

# CHAPTER 2

## MANPOWER AND EMPLOYMENT

2.01 Amelioration of poverty and reduction in unemployment continue to be the prime objectives of development planning. In order to achieve this twin objectives, several self-employment and wage employment programmes have been launched both in rural and urban areas to benefit particularly economically backward and socially vulnerable target groups. The problem of unemployment among educated youths, who generally seek employment in Government and semi Government offices, public sector undertakings, factories, business establishments etc. is more acute. Although it was aimed to achieve near-full employment by the end of the Ninth Plan, the problem of unemployment still persists.

2.02 The population of the State, according to the 2001 Census, was 367.07 lakh, which is about 3.6% of the population of the country. The decennial growth rate of population of 15.94% in the State during the decade 1991-01 was much lower than the growth rate of 20.06% during the previous decade. The density of population which was 203 per sq. km in 1991 increased to 236 in 2001, as compared to the corresponding all India figures of 267 and 324. The sex ratio of 971 females per 1000 males in 1991 marginally increased to 972 in 2001 which is much higher than the all India figures 927 and 933 respectively. The total literacy rate in the State which was 49.09% during 1991 has increased to 63.61% in 2001 Census. The female literacy rate has increased remarkably from 34.68% to 50.97% during the same period.

2.03 As per the 2001 provisional Census, the proportion of workers to total population was 38.88% which is higher than that of 1991 Census (37.53%). Main workers accounted for 67.07% of the total number of workers while marginal workers accounted for 32.93%. The proportion of workers in rural areas was 88% and in urban areas 12%. The proportion of male workers to total workers was 69% in 2001 (P) Census as compared to 73% in 1991 Census. The proportion of male workers to male population and female workers to female population in 2001 (p) Census stood at 53% and 25% respectively as compared to 54% and 21% in 1991 Census. Classification of main workers as per 2001 Census is yet to come out completely.

2.04 Out of the total workers of 142.73 lakh in 2001 Census, 29.7% were cultivators, 35.0% were agricultural labourers, 4.8% were engaged in household industries and 30.5% were other workers. The percentage of other workers seems to be high as

classification of workers other than cultivators, Agriculture labour and workers in house hold industries is yet to be complied. The corresponding figures in 1991 Census were respectively 38.7, 25.1, 2.7 and 30.4%. The economic classification of workers in Orissa as per 1981 Census to 2001 Census is given in Table 2.1. The startling fact is that the pressure of population on agriculture has not eased during these two decades.

**Table 2.1**  
**Economic Classification of Workers in Orissa**

(In thousands)				
Sl. No.	Category of Workers	As per 1981 Census	As per 1991 Census	As per 2001 Census
1	2	3	4	5
<b>A. MAIN WORKERS</b>				
1.	Cultivators	4053 (40.4)	4599 (38.7)	4238
2.	Agricultural labourers	2397 (23.9)	2977 (25.1)	5001
3.	Live stock, forest, fisheries etc.	207 (2.1)	193 (1.6)	N.C.
4.	Mining and quarrying	72 (0.7)	101 (0.8)	N.C.
5.	Manufacturing and processing			
	i. Household industries	285 (2.8)	324 (2.7)	689
	ii. Other than household industries	313 (3.1)	364 (3.1)	N.C.
6.	Construction	96 (1.0)	90 (0.8)	N.C.
7.	Trade and commerce	355 (3.5)	558 (4.7)	N.C.
8.	Transport, storage and communication	136 (1.4)	181 (1.5)	N.C.
9.	Other services / other workers	721 (7.2)	991 (8.3)	4344*
<b>TOTAL MAIN WORKERS</b>		8635 (86.1)	10378 (87.3)	9573
<b>B. MARGINAL WORKERS</b>		1387 (13.9)	1505 (12.7)	4700
<b>C. TOTAL WORKERS (A+B)</b>		10022 (100.0)	11883 (100.0)	14273
<b>D. TOTAL NON-WORKERS</b>		16348	19777	22434

N.C. – Not compiled

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

Source : 1981 and 1991 Census of India.

\* Other workers in 2001 Census – all workers except Cultivator, Agricultural laborers and Household industries.

## **EDUCATED UNEMPLOYMENT**

2.05 At present there are 80 Employment Exchanges / Bureau functioning in the State under Directorate of Employment which normally undertake registration of

eligible candidates for possible placement in public sector. There are about 7.62 lakh job seekers who have registered their name for employment by the end of 2002 as against 9.06 lakhs by the end of 2001 showing a decline of 15.9 percent over the previous year. The stock of job seekers has declined due to shrinking of job opportunities in the organised sector. Besides, registration in Employment Exchanges is not mandatory for availing job opportunities as per the present decisions. The stock of registered educated job seekers (matriculate and above) on the live register by the end of the year 2001 was about 7.37 lakh which declined to 6.18 lakh by the end of 2002 showing a decrease of 16.2% over 2001. Out of 6.18 lakh educated job seekers on the live register, 1.38 lakh (22.33%) were women. Among the educated job seekers, 4.65 lakh belong to matriculate and under graduate category which constitute 75.2% of the total educated job seekers, Out of 1.38 lakh women job seekers with the Live Registers of different Employment Exchanges, 0.79 lakh (57.2%) were matriculate and under graduates, 0.33 lakh (23.9%) graduates and 0.22 lakh (15.9%) below matric. Table 2.2 shows the Live Register position of Orissa since 1998.

**Table 2.2**  
**Live Register Position in Orissa**

(in thousands)

Sl. No.	Year	Total applicants	Below matric	Matriculate and under graduate	Graduate and post-graduate (general)	Graduate and post-graduate (technical)	Other diploma holder	Total educated unemployed (col.5+6+7+8)
1	2	3	4	5	6	7	8	9
1	1998	1000	240	575	167	5	13	760
2	1999	1004	234	579	172	5	14	770
3	2000	968	187	587	175	5	14	781
4	2001	906	169	559	160	5	13	737
5	2002	762	144	465	133	5	15	618

Source : Directorate of Employment, Orissa, Bhubaneswar.

2.06 The trend of unemployment in respect of technical manpower as per the Live Register is presented in Table 2.3. The number of registered technical job seekers as on December 1998 was 4969, which after showing a fluctuating trend reached at 5372 by the end of 2002. Among the technical job seekers, Graduate Engineers belonging to Civil , Electrical, Mechanical and Electronics streams constituted 36.4% in the year 2002.

**Table 2.3**  
**Live Register Position of Technical Manpower in Orissa**

( In numbers)

Sl. No.	Category	Job seekers by end of the year				
		1998	1999	2000	2001	2002
1	2	3	4	5	6	7
<b>1. Technical graduates</b>						
a.	Engineering					
i.	Civil	433	412	403	364	359
ii.	Electrical	866	918	808	938	830
iii.	Mechanical	606	576	501	430	458
iv.	Electronics	389	359	271	334	306
v.	Chemical	33	31	37	36	43
vi.	Metallurgical	30	34	28	25	19
vii.	Agril. Engineering	76	92	106	93	73
viii.	Computers	-	-	48	52	81
ix.	Others	78	64	141	169	229
<b>Total (a)</b>		<b>2511</b>	<b>2486</b>	<b>2343</b>	<b>2441</b>	<b>2398</b>
b.	Medical	1848	1848	1784	1829	2145
c.	Veterinary	19	56	4	43	47
d.	Agriculture	410	461	558	529	440
e.	Pharmacy			7	-	-
<b>Total (1)</b>		<b>4788</b>	<b>4851</b>	<b>4696</b>	<b>4842</b>	<b>5030</b>
<b>2. Technical post-graduates</b>						
a.	Engineering	-	10	14	12	16
b.	Medical	-	7	10	10	20
c.	Veterinary	2	4	5	4	3
d.	Agriculture	179	214	241	247	303
<b>Total (2)</b>		<b>181</b>	<b>235</b>	<b>270</b>	<b>273</b>	<b>342</b>
<b>Grand Total (1+2)</b>		<b>4969</b>	<b>5086</b>	<b>4966</b>	<b>5115</b>	<b>5372</b>

Source : Directorate of Employment, Orissa, Bhubaneswar

2.07 Shrinking of job opportunities in the organised sector has created negative attitude among the job seekers and influenced the registration position over the years. There were about 2.09 lakh job seekers who registered their name with the employment exchanges during 1998, which declined to 1.31 lakh during 2001. But during the last year i.e. 2002, the number of registered job seekers increased to 1.41 lakh showing an increase of 7.9% over 2001, Out of 1.41 lakh job seekers who registered their name during the 2002, 18.2% were women and 26.4% belonged to SC, ST OBC, SEBC, & PH etc.. During the year 2002, 2601 placements were made including 615 women, 393 SC, 338 ST and 21 physically handicapped candidates against 2239 vacancies notified during the same

year. Table 2.4 shows the registration, notification of vacancies and placement position in the State since 1998.

**Table 2.4**

***Registration, Notification of Vacancies and Placement.***

Sl. No.	Year	Registrations made in employment exchanges	Vacancies notified	Vacancies notified as percentage to registrations made	Placement made		
					Number	Percentage to vacancies notified	Percentage to registrations made
1	2	3	4	5	6	7	8
1	1998	2,09,036	8,074	3.86	4,369	54.11	2.09
2	1999	2,29,581	4,741	2.07	5,024	105.97	2.19
3	2000	1,64,577	3,171	1.93	2,421	76.35	1.47
4	2001	1,30,586	2,620	2.01	2,412	92.06	1.85
5	2002	1,41,234	2,239	1.59	2,601	116.17	1.84

Source : Directorate of Employment, Orissa, Bhubaneswar.

### ***EMPLOYMENT IN THE ORGANISED SECTOR***

2.08 Table 2.5 shows that the total employment in the organised sector by the end of the year 2002 was 7.71 lakh as compared to 8.06 lakh by the end of 2001 showing a decrease of about 4.34%. The total employment in the public sector has decreased from 7.17 lakh in 2001 to 6.92 lakh in 2002, registering a decrease of 3.49% whereas in the organised private sector it has declined from 0.89 lakh to 0.79 lakh during the said period. Organised private sector in the State contributed only 10.25% of the total organised sector employment in 2002. With the private sector playing a greater role in the development of the economy consequent upon economic liberalisation, proportion of employment in the private sector is expected to increase in the coming years.

2.09 The State Government accord high priority to providing jobs to women. As a result, the proportion of women employees in the organised sector has been gradually increasing. Orissa is one of the few pioneering States to reserve 30% jobs for women in all the Government Departments and State public sector Agencies. During the year 2001, 277.89 lakh employees were engaged in the organised sector at all India level, of which the

female employees were about 49.49 lakh (17.8% to total employees). In the Public Sector 191.38 lakh employees including 28.59 lakh female employees were engaged in 2001 while about 86.52 lakh employees including 20.80 lakh female were engaged in the organized private sector at all India level. During the same period, 8.06 lakh employees including 1.02 lakh female were engaged in the organised sector in Orissa. By the end of 2002, the employment in the organised public sector and private sector of the State was about 6.92 lakh and 0.79 lakh respectively while the women employees to the total employees in the public sector and in the organised private sector were about 13.4% and 12.7% respectively. Women employees constituted 13.4% of total employees in the organised sector at the end of 2002 as against 12.7% at the end of 2001 in the State. In public sector, the number of women employees increased from 0.92 lakh in 2001 to 0.93 lakh in 2002, while the number of women employees in the organised private sector remained all most same for the last four years.

**Table 2.5**  
**Employment in the Organised Sector**

(in thousands)

Sl. No.	Year	Public sector		Private sector		Total organised sector employment	Women employees in organised sector	Percentage of women employees to total employees
		Total	Women	Total	Women			
1	2	3	4	5	6	7	8	9
1	1998	712	82	99	11	811	93	11.5
2	1999	709	83	93	10	802	93	11.6
3	2000	711	89	87	10	798	99	12.4
4	2001	717	92	89	10	806	102	12.7
5	2002	692	93	79	10	771	103	13.4

Source : Directorate of Employment, Orissa, Bhubaneswar.

2.10 In order to create greater employment avenues for women, both in organised and un-organised sector it has been proposed to take the following measures during the Tenth Plan period.

- i. To eliminate gender bias in recruitment and to improve working condition for women employees.
- ii. To organise women's associations in the form of societies to enable them to get part-time employment in the productive sector.
- iii. To keep a close watch on change of occupational structure of women workers and improve their educational standard.
- iv. To explore new areas of employment for women.

- v. To provide vocational training in various field.
- vi. To develop new job opportunities and higher skill levels in the tertiary sector for educated women by providing training in specific field.

### ***EMPLOYMENT IN THE UNORGANISED SECTOR***

2.11 A number of self employment and wage employment schemes/ programmes initiated during earlier Plans are continuing during the Tenth Plan period.

2.12 The scheme "Swarnjayanti Gram Swarozgar Yojana" (SGSY) has been launched by Government of India with effect from 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 in three years. During 2002-03, 48,925 swarozgaries were assisted for self employment under this programme with an investment of Rs. 54.99 crore as against 59,233 swarozgaries assisted with an investment of Rs.61.39 crore during 2001-02. During 2003-04 an amount of Rs.9.90 crore has been proposed as the State share for the scheme.

2.13 Sampoorna Gramina Rojgar Yojana (SGRY), a Centrally sponsored scheme was launched by Government with effect from 25.9.2001 restructuring the erstwhile "Jawahar Gram Samrudhi Yojana (JGSY) and Employment Assurance Scheme (EAS). 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. During 2002-03, under Sampoorna Gramin Rojgar Yojana , stream-1 (previous EAS) scheme, 291.35 lakh mandays of employment were generated with an investment of Rs.171.66 crore as against 244.16 lakh mandays of employment generated with an investment of Rs.163.58 crore during 2001--02 . Similarly during 2002-03, under Sampoorna Gramina Rozgar Yojana , stream-II (previously JGSY scheme) 307.68 lakh mandays were generated with an investment of Rs.157.81 crore as against 236.80 lakh mandays employment generated with an investment of Rs.148.69 crore during 2001-02.

2.14 Prime Minister's Rozgar Yojana (PMRY) which was launched in 1993-94 aims at providing employment to educated unemployed youth in the age group of 18-35 having requisite educational qualification and annual family income of Rs.40,000/- or less. The beneficiaries are provided loan assistance up to Rs. 2.00 lakh to under take self-

employment ventures. An amount of Rs.525.28 crore was sanctioned in favour of 70,526 beneficiaries of which a sum of Rs.343.58 crore has been disbursed to 54540 beneficiaries by the end of 2001-02. During 2002-03, against the target of 12,850 beneficiaries, application from 47,640 beneficiaries were received and an amount of Rs.69.94 crore had been sanctioned in favour of 10,375 beneficiaries against which Rs.3.33 crore has been disbursed to 736 beneficiaries by the end of April 2003. It is intended to cover 68,370 beneficiaries under PMRY during the Tenth Plan Period i.e. 2002-07.

### ***EMPLOYMENT GENERATION DURING 2003-04 AND TENTH PLAN PERIOD (2002-07)***

2.15 In the light of Planning Commission's observation a fresh estimate of labour force, work force and unemployment in the State during Tenth Plan has been made on the basis of Current Daily Status (CDS). This measure is more appropriate one to estimate the level of unemployment. The All-India growth rate of labour force basing on CDS approach during Tenth Plan has been projected at 1.8%. Using this growth rate of labour force and the ratio of the annual average growth rate of population of Orissa and India in 1991-2001, the growth rate of labour force has been estimated at 1.38% during the Tenth Plan for the State. Taking this growth rate of labour force (1.38%) into consideration, the labour force is estimated at 131.48 lakh person years at the beginning and 140.81 lakh person years at the end of the Tenth Plan. This will result in an average annual accretion to labour force of about 1.87 lakh person years during this period. Similarly it is estimated at 133.29 lakh person years and 135.13 lakh person years as on 1.4.2003 and 31.3.2004 respectively.

2.16 Annual growth rate of employment is positively correlated with the rate of growth of Gross State Domestic Product (GSDP). The concept of elasticity of employment which is defined as the ratio of the rate of growth of employment to the rate of growth of GSDP has been used to project employment generation for the period 2002-07. Accordingly, the elasticity of employment has been estimated at 0.25 for Orissa during 1994-2000. Assuming the same elasticity and growth rate of 6.2% in GSDP, the annual growth rate of employment has been worked out at 1.55% for the Tenth Plan and Annual Plan 2003-04. With this rate of growth of employment, the projected work force which was 121.37 lakh person years at the beginning of the Tenth Plan will be 131.07 lakh person years by the end

of the Tenth Plan. Thus employment to the extent of 9.70 lakh person years will be generated during this period. Similarly, the work force is estimated at 123.25 lakh person years at the beginning and 125.16 lakh persons years at the end of 2003-04. Thus, there is an expected employment generation of 1.91 lakh person years during 2003-04.

2.17 The backlog of unemployment at the beginning of the Tenth Plan has been estimated at 10.11 lakh person years. With the addition to the labour force of 9.33 lakh person years and employment generation of 9.70 lakh person years during the Tenth Plan, the unemployment which is 10.11 lakh person years at the beginning of Tenth Plan may come down to 9.74 lakh person years at the end of the Tenth Plan. For 2003-04, it is estimated that the level of unemployment at the beginning of the year will be 10.04 lakh person years. With 1.84 lakh person years of additional labour force during the year and employment generation of 1.91 lakh person years, the level of unemployment expected by end of the year 2003-04 will be of the order of 9.97 lakh person years. The year wise projected Labour Force, Work Force and Unemployment for the Tenth Plan have been presented in Table 2.6.

**Table 2.6**  
**Employment Un-employment Perspective during Tenth Plan (2002-07)**

( In lakh person years )

Sl No.	Attributes of Labour Force	2002-03	2003-04	2004-05	2005-06	2006-07
1	2	3	4	5	6	7
1	Estimated Labour Force at The beginning of the year	131.48	133.29	135.13	137.00	138.89
2	Annual Growth Rate in Labour Force (in percentage)	1.38	1.38	1.38	1.38	1.38
3.	Addition to Labour Force during the year	1.81	1.84	1.87	1.89	1.92
4	Labour Force at the end of the year	133.29	135.13	137.00	138.89	140.81
5	Total Work Force at the	121.37	123.25	125.16	127.10	129.07

	beginning of the year					
6	Annual Growth Rate in Work Force (in percentage)	1.55	1.55	1.55	1.55	1.55
7	Addition to Work Force / Employment generation during the year	1.88	1.91	1.94	1.97	2.00
8	Total Work Force at the end of the year	123.25	125.16	127.10	129.07	131.07
9	Magnitude of Un-employment at the beginning of the year	10.11	10.04	9.97	9.90	9.82
10	Magnitude of Un-employment at the end of the year.	10.04	9.97	9.90	9.82	9.74

### ***SPECIAL DRIVE FOR SELF EMPLOYMENT***

2.18 Government have accorded high priority to generation of employment opportunities through self employment ventures as the employment opportunities in the organised sector are first dwindling. Unemployed youth are to be motivated to go for self-employment by means of financial and marketing support, imparting training for skill upgradation, proper guidance etc. so that they can be self-employed on a sustained basis. Development departments have been advised to explore the scope for innovative self employment projects under various sectors and play a proactive role for creation of large scale self employment opportunities ensuring productive and efficient use of the available human resource.

2.19 Several new self-employment ventures have been launched in the State apart from the on-going schemes in a bid to enlarge the scope of self-employment particularly for the educated unemployed youth. Some of the important activities / schemes are establishment of Agro Service Centres, Horticulture Nurseries, Milk Parlours, Sale Centres for Kandhamal Turmeric, Urban Shopping Units, Orissa Women Diary Projects etc.

2.20 However, there is greater potential in sectors like Tourism, Agriculture, Fisheries and Animal Resource Development etc. which are being tapped to the maximum extent. Particularly avenues of self-employment in Tourism sector can be exploited through appropriate infrastructure and service support. Horticulture is also a promising activity under the scheme for spice production, floriculture, herbal plantation etc. Information Technology is an emerging sector in the State, which lends active support to the employment generation in

Information Technology related services. More opportunities of self-employment are also available in the Cottage and Small Scale Industries Sector. In order to launch a special drive on generation of self employment, the Government have implemented a special package of assistance since 2003-04 which will be operated during the remaining part of the Tenth Plan period. Under the special package, incentives will be provided particularly to the educated unemployed youth to take up self employment ventures such as SSI units, Agro-service centre / Agri enterprises, Information kiosks / BPO complex, cultivation of medicinal plants and shopping units in selected urban centres.

2.21 To monitor proper implementation of the self-employment schemes, a State Level Steering Committee has been constituted under the Chairmanship of the Development Commissioner. Implementation of the schemes is being closely monitored by the Committee on a quarterly basis.

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