

CHAPTER II

The Government's and the Problem of Poverty in Odisha (2000-2010)

Introduction

In this chapter of the thesis we look at the poverty situation in the state of Odisha and the reasons behind the fall of poverty in the study period, 2000-2010. There was a clear decline in the level of poverty in the poverty as per the official figures. What caused this decline? We argue below that the decline was caused due to economic growth in the state which increased slightly in that period and secondly due to the implementation of the poverty alleviation programmes.

Odisha has been one of the poorest state among the 28 (twenty-eight) states in India. It consists of 30 (thirty) districts. It is generally divided into 3 (three) regions; Northern region, Southern region and the Coastal region. In the Northern region lie the districts of Sundargarh, Jhaisuguda, Sambalpur, Bargarh, Subannapur, Mayurbhanj, Kendujhargarh, Angul, Banda, Deogarh, Baripada, Sonapur, Dhenkanel, Keonjhar and Bolangir. In the Southern Region lie the districts of Malkangiri, Koraput, Nabrangapur, Kalahandi, Rayagada, Nuapada, Boudh, Phulbari, Nayagarh, Cuttack and Kandhamal. In the Coastal Region, the districts are Malkangiri, Parlakimidi, Chhatrapur, Gajapati, Rayagada, Puri, Khordha, Ganjam, Jagatsinghpur, Kendrapara, Baleshwar.

A report of the Planning commission in the Economic Survey of Orissa, 2008-09 indicates that Odisha continues to be the poorest among all the major states of the country. Though the incidence of Poverty has come down from 47.15% in 1999-2000 to 39.90% in 2004-05, in spite of this Odisha still remains the poorest state among all the major states in India. The percentage of population below the poverty line at the all India level in 2004-05 was 21.8 percent as against 26.1 percent during 1999-2000. Thus what we notice is compared to many other states Rural poverty in Odisha is still very high, even though successive Governments have taken different initiatives to reduce

the level of poverty (Government of Orissa, Economic Survey, 2008-09). In the state during 1973-74 the percentage of population below poverty line was 66.18% and it declined to 65.29% in 1983. But in 1977-78 it increased to 70.07%. During the period 1987-88 the percentage of population living below the poverty line was 55.58% and finally it declined to 39.90% in the year 2004-05.

The number and percentage of BPL population for the 61st NSS round (2004-05) based on mixed recall period (MRP) and uniform recall period (URP) for all the states and Union Territories, tells us that poverty has declined by 20.2 percentage points from 57.2 percent in 2004-05 (61st NSS round) to 37.0 percent in 2009-10 (66th NSS round). This clearly indicates that there is a welcome sign in drop in Poverty incidence during 2004-05 to 2009-10 (Government of Odisha, Economic Survey, 2012-13, p.263). The Planning commission has appointed so many committees for poverty estimation. But among the various committees there are 2 (two) committees i.e. Lakdawala Committee formed in 1993 and the Tendulkar Committee constituted in 2005 which are the most important ones. These Committees have estimated the number and percentage of poor.

The estimates of poverty from 1973-74 to 2004-05 are based on Lakadwala Committee Methodology and those for the year 1993-94, 2004-05 and 2009-10 are based on NSS data and Tendulkar Committee Methodology. According to Lakdawala Committee the percentage of population living below the poverty line in Odisha has declined by 19.78 percentage points from 66.18 percent in 1973-74 to 46.40 percent in 2004-05. And the poverty estimates of the Tendulkar Committee for the year 1993-94 was 59.10 percent in comparison to 48.56 percent, as per the Lakdawala Committee Methodology. In the year 2009-10, the percentage of poverty as per the Tendulkar Committee was 37 percent. Hence an analysis of the estimates tells us that from 1993-94 to 2009-10, the percentage of population living below the poverty line has declined. It is observed that the Lakdawala Committee used uniform recall period Methodology whereas the Tendulkar Committee used mixed recall period Methodology to find out the poverty ratios in Odisha. The table shows the percentage of population below poverty line in Odisha as compared to other major states in India.

Table: 2.1**Percentage of Population Below the Poverty Line in Odisha as Compared to Other Major States in India.**

Sl. No.	State	Head Count Ratio (percent)						
		1973-74	1977-78	1983	1987-88	1993-94	2004-05*	2009-10*
1	2	3	4	5	6	7	8	9
1	Andhra Pradesh	48.86	39.31	28.91	25.86	22.19	29.9	21.1
2	Bihar	61.91	61.55	62.22	52.13	54.96	54.40	53.50
3	Gujarat	48.15	41.23	32.79	31.54	24.21	31.80	23.00
4	Haryana	35.36	29.55	21.37	16.54	25.05	24.10	20.10
5	Karnataka	54.47	48.78	38.24	37.53	33.16	33.40	23.60
6	Kerala	59.79	52.22	40.42	31.79	25.43	19.70	12.00
7	MadhyaPradesh	61.70	61.78	49.78	43.07	42.52	48.60	36.70
8	Maharashtra	53.24	55.88	43.44	40.41	36.86	38.10	24.50
9	Odisha	66.18	70.07	65.29	55.58	48.56	57.20	37.00
10	Punjab	28.15	19.27	16.18	13.20	11.77	20.90	15.90
11	Rajasthan	46.14	37.42	34.46	35.15	27.41	34.4	24.80
12	Tamil Nadu	54.94	54.79	51.66	43.39	35.03	28.90	17.10
13	Uttar Pradesh	57.07	49.05	47.07	41.45	40.85	40.90	37.70
14	West Bengal	63.43	60.52	54.85	44.72	35.66	34.30	26.70
	All India	54.88	51.32	44.48	38.36	35.97	37.20	29.80

Based on MRP consumption of Tendulkar Committee Methodology (GOO, Economic Survey 2012-13, pp.265)

Given below is another table which shows the poverty lines and poverty Head count ratio using the Tendulkar Methodology and Lakdawala Methodology for the year

1993-94, 2004-05 and 2009-10 (GOO, Economic Survey, 2012-13, Odisha, Feb, 2013, p.263).

Table: 2.2

The poverty lines and poverty Head count ratio using the Tendulkar Methodology and Lakdawala Methodology for the year 1993-94, 2004-05 and 2009-10

Committee	Methodology	Year	Rural	Urban	Combined
LAKDAWALA	URP	1993-94	49.72	41.64	48.56
		2004-05	46.80	44.30	46.40
TENDULKAR	MRP	1993-94	63.00	34.50	59.10
		2004-05	60.80	37.60	57.20
		2009-10	39.20	25.90	37.00

The incidence of poverty has declined during 2004-05 to 2009-10. There has been a significant or sharp decline in poverty from 57.20% in 2004-05 to 37% in 2009-10. Odisha still has a high incidence of poverty and the proportion is much higher than the national average. Still as noted earlier as per the report of the Planning Commission and also to other reports poverty ratio has declined in the State. There are several reasons that can be attributed for this decline. Two important reasons for the decline of poverty can be, first in more recent times there is economic growth in Odisha and second it is due to the adoption and implementation of several types of poverty alleviation programmes or measures. To improve the economic condition of the rural and urban poor, the Central Government as well as the State Government has adopted several poverty alleviation measures. Both the factors could have contributed to the decline in the incidence of poverty. We discuss below the rate of economic growth in Odisha then turn to examine the poverty alleviation measures that have been adopted in the state and how far the measures have been successful in its desired effect.

Before we do that we must however note another point. Though poverty has declined in all the NSS Regions of the state but the extent of poverty in Southern and Northern Regions of Odisha is still high. According to Haan and Dubey (2003) though rural poverty in the Coastal and Northern Regions has declined but in the Southern Region the incidence of rural poverty has increased from 80.76% in 1983 to 86.16% in 1999-2000 (Shah, 2010, p.6). This is to some extent because the State has witnessed wide Regional and Social disparities in development more particularly economic growth. The development of all the Regions did not go hand-in-hand or simultaneously. According to NSS data, the Coastal Region has the lowest incidence of poverty while the incidence of poverty is the highest in the Southern and Northern Regions. During the early 1980s poverty in the Southern Region increased (Amita Shah, ODI working paper 325, 2010). From the analysis of NSS data, it is seen that the incidence of poverty has experienced a large fall from 45 percent in 1993-94 to 27 percent in 2004-05 in the Coastal Region. But in the Southern Region it increased by 4 percentage points from 68.8 percent in 1993-94 to 72.7 percent in 2004-05 and the Northern Region has also witnessed the biggest rise in the incidence of rural poverty by 13 percentage point from 46 percent in 1993-94 to 59 percent in 2004-05. Among the three regions, the percentage of poverty is higher in the Southern region than the Northern and Coastal Region. In the Southern region, the very bad condition that prevails is in Koraput (undivided district), where 92% of people lived below the poverty line (Panda, 2004:14). Poverty is chronic in this region. Thus in the Coastal region, the poverty ratio has declined, whereas in the Northern region and in the Southern region it has increased. Most of the Scheduled Castes (SC) and Scheduled Tribes (ST) people are inhabitants of the KBK districts. The KBK districts are commonly described as Kalahandi, Bolangir and Koraput districts and the area coming under these districts is called KBK Region of Odisha. This region is found to be chronically backward. The SC and ST population in this region together constituted 54.6% of the total population as per the 2001 Census. In the KBK Region the percentage of poverty was 81.3% in 1983 and in 1992 it was 82.6% and the percentage of poverty has declined to 72% but it increased to 87.14% in 1999-2000. Mehta and Shah (2003:492) are of the opinion that the KBK Region of Odisha is one of the Poorest regions in India where the poverty incidence is very severe and 34.08% people of Rural areas of this region were very

poor, 69.02% were poor and the square poverty gap was 6.83% in 1993-94 (Parida, RLG, 2007-08). The table shows the incidence of poverty among regions in Odisha.

Table: 2.3

Poverty among NSS Regions in Odisha (Head Count Ratio in Percent Terms)

Year - Rural	Coastal	Southern	Northern	Odisha State
1983	57.97	80.76	75.22	68.43
1987-88	48.37	82.98	61.01	58.62
1993-94	45.33	68.84	45.82	49.80
1999-2000	29.30	86.16	50.98	48.13

Year - Urban	Coastal	Southern	Northern	Odisha State
1983	46.15	45.48	54.35	49.66
1987-88	42.11	52.93	39.90	42.58
1993-94	47.24	41.94	32.54	40.68
1999-2000	41.65	43.97	45.81	43.51

Combined	Coastal	Southern	Northern	Odisha State
1983	56.47	72.28	72.28	66.24
1987-88	47.67	58.16	58.16	56.75
1993-94	45.57	43.92	43.92	48.64
1999-2000	31.51	50.10	50.10	47.37

NSS regions consist of undivided districts as follows

- Coastal : Baleswar, Cuttack, Puri, Ganjam,
- Southern : Phulbari, Koraput, Kalahandi,
- Northern : Sundargarh, Bolangir, Sambalpur, Kendujhar, Dhenkanel,
Mayurbhanj;

Source - Compiled from Haan and Dubey (2003:6) in Amita Shah, 2010

To reduce Poverty in the KBK region, the State Government in consultation with the Government of India had taken different initiatives and it has implemented some of the development programmes such as Revised LongTerm Action Plan (RLTAP), Biju KBK Plan, Biju Kandhamal O Gujarati Yojana, GopabandhuGramin Yojana (GGY), Backward Regions Grant Fund (BRGF) etc. These Development programmes have given this region several benefits. The special Plan for KBK districts has been formulated for the faster development of the backward regions of the state. We will analyse the plans slightly later when we look at the poverty alleviation measures and its impact.

Poverty among various Social Groups

In Odisha the SCs and STs suffer a lot whether it is socially or economically they are deprived in all the spheres of the Society. A large proportion of these groups are located in the Southern regions of Odisha under the NSS (National Sample Survey) regions/ according to NSSO data. In Odisha the percentage of Scheduled Tribe population in 2001 was 22.13 percent as compared to only 8.01 percent at the All India level, while the proportion of Scheduled Caste population is around the All India average (i.e. 16.53 in Odisha and 16.33 in India) [Panda, Sahu, Odisha Review, 2011]. So it has been observed that Orissa has a very high percentage of scheduled tribe population.

It is seen that in 2004 the proportion of Scheduled Tribe population living below the poverty line has increased from 71 percent in 1993 to 76 percent in 2004. But there was no substantial change in poverty percentage among the Scheduled Caste population between 1993 and 2004. The table shows the estimates of poverty by region and social groups.

Table: 2.4

Head Count Ratio by Regions and Social Groups (Rural) in Odisha: 1999-2000:

Regions	Social Groups			
	ST	SC	Other	All
Coastal	66.63	42.18	24.32	31.74
Southern	92.42	88.90	77.65	87.05
Northern	61.69	57.22	34.67	49.81
All	73.08	52.30	33.29	48.04

Based on Estimates by Haan and Dubey, (Amita Shah, December, 2010, p.7)

From this Table it is revealed that total 73.08% of STs lived below the poverty line in the State. Out of these the incidence of poverty among STs is lower in the Northern (61.7%) and Coastal (66.6%) regions in comparison to southern region. The proportion is significantly higher in the Southern region (92.42%). It is also found that the incidence of poverty among the SCs and other groups in the southern region are also higher in comparison to STs in the northern and coastal regions (61.7% and 66.6%) respectively. So it is seen that not only the STs but also the SCs and other groups in the southern region also live below the poverty line.

However in the period between 2004-05 to 2009-10 there is a substantial reduction of poverty in the 3 (three) regions of Odisha. In the Northern region, it is seen that there is a higher reduction of poverty with 28.8 percentage points and in the Southern region it reduced with 21.0 percentage points and the Coastal region with 16.3 percentage points. The Government has undertaken different programmes in Odisha in general and particularly among the most backward social groups and regions including the KBK region for the reduction of poverty in the 3 (three) regions of the state. The table below indicates the poverty estimates for Rural Odisha by social groups and by NSS regions for 2004-05 and 2009-10.

Table: 2.5

The poverty estimates for Rural Odisha by social groups and by NSS regions for 2004-05 and 2009-10.

NSS Round	Head Count Ratio (%) by Social Classes				
	ST	SC	OBC	Other	All
2009-10	66.0	47.1	25.6	24.5	39.2
2004-05	84.4	67.9	59.7	37.1	60.8

NSS Round	Head Count Ratio (%) by NSS Region			
	Southern	Northern	Coastal	Total
2009-10	52.4	41.7	25.3	39.2
2004-05	73.4	70.5	41.6	60.8

Source: Economic Survey, 2012-13, Planning and Co-Ordination Department, Directorate of Economics & Statistics, Government of Odisha, Feb, 2013, p.265.

From this table, it is seen that in recent years Poverty among ST and SC communities have been decreasing at a faster rate and from 2004-05 to 2009-10, the incidence of poverty has got reduced in all the three regions. In spite of this, it is seen that Odisha remains one of the Poorest state in India. Though the Government has taken different poverty reduction programmes but rural poverty till now it is a matter of concern. In the state there is a fluctuation in the rate of poverty reduction but since 1983, the percentage of poverty it can be said has decreased.

Economic Growth in Odisha

We have argued in the previous section that there has been a decline in poverty in Odisha in the recent period even though Odisha remains one of the poorest states among all the major states in the country. The incidence of poverty has come down from 57.2 percent to 37 percent during the period 2004-05 to 2009-10. Several reasons can be attributed for this reduction in the rate of poverty. This has been possible because Odisha in recent years has experienced economic growth and this is likely to

have affected different sections of the population in a positive manner. It must also be because of the intervention of the state through poverty alleviation measures. Let us first in this section turn to the story of economic growth in Odisha.

Odisha's economy has been classified into three categories which are; agriculture, industry and services. If we compare the Indian economy with the economy of Odisha, we find the economy of Odisha is more agricultural less industrial and less service oriented. But now in the recent period high growth have taken place in the industrial sector followed by the service sector and the agricultural sector. The growth rate in the agricultural sector has fluctuated over the years, due to natural calamities such as cyclones, draughts and floods. But the high growth in Odisha happens to be in the industrial sector. Odisha's industry is mineral based.

Let us first start our discussion of the Odisha's economy with the agricultural sector since it is this sector on which Odisha's economy largely depends. A large percentage of people depend on agriculture, nearly 70 percent of the people in the state directly dependent on the agricultural activities (Meher&Padhi, 2010, p.1). Agriculture provided direct and indirect employment opportunities to around 64 percent of the total work force of the state as per the 1991 census. Agricultural and allied sectors contribute less than 30% towards the state's Gross Domestic Product and Agriculture and Animal Husbandry contributed 28.68 percent of the Net State Domestic Product of the State in 1997-98. The production therefore is low. It is generally held that low productivity in agriculture is because of the predominance of traditional agricultural practices, inadequate capital formation and low investment, inadequate irrigation facilities and because of the uneconomic size of the holdings. It has been also found that the percentage of net area irrigated to net area sown in the state was 22.89 percent in comparison to 40.01 percent at the all India level during 2002-03. And it is caused due to poverty all these years.

Keeping the importance of agriculture in mind the State Government formulated a comprehensive Agricultural Policy in 1996. The main aim of this policy was to double the production of food grains and oil seeds, generation of adequate employment opportunities in the rural sector and to adopt agriculture as the main route for eradication of poverty. It stated its main objectives as: to give importance on

agriculture so that young person's can accept agriculture as a means of Self Employment, to generate adequate employment opportunities, to create skilled labourer's for management of modern agriculture, to help mechanization of agriculture to increase productivity, to increase area under tea, coffee, rubber, cashew and other plantation crops, to take up extensive training in the field of agriculture and related activities, to reorient agriculture towards export(GOO, Economic Survey, 2000-2001, p.4/2).

Despite of all this effort the growth in the agricultural sector declined due to super cyclone which hit Odisha in October, 1999. Agriculture and Animal Husbandry contributed 32.88 percent of the Net State Domestic Product of the State in 1999-2000. It contributed 28.13 percent to the Net State Domestic Product of the State in 2001-02. It contributed 22.09% of the Net State Domestic Product to the State in 2002-03 at 1993-94 prices. During 2009-10 the agricultural and allied sectors has contributed 20.97 percent to the state's GSDP at current prices(Meher&Padhi, 2010).

Production of food grains in the State has also fluctuated over the years. In 1991-92 there was a bumper harvest of production of food grains. It was 72.3 lac tones. But during 1992-93, the production of food grains was very low. It was just 59.6 lac tones which was 17.56% less than the production during 1991-92 (GOO, Economic Survey, 2000-01, p.1/4). In 1993-94, the food grain production was 72.2 lac tones which were just below the level of Production in 1991-92. But production continuously declined during the next three years. In 1994-95, the production of food grains declined to 69.0 lac tones due to unfavorable weather conditions. It further declined to 67.8 lac tones in 1995-96. In 1996-97, low production was recorded; it was just 48.1 lac tones. During 1997-98 and 1998-99, production was 66.1 lac tones and 57.9 lac tones respectively. But during 1999-2000, the production of food grains was seriously affected by the super cyclone which hit the 14 fertile coastal districts of the State in October, 1999. This cyclonic storm devastated four coastal districts of Odisha, namely Ganjam, Gajapati, Puri and Khurda. The economy of the State suffered a lot. As a result the development of the State was seriously affected (Government of Orissa, Economic Survey, 1999-2000, p.1/13).In 2008-09 the production of food-grains was 73.93 lakh ton which has come down from 81.44 lakh ton in 2007-08.

Food grain production declined to a very low level of 49.75 lac MT in 2000-2001 due to draught situation. Though it had taken a long time to come back to the earlier stage, but during 2001-02 there was a record production of good grains of 75.40 lac MT as a result of bumper production of rice. Again it declined to a very low level of 35.55 lac MT on account of severe draught in the State during Kharif, 2002 (Govt. of Odisha, Economic Survey, 2003-04, p.4/3). Due to increase in population, the State's per capita availability of cultivated land which was 0.39 hectare in 1950-51 declined to 0.17 hectare in 1999-2000 and in 2002-03, it declined to 0.16 hectare and it reduced to 0.13 hectare in 2007-08 (Govt. of Orissa, Economic Survey 2000-01, p.1/5, 2003-04, p.1/6, 2008-09, p.1/5). As a result the land for cultivation decreased.

Let us now turn to Industry in the state. The State placed an important position on industries because of various reasons. The reasons are availability of vast mineral resources, abundance of raw materials and comfortable power situation. There are many important industries which were set up in the State during the different plan periods i.e. Rourkela Steel Plant, National Aluminum Company (NALCO) Indian Charge Chrome Ltd., Paradeep Phosphate and Coal based power plants at Talcher, Kaniha and Banharpali. The State has various large and medium industries and there are three nodal agencies which are engaged in promoting these industries (GOO, Economic Survey, 2003-04, pp. 1/11). The three nodal agencies are Industrial promotion and Investment Corporation Ltd. (IPICOL), Industrial Development Corporation Ltd. (IDICOL) and Odisha State Electronics Development Corporation (OSED) etc. By the end of 1998-99, Odisha had 334 large and medium industries with an investment of Rs.1, 841.99 crore and employment potential for 81,188 persons (Government of Orissa, Economic Survey, 1999-2000, p.1/9). In the same way during the year 1999-2000, the State had 339 large and medium industries with an investment of Rs. 1,880.36 crore and employment potential for 82,533 persons. Similarly by the end of 2002-03 Odisha had 358 large and medium industries with an investment of Rs.3, 584.71 crore and employment potential for 85,777 persons (Government of Orissa, Economic Survey, 2003-04, p.1/11).

To improve the industrial sector, the State Government reformulated its industrial policy in March, 1996. The emphasis of the policy were as follows:

harnessing Orissa's vast natural resources and the potential for accelerated industrial growth consistent with the protection of environment; attracting and facilitating large investment in infrastructure and industries both from within the country and abroad; generating employment on a large scale in industrial/ commercial activities; development of backward areas/ regions of the State through industrial / mining ventures, stimulating and strengthening local entrepreneurial base/ talent, development of Skills/ expertise etc. (Government of Orissa, Economic Survey,1999-2000, p. 9/1).

The State Government later on reformulated the industrial policy in December, 2001. The main objectives of Industrial Policy, 2001 are: to create a business climate conducive to accelerate investment in industry and infrastructure projects, to raise income, employment and economic growth in the State, to reduce regional disparities in economic development, to balance utilization of the natural resources for sustainable development. To fulfill the above objectives the state Government aimed to: encourage private initiative and restrict Government intervention in such areas where it enjoys a distinct comparative advantage; invite Private Investment for development and operation of quality infrastructure; promote the image of Odisha as an attractive destination for investment and tourism; encourage the creation of small scale industries (SSI) clusters in similar lines of business(Government of Orissa, Economic Survey,2003-04, p. 9/1).

During 1999-2000, four large and medium industries have been set up with an investment of Rs.10.54 crore and employment for 968 persons. Nine large and medium industries has been set up earlier namely – Hindustan Aeronautics Ltd. unit at Sunabada, Rourkela Steel Plant at Rourkela, Indian Rare Earth Ltd at Chhatrapur, Carriage Repair Work Shop at Anugul, Fertilizer Corporation of India (FCI) Units at Talcher, Heavy Water Project at Talcher, National Aluminum Company units at Angul and Damanjodi and Paradeep Phosphate Ltd at Paradeep have been set up in the State in the Central Sector. These are the Units which were set up prior to 1990-91(Government of Orissa, Economic Survey, 2000-2001, p.9/3).During 2007-08, there were 200 Handicraft Cooperative Societies operational in the state with 0.15 lakh members. During this period 9011 cottage industry were working in the state with an

investment of Rs. 38.30 crore and provided employment to 15,368 persons (GOO, Economic Survey, 2008-09, p.1/11). In Odisha during 2008-09 the number of Small Scale Industries (SSI) and Micro, Small and Medium Enterprises had increased. It may be mentioned here that the maximum number of MSMEs was set up in Sundargarh followed by Cuttack, Khorda and Ganjam. As a result the contributions of manufacturing sector in NSDP have been going up over the years. The net value added by manufacture in the State at constant (1980-81) prices was Rs.358.14 crore in 1980-81 which went up to Rs.726.99 crore in 1997-98. The share of the manufacturing sector in the NSDP was 10.40% in 1980-81; 11.20% in 1990-91; 7.37% in 1993-94; 5.31% in 1997-98; 4.57% in 1998-99; 4.30% in 1999-2000 and 7.88% in 2002-03 (Government of Odisha, Economic Survey, 2003-04, p.9/2). During 2008-09 the mining sector has contributed 7% of the GSDP of Orissa. Though the share of exports in total production of mineral varied between 13% to 16% (GOO, Economic Survey, 2009-10, p.3).

For rapid industrialization in the State, emphasis was given and is being laid on infrastructure development. It has been realized that economic growth depends on infrastructural development. Adequacy of infrastructure in the transport and communication sector is crucial for attracting investment. The Industrial Policy, 1996 accorded special priority to infrastructural development so that more and more funds will be used for large investments in the industrial sector. Development of transportation infrastructure is also important for marketing of agricultural products and enabling the farmers to get a fair price.

It is very much important to improve the quality of life and economic conditions in rural areas in every village. To develop the agricultural condition, rural connectivity is necessary. Improvement of the rural economy is important and for that the State Government has accorded high priority to the development of rural connectivity. According to estimates available with the Planning Commission, about 40% of villages in Odisha have all weather connectivity as compared to 60% at the national level. During 2000-01, the state realized that funds are necessary for development of Rural Roads and Bridges. Rural connectivity has been given highest priority within the Pradhan Mantri Gramodaya Yojana and Rs.175.00 crore has been earmarked for the purpose. The State Highways, Major District Roads and other

District Roads have been constructed and maintained by the Works Department of the Government of Odisha. It also maintains 2,752 km of National Highway and 30 km of Express Highway on behalf of the Government of India (Government of Orissa, Economic Survey, 2000-2001, p.12/1).

The Central Sponsored Scheme i.e. PradhanMantri Gram SadakYojona (PMGSY) has been implemented in the State. The objective of PMGSY is to improve the all-weather rural connectivity (GOO, Economic Survey, 2003-04). During 2000-01, Government of India sanctioned an amount of Rs.179.70 crore under this scheme for construction/ improvement of 574 roads (GOO, Economic Survey, 2003-04, p. 12/2). The State Government proposed to implement various projects to improve the road communication between the State Capital and north-western Districts of the State. There is another project i.e. Bhubaneswar Integrated Road Net Work Project (BIRNWP) on Build Operate Transfer (BOT) basis with an estimated cost of Rs.170 crore has been implemented to remove congestion on NH 5 in the vicinity of Bhubaneswar(GOO, Economic Survey,1999-2000, p.12/3).

The contribution of the tertiary sector i.e. transport, communication, trade to the Net State Domestic Product of Odisha at Factor cost at 1993-94 prices was 17.97 (Economic Survey 2003-04).The service sector included trade, hotels, restaurants sub-sector contributed about 25% of value in current price during 2008-09. For this reason it is called as one of the most important individual sub-sector and transport and communication has contributed 17% (GOO, Economic Survey, 2009-10, p.3).

It is also to be noted here that the Gross State Domestic Product (GSDP) of Orissa increased from Rs. 18,612.73crore in 1993-94 to Rs. 23,417.98crore in 1998-99 at 1993-94 prices, showing a compound annual growth rate of 4.70% over the period (Govt. of Orissa, Economic Survey, 1999-2000, p.1/4).The Net State Domestic Product (NSDP) commonly known as State Income increased from Rs.15, 861.30crore in 1993-94 to Rs.19, 329.31 crore (Quick estimate) in 1999-2000 at 1993-94 prices. The increase in NSDP in 1999-2000 over the corresponding figure for 1993-94 is mainly attributable to the increase in SDP of Tertiary Sector as well as Finance and Service/ Sector (Govt. of Orissa, Economic Survey, 2000-01, p.1/4).

The Gross State Domestic Product (GSDP) at constant prices (1993-94) of Odisha has increased from Rs. 18,536.66 crore in 1993-94 to Rs. 25,539.01 crore (Quick estimate) in 2002-03, registering an annual compound growth rate of 3.62 percent over the period. The Net State Domestic Product (NSDP) commonly known as State Income increased from Rs. 16,184.88 crore in 1993-94 to Rs. 21,861.91 crore (Quick estimate) in 2002-03 at 1993-94 prices. During 1999-2000 the GSDP at constant (1999-2000) price of Odisha has increased from Rs. 42,909.62 crore to Rs. 73,542.26 crores (as per the advance estimate) in 2007-08 registering an annual compound growth rate of 6.97 per cent over the period. During the 10th five-year plan period Odisha has shown an annual average growth rate of 9.51% against the target of 6.20% and achievement of 5.30% for the 9th plan. But during the first three years of 11th plan period Odisha's economy experienced a severe drought which caused negative growth of agriculture and its allied sectors during 2011-12 in spite of these the state has attained an annual average growth rate of 8.73%. In 2008-09 Odisha's economy grew at 6.65% in 2008-09 and as per advance estimates it grew at 8.35% in 2009-10 (GOO, Economic Survey, 2009-10, p.1). It has been found that the growth rates of the agriculture sector are not always the same followed by industry and then services. It is because of natural calamities such as cyclones, droughts and floods which Orissa faced frequently. As a result the agricultural sector was badly affected. During 2008-2009 the growth rate of agriculture has remained low whereas the industrial sector has shown a tremendous growth (GOO, Economic Survey, 2009-2010, p.14). Hence from all these figures we can make out that there is overall growth in the state which could have contributed to the decline in poverty in the state.

The Anti-Poverty Programmes

We have stated earlier that the decline in poverty ratio can be attributed also to the implementation of several poverty alleviation programmes. Hence let us look at the programmes in this section. There are several programmes that were implemented and are being implemented like the Swarnajayanti Gram Swarojgar Yojana (SGSY), Sampurna Gramin Rojgar Yojana, Rehabilitation of Bonded Labourer's, Drought Prone

Area Programme (DPAP), SwarnaJayantiSahariRojgarYojana (SJSRY) several housing programmes etc. We will discuss some of these programmes of poverty alleviation.

Swarnajayanti Gram Swarojgar Yojana (SGSY) : The scheme named 'Swarnajayanti Gram Swarojgar Yojana' came into existence on 1st April, 1999. It is a centrally sponsored scheme and it is jointly funded by the Govt. of India and the State Government in the ratio of 75:25. There are various programmes which were in operation in the rural areas till the end of 1998-99. They were Integrated Rural Development Programme (IRDP), Development of Women and Children in Rural Area (DWCRA); Training of Rural Youth for Self Employment (TRYSEM); Supply of Improved Toolkits to Rural Artisan's (SITRA), Ganga Kalyan Yojana (GKY) and Million Well Scheme (MWS) etc. These programmes it was realized were not sufficient to remove the poverty level in Odisha in a coherent manner. For this reason these programmes were merged into a single scheme called 'Swarnajayanti Gram Swarojgar Yojana'.

Its objective is to bring the assisted poor families (Swarozgaries) above the poverty line by ensuring appreciable sustained level of income over a period of time i.e. increasing the income level of families (Swarozgaries) above the poverty line (with income of Rs.2,000/- p.m.) in three years by providing them income generating assets through a mix bank credit and Govt. subsidy (Govt. of India, Ministry of Rural Development and Economic Survey, 2008-09, Government of Orissa, p.8/4).

The Scheme helps the rural poor through the Self-Help Groups (SHGs). It emphasizes skill development through well designed training courses. It also provides for marketing of the goods produced by the Swarnajayanti Gram Swarojgar Yojana Swarozgaries. It gives importance to the vulnerable groups among the rural poor. In the 2000-01 Economic Survey we find that the Swarnajayanti Gram Swarojgar Yojana was to cover at least 50% beneficiaries who belong to the Scheduled Castes and Scheduled Tribes etc. In October, 1999 Odisha had faced a critical situation, a Super Cyclone had devastated the rural economy in 14 districts. The worst hit districts were Ganjam and Gajapati districts. In these 2 districts and also other coastal districts the economic condition of the people was terrible. To tackle this situation, a number of individual oriented schemes were implemented in these districts. For this reason the total expenditure during 2000-01 upto 04.11.2000 under Swarnajayanti

Gram Swarojgar Yojana was Rs.6.84 crore (Govt. of Orissa, Economic Survey, 2000-01). In the Gajapati district the percentage of women Swarozgaries was 67% and 5% in the Nawarangpur district.

During 2003-04, its target was to assist 54,348 Swarozgaris, but it has assisted 59,289 Swarozgaris. During 2006-07, 68,687 Swarozgaris have been assisted under Swarnajayanti Gram Swarojgar Yojana scheme against the target of 66,250 Swarozgaris in Odisha. During 2007-08, the target of SGSY programme was to assist 81,656 Swarozgaris but it has succeeded to assist 87,171 swarojgaris under the scheme which showing an achievement of 107 per cent (Government of Orissa, Economic Survey, 2007-08, p,8/4). The State Government has encouraged self-help groups (SHGs) and it has described it as an important tool for removal of poverty particularly for women living below the poverty line. The Swarnajayanti Gram Swarojgar Yojana mainly concentrates on those exploited groups in the rural areas who have been deprived. It has also been observed that during 2008-09 there were 106,271 swarojgaris who were assisted with an expenditure of 148.34 crore. Most of the swarojgari beneficiaries are from the SCs, STs and women (GOO, Economic Survey, 2009-10, p.21). Though the state government has claimed success in its achievement but News paper reports state otherwise. The New Indian Express dated 18th August, 2010 reported that the Swarnajayanti Gram Swarojgar Yojana has failed due to inept management of SHGs. Though the Government has succeeded in bringing up 3.23 lakh self-help groups (SHGs). It has been also found that the Orissa's share in the total SGSY credit has been reduced from 9 percent in 1999-2000 to 6.4 percent in 2007-08 because of poor performance of the SGSY. The Newspaper also reported about the poor outcome on the low level of maturity of SHGs. It has also been observed that very few poor households are getting benefitted from SGSY due to low subsidy. For this reason National Institute of Rural Development (NIRD) has referred to the performance of SHGs in Orissa as 'very bad'. The table below gives an idea of the performance of SGSY Scheme.

Table: 2.6**PHYSICAL & FINANCIAL ACHIEVEMENT UNDER SGSY****(Rs. in Crore)**

YEAR	FINANCIAL			PHYSICAL	
	Expenditure (Rs. in lakh)	Per Capita Investment (Rs.)	Subsidy Credit Ratio	Target	Achievement
1999-00	7,457.65	19880	1:1.75	99583	74633
2000-01	9,780.81	22004	1:1.86	99094	86171
2001-02	6,138.55	21885	1:1.78	53755	59233
2002-03	5,499.02	22396	1:1.69	45293	48925
2003-04	6,699.20	21436	1:1.58	54348	59289
2004-05	8,281.82	23878	1:1.64	58229	65712
2005-06	8,073.92	26048	1:1.80	58229	63904
2006-07	8,611.11	29448	1:2.25	66250	68687
2007-08	11,691.96	29362	1:2.26	81656	87171

Source: Panchayat Raj Department, Govt. of Orissa, Economic Survey, 2008-09, P. 8/5.

Sampoorna Gramin Rojgar Yojana

Lack of employment is one of the main reasons for rural poverty. The Sampoorna Gramin Rojgar Yojana came into existence with effect from 25th September, 2001 for the reduction of unemployment in rural areas. The two-wage employment generating schemes, namely JGSY (the Jawahar Gram Samiridhi Yojana) and EAS (Employment Assurance Scheme) have merged with Sampoorna Gramin Rojgar Yojana scheme which is a centrally sponsored scheme with funding pattern of 75:25 of the cash component between the Centre and the State. The main aim of this programme is to provide additional wage employment in all rural areas and thereby provide food security and improve nutritional levels. There is another objective of this programme i.e. the creation of durable community, social and economic assets and infrastructural development in rural areas. Its programme strategy is 5% of the fund and food grains

under the Sampoorna Gramin Rojgar Yojana will be kept in the Ministry for usage in the rural areas affected by Super Cyclone and flood affected.

As per the Government of Odisha during 2006-07, the Scheme was used in 11 (eleven) districts; Angul, Balasore, Baragarh, Bhadrak, Cuttack, Jagatsinghpur, Jajpur, Kendrapara, Khurda, Nayagarh and Puri. To the Government of Odisha in 2006-07, the target of man day's employment was 183.60 lac but it created 183.61 lac man days employment. The expenditure in these circumstances was Rs.132.23 crore and it showed 100% achievement (Government of Odisha, Economic Survey,2007-08, p.8/5). During 2007-08, the scheme was used in 6 districts i.e. Cuttack, JagatSinghpur, Kendrapara, Khurda, Nayagarh and Puri. In 2007-08, the target of man day's employment was 88.27 lac but it created 74.17 lac man days employment. The total expenditure in this field was Rs.68.65 crore and it showed an achievement of 84%. To the Government when Odisha was in a bad condition, the programme helped the rural landless agricultural labourers through the supply of food grains (Government of Orissa, Economic Survey,2008-09, p.8/6).

Though Sampoorna Gramin Rojgar Yojana programme emphasizes or lays stress on wage employment and food security to poor rural wage seekers, the Government however have given more emphasis on development of village infrastructure like market complexes, village roads with drains and improvement of village water bodies under the title of 'Bazar', Sadak and Pani' (Government of Orissa, Economic Survey, 2008-09,p8/6). Below is a table of achievements under SGRY from Economic Survey, 2008-09, p.8/6.

Table: 2.7
ACHIEVEMENT UNDER SGRY

(Rs. in Crore):

YEAR	FINANCIAL			PHYSICAL		
	Fund available	Expenditure made	% of Achievement	Employment generated (Lakh man - days)	Target (Lakh man - days)	% of Achievement
2002-03	368.4	329.5	89	599.0	568.5	105
2003-04	403.9	386.1	96	618.6	639.2	97
2004-05	397.7	362.9	91	553.9	595.7	93
2005-06	359.9	357.4	99	556.0	689.9	81
2006-07	136.7	132.2	97	183.6	183.6	100
2007-08	76.58	68.65	90	74.17	88.27	84

Source: Panchayatraj Department, Govt. of Orissa, Economic Survey, 2008-09, P. 8

Drought Prone Area Programme (DPAP)

In 47 Blocks of 8 (eight) districts, namely Boudh, Sonepur, Dhenkanal, Phulbani, Kalahandi, Bolangir, Baragarh and Nuapada, the Draught Prone Area Programme (DPAP) is being implemented. It has multiple activities like water shed basis and draught proofing. The first is made for restoration of ecological balance and the second is made for providing all alternative facilities through the management of land, water and other natural resources. In Bolangir and Sonepur 30 number of projects have been completed. During 2003-04, 800 Micro watershed projects were implemented. The other activities in this programme are as follows: -Agriculture, Horticulture, Water Resources Development, Animal Husbandry, Forestry, Fisheries, Sericulture etc. Till March 2007, the total outlay for the 1,319 sanctioned projects was Rs. 381.54 crore for treatment of 6.678 lakh hectares, the central and state government has provided Rs. 93.54 crore and Rs. 41.36 crore for this purpose respectively. It has been also found that during the year 2007-08 an amount of Rs. 135.09 crore has been disbursed in treating 2.43 lakh hectares. During the same period i.e. 2007-08 Rs. 9.29 crore has been exploited under the programme for the treatment of area of 27,652 ha.

though it has been programmed to treat 35,000 ha. during 2008-09 (GOO, Economic Survey, 2008-09, p.8/9).

Swarna Jayanti Sahari Rojgar Yojana (SJSRY)

The Swarna Jayanti Sahari Rojgar Yojana came into being on 01.12.1997. It has merged with 3 earlier schemes for Urban Poverty alleviation, namely – Nehru Rojgar Yojana (NRY), Urban Basic Services for the Poor (UBSP) and Prime Minister’s Integrated Urban Poverty Eradication Programme (PMIUPEP). The Main aim of this Programme was to provide gainful employment to the Urban Unemployed or Underemployed through the setting up of self employment ventures or provision of employment. This scheme targets the Urban poor those who are living below the poverty line and whose monthly per capita income is below Rs.287/-. It mainly focuses on women, SC, ST and Disabled persons. There are some special schemes which are included in this programme, namely:

- i) Urban Self Employment Programme (USEP);
- ii) Urban Wage Employment Programme (UWEP) and
- iii) Development of Women and Children in Urban Areas (DWCUA);

Swarna Jayanti SahariRojgar Yojana is a centrally Sponsored Scheme and its fund is to be shared between Central Government and the State Government. The sharing ratio is 75:25. There are 2 features of USEP. One is setting up of Micro Enterprises for Self-Employment of the poor individuals including women and the second is generating appropriate skills through training. The programme lays stress on Unemployed Women and Children in groups for economic activities through a special component called Development of Women and Children in the Urban Areas (DWCUA).

The objective of Urban Wage Employment Programme is to provide opportunities for Wage Employment for the urban poor. Swarna Jayanti SahariRojgar Yojana has 5 major components:

- i) Urban Self Employment Programme (USEP);
- ii) Urban Women Self–help Programme (UWSP);

- iii) Skill Training for Employment Promotion amongst Urban Poor (STEP-UP);
- iv) Urban Wage Employment Programme (UWEP);
- v) Urban Community Development Network (UCDN);

Some progress was made in the implementation of this scheme in the state. The data relating to progress of SJSRY is given from Economic Survey, 2008-09, p.8/11

Table: 2.8

Progress of SJSRY in Orissa

Activities:	2006-07	2007-08
Urban Self Employment Programme (S)		
i. No. of beneficiaries	6361	8389
ii. Investment made (Rs. in lakh)	269.45	280.88
Urban Self Employment Programme (T)		
i. No. of persons trained	4726	6228
ii. Investment (Rs. in lakh)	117.21	111.36
DWCUA/ Thrift & credit societies.		
i. Nos. of Groups form	139	327
ii. Expenditure made (Rs. in lakh)	230.00	165.96
iii. No. of Thrift & credit societies formed	185	399
iv. Expenditure made (Rs. in lakh)	56.45	45.44
Urban Wages Employment Programme		
i. Amount spent (Rs. in crore)	71,922	78,000
ii. Employment generated (Man days)	274.03	169.75

Source: H & UD Department, Govt. of Orissa, Economic Survey, 2008-09, P. 8/11.

Poverty Task Force (PTF)

To remove the high incidence of poverty, the State Government has constituted a Poverty Task Force (PTF) to develop a poverty reduction strategy for the state and to maintain its implementation. The Poverty Task Force is composed of Principle Secretary/ Secretary to Government in Agriculture, Health, Water resources, Forests environment, Panchayati Raj, ST & SC Development, School and Mass Education and Rural Development Departments along with NabaKrushna Choudhury Centre for Development Studies and is chaired by the Development Commissioner. The Convener of Poverty Task Force is the Special Secretary, Planning and Co-Ordination Department. In Poverty Task Force, the State Government has constituted an agency called Poverty and Human Development Monitoring Agency (PHDMA) which is an autonomous registered Organization under the Administrative Control of Planning and Co-Ordination Department. The objective of this agency is tracking the progress of Poverty and human development indicators within the state from time to time. The State Government has also taken a well-articulated development strategy and it emphasizes on Poverty and Human Development. There are some features which are included in these strategies such as it lays stress on building rural and urban productive infrastructure, it strengthens the momentum already gained in mobilizing rural poor with emphasis on women and vulnerable groups, to reduce IMR, MMR, provide food security and to increase female literacy rate it has emphasized on social security system and it also emphasis on creation of adequate self-employment opportunities.

Operation Black Board (OBB)

It is a centrally sponsored programmewhich started in 1987 after the releasing of Rajiv Gandhi National Policy on Education of 1986 to provide the minimum facilities to all primary schools in the country. It is well known to all that free andcompulsory education to all the children up to the age of 14 years is enshrined in the guiding principle of the education and it is also a part of Minimum Needs Programme and 20-pointprogramme. The educational policy declared by the Central Government in 1986

is to provide free and compulsory education to all the children up to the age of 14 years by 1995. For that reason the Programme operation Black Board was formed. Education is a primary tool through which one can prosper in his/ her life as well as it also determines the level of poverty. It is one of the best way to achieve financial stability. As the government has made compulsory to provide all the children free education, then it is necessary for the state government in Odisha to more emphasis on the school infrastructure so that all the children upto the age of 14 years can get primary education. So The Operation Black Board programme in Odisha was launched in 1990-91. Most of the Primary School's buildings are not well structured. To increase the structure of the Primary School's building, the Government has taken steps. This programme aims to provide basic infrastructure of the Primary School's building. The expenditure in this field was fixed at Rs.1.00 lac but it was revised to Rs.1.50 lac and Rs.2.00 lac was allotted for 2 (two) room Schools. Now the norm is Rs.3.00 lac for each school of 3 (three) rooms. In the period of 2003-04, the target of Primary School's buildings was 68, but 47 (forty-seven) Primary School buildings have been completed during this period and its total expenditure was Rs.0.28 crore (Govt. of Orissa, Economic Survey, 2004-05, p.8/6).

BijuGramin Bazar Yojana (BGBY)

BijuGramin Bazar Yojana has been launched during 2003-04. It creates self-employment through the development of village structure 3,378 shopping complexes have been constructed during 2003-04. During 2004-05, it has been planned to build 15,700 shopping complexes and 314 model tanks/ ponds.

GopabandhuGraminYojana (GGY)

GopabandhuGraminYojana is a new scheme, which had been launched by the State Government in Odisha during 2006-07. It provides additional development assistance to the targeted 11 (eleven) districts. They are – Angul, Balasore, JagatSinghpur, Kendrapara, Khurda, Nayagarh and Puri.

The Main objective of the scheme is to provide additional development funds. It also provides infrastructure facilities like, Bijli, Sadak and Pani to the targeted districts and every revenue village in the identified eleven districts. The Government has allotted Rs.10.00 crore per annum for a period of 6 (six) years i.e. from 2006-07 to 2011-12. It has been increased from Rs.10.00 crore to Rs.15.00 crore per district effective from the year 2008-09. It is learnt that Panchayat Raj Department has played an important role for the purpose of administration of the GopabandhuGraminYojana. Given below is a table regarding the performance of GGY from Economic Survey, 2008-09, p.8/9.

Table: 2.9

PERFORMANCE UNDER GOPABANDHU GRAMIN YOJONA

Sl. No.	Achievement	2006-07	2007-08
	Physical		
A.	Works taken up		
i.	Bijli	280	2046
ii.	Sadak	5882	7344
iii.	Pani	378	399
iv.	Other	31	14
	Total	6571	9793
B.	Works completed	4693	8119
C.	Man days generated (in lakh)	63.03	62.13
D.	Villages covered	5713	6165
	Financial		
A.	Total Funds available (Rs. in lakh)	11027.50	13601.33
B.	Expenditure (Rs. in lakh)	8443.00	9915.58

Source: Panchayat Raj Department, Govt. of Orissa, Economic Survey, 2008-09, P. 8/9.

Housing

Like food, cloth, housing is one of the basic necessities for human survival. A house is very important for any normal citizen, because it gives economic security and dignity to a citizen in Society. There are some problems for some of the people who do not get any support to build houses. For this reason the Central Government announced a

National Housing and Habitat Policy and its objective is to provide 'Housing for all' by the end of the Tenth Plan period. The scheme was meant for people in the rural and urban areas, people who live below poverty line. In the rural areas the Housing scheme is implemented by Panchayat Raj Department and in the urban areas the Housing schemes are implemented by Housing and Urban Development Department. Now let us turn to these programmes.

Rural Housing Programme

There are various programmes which are being implemented in the rural areas, like Indira Awas Yojana Normal and Upgraded and PMGY etc.

Indira Awas Yojana (Normal)

Indira Awas Yojana Scheme was launched during 1985-86 as a sub-scheme of RLEGP, IAY and its sub-scheme was Jawahar Rojgar Yojana (JRY). It is a centrally sponsored scheme funded on cost sharing basis between the Government of India and the State in the ratio of 75:25. The objective of the Indira Awas Yojana is primarily to help construction/ up gradation of dwelling units of members of Scheduled Castes/ Scheduled Tribes, Freed bonded labourers, minorities in the below poverty line category and other below poverty line non-SC/ST rural house-holds by providing them a lump sum financial assistance. The beneficiaries under this scheme are selected by Gram Sabha/ Palli Sabha and houses are constructed by the beneficiaries themselves. During 2003-04, the Target to build houses was 66,026 and the total fund in this field was Rs.135.25 crore, 58,996 houses have been constructed in the state by utilizing Rs.126.36 crore with an achievement of 89 per cent (Govt. of Orissa, Economic Survey. 2004-05, p.8-11). During 2007-08 about 90,627 houses were completed against the target of 1,11,431 houses with an expenditure of Rs. 23,371.67 lakhs. However, the achievement under the IAY (Normal) was 81 Per cent. However from a newspaper report dated 5th July 2010 it has been found that during the period of 2009-10 only 2314 houses were completed out of the annual target of 2,86,282 with an expenditure of

Rs. 17.17 crore out of available fund of Rs.233.51 crore. It has also been observed from Express News Service dated 8th May 2009 that during 2008-09 the IAY progress was not successfully implemented in Naxalite affected districts. These districts received an allotment of Rs. 39 crore for 28,236 houses but only 957 beneficiaries have completed construction of their houses.

Table: 2.10

Physical & Financial Achievement under IAY (New construction), since 1996 – 1997 to 2007-08 in Orissa

(Rs. in lakh)

Sl. No.	Year	Fund Received				Expenditure	Expenditure%	Physical (No. of Houses)		
		Centre	State	other	Total			Target	Achievement	%
1,	1996-97	6545.55	1631.37	0.45	8177.37	9012.73	110	62250	54612	88
2.	1997-98	8527.34	1287.99	1.15	9816.48	8844.81	90	45483	50023	110
3.	1998-99-	9673.19	2886.02	3.44	12562.65	10607.79	84	67682	50671	75
4.	1999-00	8912.84	2785.39	14.32	11712.53	11525.98	98	55221	53328	97
5.	2000-01	2115.44	1112.65	16.75	3244.84	6475.92	200	21888	43293	198
6.	2001-02	4156.52	1219.14	9.55	5385.21	5418.31	101	50639	27394	54
7.	2002-03	6217.93	1801.77	41.31	8061.01	8061.59	100	51824	48465	94
8.	2003-04	9792.52	2535.28	763.51	13091.31	12635.92	97	66026	58996	89
9.	2004-05	13355.05	5116.87	80.13	18552.05	18192.33	98	74735	67892	91
10	2005-06	14341.20	5201.38	129.94	19672.52	19484.21	99	75465	77850	103
11	2006-07	15964.13	5620.24	28.29	21612.66	21026.71	97	80228	79668	99
12	2007-08	19633.46	5954.33	261.31	25849.10	23371.67	90	111431	90627	81
13	2008-09	24581.33	6664.41	246.36	31492.00	25199.47	80	111422	61662	55
14	Total:	143816.48	43816.84	1596.41	189229.73	179859.44	95	874294	764481	87

Source: Panchayatraj Department, Govt. of Orissa, Bhubaneswar (Meher&Padhi, 2010, p. 90)

Indira AwasYojana (IAY) (Up Gradation)

During 1999-2000, there are some steps which have been taken to improve the Rural Housing (RH) Programme. The objective of this scheme is to upgrade the kutchha houses to pucca one with fire proof roof. The unit cost of each unit is Rs. 10,000/- only.

Additional Indira AwasYojana (out of 5% allocation for Natural Calamities)

As per this scheme, the Govt. of India has sanctioned 4923 numbers of additional Indira AwasYojana for Flood victims out of which 5% allocation is earmarked for Natural Calamities victims. By2006-07, the number of houses completed was 4651 and the total expenditure in this area was Rs.930.51 lac (Government of Orissa, Economic Survey, 2007-08, p.8/13).

Additional Indira AwasYojana (for Cyclone, Flood victims)

In 1999 the Super Cyclone severely devastated most of the houses and it affected the people severely for this reason, the Govt. of India has allotted 6 lac additional Indira Awas house to Cyclone victims. For the Cyclone victims, Govt. of India has sanctioned Rs.165 crore to construct the one lac Indira Awas Houses in 24 districts which were affected by the flood in 2001. During 2006-07, the Indira AwasYojana Schemes have acquired a good result. It shared an achievement of 99.85%(Government of Orissa, Economic Survey, 2007-08, p.8/13).

Pradhan Mantri Gramodoya Yojana

This scheme is one of the Central Assistance Scheme. The objective of this scheme is to provide dwelling units to poor BPL Category House-holds of rural areas. It has been observed that the unit cost and selection of beneficiaries is very much similar to IAY target groups. The scheme has been stopped since 2004-05. Physical and Financial achievement under PMGY (GA) Scheme from Economic Survey, 2007-08, p.8/14

Odisha Rural Housing Development Corporation (ORHDC)

In 1994, the rural housing finance Company came into being in the State. As on 31st March, 2007, Odisha Rural Housing Development Corporation has allotted an amount of Rs.646.59 crore in favour of 1,62,458 cases under different schemes. As per the Government after 2006-07 no proposal has been sanctioned (Govt. of Orissa, Economic Survey, 2007-08, p. 8/14).

MoKudiaYojana

The scheme 'Mo Kudia' has been introduced on 1st April, 2008. Its aim is to provide dwelling houses to the needy rural poor those who are living below the poverty line. It shall also improve the resources under Indira AwasYojana and increase the availability of housing for the rural poor. And Rs.60 crore has been provided for this purpose (Express News Service, 28th June, 2010). As per newspaper reports the achievement under the State sponsored Mo Kudia Scheme in the year 2010-11 is comparatively better than the 2009-10. During the 2009-10 only 223 houses were completed against the target of 28,355 whereas about 4280 houses were completed during 2010-11 against the target of 40,677 with utilization of Rs. 12 crore (Express News Service, 5th July 2010).

Urban Housing Schemes

It is being implemented by H & U. D. Department through different Housing Authorities/ Corporations. These are as follows:

Integrated Housing and Slum Development Programme (IHSDP)

Govt. of India has launched a new scheme named 'Integrated Housing and Slum Development Programme' in December, 2005 on a 80:20 cost sharing basis between the State Government and the Central Government. The aim of this scheme is to improve the condition of Slum Dwellers by providing adequate shelter and basic

infrastructure facilities. It has combined with two previous schemes named 'Valmiki Ambedkar Awas Yojana' (VAMBAY) and National Slum Development Programme Valmiki Ambedkar Awas Yojana(VAMBAM) was launched in the State from 15th August, 2001. It is a centrally sponsored scheme. It provides shelter to the Slum Dwellers as well as weaker sections of the people living below poverty line. It wants to achieve the goal of 'Shelter for all' and it was outlined in the National Housing and Habitat Policy.

The Integrated Housing and Slum Development Programme scheme is applicable to all cities / towns but is not applicable to those cities which are covered under 'Jawaharlal Nehru National Urban Renewal Mission' (JNNURM).

Table: 2.11

Economically Weaker Sections (EWS) and Low-Income Group (LIG) Housing Scheme

YEAR	Economically Weaker Section (EWS)			Low Income Groups (LIG)		
	Target	Achievement	% of Achievement	Target	Achievement	% of Achievement
2000-01	144721	112300	78	949	56	6
2001-02	144721	7251	5	949	937	99
2002-03	3200	4500	141	400	409	102
2003-04	1620	58	4	450	238	53
2004-05	1000	255	26	500	16	3
2005-06	269	104	38	16	0	NIL
2006-07	100	230	230	NIL	--	--

Source: Planning & Co-ordination Department, Govt. of Orissa, Economic Survey, 2008-09, P. 8/17.

Achievement under EWS & LIG Housing Schemes in the State

Different Housing authorities under the Central of H & U. D. Department have implemented the Housing schemes for Economically Weaker Sections (EWS) and Low-Income Group (LIG). In the 2006-07 the achievement under Economically Weaker Sections Housing Schemes was good in the State. And during 2001-02 and 2002-03, the achievement under Low Income Group Housing Schemes was good (Govt. of

Orissa, Economic Survey, 2007-08, P. 8/15). Given below is a table of achievement under EWS and LIG Housing Schemes in the state.

Self-Employment through Kiosks

In the Urban areas, a new scheme has been launched in the year 2003-04 as a special drive named 'Self Employment through Kiosks'. Its aim is to provide self-employment opportunities for the Educated Unemployed Youth (having minimum qualification of Matriculation and above). The target to make Kiosks/ Shopping units was 10,000 on 131.00 acres of land during 2006-07 (Govt. of Orissa, Economic Survey, 2007-08, p. 8/15).

National Rural Employment Guarantee Scheme

NREGS came into existence in 2005. Its aim was to provide for livelihood security in rural areas. The programme came into operation in 19 districts of the state during 2006. The districts are Gajapati, Ganjam, Jharsuguda, Kalahandi, Kandhamal, Kendujhar, Koraput, Malkangiri, Mayurbhanj, Nabarangpur, Nuapada, Rayagada, Sambalpur, Sonepur and Sundargarh etc. since 1st April 2007, in 5 districts namely Angul, Baleswar, Bargarh, Bhadrak and Jajpur the NREGA programme is in operation and since 1st April, 2008 the programme was implemented in the remaining 6 districts namely Cuttack, Jagatsinghpur, Kendrapara, Khurda, Nayagarh and Puri etc (Ray, 2010, p.199). Its main aim is to provide employment opportunities to the rural households by guaranteeing at least 100 days of wage employment in a year. It is used for the upliftment of the poor people from hunger and distress (GOO, Economic Survey 2007-08 p. 8/7). Its other objectives are to provide or generate productive assets, protect the environment, empower the rural women, reduce the rural urban migration and foster social equity (AICTE, 2009, p.2). The NREGA provides the necessary safety-net for job seeking rural poor. The main features of NREGA are:

- 100 days unskilled wage employment to a rural family in a financial year
- Equal wage for men and women

- Ban on contractors and labour displaying machines
- Participatory planning and identification of works through pallasabha
- Payment of wage on weekly basis but not later than 15 days
- If it fails to provide work to job seeker within 15 days of application unemployment allowance will be provided to the job seeker
- Social audit by Palli/ Gram Sabha
- The participation of Panchayati Raj Institutions (PRIs) in planning and execution of NREGS works
- Registration and providing the Job Card in Gram Panchayat (GOO, Economic Survey, 2008-09, pp.8/8)

The Gram Panchayats therefore play a pivotal role for the implementation and execution of this programme. Since 2009 NREGA which was later renamed as MGNREGA like the other wage employment programme it has generated employment for the poor rural households but only for about 35 to 40 days of wage employment during 2007-10. However it is found that during 2006-07 the performance of MGNREGA in 19 districts was comparatively better. During this period the average days of employment that had been provided to the poor wage seeking households was 35 to 40 days which was lesser than the previous years. It is also found that out of the total registered households about 90 per cent have been issued job cards. During 2007-08 in 24 districts 48.95 lakh households have come under the programme out of which 42.69 lakh job cards were issued (Meher&Padhi, 2010, p. 85).

When the programme was implemented in 19 districts of Odisha in 2006-07, it is seen that about 14.07 lakh (54.26 per cent) households had demanded employment under the MGNREGA and interestingly more than 99 per cent of them were provided wage employment under the programme. But during 2009-10 the picture was different. In these years in 30 districts only 14.13 lakh households had demanded employment under the programme and 99 per cent of them could be given employment for about 40 days during the year. So it can be said that though there is poverty and lack of employment opportunity the programme has failed to attract the wage seeking households in large numbers in recent years (Meher&Padhi, 2010, p.86). During 2008-09 Ganjam district (59.94 days) recorded highest average days of

employment generated per household and the lowest was in Puri district (10.92 days).(Below we give a table showing the performance under NREGS: 2006-07 and 2007-08 from Meher&Padhi, 2010, p.86).

Table: 2.12

Performance under NREGS: 2006-07 & 2007-08:

Physical Achievement	2006-07	2007-08	2008-09	2009-10
No. of Districts	19	24	30	30
Households registered (cumulative) in lakh	28.77	48.67	53.58	--
Job card issued to Households (cumulative) in lakh	25.93 (90.13)	42.56 (87.62)	52.71 (98.38)	55.81
Employment demanded by Households in lakh	14.07 (54.26)	12.59 (29.58)	12.21 (23.16)	14.13 (25.31)
Employment provided to number of households (in lakh)	13.94 (99.08)	12.17 (96.66)	11.99 (98.20)	13.94 (98.66)
Employment generated in lakh person days	799.34	430.63	420.64	551.59
Average no. of days of work provided per households	57	35.4	35.08	39.56
100 days completed households (in lakh)	1.54 (11.05)	0.43 (3.53)	0.52 (4.34)	0.82 (5.88)
Employment allowance paid (Rs. in lakh)	--	1.03	--	--
Financial Achievement	--	--	--	--
Funds available (Rs. in Crore)	890.00	792.00	1151.54	976.46
Expenditure (Rs. in Crore)	733.00 (82.36)	691.00 (87.25)	678.29 (58.90)	932.60 (95.51)
Unskilled wages out of total expenditure (Rs. in Crore)	422.00 (57.57)	353.00 (51.09)	--	--

N.B.: Figures in parentheses refer to percentage.

Source:

1. Govt. of Orissa, Annual Report, 2006-07 and 2007-08, Bhubaneswar: Panchayatraj Department.
2. Govt. of Orissa (2010), Economic Survey, 2009-10, PP. 20-21 & 57-58. Bhubaneswar: Planning and Co-Ordination Department (Meher&Padhi, 2010, P. 86).

The Centre for Environment and Food Security (CEFS) conducted an audit in seven districts in Odisha and found that large number of people especially Dalits and tribals are not provided any benefits under NREGS. It has been also observed that during 2010 about 77 percent of the very poor of the sampled population did not even

get a single day of NREGS employment while the actual average employment provided to the surveyed families was just 4 days per household. The audit also claimed that in the Dalit-inhabited Arjunpallivillage under Chhatrapur block of Ganjam it has been found that not a single NREGS project has been executed, except for seven to eight labourers who were provided 10 days of employment in a neighboring village in 2007, no one in the village has got work under NREGS in the last five years in this district in Odisha (Express News Service, 9th April, 2011).

Though MGNREGA has been implemented to reduce the acute poverty of the poor in the rural areas by providing minimum 100 days of wage employment to every wage seeker but it has failed to provide the desired outcome. There are several reasons for the failure of this programme till the year 2010. It has been found that:

- i) Projects at the village /GP level are not planned properly
- ii) Though the job cards are issued to every wage worker family to generate at least 100 days of wage employment but the problem relates to the design of the job cards, their distribution and maintenance. The job cards should be reader friendly and maintained properly (AICTE, 2009, p. 3).
- iii) Many poor people do not want to work under MNREGA programme because of unusual delay in payment of wage
- iv) Lack of adequate administrative and technical manpower at the block and GP levels. For this reason it has hampered the preparation of plans, scrutiny approval monitoring, and measurement of works and maintenance of stipulated records at the block and GP level.
- v) Many people are not aware about their entitlements under NREGA such as work on demand, unemployment allowance, worksite facilities, and minimum wages and so on. So it is necessary to make them aware about their entitlements under NREGA otherwise the demand-driven nature of NREGA will be weakened.

RLTAP Special Programme in KBK districts: The Revised Long-Term Action Plan was launched by the state government in consultation with the Govt. of India in 1998-1999 for the speedy development of the KBK districts. The undivided districts of

Koraput, Bolangir, Kalahandi (KBK) is considered as one of the most backward areas in Odisha. They suffer from multi-faceted backwardness. So the RLAP has been adopted since 1998-99 to remove disparities in these districts. It has eleven components which are agriculture, horticulture, watershed Development, Afforestation, Rural Employment, Irrigation, Health, and Emergency Feeding, Drinking water supply, Rural Connectivity and welfare of the ST/SC etc. The objective of this RLAP is several like droughts proofing, speeding up the socio-economic development of this region, poverty alleviation and improved quality of life. RLAP envisaged a total outlay of Rs.6251.06 crore over a period of 9 years from 1998-99 to 2006-07. The funds were to be utilized for the development of all these components under different programmes/ schemes in the KBK districts (Dash, Social Change, 2007). In spite of this the percentage of families living below the poverty line still remains the same. Not only that, it has shown an increasing trend.

The Special Area Development Programme i.e. RLAP has been implemented in all the eight districts of undivided KBK districts. The eight districts are Kalahandi, Nuapada, Bolangir, Sonepur, Koraput, Malkangiri, Nawarangpur and Rayagada etc. These districts are the most underdeveloped and the most backward districts with perpetual poverty. There are some indicators of these districts for that reason KBK region is regarded as the most backward and under-developed districts. The indicators are low level of literacy rate and female literacy rate, high morbidity on account of under nutrition, endemic malaria and other local diseases, scarcity of food, starvation deaths, lack of awareness about the use of family planning methods etc.

About 82.60 percent of families live below the poverty line in KBK districts as per the 1992 census, which was conducted by Panchayati Raj Department, Government of Orissa. For the development of KBK districts different departments of the state Government are implementing several developmental and welfare oriented programmes/schemes. These are watershed Development Project, Rural Electrification, infrastructure, health, rural development, tribal development etc. Its fund is to be shared between the central government and the state government in the ratio of 86.6% and 13.4%. The programme has different activities like dairy and backyard poultry. The objective of this programme is to increase the income source of

rural households so that they can improve the quality of life of the people. The state government has been allocated 1008.84 lakhs during the financial years 2002-03, 2003-04, 2004-05 and 2005-06 for utilization under different activities in the KBK region under the plan. The state government has taken various measures under RLAP for overcoming the problem of water scarcity and recurring droughts in this region through the development of 1,583 LIPs (Lift Irrigation Points) and 25 MIPs (Minor Irrigation Projects) (Meher&Padhi, 2010). For this reason it has also created an additional irrigation potential of 33609 ha for agricultural purposes and the farmers have used HYV seeds, power tillers for the improvement in the agricultural practices. For the afforestation programmes 1.56 lakh ha land area has been taken up. About 47 veterinary hospitals and 74 livestock aid centres has been established under this programme. About 2 lakh old infirm and indigent persons are being covered under the Emergency Feeding Programme and 9.42 lakh children (in the age group of 0-6 years) have been covered annually under the special nutrition programme. Not only that about 740 Anganwadi Centre buildings have been formed and 18,086 women self-help groups have been assisted out of RLAP. Numbers of hostels have been formed for the girls starting from primary level to high school level. In the primary schools 400 forty-seated hostels for girls and 88 girls' hostels for upper primary schools have been established. For the high school students about 112 girls' hostels and 46 boys' hostels have been constructed. As a result the enrollment ratio has been increased in primary and upper primary schools of the region and the drop-out rates has been reduced from 57.13 in 1996-97 to 8.57 in 2007-08 (GOO, Economic Survey, 2009-10, p.248). For the vulnerable sections of the populations particularly for ST and SC population in general and Women in particular the state government has launched Special literacy programmes to increase the literacy level. It has been also observed that the state government from its own funds has also launched a scheme i.e. Biju KBK Plan in KBK districts in the financial year 2006-07 to fill the critical gaps. And for the implementation of this programme the state government has been allocated a total outlay of Rs. 120 crore annually during the 11th Five year plan (2007-2012). The main focus of the Biju KBK Plan is 'Bijli, Sadak, Pani' through the creation of productive infrastructure which includes village electrification, construction of roads, bridges, cross drainage works, irrigation and drinking water resources (GOO, Economic Survey,

p.249). According to Sanjeev Kumar Patro the programme of Biju KBK Plan for 2008-09 has failed to fulfill the aspirations of the people in Odisha. Neither the financial nor the physical score card of the scheme is encouraging. He also argued that the total allocation under the scheme was Rs. 120 crore but only Rs 20 crore had utilized during 2008-09. So it has been observed that the total utilization stand at 16 percent (ExpressNewsService, 9th August, 2010).

Assessment of Poverty Alleviation Programmes in Odisha

Kishore C Samal in one of his article is of the opinion that development is not enough to reduce Chronic Poverty and hunger in Odisha. There are various rural development programmes which are in operation in Odisha like IRDP, JRY, IAY, MWS, EAS, GKY, DWCRA, TRYSEM, DPAP, DDP, RWSS, NSAP but the poor have not got any fruitful result of these programmes. There are flaws in the implementation of these programmes. Most of these programmes have failed to reach the correct beneficiaries. There is another reason for the bad implementation of these programmes and these are; the leakages of benefits and inflation of mandays of employment generated. To him there is one more reason which is responsible for this- the absence of structural change in society. In Odisha the KBK districts is considered as a mostly backward and poverty-stricken areas. To remove poverty in this region the State Government has launched Revised Long-Term Action Plan during 1998-99 in consultation with the Govt. of India. This is an important programme and I have already discussed this programme in Odisha in brief. Let us see whether the programme had met with any success or not.

The Kalinga Centre for Social Development of KIIT conducted a study and found (nd) that the scheme was implemented in all districts of the KBK region in a top-down and target oriented manner. The beneficiaries of these programmes are those people who have cows and buffaloes. For their treatment they need Veterinary Dispensaries/ Livestock Aid Centres. But lack of infrastructure facilities did not provide health care services to the livestock owners. The organization found that there are a number of VDS/ LACs that are functioning in rented houses in KBK districts but the

buildings are not well structured. And they are not suitable for treatment centre. It was observed that among the districts Nawarangpur district spent the highest percentage of its funds for the construction of LACs. The least amount has been utilized in Bolangir district (KCSD, KIIT, Bhubaneswar).

Veterinary health camps have been organized in different health, deworming, heat induction camps in KBK districts under RLTA programme. The main aim of these camps is to provide facilities to the beneficiaries for health check-up, investigation, treatment, deworming and supply medicines for infertility of the animals at their localities. The allocation of funds for these camps was 100%. Though there are some disparities in the district wise allocation of funds. In this field Koraput have got the highest amount of allocation while the Nawarangpur district had got the least amount of financial allocation.

These camps helped the beneficiaries a lot even though the percentage of attendance of the beneficiaries in different camps was not equal. But most of the beneficiaries were in favour of frequent organization of camps. For the continuation of these camps they conducted training programmes for SHG members and unemployed youth as Pashupalan Sahayak so that the beneficiaries can get the opportunity about animal health check-up investigation, type of disease of the animals, vaccination, animal feed for enhancement of milk production etc. But the percentage of attendance of the beneficiaries in the training camps was very poor because of lack of communication and awareness of the beneficiaries. In most of the districts like Rayagada, Nawarangpur, Malkangiri, Subarnapur and Kalahandi they do not take part in any training camps. From the animal sources milk is used for the purpose of trade. OMFED i.e. Odisha State Co-Operative Milk Producers Federation have worked in this field. They used it in the domestic markets as branded, packed liquid milk as well as milk products.

The most important thing about the RLTA is that the programme has given more importance on institutional development in KBK districts. Ninety-two VDS and of LACs have been constructed during the year 2002-06 for the expansion of the animal husbandry of farmers. The department of animal husbandry has been shifted from animal health care services for the prevention and control of animal diseases.

The study by the Kalinga Centre for Social Development also found that there are some problems of implementing agency and service provider. They focused on the guidelines, allocation of funds, utilization of funds etc. They have found that lack of clear guidelines is one of the problems in this programme. Most of the beneficiaries are deprived from the benefits from of the scheme due to inadequate resources. The expenditure for the construction of LAC building is quite low in all the districts. In the camps the supply of medicine is very limited. Though there are various problems in the implementation of the scheme of RLTA but it has been reported by most of the beneficiaries that the programme RLTA is satisfactory. The KIIT have given some suggestions for the implementation of RLTA programme on the basis of some relevant primary and secondary data. They have given more reliance on the development of dairy and poultry in the KBK districts. The following suggestions were made:

- i) Release of funds need to be at regular interval
- ii) Adequate modern instruments and medicines should be provided for different diseases
- iii) Adequate number of vehicle should be provided at the field level for morbidity in remote areas
- iv) More and more number of new Milk Producers Cooperative Societies needs to be formed in the remote areas and the existing one needs to be expanded in order to increase the market accessibility as well as collection of milk
- v) A good number of staff is to be provided for better delivery of services at the doorstep of the farmers

The New Indian Express in 2008 however noted that the Revised Long-Term Action Plan for the eight KBK districts has failed (Patro, 10th Nov, 2008). Though the state government has tried to improve the socio-economic condition of the rural poor through the Revised Long-Term Action Plan but a quarter of the beneficiaries it is a complete failure. There are no noticeable changes seen in the KBK region. The programme has failed in the KBK region due to corruption and maladministration which was shown in drought-proofing works. The watershed project was not fully

implemented. There are some records which show that implementing agencies have failed to provide one-time meal ranging from 28 days (Nawarangpur district) to 186 days (Kalahandi district) per annum. The quality and quantity of food was very bad and almost 38 percent beneficiaries were not satisfied with them. There are some villagers in this region who have migrated from one place to another due to lack of employment opportunities (Patro, Nov, 2008).

It is from The Indian Express dated Feb 21, 2004 we come to learn that there is low utilization of RLTA Funds in the KBK region. It is reported that out of a total allocation of Rs.377 crores only 111 crores have been spent by the state government of Orissa which is less than one third allocation for the financial year 2003-04 (Dash, Social Change, June 2007, Vol. 37 No.2).

Health and medical facilities in the KBK districts is very poor. There are many medical and health posts that had remained vacant. So it can be said that shortage of doctors remains a major problem in the region. The KBK districts are malaria prone. State Government is trying their best to wipe out this disease and also diarrhea or water borne disease. Two more health related problems are seen in the KBK districts i.e. malnourishment and anemia (Social Change, June 2007, p. 90).

Kalahandi district is one of the poverty-stricken districts. Cholera often spreads in this district. Hunger still remains a major concern in this district. A newspaper report reveals that many of the tribal people in Kalahandi district do not have food at all through the year and are compelled to eat poisonous mango kernel in order to meet hunger. In this district the monthly per capita expenditure for the Scheduled Tribes has declined in the state whereas the monthly per capita expenditure of scheduled castes has increased. As a result it is found that the deprived have become more deprived in Odisha (Express News Service, 15th July 2010). Government has failed to provide adequate potable drinking water facilities, lack of medical facilities and communication network in the remote areas. The people of this region especially various tribal communities suffer from high morbidity due to under nutrition (Frontline, Jan, 12, 2007, p.44). These starvation deaths shook the conscience of the nation. It still remains a serious concern in the KBK districts. Crores of rupees are spent on poverty alleviation and development schemes but poverty have not disappeared

from this area/region (The New Indian Express, 16th May, 2012). The newspaper reported that it is well known to all where the money disappeared. Lot of money was spent on development but the schemes are not implemented due to corrupt politicians, officials and contractors. As a result the region becomes poorer than it was in 1980. The developmental and welfare schemes cannot improve the condition of the poor people in this region and change the situation which they face in everyday life (The New Indian Express, 11th Sep, 2009). Not only that, the communication system is a major constraint. For that reason the people of this region cannot have access to markets, health care and educational opportunities or institutions (Frontline, 12th January 2007, p.45).

Though the Government has implemented so many development policies but the policies alone are not enough. It needs proper and appropriate follow-up action/execution. It is also to be pointed out that lack of awareness among the people in the KBK region about the government schemes or programmes is another reason for the backwardness of this region. This can be eradicated by increasing the levels of 'functional literacy' and educational opportunities (Social Change, June 2007, p.92). So it can be said that the Government has tried to perform well for the upliftment and development of the people in the KBK districts specially the disadvantaged groups (Scheduled Castes and Scheduled Tribes) but for some reason the development of the people in the KBK districts still remains a dream. The reasons are lack of dedication, sincerity, integrity, on the part of the officials and official/staff absenteeism etc. (Social Change, June 2007, p.89). It may be mentioned here that the state government has failed to utilize central assistance for the alleviation of poverty to a desired level. From a newspaper source dated 8th May, 2009 it has been found that Panchayat Raj Secretary R N Das has addressed the poor progress to natural calamities like floods and disturbing situation in some districts including Kandhamal and also said that the other reason for the poor implementation of the programmes is inordinate delay in release of funds by the Centre. In addition to that from a newspaper report dated 9th April, 2011 it also reveals that the Dalits and poorest of the poor get a little or no benefit from the development programmes (Express News Service, 9th April, 2011).

Meher& Kar in their study entitled 'Evaluation of Anti-Poverty Programmes in Nawarangpur District, Orissa' had conducted a survey on both self-employment and wage employment related anti-poverty programmes in two blocks of the Nawarangpur District namely Papadahandi and Raigarh. From the survey they have found that Nawarangpur district is one of the socio-economically most backward and the incidence of rural poverty is more acute in this region. Several anti-poverty programmes such as IRDP, DWCRA, TRYSEM, SITRA under self-employment category and JRY, EAS, IAY and MWS under wage employment category were taken to eradicate poverty in the backward districts in the state. From their survey it is also found that the implementation of all the programmes does not reach to the all beneficiaries to a large extent. They have pointed out that the selection of beneficiaries by the Gram Sabha or lower level officials are not taken in a proper way. It is found that some influential non-poor category households enlisted under the BPL have tried to get assistance and funding from the banks by bribing the lower category officials at the block level through manipulation. As a result the non-poor category households have managed to put them under the BPL and they availed the benefits of IRDP, DWCRA, TRYSEM, IAY and MWS Programme. Added to that, the poorest among the poor are unable to take maximum advantage of various schemes. Though it cannot be denied that both self-employment and wage employment schemes of anti-poverty programmes has helped the poor to some extent. Through the self - employment schemes the beneficiaries have succeeded to pursue a gainful independent occupation with the limited assistance provided under IRDP. And it has also been observed that through the different anti-poverty programmes especially the wage employment has created a number of assets, infrastructures such as rural roads, minor irrigation works, soil and water conservation, school buildings, anganwadicentres, public health centres, tube wells, sanitation system, market sheds and the like. In spite of these Nawarangpur district in the KBK region is one of the most backward and poverty-stricken districts of the state as there are large number of tribal population and other depressed category of population, so these are not enough for the improvement of the quality of the life of the people of Nawarangpur district in Odisha.

From the above discussion it can be said that the State Government's in this period had tried to reduce poverty through a number of poverty alleviation measures in collaboration with the Government of India and its own. Though it can never be denied that poverty has declined in the state inspite of these we find till now poverty remains a serious issue in the state especially in the underdeveloped region. The Government has implemented so many programmes but whether it reaches the grassroots level or not government should look after this matter. Many people in the backward regions are seems to be unaware about the Government programes. So awareness campaign in rural areas is must. And the Government must look after the proper execution and implementation of these programmes so that the poor people can get all the benefits and the programmes must reach every nook and corner of the state.