

CHAPTER 2

MANPOWER AND EMPLOYMENT

2.01 Development depends upon the basic ingredient of manpower. A huge human resource is the strength that can bring forth a growing economy to developed stage, thereby creating ample employment opportunities. According to 2001 population Census, Orissa comprises 4.7% of India's landmass and 3.58% of the India's population. The State is endowed with vast natural resources like large coastal line, huge forest cover, plenty of water resources and rich mineral deposits, it is still identified as one of the poorest State in the Country. Poverty and Unemployment are two burning problems for the State. While the labour force shows an increasing trend over the years, the employment opportunities in the organized sector has already been saturated. In spite of introduction of a number of Employment Generation Programmes by Central Government as well as State Government, the backlog of un-employment in the State by the end of Eleventh Five Year Plan period has been estimated to be 13.93 lakh. To fight the situation, focused attention is being given for creation of sustainable self-employment opportunities in the State through rapid industrialisation along with due weightage to agriculture as nearly 80% of the population depends upon it for employment.

2.02 The population of the State, according to the 2001 Census, is 368.05 lakh which is about 3.58 % of the population of the Country.

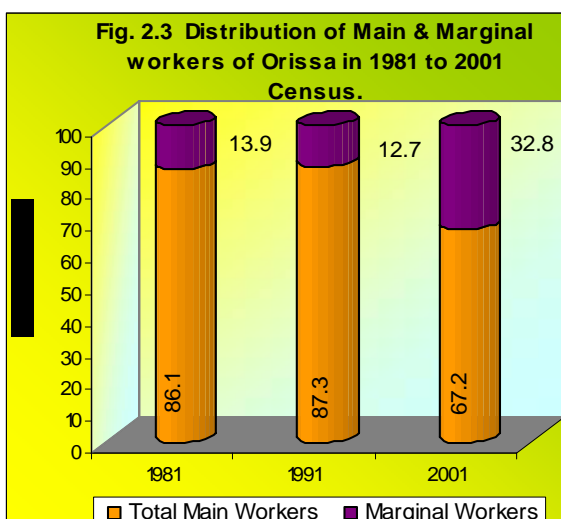
2.03 The decennial growth rate of population at 16.25% during the decade 1991-2001 was much lower than the corresponding growth rate of 20.06% during the previous decade (1981-91). The growth of population in Orissa and India since 1901 has been shown in Annexure-2.1.

2.04 The density of population which was 203 per sq. km in 1991 has increased to 236 in 2001, as compared to the corresponding all India figures of 267 and 313 respectively.

2.05 As regards Decadal Growth Rate (DGR), it was observed that, Khurda district has the highest DGR i.e. 24.99% followed by Nawarangpur (21.15%) and Bhadrak (20.61%). Lowest DGR has been observed in Bolangir district (8.63%). The DGR for Orissa stood at 16.25% while it was 21.54% at all India level as per 2001 population Census. Further, DGR in urban population has been very high i.e. 30% to 50%. The high growth rate may be attributed to either installation of different projects which attracted immigration to these areas or due to the development of more urban growth centers.

2.10 Higher literacy rate among females is a better indicator for socio economic progress along with overall literacy rates. The literacy rate among female is highest in Khurda district (70.4%) and lowest in Nawarangpur district (20.79%).

2.11 Census, 2001 data reveals that, the percentage of total workers to total population in the State has increased marginally from 37.53% to 38.79% and at the same time, the percentage of main workers to total workers has declined from 87.33% to 67.17%. The distribution of main and marginal workers from Census 1981 to Census 2001 is given in Fig.2.3.



2.12 The proportion of male workers to male population and female workers to female population in the State, as per 2001 Census stood at 52.5% and 24.7% respectively while corresponding proportion at National level remained at 51.7% and 25.6% respectively.

2.13 As per Census report the number of main workers in 1991 was 103.78 lakh which declined to 95.89 lakh in 2001. This comprised of 34.35 lakh (35.8%) cultivators, 20.98 lakh (21.9%) agricultural labourers, 4.04 lakh (4.2%) workers in house-hold industries and 36.52 lakh (38.1%) other workers. The percentage of cultivators and agricultural labourers to total workers has reflected a declining trend from Census 1981 to Census 2001. This indicates that workers engaged in agriculture and allied activities preferred to divert to non-agricultural sector as their main activity mainly due to rapid industrialisation which offers stable occupation.

2.14 As per 2001 Census, there were 142.76 lakh workers in the State out of which 95.89 lakh were main workers and 46.87 lakh marginal workers. The main workers and marginal workers constitute 67.2% and 32.8% of the total workers respectively. District-wise occupational classifications of main workers, marginal workers and total workers according to 2001 Census have been presented in Annexure 2.3. Out of 46.87 lakh marginal workers, 8.12 lakh (17.3%) were cultivators, 29.01 lakh (61.9%) agricultural labourers, 2.97 lakh (6.3%) workers engaged in house-hold industries and 6.76 lakh (14.4%) were other workers.

2.15 Table 2.2 shows the economic classification of workers in Orissa since Census - 1981.

Table - 2.2
Economic Classification of Workers in Orissa

(Number in Thousands)

Sl. No.	Category of Workers	As per 1981 Census		As per 1991 Census		As per 2001 Census	
		Number	%	Number	%	Number	%
A.	MAIN WORKERS						
1.	Cultivators	4053	(40.4)	4599	(38.7)	3435	(24.1)
2.	Agricultural labourers	2397	(23.9)	2977	(25.1)	2098	(14.7)
3.	Live stock, forest, fisheries etc.	207	(2.1)	193	(1.6)	N.C.	N.C.
4.	Mining and quarrying	72	(0.7)	101	(0.8)	N.C.	N.C.
5.	Manufacturing and processing						
	i. Household industries	285	(2.8)	324	(2.7)	404	(2.8)
	ii. Other than household industries	313	(3.1)	364	(3.1)	N.C.	N.C.
6.	Construction	96	(1.0)	90	(0.8)	N.C.	N.C.
7.	Trade and commerce	355	(3.5)	558	(4.7)	N.C.	N.C.
8.	Transport, storage and communication	136	(1.4)	181	(1.5)	N.C.	N.C.
9.	Other services / other workers	721	(7.2)	991	(8.3)	3652	(25.6)
	TOTAL MAIN WORKERS	8635	(86.1)	10378	(87.3)	9589	(67.2)
B.	MARGINAL WORKERS	1387	(13.9)	1505	(12.7)	4687	(32.8)
C.	TOTAL WORKERS (A+B)	10022	(100.0)	11883	(100.0)	14276	(100.0)
D.	TOTAL NON-WORKERS	16348		19777		22528	

N.C. – Not compiled

N.B: Figures in brackets are percentages to total workers,

* Other workers in 2001 Census – all workers except Cultivators, Agricultural Labourers and Household Industries.

Source: 1981, 1991 and 2001 Census.

REGISTERED UNEMPLOYMENT

2.16 Employment Exchanges are normally undertaking registration of eligible unemployed persons with an aim to provide them possible placement in the existing vacancies under different public sector establishments. There are 80 Employment Exchanges in the State functioning under Directorate of Employment. During 2007, about 1.47 lakh job-seekers including 0.35 lakh females were registered in Employment

Exchanges as against 2.41 lakh job seekers including 0.62 lakh females registered during 2006. Out of total 1,46,503 lakh registrants during 2007, 23,405 were SCs and 20,662 were STs which together constitutes 30.07% of the total registrants. During 2007, 3526 number of vacancies were notified as against 2103 vacancies notified during 2006. During 2007, 4189 placements were made including the spillover vacancies notified earlier. Out of total 4189 placements made during 2007, 880

(21%) were female, 768 (18.3%) were SCs and 983 (23.5%) were ST. The percentage of placement made to total nos. of applicants on the Live Register is negligible i.e. only 0.52%.

Table 2.3 shows the status of registration, vacancies, and placements made in the State since the year 2000.

Table 2.3
Registration, Notification of Vacancies and Placement made through Employment Exchanges

Year	Registration made during the year	Vacancies notified	Placement made				Vacancies notified as % to registration made	Placement made as % to registration made
			Total	SC	ST	Female		
2000	164577	3171	2421	407	422	403	1.93	1.47
2001	130586	2620	2412	445	336	583	2.01	1.85
2002	141234	2239	2601	393	338	615	1.59	1.84
2003	168824	2325	1529	231	293	443	1.38	0.91
2004	267337	1760	1760	238	266	420	0.66	0.66
2005	143323	1876	1908	203	267	275	1.31	1.33
2006	240963	2103	586	106	118	111	0.87	0.24
2007	146503	3526	4189	768	983	880	2.41	2.86

Source: Directorate of Employment, Orissa.

2.17 Table 2.4 presents the live register position in Orissa for the last eight years. There were 9.07 lakh registrants on the Live Register by the end of 2006 which steps down to 7.97 lakh by the end of the year 2007 showing a decline of 13.8%. Out of total 7.97

lakh applicants on Live Register, 1.78 lakh (22.33%) were female, 1.50 lakh (18.82%) were SCs, 1.16 lakh (14.55%) were STs and 1.24 lakh (15.56%) were illiterate and of under- matric qualification.

Table 2.4
Live Register Position in Orissa

Year	Total applicants	Below Matric	Matriculate and under graduate	Graduate and post-graduate (general)	Graduate and post-graduate (technical)	Other diploma holders	Total educated unemployed (col.4+5+6+7)
1	2	3	4	5	6	7	8
2000	968	187	587	175	5	14	781
2001	906	169	559	160	5	13	737
2002	762	146	462	133	8	15	616
2003	737	127	454	107	34	15	610
2004	859	114	552	138	39	16	745
2005	834	117	523	163	6	25	717
2006	907	151	559	171	5	21	756
2007	797	124	498	142	5	28	673

Source : Directorate of Employment, Orissa, Bhubaneswar.

2.18 Table 2.5 shows the live register position of technical graduates and post graduates in the State for the last seven years. The table reflects that the number of technical graduates on the live register is in a declining trend since 2004. The technical graduates on the live register during 2004 were 5600, which declined to 4766 by the end of 2007. Incase of technical post graduate, after showing an increasing trend till the end of 2006, it is declining to 361 by the end of 2007. Overall, the number of technical graduates and post graduates on the live register is showing a declining trend since 2004.

Table 2.5

Live Register Position of Technical Graduates and Post-graduates in the State.

Category	(In numbers)						
	Job seekers by the end of the year						
	2001	2002	2003	2004	2005	2006	2007
1. Technical graduates							
a) Engineering							
i. Civil	364	359	392	396	424	366	332
ii. Electrical	938	830	873	912	687	715	654
iii. Mechanical	430	458	672	823	907	881	778
iv. Electronics	334	306	373	499	445	474	432
v. Chemical	36	43	42	54	57	51	41
vi. Metallurgical	25	19	19	18	15	12	13
vii. Agril. Engineering	93	73	58	71	80	72	49
viii. Computers	52	81	188	281	323	346	278
ix. Others	169	229	174	185	162	134	195
Total (a)	2441	2398	2791	3239	3100	3051	2772
b) Medical	1829	2145	2233	1937	1523	1227	1443
c) Veterinary	43	47	53	11	19	77	37
d) Agriculture	529	440	393	413	422	515	514
e) Pharmacy	-	-	-	-	-	-	-
Total (1)	4842	5030	5470	5600	5064	4870	4766
2. Technical post-graduates							
a) Engineering	12	16	28	30	28	112	19
b) Medical	10	20	20	15	133	150	60
c) Veterinary	4	3	3	3	3	3	2
d) Agriculture	247	303	327	372	323	308	280
Total (2)	273	342	378	420	487	573	361
Grand Total (1+2)	5115	5372	5848	6020	5551	5443	5127

Source: Directorate of Employment, Orissa, Bhubaneswar

EMPLOYMENT IN ORGANISED SECTOR

2.19 Table 2.6 shows the employment in the organized sector basing on the employment market area information available with the Directorate of Employment. During the year 2000 there were 7.11 lakh employees in the public sector establishments which declined to 5.98 lakh by the end of December, 2007. Similarly, the number of employees in the organized private sector increased from 0.87 lakh to 0.90 lakh during the same period, i.e. while the public sector employment decreased by 15.89%,

organized private sector employment increased by 3.45% over the year 2000. Similarly, while the women employees in the public sector increased from 0.89 lakh during 2000 to 0.92 lakh during 2007 (up to December), showing an increase of 3.37%, women employees in the organized private sector remained almost same. The percentage of women employees to total employees which was 12.4% during the year 2000 has increased to 14.8% by the end of 2007 mainly due to reservation for women in selection of posts.

Table 2.6
Employment in the Organised Sector

(In thousand)

Year	Public sector		Private sector		Total Organized sector employment	Women employees in Organized sector	Percentage of women employees to total employees
	Total	Women	Total	Women			
2000	711	89	87	10	798	99	12.4
2001	717	92	89	10	806	102	12.7
2002	692	93	79	10	771	103	13.4
2003	680	96	87	10	767	106	13.8
2004	657	96	89	11	746	107	14.3
2005	655	100	90	11	745	111	14.9
2006	627	100	89	11	716	111	14.9
2007	598	92	90	10	688	102	14.8

Source: Directorate of Employment, Orissa, Bhubaneswar.

2.20 In order to create greater employment avenues for women, both in organised as well as in un-organised sectors, it has been proposed to continue the following measures.

- ◆ To eliminate gender bias in recruitment and to improve working condition for women employees.
- ◆ To organize women's associations in the form of societies to enable them to get

part-time employment in the productive sectors.

- ◆ To keep a close watch on change of occupational structure of women workers and improve their educational standards.
- ◆ To explore new areas of employment for women.
- ◆ To provide vocational training in various fields to improve employability by developing skills of educated as well as un-educated women.

- ◆ *To develop new job opportunities and higher skill levels in the tertiary sector for educated women by providing training in specific fields.*

EMPLOYMENT IN UNORGANISED SECTOR

2.21 A number of Self Employment and Wage Employment Schemes/ programmes initiated during earlier Plans are continuing during the Eleventh Five Year Plan period which are briefed in the following paragraphs.

2.22 The scheme "Swarna Jayanti Gram Swarozgar Yojana" (SGSY) is being implemented in the State since 01.04.1999 by amalgamating the earlier schemes like I.R.D.P. (Integrated Rural Development Programme), TRYSEM (Training of Rural Youth for Self Employment) and DWCRA (Development of Women and Children in Rural Area). The objective of "SGSY" is to bring every assisted poor family above the poverty line within a period of three years. During 2007-08, 87,171 Swarozgaries were assisted for self employment under this programme with an expenditure of Rs.116.95 crore as against 68,687 Swarozgaries assisted with an expenditure of Rs.86.11 crore during 2006-07. Out of 87,171 Swarozgaries benefited during 2007-08, 22,082 belong to SCs, 24,838 belong to STs and 77,972 were women beneficiaries.

2.23 In order to create employment avenues for the unskilled labourers of rural areas, a Centrally Sponsored Scheme

"Sampoorna Gramina Rojgar Yojana" is being implemented in the State since 25th September, 2001. The main objective of the scheme is to provide additional wage employment in rural areas, ensure food security, create durable community assets and develop rural infrastructure. The scheme was in operation in six districts viz. Cuttack, Jagatsinghpur, Kendrapara, Khurda, Nayagarh and Puri district during 2007-08 with a target to create 88.27 lakh mandays of which 74.17 lakh mandays could be created during 2007-08 with an investment of Rs.68.65 crore.

2.24 National Rural Employment Guarantee Scheme is in operation in 24 districts of the State. During 2007-08, about 400.64 lakh mandays have been created with an expenditure of Rs.643.86 crore.

2.25 Prime Minister's Rozgar Yojana (PMRY), a Central Plan Scheme was implemented in the State since 1993-94 for providing Self Employment Opportunities to educated unemployed youth within the age group of 18-35 years (relaxation of 10 years in upper age limit for candidates belonging to SC/ ST/ Women/ PH/ Ex-service Men category) having minimum qualification of class-VIII pass and annual family income of Rs.1, 00,000 or less. Under this programme the eligible candidates were allowed to avail loan assistance up to Rs.5.00 lakh. 1,28,798 beneficiaries have been provided financial

assistance to the tune of Rs.803.61 crore under the programme and 1,09,669 micro-enterprises have been setup providing employment opportunity to 2,26,810 persons till March, 2008. The scheme was closed in 2008-09. In its place a new scheme called Prime Minister's Employment Generation Programme (PMEGP) has been made operational from 2008-09.

CHILD LABOUR

2.26 "The out of school children in the age group of 6-14 years engaged in hazardous or non-hazardous work, whether paid or unpaid in domestic chore augmenting the family income is regarded as Child Labour'. The unbridled alarming problem of Child Labour sets to make the social reforms fragile. While the children are expected to read in schools and build up a career since they are the hope of the future, they are engaged in different activities taking the brunt like an adult and lament due to the pressure of the virulent and exploitative conditions created by the employers. It is generally perceived that the parents, withering in drought of funds reeling under traumatic conditions are unable to send their children to school. Besides, indifferent attitude of parents, illiteracy, superstitions, illusion and less economic returns after education of their children are also the reasons for not sending the children to school.

2.27 In spite of the imposition of Child Labour Act and implementation of different

Child Welfare Programmes, there is a large number of Child Labourers in the State. As per 2001 population Census, the child population in the State in the age group of 5-14 was 86.34 lakh, of which 3.78 lakh (4.4%) were engaged in various economically gainful activities and 94.4% of them were engaged in rural areas. Out of total 3.78 lakh workers in the age group of 5-14, 1.10 lakh (29.1%) were categorized as main workers while 2.68 lakh (70.9%) were marginal workers. Out of total 3.78 lakh workers in the age group of 5-14 the percentage of girl workers was 51.5%. Further, Census sources also reveal that about 26.3% of the total child Labourers were illiterate.

2.28 A Child Labour survey was conducted in the State during 1997. Total 2,54,711 numbers of establishments/ worksites including 22,543 hazardous establishments were covered in the survey, out of which 1,74,811 establishments including 13,083 hazardous establishments were found to engage Child Labourer. Total 2,15,222 Child Labourers were identified during the survey out of which 93696 (43.5%) were girls and 23,761 (11.04%) were engaged in hazardous establishments.

2.29 The parents embroil their children in different paid activities to support their income so that the other siblings and unemployed educated youth are maintained properly. Some of the female children are confined to

the domestic chore in taking care of children, the aged and disabled. The working children toil for long hours and get fewer wages. The payment of wages depends on the whims of the employer since the children are silent in nature and succumb to tortures due to lack of their union or any other resistance.

2.30 Although a slew of enactments are formulated to eradicate Child Labour, they are either not adhered or enforced. However, rehabilitation of Child Labour is sine qua-non of social reformatory measures. National Child Labour Projects have been sprawled over the State as an integral part of rehabilitating the tender Child Labourers. Under these Projects, Child Labour Schools have been spanned over the State to rehabilitate Child Labourers enrolling them in these schools. After completion of the condensed course, the children are fitted into the main stream of formal education. Each child during the tenure of education is paid Rs.100 and mid-day meal at par with other schools is also provided.

2.31 Twenty four National Child Labour Projects are operating in 24 districts (except Bhadrak, Boudh, Jagatsinghpur, Kendrapara, Khurda and Puri) in the State with an object of eliminating Child Labour from hazardous occupation through non-formal education and vocational training. Under this scheme 20/ 40 special school and have been opened for 100/ 50 Child Labour for non-formal education and

vocational training. By the end of 2007-08, 990 NCLP special schools have been sanctioned by Government of India out of which 891 are in operation and 44,741 Child Labourers have been admitted in these special schools.

2.32 As recommended by the Technical Advisory Committee on Child Labour headed by the Director General , ICMR, Govt. of India have imposed ban on employment of children as domestic help or servant at the roadside 'dhabas' and such recreational centers under the Child Labour (Prohibition & Regulation) Act, 1986 with effect from October'2006.

BONDED LABOUR

2.33 Bonded Labour System, a heinous arrangement, was more or less prevalent in the State like other parts of India which has been tackled by implementing Bonded Labour Act and rehabilitating the released Bonded Labourers with financial support from Government of India. 50,792 Bonded Labourers including 13,904 SCs and 20,424 STs have been identified in the State by the end of March 2008 of which 41.4% belonged to undivided KBK districts. Highest number of Bonded Labourer has been identified in Bolangir district (4931) followed by Mayurbhanj district (3496) while lowest number was found in Deogarh district (115). By the end of March, 2008 about 49,013 Bonded Labourers were released and 47,044 including 13,121 SC and 18,357 ST were

rehabilitated with an expenditure of Rs. 18.24 crore. At present 47 Bonded Labourers are yet to be rehabilitated out of which 12 belong to Bolangir district, identified and released from Bengalur. Similarly, 33 Bonded Labourers (2 from Ganjam, 13 from Jajpur and 18 from Sonepur districts) have been identified and released from Salem district of Tamilnadu in October 2006 and the rest 2 were identified and released from Sambalpur district.

2.34 In the mean time, the State Govt. have released a sum of Rs. 2.40 lakh in May 2008 for rehabilitation of 12 Bonded Labourers released from Bengalur. In order to provide livelihood support to Bonded Labourers, a Project has been prepared with the cooperation of CBT (MF) World, Bolangir and placed for approval.

SPECIAL DRIVE FOR SELF EMPLOYMENT

2.35 As the scope of employment opportunities in the organised sector is limited, Govt. has accorded high priority for employment generation through self employment ventures and providing financial and marketing support, appropriate training, to the unemployed youth. During the year 2005, State Government has framed "State Employment Policy" and constituted a "High Power Employment Mission" under the Chairmanship of Hon'ble Chief Minister and an Executive Body of the Employment

Mission under the Chairmanship of the Chief Secretary.

2.36 An amount of Rs.9.45 crore was provided to 'Orissa State Employment Mission Society (OSEMS)' during the year 2005-06 and 2006-07 to conduct training programmes for skill up-gradation and augmenting self employment opportunities in the State. During 2007-08, a sum of Rs.17.00 crore has been sanctioned to OSEMS for the purpose. There is a budget provision of Rs.36.10 crore under Employment Mission during 2008-09, out of which an amount of Rs.20.00 crore has been earmarked towards imparting computer training to 62,200 educated unemployed youths, through OCAC. Utilising the above funds, skill up-gradation training have been provided to 12,216 un-employed youth during 2005-06 and 2006-07. During 2007-08, training of 13842 unemployed youth has been undertaken with the help of Industries Department and Director, Technical Education and Training, Orissa.

2.37 Besides, 'Atma Nijukti Paramarsha Melas (ANPM)' have been organised in each block to bridge the gap between the job seekers and the opportunities available. During 2007-08, about 61,027 candidates have participated in the Melas. During 2007-08, Special Atma Nijukti Paramarsha Melas (ANPM) for differently-able persons were organised in all the blocks. 1,49,774 disabled persons participated in these melas. Apart

from these, training programmes are being conducted by various organizations to create Self Employment Opportunities among the unemployed youths. Some of these are follows:

- *Skill upgradation training has been imparted to 44 SCIST Degree Engineers by CET, Bhubaneswar in the current year.*
- *Other skill upgradation trainings such as apparel manufacturing, driver cum mechanic basic mechanism / AUTOCAD, medical attendant to 100 ST candidates by KISS and in fishing sector etc. have been undertaken during 2008-09.*
- *Computer training to 62,200 educated unemployed youths has been taken up through OCAC in the current year. .*

Employment Generation during 11th Plan Period

2.38 As per the recommendations of the Planning Commission, a fresh estimate of labour force, work force and un-employed in the State has been prepared basing on the 'Current Daily Status (CDS) Approach' and NSS data. The backlog of un-employment has

been estimated as 14.13 lakh person years in the State at the beginning of 11th Five Year Plan Period, i.e.2007-08. During 11th Five Year Plan period (2007-12), about 10.53 lakh additional labour force are likely to join in the labour market, while 10.73 lakh person years of employment is likely to be generated. Thus, Additional Employment Generation during 11th Plan Period may exceed the projected additional labour force by 0.20 lakh and the back log of unemployment which was estimated to be 14.13 lakh at the beginning of 11th Plan period (2007-08) may be reduced to 13.93 lakh person years by 2011-12. Similarly, in the Annual Plan 2008-09, 2.08 lakh person- years of additional labour force are likely to be added to the labour market as against employment to the extent of 2.11 lakh person years, which is likely to be generated, leaving a back log of 14.07 lakh person years at the end 2008-09.

