing centres were functioning with 49 sewing machines and 274 members.

Women's
Programme

In 1976-77, there were 287 km., 719 km., 736 km., and 282 km. of roads maintained by the Panchayat Samitis, Grama Panchayats, Public Works Department and Rural Engineering Organisation respectively. Two hundred and eighteen kilometres length of State Highway, 92 km. length of National Highway and 16 kilometres length of rail roads were passing through the Community Development Blocks of the district.

Communi-
cation

During the period July 1976 to June 1977, the net irrigated area was 11,377.29 hectares of which 2678.20 hectares through government canals, 197.90 hectares through private canals, 1220.20 hectares through tanks, 880.63 hectares through wells, 331.52 hectares through tube-wells and 6068.84 hectares through other water sources.

Irrigation

In 1976-77, there were 467 electrified villages. 1284 villages were provided with Primary schools. Post offices and Telegraph offices were provided to 214 and 13 villages respectively. There were 5 model villages and one Gramadan village. Drinking water facility was available to 1794 villages with 2076 drinking water wells, 264 tube-wells, and 380 tanks. There were 5 small-scale industrial units of which one was managed by Grama Panchayat. An area of 26 hectares was brought under soil conservation. There were two units for pisciculture.

General

APPENDIX I

A list of Community Development Blocks with their names, number of Grama Panchayats, number of villages and date of inception.

Name of Block	Number of Grama Panchayats	Number of villages	Date of inception of the Block
(1)	(2)	(3)	(4)
Kendujhar ..	21	237	1-4-1956
Harichandanpur ..	17	211	1-10-1958
Patana ..	15	152	1-4-1960
Ghatagan ..	17	144	1-4-1955
Saharpada ..	14	140	1-4-1962
Telkoi ..	17	146	1-4-1954
Banspal ..	17	169	1-4-1961
Anandapur ..	13	120	1-6-1957
Hatadihi ...	18	204	1-10-1956
Ghasipura ..	19	195	1-10-1962
Champua ..	17	149	10-10-1966
Joda ..	13	117	1-4-1956
Jhumpura ..	15	151	1-10-1959