

CHAPTER 18

SPECIAL AREA DEVELOPMENT

REGIONAL DISPARITY

18.01 An over-view of the performance of various developmental efforts over the years in Orissa reveals that all regions of the State have not uniformly developed. Despite sustained efforts to develop all parts of the State and to remove regional disparities, the problem could not be fully addressed. For example, the region comprising the undivided Kalahandi, Balangir and Koraput districts,, popularly known as “KBK districts” (since 1992-93 re-organised into eight districts, i.e., Kalahandi, Nuapada, Balangir, Subarnapur, Koraput, Malkangiri, Nabarangpur and Rayagada) is considered as one of the most backward regions in the country with about 71.40% families, as per 1997 BPL Census,, living below poverty line (BPL). Similarly, the districts of Kandhamal and Gajapati and several other parts of Western Orissa are also very backward and the socio-economic level of these districts in terms of development indices has remained low. Therefore, in consultation with the Govt. of India, State Government has adopted a special area development approach for these regions with a view to focus greater attention on them for accelerated development.

18.02 In order to address severe problems of under development and regional disparities, the State Government in consultation with Government of India has formulated a Long Term Action Plan (LTAP) / Revised Long Term Action Plan (RLTAP) for speedy development of the KBK districts. Though Government of India has retained special funding of Rs.250 crore per annum for KBK districts during the 11th Five Year Plan, the funding for RLTAP which is also called the special plan for KBK districts has been scaled down to Rs.130 crore from Rs.250 crore. The balance Rs.120 crore shall flow to these districts through Panchayati Raj department under Backward Regions Grant Fund (BRGF) district norm component from the year 2007-08 onwards. The State Government has also launched a new initiative called “Biju KBK Plan” with funding of Rs.120 crore per annum under State Plan with a view to augment funding for special plan towards KBK districts. This Plan was first implemented during 2006-07 on pilot basis with an out lay of Rs.20 crore for all the KBK districts. Thereafter, every year Rs.120 crore is provided under this Plan. The State Government has also established the Western Orissa Development Council (WODC) to speed up the development of districts in the western part of the State.

18.03 19 districts of Orissa namely Balangir, Boudh, Deogarh, Dhenkanal, Gajapati, Ganjam, Jharsuguda, Kalahandi, Keonjhar, Koraput, Malkangiri, Mayurbhanj, Nabarangpur, Nuapada, Phulbani, Rayagada, Sambalpur, Subarnapur and Sundargarh have been included under BRGF with effect from 2006-07. Funds for the programme shall become available from Ministry of Panchayati Raj, Govt. of India. Besides, action has been taken to bridge the critical infrastructure gaps in identified sectors in the Tribal Sub-Plan (TSP) areas out of the grant- in- aid received under Article 275(1) of the constitution.

SPECIAL AREA DEVELOPMENT PROGRAMME FOR THE KBK REGION

18.04 The eight reorganized KBK districts comprise of 14 Sub-divisions, 37 Tahasils, 80 Community Development Blocks, 1,437 Gram Panchayats and 12,293 Villages. Table 18.1 summarizes district-wise incidence of poverty in the KBK districts as per 1992 Census and 1997 Census conducted by the P.R. Department under the guidance of Ministry of Rural Development. This KBK region, along with Gajapati and Kandhamal districts, is considered as one of the poorest region in the country.

**Table 18.1
Census of Families below Poverty Line (BPL): 1992 & 1997.**

Sl. No.	District	Blocks		1992 Census			1997 Census		
		(number)		Total	BPL	Percent	Total	BPL	Percent
		Total	TSP	(lakh families)	(%)	(lakh families)	(%)		
1	2	3	4	5	6	7	8	9	10
1	Kalahandi	13	2	2.41	2.07	85.77	3.08	1.93	62.71
2	Nuapada	5	-	0.94	0.79	83.64	1.27	0.99	78.31
3	Balangir	14	-	2.39	1.81	75.82	3.30	2.01	61.06
4	Subarnapur	6	-	0.92	0.57	62.29	1.10	0.80	73.02
5	Koraput	14	14	1.88	1.63	86.59	2.65	2.22	83.81
6	Malkangiri	7	7	0.80	0.68	84.81	1.09	0.89	81.88
7	Nabarangpur	10	10	1.52	1.38	90.56	2.15	1.59	73.66
8	Rayagada	11	11	1.42	1.22	86.04	1.88	1.36	72.03
	Total	80	44	12.28	10.15	82.60	16.52	11.79	71.40

Source :* Panchayati Raj Department, Government of Orissa.

** TSP - Tribal Sub Plan Blocks

*** Total figures and figures in percentage do not tally due to rounding off

18.05 Demographically, tribal communities dominate this region. About 38.41% people of these districts belong to Scheduled Tribe (ST) communities including four primitive tribal communities, i.e., Bondas, Dadai, Langia Sauras and Dangaria Kandhas. 44 CD Blocks are included in Tribal Sub-Plan (TSP). KBK region is perhaps the poorest region in the

country with highest incidence of poverty. Several socio-economic indicators underline the backwardness of this region:

- ☞ *The literacy rate at 43.33% is much lower than the State average of 63.08% as per 2001 Census.*
- ☞ *The female literacy rate of 29.10% also compares unfavourably with the State average of 50.51% as per 2001 Census.*

- ☞ *The population suffers from high morbidity on account of mal nutrition, endemic malaria and other local diseases.*
- ☞ *48.23% of all children born are the 3rd or higher birth order children in the family.*
- ☞ *Compared to the national average of 36.80% of girls marrying below the age of 18 years, this is as high as 60.60% in KBK districts.*

18.06 Besides, several other socio-economic indicators viz. population composition and density, net area irrigated, fertilizer consumption, hospital facilities available etc. are also far from satisfactory. According to the report of “the Committee on the Constitution of Separate Development Board in Orissa”, 96% of CD Blocks in these districts are either “very backward” or “backward”. To be specific, 49 CD Blocks of KBK districts are regarded as “very backward” and 28 CD Blocks are considered as “backward”. Only 3 CD Blocks, i.e., Karlamunda in Kalahandi, *Dungiripali* in Subarnapur and *Podia* in Malkangiri are treated as “developing” blocks. No CD Block is considered as “developed” in these districts.

18.07 The KBK districts are rich in forest resources and the people of this regions depends on forests for their livelihood. Forests of this region have been very intensively used. On the other hand, these forests have not received adequate investments and appropriate managerial inputs over time. As a result forests in this region are in a continuous process of degradation. Although, about one-third

(16,131 sq. km.) of the geographical area of this region is recorded as forests, only 11.3% (5,473 sq.km) is actually covered with dense forest as per satellite imagery data. It has been further ascertained that 9% (4,332 sq.km.) forest area is completely devoid of vegetal cover. Another 13.5% (6,327 sq.km) are open forests. The old Koraput, Kalahandi districts and portions of Balangir district are mainly hilly. Severe droughts and floods often visit some areas of this region in quick succession. Therefore, backwardness of this region is multi-faceted: (i) tribal backwardness, (ii) hill area backwardness and (iii) backwardness due to severe natural calamities.

STRATEGIES FOR DEVELOPMENT OF THE KBK DISTRICTS

18.08 The special plan for KBK districts under Special Central Assistance (SCA) and the new initiative called Biju KBK plan launched by the state government under state plan will effectively maintain and strengthen the momentum gained by RLTA. Special plan as well as the Biju KBK Plan aims at (i) drought proofing, (ii) poverty alleviation and (iii) improved quality of life in KBK districts. In order to achieve these objectives, the following strategies have been adopted.

- ☞ ***Building rural productive infrastructure*** (e.g., roads, bridges, irrigation projects, markets, watershed development, tanks, and storage godowns) **and conserving natural resources** (i.e; Forest, soil and water).
- ☞ ***Developing programmes for income generation on sustainable basis*** (e.g.,

Productive Rural Infrastructure, SGSY, SGRY/ OREGS, agriculture development and micro credit support).

☞ **Mobilising and energizing the rural poor** (e.g., SHGs, VSS, Pani Panchayat and Bhoomi Panchayats).

☞ **Restructuring and energizing social security system** (e.g., Emergency Feeding Programme, Mobile Health Units, and Promotion of Education among SC/ST girls).

SPECIAL PLAN FOR KBK DISTRICTS

18.09 The Revised Long Term Action Plan (RLTAP) has been implemented in KBK districts of the state since 1998-99 to 2006-07 i.e. till the end of 10th Five Year plan. During the 10th Five Year Plan Period, a sum of Rs.1200.00 crore in shape of Special Central Assistance (SCA) was made available under RLTAP for KBK districts. An amount of Rs.1443.95 cr. ACA/SCA was allotted under RLTAP for KBK districts for implementation of various schemes/ programmes during 1998-99 to 2006-07. Out of these amounts, a sum of Rs.1418.48 crore has been spent for the purpose. The implementation of RLTAP has accelerated the development process in the KBK districts and has brought several positive impacts on the living conditions of the people. Some of the important achievements made under the programme are as follows:

- *Two lakh old, infirm and indigent persons including 46,000 ST and 34,000 SC are being covered under Emergency Feeding Programme and 9.42 lakh children including 2.17 lakh ST and 1.60 lakh SC in the age group 0-6 have been covered under special nutrition programme annually.*
- *11480 Women Self Help Groups have been assisted under RLTAP.*
- *740 Anganwadi Centres have been constructed.*

- *Four hundred 40 seated hostels for Girls reading in primary schools, 88 hostels for girls reading in upper primary schools, 10 hostels for Girls and 20 hostels for boys reading in High Schools have been constructed and basic amenities to all 400 forty seated hostels have been provided.*
- *Prematric scholarships have been provided to 16,000 girl students annually.*
- *95 Mobile Health Units are functioning in 80 blocks of KBK districts rendering medical treatment to more than 14 lakh patients at their door steps.*
- *14187 tube wells/sanitary wells have been installed to provide safe drinking water.*
- *645 LIPs and 26 MIPs have been constructed, resulting in creation of additional irrigation potential of 16.480 ha.*
- *23 agro service centres, 58 additional agril sale centres have been established. 12 warehouses with capacity of 66,500 MT have been constructed. 823 qtls. of improved seeds and 99 Power Tillers have been distributed among the formers.*
- *Afforestation over an areas of 1.44 lakh ha. have been made through 4115 VSS and 190.49 lakh man-days of employment have been generated.*
- *47 veterinary hospital and 74 Livestock Aid Centres have been constructed and 111 reservoirs covering a mean water spread area of 8472 ha. have been developed and 4518 beneficiaries were benefited.*

18.10 These initiatives have brought several benefits to this region. However, the acute conditions of regional and social disparities have not been adequately addressed. Therefore, it is felt to continue the long-term development measures during the 11th Five Year Plan Period for addressing the mass poverty and chronic backwardness of this region. Government of India has agreed to allocate Rs.130.00 crore per annum in shape of Special Central Assistance (SCA) for Special Plan (i.e., RLTAP) for KBK districts during the 11th Five Year Plan. During 2007-

08, SCA to the extent of Rs.130.00 crore was allotted for implementation of different schemes / programmes in KBK districts, out of which an amount of Rs.134.48 crore has been spent. This includes unspent balance of previous years. An outlay of Rs.130.00 crore

has been proposed in the Annual Plan, 2008-09 under State Sector with a flow of fund of Rs.61.27 crore and Rs.25.89 crore to TSP and SCSP respectively. The details are given below.

Table - 18.2
Proposed Outlay for Annual Plan, 2008-09
under Special Plan for KBK districts, State – Sector.

(Rs. in lakh)

Department	Scheme / Programme	Proposed outlay	Flow to	
			TSP	SCSP
Agriculture	1. Development of 100 new Micro Watersheds	500.00	192.05	81.25
	Sub Total	500.00	192.05	81.25
Forest & Environment	i) Afforestation under JFM mode	308.12	118.35	50.07
	ii) Livelihood option creation including medicinal plantation	164.50	63.18	26.73
	iii) Promotion of Bio-diesel through Karanja Plantation	418.75	160.84	68.05
	iv) Economic Plantation	208.63	80.13	33.90
	Sub Total	1100.00	422.51	178.75
Health	i) Mobile Health Unit Programme	715.00	274.63	116.19
	Sub Total	715.00	274.63	116.19
ST & SC Development	i) Infrastructure for ST Girls Hostel	550.00	550.00	0.00
	ii) Construction of Additional Class rooms for SC / ST Department schools	399.00	231.00	168.00
	iii) Infrastructure for upgraded High School to +2 colleges including staff qtrs..	240.00	139.00	101.00
	iv) Construction of Hostels for ST girls in KBK district.	810.00	567.00	243.00
	v) Construction of Hostels for ST Boys in KBK district.	810.00	567.00	243.00
	vi) Strengthening of Educational infrastructure	400.00	232.00	168.00
	vii) Pre recruitment training for ST youth and coaching	30.00	30.00	0.00
	viii) Payment of differential amount of post metric scholarship.	16.00	10.00	6.00
	ix) Providing amenities like cots / mosquito nets to Tribal Hostels.	195.00	113.00	82.00
	x) Ram Krishna Mission education complex in Rayagada district.	100.00	57.90	42.10
Sub Total	3550.00	2496.90	1053.10	
Works	Connectivity	1200.00	460.92	195.00
	Sub Total	1200.00	460.92	195.00
Women & Child Development	i) Emergency Feeding Programme	2200.00	845.02	357.50
	ii) Mobility Support to Anganwadi Workers / ANMs	85.00	32.65	13.81
	Sub Total	2285.00	877.67	371.31
Water Resources	i) Biju Krushak Vikas Yojana (BKVY)	1000.00	384.10	162.50
	Sub Total	1000.00	384.10	162.50
Planning & Coordination	i) Construction of Residential Clusters	1000.00	384.10	162.50
	Sub Total	1000.00	384.10	162.50
Fisheries & ARD	Financial Asst. For dairy development in undivided Koraput district.	250.00	96.03	40.63
	Sub Total	250.00	96.03	40.63
Rural Development	Connectivity	400.00	153.64	65.00
	Sub Total	400.00	153.64	65.00
H & U.D.	Drinking water supply for urban poor	1000.00	384.10	162.50
	Sub Total	1000.00	384.10	162.50
Grand Total		13000.00	6126.65	2588.73

Source: P & C Dept., Orissa

BIJU KBK PLAN

18.11 Special Central Assistance (SCA) to the extent of Rs.250 crore per annum has been provided to 8 KBK districts from 2003-04 under RLTA as 100% grant. These 8 districts will receive Rs.130 crore as Special Central Assistance (SCA) under KBK special plan during 11th Plan period. With a view to maintaining and strengthening the momentum gathered under RLTA and up-scaling the public investment in the KBK region, the state government have launched the "Biju KBK Plan" under State Plan with an allocation of Rs.120 crore during the 11th Five Year Plan. The funds under Biju KBK plan shall be used as an additional allocation to fill the critical gaps for which funds are either not available or are inadequate. The Biju KBK plan will also fill up the critical gaps left uncovered under Backward Regions Grant Fund (BRGF).

18.12 The objectives of the Biju KBK Plan are as follows:

- i) *Creating opportunities for economic, social and human development for the people in the region, especially the socially and economically disadvantaged,*
- ii) *Accelerating poverty reduction and achieving millennium development goals,*
- iii) *Improving the quality of life of the local people and bringing the region at par with other developed regions, and*
- iv) *Improving infrastructure, i.e. Biju Sadak and Pani, in these districts.*

Implementation of Biju KBK Plan

18.13 The Biju KBK Plan envisages an annual outlay of Rs.120 crore during 11th Five Year Plan over and above normal plan allocations and the Special Central Assistance that may be available to the region for Special KBK Plan. The Plan has been implemented under District Window on a pilot basis during 2006-07 with allocation of Rs.20 crore to all the 8 KBK districts.

18.14 Utilising the same amount, construction of 87 hostel buildings for girls, 247 buildings for women SHGs, 165 buildings for Anganwadi centres and 165 bridges/culverts had been taken-up.

18.15 During 2007-08, an amount of Rs.120.00 crore has been allotted under the programme, which are being spent primarily for the schemes relating to Bijli, Sadak and Pani i.e. village electrification, construction of concrete roads, ponds/ tanks etc within the village.

BACKWARD REGIONS GRANT FUND (BRGF)

18.16 A new initiative called "Backward Regions Grant Fund" (BRGF) has been launched by Government of India in 2006-07 with a view to redress regional imbalances in development. The main objectives of the programme are:

- *To bridge critical gaps in local infrastructure and other development*

requirements those are not adequately met through existing inflows.

- *To provide professional support to local bodies for planning, implementation and monitoring their plans.*
- *Strengthen Panchayat and Municipality level governance to facilitate participatory planning, implementation and monitoring, to reflect local-felt needs.*
- *To improve the performance and delivery of critical functional assigned to Panchayat and counter possible efficiency and equity losses on account of inadequate local capacity.*

18.17 Government of India has included 19 districts of our State under BRGF. These 19 districts will also include 5 Rastriya Sam Vikas Yojana (RSVY) during 11th plan i.e. the 5 RSVY districts will be subsumed in to BRGF in the 11th plan period.

18.18 By the end of 2007-08, an amount of Rs.252.50 crore has been received under the programme and 1138 works out of 4851 works have been completed with an expenditure of Rs.59.98 crore.

GOPABANDHU GRAMIN YOJANA (GGY)

18.19 A new initiative “Gopabandhu Gramin Yojana” is being implemented in the state since 2006-07 with an objective to provide additional development funds to 11 districts which are not covered under Backward Regions Grant Fund (BRGF), for providing infrastructure viz. Bijli, Sadak and Pani. The districts covered under this programme are Angul, Balasore, Baragarh, Bhadrak, Cuttack, Jajpur, Jagatsinghpur, Kendrapara, Khurda,

Puri and Nayagarh. Each of the above targeted districts will be provided an additional development assistance of Rs.10.00 crore per annum during the Eleventh Five Year Plan.

18.20 The achievement under GGY scheme for the year 2006-07 and 2007-08 and 2008-09 up to December, 2008 are as follows:

Table – 18.3

Achievement under Gopabandhu Gramin Yojana (GGY)

Item	2006-07	2007-08	2008-09 as on Dec'08
Amount received (Rs. in Cr.)	110.28	110.00	110.00
Expenditure made (Rs. in Cr.)	84.43	99.16	65.52
Nos. of projects taken-up	6571	9793	6738
Nos. of projects completed	4692	8119	3635
Villages covered	5713	6165	2750
Employment Generated (in lakh mandays)	63.05	62.13	36.32

Source: Panchayati Raj Department.

SPECIAL CENTRAL ASSISTANCE (SCA) FOR TSP AREAS

18.21 Special Central Assistance (SCA) is being received from the Ministry of Tribal Affairs for implementation of programmes under ITDA, MADA, Micro Projects, Clusters and DTDP for development of STs. An amount of Rs.419.51 crore has been proposed for Eleventh Five Year Plan.

18.22 During 2007-08, an amount of Rs.85.43 crore was released under the programme and have been utilised for the purpose benefiting 85,037 beneficiaries. Total 1798 works have been completed during

2007-08 as against 1291 works were completed during 2006-07 with an expenditure of Rs.78.29 crore benefiting 82,367 beneficiaries. An outlay of Rs.90.93 crore has been proposed for 2008-09 for the programmes under SCA.

THE WESTERN ORISSA DEVELOPMENT COUNCIL (WODC)

18.23 The State Government has constituted WODC with aims for accelerating the pace of development in ten districts viz- Bargarh, Bolangir, Boudh, Deogarh, Jharsuguda, Kalahandi, Nuapada, Sambalpur, Sonapur, Sundargarh and Athamallick sub-division of Angul district. The council is mandated to develop appropriate long term and short term development plans and programmes for these districts. In order to undertake conceived developmental programmes, an outlay of

Rs.250.00 crore has been allocated for the 11th Five Year Plan (2007-12) including Rs.80.00 crore for 2008-09.

GRANTS UNDER ARTICLE 275(1) OF THE CONSTITUTION

18.24 The Ministry of Tribal Affairs, Government of India is providing grant-in-aid (SCA) under 1st provision of Article 275 of the Constitution of India for creation of infrastructure in TSP area and for setting up of Model Schools. So far ten model schools have already been established in the TSP areas of the State.

18.25 During 2007-08, an amount of Rs.41.77 crore was released under the programme and the same have been spent for the purpose. A sum of Rs.40.00 crore has been proposed under the schemes for 2008-09.

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