

NATIONAL SAMPLE SURVEY

NUMBER 255A

EMPLOYMENT-UNEMPLOYMENT PROFILE FOR INDIA

A Preliminary Study Based On Employment-Unemployment
Survey, NSS 27th Round : 1972-73

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NATIONAL SAMPLE SURVEY ORGANISATION

27TH ROUND : 1972-73

SURVEY ON EMPLOYMENT-UNEMPLOYMENT

HIGHLIGHTS

During its 27th Round, the National Sample Survey Organisation conducted a survey of Employment-Unemployment in India, covering 9088 villages and 4832 urban blocks. The brochure entitled "Employment - Unemployment Profile For India (No.255A)" is based on half the field work of this Round and hence covers only the six months from October 1972 to March 1973.

2. The estimate of employment-unemployment in the present study cover all persons of age 5 and above (About 15 per cent of the total population is of age below 5 years). Because, for most persons, the nature of employment varies from day to day, we asked "What does the person usually do ?" The responses are briefly summarised in the accompanying Table.

3. The number of persons of age 5 and above, in March 1973, is estimated to be 488.4 million. Of these, 248.6 million shown in category 1 in the Table reportedly do not work (gainfully) and also do not offer themselves for work. They are said to be not in the labour force. The remaining constitute the labour force. It is estimated to number 239.8 million.

4. Persons in the labour force are classified broadly into two sub-groups. The persons classified in sub-group 2 (total of 2.1, 2.2 and 2.3) reportedly work more or less fully or as helpers in own farm or non-farm business or as regular salaried or wage-workers. We might say that persons in the categories 2.1 and 2.3 have a stable employment and they number 106.5 million. About helpers in own farm or non-farm business (category 2.2) who constitute 61.6 million (25.7 million males and 35.9 million femals), we have yet to know about their work content (it is possible that quite a number of them may not be having enough work throughout the period) although they reported themselves as enduringly associated with the household farm or non-farm enterprise or profession. The three categories together number 168.1 million, constituting about 70 per cent of the labour force.

5. The remaining 30 percent of the labour force, numbering 71.7 million classified in sub-group 3 (total of 3.1, 3.2, 3.3 and 3.4) do not have a stable and adequate employment. Placed in descending order of adequacy of their employment, they appear as under :

3.1 Working in own farm or non-farm business and also as casual wage workers	...	15.0 million
3.2 Working as casual wage workers more or less adequately employed	...	22.7 million
3.3 Casual Wage workers intermittently unemployed and seeking work	...	29.9 million
3.4 Persons with no work, seeking work or available for work	...	4.1 million

It is the persons in the last two categories which should concern us the most. The 4.1 million persons in the last category, who reportedly had no work, except possibly for a very short period, and who were seeking work or were available for work, may be said to be 'chronically' unemployed.

To meet their problem, we need about 4.1 million additional full-time jobs. The 29.9 million casual workers who are intermittently unemployed must be provided with supplementary employment where they are; or some of them must be withdrawn from where they are and provided with full-time jobs elsewhere so that the remaining may be adequately employed where they are. Incidentally, we should note that out of the 29.9 million casual wage-workers intermittently unemployed, 27.3 million are in the rural areas and only 2.6 million in the urban areas. On the other hand, the 4.1 million 'chronically' unemployed are more or less equally divided between rural and urban areas; 2.0 million are in the rural areas and 2.1 million in the urban areas. It is obvious that the unemployed in the rural areas, as they despair, move into the urban areas.

6. In view of the fact that a large number of persons, particularly the casual wage-workers in the rural areas, are unemployed and seek work intermittently throughout the year, we tried to derive another measure of unemployment-underemployment. In addition to asking a person as to what he usually did, we asked : "What did the person do during the week previous to our visit to him?" A number of them reported that throughout the week they were seeking work or were available for employment but could not get even an hour's work. Their distribution in the rural and urban areas and by sex is as under :

Estimates of average number of persons totally unemployed in each week during October 1972 to March 1973
(Million)

	<u>Rural</u>	<u>Urban</u>	<u>Total</u>
Male	3.7	1.9	5.6
Female	3.3	0.6	3.9
Total	7.0	2.5	9.5

In interpreting these figures we should note the following : (a) The estimate of 9.5 million persons unemployed and seeking work represents the average weekly situation during October 1972 to March 1973. The number will vary from week to week. The above represents the average weekly situation in the months of October to March. The employment situation is expected to be worse in the months of April to September. The remaining results of the 27th Round of the NSS will provide the relevant data. (b) The estimate does not mean that 9.5 million persons are unemployed throughout the year. As we have seen, only about 4.1 million persons are reported to be chronically unemployed. Presumably they will report themselves as unemployed every week of the year. In addition to these 4.1 million persons who are unemployed all the weeks of the year, a varying number is reported unemployed each week. On an average they number 5.4 million each week. Some of them may be unempl just one week of the year. Others may be unemployed for more than or week of the year. But all of them are unemployed for at least one w at a stretch each time. We have neglected unemployment of shorter durations, that is of less than a week, at a time.

7. But the estimate does mean that, on an average, each week about 9.5 million persons are reportedly unemployed throughout the week, are seeking work or are available for work but are unable to get even an hour's work. Of such workers, 7.0 million are in the rural areas and 2.5 million in the urban areas. Hence, if suitable work, suitably located, is offered, we should expect that on an average about 9.5 million persons (probably about 8.0 million) would accept employment each week. The number may vary from about 5.0 million in some weeks to about 11.0 million in some other weeks. The NSS data on the distribution of such work-seekers in different regions and in different seasons is thus of immediate relevance in the context of any programme of providing suitable employment to these persons.

8. It is natural to ask whether the unemployment-underemployment situation has improved or deteriorated over the past few years. Fortunately, the National Sample Survey has a few comparable estimates over the years. They are all based on the same concept, namely, the number of persons who were seeking work or were available for work and did not get even an hour's work during the week previous to our visit to them. The estimates are as under :

Estimates of average number of persons totally unemployed
in a week of different NSS Rounds
(Million)

	<u>27th Round</u> (Oct.72-Sept.73)	<u>19th Round</u> (July 64-June 65)	<u>17th Round</u> (Sept.61-July 62)
Rural	7.0	6.8	7.0
Urban	2.5	0.5	0.8
Total	9.5	7.3	7.8

Thus, it seems that there was a marginal improvement in the unemployment - underemployment situation between 1961-62 and 1964-65. But since then, over the past 8 years, the situation has not improved, if not deteriorated. During the 11 years' period from 1961-62 to 1972-73, the number of work-seekers has increased by 21.8 per cent while the population increased by 27.3 per cent. It, therefore, appears that the expansion of employment during the past decade has just about kept pace with the increase in population. As a result, there has been a steady addition to the large backlog of unemployment - underemployment in the economy. The consequences are most visible in the urban areas where the number of work-seekers has increased at least three-fold over the decade. Many have suspected this deterioration in the employment situation. The results of the 27th Round of the National Sample Survey confirm and quantify these fears.

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N.S.S.O

Table : Distribution of persons of age 5 and above by Usual Activity

	(Million)								
	Rural		Urban		Total				
	Male	Female	Male	Female	Male	Female			
1. Not working - Not in Labour Force	70.0	117.9	187.9	22.1	38.6	60.7	92.1	156.5	248.6
2.1 Working as full workers on own farm or non-farm business	48.3	9.6	57.9	8.9	1.6	10.5	57.2	11.2	68.4
2.2 Helpers in farm or non-farm business	23.5	34.1	57.6	2.2	1.8	4.0	25.7	35.9	61.6
2.3 Regular salary or wage workers	16.3	2.5	19.8	16.2	2.1	18.3	22.5	5.6	28.1
2. <u>Sub-total</u>	88.1	47.2	135.3	27.3	5.5	32.8	115.4	52.7	168.1
3.1 Working in own farm or non-farm business and also as casual wage workers	12.3	1.7	14.0	0.9	0.1	1.0	13.2	1.8	15.0
3.2 Working as casual wage workers	10.6	10.3	20.9	1.1	0.7	1.8	11.7	11.0	22.7
3.3 Casual wage workers intermittently seeking work	16.6	10.7	27.3	1.8	0.8	2.6	18.4	11.6	29.9
3.4 Not working but seeking work	1.6	0.4	2.0	1.6	0.5	2.1	3.2	0.9	4.1
3. <u>Sub-total</u>	41.1	23.1	64.2	5.4	2.1	7.5	46.5	25.2	71.7
Total estimated population of age 5 and above	199.2	188.2	387.4	54.8	46.2	101.0	254.0	234.4	488.4

SECTION ONE

Conceptual Frame

1.1 Introduction : In the Employment-Unemployment survey conducted in the NSS-27th Round data on various facets of employment and unemployment in the country were collected from about 8,00,000 individuals belonging to about 1,70,000 households distributed in 9088 and 4832 sample villages and urban blocks respectively. The survey was conducted from October, 1972 to September, 1973. The survey design and schedules for data collection were so framed as to get information which could bring out the complex pattern of labour force participation of the country's population. Only some results of the survey based on the returns from a cross-section of the population, have been released so far.

1.2 In this paper we propose to present only the contour of the Employment-Unemployment situation in India basing our analysis on the data so far released. A brief discussion on the concepts and procedures adopted in the survey is given below to enable a proper appraisal of the results.

1.3 Background : Labour force or Employment and Unemployment surveys were conducted by NSS in the past, but the concepts used for data collection were, in the main, those used in developed economies. Realising the limitation of such concepts for an economy in which self-employment is a dominant factor and bulk of the country's production is carried on within household enterprise, the conceptual frame work and the procedure of data collection in this survey were formulated in the light of the recommendations of the Expert Committee on Unemployment Estimates, known as Dantwalla Committee^{1/}.

1.4 Difficulty in getting a straight-forward measure : As the phenomenon of Unemployment is rather complex in our country in view of the peculiarity of our socio-economic situation, a straight-forward question put to persons as to whether they are employed or unemployed at a particular point of time or during a particular period is rather inadequate to elicit the required information. The answer to such a question will fail to reveal the real character of their seasonal or intermittent employment or unemployment. In view of

^{1/} Report of the Committee of Experts on Unemployment Estimates, Planning Commission, Government of India 1970.

this difficulty an attempt to tackle the problem of getting a quantitative measure of the different facets of the phenomenon of unemployment or underemployment was made by using the four different approaches elaborated below.

1.5 Approach through usual status classification : In the approach information on the normal or usual work-pattern (over a long period in the past) of the population (the term usual status was used to identify the particular work pattern) were collected ^{2/}. This approach assumes a normal or usual attachment of the population of working age to some gainful activity which provides them their means of livelihood and minimises the chance of a person being reported as unemployed. Only chronically unemployed persons i.e., those who have not been attached to any normal vocation or occupation and have been on the lookout for job or employment for quite a long period, will be identified. Ordinarily, such persons would be found largely in the urban areas, particularly, in big cities. In small towns and rural areas, where a large section of the population works in household enterprises or on own account in traditional business or profession, few would get or lose jobs and most of them would not openly seek new jobs even during the lean season. The demand for more gainful work, in so far as it is felt by members of the household (obviously to augment the family earnings or for profitable utilisation of their idle time), may be also in part only for such work as can be made available within the household. In our country, particularly in rural areas, very few people can afford to remain unemployed for long and will try to get into some work or employment to eke out their living. Very few will, therefore, report themselves as unemployed and more will report as employed when investigation is conducted with the usual status concept. But despite its inherent limitations, a quantitative measure of a long period usual or normal employment-unemployment pattern of the population can be obtained through this approach.

1.6 Probing questions : The question, however, remains to be answered as to whether all those who are classified as gainfully employed by the usual status approach have been able to utilise fully the total labour time at their disposal or whether their attachment to gainful work is only seasonal or on some occasions only incidental as they often withdraw from labour force when demand for their work is relatively less pressing. About those who are classified as unemployed, one might like to know further whether they wanted more work or employment in farm or non-farm work or in their own village or town where they stay or outside also, as well as the duration they remained

unemployed. With a view to getting information on these aspects some probing questions were asked during the survey to each informant, classified under one or other category of usual status. The answers recorded in the schedule, were meant to help in making a realistic estimate of nature and dimension of the malady of the endemic underemployment and unemployment in the country.

1.7 Approach through current status classification : In view of predominance of Agriculture and self-employment in household enterprise in the country's economy, the employment-unemployment situation is marked by seasonality. The level of unemployment and underemployment and also the size of the labour force is, therefore, likely to vary from one season to another. A measure of the level of unemployment (and/or underemployment) and their concomitant characteristics in different seasons of the year, if made available in quantitative terms for different states of the country, will enable the policy makers to locate the areas of malady where suitable ameliorative measures are needed.

With the above objective in view, the survey provided a tool for classifying the population according to their activity status relating to the week preceding the date of survey (known as current status). In other words, the members of the household surveyed were classified into categories (a) working, (b) seeking work or available for work and (c) not available for work - depending on the activity situation as obtained for the person during the reference week. These data have been tabulated separately for 4 different periods (October - December, January-March, April-June and July-September) of the year to study the seasonal nature.

A person was classified as working if he was found to have been doing some gainful work (even for a day and that also for an hour in a day) during the reference week. The unemployed would constitute those persons who were not having any gainful work during the reference week and was either seeking or available for gainful work during the period and the rest would constitute the category 'not in labour force'. As different households were surveyed during each season (sub-round)^{3/} and similar data were collected in different weeks of the period, the resulting data for the season would be the average of the different weekly situations. Secondly, since the persons have been classified on the basis of their activities obtaining in the varying reference weeks, the data are the averages of the different weekly activity (or inactivity) situation of persons interviewed in the survey and the

^{3/} In the NSS the survey period (normally one year) is divided into a number of sub-rounds of equal duration and for each of such sub-round a set of samples are so selected as to provide independent valid estimates for the sub-round.

classification of persons by current status, therefore, have been expressed as estimates of person-weeks and not of persons under different current status of working, or seeking and available or not available.

1.8 Labour time disposition : Of the total economically active population in the country, only a small fraction belong to the organised labour market. The demand for labour often fluctuates in unorganised or household sector even over a small span of a week. Sometimes those who report as belonging to the labour force with reference to a week, do not get enough work for all the seven days and, therefore, seek work or report as available for work on some days of the week. There are also other persons, presumably those who have job or employment of a casual nature, who change their status or even occupation during the period of seven days. There is also a third category who on some days of the week withdraw themselves from labour force and report as nonavailable for any gainful work. The information on day-to-day labour time disposition of those who recorded themselves as belonging to labour force during the various reference weeks, therefore, will reveal their average work participation pattern in different days of the weeks.

1.9 The information collected on the various aspects of the work-participation behaviour of the population has, however, been compiled and tabulated only for population of ages 5 years and above. The population of ages below 5 years, the size of which will be of the order of 15 to 16 percent in the rural and about 13 to 14 percent in the urban areas, has practically nothing to report on employment and unemployment in view of their tender age.

1.10 In subsequent/certain broad features of the employment and unemployment in the country are highlighted basing on the combined results of the survey data of sub-round one and two which have been tabulated and released so far^{4/}. The months covered (October-March) by the two sub-rounds represent the relatively busy period in our rural economy and thus the data for these two sub-rounds will portray the relatively brighter picture in regard to the pattern of employment and unemployment particularly in rural areas where situation normally worsens during the months April-September.

^{4/} Draft report nos. 255/1 to 255/4 and Supplements - "Some Summary Information on the Survey on Employment and Unemployment, NSS 27th round : October 1972 - September 1973".

SECTION TWO

Labour Force Participation

2.1 Persons categorised as usually working and persons categorised as usually seeking or available together constitute the labour force. The proportion of persons in labour force to the total population is termed as the labour force participation rate (LFPR) which is considered as the statistical index of the available Manpower resources.

Compared to other developing countries and also to countries of developed economy the LFPR of our country is not low. Even a sizeable proportion of persons of ages below 14 years is often found to be engaged in gainful work or in search of gainful work. The high LFPR is normally indicative of the soundness of an economy, if the gainfull work component of LFPR is not corroded by acute underemployment and/or the rate of open unemployment is low.

2.2 The 27th Round survey data on labour force participation rate (based on classification of individuals by usual status) in rural and urban areas studied along with the distribution of households by per-capita monthly household expenditure collected from the same sample households reveal an interesting feature of the content of the labour force participation in our country. In Table (1) are presented the state-wise labour force participation rates. In the same Table the percentages of rural and urban households having per-capita monthly household expenditure Rs. 0.00 to Rs. 33.99 and Rs. 0.00 to Rs. 54.99 have also been shown. The data summarised in the Table bring out a rather contradictory situation of co-existence, particularly in rural areas, of high or medium level of LFPR* in a number of States and also in those respective States a substantial percentage of households having their per-capita monthly expenditure below Rs. 54.99 or even below Rs. 33.99. It is generally accepted that households with per-capita expenditure less than Rs. 20 at 1960-61 prices are extremely poor. As the present survey was conducted during October, 1972-September, 1973 when the consumer price index (base in 1960-61) rose to 220, the households with per-capita monthly household expenditure upto Rs. 33.99 may reasonably be categorised as households coming much below the so-called poverty line.

2.3 Recognising that the rate of open or overt unemployment in rural areas is substantially low the plausible reason of the high LFPR when large proportion of people subsists around the poverty line may be the existence of chronic underemployment pervading the entire rural economy. One may, perhaps, reasonably infer that a large chunk of population categorised in the survey

* 'high', 'medium' and 'low' levels of LFPR have arbitrarily been fixed as 'above 60%', '40% - 60%' and 'below 40%' respectively.

as 'working' is not having enough work throughout the year or may be getting work only seasonally; there may be some others who, despite being engaged in gainful work more or less throughout the year, are in low-productivity or less-remunerative employment. The pressure of over-population in agriculture and in other non-agricultural household enterprises creates a situation in rural economy in which the vast army of underemployed are automatically absorbed into the traditional household economic activities and thereby scale down the productivity and earning of the entire rural population. About the nature and ramification of underemployment, discussion in further details will be made in section three.

2.4 Another noteworthy feature of the labour force participation pattern in the rural areas observed in the survey data is that in the general background of LFPR being on the higher side, the States in which the LFPR is relatively low the lower participation rate of the female population in those States brings down the overall LFPR. This typical feature has been noticed in Assam, West Bengal, Bihar, Uttar Pradesh, Kerala, Jammu & Kashmir and Tripura (see table 1 below).

2.5 Compared to rural areas, the LFPR is generally low in urban areas. In 14 States the level of LFPR is rather very low while in the remaining States (except Meghalaya) it is of medium level. Comparatively low LFPR in urban areas can possibly be explained by the lower female participation rate, late entry of male population in the younger age-group into labour force and early withdrawal from labour-force of a large number of older persons. Here, the prevalence of poverty conditions may be ascribed mainly to the incidence of open unemployment of a chronic nature though seasonal unemployment and underemployment in less organised sectors also exist side by side, may be with a lesser intensity than in rural areas.

Table (1) : Labour-force participation (usual activity status) rates by sex and percentage of households in per-capita monthly household expenditure group Rs.0.00-33.99 and Rs.0.00-54.99.

s t a t e	persons working, seeking and available						percentage of households with per-capita monthly household expenditure (Rs.0.00)			
	rural			urban			rural		urban	
	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
1. Andhra Pradesh	72.54	51.07	61.88	60.65	23.04	41.91	45.90	82.53	21.84	59.62
2. Assam	58.88	9.95	35.52	58.88	6.01	36.95	31.95	79.92	9.94	41.60
3. Bihar	62.46	23.62	42.87	58.27	11.36	37.11	49.62	82.74	22.53	52.44
4. Gujarat	61.97	43.37	53.05	55.39	15.51	36.28	32.29	71.12	13.20	51.86
5. Haryana	58.42	35.98	47.70	57.52	11.83	31.89	9.28	37.24	12.96	40.70
6. Himachal Pradesh	62.27	49.18	55.63	65.32	13.09	41.47	7.15	31.25	1.62	13.27
7. Karnataka	67.05	49.74	58.64	58.14	19.32	39.30	43.47	82.54	22.87	50.33
8. Kerala	57.73	29.73	43.22	57.18	25.26	49.92	44.56	76.59	32.19	54.73
9. Madhya Pradesh	67.27	52.73	60.24	55.23	18.43	37.84	50.94	82.22	20.74	55.48
10. Maharashtra	64.66	45.67	54.44	61.40	17.85	41.87	46.52	82.10	13.71	37.83
11. Meghalaya	62.99	56.28	59.83	24.56	7.35	16.72	13.98	62.66	4.46	18.75
12. Nagaland*				58.06	10.81	38.35			0.00	3.41
13. Orissa	67.48	30.85	49.05	62.59	18.82	42.12	56.44	85.20	21.25	50.04
14. Punjab	64.22	32.23	48.33	60.90	15.43	40.19	10.07	37.32	5.60	31.97
15. Rajasthan	69.41	63.09	66.37	55.22	23.53	40.35	30.84	64.88	16.56	50.12
16. Tamil Nadu	70.23	51.33	60.69	61.98	19.77	41.05	47.02	82.56	27.85	62.23
17. Uttar Pradesh	63.29	31.57	48.13	59.32	9.60	36.58	38.74	78.47	23.27	54.08
18. West Bengal	61.17	15.87	39.19	64.72	11.61	41.79	54.09	82.96	13.70	38.25
19. Chandigarh*				49.89	10.89	34.59			0.00	0.00
20. Delhi	50.56	48.88	49.92	61.37	10.15	38.40	21.56	61.38	6.32	25.18
21. Goa	52.95	47.74	50.34	57.06	22.77	40.88	28.32	72.19	8.90	32.92
22. Pondicherry	61.87	31.18	46.66	54.18	14.39	34.66	29.80	67.09	25.13	57.02
23. Jammu & Kashmir	62.12	26.36	44.53	56.71	7.16	32.61	21.03	65.05	28.12	66.56
24. Manipur	53.33	36.23	44.63	48.93	27.63	38.41	14.40	62.14	5.02	49.31
25. Tripura	57.72	23.74	41.69	52.28	8.69	31.00	23.18	66.62	10.72	37.95
26. All-India	64.80	37.35	51.23	59.64	16.56	39.50	43.20	78.26	18.70	48.53

SECTION THREE

Dimension of Underemployment

3.1 A study on the nature and dimension of underemployment can only be meaningful and relevant if the necessary background information on the usual work-pattern of the population is made available. From the data collected in the NSS-27th Round survey we get the distribution of population by detailed usual activity status category, separately for areas, rural and urban and also for males and females. This distribution will reveal how the working population in towns and countryside remain normally engaged in the production of goods and services for pay, profit or family gain.

3.2 Employment pattern : The work or employment pattern in the rural areas is naturally different from that in the urban areas. The survey data summarised in Table (2) will show that in rural India the self-employment sector is much larger compared to the wage-employment sector. It is observed that of the total rural population, persons working on own account in farm and non-farm enterprises together with those working as helpers in household farm and non-farm enterprises constitute 33.30 percent, whereas persons engaged as regular wage and salary earners in farm or non-farm enterprises together with the casual wage earners constitute only 17.41 percent. But, it should be noted that of the percentage of total self-employed (33.30%), the percentage of persons working as helpers in household farm and non-farm enterprises is as large as 14.93. Helpers in household enterprises do not usually work intensively and they work intermittently also. The term by which they are categorised itself indicates that they are deployed in the household enterprises only at the time of pressing need and a sizeable proportion of them, particularly the females, are normally engaged in essential household work.

3.3 Also, in the rural areas of all the States the self-employment sector is larger than the wage-employment sector. Only their relative proportion is different in different States. Where the deviation from the all India rural average is relatively large has been illustrated below for each of the usual activity category separately :

- (a) In Assam (17.56 percent), Himachal Pradesh (22.22 percent), Madhya Pradesh (16.69 percent), Meghalaya (45.83 percent), Rajasthan (20.13 percent), Uttar Pradesh (19.79 percent), Jammu & Kashmir (22.40 percent), Manipur (20.26 percent), the proportions of persons working in own farm of the respective rural population are more than the all India average which is 14.51 percent of the total rural population.

- (b) The proportions of the total rural population of persons working in household non-farm enterprises in Andhra Pradesh (4.62 percent), Kerala (5.90 percent), Punjab (5.95 percent), Tamil Nadu (5.84 percent), Uttar Pradesh (4.67 percent), Delhi (10.29 percent), Goa (4.80 percent), Pondicherry (4.82 percent), Manipur (7.76 percent) and Tripura (4.63 percent) are above the all India average of 3.86 percent.
- (c) The proportions of regular salaried employees/wage labourers in farm (the majority of whom are probably bonded agricultural labourers and regular farm servants) of the respective total rural population are very low in Himachal Pradesh (0.74 percent), Kerala (1.12 percent), Rajasthan (0.91 percent), Delhi (1.32 percent), Pondicherry (1.51 percent), Jammu & Kashmir (0.32 percent) and Manipur (0.38 percent) compared to the all India average of 2.81 percent of the all-India rural population. In Bihar, however, the corresponding figure is rather high (5.00 percent).
- (d) The proportions of persons working as regular salaried employees/wage labourers in non-farm enterprise/business etc. in Kerala (5.68 percent), West Bengal (3.93 percent), Delhi (10.76 percent), Goa (4.80 percent) and Pondicherry (5.18 percent) are above the corresponding all-India average of 2.17 percent of the respective total rural population.
- (e) The proportions of persons working as casual wage labourer of the respective total rural population are very high in Andhra Pradesh (23.27 percent), Tamil Nadu (21.82 percent), Goa (20.34 percent) and Pondicherry (25.81 percent); moderately high in Karnataka (18.17 percent) & Maharashtra (19.00 percent) and very low in Assam (3.15 percent), Haryana (4.42 percent), Himachal Pradesh (1.02 percent), Meghalaya (5.67 percent), Punjab (7.05 percent), Rajasthan (3.00 percent), Uttar Pradesh (5.92 percent), Delhi (3.41 percent), Jammu & Kashmir (0.67 percent) and Manipur (1.02 percent) compared to the corresponding all-India average of 12.37 percent of the all-India rural population. It should be noted that in rural areas, this category, by and large, represent the agricultural and other rural labour.
- (f) The proportions of persons working in household farm as unpaid helpers of the respective total rural population are significantly high in Haryana (20.07 percent), Himachal Pradesh (25.50 percent), Karnataka (18.88 percent), Madhya Pradesh (25.41 percent) and Rajasthan (34.44 percent) in comparison to the corresponding all-India average of 13.50 percent of the total rural population. It is needless to mention that the high proportion of helpers, particularly in household farm, is symptomatic of the higher incidence of underemployment or under utilisation.

of labour force in household farm economy. In this context, the high labour-force participation rate, for all practical purposes, turns out to be a misleading index of the country's economy.

3.4 In urban areas the wage-employment sector is more important than the self-employment sector in so far as its' capacity to offer work or employment is concerned. Persons self-employed in own farm or in household non-farm enterprise together constitute only 15.29 percent of the total all-India urban population. In this sector the share of the unpaid helpers (farm and non-farm combined) and of the persons working in own farm is 3.94 percent and 1.43 percent respectively of the total all-India urban population. It is clearly seen ~~that~~ in the urban self-employment sector, the substantive contribution to the total gainful work comes from persons working in non-farm household enterprise, business, profession etc. who constitute only 9.92 percent of the total all-India urban population. In contrast to what has been observed in the self-employment sector, persons working as wage and salaried employee/wage earner in non-farm enterprise, business, profession etc. occupy a dominant position in urban areas. They constitute 17.32 percent of the total all-India urban population. In this sector the other constituents are casual labourers and those who work as wage/salaried employees in farms. The respective proportion is 4.39 percent and 0.44 percent of the total all-India urban population.

3.5 Like the all-India urban work pattern, in the urban areas of all the States also the wage-employment sector has been found to be more important compared to the self-employment sector though their relative proportions are different in different States. Only the instances of larger deviations from the all-India urban situation are brought out below in respect of each of the activity categories :

- (a) In Kerala (2.71 percent), Nagaland (3.38 percent), ~~Rajasthan~~ ^{and} (3.03 percent) / Manipur (4.62 percent), the proportion of persons working in own-farm to the respective urban population is higher than the all-India urban average of 1.43 percent.
- (b) In Meghalaya (3.96 percent), Nagaland (1.88 percent), Chandigarh (1.79 percent) and Goa (5.18 percent), the proportion of persons working in household non-farm enterprise/profession is much lower than the all-India urban average of 9.92 percent.

- (c) The all-India average of persons working as regular salaried employee/wage-labourer is relatively very low (0.44 percent) compared to the proportions of the other constituents of the working population. But only in Assam (1.26 percent) and Nagaland (5.26 percent), their proportion to the respective urban population is rather high.
- (d) In Himachal Pradesh (24.49 percent), Maharashtra (22.59 percent), Nagaland (26.32 percent), West Bengal (23.16 percent), Chandigarh (30.63 percent), Delhi (24.48 percent) and Goa (21.62 percent), the proportion of persons working as wage/salaried employee in non-farm enterprise/profession to their respective urban population is relatively high compared to the all-India urban average of 17.32 percent.
- (e) The proportion to the respective total urban population of persons working as casual labourers in Andhra Pradesh (6.35 percent), Gujarat (5.95 percent), Kerala (8.54 percent), Orissa (5.72 percent), Tamil Nadu (5.37 percent) and Goa (5.92 percent) is higher than the corresponding all-India average of 4.39 percent.
- (f) Persons categorised as helpers in household enterprises are found to be rather an unimportant constituent of the urban working population. The respective all-India urban proportion of helpers in farm and non-farm household enterprises to the total all-India urban population is 0.93 percent and 2.96 percent. Only in Rajasthan, the proportions of household farm and household non-farm helpers (3.82 percent and 5.11 percent respectively) are much higher than the corresponding all-India urban averages.

3.6 In the foregoing section while discussing the labour force participation pattern of the population, it has been observed that rather high LFPR in rural areas and relatively low LFPR in urban areas, marked with a kind of built-in underemployment widespread all over, is the typical feature of our economy. With a view to studying in depth the various dimensions of underemployment, some probing enquiries were made in the survey about persons classified under different usual activity categories. The answers obtained from households have so far been tabulated for a few categories only. The extent of under utilisation of the categories of persons described as (a) self-employed in farm and non-farm enterprise, (b) regular salaried employee or wage labourer in farm and non-farm enterprise and (c) casual labourers as also to what extent they seek or available for gainful work has been highlighted here.

3.7 Self-employed in farm and non-farm enterprise : It is well known that work is not available throughout the year in household farm or non-farm enterprises. It is observed from tables 3 & 4 that in rural areas more than 70 percent of the

persons engaged in household farm do not have enough work throughout the year in 11 States of which the corresponding percentage is more than 20 in 4 States. On the other hand, more than 10 percent of the persons engaged in household non-farm enterprise do not get work throughout the year in 13 States.

3.8 It is further revealed that of the total persons working in household farm a sizeable proportion work, seek work or express willingness to work in other's farm or non-farm enterprises during the idle period in their own farms. They constitute more than 20 percent in Andhra Pradesh, Bihar, Madhya Pradesh, Maharashtra, Orissa, Rajasthan, West Bengal, Goa and Jammu & Kashmir. Among those engaged in household non-farm enterprises more than 20 percent in Andhra Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tamil Nadu and Goa reported as either normally work in other's farm or non-farm enterprise or seek work or make themselves available for work during the idle period in their respective enterprise.

3.9 In the urban areas, in 12 States more than 10 percent of those engaged in household farm do not have enough work throughout the year and in 6 States out of them the corresponding percentage is more than 20. The position in household non-farm enterprises in urban areas is relatively better. Only in 4 States more than 10 percent of those engaged in household non-farm enterprise do not get enough work throughout the year.

3.10 Of the total persons working in non-farm enterprise the proportion of those reported working in other's farm or non-farm enterprise or seek work elsewhere during the idle time is also not negligible. They constitute about 15 to 16 percent in Karnataka, Kerala and Orissa; 25 percent in Chandigarh and 10 to 12 percent in Andhra Pradesh, Bihar, Haryana and West Bengal.

3.11 The nature of under utilisation of manpower resources deployed in household farm and non-farm enterprises and to what extent they try to fruitfully utilise their idle period or come out in the open in search of work have been described above for some States by way of illustration. Tables (3 & 4) will show the position in all the States.

3.12 Salaried employee and wage labourer : In rural areas the salaried employee or wage labourer in farm (perhaps majority of them are the bonded labourers in household farms and the regular farm servants) constitute a small fraction of the total population. It is highest in Bihar (5.00 percent) and lowest in Jammu & Kashmir (0.32 percent) and on an average 2 to 3 percent in other States (see Tables 5 & 6). It becomes obvious from the tabulated results presented here that these people do not get enough work all through and in a large number of States about 10 percent of them reported as seeking or available

Table (3) : Percentage of persons (i) with usual activity category code 11 (self-employed in own farm) to total persons, (ii) worked throughout the year to total persons self-employed in own farm and (iii) worked, sought work or available for work in other's farm or non-farm enterprises to total persons self-employed in own farm separately for each sex.

Sub-rounds 1 & 2 combined

s t a t e	percentage of persons self-employed in own farm to total persons			percentage of persons worked throughout the year to total persons self-employed in own farm			percentage of persons worked, sought work or available for work in other's farm or non-farm enterprises to total persons self-employed in own farm		
	male	female	total	male	female	total	male	female	total
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1. Andhra Pradesh	19.42	1.79	10.67	84.64	81.64	84.39	21.90	20.04	21.7
2. Assam	32.96	0.71	17.56	97.86	100.00	97.88	10.82	11.68	10.8
3. Bihar	23.40	3.02	13.12	89.70	82.96	88.92	21.10	16.38	20.5
4. Gujarat	24.54	6.64	15.96	94.13	92.46	93.79	19.47	15.92	18.7
5. Haryana	22.11	1.67	12.34	92.05	90.00	91.92	9.15	3.39	8.8
6. Himachal Pradesh	33.68	11.11	22.22	88.92	100.00	91.73	0.00	0.00	0.0
7. Karnataka	21.82	3.28	12.81	89.81	88.57	89.66	19.07	15.36	18.6
8. Kerala	11.66	3.79	7.58	74.03	61.79	70.88	11.10	3.34	9.0
9. Madhya Pradesh	29.85	2.65	16.69	84.30	78.00	83.82	27.65	24.46	27.4
10. Maharashtra	21.24	6.82	13.48	87.67	76.51	84.63	31.93	36.59	33.2
11. Meghalaya	47.80	43.63	45.83	98.34	97.79	98.09	7.70	5.37	6.6
12. Nagaland*									
13. Orissa	24.65	1.40	12.95	80.54	79.75	80.49	31.46	21.53	30.8
14. Punjab	22.14	3.28	13.32	98.45	100.00	98.62	4.32	1.46	3.9
15. Rajasthan	32.40	6.90	20.13	79.33	82.85	79.91	28.62	11.95	25.8
16. Tamil Nadu	20.15	5.66	12.83	90.19	89.43	90.02	19.58	15.18	18.6
17. Uttar Pradesh	31.63	6.86	19.79	93.77	86.81	92.63	14.59	8.91	13.6
18. West Bengal	17.42	1.01	9.46	84.33	63.06	83.23	26.84	6.02	25.7
19. Chandigarh*									
20. Delhi	14.07	6.75	11.30	57.52	100.00	67.12	0.00	0.00	0.0
21. Goa	13.24	4.60	8.88	47.13	59.21	50.80	51.14	35.94	47.0
22. Pondicherry	7.41	0.44	3.95	100.00	100.00	100.00	0.00	0.00	0.0
23. Jammu & Kashmir	39.91	4.31	22.40	92.95	86.52	92.35	31.44	3.47	28.7
24. Manipur	35.26	5.76	20.26	95.85	95.13	95.74	1.06	2.68	1.2
25. Tripura	19.09	2.95	11.48	98.16	98.27	98.17	13.99	7.51	13.2
26. All-India	24.59	4.19	14.51	88.81	83.94	88.11	20.91	15.82	20.1

* The Survey was restricted to urban areas only.

Table (3) : Percentage of persons (i) with usual activity category code 11 (self-employed in own farm) to total persons, (ii) worked throughout the year to total persons self-employed in own farm and (iii) worked, sought work or available for work in other's farm or non-farm enterprises to total persons self-employed in own farm separately for each sex.

Sub-rounds 1 & 2 combined

s t a t e	percentage of persons self-employed in own farm to total persons			percentage of persons worked throughout the year to total persons self-employed in own farm			percentage of persons worked, sought work or available for work in other's farm or non-farm enterprises to total persons self-employed in own farm		
	male	female	total	male	female	total	male	female	total
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1. Andhra Pradesh	2.50	0.28	1.39	76.37	69.57	75.69	12.26	5.22	11.60
2. Assam	1.81	0.00	1.06	100.00	-	100.00	7.23	-	7.23
3. Bihar	2.54	0.43	1.59	83.36	87.21	83.00	21.66	18.60	21.30
4. Gujarat	1.84	0.62	1.24	90.80	100.00	92.90	7.09	0.00	5.40
5. Haryana	2.18	0.44	1.36	100.00	100.00	100.00	7.10	12.90	8.00
6. Himachal Pradesh	1.50	2.51	1.96	87.67	86.36	86.49	25.00	0.00	10.00
7. Karnataka	2.89	0.83	1.89	93.00	70.64	88.25	16.52	14.57	16.09
8. Kerala	3.97	1.49	2.71	49.46	46.73	48.70	18.72	4.27	14.77
9. Madhya Pradesh	2.57	0.71	1.79	83.27	73.12	80.70	11.54	5.75	10.45
0. Maharashtra	1.33	0.51	0.96	91.85	97.73	93.25	16.94	1.88	13.33
1. Meghalaya	0.17	0.13	0.15	100.00	-	100.00	0.00	-	0.00
2. Nagaland*	1.29	6.31	3.38	100.00	85.71	90.00	0.00	0.00	0.00
3. Orissa	2.99	0.80	1.97	85.30	68.75	82.22	22.83	31.25	24.41
4. Punjab	0.93	0.23	0.61	100.00	100.00	100.00	5.22	0.00	4.32
5. Rajasthan	3.88	2.06	3.03	76.13	78.26	76.82	10.62	8.38	9.92
6. Tamil Nadu	3.18	0.82	2.01	91.71	86.22	90.60	7.52	4.10	6.83
7. Uttar Pradesh	2.30	0.47	1.46	93.85	87.44	92.89	7.66	4.89	7.24
8. West Bengal	0.76	0.17	0.51	77.35	71.70	76.63	15.36	24.19	16.59
9. Chandigarh*	-	-	-	-	-	-	-	-	-
0. Delhi	0.00	0.10	0.04	-	-	-	-	-	-
1. Goa	2.57	0.37	1.54	67.74	100.00	71.43	16.13	0.00	14.29
2. Pondicherry	0.93	0.43	0.68	100.00	0.00	69.23	0.00	0.00	0.00
3. Jammu & Kashmir	3.43	0.71	2.11	97.73	88.24	96.19	31.82	-	26.67
4. Manipur	8.35	0.80	4.62	88.10	66.67	86.67	4.76	25.00	6.52
5. Tripura	0.62	-	0.32	100.00	-	100.00	-	-	-
6. All-India	2.15	0.61	1.43	85.37	80.01	84.29	11.63	9.69	11.03

* The Survey was restricted to Urban areas only.

Table (4) : Percentage of persons (i) with usual activity category code 12 (self employed in non-farm enterprise etc.) to total persons, (ii) worked throughout the year to total persons self-employed in non-farm enterprise and (iii) worked, sought work or available for work in other's farm or non-farm enterprise to total persons self-employed in non-farm enterprise separately for each

Sub-rounds 1 & 2 combined

s.t.a.t.e	percentage of persons self-employed in non-farm enterprise to total persons			percentage of persons worked throughout the year to total persons self-employed in non-farm enterprise			percentage of persons worked, sought work or available for work in other's farm or non-farm enterprise to total persons self-employed in non-farm enterprise		
	male	female	total	male	female	total	male	female	total
	(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1. Andhra Pradesh	7.49	1.71	4.62	85.16	87.80	85.64	22.61	8.67	20.04
2. Assam	2.78	0.19	1.54	99.66	93.33	99.30	6.07	6.59	6.10
3. Bihar	5.59	1.80	3.68	93.21	94.97	93.64	22.75	11.56	19.99
4. Gujarat	3.68	1.93	2.84	87.22	95.47	89.91	18.81	10.64	16.15
5. Haryana	4.65	1.79	3.28	92.35	80.07	89.07	19.13	7.46	16.02
6. Himachal Pradesh	4.75	0.46	2.58	88.28	96.77	89.05	0.00	0.00	0.00
7. Karnataka	4.52	1.41	3.00	84.59	87.20	85.19	27.84	20.75	26.23
8. Kerala	9.60	2.46	5.90	88.98	76.58	86.30	14.46	6.60	12.77
9. Madhya Pradesh	3.27	0.80	2.07	84.21	81.83	83.75	19.37	25.11	20.46
10. Maharashtra	5.96	1.39	3.50	89.89	86.54	89.18	27.85	29.70	28.25
11. Meghalaya	1.83	0.38	1.14	95.35	100.00	96.08	0.00	0.00	0.00
12. Nagaland*									
13. Orissa	5.52	1.85	3.67	85.73	83.23	85.10	36.59	23.74	33.34
14. Punjab	6.18	5.68	5.95	96.02	96.34	96.17	11.38	4.28	8.21
15. Rajasthan	5.01	1.33	3.24	89.46	96.92	90.94	21.64	11.89	19.71
16. Tamil Nadu	9.21	2.54	5.84	94.98	92.14	94.36	11.31	9.32	10.87
17. Uttar Pradesh	6.92	2.21	4.67	93.20	97.75	94.23	11.10	3.58	9.45
18. West Bengal	4.85	1.58	3.27	89.75	76.01	86.75	16.43	18.24	16.06
19. Chandigarh*									
20. Delhi	7.35	15.13	10.29	79.37	88.14	83.61	27.87	1.35	13.33
21. Goa	6.05	6.56	4.80	82.28	100.00	88.98	25.61	14.58	21.54
22. Pondicherry	5.70	3.92	4.82	77.50	77.78	77.61	15.00	0.00	8.96
23. Jammu & Kashmir	2.43	0.27	1.37	94.46	68.75	92.04	15.56	-	14.07
24. Manipur	2.37	12.97	7.76	95.45	90.93	91.57	-	-	-
25. Tripura	7.79	1.09	4.63	98.24	100.00	98.43	11.94	4.69	11.13
26. All-India	5.85	1.82	3.86	90.49	90.25	90.43	18.41	11.63	16.84

* The Survey was restricted to urban areas only.

Table (4) : Percentage of persons : (i) with usual activity category code 12 (self-employed in non-farm enterprise etc.) to total persons, (ii) worked throughout the year to total persons self-employed in non-farm enterprise and (iii) worked, sought work or available for work in other's farm or non-farm enterprise to total persons self-employed in non-farm enterprise separately for each sex.

sub-rounds 1 & 2 combined

s t a t e	percentage of persons self-employed in non-farm enterprise to total persons			percentage of persons worked throughout the year to total persons self-employed in non-farm enterprise			percentage of persons worked, sought work or available for work in other's farm or non-farm enterprise to total persons self-employed in non-farm enterprise		
	male	female	total	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Andhra Pradesh	18.11	4.19	11.17	90.75	88.97	90.42	12.23	9.77	11.77
2. Assam	17.73	1.14	10.85	97.55	100.00	97.66	4.16	0.00	3.98
3. Bihar	16.76	2.72	10.43	95.53	85.04	94.29	12.07	14.46	12.35
4. Gujarat	13.74	2.92	8.56	96.08	82.46	93.86	4.95	5.05	4.96
5. Haryana	19.50	1.68	11.15	94.70	87.76	94.29	11.56	0.00	10.76
6. Himachal Pradesh	12.76	1.36	7.56	100.00	100.00	100.00	5.48	0.00	5.03
7. Karnataka	12.85	3.40	8.26	92.13	84.26	90.59	13.71	24.81	15.90
8. Kerala	11.59	4.93	8.19	88.67	75.45	84.61	15.49	18.16	16.30
9. Madhya Pradesh	14.75	3.46	9.42	95.01	92.65	94.61	5.40	4.68	5.27
10. Maharashtra	13.07	3.10	8.60	93.38	86.73	92.51	8.13	8.97	8.26
11. Meghalaya	5.24	2.43	3.96	97.59	87.88	94.83	2.30	0.00	1.68
12. Nagaland*	3.23	-	1.88	100.00	-	100.00	0.00	-	0.00
13. Orissa	12.35	2.72	7.90	87.01	94.29	88.13	16.52	8.07	15.14
14. Punjab	20.65	4.34	13.23	97.62	98.85	97.80	5.79	4.56	5.61
15. Rajasthan	17.48	5.89	12.05	91.53	91.81	91.59	10.17	4.89	9.01
16. Tamil Nadu	15.70	4.40	10.09	93.12	96.24	93.79	8.82	2.16	7.31
17. Uttar Pradesh	21.00	2.56	12.57	95.35	92.31	95.07	6.18	3.20	5.90
18. West Bengal	14.74	1.26	8.92	95.79	86.01	95.18	9.48	18.46	10.05
19. Chandigarh*	2.94	-	1.79	100.00	-	100.00	25.00	-	25.00
20. Delhi	15.47	1.07	9.01	92.40	100.00	92.93	7.17	5.88	7.09
21. Goa	8.97	0.93	5.18	83.63	80.00	87.93	12.73	25.00	13.56
22. Pondicherry	11.87	2.99	7.50	88.79	100.00	90.85	3.45	0.00	2.78
23. Jammu & Kashmir	16.05	1.71	9.07	96.01	97.62	96.16	1.48	-	1.36
24. Manipur	11.46	17.08	14.24	96.72	84.62	89.93	1.69	1.16	1.38
25. Tripura	15.35	0.22	7.96	98.78	100.00	98.81	2.67	-	2.63
26. All-India	15.79	3.23	9.92	93.88	89.53	93.22	8.82	8.39	8.76

* The Survey was restricted to urban areas only.

Table (5) : Percentage of persons : (i) with usual activity category code 13 (regular salaried employees or wage labourers in farm) to total persons, (ii) seeking or available for wage/salaried employment to total regular salaried employees or wage labourers in farm separately for each sex.

s t a t e	Sub-rounds 1 & 2 combined					
	percentage of regular salaried employees/wage labourers in farm to total persons			percentage of persons seeking or available for wage/salaried employment to total regular salaried employees or wage labourers in farm		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Andhra Pradesh	6.21	0.40	3.32	7.26	8.12	7.31
2. Assam	4.62	2.90	3.80	10.80	1.24	7.21
3. Bihar	7.42	2.62	5.00	15.64	6.25	13.15
4. Gujarat	4.54	1.84	3.24	12.84	4.05	10.45
5. Haryana	4.67	0.36	2.61	11.03	5.15	10.71
6. Himachal Pradesh	1.41	0.10	0.74	2.15	-	2.01
7. Karnatak	4.91	0.64	2.84	16.79	10.38	15.82
8. Kerala	1.72	0.57	1.12	4.48	2.51	3.96
9. Madhya Pradesh	5.85	1.67	3.83	9.95	11.17	10.15
10. Maharashtra	4.77	0.64	2.54	11.71	21.67	13.01
11. Meghalaya	4.07	2.60	3.38	9.62	11.48	10.30
12. Nagaland*						
13. Orissa	5.47	0.46	2.95	34.33	4.01	31.96
14. Punjab	5.37	0.64	3.16	16.03	9.96	15.46
15. Rajasthan	1.48	0.29	0.91	12.06	4.55	10.93
16. Tamil Nadu	4.17	1.57	2.85	4.79	0.84	3.70
17. Uttar Pradesh	3.18	0.70	2.00	16.55	1.84	14.06
18. West Bengal	4.16	0.76	2.51	20.99	42.45	24.11
19. Chandigarh*	-	-	-	-	-	-
20. Delhi	2.12	0.00	1.32	0.00	0.00	0.00
21. Goa	-	-	-	-	-	-
22. Pondicherry	2.57	0.44	1.51	-	-	-
23. Jammu & Kashmir	0.57	0.06	0.32	11.59	8.70	10.87
24. Manipur	0.77	-	0.38	-	-	-
25. Tripura	3.80	1.25	2.59	5.24	-	4.06
26. All-India	4.62	1.08	2.87	14.24	8.23	13.13

*The Survey was restricted to Urban areas only

Table (5) : Percentage of persons (i) with usual activity category code 13 (regular salaried employees or wage labourers in farm) to total persons, (ii) Worked as part-time employees to total regular salaried employees or wage labourers in farm, (iii) seeking or available for wage or salaried employment to total regular salaried employees or wage labourers in farm separately for each sex.

State	Sub-rounds 1 & 2 combined								
	percentage of regular salaried employees or wage labourers in farm to total persons			percentage of persons worked as parttime employees to total regular salaried employees or wage labourers in farm			percentage of persons seeking or available for wage/salaried employment to total regular salaried employees or wage labourers in farm		
	male	female	total	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Andhra Pradesh	0.98	0.04	0.51	0.00	0.00	0.00	7.92	0.00	7.58
2. Assam	1.97	0.25	1.26	2.25	0.00	2.15	4.49	0.00	4.30
3. Bihar	1.18	0.31	0.79	5.00	28.12	9.06	40.33	34.38	39.29
4. Gujarat	0.46	0.41	0.44	0.00	0.00	0.00	49.02	61.79	54.71
5. Haryana	0.78	0.06	0.44	0.00	-	0.00	8.20	-	8.20
6. Himachal Pradesh	0.26	-	0.14	-	-	-	-	-	-
7. Karnataka	0.85	0.31	0.59	25.00	14.68	20.25	54.69	58.72	56.96
8. Kerala	0.41	0.23	0.32	47.76	0.00	35.16	47.76	0.00	35.16
9. Madhya Pradesh	0.50	0.30	0.41	4.86	12.70	6.22	9.88	6.35	9.27
10. Maharashtra	0.56	0.08	0.34	6.10	0.00	5.26	17.38	0.00	15.00
11. Meghalaya	0.28	-	0.15	0.00	28.57	3.64	20.83	0.00	18.18
12. Nagaland*	9.03	-	5.26	0.00	-	0.00	6.25	-	6.25
13. Orissa	0.93	0.25	0.61	9.84	57.14	16.78	27.05	0.00	23.08
14. Punjab	0.99	0.13	0.60	0.00	0.00	0.00	16.78	0.00	15.09
15. Rajasthan	0.38	0.17	0.28	15.58	-	15.58	-	-	-
16. Tamil Nadu	0.59	0.45	0.52	-	-	-	-	-	-
17. Uttar Pradesh	0.46	0.09	0.29	11.94	41.86	16.08	16.04	16.28	16.09
18. West Bengal	0.74	0.14	0.48	12.36	41.67	15.05	8.71	0.00	7.91
19. Chandigarh*	-	-	-	-	-	-	-	-	-
20. Delhi	-	-	-	-	-	-	-	-	-
21. Goa	0.50	-	0.26	-	-	-	-	-	-
22. Pondicherry	0.41	-	0.21	-	-	-	-	-	-
23. Jammu & Kashmir	0.16	-	0.08	50.00	-	50.00	-	-	-
24. Manipur	0.78	-	0.39	-	-	-	-	-	-
25. Tripura	1.66	-	0.85	-	-	-	25.00	-	25.00
26. All-India	0.65	0.20	0.44	6.44	12.21	7.60	17.68	20.41	18.22

*The Survey was restricted to Urban areas only

RURAL

Table (6) : Percentage of persons : (i) with usual activity category code 14 (regular salaried employees or wage labourers in non-farm enterprise etc.) to total persons, (ii) seeking or available for wage/salaried employment to total regular salaried employees or wage labourers in non-farm enterprise etc. separately for each sex.

Sub-rounds 1 & 2 combined

s t a t e	percentage of regular salaried employees/wage labourers in non-farm enterprise to total persons			percentage of persons seeking or available for wage/salaried employment to total regular salaried employees or wage labourers in non-farm enterprise		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Andhra Pradesh	3.02	0.66	1.85	13.17	-	10.83
2. Assam	4.99	0.78	2.98	9.21	-	8.06
3. Bihar	2.96	0.58	1.76	13.51	4.27	11.97
4. Gujarat	4.31	0.92	2.68	18.29	3.28	15.82
5. Haryana	3.97	0.91	2.51	21.25	3.11	18.07
6. Himachal Pradesh	5.45	0.38	2.88	7.09	-	6.61
7. Karnataka	2.57	0.43	1.53	13.95	0.00	12.77
8. Kerala	7.26	4.22	5.68	10.86	4.31	8.36
9. Madhya Pradesh	2.25	0.20	1.26	3.56	3.32	3.54
10. Maharashtra	3.58	0.26	1.79	14.78	2.51	13.78
11. Meghalaya	2.20	0.34	1.32	7.27	-	6.45
12. Nagaland*						
13. Orissa	3.39	0.40	1.88	17.88	4.37	16.38
14. Punjab	3.64	0.63	2.23	11.23	-	9.83
15. Rajasthan	1.83	0.36	1.12	8.07	10.29	8.43
16. Tamil Nadu	4.03	0.80	2.40	5.78	5.70	5.77
17. Uttar Pradesh	2.84	0.34	1.64	8.09	2.53	7.51
18. West Bengal	5.83	1.91	3.93	16.35	12.72	15.49
19. Chandigarh*						
20. Delhi	17.06	0.41	10.76	2.19	0.00	2.16
21. Coa	8.85	0.82	4.80	34.51	0.00	31.35
22. Pondicherry	8.98	1.31	5.18	4.80	-	4.20
23. Jammu & Kashmir	4.30	0.35	2.36	9.46	-	9.03
24. Manipur	5.62	0.77	3.15	0.95	-	0.83
25. Tripura	3.40	0.58	2.07	3.60	8.82	4.30
26. All-India	3.55	0.76	2.17	12.03	5.42	10.88

*The Survey was restricted to Urban areas only

Table (6) : Percentage of persons (i) with usual activity category code 14 (regular salaried employees or wage labourers in non-farm enterprise etc.) to total persons, (ii) worked as part-time employees to total regular salaried employees or wage labourers in non-farm enterprise, (iii) seeking or available for wage or salaried employment to total regular salaried employees or wage labourers in non-farm enterprise separately for each sex.

Sub-round 1 & 2 combined

s t a t e	percentage of regular salaried employees or wage labourers in non-farm enterprise to total persons			percentage of persons worked as part-time employees to total regular salaried employees or wage labourers in non-farm enterprise			percentage of persons seeking or available for wage/salaried employment to total regular salaried employees or wage labourers in non-farm enterprise		
	male	female	total	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Andhra Pradesh	24.28	3.91	14.14	2.70	8.89	3.54	11.84	12.09	11.88
2. Assam	28.40	3.01	17.85	2.22	4.40	2.36	11.16	8.79	11.00
3. Bihar	24.70	2.61	14.74	3.61	14.91	4.52	13.51	14.54	13.59
4. Gujarat	27.57	3.34	15.96	4.02	17.03	5.33	10.57	7.03	10.21
5. Haryana	22.36	2.99	13.28	3.78	25.37	5.97	24.75	11.94	23.44
6. Himachal Pradesh	40.93	4.92	24.49	4.13	0.22	3.95	8.48	0.22	7.91
7. Karnataka	27.51	4.12	16.16	0.82	10.01	2.01	17.58	10.09	16.49
8. Kerala	19.80	8.30	13.94	4.01	11.40	6.24	15.67	4.82	12.40
9. Madhya Pradesh	25.17	3.37	14.87	2.84	21.53	4.73	7.40	13.72	8.03
10. Maharashtra	35.87	6.26	22.59	1.67	17.89	3.69	10.38	11.09	10.47
11. Meghalaya	15.44	3.37	9.94	1.32	0.00	1.11	9.65	7.32	9.29
12. Nagaland*	42.58	3.60	26.32	1.49	0.00	1.41	1.49	0.00	1.41
13. Orissa	31.41	4.80	19.11	3.36	10.32	4.15	12.28	13.49	12.42
14. Punjab	27.70	4.80	17.27	2.92	9.45	3.76	11.52	10.82	11.44
15. Rajasthan	20.39	2.45	11.98	3.69	20.41	5.45	12.68	10.52	12.45
16. Tamil Nadu	28.44	3.93	16.29	4.19	15.43	5.53	9.33	4.34	8.74
17. Uttar Pradesh	25.17	2.68	14.88	4.84	25.66	6.92	9.47	6.79	9.26
18. West Bengal	36.27	5.90	23.16	1.89	18.81	3.76	16.83	14.72	16.60
19. Chandigarh*	46.22	6.50	30.63	-	-	-	9.05	0.00	8.30
20. Delhi	39.38	6.16	24.48	2.76	10.10	3.58	14.04	11.68	13.78
21. Goa	31.48	10.59	21.62	1.31	8.70	3.02	11.29	8.70	10.69
22. Pondicherry	25.70	6.50	16.26	0.83	3.28	1.32	9.91	0.00	7.92
23. Jammu & Kashmir	27.80	1.71	15.10	3.58	4.76	3.65	8.13	-	7.68
24. Manipur	20.96	3.58	12.38	7.69	12.50	8.33	0.96	6.25	1.67
25. Tripura	25.73	3.91	15.08	3.23	15.00	4.86	6.45	5.00	6.25
26. All-India	28.75	4.32	17.32	2.92	15.42	4.38	12.22	10.00	11.97

*The Survey was restricted to urban areas only

for work. In West Bengal (24.11 percent) and Orissa (31.96 percent), the problem appears to be the most acute.

3.13 The salaried employee or wage labourer in non-farm enterprises in rural areas do not constitute, for obvious reason, a large proportion of the total rural population. The data presented in the Table will show that some of them who do not get enough work throughout the year are compelled to move in search of work. Their number in all the States, however, are not as large as in the case of farm labourer. But in Bihar, Gujarat, Haryana, Karnataka, Maharashtra, Orissa, West Bengal and Goa, however, the number of job seekers among non-farm wage and salary earners is rather high.

3.14 In the urban areas, as expected, the proportion of farm employee/labourer is very low. But it is worth noting that in the six States Bihar (39.29 percent), Gujarat (54.71 percent), Karnataka (56.96 percent), Kerala (35.16 percent), Orissa (23.08 percent) and Tripura (25.00 percent), the proportion of the farm labourer seeking or available for work is quite high compared to the all-India average of 18.22 percent.

3.15 The proportion of non-farm salaried employee and wage labourer is substantially high in urban areas. But only in Bihar, Haryana, Karnataka, Kerala, Orissa, Rajasthan, West Bengal and Delhi a large number of them also report as seeking or available for work.

3.16 Casual Labourer : From Table (7) it may be seen that the casual labourers constitute a sizeable proportion of the working population in rural areas in a large number of States. It is highest in Pondicherry (25.81 percent) and lowest in Jammu & Kashmir (0.67 percent).

Casual labourer by the very nature of their work are prone to seek employment and therefore the proportion of 'seeking and available' will be normally high. Some of the important reasons for this could be that either the job or work they get only last for a small duration of time or their wage rate is not at all satisfactory to allure them to stick to the work which they normally get.

3.17 It is evident that in the rural areas of Assam (54.23 percent), Bihar (52.19 percent), Gujarat (63.37 percent), Haryana (60.66 percent), Himachal Pradesh (67.40 percent), Karnataka (72.96 percent), Kerala (55.68 percent), Maharashtra (62.49 percent), Orissa (77.02 percent), Rajasthan (71.47 percent), Uttar Pradesh (57.02 percent), West Bengal (66.42 percent), Goa (90.04 percent) and Jammu & Kashmir (76.97 percent), the proportion 'seeking and available'

is very high and the situation deserves careful study. These floating underemployed population having no economic base to fall back upon are the main source of the increasing influx of people for work and employment in the adjoining urban areas causing further worsening of the situation.

In the urban areas the proportions of casual labourer to total population in different States and also the all-India proportion are not so substantial. But among them the proportion 'seeking and available' is quite of a high order. The all-India average proportion is 58.48 percent of the total casual labourers. But in States like Andhra Pradesh (62.02 percent), Bihar (68.53 percent), Haryana (78.56 percent), Karnataka (70.35 percent), Madhya Pradesh (69.32 percent), Maharashtra (65.56 percent), Orissa (72.37 percent), West Bengal (71.47 percent) and Delhi (69.70 percent), the proportion is rather very high to deserve further probing into the conditions of employment of casual labour in these States.

RURAL

Table (7) : Percentage of persons : (i) with usual activity Category Code 15 (Casual labourers) to total persons, (ii) seeking or available for wage paid/salaried employment to total casual labourers separately for each sex.

Sub-rounds 1 & 2 combined

s t a t e	percentage of casual labourers to total persons			percentage of persons seeking or available for wage/salaried employment to total casual labourers		
	male	female	total	male	female	total
	(1)	(2)	(3)	(4)	(5)	(6)
1. Andhra Pradesh	20.63	25.94	23.27	50.57	44.15	47.02
2. Assam	5.04	1.09	3.15	56.36	45.05	54.23
3. Bihar	13.73	7.44	10.56	56.99	43.44	52.19
4. Gujarat	14.33	11.86	13.15	68.18	57.05	63.37
5. Haryana	5.53	3.21	4.42	62.78	56.73	60.66
6. Himachal Pradesh	1.96	0.10	1.02	67.95	67.14	67.40
7. Karnataka	18.01	18.35	18.17	79.16	66.53	72.96
8. Kerala	20.09	13.22	16.53	56.39	64.55	56.62
9. Madhya Pradesh	8.84	11.29	10.03	48.38	44.13	46.09
10. Maharashtra	18.99	19.01	19.00	67.21	38.44	62.49
11. Meghalaya	5.20	5.07	5.67	29.81	11.40	22.19
12. Nagaland*						
13. Orissa	16.94	11.87	14.39	81.05	71.63	77.02
14. Punjab	9.66	4.08	7.05	45.18	17.15	37.67
15. Rajasthan	3.62	2.34	3.00	75.34	65.72	71.47
16. Tamil Nadu	20.98	22.63	21.82	47.87	36.02	41.66
17. Uttar Pradesh	7.74	3.92	5.92	60.72	49.05	57.02
18. West Bengal	17.95	5.67	11.99	67.31	63.40	66.42
19. Chandigarh*						
20. Delhi	4.73	1.23	3.41	54.05	16.67	48.84
21. Goa	19.14	21.53	20.34	94.09	80.46	90.04
22. Pondicherry	31.79	19.72	25.81	29.08	4.40	19.72
23. Jammu & Kashmir	1.23	0.10	0.67	77.92	63.64	76.97
24. Manipur	1.57	0.49	1.02	24.56	-	18.92
25. Tripura	15.09	6.50	11.04	37.61	30.00	35.50
26. All-India	13.58	11.15	12.37	60.97	50.79	56.44

ssg. *The survey was restricted to urban areas only

URBAN

Table (7) : Percentage of persons : (i) with usual activity Category Code 15 (Casual labourers to total persons), (ii) seeking or available for wage paid/salaried employment to total casual labourers separately for each sex.

Sub-round^s 1 & 2 combined

s t a t e	percentage of casual labourers to total persons			percentage of persons seeking or available for wage/salaried employment to total casual labourers		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Andhra Pradesh	6.11	6.60	6.35	64.71	59.26	62.02
2. Assam	2.69	0.70	1.86	56.67	69.71	57.43
3. Bihar	5.73	2.52	4.28	69.61	65.61	68.53
4. Gujarat	7.40	4.38	5.9 ⁵	43.65	33.13	39.52
5. Haryana	4.73	1.44	3.19	80.97	69.39	78.56
6. Himachal Pradesh	5.02	0.00	2.73	56.36	-	56.36
7. Karnataka	5.98	4.48	5.25	76.83	60.94	70.55
8. Kerala	12.48	4.74	8.54	58.58	39.07	53.08
9. Madhya Pradesh	4.78	3.38	4.12	69.78	68.43	69.32
10. Maharashtra	5.10	4.19	4.69	65.84	65.05	65.56
11. Meghalaya	2.42	1.01	1.78	-	-	-
12. Nagaland*	0.00	0.90	0.38	-	0.00	0.00
13. Orissa	6.88	4.36	5.72	76.23	65.24	72.37
14. Punjab	4.72	1.97	3.46	31.50	3.48	24.55
15. Rajasthan	4.06	2.37	3.27	56.87	48.03	54.36
16. Tamil Nadu	5.98	4.74	5.37	52.14	31.93	43.23
17. Uttar Pradesh	4.41	0.78	2.75	62.00	34.22	58.39
18. West Bengal	4.04	1.21	2.82	73.20	63.31	71.47
19. Chandigarh*	-	-	-	-	-	-
20. Delhi	1.52	0.68	1.14	73.97	57.69	69.70
21. Goa	7.39	4.28	5.92	0.00	0.00	0.00
22. Pondicherry	6.09	0.43	3.30	22.41	0.00	20.97
23. Jammu & Kashmir	2.37	0.17	1.30	22.73	100.00	26.09
24. Manipur	3.11	0.60	1.87	37.50	33.33	36.84
25. Tripura	3.94	1.52	2.76	5.00	-	3.70
26. All-India	5.31	3.35	4.39	62.17	51.10	58.40

*The Survey was restricted to urban areas only.

SECTION FOUR

Characteristics of Unemployment

4.1 Three different measures of unemployment have been obtained from the 27th Round survey. By a measure of unemployment, is meant only the measure of open or overt unemployment and the visible underemployment. Measurement of disguised or hidden unemployment was not attempted in this survey on account of the operational difficulty inherent in its' measurement. It has been discussed earlier in this paper that to make an attempt to adequately tackle the problem of measurement three different methods have been adopted in the survey. Instead of having one dimensional aggregated estimates through a straight forward labelling of persons as 'employed', 'unemployed' and 'out of labour force' based on the data collected on their activities as obtained in varying reference weeks, this three-pronged move was taken in order to distinguish clearly the phenomenon of overt unemployment from underemployment. This distinction is important as "Not only the two phenomena analytically distinct, the remedial action needed for each of them is also quite different" ^{5/}

4.2 Firstly, a measure of the number of unemployed persons has been obtained based on the survey data of number of persons reporting as not having any gainful work and have been either seeking or available for work over a long period in the past and also do not visualise any change of their status in so far as their economic activity is concerned. In other words, this is an attempt to identify and measure the chronically unemployed persons through the Usual Status approach. The second approach was the classification of individual members of the households by Current Status, i.e. the activity status which prevailed during the reference week, with a view to building up a quantitative estimate of the average weekly situation of the level of unemployment in terms of person-weeks. The third approach was to get a record of the activity status for each day of the same reference week of persons who were already classified as belonging to labour force for the purpose of measuring the extent of underemployment taking the day as the unit of measurement. How the results obtained through the adoption of the three approaches reflect the reality of the situation and in what way those are interrelated will be discussed separately.

4.3 On the basis of classification of individual members of households by Usual Status, percentage estimates were obtained of the number of persons chronically unemployed for different States, separately for rural and urban areas, taking the total rural and urban

^{5/} Report of the Committee of Experts on Unemployment Estimates, Planning Commission, Government of India, 1970, Page 30.

population respectively as base. Table (8) will show that in rural areas normally very few people report as usually not having any gainful work and openly seeking or available for employment. Nevertheless, the figures for unemployed persons thrown-up from the survey data for different States are not so small as can be dismissed as insignificant. Moreover, for the States of West Bengal and Bihar, the estimates are nearly 1 percent and for Kerala (2.43 percent), Goa (1.57 percent) and Pondicherry (2.01 percent), the percentages are rather on the higher side. In view of the rural population base being massive, the estimates in terms of actual number of unemployed persons will be quite large to cause concern.

4.4 The situation in urban areas, however, is far worse, excepting in the States of Meghalaya, Uttar Pradesh, Rajasthan and Jammu & Kashmir. The percentage of total urban population classified as unemployed (persons seeking and available) is little over 1 percent in Gujarat, Nagaland, Chandigarh and Manipur; 1.5 percent or a little more in Assam, Haryana, Madhya Pradesh, Punjab and Goa; a little less than 2 percent in Bihar, Himachal Pradesh, Karnataka and Delhi; over 2 percent in Andhra Pradesh, Maharashtra, Orissa and Tamil Nadu. But in Kerala (4.92 percent), West Bengal (3.53 percent) Pondicherry (3.18 percent) and Tripura (3.18 percent), it is conspicuously high. However, the real impact of unemployment in our society, for obvious reasons, is felt more by the male population rather than their female counterpart (see Table 8).

4.5 A more precise and meaningful (from the point of view of policy purposes) indicator of the measure of chronic unemployment can be obtained by expressing the number of usually unemployed persons as percentages of persons in labour-force (which largely excludes children and old). The immensity of the problem can be properly realised if the rates for both male and female population in the labour-force in rural as well as in urban areas are examined from Table (9).

4.6 Applying the rate of unemployment (percentage of the total population) to the projected population for 1973 (projection is made on the basis of the rate of growth for the preceding 10 years over 1961 census population) an estimate of the total number of usually or chronically unemployed has been built up. It will be seen from Table (10) that in whole of India the estimated total number of unemployed persons has reached the 4.1 million mark in 1972-73,

Table (8) : Percentage of total rural and urban population seeking and available (classified by usual status) for work to total population by Sex.

s t a t e	r u r a l			u r b a n		
	persons seeking and available			persons seeking and available		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Andhra Pradesh	0.46	0.10	0.28	3.91	1.73	2.83
2. Assam	0.66	0.23	0.46	2.26	0.44	1.51
3. Bihar	1.37	0.28	0.82	3.01	0.45	1.85
4. Gujarat	0.60	0.10	0.36	1.60	0.43	1.04
5. Haryana	0.93	0.07	0.52	2.39	0.96	1.72
6. Himachal Pradesh	0.41	0.14	0.27	2.46	1.15	1.87
7. Karnataka	0.59	0.16	0.38	2.93	0.86	1.93
8. Kerala	3.34	1.58	2.43	6.41	3.47	4.92
9. Madhya Pradesh	0.09	-	0.05	2.19	0.68	1.48
10. Maharashtra	0.51	0.07	0.28	2.72	1.13	2.01
11. Meghalaya	-	0.04	0.02	0.68	0.13	0.43
12. Nagaland*				1.94	-	1.13
13. Orissa	0.91	0.18	0.54	3.26	0.91	2.18
14. Punjab	0.57	0.05	0.33	1.95	1.13	1.58
15. Rajasthan	0.53	0.28	0.41	1.21	0.42	0.82
16. Tamil Nadu	0.99	0.22	0.60	3.89	1.08	2.50
17. Uttar Pradesh	0.41	0.09	0.26	1.44	0.21	0.88
18. West Bengal	1.22	0.54	0.89	4.86	1.78	3.53
19. Chandigarh*				-	3.25	1.28
20. Delhi	0.37	-	0.23	1.86	1.79	1.83
21. Goa	0.61	2.52	1.57	1.99	1.12	1.58
22. Pondicherry	3.56	0.44	2.01	4.95	2.56	3.18
23. Jammu & Kashmir	0.23	0.09	0.16	1.38	0.33	0.87
24. Manipur	0.69	-	0.34	1.94	0.40	1.18
25. Tripura	0.59	0.48	0.54	3.32	3.04	3.18
26. All-India	0.79	0.23	0.52	2.90	1.07	2.05

* Survey was conducted in urban areas only.

Table (9) : Percentage of persons seeking and available for employment to total population in labour-force in rural and urban areas by sex.

s t a t e	rate of incidence of unemployment					
	rural			urban		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Andhra Pradesh	0.63	0.20	0.45	6.45	7.51	6.75
2. Assam	1.12	2.31	1.30	3.84	7.32	4.09
3. Bihar	2.19	1.19	1.91	5.17	3.96	4.99
4. Gujarat	0.97	0.23	0.68	2.89	2.77	2.87
5. Haryana	1.59	0.19	1.09	4.16	8.44	5.39
6. Himachal Pradesh	0.66	0.28	0.49	3.77	8.79	4.51
7. Karnataka	0.88	0.32	0.65	5.04	4.45	4.91
8. Kerala	5.79	5.31	5.62	11.21	13.58	12.02
9. Madhya Pradesh	0.13	-	0.08	3.97	3.69	3.91
10. Maharashtra	0.79	0.15	0.51	4.43	6.33	4.80
11. Meghalaya	-	0.07	0.03	2.77	1.77	2.57
12. Nagaland*				3.34	-	2.95
13. Orissa	1.35	0.58	1.10	5.21	4.98	5.18
14. Punjab	0.89	0.17	0.68	3.20	7.32	3.93
15. Rajasthan	0.76	0.44	0.62	2.19	1.78	2.03
16. Tamil Nadu	1.41	0.43	0.99	6.28	5.46	6.08
17. Uttar Pradesh	0.65	0.28	0.54	2.03	2.19	2.41
18. West Bengal	1.99	3.40	2.27	7.51	15.33	8.45
19. Chandigarh*				-	29.84	3.70
20. Delhi	0.73	-	0.46	3.03	17.64	4.77
21. Goa	1.15	5.28	3.12	3.49	4.92	3.86
22. Pondicherry	5.75	1.41	4.31	9.14	17.79	10.91
23. Jammu & Kashmir	0.37	0.34	0.36	2.43	4.65	2.67
24. Manipur	1.30	-	0.76	3.97	1.44	3.07
25. Tripura	1.03	2.01	1.29	6.35	35.00	10.27
26. All-India	1.22	0.63	1.01	4.86	6.47	5.18

*Survey was conducted in urban areas only.

of which Andhra Pradesh (mostly in urban areas), Bihar (mostly in rural areas), Karnataka (mostly in urban areas), Kerala (both in urban and in rural areas), Maharashtra (mostly in urban areas), Tamil Nadu (both in urban and in rural areas), Uttar Pradesh (mostly in rural areas), West Bengal (both in rural and in urban areas), have proportionately the larger share. One can easily imagine how massive is the problem for a country, where more than 40 lakhs of the population in urban and rural areas are seeking or available for full time employment when already there is a vast army of underemployed in villages and towns. Some discussion on the nature and extent of underemployment has been made in section three. Other features of the phenomenon are being highlighted in the subsequent paragraphs.

Table (10) : Estimated number of persons usually seeking and available for employment in rural and urban areas.

s t a t e	number of persons (000) **	
	seeking and available for work r u r a l	u r b a n
(1)	(2)	(3)
1. Andhra Pradesh	80	220
2. Assam	54	19
3. Bihar	365	98
4. Gujarat	61	72
5. Haryana	38	28
6. Himachal Pradesh	8	4
7. Karnataka	75	127
8. Kerala	387	158
9. Madhya Pradesh	15	93
10. Maharashtra	86	297
11. Meghalaya	0	1
12. Nagaland *	-	1
13. Orissa	97	40
14. Punjab	30	46
15. Rajasthan	77	34
16. Tamil Nadu	153	291
17. Uttar Pradesh	174	99
18. West Bengal	262	363
19. Chandigarh *	-	3
20. Delhi	1	63
21. Goa	9	3
22. Pondicherry	4	7
23. Jammu & Kashmir	5	7
24. Manipur	3	2
25. Tripura	7	5
26. All-India	1991	2081

* Survey was conducted in urban areas only

** Based on a projected population (000) for 1973 as per growth rate for preceding 10 years over 1961 census population.

4.7 Another interesting sidelight regarding the acuteness of the problem has come to the fore from the answers recorded in the survey Schedule of the persons usually seeking or available for employment (usual status code 21) to the probing questions put to them about the duration of their endeavour for getting employment. It will become obvious from the Table (11) that in the rural areas of a large number of States, the percentages of unemployed persons making some tangible effort to get employment for about 1 year or less is much above 50 percent whereas, in Bihar, Madhya Pradesh, Meghalaya, Goa, Pondicherry and Tripura, the number of persons seeking with duration more than one year is about 60 percent or more. But in Andhra Pradesh, Karnataka and Kerala, the total number of unemployed persons were more or less evenly distributed between the two duration categories - seeking or available for one year or less and seeking or available for more than one year.

4.8 In the urban areas, on the other hand, more than 50 percent of the total unemployed persons in Andhra Pradesh, Haryana, Karnataka, Kerala, Madhya Pradesh, Tamil Nadu, Chandigarh, Goa, Jammu & Kashmir and Tripura were found to be seeking or available for work for more than one year, whereas in the so-called problem States like Bihar, Gujarat, Maharashtra, Orissa, Uttar Pradesh and West Bengal more than 50 percent of the total unemployed persons reported as seeking or available for work only for one year or less.

4.9 An alternative measure of the rate of unemployment, which is an average of the different weekly situations over the whole year during which the survey was conducted, has been obtained from the data on activity particulars collected for all the individuals of the households. In the past this measure was interpreted as the percentage of the number of unemployed persons to the total population. But this rate should better be termed as the measure of the level of unemployment (or under utilisation) of the manpower resources as in the words of the Committee of Experts "It is inappropriate to assume that the percentage of unemployed reported during a Round - based on data collected over a year - refers to full-time unemployment, because persons who may be without work and seeking or available for work during the reference period of one week may not be without work throughout the year"^{6/}. In this paper the rate or level of unemployment, estimated on the basis of classification of individuals by current status as obtained in varying reference weeks, has been expressed as percentage of unemployed person-weeks and not as the percentage of the number of unemployed persons. It may be seen from Table (12) that the rates both for rural and urban areas, and also for males and females in most of the States are much higher than the corresponding rates obtained from the classification of individuals by usual status.

^{6/} See Report of the Committee of Experts on Unemployment Estimates.

RURAL

Table (11) : Percentage of persons seeking and available for employment (usual status code 21) to total population and distribution of persons seeking and available for employment according to duration of seeking or available by sex.

s t a t e	percentage of persons seeking and available								
	to total persons			since when seeking or available for employment					
				upto one year			one year & above		
	male	female	total	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Andhra Pradesh	0.46	0.10	0.28	48.12	55.10	49.34	51.88	44.90	50.66
. Assam	0.66	0.23	0.46	55.78	38.39	51.53	44.22	61.61	48.47
. Bihar	1.37	0.28	0.82	34.41	68.39	40.32	65.59	31.61	59.68
. Gujarat	0.60	0.10	0.36	76.92	84.06	76.91	23.08	15.94	23.09
. Haryana	0.93	0.07	0.52	69.35	-	69.35	30.65	-	30.65
Himachal Pradesh	0.41	0.14	0.27	92.59	78.95	89.04	7.41	21.05	10.96
7. Karnataka	0.59	0.16	0.38	57.34	22.82	48.65	42.66	77.18	51.35
8. Kerala	3.34	1.58	2.43	53.15	48.39	51.52	46.85	51.61	48.48
9. Madhya Pradesh	0.09	-	0.05	41.86	-	41.86	58.14	-	58.14
10. Maharashtra	0.51	0.07	0.28	81.19	100.00	83.14	18.81	0.00	16.86
11. Meghalaya	-	0.04	0.02	0.00	-	0.00	100.00	-	100.00
12. Nagaland*									
13. Orissa	0.91	0.18	0.54	40.75	69.51	45.48	59.25	30.49	54.52
14. Punjab	0.57	0.05	0.33	66.94	0.00	62.36	33.06	100.00	37.64
15. Rajasthan	0.53	0.28	0.41	69.37	77.10	71.94	30.63	22.90	28.06
16. Tamil Nadu	0.99	0.22	0.60	53.44	51.42	53.06	46.56	48.58	46.94
17. Uttar Pradesh	0.41	0.09	0.26	81.36	62.26	78.14	18.64	37.74	21.86
18. West Bengal	1.22	0.54	0.89	57.79	54.82	56.92	42.21	45.18	43.08
19. Chandigarh*									
20. Delhi	0.37	-	0.23	75.00	-	75.00	25.00	-	25.00
21. Goa	0.61	2.52	1.57	100.00	29.41	42.86	0.00	70.59	57.14
22. Pondicherry	3.56	0.44	2.01	52.00	0.00	41.94	48.00	100.00	58.06
23. Jammu & Kashmir	0.23	0.09	0.16	100.00	81.82	93.55	-	18.18	6.45
24. Manipur	0.69	-	0.34	92.31	-	92.31	7.69	-	7.69
25. Tripura	0.59	0.48	0.54	34.38	25.00	30.00	65.62	75.00	70.00
26. All-India	0.79	0.23	0.52	53.60	55.07	53.93	46.40	44.93	46.07

* Survey was conducted in urban areas only.

Table (11) : Percentage of persons seeking and available for employment (usual status code 21) to total population and distribution of persons seeking and available for employment according to duration of seeking or available by sex.

s t a t e	percentage of persons seeking and available								
	to total persons			since when seeking or available for employment					
				upto one year			one year & above		
	male	female	total	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
1. Andhra Pradesh	3.91	1.73	2.83	43.01	55.34	46.85	56.99	44.66	53.15
2. Assam	2.26	0.44	1.51	60.61	57.14	60.18	39.39	42.86	39.82
3. Bihar	3.01	0.45	1.85	59.35	31.92	56.34	40.65	68.08	43.66
4. Gujarat	1.60	0.43	1.04	76.67	62.02	73.77	23.33	37.98	26.23
5. Haryana	2.39	0.96	1.72	50.00	40.30	47.47	50.00	59.70	52.53
6. Himachal Pradesh	2.46	1.15	1.87	85.19	90.91	86.84	14.81	9.09	13.16
7. Karnataka	2.93	0.86	1.93	37.46	67.52	43.68	62.54	32.48	56.32
8. Kerala	6.41	3.47	4.92	41.13	41.14	41.14	58.87	58.86	58.86
9. Madhya Pradesh	2.19	0.68	1.48	51.27	44.24	49.56	48.73	55.76	50.44
10. Maharashtra	2.72	1.13	2.01	59.56	47.43	56.49	40.44	52.57	43.51
11. Meghalaya	0.68	0.13	0.43	-	-	-	-	-	-
12. Nagaland*	1.94	-	1.13	100.00	100.00	100.00	0.00	0.00	0.00
13. Orissa	3.26	0.91	2.18	73.64	50.00	70.55	26.36	50.00	29.45
14. Punjab	1.95	1.13	1.58	67.38	48.53	61.24	32.62	51.47	38.76
15. Rajasthan	1.21	0.42	0.82	57.94	35.30	53.12	42.06	64.70	46.88
16. Tamil Nadu	3.89	1.08	2.50	43.85	40.08	43.09	56.15	59.92	56.91
17. Uttar Pradesh	1.44	0.21	0.88	68.62	63.16	68.04	31.38	36.84	31.96
18. West Bengal	4.86	1.78	3.53	93.29	76.18	89.64	6.64	23.82	10.36
19. Chandigarh*	-	3.25	1.29	-	0.00	0.00	-	100.00	100.00
20. Delhi	1.86	1.79	1.83	73.83	68.33	71.34	26.17	31.67	28.66
21. Goa	1.99	1.12	1.58	50.00	41.67	47.22	50.00	58.33	52.78
22. Pondicherry	4.95	2.56	3.18	58.33	47.83	54.93	41.67	52.17	45.07
23. Jammu & Kashmir	1.38	0.33	0.87	53.12	28.57	48.72	46.88	71.43	51.28
24. Manipur	1.94	0.40	1.18	70.00	100.00	75.00	30.00	-	25.00
25. Tripura	3.32	3.04	3.18	20.00	18.75	19.35	80.00	81.25	80.65
26. All-India	2.50	1.07	2.05	55.59	51.09	54.47	44.41	48.91	45.53

*Survey was conducted in urban areas only.

4.10 The hypothesis postulated by the Expert Committee that, in the main, persons who may be without work and seeking work or available for work during the reference week may not be without work throughout the whole year has been borne out by the findings of the survey despite the fact, that in a few cases persons reporting usually unemployed were found to be employed in the 'current week! One need not be disturbed by this apparently contradictory situation as, whatever little work they had during the week was not worthwhile to be considered as substantive employment and therefore they preferred to be recognised as usually/unemployed. The estimate of the unemployed person-weeks has two components. One is mainly the average of the unemployed weeks of persons otherwise classified as usually 'seeking and available' (categorised as chronically unemployed in this paper) and the other is the average of the unemployed weeks of persons classified as usually 'working'. If we take out the first component i.e. the contribution of the chronically unemployed persons (seeking and available) from the total pool of the unemployed person-weeks, the residual is essentially an estimate of the average level of underemployment of the persons otherwise classified as usually 'working'.

4.11 A quantitative measure of the rate of underemployment can thus be derived as percentage of number of underemployed persons to the total population. Applying this rate to the appropriate projected population one can get the total estimate of the underemployed persons for each State. Of course, before taking a policy decision in regard to the appropriate programme for curbing underemployment, one should bear in mind that persons netted in this broad group of underemployed are differently situated in so far as their work-pattern are concerned and thus the quantum of the unutilised labour time may be different for different groups of persons depending on the particular work situation obtaining in the region to which they belong.

4.12 Comparing the respective estimates presented in Table (8) and in Table(12) of persons usually seeking and available and person-weeks seeking and available one can locate the States where rate of underemployment is relatively high. It is observed that the underemployment rate is very high in Andhra Pradesh, Kerala, Rajasthan, Goa, Jammu & Kashmir and Manipur and moderately high in Bihar, Karnataka, Maharashtra, Orissa and Tamil Nadu.

4.13 The rate of unemployment (or underemployment) expressed in terms of unemployed person-weeks estimated separately for different seasons or sub-rounds may also indicate the level of seasonal unemployment as it is commonly known that in the case of self-employed (particularly in rural agricultural and non-agricultural ~~and non-agricultural~~ enterprises and to some extent, in urban areas as well) the seasonal fluctuation in work and employment is a factor to be reckoned with and it is well known that ameliorative measures are often taken by Government and other Public Bodies to fight the malady of seasonal unemployment.

Table (12) : Percentage of seeking and available persons-weeks by current activity status and by sex.

s t a t e	seeking and available person-weeks					
	rural			urban		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Andhra Pradesh	2.02	3.97	2.98	4.74	2.52	3.58
2. Assam	0.82	0.19	0.53	1.36	0.27	0.90
3. Bihar	2.46	1.82	2.16	3.58	1.02	2.42
4. Gujarat	1.30	0.87	1.11	2.11	0.37	1.28
5. Haryana	1.20	0.25	0.75	3.29	1.07	2.26
6. Himachal Pradesh	0.56	0.14	0.34	2.16	1.12	1.68
7. Karnataka	1.79	2.50	2.11	3.80	1.16	2.52
8. Kerala	6.04	4.35	5.16	8.17	4.20	6.15
9. Madhya Pradesh	0.88	1.20	1.06	2.00	0.89	1.46
10. Maharashtra	1.65	1.76	1.70	3.33	1.55	2.53
11. Meghalaya	-	0.02	0.01	1.63	-	0.94
12. Nagaland*	-	-	-	3.54	-	2.08
13. Orissa	2.13	2.50	2.30	2.77	1.55	2.22
14. Punjab	1.28	0.32	0.84	2.58	1.35	2.02
15. Rajasthan	3.22	1.89	2.58	2.43	0.82	1.67
16. Tamil Nadu	2.36	1.65	2.01	4.43	1.72	3.09
17. Uttar Pradesh	0.89	0.69	0.80	1.67	0.27	1.04
18. West Bengal	1.66	1.28	1.46	5.16	1.71	3.68
19. Chandigarh*	-	-	-	-	2.60	1.23
20. Delhi	1.07	-	0.55	1.99	1.80	1.93
21. Goa	3.12	9.62	5.94	3.00	1.35	2.23
22. Pondicherry	3.08	1.76	2.42	4.78	2.24	3.43
23. Jammu & Kashmir	8.84	0.64	4.78	2.66	0.64	1.68
24. Manipur	3.52	1.32	2.40	1.82	0.40	1.12
25. Tripura	0.78	0.59	0.69	4.22	3.18	3.72
26. All-India	1.86	1.73	1.80	3.38	1.40	2.45

*The survey was restricted to urban areas only

4.14 As discussed in paragraph 1.10 of section one, the rates of unemployment presented here will give only a conservative estimate of the level of unemployment (or underemployment). May be, one will find a gloom picture from the data of sub-rounds three and four.

4.15 For the large towns or cities, where the pattern of employment is more organised and self-employment in agricultural enterprise play a less dominant role compared to that in rural areas, seasonality is much less and the weekly work pattern of individuals recorded in the survey is not likely to vary widely as they do in rural areas. Under these circumstances the level of unemployment expressed as unemployed person-weeks can, perhaps, also be interpreted as number of persons unemployed.

4.16 The third measure of the rate or level of unemployment (or under-utilisation) in terms of the total number of recorded days of seeking or available for work of persons in a week expressed as percentage of the total number of days on which the household members report themselves to be in the labour-force (i.e. report either as working or seeking and available for work) during the different weeks of the particular sub-round of the survey has also been obtained. This measure will bring out the proportion of the days seeking or available of the total labour-force days, on the average, during the period of survey indicating the extent of underutilisation of the available labour supply. One should, however, cautiously use this data and perhaps they should better desist from interpreting this figure as the estimate of the number of persons who remained unemployed throughout the period of survey. Rather, this rate may well be used to make a plan for augmenting the demand for labour during different periods of the year in the States, specially, where the rate is relatively high.

4.17 It is evident from the Table (13) that the rate is very high in rural areas of Andhra Pradesh (9.61 percent), Bihar (10.17 percent), Kerala (24.26 percent), Orissa (9.32 percent), Tamil Nadu (10.63 percent), West Bengal (9.55 percent), Goa (25.12 percent), Pondicherry (19.19 percent) and Jammu & Kashmir (14.36 percent). In the rural areas of Gujarat (6.08 percent), Maharashtra (8.64 percent), Rajasthan (4.41 percent) and Manipur (7.33 percent), the rate is moderately high. In the urban areas, however, the rate is very high in Andhra Pradesh (12.47 percent), Bihar (8.48 percent), Haryana (8.16 percent), Kerala (23.33 percent), Maharashtra (8.43 percent), Tamil Nadu (10.84 percent), West Bengal (10.52 percent), Goa (8.88 percent), Pondicherry (12.73 percent) and Tripura (11.82 percent) and moderately high in Gujarat (6.34 percent), Karnataka (7.64 percent), Orissa (7.15 percent), Punjab (6.46 percent), Jammu & Kashmir (6.56 percent) and Manipur (6.45 percent).

Table (13) : Percentage of person-days seeking and available of the total labour force person-days in a week by sex.

state	rural			urban		
	male	female	total	male	female	total
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1. Andhra Pradesh	6.43	14.72	9.61	10.88	16.89	12.47
2. Assam	2.23	2.42	2.25	3.28	5.26	3.42
3. Bihar	8.85	13.83	10.17	7.62	14.00	8.48
4. Gujarat	6.42	5.51	6.08	6.54	5.50	6.34
5. Haryana	3.33	1.06	2.52	7.65	11.68	8.16
6. Himachal Pradesh	1.22	0.27	0.80	3.86	10.88	4.76
7. Karnataka	7.40	11.62	9.04	8.41	7.67	7.64
8. Kerala	22.96	26.76	24.26	22.99	24.10	23.33
9. Madhya Pradesh	2.38	3.83	2.98	4.11	6.35	4.61
10. Maharashtra	7.21	10.53	8.64	7.48	12.44	8.43
11. Meghalaya	2.61	2.52	2.58	2.36	1.97	2.29
12. Nagaland*				6.45	1.34	5.74
13. Orissa	7.06	14.84	9.32	5.76	13.12	7.15
14. Punjab	4.40	1.87	3.67	5.96	8.91	6.46
15. Rajasthan	5.32	3.24	4.41	5.11	4.55	5.02
16. Tamil Nadu	9.38	12.56	10.63	9.78	14.29	10.84
17. Uttar Pradesh	2.98	3.37	3.11	4.34	3.31	4.19
18. West Bengal	8.45	14.52	9.55	9.62	17.32	10.52
Chandigarh*				-	11.20	3.38
Delhi	5.93	-	3.54	4.33	12.11	5.10
19. Goa	18.36	31.27	25.12	8.21	11.06	8.88
22. Pondicherry	15.40	28.20	19.19	11.97	15.90	12.73
23. Jammu & Kashmir	17.17	5.39	14.36	5.99	11.52	6.56
24. Manipur	8.74	5.62	7.33	6.08	7.39	6.45
25. Tripura	3.14	4.59	3.46	8.76	29.48	11.82
26. All-India	6.57	9.20	7.48	7.70	12.03	8.53

* The survey was restricted to urban areas only.