

CHAPTER IX

ECONOMIC TRENDS

LIVELIHOOD PATTERN

Baleshwar is essentially an agricultural district. Majority of the people are dependant on agriculture. But the importance formerly attached to Baleshwar as an industrial centre was due to the fact that in the 17th century it contained industrial establishments of five European countries, namely, the Portugese, the Dutch, the Danes, the French and the English. The chief settlement of the English was Baleshwar town with subordinate factories at Bhadrak, Soro and Balaramgarhi surrounded by weavers colony. The fine cotton cloths and muslins produced by their looms formed the chief article of commerce. This flourishing trade was affected by incessant Maratha raids. In a report submitted by the Fauzdar of Baleshwar in 1761, we find rice, iron and stone plates referred to as the principal exports. Cotton cloth was not mentioned. Stirling, writing in 1822, has left it on record that the manufactures and trade were negligible. The manufacture of salt, however, was a very important industry giving employment to a large number of persons. We find that the Rickets Canal was made principally to afford a ready means of transport for the salt from the Arangs or salt lands in the south to the port of Churamani and further north up to Hijili. The finest salt of India, says Stirling, was manufactured in Orissa and particularly in this district. The district was also famous for preparing mats of three kinds called *hensa, chatai and patia*. In the Census of 1901, it was observed that nearly 79 per cent of the people were supported by agriculture of which 31 per cent were actual workers including 8,000 rent receivers, 2,45,000 rent payers and 4,000 field labourers.

Industries supported 9.6 per cent of the population and 59 per cent of this class were actual workers including 12,000 fishermen and fish dealers, 13,000 grain parchers and rice-pounders, 9,000 cotton weavers and spinners, 3,000 basket and mat-makers, besides numerous goldsmiths, iron-smiths and potters. The proportion of the population supported by commerce was small amounting to 0.3 per cent. But many of the persons though not actual shop-keepers dealt in the products of their workmanship and contributed considerably towards local trade. About 1.1 per cent of the population derived their livelihood from professional pursuits and of these 46 per cent were actual workers including 1,000 priests and 1,500 teachers. Among those engaged in other occupations were 4,000 herdsmen, 7,000 beggars and 24,000 general labourers.

In the ex-state of Nilagiri out of the total population (66,460 persons) more than half, i.e., 55.5 per cent lived by agriculture, 15.97 per cent by industrial pursuits, 10.4 per cent by profession and 9.9 per cent were engaged in trade.

In the Census of 1931, the total population of the district excluding the Nilagiri ex-state was 9,90,600 of which 3,67,673 were earners, 22,660 working dependants and 6,00,267 non-working dependants. Out of the total working population 2,88,886 persons had principal occupation in agriculture, fishing, etc., 21,917 persons in industries, 1,999 persons in transport, 21,115 persons in trade, 6,200 persons in public administration and liberal arts, etc., 24,555 persons in miscellaneous occupations.

According to the Census of 1951, the total population was 11,06,012 of which 942,743 persons earned their livelihood from agriculture and 1,63,269 persons from non-agricultural occupations. Of those who lived on agriculture, 7,42,239 persons belonged to the class of cultivators of land wholly or mainly owned by themselves, 89,042 persons were cultivators of land wholly or mainly unowned by themselves, 93,799 persons were agricultural labourers and 18,263 persons were non-cultivating owners of land. The non-agricultural occupations were divided into four categories, such as, production other than cultivation, commerce, transport and miscellaneous services which engaged 40,381, 22,080, 6,560 and 94,248 persons respectively.

During 1954-55, an economic sample survey* was undertaken for the rural population of the district in which the family was taken as a unit. The survey showed that 87.1 per cent families were agricultural families, 70.00 per cent belonged to the class of cultivators of land wholly owned, 4.71 per cent were cultivators of land un-owned, 2.5 per cent were non-cultivating owners, 9.7 per cent were agricultural labourers, and 0.01 per cent did not come in any of these classes.

The non-agricultural classes were divided into four main occupation groups. Of the total non-agricultural families 3.5 per cent derived their major source of income by working as labourers, 0.5 per cent from trade, 2.9 per cent from production other than cultivation, and 3.5 per cent from service and other professions. In comparison with the occupational figures of the Census of 1951 this survey indicated, more or less, the same number of persons engaged in different occupations.

* Economic Survey of Orissa, vol. I, Dr. S. Misra,

In 1961, there were 4,53,500 workers in the district which constituted 32.08 per cent of the total population. Besides, there were 9,62,423 persons treated as non-workers. Of the total working population 2,94,267 persons were engaged as cultivators and 66,693 persons as agricultural labourers. Besides, 4,576 persons were engaged in mining and quarrying, 18,840 persons in household industry, 11,765 persons in other manufacturing works, 867 persons in construction work and 8,938 persons in trade and commerce. In transport, storage and communication 3,733 persons were engaged. There were 50,850 persons who followed other avocations not enumerated above.

The total number of workers in 1971 was 4,93,817 which constituted 26.98 per cent of the total population. The male and female workers respectively accounted for 50.67 and 2.60 per cent of the total male and female population. In 1961 the total number of workers made up 32.03 per cent of the total population and the male and female workers respectively constituted 57.20 and 6.17 per cent of the corresponding total population.

In the total working population, cultivators, agricultural labourers and other residual workers respectively accounted for 56.46, 28.06 and 15.48 per cent in 1971. The corresponding figures for 1961 were 64.89, 14.71 and 20.40 per cent. The reason for the decline in the participation rates especially among females may 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 an institution even if such a person helped in the family economic activity but not as full-time worker, was treated a worker for the main activity. Application of this test resulted in non-inclusion, particularly in the rural areas of a large number of house-wives and students as workers in 1971 Census although they were classified as such in 1961.

According to the Census of 1981, the total population was 2,253,090 of which 616,957 persons were main workers, 39,690 persons were marginal workers and 1,596,443 persons were non-workers constituting 27.38 per cent, 1.76 per cent and 70.86 per cent of the total population respectively. Of the total main workers, 326,805 persons were engaged in cultivation, 161,829 persons as agricultural labourers, 11,363 persons in household industry such as manufacturing, pressing, servicing and repairing works, and 116,960 persons as other workers constituting 52.97, 26.23, 1.84 and 18.96 per cent respectively in 1981. The corresponding figures for 1971 were 56.46, 28.06, 1.60 and 13.88 per cent respectively. The reason for the decline in the parti-

icipation rates among the cultivators and the agricultural labourers could be attributed to the change in the definition of workers adopted for 1981 Census as compared to that of 1971. In the Census of 1981, work has been defined as participation in any economically productive activity which may be physical or mental in nature. The total population has been divided into three main groups such as main workers, marginal workers and non-workers. 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 at all in the year preceding the enumeration. And the non-workers are those who have not worked anytime at all in the year preceding the enumeration.

The above figures indicate the dependence of the people of the district on agriculture is predominant.

The percentage of dependence on agriculture in the Census of 1931, 1951, 1961, 1971, and 1981 were 74.01, 85.23, 79.60, 84.52 and 79.20 respectively. The change in percentage is due to the change in the definition of the working population in different censuses.

THE GENERAL LEVEL OF PRICES

Generally foodgrains become cheaper immediately after harvest and dearer before harvest. Prices are also lower or higher depending on the volume of production. The rise of prices of the principal produce contributed materially to the prosperity of the agriculturists.

Pre-independence Period

During the later half of the 19th century, the cost of essential commodities increased even more than the rate of wages and the price of rice, the staple food of the people, rose enormously. The highest increase took place after 1866, the Great Famine (Na'anika) of Orissa, and it is indeed a common saying that the high prices which commenced during the famine have never left the land.

L. S. S. O.' Malley in Balasore Gazetteer mentions the following price of rice in Seers* perrupee (excluding the ex-state).

Period	Price of rice in seers per rupee
1837—51	49.8
1852—66	42.7
1867—81	24.8
1882—96	19.8
1897—1905	17.7

* 1 Seer = 0.933,10 Kilogram

During the period 1900-05, price of rice was not affected much by the opening of the railway in 1899 in the district. The district had already been opened out by the canal system to a brisk export trade in rice by sea. The effect of the railway on the general trade of the district and its potential value as a means of making prices independent of local demands were, however, unquestionable. There was a great increase in the price of other agricultural produce, of pulses, Ghee and tobacco. But, on the other hand, cotton-yarn and oil were cheaper while there had been little change in the cost of sugar and of betel-nut. The average price of salt fell due to the reduction of the duty and improved facilities of communications.

During the decade 1893-1902, in the ex-state of Nilagiri, the average prices of rice, gram and salt remained practically stationary and was available at 17.500 kg., 10.850 kg., and 9.680 kg. per rupee respectively.

It is noticed from the report on the Revision Settlement of Orissa (1922—32) by W. W. Dalziel, that the movements in the price of rice showed a rythmical rise and fall between 1900 to 1930 with an upward movement on the whole. He has mentioned that "Expressed in terms of seer to the rupee the average price rose to 15 in 1901, steadily dropped in the next 3 years to 20 in 1904, rose sharply to 10 between 1904 and 1907, dropped again to 5 in 1910 and 1911, rose between 1911 and 1915 to 9, dropped to 13 in 1917 and 1918. It again rose very highly to 7 in 1919 and 6 in 1920. This was the highest point reached. There was another 3 years decline to 12 in 1923, followed by recovery to 8 in 1924 and 1925. This level was maintained in 1926 and 1927 but it dropped again to 10 in 1928 and 1929 and to 12 in 1930. Then came the serious slump when the price dropped right down to $16\frac{1}{2}$ in 1931, reaching 18 in November of that year.

The comparatively high peak reached in 1907 and 1908 can be attributed to floods in Orissa and famine in north India. The normal rise in 1919 and 1920 was probably due to improvement of world markets after the 1st World War, while the floods of 1920 also contributed. The price seems then to have reached to more normal level until a series of flood years in 1925 to 1927 caused another rise. The recent remarkable drop is of course a world-wide phenomenon to which many factors have contributed,

1. Report on the Revision Settlement of Orissa, 1922-33 .

The price level again shot up in 1935-36 and the average harvest price of rice, rape and mustard, and sugarcane was 14.370 kg., 5.970 kg., and 8.290 kg. per rupee respectively. This trend was maintained up to 1939-40 with a little variation. In 1941-42, there was a marked rise in the price of rice due to poor crop and rice was available at 9 kg., per rupee. In 1942, there was a phenomenal rise in the prices of agricultural produce resulting from conditions of the Second World War and the destructive cyclone accompanied by heavy rain on the 16th October which swept over north Balashwar. In 1942-43 and 1943-44, the rice was available at 5.410 kg., and 4.100 kg., per rupee respectively. The price of sugarcane and rape and mustard also rose higher and was available at 1.870 kg., and 1.770 kg., per rupee respectively. This price level was maintained more or less the same up to 1946-47.

Post-Independence Period

In 1947, the price of food-grains rose and the harvest price of rice, sugarcane and rape and mustard was 2.980 kg., 2.490 kg., and 1.490 kg., per rupee respectively. It was thought at first that this sharp rise might be only a temporary phase, but the prices started stabilising at the high level without any prospect of recession. However, the rise of prices during the decade 1951-60 was not as drastic as in the decade 1941-50. But the common man was hit hard because of the increase in price index in this decade, though comparatively small, came on the top of the price spiral of the decade preceding, the cumulative affect of which was enough to break the economic backbone of the middle and the lower middle class people. With the launching of the third Five Year Plan (April, 1961 to March, 1966), the price level rose further and in 1961, the retail price of rice, wheat, green-gram, gram, black-gram, arhar and salt were 2.3 kg., 2.10 kg., 1.9 kg., 1.15 kg., 2.5 kg., 1.6 kg., and 8.5 kg., per rupee respectively. In the next year, the price of rice, wheat, ragi, green-gram, gram, black-gram, arhar and salt rose higher still and were available at 1.8 kg., 2.5 kg., 1.2 kg., 1.5 kg., 1.8 kg., 1.6 kg., 1.3 kg., and 7.1 kg., per rupee respectively. In 1963, the price of wheat, green-gram, and salt remained constant while the price of rice, ragi, gram, black-gram and arhar fluctuated slightly. In between 1964-70, the prices of all commodities grew higher still and in 1970 the retail price of rice, wheat, black-gram, green-gram, mustard oil, potato and onion per rupee was 1 kg., 1.125 kg., 0.890 gram, 0.870 gram, 0.250 gram, 2 kg., and 2 kg., respectively. Ordinary cloth was available at Rs. 1.46 per metre. The prices of all commodities rapidly grew higher in 1974 and in the month of February, 1974, rice, wheat,

gram and arhar were sold at 0.500 gram, 0.720 gram, 0.360 gram, and 0.340 gram per rupee respectively. Kerosene oil was available at Rs. 1.11 per litre. Ordinary cloth was available at Rs. 3.56 per metre. At present, people have been hardhit due to rise in prices and it is becoming difficult for lower and middle class people to make both ends meet. In urban areas people with fixed income are facing a lot of hardships due to constant price rise. During the last decade (1977—1986), prices continued to rise more or less proportionately to the rise in all India Consumer Price Index (C. P. I. general) which is as follows.

All India Consumer Price Index (General)

Base Year (1960)	..	100
1977	..	321
1978	..	329
1979	..	350
1980	..	390
1981	...	441
1982	...	475
1983	...	532
1984	..	576
1985	..	608
1986	..	661

The following table shows the price of some important commodities in Baleshwar centre during the period 1977 to 1986.
(Price in rupees per kilogram)

Name of the Commodities	Year										
	June 1977	June 1978	June 1979	June 1980	June 1981	June 1982	June 1983	June 1984	June 1985	June 1986	
1	2	3	4	5	6	7	8	9	10	11	
Rice ..	1.75	1.65	1.85	2.20	2.25	3.00	3.80	2.80	3.00	3.10	
Wheat ..	1.44	1.30	1.55	1.60	1.90	2.20	2.30	2.10	2.20	2.30	
Greengram ..	2.40	3.00	3.50	3.00	4.00	4.00	4.20	5.80	7.50	6.00	
Blackgram ..	2.60	2.80	2.80	2.60	2.60	3.25	3.80	4.30	5.50	4.40	
Maida ..	1.85	2.00	2.20	2.10	2.30	2.80	3.60	3.50	2.80	3.00	
Mustard oil ..	11.50	10.00	10.50	14.00	15.00	13.50	16.50	19.00	15.00	18.00	
Coconut oil ..	13.00	15.00	15.00	20.00	22.00	20.00	26.00	45.00	40.00	28.00	
Patato ..	1.40	1.60	1.30	1.90	1.50	1.65	1.70	1.80	1.40	2.80	
Onion ...	1.40	1.10	1.60	1.40	1.40	1.80	1.80	2.00	2.00	1.80	

Source— Directorate of Economics and Statistics, Orissa, Bhubaneswar

GENERAL LEVEL OF WAGES

Pre-Independence Period

The wages obtained for labour increased greatly during the period 1850 to 1902 specially in the towns. In 1950, the wages of ordinary day labourers were Re. 0.06 per day. The wages of the carpenters amounted to Re. 0.12 per day and blacksmiths Re. 0.15 to Re. 0.19 per day. Outside the villages, adult male day labourers earned a daily wage of Re. 0.22, female Re. 0.12 and boys Re. 0.3. Carpenters, masons and blacksmiths got Re. 0.37 to Re. 0.50 according to their skill.

In villages, a skilled labourer got from Re. 0.25 to Re. 0.37 and an adult unskilled labourer Re. 0.12 a day, but the amount of wages paid depended on the demand for labour, the nature and amount of the work performed and the size and position of the village, that is to say whether it was a remote and out of the way-track or a neighbourhood of the town. For making and repairing agricultural implements carpenters and blacksmiths were mostly paid in kind, the annual payment averaging about 8.400 kilograms of rice from every client. The day labourers when paid in kind got varying quantities of paddy equivalent to 1.866 kg. to 2.332 kg. of rice.

Measured by the quantity of grain given, there does not appear to have been any increase in the wages paid to agricultural labourers during the last 30 years, but owing to the enhanced price of food-grains the money value of wages in kind increased by 90 per cent. On the other hand, though the wages paid in cash increased considerably, they did not rise in the same proportion as the prices of staple food crops. So, the village labourers preferred to get their wages in kind and it was difficult to obtain a day labourer in the village who would work for cash wages in the sowing and reaping seasons.

In the 18th and 19th centuries many people of Baleshwar who sought employment in Calcutta monopolised certain services like dock workers and palanquin bearers. These services fetched them handsome income. So, naturally they could remit a substantial amount to their home.

As regards the supply of labour, the following extract from Foley's Report on Labour in Bengal (1906) is given below.

"There is considerable emigration to Calcutta, especially for handling goods and for all sorts of engineering works. I was informed that only the low castes went to the mills, because,

the castes are mixed together there; where as the high castes, who are chiefly Brahmans, Khandaits, Chasa and Goalas, wish to be separated especially in their dwellings, from the lower castes. Any amount of labour, I was informed, could be obtained between January and July when the people would want to return for their cultivation, since otherwise they would have to pay labourers to cultivate for them. Oriya labour is generally obtained through Sardars, who live in Calcutta or the neighbourhood and have agents in the district. Some of them make a very large income by the percentages of the wages they take and labour would be cheaper and more satisfactory if it was recruited direct through relatives, etc. Oriyas will leave home so long as they go with someone in whom they have confidence. The chief emigration is by sea, via., Chandbali, the crops in the Southern part of the district being liable to be changed by floods and draughts; along the sea coast also the land is poor on account of the deposits of salt. There is also emigration by rail, especially from Bhadrak and Balasore, and also by road through Midnapore. From Soro and the north of the district a considerable number of people go to the Sundarbans to cut the crops, leaving in November and returning in March. The chief centres where labour can be obtained appear to Balasore, Bhadrak, Basudevpur, Soro, Dhamnagar and Chandbali".

In the ex-state of Nilagiri, during the period 1893 to 1902 there was decisive rise in wages by nearly 50 per cent in the case of skilled labour and a somewhat smaller rise in the case of unskilled labour. The average daily wage during the period was superior mason Re. 0.39, common mason Re. 0.25, superior carpenter Re. 0.37, common carpenter Re. 0.25, a day labourer Re. 0.12, superior blacksmith Re. 0.28 and common blacksmith Re. 0.21.

S. L. Maddox in his Final Report on the Survey and Settlement of the province of Orissa (1890—1900 A. D.) has stated that money wages did not rise in the same proportion as the prices of the staple food-crops between 1814 and 1898. James noticed the same phenomena holding good up to 1910. There seems to have been a little rise in money wages between the Provisional and Revision settlements. There was slight rise between 1911, and 1916 and a very sharp rise between 1916 and 1924. The following table shows the figures of the three censuses of rural wages in 1911, 1916 and 1924. The figures for unskilled labourers in the agricultural areas were :

1911	..	Re. 0.12
1916	..	Re. 0.15
1924	..	Re. 0.27

The wage level remained constant from 1924 to 1932. Towards 1932, the system of paying wages in produce continued, but was not so prevalent as it used to be. The level of wages in kind did not vary much, the average being (4 seers 3 chataks) 3,900 kg. of paddy per day. This was applied in the case of agricultural labourers. The wages of the carpenters in cash varied between Re. 0.50 to Re. 0.75 per day, a considerable increase on the figure of Re. 0.15 given by William Hunter in 1875 and that of Re. 0.25 to Re. 0.37 given by J. F. W. James at the Revision Settlement of 1906—12. Blacksmiths generally got Re. 0.50 per day as compared to Re. 0.15 in 1875.

Post-Independence Period

During 1954-55, an economic survey* was conducted by the Government of Orissa. It was noticed that in the rural areas a large number of families derived their main source of livelihood by earning wages in farm and non-farm occupations. The survey showed that majority of the labourers, i.e., 90.01 per cent were employed on casual basis. Labourers engaged on annual terms constituted 9.99 per cent. A labourer, on the average, got work for 202 days a year. Towards 1957, with the rise in prices of food-grains, the wage level was also increased. A carpenter got Rs. 3.09, a cobbler Rs. 2.83, and a blacksmith Rs. 2.53 per day. Field labourers and herdsmen were paid Rs. 1.32 and Rs. 1.54 respectively. Other agricultural labourers, such as, those who watered the fields, carried loads and dug wells, etc., were paid at Rs. 1.65 per day.

In 1963, the wages rose further with the rise in prices. The skilled labourers, such as, carpenter, cobbler, and blacksmith got Rs. 3.50, Rs. 3.12 and Rs. 2.35 respectively per day. Field labourers and other agricultural labourers were paid Rs. 1.34 each per day. A herdsman got Rs. 1.60 per day. In between 1964 and 1968, the wage level increased further and the skilled labourers, such as, carpenter, cobbler and blacksmith got Rs. 3.00 to Rs. 5.00 per day. Male labourers got about Rs. 1.75, women Rs. 1.50 and children Re. 1.00 per day. Other agricultural labourers got about the same wages as that of field labourers. A herdsman got Rs. 1.25 per day. Between 1969 and 1973, the wages were enhanced further and skilled labourer, such as, carpenter, cobbler and blacksmith got Rs. 5.00 to Rs. 6.00 per day. Male labourers got about Rs. 2.50, women Rs. 2.00 and children

*Economic Survey of Orissa, Vol. I, S. Misra.

Rs. 1.50 per day. Other agricultural labourer got more or less the same wages as that of the field labourers. A herdsman got Rs. 2.00 per day. In between 1974 and 1977 the wage level was increased further and the skilled labourers, such as, carpenter, cobbler and blacksmith got Rs. 6.00 to Rs. 9.00 per day. Male labourers got Rs. 3.00 to Rs. 4.00, women Rs. 2.50 to Rs. 4.00 and children Rs. 2.00 to Rs. 3.00 per day. Other agricultural labourers got at the rate of Rs. 3.00 to Rs. 4.50 per male, Rs. 2.50 to Rs. 3.50 per female and Rs. 1.50 to Rs. 2.50 per child per day.

With the rise in prices the wage level was also increased towards 1980. In 1980, agricultural labourer got Rs. 4.00 to Rs. 5.00 in rural areas and skilled labourers such as mason, goldsmith, etc., got Rs. 10.00 to Rs. 15.00 per day in Baleshwar subdivision. In Nilagiri subdivision, the agricultural labourers got Rs. 3.00 to Rs. 5.00 per day. In Bhadrak subdivision the agricultural labourers got about Rs. 5.00 per day.

In 1980-81 and 1981-82, the minimum wage in respect of all category of employment in agricultural sector was Rs. 5.00 per day. During the year 1982-83 the wages fixed for the agricultural labourers was Rs. 6.00 per day. In 1983-84 and 1984-85 the wage level was increased and an agricultural labourer got Rs. 7.50 per day. During the year 1985-86 the wages were fixed to Rs. 10.00 for 8 (eight) hours per day for all categories of employment in agricultural sector only.

In the beginning of the 20th century, there were three kinds of agricultural labourers, viz., the *baramasia*, *nag-mulia* and *thika-mulia*, of whom the first two were paid entirely in kind. The Baramasia was a labourer hired for the whole year. He received boarding and lodging in his employer's house and annual wage of Rs. 12.00 to Rs. 15.00, of which a portion was advanced to him free of interest, besides four garments and one winter cloth. The Nagmulia did not live or eat in his employer's house. He received about 5 kg. of paddy per day, besides two garments in a year. He was also allowed a plot of land to cultivate for his own consumption, free of rent. Engagements for one year service were made in the month of Phalguna (February-March) and he received a loan varying from Rs. 2.00 to Rs. 5.00 free of interest which was returned at the termination of his engagement. The Thikamulia was employed on the daily wage basis and got about Re. 0.12 a day.

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 scheduled employments in respect of which State Government can fix / revise minimum wages in the scheduled employments in their respective spheres from time to time primarily on consideration of rise in the consumer's price index. The minimum wages for different kinds of employment (agricultural & non-agricultural sectors) as fixed at different times are given in Appendix I¹ of this Chapter.

STANDARD OF LIVING

Pre-Independence period

The salt trade with Bengal brought some prosperity to the district. The district also exported annually about seven and a half lakh maunds of salt to the Sulkia Golas in Calcutta. The Ponga salt of Baleshwar was specially popular in Bengal. The people of Baleshwar town primarily depended upon the salt department for their livelihood and maintenance. This is evident from the fact that the number of persons employed in the salt head office exceeded the total number of employers in the rest of the Government offices of the town. The salt office was always full of activity. A flourishing salt trade with Bengal had brought affluence at that time to the people of Baleshwar in particular and to the province of Orissa in general. This prosperity lasted till the salt from Great Britain came to Bengal in keen competition with the Orissa salt. The import of foreign salt was backed by political influence from Britain with subsequent encouragement from the Government. Imported salt completely displaced the salt from Orissa in the markets in Calcutta. Subsequently the Orissa salt was displaced from its own local market inside the province. The disappearance of the salt trade led to a serious economic distress throughout the district. The poor masses of this flood stricken district lost their prime source of maintenance. The economic condition of the middle class people also deteriorated on this account. Even the zamindars with their share in the salt

trade who had prospered during hey-day of this trade, were eliminated from the field of commerce following the destruction of the salt trade. In course of years this discontent manifested in the shape of an agitation against the salt policy of the Government culminating in the Salt Satyagraha of 1930.

In the Final Report on the Survey and Settlement of the province of Orissa (1890 to 1900 A. D.) by S. L. Maddox, the general standard of living has been described as follows. "The Oriya cultivator is content with very little and that he generally gets. A full meal of rice once a day, taken with a little salt, some pulses or vegetables, and perhaps fish, suffices him, and he eats cold in the morning what is left over his evening repast. Animal food is a luxury, but well-to-do men eat a little mutton and goats flesh, and all classes eat game when ever they help their luck to kill any. The poorest classes take to supplement their rice, boiled *kulthi* and *mandia* cakes, and find a substitute for vegetables in the many herbs and grasses that grow wild and it is very few indeed who cannot fill their bellies with food which if not appetising, is certainly satisfying. If the harvest fails or supplies run short, the cultivator finds in the *mahajan* a banker always ready to advance money on good security" In spite of their indebtedness the agricultural classes had more resources than any other people. However, the economic status of the cultivating classes as a whole cannot be said to be one of plenty, though certain sections enjoy the fair major of prosperity. The labourer in the villages were benefitted by the rise in the prices of food grains, as wages were paid mainly in kind.

Writing in the early part of the 20th century, L. S. S. O' Malley, described the material condition of the cultivators of the district as follows, "the houses of the cultivators consists of four mud-walls enclosing a court, and used as the gables of little room which lying the court inside. A Balasore husbandman has usually at least five of these little apartments, one for his cows, another for his cook-shed, a third for storing his paddy, and two rooms for sleeping and general use. There is generally a verandah outside the wall on both sides of the principal door for receiving strangers, and as a place where the men of the family talk and lounge. Sometimes, but rarely, the cow-shed is built outside the walls. The mud enclosure stands in the middle of a bright green patch of vegetables, and the whole is shut in with a good fence of prickly shrubs.

The summer dress of a Balasore peasant is a cotton waist-cloth (dhoti) falling over the things, and tucked up when at work, with a scarf (gamcha) thrown over his shoulder; occasionally also a turban

and tops his head. A well-to-do shopkeeper wears an ample cotton shawl (chadar) instead of the scarf, which he sometimes twists round his head and ears. He has also a pair of coarse shoes, with long turned-up toes and no heels, elaborately, though roughly, embroidered with coloured thread. In winter the peasant wraps his head and the upper part of his body in a thick double sheet (dohara), while the shopkeeper indulges in a broadcloth scarf (lungi) and a cotton shirt. A peasant's furniture consists of a few brass pots, platters and cups, one or two very rude bedsteads, a few mats, and sometimes some instruments of defence. The better class have generally one or two palm-leaf books on Hindu mythology in their houses, or a legend out of the Mahabharata or Ramayana.

Rice and milk form a peasant's food, even dried fish being a luxury among the poorest classes. The year's supply of it is stored up in reed baskets, and sparingly doled out. Vegetables also are luxuries not always within their reach. The peasants set aside their boiled rice till it turns slightly sour, and esteem this unpalatable mess a favourite article of diet. After boiling, the rice is allowed to stand for 24 hours in water, until fermentation has slightly set in, and to this sour menu a little salt is added. It need scarcely be added that the invariable diet of the Oriya peasant is unstimulating and unwholesome".

Towards the twenties, the traditional style of living for each of the main classes continued, and there was no appreciable change in the standard of living, though a tendency towards spurious luxury was noticeable in some of the poorer classes. The trade and commerce of the district was mainly in the hands of the outsiders. Social and religious ceremonies continued to be as numerous and indispensable as ever and there was no tendency for reducing the expenditure on them. Debts were incurred more for this purpose than for agricultural operations but no statistics are available to differentiate between loans incurred for one or the other. With the advent of railway the produce of the district was finding its way quickly into larger markets.

After the out-break of the Second World War in 1939, prices rose steeply. Rising prices definitely tell upon the standard of living. Those of the low-income group and the fixed income group, suffered the most. In 1932, the paddy crop was damaged by flood. This was followed by a destructive cyclone accompanied by heavy rain on the 16th of October 1942 which swept over north Balashwar, particularly affecting Bhograi, Baliapal, Jaleshwar and Singla police-stations. Many trees were uprooted. Houses collapsed. In the next year, the autumn and winter paddy crops

were damaged due to the inadequate rainfall. In 1944, a strong easterly wind caused saline inundation of crops in the coastal areas of the district. There were high floods in the rivers of Baitarani, Subarnarekha and Salandi. In Sahabandar, particularly in the areas enclosed by the old and new channels of the river, the surface of the soil is in a state of continual change owing to the action of the water. The course of the river is erratic and its action deposits in some places sand and in others silt, so that the cultivation varies from year to year. All this created heavy shortage of production of food crops causing rise in price and shortage in supply. Cost of both food and non-food articles had gone up to a level at which it became hard for the majority of the people to make both ends meet.

Post-Independence period

In a sample survey* in 1954-55, investigation was conducted to collect information about the size of the income of rural families. As majority of the population live in rural areas, a broad picture of rural income indicated the average level of income of the district. In this survey the family was taken as a unit and the data revealed that the average annual income per farming family was Rs.675.88. Next to the farming families in numerical importance, are the house-holds who depend primarily, and many of them wholly, on wages by working on farms or in non-farm occupations. Their average annual income per family was Rs. 142.84 in 1954-55. The data revealed that the level of income of the barbers, washermen and priests was around Rs.200 a year. This clearly indicates that the families pursuing these occupations belong to the low income group.

A family budget enquiry was conducted in 1960. The design of the survey was one of the stratified systematic sampling. For the purpose of this survey the districts, viz., Cuttack, without Athagarh subdivision, Puri, Baleshwar, and the plain areas of Ganjam were grouped under one region. The data show that cereals claimed 27 per cent of the total consumption in the rural areas as against 24.5 per cent in the urban areas. Milk and milk products claimed a lower proportion in rural areas than in the urban. Other food-items constituted 17 per cent in the rural family budget, as against 40 per cent in the urban budget. In non-food items the urban people spent a greater proportion of their total consumption in cash terms whereas in rural areas they consume less in non-cash terms. This clearly shows that the urban people buy most of their cereal requirements while rural people depended on home-grown stock

*Economic Survey of Orissa, Vol. I.

or that obtained in exchange of goods and services. As regards milk and milk products, more or less, an even distribution was prevalent between cash and non-cash consumption in the rural areas, while in the urban areas cash consumption constituted the only factor. Milk which the villagers produce were generally taken to the towns for consumption. In respect of fuel, light, toilet and sundry goods non-cash consumption was very meagre. For miscellaneous goods, services, durable and semi-durable goods, cash consumption both in rural and urban areas was of overwhelming proportion.

The above consumption pattern holds good till now and it can be said that in respect of food items rural people depend more on home-grown stock than their counterparts in the urban areas while for non-food items dependence on market is greater for all. In other words, urban people depend on the market for almost everything they utilise while rural people purchase a few items only. The increase in prices of various articles of daily consumption and housing accommodation has hit hard the urban people. In towns, the number of houses has not increased in proportion to the growth of their population during the last decade. However, shops dealing with grocery, (with stationery, oil, fuel, *pan-bidi*, steel and wooden furniture, utensils, medical equipments, optical goods, books and journals, etc.) have sprang up like mushrooms. The number of automobile repairing shops and motor tyre repairing shops is on the increase in the urban areas. The urban area presents a picture of all the socially significant sections of the people from the unskilled labourer to the well-to-do and the rich. The impact of urban life and the modern means of communication have some effect on the food habits and luxuries of the rural people. Many fashionable articles like motor-cycles, cars, jeeps, trucks, scooters, radios, transistors, television sets, electric fans, petromax lanterns, stoves, cookers, textiles of wool and synthetic yarn, cycle-rickshaws, watches, microphones, cameras, tractors, water pumps, etc., have made their way into the rural areas. With the expansion and improvement in communication business men are able to despatch their goods to remote countryside. Consequently, shops selling variety of goods, both luxurious and essentials, have now appeared in almost all big villages. Tailoring shops, cycle-repairing shops and tea shops are coming up in every village. With more money in the hands of cultivators and labourers the use of wheat, sugar, egg, fish, meat, milk-products, vegetables, etc., by them is being noticed. Most of the villages have been electrified. Pucca houses with reinforced concrete cement roof have been constructed by the well-to-do people. Model houses are built by the Community Development Blocks. The standard of living of the people is improving

due to the adoption of improved agricultural techniques, execution of irrigation projects, use of improved seeds and manures, and above all general consciousness created through the agency of Community Development Blocks. The various development programmes of the government evoke an urge for improvement and progress among the masses and they are now being attracted to non-agricultural and non-rural occupations. With the availability of co-operative credit and bank loans the cultivators find an easy way to escape from the clutches of private money-lenders who charge a high rate of interest. The Savings Bank facility and the availability of small Savings Certificates in post-offices are attracting many people to keep their savings in pass books and Savings Certificates.

Paddy, maize, pulses, oil-seeds and vegetables are grown in the district in plenty. Fish from Chandbali, Chandipur and Dhamara is being exported to the Calcutta market. Baleshwar, Bhadrak and Jaleshwar are famous for handloom weaving; Bolang for salt manufacturing, Nilagiri and Mangalpur for stonewares; Baulagadia for stone-carving, Remuna for the handicrafts, such as, cane and bamboo works, mats and basket works and bell-metal works. Jaleshwar, Nampoo, Navada and Baliapal are famous for coir-mats, carpets and ropes as the traditional crafts. With the nationalisation of banks, people have been benefited by availability of cash loans for productive and self-employment purposes. A number of branch offices of the commercial banks including Baleshwar Gramya Banks are coming up in every nook and corner of the district. A detailed account of the number of banks has been given in Chapter VI (Banking, Trade and Commerce).

Integrated Rural Development Agency

This special tribal project was launched as Integrated Tribal Development Project on 1st December, 1975 and subsequently the nomenclature was changed to Integrated Tribal Development Agency (I. T. D. A.) with effect from 16th March 1979 and treated as a registered body under the Societies Registration Act, 1860. This agency (I. T. D. A.) consists of the only Community Development Block of Nilagiri covering 147 revenue villages under 22 Grama Panchayats. There is a Project Level Committee/Governing Body headed by the Collector as the Chairman to oversee the proper implementation of various programmes in I. T. D. A. The other members of the committee consists of the local M. P. and M. L. A., the District Level Officers in charge of different development programmes, Chairman of Panchayat Samiti, Nilagiri, a representative each from the H & T. W. Department and Lead Bank Officer, Baleshwar. The Sub Collector, Nilagiri, functions as the

Project Administrator and Member Secretary of the committee. This committee ensures proper and timely utilisation of funds and maintains effective co-ordination between the sectoral authorities in the field.

The I. T. D. A. has been functioning for intensive and integrated development of backward tribal regions. Schemes/programmes formulated by this agency aim at ameliorating the economic backwardness of the S. T. and S. C. population in particular and the entire area in general. The beneficiaries are selected in a Gram Sabha through the Block Development Officer, Nilagiri, who acts as the grassroot level officer for the implementation of the I. T. D. A. programmes by sponsoring applications of the identified Scheduled Tribes to the financing institutions for sanction of loan and for implementation of different income generating schemes and infrastructure development such as putting up low-cost hostels, installing street lights in Adivasi Bastis, construction of model villages, bee-keeping units, etc. During 1985-86, this agency received a grant of Rs. 10,00,2000/- as allotment and have incurred expenditure of Rs. 4,07,145/- till the 29th September 1986.

Rural Development Programme

To ensure economic development of persons below the poverty line, 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 the 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 Marginal Farmers and Agricultural Labourers Agency (M. F. A. L.) functioning from 1970-71. The latter agency 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 were increased in number and its terms were liberalised and expanded. The beneficiaries include small and marginal farmers, agricultural labourers and also rural artisans.

District Rural Development Agency

To effectively implement the above poverty eradication programmes, the District Development Organisation had to be strengthened. At the district level a single agency being responsible for implementation of all such 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-operatives, 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 actions to ensure that the beneficiaries derive lasting benefits whereby they come above the poverty line. The normal pattern of assistance to individual family is 25 per cent subsidy for small farmers and $33\frac{1}{3}$ 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.

The target under the IRDA was to raise 600 beneficiaries 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 for 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 for individual families on specific poverty eradication programmes for the benefit of 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 of 2.5 acres or below in unirrigated areas and 1.25 acres of land in irrigated areas. An agricultural labourer was defined as a cultivator without any land holding except homestead and deriving more than 50 per cent of this income through agricultural wages.

The following figures will indicate the number of beneficiaries assisted under different IRDP schemes implemented in the district for the 6th Plan period (1980-81 to 1984-85).

Schemes	No. of beneficiaries during 6th Plan period	No. of beneficiaries during 1985-86
(1)	(2)	(3)
I. Agriculture		
Land Development	474	92
Horticulture	328	1,130
Supply of bullocks and bullock carts	3322	380

Schemes	No. of beneficiaries during 6th Plan period	No. of beneficiaries during 1985-86
(1)	(2)	(3)
II. Minor Irrigation		
Dug well ..	1,715	60
Sunk Tubewell ..	215	2
Minor Irrigation Tanks ..	233	15
Pump set (diesel) ...	1,173	157
Community pump set ..	1,209	3
Lift Irrigation Points ..	14,407	..
Community Project ..	39	34
III. Animal Husbandry		
Dairy ..	2,794	76
Goats and Sheep ..	8,413	359
Poultry and duckery ..	304	64
Piggery ..	454	123
IV. Fishery		
Prawn culture ..	21	30
Net and Boat ..	405	208
Inland ..	2,639	199
V. Bee-keeping	8	9
VI. Industry, service and business . .	19,488	11,420

The above figures include the Scheduled Tribes and the Scheduled Castes beneficiaries. It also covered the beneficiaries under ITDA and MADA programmes, which are specially meant for the benefit of the tribal people only.

Economic Rehabilitation of Rural Poor

The basic objective of the IRDP is to improve the economic status of the poor families in the village through institutional credit with an element of subsidy from Government. Experience, however, shows that financial institutions do not advance loans to the poor families who have no assets, thus the poorest among

the poor derive no visible benefit from the programme. In order to remove this anomaly, the State Government have introduced a modified programme called "Economic Rehabilitation of Rural Poor" (ERRP) to cover on an average 10 poorest families in each village of the approximately 50,000 villages in the state. The main features of this programme are as follows :

(i) In each village in the state, the villagers themselves will meet and select on an average 10 poorest families per village. The definition of the poor family is one which has no income earning asset at all and whose annual income is less than Rs. 1,200.

(ii) After all such families are selected by the villagers one or other of the different schemes will be attempted to serve individual needs. Each of these schemes has the object of producing a steady income of about Rs. 3,000 per year to a family. 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. The intention is to ensure that all the poorest of the poor families are assisted to make their lot better. The total coverage of beneficiaries during the Sixth Plan Period was 20,717 and it was 8,258 during 1985-86.

Separate allotment is placed with Nilagiri C.D. Block which is a sub-plan area having ITDA for administration of subsidy to the Scheduled Tribe ERDP beneficiaries. Similarly, exclusive funds are placed with B. D. O., Jaleshwar, for adjustment of ERDP subsidy to the tribals in the MADA of this C.D. Block.

The following is the scheme-wise achievement under ERRP during 6th Five Year Plan Period and during 1985-86.

Name of the scheme	Achievement during 6th Plan	Achievement during 1985-86
(1)	(2)	(3)
Land-based Scheme		
1 Cashew ..	388	..
2 Coconut Plantation ..	2,517	..
3 Annual Cropping ..	153	..
4 Betel vine ..	132	457
Total ..	3,190	457

Name of the Scheme		Achievement during 6th Plan	Achievement during 1985-86
(1)		(2)	(3)
Animal Husbandry Scheme			
1 Dairy	..	1,609	24
2 Goat	..	4,963	178
3 Sheepary	..	74	19
4 Piggery	..	283	55
5 Poultry	..	71	21
6 Duckery	..	38	6
		<hr/>	
Total	..	7,038	303
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Fishery Scheme			
1 Tank Fishery	..	1,198	..
2 Marine Fishery	..	822	48
3 Prawn culture	..	50	..
		<hr/>	
Total	..	2,070	48
<hr/>			
Non-agricultural Implementation Scheme			
1 Tailoring	..	109	83
2 Lime-making	..	5	..
3 Handloom	..	679	57
4 Carpentry	..	113	16
5 Basket-making	..	3	144
6 Bullock cart	..	306	44
7 Rickshaw	..	232	612
8 Laundry	..	1,478	50
9 Small shop & small business	..	42	5,985
10 Saloon	..	5,404	51

Name of the Scheme	Achievement during 6th Plan	Achievement during 1985-86
(1)	(2)	(3)
11. Other Item ..	23	..
12. Blacksmith ..	15	14
13. Repairing ..	13	16
14. Cane-making ..	..	1
15. Pottery ..	..	27
16. Bee-keeping ..	..	8
17. Mat-making ..	..	2
18. Bidi-making ..	..	2
19. Net-making ..	..	1
20. Net ..	..	51
21. Rope-making ..	..	76
22. Khali-sticking ..	..	253
23. Leather work ..	..	5
Total	8,422	7,498

National Rural Employment Programme (NREP)

In order to check further gap in employment to IRDP beneficiaries, schemes like NREP and RLEGP are being taken up so that they get adequate employment under NREP from various work programmes. Foodgrain Re.1 per man-day as the minimum are supplied to the labourers in addition to cash component of wages basing on the minimum wage fixed by the Government from time to time. NREP has thus alleviated the condition of rural poor in augmenting their income and also has enriched the assets of the community as a whole. Ten per cent of the funds under NREP is earmarked for expenditure for projects specifically benefiting Scheduled Castes and Scheduled Tribes people. Besides social forestry plantations are funded out of NREP.

The following table shows the expenditure during the 6th plan period and 1985-86 with generation of employment on different work projects in the district under NREP.

Expenditure under NREP	During 6th plan	During 1985-86
(i) Generation of man-days	45,27,000	9,52,200
(ii) Expenditure incurred	Rs. 396.967 lakhs	Rs. 130,934 lakhs

Rural Landless Employment Guarantee Programme (RLEGP)

Towards the end of the Sixth Five Year Plan period, it was 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 part of 1983-84, Government of India introduced a new scheme with 100 per cent assistance from the Government called Rural Landless Employment Guarantee Programme (RLEGP), 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 each landless labour household up to 100 days in a year and (2) creation of durable assets to strengthen the rural infrastructure which will lead to rapid growth of rural economy.

Under RLEGP minor irrigation projects, creek irrigation projects, rural link roads, canal and river embankment roads and houses for Scheduled Castes and Scheduled Tribes and rehabilitation of bonded labourers are taken up.

The following table shows the year-wise expenditure and man-days generated under RLEGP programme in the district.

Year	Expenditure incurred (Rs. in lakhs)	Man-days generated
1983-84	64.191	5,34,925
1984-85	112.176	6,38,000
	Rs. 176.367 lakhs	11,72,925

Training of Rural Youth for Self-employment (TRYSEM)

Under I. R. D. programme, emphasis is laid on training the rural youths for self-employment programme and they are also rehabilitated under the scheme after they receive training with stipend as

per the Government of India norms. TRYSEM pre-supposes mainly three things for the rural youth to take up self-employment, i.e., Short Training Course, Credit facilities and marketing facilities. The objective was to train at least 40 youths in each C. D. Block. During 6th plan period 1834 persons were trained under TRYSEM out of which 1390 were rehabilitated.

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 labour 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 which had aimed at making the Bethi system illegal without making provision for rehabilitation of the helpless bonded labourers.

A centrally sponsored planned scheme for rehabilitation of released bonded labourer came into operation in the district from the year 1982-83 on 50:50 matching contribution basis (both Central and State).

The following table shows the financial involvement and number of bonded labourers rehabilitated.

Year	Amount received (in lakhs)	Amount utilised (in lakhs)	No. of bonded labourers rehabilitated
1984-85	34.68	20.43	648
1985-86	38.08	28.02	792

Poverty Alleviation Programmes

The first Twenty Point Programme was introduced in the country in July, 1975 for the social and economic benefits of the people. It was being carried on through various schemes of the Central and the State Governments. Again the second New Twenty Point Programme was introduced from 14th July, 1982 which was again revised in 1986. This programme has great significance for

socio-economic development. The new agenda lays emphasis on realisation of specific goals which will show immediate tangible results on various sections of the people. The Government have issued various directives and guidelines from time to time for effective implementation of the programme. Frequent reviews are being made at block level, subdivisional level and district level to ensure proper implementation of the programme. The items of the new Twenty Point Economic Programme are given below.

New Twenty Point Economic Programme, 1986

1. ATTACK ON RURAL POVERTY

- (i) Ensure that poverty alleviation programmes reach all the poor in every village.
- (ii) Dovetail wage employment programmes with programmes for area development and human resource development and create national and community assets like school buildings, roads, tanks, and fuel and fodder reserves.
- (iii) Co-relate the various rural development programmes to
 - (a) improve productivity and production
 - (b) expand rural employment
- (iv) Promote handlooms, handicrafts, village and small industries and improve skills for self-employment.
- (v) Revitalise Panchayats, co-operatives and local-self bodies.

2. STRATEGY FOR RAINFED AGRICULTURE

- (i) Improve the technology for conserving moisture and ensure better management of land and water resources.
- (ii) Develop and distribute appropriate and improved seeds
- (iii) Reduce vulnerability to drought through suitable changes in drought-prone areas and drought-relief programmes.

3. BETTER USE OF IRRIGATION WATER

- (i) Develop catchment areas and improve drainage in basins and deltas.
- (ii) Improve irrigation management in command areas
- (iii) Prevent water-logging, salinity and wasteful use
- (iv) Co-ordinate the use of surface and ground water

4. BIGGER HARVESTS

- (i) Revolutionise rice production in the eastern region and other areas of low productivity.
- (ii) Achieve self-reliance in edible oils
- (iii) Secure greater production of pulses
- (iv) Intensify the cultivation of fruit and vegetables
- (v) Augment facilities for modern storage, processing and marketing of agricultural produce
- (vi) Help livestock and dairy farmers to increase productivity
- (vii) Develop fish farming and sea fishing.

5. ENFORCEMENT OF LAND REFORMS

- (i) Complete compilation of land records
- (ii) Implement agricultural land ceilings
- (iii) Distribute surplus lands to the landless.

6. SPECIAL PROGRAMME FOR RURAL LABOUR

- (i) Enforce minimum wages for unorganised labour in agriculture and industry
- (ii) Fully implement laws abolishing bonded labour
- (iii) Involve voluntary agencies in programmes for rehabilitation of bonded labour

7. CLEAN DRINKING WATER

- (i) To provide safe water for all villages
- (ii) Assist local communities to maintain such water supply in good condition
- (iii) Pay special attention to water supply the Scheduled Castes and the Scheduled Tribes

8. HEALTH FOR ALL

- (i) Improve the quality of primary health centres (care)
- (ii) Fight leprosy, TB, malaria, goitre, blindness and other major diseases
- (iii) Provide immunisation for all infants and children
- (iv) Improve sanitation facilities in rural areas, particularly for women
- (v) Pay special attention to programmes for the rehabilitation of the handicapped

9. TWO—CHILD NORMS

- (i) Bring about voluntary acceptance of the two-child norm
- (ii) Promote responsible parenthood
- (iii) Reduce infant mortality
- (iv) Expand maternity and child care facilities

10. EXPANSION OF EDUCATION

- (i) Universalise elementary education with special emphasis on girls' education
- (ii) Improve the content of education at all levels
- (iii) Promote non-formal education and functional literacy programmes including promotion of skills
- (iv) Stimulate adult literacy programmes with the participation of students and voluntary agencies
- (v) Emphasise national integration and social and moral values and install pride in our heritage

11. JUSTICE FOR SCHEDULED CASTES AND SCHEDULED TRIBES

- (i) Ensure compliance with the constitutional provisions and laws for the Scheduled Castes and the Scheduled Tribes
- (ii) Ensure possession of land allotted to the Scheduled Castes and the Scheduled Tribes
- (iii) Revitalise the land allotment programmes
- (iv) Organise and assist special coaching programmes to improve educational standards
- (v) Eradicate scavenging and undertake special programme for the rehabilitation of *safai karmacharis*
- (vi) Provide better direction and adequate funds for the special component programmes
- (vii) Pursue programmes for the fuller integration of the Scheduled Castes and Tribes with the rest of society
- (viii) Ensure the rehabilitation of tribals displaced from their habitat

12. EQUALITY FOR WOMEN

- (i) Raise the status of women
- (ii) Enhance awareness of the problems of women
- (iii) Create mass consciousness about women's rights
- (iv) Implement a national programme of training and employment for women
- (v) Enable women to participate with equality in socio-economic development and nation-building
- (vi) Rouse public opinion against dowry and ensure effective implementation of anti-dowry legislation

13. NEW OPPORTUNITIES FOR YOUTH

- (i) Enlarge opportunities for youth in sports, adventure and cultural activities
- (ii) Promote physical fitness
- (iii) Involve youth on a massive scale in projects of national development such as;
 - (a) The cleaning of the Ganga
 - (b) The conservation and enrichment of the environment
 - (c) Mass education
- (iv) Identify outstanding young persons in all fields to encourage and develop their talents
- (v) Involve youth in promoting national integration, cultural values, secularism and the scientific temper
- (vi) Expand the network of Nehru Yubak Kendras
- (vii) Strengthen the National Service Scheme and the National Cadet Corps
- (viii) Encourage voluntary agencies working for the welfare of rural youth

14. HOUSING FOR THE PEOPLE

- (i) Make available house-sites to the rural poor
- (ii) Expand programmes of house construction
- (iii) Lay special emphasis on construction of houses for the Scheduled Castes and the Scheduled Tribes
- (iv) Develop low-cost building materials

15. IMPROVEMENT OF SLUMS

- (i) Restrict the growth of slums
- (ii) Provide basic facilities in existing slum areas
- (iii) Encourage planned house building in urban areas

16. NEW STRATEGY FOR FORESTRY

- (i) Grow more trees and raise more forest, with the full involvement of the people
- (ii) Protect the traditional rights of tribal population and local communities of access to fuel, wood and forest produce
- (iii) Reclaim wastelands for productive use
- (iv) Plant appropriate vegetation in hill, desert and coastal areas

17. PROTECTION OF THE ENVIRONMENT

- (i) Enhance public awareness of the dangers of environmental degradation
- (ii) Mobilise popular support for environmental protection
- (iii) Promote recognition that enduring development demands preservation of the ecology
- (iv) Ensure judicious site selection for projects and proper choice of technology

18. CONCERN FOR THE CONSUMER

- (i) Bring essential consumption goods within easy reach of the poor
- (ii) Build a consumer protection movement
- (iii) Restructure the distribution system so that subsidies reach the most needy
- (iv) Strengthen the public distribution system

19. ENERGY FOR THE VILLAGES

- (i) Expand the supply of electricity for productive use in the villages
- (ii) Develop alternate sources of energy particularly bio-gas
- (iii) Promote integrated area specific programmes for rural energy

20. A RESPONSIVE ADMINISTRATION

- (i) Simplify procedures
- (ii) Delegation of authority
- (iii) Enforce accountability
- (iv) Evolve monitoring system from C.D. Block to national level
- (v) Attend promptly and sympathetically to public grievances

GENERAL LEVEL OF EMPLOYMENT

Employment Exchange

The District Employment Exchange came into existence at the district headquarters, Baleshwar, with effect from 1st April, 1958. It covers the entire revenue district of Baleshwar. Besides, to cope with the employment activities of the district, three other branch offices were opened at the subdivisional headquarters, viz., Bhadrak, Nilagiri and Jaleshwar.

The District Employment Exchange is under the control of the District Employment Officer who is assisted by one Junior Employment Officer and other clerical staff. Each branch office is also headed by one Junior Employment Officer with some assistants.

As regards the employment seekers, generally graduates in Arts, Science and Commerce, undergraduates, matriculates, unskilled workers and skilled workers like electricians, wiremen, plumbers, welders, 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 years 1981 to 1985.

Year	Registration	Placement	Live Register
1981	11,565	1,358	34,187
1982	12,854	729	33,396
1983	16,045	894	37,953
1984	14,239	653	37,865
1985	15,132	731	50,383

COMMUNITY DEVELOPMENT

The Community Development Programme was introduced in the district with the inauguration of the Community Development Blocks at Similia, Bhadrak, Bant and Tihiri on 1st October, 1952. The district has been divided into 19 Community Development Blocks. Various developmental programmes in the field of agriculture, animal husbandry and fisheries, health and sanitation, educational and women's programme, communication, etc., are being implemented through the Community Development Blocks in the district for general improvement of the people.

A list of the Community Development Blocks with their headquarters, number of villages, the date of inception and areas has been given in Appendix II of this chapter.

APPENDIX I

**Statement of Minimum Wages Fixed by the Government for Different Categories of Workers
(Unskilled, Semi-skilled and Skilled) in Different Times**

Categories of Workers (1)	Year (2)	Minimum Wages per day in Rs. (3)
A. Agriculture	1965	1.00
	1972	2.00
	1974	3.00
	1976	4.00
	1980	5.00
	1982	6.00
	1984	7.50
	1986	10.00

Categories of Workers	Minimum wages per day in Rs. (years are given in bracket)					
	(1980)	(1984)	(1985)	(1987)		
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
B. Non-agriculture						
(1) Rice mill	..					
(i) Unskilled	..	7.00	7.50	10.00		
(ii) Semi-skilled	..	9.80	10.00	11.50		
(iii) Skilled	..	12.60	13.00	14.50		
(2) Stone breaking or stone crushing	(1976)	(1983)	(1985)	(1987)		
(i) Unskilled	..	4.00	6.00	10.00		
(ii) Semi-skilled	..	5.00	7.50	11.50		
(iii) Skilled	..	7.00	10.50	14.50		
(3) Salt pan	(1973)	(1982)	(1985)	(1987)		
(i) Unskilled	..	2.20	6.00	10.00		
(ii) Semi-skilled	..	..	8.00	11.50		
(iii) Skilled	..	..	11.00	14.50		
(4) Tile and Brick-making		(1982)	(1985)	(1987)		
(i) Unskilled	..	6.00	7.50	10.00		
(ii) Semi-skilled	..	..	9.00	11.50		
(iii) Skilled	..	..	13.00	14.50		
	..	6.00	7.50	10.00		
	..	7.50	9.00	11.50		
		

Category of workers	Minimum wages per day in Rs. (years are given in bracket)			
(5) Hotel, Eating—house, Restaurants	(1981)	(1985)	(1987)	
(i) Unskilled	5.00	7.50	10.00	10.00
(ii) Semi-skilled	8.00	10.00	11.50	11.50
(iii) Skilled	10.00	13.00	14.50	14.50
(6) Chemical Industry	(1982)	(1985)	(1987)	
(i) Unskilled	7.00	7.50	10.00	10.00
(ii) Semi-skilled	9.00	9.75	11.50	11.50
(iii) Skilled	12.00	13.00	14.50	14.50
(7) Film Industry	(1982)	(1985)	(1987)	
(i) Unskilled	6.00	7.50	10.00	10.00
(ii) Semi-skilled	8.00	9.00	11.50	11.50
(iii) Skilled	10.00	12.00	14.50	14.50
(8) Shops and Establishments	(1980)	(1985)	(1987)	
(i) Unskilled	5.00	7.50	10.00	10.00
(ii) Semi-skilled	8.00	9.00	11.50	11.50
(iii) Skilled	10.00	12.00	14.50	14.50

Categories of workers		Minimum wages per day in Rs. (years are given in bracket)			
(9) Bidi making	(i) Unskilled	(1982)	(1985)	(1987)	
	(ii) Semi-skilled	6.50	7.50	10.00	10.00
	(iii) Skilled	9.50	9.50	11.50	11.50
(10) Printing press	(i) Unskilled	10.75	12.00	14.50	14.50
	(ii) Semi-skilled	(1976)	(1985)	(1987)	(1987)
	(iii) Skilled	5.00	7.50	10.00	10.00
(11) Minor Engineering Industry (Employing less than 50 persons)	(i) Unskilled	6.00	9.00	11.50	11.50
	(ii) Semi-skilled	8.00	12.00	14.50	14.50
	(iii) Skilled	(1982)	(1985)	(1987)	(1987)
(12) Mining	(i) Unskilled	5.50	7.50	10.00	10.00
	(ii) Semi-skilled	6.50	9.00	11.50	11.50
	(iii) Skilled	8.00	12.00	14.50	14.50
(1986)	(for work above ground)	12.25			
	(for work below ground)	14.75			
	(for work above ground)	15.25			
(1986)	(for work below ground)	18.25			
	(for work above ground)	19.00			
	(for work below ground)	22.50			

APPENDIX II
A list of Community Development Blocks with their headquarters, number of villages, date of inception and areas

Name of Blocks (1)	Headquarters (2)	Total number of villages (3)	Date of inception (4)	Area in hectares (5)
1. Nilagiri	Nilagiri	141	1.6.1957	22,359
2. Oupada	Oupada	171	1.6.1957	36,288
3. Remuna	Remuna	362	1.1.1955	31,034
4. Baleshwar	Baleshwar	287	1.4.1963	39,235
5. Jaleshwar	Jaleshwar	248	1.4.1959	35,055
6. Bhograi	Bhograi	255	1.4.1964	33,065
7. Basta	Basta	350	1.4.1958	27,764
8. Baliapal	Baliapal	239	1.10.1963	26,640
9. Soro	Soro	192	1.4.1956	25,543
10. Bahanaga	Bahanaga	163	1.10.1962	24,100
11. Khaira	Khaira	369	1.10.1957	34,108
12. Similia	Similia	159	1.10.1952	37,814

(Contd.)

Name of Blocks (1)	Headquarters (2)	Total number of villages (3)	Date of inception (4)	Area in hectares (5)
13. Tihiri	Tihiri	159	1.10.1952	27,814
14. Bhadrak	Bhadrak	162	1.10.1952	32,320
15. Bant	Bant	211	1.10.1952	28,230
16. Chandbali	Chandbali	280	1.10.1957	77,711
17. Basudebpur	Basudebpur	203	1.6.1957	40,922
18. Bhandaripokhari	Bhandaripokhari	175	1.10.1958	14,090
19. Dhamnagar	Dhamnagar	150	1.10.1956	24,054