

CHAPTER 8

POVERTY ALLEVIATION

POVERTY IN ORISSA - SOME IMPRESSIONS

8.01 Though there is a substantial reduction in poverty from 47.15% in 1999-2000 to 39.90% in 2004-05, Orissa still has a high incidence of poverty. As per the estimate of Planning Commission, Orissa continues to be the poorest among all the major States of the country. Figure 8.1 & 8.2 present the trend of population below poverty line in rural and urban Orissa and India from 1977-78 to 2004-05 respectively. Figure 8.3 depicts overall incidence of poverty in Orissa vis-a-vis India. Besides, Table 8.1 reports the percentage of population below poverty line in Orissa as compared to other major states.

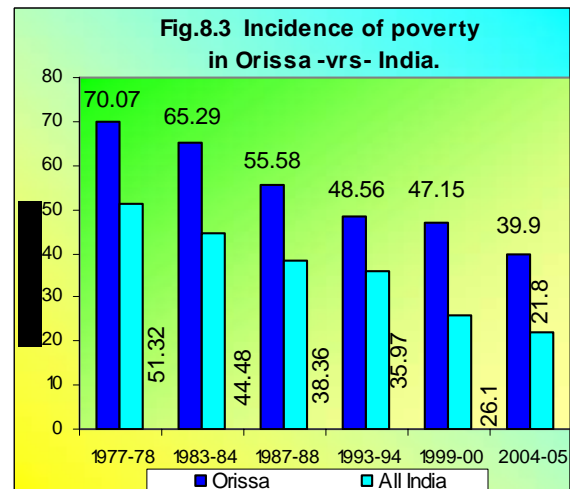
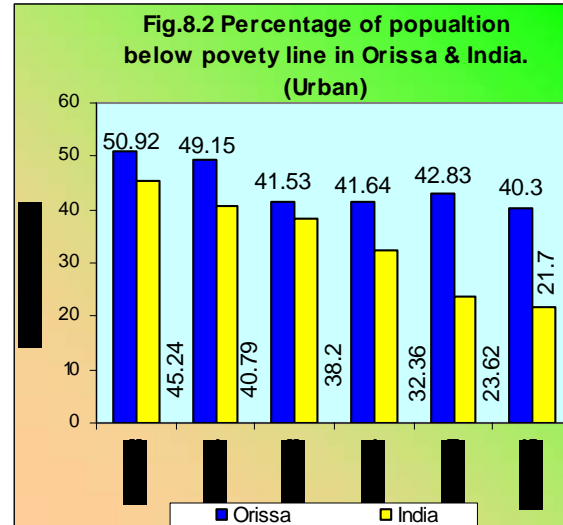
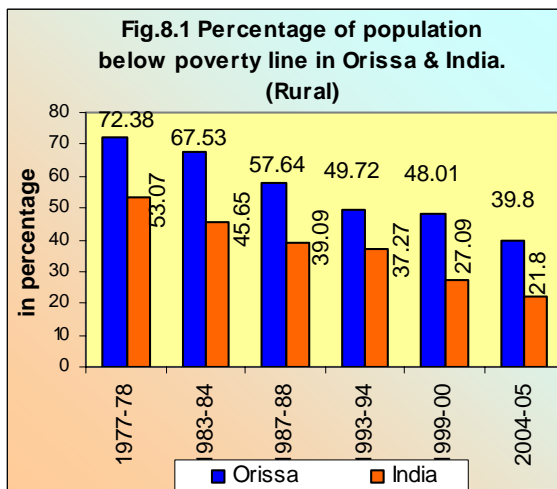


Table 8.1

Incidence of Poverty in Orissa vis-à-vis Other Major States, 1977-78 to 2004-05

(Based on MRP consumption)

State	People Below Poverty Line (%)					
	1977-78	1983	1987-88	1993-94	1999-00	2004-05
Andhra Pradesh	39.31	28.91	25.86	22.19	15.77	11.10
Bihar	61.55	62.22	52.13	54.96	42.60	32.50
Gujarat	41.23	32.79	31.54	24.21	14.07	12.50
Haryana	29.55	21.37	16.54	25.05	8.74	9.90
Karnataka	48.78	38.24	37.53	33.16	20.04	17.40
Kerala	52.22	40.42	31.79	25.43	12.72	11.40
Madhya Pradesh	61.78	49.78	43.07	42.52	37.43	32.40
Maharashtra	55.88	43.44	40.41	36.86	25.02	25.20
Orissa	70.07	65.29	55.58	48.56	47.15	39.90
Punjab	19.27	16.18	13.20	11.77	6.16	5.20
Rajasthan	37.42	34.46	35.15	27.41	15.28	17.50
Tamil Nadu	54.79	51.66	43.39	35.03	21.12	17.80
Uttar Pradesh	49.05	47.07	41.45	40.85	31.15	25.50
West Bengal	60.52	54.85	44.72	35.66	27.02	20.60
ALL INDIA	51.32	44.48	38.36	35.97	26.10	21.80

Source: Planning Commission, Govt. of India.

8.02 It is observed from Table 8.1 that though the incidence of poverty in Orissa is declining over time, it is still highest among all major states. As per the estimation made by Planning Commission, the percentage of population in Orissa below the poverty line in 2004-05 stood at 39.9% as per mixed recall period method, followed by Bihar at 32.5% and Madhya Pradesh at 32.4%. The percentage of population below poverty line at all India level in 2004-05 has been estimated as 21.8 as against 26.1 during 1999-2000. Further, it is observed that the percentage of population below poverty line in some other states like Rajasthan, Harayana and

Maharashtra have increased over 1999-2000. Further, the estimation also reflects that while the percentage of population below poverty line in rural Orissa was lower than the urban Orissa.

8.03 Table 8.2 shows the percentage of people below poverty line as estimated by Planning Commission for Orissa from 1973-74 to 2004-05 with rural and urban break-up. It is observed from Table- 8.2 that while the percentage of population below poverty line in rural Orissa is decreasing over the years, reduction in urban poverty is slower.

Table – 8.2
Percentage of people below poverty line in Orissa

Year	Orissa (%)			India (%)		
	Rural	Urban	Combined	Rural	Urban	Combined
1973-74	67.28	55.62	66.18	56.44	49.01	54.88
1977-78	72.38	50.92	70.07	53.07	45.24	51.32
1983-84	67.53	49.15	65.29	45.65	40.79	44.48
1987-88	57.64	41.53	55.58	39.09	38.20	38.36
1993-94	49.72	41.64	48.56	37.27	32.36	35.97
1999-00	48.01	42.83	47.15	27.09	23.62	26.10
2004-05	39.80	40.30	39.90	21.80	21.70	21.80

Source: Planning Commission, Govt. of India

8.04 The slow rate of reduction of poverty in Orissa is attributed to several inherent problems which have been explored. Attempt has been made to accelerate poverty reduction by way of promoting broad-based and inclusive growth. The State Government has targeted to reduce poverty by 15% during 11th Five Year Plan period.

SOME SPECIAL FEATURES OF POVERTY IN ORISSA

8.05 There are several special features of poverty in Orissa.

- ◆ As per NSS data, household with the following characteristics constitute the core poverty group in Orissa.
 - i) Belongs to SC/ ST households
 - ii) Are engaged as hired labourers
 - iii) Have household size 5-7
 - iv) Are landless or marginal farmers with 0.5 Ha. or less of land.
- ◆ Poverty is spatially concentrated in Orissa. Some regions such as southern Orissa are very poor.
- ◆ Orissa is vulnerable to repeated natural calamities like droughts, floods and cyclones. The recurrent visitation of natural calamities further exacerbates distress of the people, particularly small and marginal farmers and landless labourers.

- ◆ A disproportionately large proportion of ST and SC population in western and southern Orissa live rather precariously with very low economic base. In spite of accelerated measures taken to address their poverty, the response is not satisfactory. Women and children are generally worst sufferer.
- ◆ A large number of rural communities, particularly in hilly terrains of western and southern Orissa are physically excluded for want of connectivity and other infra-structural support (i.e., markets, urban areas). As a result, the poor in general and ST & SC people in particular lack access to growth centres and service centres (i.e., schools, hospitals).
- ◆ Rural poverty is the highest in Orissa. Rural people depend mostly on agriculture and forest resources to eke out their subsistence. However, agricultural growth in has been historically generally very low. Agricultural productivity is roughly half that of the national average. Due to lack of purchasing powers of farmers, use of improved inputs (e.g., better seeds and fertilizers) is also far below the national average. Employment opportunities are rather very limited.
- ◆ Though extensive forest resources are important source of sustenance to a majority of rural poor, they are highly degraded and lack desired financial and managerial inputs. Large forest areas are devoid of regeneration and, therefore, cannot provide livelihood support on a sustained basis unless substantial investments are made in them.

- ◆ *Want of adequate irrigation facilities (except in certain pockets) is another limiting factor that keeps agriculture under developed.*
- ◆ *Orissa lacks high quality infrastructure (e.g., railways, paved roads, port, and telecommunication). A large nos. of rural poor, particularly in hilly and interior areas suffer from physical exclusion and are unable to access education, health and safe drinking water facilities. Optimal exploitation of its vast natural resources demands heavy investments in infra-structural development. However, the State Government's capacity to develop infrastructure is very limited.*

8.06 The State Government is committed to mitigate the distress of the affected people in a time bound manner. Accordingly, a number of poverty alleviation programmes have been initiated to arrest the chronic and extreme poverty through employment generation and creation of durable and productive assets with the support of institutional credit and provision of subsidies with a view to providing livelihood support to the needy.

SELF EMPLOYMENT PROGRAMME SWARNJAYANTI GRAM SWAROZGAR YOJANA (SGSY)

8.07 In order to improve the economic status of the rural poor, several anti poverty programmes / self employment programmes like Integrated Rural Development Programme (IRDP), Development of Women and Children in Rural Area (DWCRA), Training for Rural Youth for Self Employment (TRYSEM), Ganga Kalyan Yojana (GKY), Million Well Schemes (MWS) etc. were in operation till end of 1998-99. These schemes were amalgamated and a new scheme named

“Swarna Jayanti Gram Swarozgar Yojana (SGSY)” came into being on 1st April 1999. It is a Centrally Sponsored Self Employment Programme which aims at 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. The scheme focuses on social mobilization of rural poor into Self Help Groups (SHGs), their capacity building, skill up-gradation, and training assistance for taking up different activities, credit linkage, infrastructure technology and marketing support. The cost of the project is shared between the Central and State Govt. in the ratio 75:25. BPL families in rural areas are the target group.

8.08 During 2007-08, 87,171 swarozgaries have been assisted under SGSY scheme against the target of 81,656 swarozgaries showing an achievement of 107%. Total investment was Rs.116.95 crore with subsidy component of Rs. 78.57 crore. Out of total 87,171 Swarozgaries, 25.3% were SC, 28.5% ST and 89.4% women. The average investment per family was Rs.29,362/- with a subsidy- credit ratio of 1:2.26. Table 8.3 shows physical and financial achievement under SGSY by the end of 2007-08.

Table – 8.3
Physical and 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	7457.65	19880	1:1.75	99583	74633
2000-01	9780.81	22004	1:1.86	99094	86171
2001-02	6138.55	21885	1:1.78	53755	59233
2002-03	5499.02	22396	1:1.69	45293	48925
2003-04	6699.20	21437	1:1.58	54348	59289
2004-05	8281.82	23878	1:1.64	58229	65712
2005-06	8073.92	26048	1:1.80	58229	63904
2006-07	8611.11	29448	1:2.25	66250	68687
2007-08	11694.96	29362	1:2.26	81656	87171

Source: P. Raj. Department, Govt. of Orissa.

8.09 The proposed outlay for the Eleventh Five Year Plan towards state's share is Rs.110.00 crore with a flow of fund of Rs.30.00 crore and Rs.22.00 crore towards TSP and SCP respectively and the corresponding amount for the Annual Plan, 2008-09 are Rs.22.66 crore, Rs.6.18 crore and Rs.5.53 crore respectively.

8.10 Self Help Group movement has been encouraged by the State Govt. and has emerged as a powerful tool for socio-economic empowerment of people especially women living below poverty line and for removal of poverty. District wise physical and financial achievements under SGSY during 2007-08 are detailed in Annexure 8.1.

WAGE EMPLOYMENT PROGRAMME **Sampoorna Gramin Rojgar Yojana (SGRY)**

8.11 Persistence of poverty is attributed mainly due to lack of employment in rural

areas. To reduce unemployment in rural areas Sampoorna Gramin Rojgar Yojana (SGRY), a centrally sponsored wage-employment programme came into existence with effect from 25th September, 2001 by amalgamating two other wage employment programmes namely, Jawahar Gram Samrudhi Yojana (JGSY) and Employment Assistance Scheme (EAS). The primary objective of the scheme is to provide additional and supplementary wage employment and thereby providing food security and improving nutritional level in rural areas. Creation of durable community, social and economic assets and essential infrastructure in rural areas are the secondary objectives. The programme is being implemented on cost sharing basis between the Centre and State in the ratio 75:25 of the cash component. 50% of the total allocation is released in shape of food grains by Govt. of India free of cost. Wages are paid through a mix of at least 5 kg of food grain and minimum 25% in cash.

8.12 During 2007-08, the scheme was operational in 6 districts viz. Cuttack, Jagatsinghpur, Kendrapara, Khurda, Nayagarh and Puri. Against the target of 88.27 lakh man-days employment in 2007-08, 74.17 lakh man-days employment were created with an expenditure of Rs.68.65 crore, showing an achievement of 84%. Out of total 74.17 lakh man-days employment created during 2007-08, 26.47 lakh man-days for SC,

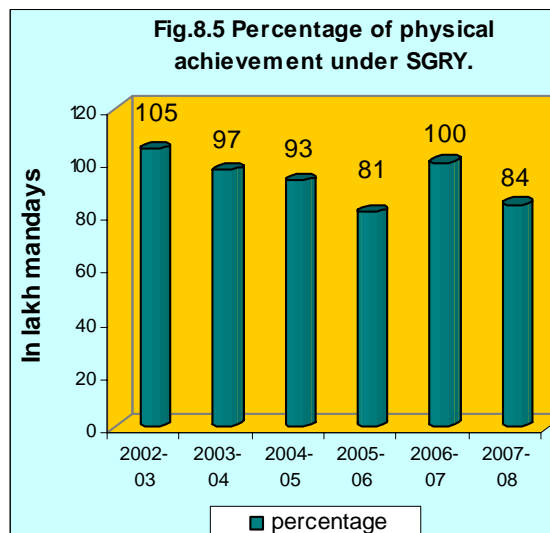
5.18 lakh man-days for ST and 23.02 lakh man-days for women. Table 8.4 shows physical and financial achievement under SGRY programme since 2002-03, while Fig.8.4 and 8.5 show financial and physical achievement of the programme during the same period

Table 8.4
Achievement under SGRY

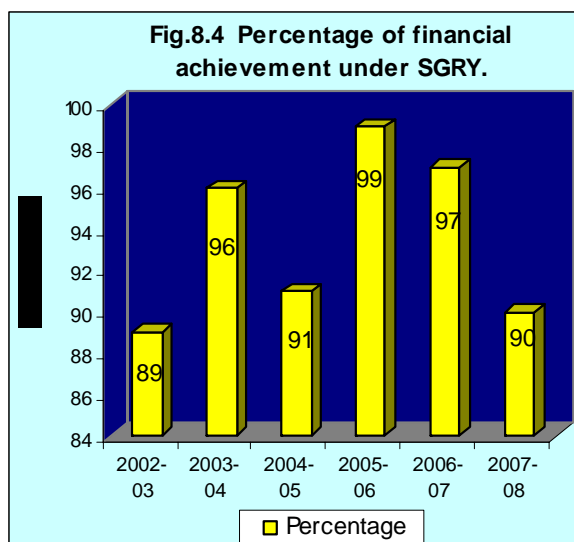
(Rs. in crore)

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: Panchayati Raj Department, Govt. of Orissa.



8.13 Food-grains have been supplied to the rural landless agricultural labourers under special component of SGRY to meet the exigencies arising out of natural calamity. During 2007-08, 0.28 lakh MT of food grains were available under special component of SGRY to provide additional wage employment to the rural people to ensure food security in drought and flood affected areas. Out of this, about 90% i.e. 0.26 lakh M.T of food grains was utilized by the end of 2007-08.



BAZAR, SADAK, PANI

8.14 The State Government has shifted its approach in implementation of SGRY programme for last three years in order to build village infrastructure while providing wage employment and food security to poor rural wage seekers. Government have paid more attention to the construction of rural infrastructure such as market complexes, village roads with drains and improvement of village water bodies under the title of “Bazar,

Sadak & Pani". This convergence approach has resulted in creation of some visible infrastructure in rural areas. Against the target to construct 327 nos. of shop rooms, 105 shop rooms have been completed during 2007-08 with an expenditure of Rs.24.75 lakh. Under Sadak Yojana, 8,760 concrete roads with drains comprising 1,979.03 km. and 8,056 other rural roads with length of 6,201.92 km. have been completed with an expenditure of Rs.369.04 crore. Similarly, under Pani component, construction / renovation of 2,034 big tanks and 4,436 other ponds/ tanks of G.P. have been completed. Moreover, 2,496 ha. of water spread area has been completed with an expenditure of Rs.96.27 crore. The same has been presented in Table 8.5 below.

Table – 8.5
Achievement under Bazar,
Sadak and Pani

Component	2005-06	2006-07	2007-08
Bazaar Component			
i) No. completed	5964	865	105
ii) Expenditure (Rs. in crore)	22.7	5.21	0.25
iii) No. allotted to beneficiaries	1571	274	-
Sadak Component			
i) No. completed	29191	28147	16816
ii) Road length (in kms.)	9542	11344	8181
iii) Expenditure (Rs. in crore)	445.79	513.26	369.04
Pani Component			
i) No. completed	1887	5602	6470
ii) Water Area (in hect.)	3204	3795	2496
iii) Expenditure (Rs. in crore)	30	131.28	96.27

Source: Panchayati Raj Department, Govt. of Orissa.

NATIONAL RURAL EMPLOYMENT GUARANTEE SCHEME (NREGS)

8.15 The National Rural Employment Guarantee Act, 2005 is a path-breaking legislation, entitling the rural poor guaranteed employment as a means of sustenance averting hunger and distress, ultimately lifting them from the trap of poverty. This Act provides the necessary safety-net for job seeking rural poor in a way different from the conventional approach as it is based on non-negotiable rights which empower the people, enforce accountability and transparency in implementation and by creating rural infrastructure of durable nature hastens up economics growth by reducing poverty. In accordance with this Act, NREG Scheme in Centre and Orissa Rural Employment Guaranty Scheme in Orissa was framed and operated.

8.16 This Scheme, in the first phase, came into operation in 19 districts of the State w.e.f. 2nd February, 2006 and subsequently the scheme is in implementation in full swing in all the 30 districts at present. The salient features of the scheme are:

- 100 days unskilled wage employment to a rural family in a financial year.
- Equal wage for men and women.
- Bar on contractors and labour displaying machines.
- Participatory planning and identification of works through Palli Sabha.
- Payment of wage on weekly basis but not later than 15 days.

- *Unemployment allowances to job seekers if work not provided to job seeker within 15 days of application.*
- *G.P. / P.S. / Z.P. are involved in Planning & executive of NREGS works.*
- *Social audit by village committee regarding the expenditure.*
- *Registration and providing the Job card in G.P.*

8.17 During 2007-08, about 48.95 lakh households of 24 districts have registered under the programme out of which 42.69 lakh job cards were issued. In this period, about 430.90 lakh man-days employment were provided to 12.17 lakh households including 158.05 lakh man-days for women, 88.09 for SC and 179.17 lakh man-days for ST. During the period, 65,468 numbers of projects were taken up under the programme, out of which 5,557 projects were completed with an expenditure of Rs.690.76 crore (including food grain).

8.18 An amount of Rs.1,03,492/- has been paid as unemployment allowances to 543 households belonging to four blocks of Bolangir, Kalahandi and Nawarangpur districts. Performance of NREGS during 2006-07 and 2007-08 is given below.

Table – 8.6
Performance under NREGS

Sl.No.	Achievement	2006-07	2007-08
	Physical		
1	No. of district covered	19	24
2	Household registered (cumulative)	28.77 lakh	48.95 lakh
3	Job card issued to H.H. (cumulative)	25.93 lakh	42.69 lakh
4	Employment demanded by households	14.07 lakh	12.59 lakh
5	Employment provided to No. of households	13.94 lakh	12.17 lakh
6	Employment Generated (in person days)	799.34 lakh	430.90 lakh
7	Average no. of days provided work / h.h.	57	35.4
8	No. of project taken up	308200	65468
9	No. of project completed	30478	5557
10	Funds available (cash)	Rs.890.0 cr.	Rs.792.0 cr.
11	Expenditure (cash)	Rs.733.47 cr.	Rs.690.59 cr.
12	Total expenditure (including food grain)	Rs.770.71 cr.	Rs.690.76 cr.
13	Unskilled wages (out of total expenditure)	Rs.421.98 cr.	Rs.353.11 cr.
14	Unemployment allowance paid	-	Rs.1,03,492

Source: Panchayati Raj Department, Govt. of Orissa.

GOPABANDHU GRAMIN YOJANA (GGY)

8.19 State Government have launched a new scheme “Gopabandhu Gramin Yojana (GGY)” during 2006-07 with a view to provide additional developmental assistance to the targeted eleven districts viz. Angul, Balasore, Baragarh, Bhadrak, Cuttack, Jajpur, Jagatsinghpur, Kendrapara, Khurda, Nayagarh and Puri. The scheme will continue during the eleventh plan period.

8.20 The objective of the scheme is to provide additional development funds to the targeted districts to provide infrastructure

consisting primarily of Bijli, Sadak and Pani to every revenue village in the identified eleven districts. Each targeted district shall be provided with an additional developmental assistance to the tune of Rs.10.00 crore per annum for a period of 6 years i.e. from 2006-07 to 2011-12. However, allocation under GGY has been increased from Rs.10 crore to Rs.15 crore per District effective from the year 2008-09. Panchayati Raj Department has been designated as the nodal department for the purpose of administration of the GGY. The performance of the scheme during 2006-07 and 2007-08 is given below.

Table - 8.7
Performance under
Gopabandhu Gramina Yojana

Sl.No	Achievement	2006-07	2007-08
	Physical		
A	Works taken up		
i	Bijli	280	2046
ii	Sadak	5882	7344
iii	Pani	378	389
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: Panchayati Raj Department.

REHABILITATION OF BONDED LABOURERS

8.21 With the enactment of Bonded Labour Abolition Act, 1976, all bonded labourers stood free and were discharged from any obligation to render any bonded labour. Their debts got automatically liquidated. A Centrally

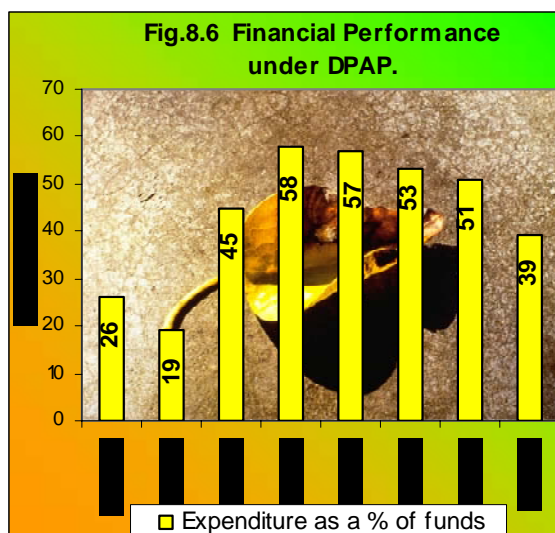
Sponsored Plan Scheme was launched in 1978-79 on a 50:50 cost sharing basis between the State Government and the Government of India to identify, release and rehabilitate bonded labourers. By the end of 2007-08, about 50,792 bonded labourers were identified, 49,013 were released and 47,044 have been rehabilitated.

DROUGHT PRONE AREA PROGRAMME (DPAP)

8.22 Drought Prone Area Programme (DPAP) is in operation in 8 districts of Orissa covering 47 identified blocks. The districts covered are Bolangir, Sonapur, Kalahandi, Nuapada, Bargarh, Boudh, Dhenkanal and Kandhamal. Under the scheme, 1,127 Micro Watershed Projects are under implementation and 192 projects have been closed/ fore-closed under the 1st batch of DPAP which was sanctioned during 1995-96 with the funding pattern 50:50 basis at the cost norm of Rs.4,000/- per hectare. The remaining 1,127 projects have been sanctioned after 1st April 2000 with the funding pattern of 75:25 basis at a new cost norm of Rs.6,000/- per hectare on a uniform basis. The total outlay for the 1,319 sanctioned projects is Rs.381.54 crore for treatment of 6.678 lakh hectares against which Rs.117.47 crore have been released from Govt. of India and Rs.45.85 crore by Govt. of Orissa till March, 2008. An amount of Rs.135.09 crore has been spent in treating 2.43 lakh hectares during 2007-08. An area of 27,652 ha. were treated and an amount of

Rs.9.29 Crore have been utilised under the programme during 2007-08. It has been programmed to treat 35,000 ha. during 2008-09.

8.23 Availability of funds and expenditure incurred under DPAP from 2000-01 to 2006-07 are summarized in Fig.8.6 and Table 8.8.



Source : 1. Agriculture Department, Govt. of Orissa
2. Director, Watershed Mission, Orissa.

Table 8.8

Financial Performance under DPAP, 2001-02 to 2007-08

(Rs. in crore)

Year	Funds available	Expenditure	Expenditure as a % of funds available
2001-02	22.79	4.36	19
2002-03	28.47	12.93	45
2003-04	30.97	18.06	58
2004-05	29.00	16.55	57
2005-06	40.05	21.12	53
2006-07	42.86	21.75	51
2007-08	49.81	19.29	39

Source : 1. Agriculture Department, Govt. of Orissa
2. Director, Watershed Mission, Orissa.

LAND TO LANDLESS

8.24 Management of land and its distribution to the needy persons are the foremost responsibilities of the State Government, Government land up to four decimals was provided as homestead land to landless persons for house site purpose since 1974-75. This has been enhanced to 0.10 acre during 2008-09. About 2.49 lakh landless families have been identified in the state. The Project "Vasundhara" is being implemented in the state since 2005-06 with a target to provide home sites to the entire 2,49,334 homestead-landless families within a span of three years. By the end of 2007-08, 2,29, 885 homestead-landless families including 1,03,734 STs and 59,015 SCs and 67,136 other category have been provided with house sites under the aforesaid project "Vasundhara".

8.25 In order to improve the economy of the weaker section of the society and to boost agricultural production in the state, ceiling surplus land up to 0.7 standard acre is being allotted free of salami to landless families for agricultural purpose. Since inception (1974-75) till the end of September, 2008, about 1,59,656.537 acres of ceiling surplus land has been distributed among 1,43,100 landless beneficiaries as detailed below.

Category	No. of Beneficiaries	Land distributed
ST	53,077	AC 66,310.070
SC	48,490	AC 51,275.467
Others	41,533	AC 42,071.000
Total	1,43,100	AC 1,59,656.537

8.26 The State Government is also providing Government waste land up to one standard acre to landless poor families for agriculture purpose. By the end of 2007-08 about 13,724.53 acres of Government waste land has been distributed among 15,186 landless families including 2,904.86 acre to 3,313 SC, 7,198.85 acres to 7,355 ST and 362.82 acres to 4,518 other category of landless families. During the current year 2008-09 (up to Nov. 08), Government land to the extent of AC 346.651 has been distributed among 454 landless families including Ac 101.576 to 127 ST, Ac 85.819 to 102 SC and Ac 159.256 to other category of landless families.

8.27 Bhoodan Yojana Samities were reconstituted in March, 2004. As per the report of the Samiti, Ac 6,38,706.50 of land collected as donation and out of which Ac 5,79,994.21 of land have already been distributed among 1,52,852 landless persons by the end of 2007-08. The Samiti is taking steps to distribute the balance Ac 58,722.29 of land immediately after verification of present status of such undistributed land.

URBAN POVERTY

8.28 As per the 2001 Census, total urban population in Orissa stood at 54.96 lakh, of which the number of slum dwellers was 6.35 lakh constituting 11.55% of the total urban population. The distribution of slum population among Class – I and Class – II cities / towns

was 4.68 lakh and 1.67 lakh respectively. As per the estimate made by Planning Commission during 2004-05, the percentage of population below the poverty line in urban areas of the State was 40.30, bulk of such population belonging to urban slums.

SWARNA JAYANTI SAHARI ROZGAR YOJANA (SJSRY)

8.29 This is a Centrally Sponsored Plan Scheme funded on 75: 25 basis between Central Government and State Government. The Swarna Jayanti Sahari Rozgar Yojana (SJSRY) was launched on 1.12.1997 by subsuming earlier urban poverty alleviation programmes namely Urban Basic Services for the Poor (UBSP), Nehru Rozgar Yojana (NRY) and Prime Minister's Integrated Urban Poverty Eradication Programme (PMIUPEP). It aims at providing gainful employment to urban poor through self-employment ventures and wage employment. The target group comprises of urban poor having monthly per capita income below Rs.490/- with special focus on women, SC, ST, Minorities and disabled persons. This programme consists of special sub-schemes namely: (i) Urban Self-Employment Programme (USEP) and (ii) Urban Wage Employment Programme (UWEP).

8.30 Urban Self Employment Programme (USEP) aims at providing self employment to urban poor through setting up of Micro Enterprises relating to servicing,

manufacturing and small business. Under this programme skill upgradation training is also being imparted to the urban poor relating to servicing, manufacturing as well as in local craft need. Besides, the programme also focused on unemployed women and children in groups for economic activities suited to their skill aptitude and local condition through Development of Women & Children in Urban Areas (DWCUA) component.

8.31 The Urban Wage Employment Programme (UWEP) aims at creating opportunities for wage employment for the unskilled urban poor beneficiaries through creation of, socially and economically useful, public assets. The progress of SJSRY for 2006-07 and 2007-08 is given in Table 8.9.

Table – 8.9

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 and Credit Societies		
i) No. of Groups formed	139	327
ii) Expenditure made (Rs. in lakh)	230.00	165.96
iii) No. of thrift and credit societies formed	185	399
iv) Expenditure made (Rs. in lakh)	56.45	45.44
Urban Wage Employment Programme		
i) Amount spent (Rs. in crore)	71,922	78,000
ii) Employment Generated (man-days)	274.03	169.75

Source: H & U.D. Department, Govt. of Orissa.

JAWAHARLAL NEHRU NATIONAL URBAN RENEWAL MISSION (JNNURM)

8.32 JNNURM is a new CSP scheme with funding pattern of 80:10:10 between Government of India, State Government and Implementing agencies. Under the scheme, Bhubaneswar and Puri towns have been selected by Government of India. Under Basic Service to Urban Poor (BSUP), four slum projects for Bhubaneswar and Puri worth of Rs.4,355.58 lakh have been sanctioned which would benefit 2,008 number of urban poor households.

POVERTY TASK FORCE (PTF)

8.33 In order to effectively address the problem of high incidence and persistence of poverty, the State Government has constituted a Poverty Task Force (PTF) with the mandate to develop poverty reduction strategies for the State and to monitor its implementation. The PTF consists of Principal Secretaries/ Secretaries to Government in Agriculture, Health, Water Resources, Forests & Environment, Panchayati Raj, ST & SC Development, School & Mass Education and Rural Development Departments along with the Director, Nabkrushna Choudhury Centre for Development Studies and is chaired by the Development Commissioner. The Special Secretary, Planning & Co-ordination Department is the convener of the PTF. The PTF is mandated, amongst other things: (i) to identify economic, social and institutional

obstacles to poverty reducing growth and areas requiring strategic intervention, (ii) to prepare an actionable strategy for poverty reduction and a comprehensive policy framework for promoting poverty reducing growth, (iii) to identify long term and medium term targets for poverty reduction and establish a set of indicators with which to track progress, (iv) to co-ordinate efforts for poverty reduction by different Departments of State Government, and (v) to evaluate impact of anti-poverty programmes and to recommend, wherever necessary, commissioning of analytical impact assessment studies by professional agencies. The PTF has prepared a document entitled "Poverty and Planning: A Development Prospective for Orissa, 2004".

POVERTY & HUMAN DEVELOPMENT MONITORING AGENCY (PHDMA)

8.34 With a view to tracking the progress of poverty reduction, improving human development indicators, developing appropriate development programmes and assessing the impact of various programmes and policies on the poor, and assisting the PTF in achieving its mandate the State Government has constituted an agency called, 'Poverty and Human Development Monitoring Agency (PHDMA)' as an

autonomous registered organization under the administrative control of Planning and Co-ordination Department. The Agency aims at tracking the progress of poverty and human development indicators within the state from time to time. The basic purpose of the Authority is to co-ordinate and facilitate Govt. of Orissa's poverty reduction strategies and improve the quality of life of the people by supporting planning, implementation, monitoring and evaluation of different programmes to achieve Govt. goals.

8.35 The State Government has also conceptualized a well articulated development strategy with special emphasis on poverty and human development. Some of the salient features of these strategies are as follows:

- *Emphasis on building rural and urban productive infrastructure.*
- *Strengthen the momentum already gained in mobilizing rural poor with emphasis on women and vulnerable groups.*
- *Improving governance and service delivery mechanism.*
- *Strengthen Social Security System to reduce IMR, MMR, provide food security and to increase female literacy rate.*
- *Focused efforts for reducing poverty and achieving Millennium Development Goal.*
- *Emphasis on creation of adequate self employment opportunities.*

HOUSING

8.36 In addition to food and clothing, of course shelter the most essential and basic human need which is also an important constituent of the quality of life. It is an index of the socio-economic progress in a country. Owning a house provides significant socio-economic security and dignity to a citizen in society. Census of India is the main source of data to assess the condition of rural housing in the country. Data on housing for 2001 census is now available for such analysis. It indicates that in India, about 39.8% of 138.27 million rural households reside in 1 room tenements, 30.2% in two room house, 26.7% in three or more room and 3.4 million do not have an exclusive living room.

8.37 Further Census report also reveals that, out of 6.8 million rural households in Orissa, 39.4% have either no exclusive rooms or one living room, 37.5% have two living rooms and 23.1% have three or more living rooms. Out of 6.8 million census houses (residential and residential-cum-others) in rural Orissa, 22.3% are in good condition, 67.5% in livable condition and 10.3% in dilapidated condition.

8.38 As per NSS reports, 80.6% people of rural Orissa are still without pucca houses as compared to 56.1% at all India level. In urban

areas, 63.9% households have pucca houses as compared to 81.7% at National level. Table 8.10 shows the status of housing and household amenities in the State vis-à-vis India.

Table - 8.10
Status of Housing &
Household amenities in Orissa

Type of house / facilities	% of rural household with facility		% of urban household with facility	
	Orissa	India	Orissa	India
Pucca house (59th NSS, 2003)	19.4	43.9	63.9	81.7
Toilet facility (58th NSS, 2002)	11.6	23.7	67.1	82.9
Safe drinking water (2001 Census)	62.9	73.2	72.3	90.0
Electric connection (59th NSS, 2003)	24.4	51.6	84.8	90.8

8.39 Efforts are being made to meet the housing needs of the people belonging to different income groups. Special priority is being given to lower income groups and economically weaker sections. While the Rural Housing Schemes and Urban Housing Schemes are implemented by Panchayati Raj Department and Housing and Urban Development Department, respectively.

A. RURAL HOUSING PROGRAMME

8.40 In order to meet the shortage of housing in rural areas, various housing programmes such as Indira Awas Yojana –

Normal and Additional and PMGY (Gramin Awas) are being implemented in the State.

Table – 8.11

Physical & Financial Achievement under IAY

(i) Indira Awas Yojana (IAY) (Normal)

8.41 The IAY scheme is being implemented in the State from the year 1985-86 to provide assistance for construction / up-gradation of dwelling units to the BPL rural households belonging to SC, ST and freed bonded labourer category. Since 1993-94, the scope of the scheme has been extended to cover the rural BPL households belonging to the non SC & ST poor subject to the condition that the benefits to the non SC/ ST would not be more than 40% of the total IAY allocation. The benefits of the scheme have also been extended to the families of ex-service men of the armed and paramilitary forces killed in action. 3% of the houses are also reserved for the rural BPL category, specifically to physically and mentally challenged persons. Further, as per the instruction of Ministry of Rural Development, Government of India, 15% of the total houses are being reserved for minority communities.

8.42 Against the target for construction of 1,11,431 houses under IAY (Normal), 90,627 houses have been completed during 2007-08, showing an achievement of 81% with an expenditure of Rs.23,371.67 lakh. Physical and financial achievement under IAY (Normal) scheme from 2001-02 to 2007-08 are given in Table 8.11.

Year	Physical Target (Nos.)	Houses completed	Achievement as % of target	Funds Receipt (Rs. in cr.)	Expenditure made (Rs. in crore)	Expenditure as a % of Release
2001-02	50639	27394	54	53.75	54.18	101
2002-03	51824	48465	94	80.36	80.62	100
2003-04	66026	58996	89	123.1	126.36	103
2004-05	74735	67892	91	194.39	181.94	94
2005-06	75465	77850	103	195.42	194.84	100
2006-07	80228	79668	99	215.84	210.27	97
2007-08	111431	90627	81	276.83	233.72	84

Source: P.Raj Department, Govt. of Orissa.

(ii) Additional Indira Awas Yojana (Out of 5% allocation for Natural Calamities)

8.43 Government of India has sanctioned 4,923 additional IAY for flood victims out of 5% allocation earmarked for Natural Calamities Victims. By the end of 2007-08, about 4667 houses have been completed with an expenditure of Rs.934.61lakh and construction of another 182 houses is under progress (plinth level–141, lintel level– 35 and roof level– 6).

(iii) Additional Indira Awas Yojana (For Cyclone, Flood victims)

8.44 Govt. of India has allotted 6 lakh additional Indira Awas houses to the cyclone victims whose houses were severely damaged in Super Cyclone, 1999. Against the allotment of 6 lakh additional IAY houses, 5,94,501 houses have been completed

utilizing Rs.1,308.01 crore by end of 31st March 2008.

8.45 In addition to the above, Govt. of India has sanctioned Rs.165 crore towards construction of one lakh Indira Awas houses in 24 districts affected by flood in 2001. By the end of 2007-08, 99,852 houses have been completed with an expenditure of Rs.219.88 crore showing an achievement of 99.85%.

(iv) MO KUDIA Yojana

8.46 The scheme "Mo Kudia" has been introduced for implementation w.e.f. 1st April, 2008 with an aim to provide dwelling houses to the needy rural poor belonging to BPL category which shall supplement resources available under IAY and increase availability of housing for the rural poor. An amount of Rs.100.00 crore has been proposed in the Annual Plan, 2008-09 with a flow of funds to TASP and SCSP to the tune of Rs.22.13 crore and Rs.16.53 crore respectively.

(v) Orissa Rural Housing Development Corporation (ORHDC)

8.47 ORHDC is the rural housing finance company, established in the State in 1994. ORHDC has been entrusted with implementation of credit-cum-subsidy scheme (CCSS) availing HUDCO finance on State Government guarantee. As on 31st March, 2007, ORHDC has sanctioned an amount of Rs.646.59 crore in favour of 1,62,458 cases under different schemes, out of which

Rs.566.85 crore has been disbursed. After 2006-07 no proposal has been sanctioned.

B. URBAN HOUSING SCHEMES

8.48 Urban Housing Schemes are being implemented by H & U.D. Department through different Housing Authorities/ Corporations.

(i) Integrated Housing and Slum Development Programme (IHSDP)

8.49 A new scheme "Integrated Housing and Slum Development Programme (IHSDP)" has been introduced by Govt. of India in December, 2005 with the funding pattern 80:10:10 between Government of India, State Government and the implementary agencies. The scheme aims at combining the ongoing "Valmiki Ambedkar Awas Yojana" (VAMBAY) and National Slum Development Programme (NSDP) schemes to have an integrated approach in ameliorating the condition of urban slum dwellers through provision of adequate shelter and basic infrastructure facilities.

8.50 Under this scheme, 34 Municipalities, 8 district headquarters, NACs, and CMC, Cuttack have been taken-up. Detail Project Report (DPR) for 10,960 dwelling units of 33 ULBs have been prepared and cleared by State Level Coordination Committee. Seven projects in 7 ULBs benefiting 2581 of households have been sanctioned by Government of India with an estimated cost of Rs.3792.70 lakh.

(ii) Economically Weaker Section (EWS) and Low Income Group (LIG) Housing Schemes

8.51 Housing Schemes for Economically Weaker Sections (EWS) and Lower Income Group (LIG) are being implemented by

different Housing authorities under the control of H. & U. D. Department. The achievements under EWS and LIG housing schemes in the State from 2000-01 to 2006-07 have been indicated in Table 8.12.

Table 8.12**Achievement under EWS and LIG Housing schemes in the State**

Year	Economically Weaker Section (EWS)			Low Income Group (LIG)		
	Target	Achievement	Percentage of Achievement	Target	Achievement	Percentage 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.

Self-Employment through Kiosks

8.52 A new scheme "Self-employment through Kiosks" has been launched in the year 2003-04 as a special drive to create self-employment opportunities for the educated unemployed youth (having minimum qualification of Matriculation and above) in urban areas. In this scheme, State Government will provide land measuring 200 sq. ft., maximum free of premium for

construction of kiosks / shopping units at a cost of Rs50,000/- per unit. The cost of a kiosk will be borne by the applicant either on outright basis or in installments as may be decided by the implementing agencies. It has been targeted to construct 10,000 kiosks/ shopping units on 131.00 acres of land during the current plan period. The land alienation process in ULBs is under progress.

