

Employment-Unemployment Surveys of NSSO vis-a-vis Persons with Disabilities

Baseline Report

**National Centre for Promotion of Employment for Disabled People
(NCPEDP)**

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1. CONTEXT

National Centre for Promotion of Employment for Disabled People (NCPEDP) developed a project with the support of Disability Rights Fund (DRF) to effect policy changes with respect to persons with disabilities in a systematic manner with key Ministries. One of the target areas was 'Employment'.

NCPEDP nominated two Convenors, Rama Chari and Ankit Jindal to lead the Group on Employment. They were given the task to identify one important policy change with respect to employment of people with disabilities and to undertake a Baseline Study, in order to get an in-depth understanding of the issue. This Study would be used by NDN for advocacy with the concerned Ministry.

This document is the Baseline Report prepared by the Convenors on the identified issue of improving data collection with respect to employment of people with disabilities through National Sample Survey (NSS).

2. METHODOLOGY

(1) For Identifying the Issue

There are many concerns in the area of employment for people with disabilities. The Convenors undertook **desk research** by going through the websites of concerned Ministries, XII Five Year Plan and other studies in the area of employment and **listed important issues** (Please see the table below).

1. Data Collection on Disability <ul style="list-style-type: none">a. Advocacy for inclusion of disability in NSSO in the Employment-Unemployment Survey.b. No official data on Skill Development (RTI on 17 Ministries in-charge of Skill Development and subsequent advocacy for improvement)	2. Legislation and Policy <ul style="list-style-type: none">a. Include disability in Labour Law reforms (Industrial Dispute Act, Trade Union Act, etc. may be amended, disability could be included in them - Review and advocacy)b. Reasonable Accommodation Policy/ Guidelines
3. Private Sector <ul style="list-style-type: none">a. Inclusion of Private Sector in the definition of Establishment in the Disability Billb. Grievance Redress Mechanismc. Advocacy for more	4. Govt. and Public Sector <ul style="list-style-type: none">a. Backlog vacanciesb. Job Identification is still a challengec. Functioning of Employment Exchanges / Special Employment Exchanges

attractive Incentives	
5. Rural Employment a. Implementation of NREGA b. Disability focus in NRLM	6. Unorganised Sector and Social Security a. Any policy reform should include disability b. Non discrimination in Health Insurance c. Unemployment Benefit
7. Skill Development a. Enforcement with respect to inclusion of persons with disabilities b. Functioning of Vocational Rehabilitation Centres	8. Self employment a. Issues related to access to skill building, finance, marketing opportunities, reservation in procurement, tax rebates, etc.

These issues were put forward for **brainstorming with the members of the National Disability Network (NDN)** as part of a meeting on 12th and 13th April, 2014. The Convenors then had a **meeting with the Honorary Director of NCPEDP** on the issues. Based on the discussions and also keeping in mind the time period available for the task, the issue that was finalised was, '**Data collection on employment of people with disabilities through National Sample Survey**'.

The **rationale** behind choosing the above mentioned issue for policy change was that data collection on persons with disabilities is an area that has been completely neglected particularly in the NSSO Employment-Unemployment surveys. The data on employment-unemployment that gets quoted in every Plan of labour and employment Ministry is from the NSS data. Since disability is not included there, there are hardly any proactive measures to address the issue of employment/skill development of persons with disabilities in the country by the concerned Ministries.

(2) For the Baseline Study on the Issue

The Convenors conducted **desk research** on Employment-Unemployment surveys conducted by NSSO by going through the website of Ministry of Statistics and Programme Implementation (MoSPI) and other relevant reports to understand:

- Broad structure and functions of MoSPI
- NSSO (the Department that conducts the Employment-Unemployment Survey)
- Details about the Survey (objectives, frequency and contents of the survey questionnaire)
- Inclusion of disability, if any, in the questionnaire
- Employment scenario of persons with disability and the data available in this area.

3. BROAD STRUCTURE AND FUNCTIONS OF MOSPI

The Ministry of Statistics and Programme Implementation (MoSPI) came into existence as an independent Ministry on 15th October 1999 after the merger of the Department of Statistics and the Department of Programme Implementation.

The Ministry has **two wings**, one relating to Statistics and the other Programme Implementation.

- The **Department of Statistics** called the National Statistical Office (NSO) consists of (i) Central Statistical Office (CSO), (ii) Computer Centre and (iii) National Sample Survey Office (NSSO).
- The **Department of Programme Implementation** has three Divisions, namely, (i) Twenty Point Programme (ii) Infrastructure Monitoring and Project Monitoring and (iii) Member of Parliament Local Area Development Scheme.

Besides these two wings, there is **National Statistical Commission** created through a Resolution of Government of India (MoSPI) and one autonomous Institute, viz., **Indian Statistical Institute** declared as an institute of national importance by an Act of Parliament.

4. NATIONAL SAMPLE SURVEY ORGANISATION

The National Sample Survey (NSS) is conducted by NSSO which came into existence in the year 1950. It is a 'multi-subject integrated continuing' sample survey programme launched for collection of data on the various aspects of the national economy required by different agencies of the Government, both Central and States. The NSS operates over the whole of rural and urban areas of India excepting only a few inaccessible and difficult pockets.

(1) Categories of NSS Surveys

The wide variety of subjects brought under the coverage of surveys conducted so far by the NSS can broadly be classified under four categories:

a. Household surveys on socio-economic subjects

This category covers the surveys on population, birth, death, migration, fertility, family planning, morbidity, disability, employment

& unemployment, agriculture and rural labour, household consumer expenditure, debt, investment, savings, construction, capital formation, housing condition and utilisation of public services in health, education and other sectors.

b. Surveys on land holding, livestock and agriculture

This covers surveys on land holding, land utilisation, livestock number, product and livestock enterprises.

c. Establishment surveys, and enterprise surveys

This covers surveys on medium and small industrial establishments and own-account enterprises not covered by the Annual Survey of Industries (ASI), surveys on other non-agricultural enterprises in the unorganised sector and collection of rural retail prices from markets and shops in rural areas.

d. Village surveys

This covers various types of information on the availability of infrastructure facility in Indian villages.

Besides these, the NSS has also conducted ad-hoc surveys and pilot enquires for methodological studies, such as, surveys on small and medium irrigation projects, rural electrification, railway travel, pilot enquiries on employment-unemployment, construction activities, living condition of tribals, estimation of catch of fish from inland water, etc.

(2) Ten Year Cycle of NSS (2005-14)

NSSO conducts multi-subject all-India sample surveys as per a well-designed cycle extending over a period of ten years. According to this programme, the subjects covered in the NSS during the decade (2005-14) are as follows:

- (i) Employment-unemployment and Consumer Expenditure
- (ii) Unorganised enterprises in non-agricultural sectors
- (iii) Population, births, deaths, disability, morbidity, fertility, maternity & child care, and family planning
- (iv) Land holdings and livestock enterprises
- (v) Debt, investment and capital formation

Of the five groups of subjects cited above, (i) and (ii) were taken up quinquennially, that is, once every 5 years, and the remaining three groups of subjects i.e., (iii), (iv) and (v) decennially, that is, once every 10 years. The remaining years of the decade were kept open to accommodate subjects of special interest to data users.

The ten year cycle for subject coverage of NSS surveys till its 72nd round to be conducted during July 2014-June 2015 is given below.

Schedule of Surveys covered in Ten year cycle (2005-2014)

Round No.	Period of survey	Subjects
62	July 2005 - June 2006	Unorganised manufacturing enterprises
63	July 2006 - June 2007	Unorganised service sector enterprises (excluding Trade)
64	July 2007 - June 2008	Participation and Expenditure in Education, Employment-Unemployment and Migration
65	July 2008 - June 2009	Domestic Tourism, Housing Conditions, Urban Slums and Civic Amenities
66	July 2009 - June 2010	Consumer expenditure and Employment-Unemployment (quinquennial survey)
67	July 2010 - June 2011	Un-incorporated Non-Agricultural Enterprises (Manufacturing, Services and Trade)
68	July 2011 - June 2012	Consumer expenditure, Employment-Unemployment
69	July 2012 - Dec 2012	Drinking water, Sanitation, Hygiene, Housing conditions (including slums)
70	Jan 2013- Dec 2013	Land and Livestock holdings, Debt & Investment, Situation Assessment Survey of Farmers
71	Jan 2014 - June 2014	Social Consumption (Health and Education)
72	July 2014 - June 2015	Consumer Expenditure, Employment-Unemployment (quinquennial survey)

The subsequent section will provide details on the Employment-Unemployment surveys carried by the NSSO.

5. EMPLOYMENT-UNEMPLOYMENT NSS SURVEYS

The Employment-Unemployment surveys of NSS are primary sources of data on various indicators of labour force at National and State levels. NSS surveys on employment and unemployment with large sample size of households have been conducted quinquennially from

27th round (October 1972 - September 1973) onwards. The survey generally covers the whole of the Indian Union except (i) interior villages of Nagaland situated beyond five kilometres of the bus route and (ii) villages in Andaman and Nicobar Islands which remain inaccessible throughout the year.

(1) Objectives of Employment-Unemployment Surveys

The main objective of the Employment-Unemployment Surveys conducted at periodic interval is to get estimates of level parameters of various labour force characteristics at the National and State/UT levels. The statistical indicators on labour market help in planning, policy and decision making at various levels, both within the government and outside.

It defines the labour force and measures participation of the labour force in different economic activities. The activity participation of the people is not only dynamic but also multidimensional - it varies with region, age, education, gender, level of living, industry and occupational category. These aspects of the labour force are captured in detail in the employment and unemployment surveys of NSSO and estimates are generated for:

- Labour force participation rate, worker population ratio, unemployment rate, extent of underemployment, wages of employees, etc.
- Status in employment, industrial distribution and occupational distribution of the workers
- Particulars of enterprises and conditions of employment, the aspects of employment in the informal sector and informal employment

(2) Past Employment-Unemployment Surveys

NSS surveys on Employment-Unemployment have been conducted quinquennially i.e. once every five year from 27th Round (October 1972 - September 1973) onwards. Till date (as on April 2014), nine Employment-Unemployment surveys have been conducted, which are the 27th, 32nd, 38th, 43rd, 50th, 55th, 61st, 66th and 68th rounds. The NSS 68th Round carried out during July 2011 - June 2012 was the ninth and the most recent round.

(3) Inclusion of Social Groups in Employment-Unemployment Surveys

Inclusion of social groups - Scheduled Caste (SC), Scheduled Tribe (ST), and Other Backward Class (OBC) - is a recent phenomenon. It was included in the 55th Round.

(4) NSSO Employment-Unemployment Survey - 68th Round

The 68th Round of Employment-Unemployment Survey was carried out during the period July 2011 - June 2012. Since, this is the most recent survey conducted on the subject of employment-unemployment, we will be analysing the data collection and its components in context of the same.

Information on various facets of employment and unemployment in India was collected in the 68th Round through a schedule of enquiry, 'Schedule 10', adopting the established concepts, definitions and procedures.

Based on the data collected during the entire period of survey, estimates of some key employment-unemployment characteristics in India and States have been presented in the NSSO published report on Key Indicators of Employment and Unemployment July 2011 - June 2012 (68th Round).

The number of households surveyed was 1,00,957 (59,129 in rural areas and 41,828 in urban areas) and number of persons surveyed was 4,59,784 (2,81,327 in rural areas and 1,78,457 in urban areas).

(5) Components of Employment-Unemployment Survey Questionnaire of the 68th Round

The questionnaire (Schedule 10) used in the 68th Round consisted of 13 Blocks. List of the Blocks along with the description are given in table below:

Block No.	Broad Heading
0	Descriptive Identification of sample household
1	Identification of sample household
2	Particulars of field operation

3	Household characteristics
4	Demographic particulars of household members
5.1	Usual principal activity particulars of household members
5.2	Usual subsidiary economic activity particulars of household members
5.3	Time disposition during the week ended on.....
6	Follow-up questions on availability for work, existence of union/association and nature of employment for persons working in the usual principal or subsidiary status
7	Follow-up questions for persons classified as 'engaged in domestic duties' in usual principal activity status
8	Household consumer expenditure
9	Remarks by investigator/assistant superintending officer
10	Comments by supervisory officer (s)

The following provides a brief description of the major items that are captured across each of the 13 Blocks:

- Blocks 0, 1 and 2 - identification of sample households and particulars of field operations, which is the common practice in usual NSS rounds.
- Block 3 - household characteristics, like household size, religion, social group, land possessed, land cultivated, etc.
(For the rural households, whether the household has NREGA job card, number of NREGA job cards issued to the households and whether the household has any bank/post office account.)
- Block 4 - demographic particulars and attendance in educational institutions of the household members. Particulars of vocational training being received/received by the household members along with the field of training. For persons of age 15 to 45 years, information was collected on whether registered with any placement agency. In addition, for persons of age 18 years and above in the rural household information was collected on 'whether registered in any NREGA job card' and 'whether worked in NREGA works during the last 365 days'.
- Block 5.1 - particulars of usual principal activity of all the household members, particulars of the enterprises in which the usual status workers (excluding those in crop and plantation activities) are engaged, information for all the workers about the location of workplace, information on conditions of employment for the employees to identify informal employment.

- Block 5.2 - particulars of one subsidiary economic activity of the household members along with some particulars of the enterprises and informal employment.
- Block 5.3 - daily time disposition for the seven days preceding the date of survey along with the corresponding activity particulars for each household member. Besides this, the current weekly status (CWS) was derived from the daily time disposition data. Wage and salary earnings and mode of payment were also collected for regular salaried/wage employees and for the casual labourers in this Block. For those found to be unemployed on all the 7 days of the week, duration of present spell of unemployment was also collected.
- Block 6 - probing questions which are related to the under-utilisation of labour time and information about the membership of union/association and nature of employment.
- Block 7 - follow-up questions for the members of the household classified as engaged in 'domestic duties' as per their usual principal status with a view to collecting some additional information which might explain as to whether their usual attachment to domestic duties was voluntary or involuntary and also to throw light on their participation in some specified activities for family gain.
- Block 8 - worksheet to obtain the total monthly household consumer expenditure.
- Blocks 9 and 10 - remarks of investigators/Assistant Superintending Officer and comments by Supervisory Officer(s), respectively.

(6) Collection of Disability Data in the 68th Round

In the Schedule, i.e in Block 5 where respondent's primary activity (employment-unemployment) status across the three reference periods is ascertained, one of the several options was "not able to work due to disability" (activity code 95).

Under Block 8, household consumer expenditure, S. No. 35, consisted of "therapeutic appliances (includes, glass eye, hearing aids, orthopaedic equipments, etc.)"

(7) Analysis of Disability related Questions in the 68th Round

Based on the Study, we found that NSSO Employment-Unemployment survey, which seems comprehensive, has not addressed the employment status of persons with disabilities. The way disability has been covered (as mentioned in the above section), it represents a very incomplete and unfair picture. It assumes that people who have a

disability are not fit enough to be considered as a part of the labour force on account of disability. We also could not find any analysis of the data on disability (Code 95) in the published report of the 68th Round.

6. DATA ON EMPLOYMENT OF PERSONS WITH DISABILITY

World Health Organization (WHO) in its 'World Report on Disability' (2011) has stated that 15% of the population experience disability. According to Census 2011, there are 26.8 million people with disabilities in the country.

The **employment scenario of persons with disabilities is quite dismal**. According to the 58th Round NSS Survey (2002) on people with disabilities, only 26 per cent of persons with disabilities were employed¹.

An independent survey by NCPEDP in 1999 of 'Top 100' companies in India highlighted the dismal rate of employment across different sectors. The report denoted that among the public sector, a disappointing 0.54% of the workforce constituted of persons with disability, in spite of the 3% reservation. Similarly, in the private sector and the multinational sector, only 0.28% and 0.05% of their total workforce consisted of persons with disability respectively².

There is not only lack of data but also **long intervals between the sources of information**. The frequency or the time-interval between the National Population Census (once in ten years) and NSSO's disability surveys (approximately once 10-15 years) is too long to track, monitor and enforce any effective policy interventions. Moreover, there are no **comparable indicators on persons with disabilities employment rates with reference to other social groups and non disabled population**.

As a result of lack of data, seldom persons with disability get mentioned in any government discourse, policies or interventions on employment or skill development. Take for instance, in the XII Plan chapter on employment, data on various social groups (SC/ ST/ OBC) are given but there is no mention of disability data.

NSS can fill the data gap in the area of employment of persons with disabilities. If disability is added in the Employment-

¹ NSS 58th Round Report on Disability (2003)
http://mospi.nic.in/rept%20%20pubn/485_final.pdf

² Corporate Research Study by NCPEDP <http://ncpedp.org/employ/em-resrch.htm>

Unemployment Survey, data will be available about various aspects of employment (as given below), which would also be comparable with non disabled population and other social groups.

Following are some crucial data that could emerge on employment of persons with disabilities *if* NSS Survey includes disability as a category for data collection:

a. Employment rate, type and occupation of persons with disability

- Employment/Unemployment rate of persons with disabilities
- Employment status (paid/unpaid/casual/self employed/ available for work/doing domestic duties/free collection of vegetables/firewood, etc. for household use/pensioners/begging/prostitution, etc.)
- Those in paid employment (enterprise type, nature of job, type of Job contact, availability of social security benefits, method of payment)
- Those engaged in manual work (cultivation/other agricultural activities/ non agricultural activities)
- Those unemployed (approximate no. of months without work, whether sought/available for work during those months, whether made any efforts to get work, whether sought/ available for additional work during the days he/she had work and reason, sought/available for alternative work during the days he/she had work and reason)
- Data regarding NREGA (households of persons with disability / persons with disabilities having NREGA job card, whether worked in NREGA during last 365 days, if so for how many days, for those who do not have NREGA card (whether registered for NREGA job card)
- Number of people with disabilities having bank/post office account
- Number of people with disabilities currently registered with employment exchange/placement agencies' (Only in government employment exchanges, only in private placement agencies, in both government employment exchanges and private placement agencies, not registered).

b. Educational levels and vocational training

- Education Levels (highest attained)
 - General (primary/ middle/secondary/...../post graduate and above)
 - Technical (stream wise - agriculture, engineering/technology, medicine, crafts, etc.)
- Status of current attendance (currently not attending, never attended, dropped out, currently attending in _____, type of institution)

- Vocational training (whether receiving/received any vocational training and field of training)
- c. **Household consumer expenditure**
- Total monthly and annual consumption expenditure of households having a person with disability.
 - Type of expenditure by household for 36 items (which can give insights into how the income is spent, if it is different from households without a person with disability, the extra cost burden due to disability, etc.)

Several other data break-up like rural/urban, gender, social groups (SC/ST/OBC), marital status, etc. would also be available.

7. RECOMMENDATIONS

As seen in the previous section, if NSS Employment-Unemployment Survey includes persons with disability as a category, a lot of data would be available with respect to persons with disabilities, which would be very useful to improve employment of persons with disabilities in the country. Hence, it is very strongly recommended that:

1. The Employment-Unemployment Survey **should look at 'disability' as a category for data collection**. Following are some broad recommendations for including disability in the Survey:

- In Block 3, 'household characteristics', there could be a question, 'whether any member of the household has any disability'. If yes, then 'number of members having a disability'.
- In Block 4, 'demographic particulars of household members', where information of individual members is collected, it could include a question that 'if the member has any disability'. If yes, 'nature of her/his disability'.
- In Block 4 - education, one could add options for identifying barriers (like refused admission due to disability/unable to attend due to accessibility issues/trainings not available, etc.)
- In Block 5 and 6, questions could be added to identify barriers in employment and those seeking work, including some probing questions.
- In Block 8, 'household consumer expenditure', there is a list of 36 different line items like food, medicines, clothing, housing, tuition, conveyance, rent, books, entertainment, etc. There is also a line item called, "therapeutic appliances (includes, glass eye, hearing aids, orthopaedic equipments, etc)". It is recommended that a new category be created on expenditure related to disability. This line item should capture the expenditure on assistive aids/appliances/technology,

caretaker/nurse, rehabilitation services (therapy, counselling etc.), self care items (diapers/catheter/urine bags), adaptation to home, etc.

2. NSSO should **constitute an expert committee** comprising of disability leaders and statisticians to review the questionnaire and to make recommendations for effective inclusion of questions on persons with disabilities.
3. Once the questionnaire is developed, NSSO should invest resources to **train the surveyors** and **create awareness** about disability questions **among the larger public**.