

CHAPTER 8

POVERTY ALLEVIATION

POVERTY IN ORISSA - SOME IMPRESSIONS

8.01 The economy of Orissa is still characterized by 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 presents 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 shows the percentage of population below poverty line in Orissa as compared to other major states.

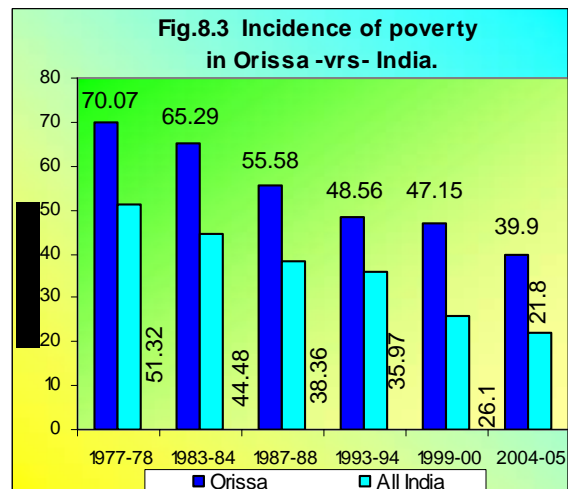
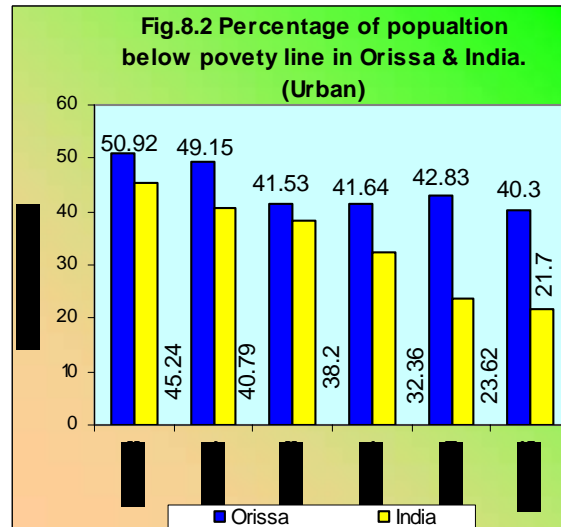
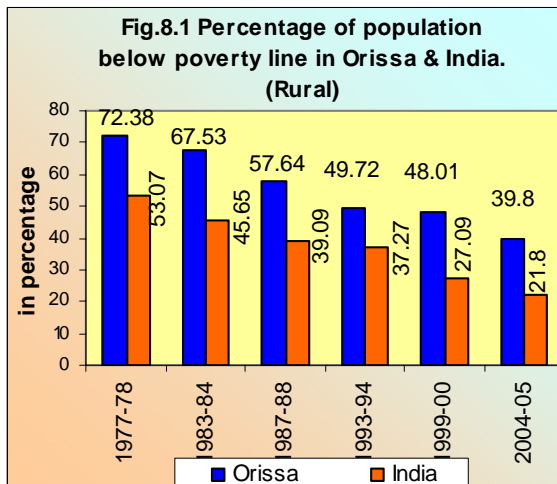


Table 8.1

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, at all India level it was reverse.

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 breakup. 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 still 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 industrial 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.

- ◆ *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, ports). 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.2000 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, 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 2006-07, 68,687 swarozgaries have been assisted under SGSY scheme against the target of 66,250 swarozgaries. Total investment was Rs.86.11 crore with subsidy component of Rs. 62.20 crore. Out of total 68,687 Swarozgaries, 25.2% were SC 29.7% ST and 91.9% women. The average investment per family has been Rs.29,448/- with subsidy credit ratio being 1:2.25. Table 8.3 shows physical and financial achievement under SGSY by the end of 2006-07.

**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

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 TASP and SCSP respectively and the corresponding amount for the Annual Plan, 2007-08 are Rs.22.00 crore, Rs.6.00 crore and Rs.4.40 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 2006-07 are detailed in Annexure 8.1.

WAGE EMPLOYMENT PROGRAMME Sampoorna Gramin Rojgar Yojana(SGRY)

8.11 Accumulation 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.

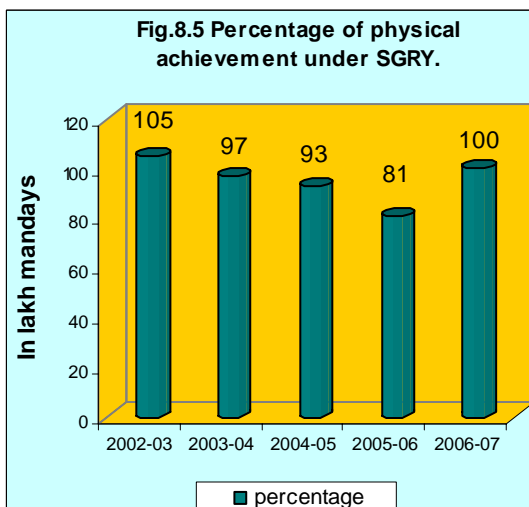
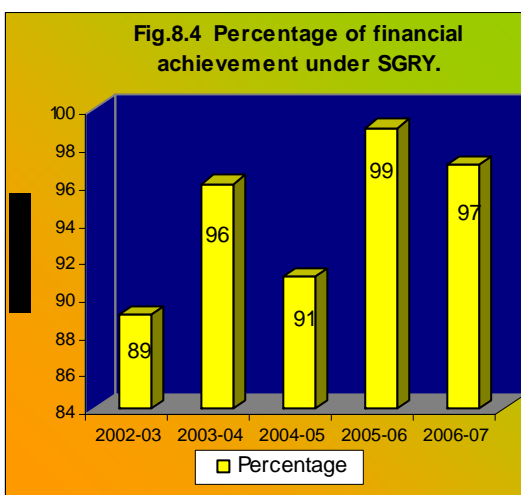
8.12 During 2006-07, the scheme was operational in 11 districts viz. Angul, Balasore, Baragarh, Bhadrak, Cuttack, Jagatsinghpur, Jajpur, Kendrapara, Khurda, Nayagarh and Puri. Against the target of 183.60 lakh man-days employment in 2006-07, 183.61 lakh man-days employment were created with an expenditure of Rs.132.23 crore, showing an achievement of 100%. Out of total 183.61 lakh man-days employment created during 2006-07, 64.54 lakh were for SC, 25.29 lakh man-days for ST and 60.98 lakh man-days for women. Table 8.4 shows physical and financial achievement under SGRY programme during 10th Plan period (2002-07), 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

Source: P.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 2006-07, 0.60 lakh MT of food grains was 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, 0.59 lakh M.T of food grains was utilized.

BAZAR, SARAK, PANI

8.14 The State Government has made a shifted approach in implementation of SGRY programme for last three years in order to build village infrastructures 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. During 2006-07, against the target of 1636 shop rooms, 865 shop rooms have been completed with an expenditure of Rs.520.71 lakh. Under Sadak Yojana, 12,687 concrete roads with drains comprising 4,492.86 km. and 15,460 nos. of other rural roads with length of 6,851.22 km. have been completed with an expenditure of Rs.513.26 crore. Similarly, under Pani Yojana, construction / renovation of 1,351 big tanks and 4,251 other ponds/tanks of G.P. have been completed with an expenditure of

Rs.131.28 crore. The same has been presented at Table 8.5 below.

Table – 8.5
Achievement under Bazar, Sadak and Pani.

Component	2004-05	2005-06	2006-07
Bazar Component			
i) No. completed	10177	5964	865
ii) Expenditure (Rs. in crore)	43.97	22.70	5.21
iii) No. allotted to beneficiaries		1571	274
Saraka Component			
i) No. completed	23708	29191	28147
ii) Road length (in kms.)	7082	9542	11344
iii) Expenditure (Rs. in crore)	333.34	445.79	513.26
Pani Component			
i) No. completed	1777	1887	5602
ii) Water Area (in hect.)	9224	3204	3795
iii) Expenditure (Rs. in crore)	18.93	30.00	131.28

Source: Panchayati Raj Department, Govt. of Orissa.

NATIONAL RURAL EMPLOYMENT GUARANTEE ACT

8.15 NREG Act is a land mark in the history of economic development. It aims at social equity and justice ushering in fundamental changes in villages. The Act commenced from 2nd February 2006 in 200 districts all over the country, including 19 districts of Orissa. SGRY and NFFWP have been subsumed under NREGA in these districts. Under Sec-4 of the Act, the State Govt. shall formulate an Employment Guarantee Scheme for implementation of the Act following the guidelines prepared as NREGS (National Rural Employment Guarantee Scheme) by the Central Govt.

8.16 The objective of the Act is to provide enhancement of livelihood security to the rural households by guarantying at least 100 days of wage employment in a year to every household whose adult member volunteer agree to do unskilled manual work. Besides, a durable asset is to be created by implementation of the Act, to strengthen the livelihood resource base of the rural poor. It is a Centrally Sponsored Scheme with the funding shared between the Centre and the State. The Centre will bear the entire cost of wages of unskilled manual workers and 75% of the cost of materials and wages of skilled and semiskilled workers, the State Govt. will bear 25% of the cost of the material, and wages of skilled and semiskilled workers. In case of failure to provide employment within the stipulated period, i.e., within 15 days from the date of application, unemployment allowance has to be paid and the same is to be borne by the State Govt.

8.17 The Gram Panchayat has a pivotal role in its implementation. It is responsible for planning, registration, issuing job cards, allocating employment, executing 50% of the works and its monitoring, supervision and social audit.

8.18 The State Government has accorded highest priority for implementation of the scheme in this State. The schemes came into existence in the State in March, 2006 and the

achievement under this scheme during 2006-07 are as follows.

A. Financial Performance	2006-07
i) Total fund available under the scheme	Rs.890.19 cr.
ii) Expenditure	Rs.733.47 cr.
B. Utilisation of Food grain	
i) Total food grain available	59353.00 MT
ii) Food grain utilised	59113.64 MT
iii) Percentage of utilisation	99.6%
C. Employment Generation	
i) No. of household registered	2593194
ii) Employment generation (in lakh person days)	
Scheduled Caste	189.06
Scheduled Tribe	393.87
Other Castes	216.41
Total	799.34

Source: Panchayati Raj Department.

REHABILITATION OF BONDED LABOURERS

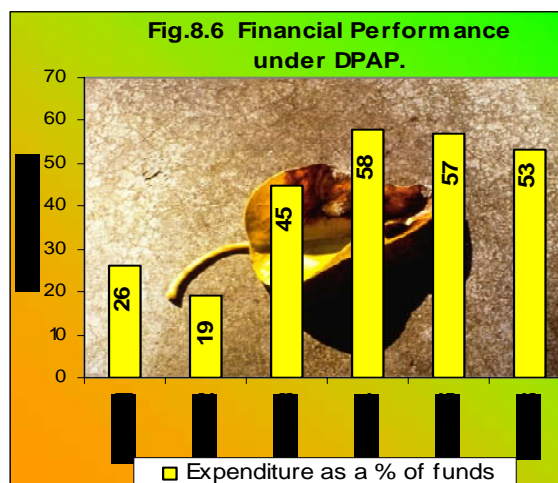
8.19 With the enactment of Bonded Labour Abolition Act, 1976, all bonded labourers stood free and were discharged from any obligation to render any bonded labour. Their debts got automatically liquidated. A Centrally Sponsored Plan Scheme was launched in 1978-79 on a 50:50 cost sharing basis between the State Government and the Government of India to identify, release and rehabilitate bonded labourers.

DROUGHT PRONE AREA PROGRAMME (DPAP)

8.20 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, Baragarh, 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. Out of total 1,319 Micro Watershed projects, 192 were sanctioned prior to 1.4.2000 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 bases at a new cost norm of Rs.6000/- 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.93.54 crore have been released from Govt. of India share and Rs.41.36 crore as Govt. of Orissa share till March, 2007. An amount of Rs.115.80 crore has been spent in treating 2.14 lakh hectares during 2006-07. It has been programmed to treat 35,000 ha. during 2007-08 with an expenditure of Rs.41.99 crore.

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



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

Table 8.6
Financial Performance under DPAP,
2001-02 to 2006-07.

(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	NR	21.75	

Source : 1. Agriculture Department, Govt. of Orissa
2. Director, Watershed Mission, Orissa.
NR = Not Reported

LAND TO LANDLESS

8.22 Management of land and its distribution to the needy persons are the foremost responsibilities of the State Government, Government land up to four decimals is being provided as homestead land to landless persons for house site purpose since 1974-75. About 2.49 lakh landless families have been identified in the state. The Project "Vasundhara" is being implemented in the state since 2005-06. During 2006-07, 98,774 landless families including 46,196 ST, 25,721 SC have been provided with house-sites under the project "Vasundhara".

8.23 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 the landless families

for agricultural purpose. Since inception (1974-75) till the year 2006-07, about 1,59,384.329 acres of ceiling surplus land has been distributed among 1,42,616 landless beneficiaries as detailed below.

Category	No. of Beneficiaries	Land distributed
ST	52934	Ac 66,302.646
SC	48704	Ac 51,108.763
Others	40978	Ac 41,972.920
Total	142616	Ac 1,59,384.329

8.24 During 2006-07, Government waste land to the extent of Ac 4,051.851 has been distributed among 4,438 land less families for agricultural purpose. Out of this, Ac 2,063.922 has been given to 2096 ST families, Ac 1,078.350 to 1,145 SC families and Ac 909.579 to 1,197 landless families belonging to other categories. Since inception till end of 2006-07, about 7,36,491.989 acres of government waste land has been distributed among 4,78,469 families as detailed below.

Category	No. of Beneficiaries	Land distributed
ST	231630	Ac 384364.264
SC	104235	Ac 17557.922
Others	142604	Ac 176551.804
Total	478469	Ac 736491.989

8.25 Bhoodan Yojana Samities were reconstituted in March, 2004. As per the report of the Samiti, Ac 6,38,706.50 dec. of land collected as donation and out of which Ac 5,79,994.21 dec. land have already been

distributed among 1,52,852 landless persons by the end of 2006-07.

URBAN POVERTY

8.26 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 1999-00, the percentage of population below the poverty line in urban areas of the State was 42.83, bulk of such population belongs to urban slums.

SWARNA JAYANTI SAHARI ROZGAR YOJANA (SJSRY)

8.27 This is a Centrally Sponsored Plan Scheme funded on 75: 25 bases 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 or through wage employment. The target group comprises of urban poor having

monthly per capita income below Rs.287/- with special focus on women, SC, ST and disabled persons. This programme consists of special schemes namely: (i) Urban Self-Employment Programme (USEP), (ii) Urban Wage Employment Programme (UWEP) and (iii) Development of Women and Children in Urban Areas (DWCUA).

8.28 Urban Self Employment Programme (subsidy) 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 training is also being given to the urban poor relating to servicing, manufacturing as well as in local craft. Besides, the programme also focused on unemployed women and children in groups for economic activities suited to their skill aptitude and local condition through a special component called Development of Women & Children in Urban Areas (DWCUA).

8.29 The Urban Wage Employment Programme (UWEP) aims at creating opportunities for wage employment for the urban poor through creation of, socially and economically useful, public assets. The progress of SJSRY for 2005-06 and 2006-07 is given in Table 8.7.

Table – 8.7
Progress of SJSRY in Orissa.

Activities	2005-06	2006-07
Urban Self Employment Programme (s)		
i) No. of beneficiaries	3926	6361
ii) Investment made (Rs. in lakh)	106.18	269.45
Urban Self Employment Programme (T)		
i) No. of persons trained	1406	4726
ii) Investment (Rs. in lakh)	22.67	117.21
DWCUA / Thrift and Credit Societies		
i) No. of Groups formed	115	139
ii) Expenditure made (Rs. in lakh)	37.85	230.00
iii) No. of thrift and credit societies formed	101	185
iv) Expenditure made (Rs. in lakh)	14.68	56.45
Urban Wage Employment Programme		
i) Amount spent (Rs. in crore)	24375	71922
ii) Employment Generated (man-days)	43.49	274.03

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

POVERTY TASK FORCE (PTF)

8.30 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".

8.31 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 (PADMA)' 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.

8.32 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

8.33 Housing is a basic human need and 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 only 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.

8.34 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. This has brought out the housing problem in the State. Considering the magnitude of the problem, the Central Government announced a National Housing and Habitat Policy which aims at providing "Housing for All" by the end of the Tenth Plan period. 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 are implemented by Panchayati Raj Department, the Urban Housing Schemes is being implemented by Housing and Urban Development Department.

A. RURAL HOUSING PROGRAMME

8.35 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.

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

8.36 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 man 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 handicap.

8.37 Against the target for construction of 80,228 houses under IAY (Normal), 79,668 houses have been completed during 2006-07, showing an achievement of 99% with an expenditure of Rs.21,026.71 lakh. Physical and financial achievement under IAY (Normal) scheme from 2001-02 to 2006-07 are given in Table 8.8

Table – 8.8
Physical & Financial Achievement
under IAY.

Year	Physical Target (Nos.)	Houses completed (Rs. in crore)	Achievement as % of target	Released (Rs. in crore)	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

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

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

8.38 Government of India have sanctioned 4923 additional IAY for flood victims out of 5% allocation earmarked for Natural Calamities Victims. By the end of 2006-07, about 4,651 houses have been completed with an expenditure of Rs.930.51 lakh and construction of another 135 houses is under progress.

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

8.39 Govt. of India has allotted 6 lakh additional Indira Awas houses to the cyclone victims whose houses were severely damaged in Super Cyclones, 1999. Against the allotment of 6 lakh additional IAY houses, 5,94,475 houses have been completed utilizing Rs.1,307.96 crore by end of 31st March 2007.

8.40 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 2006-07, 99852 houses have been completed with an expenditure of Rs.219.88 crore showing an achievement of 99.85%.

New Initiative:

8.41 In order to impart transparency to the selection process, a permanent IAY waiting list based on the result of BPL census, 2002 has been prepared which will be in force from 2006-07 for a period of 5 years. The list will be displayed at every Gram Panchayat and will go through a three stage appeal process. It is expected that this measure will end any arbitrariness or malpractices in the selection process of beneficiaries.

(iv) Pradhanmantri Gramodaya Yojana (Gramin Awas)

8.42 To provide dwelling units to poor BPL category households of rural areas is the prime objective of this scheme. This is a Central Assistance scheme. The unit cost and selection of beneficiaries is similar to IAY target groups. The scheme has been closed since 2004-05. During 2006-07, 26 numbers of houses have been completed under this scheme by utilizing Rs.7.40 lakh against the total spillover target for construction of 488 houses. Physical target and achievement and expenditure made under the scheme during 2001-02 to 2006-07 are given below.

Table – 8.9
Physical & Financial achievement
under PMGY(GA) scheme.

(Rs. in crore)

Year	Physical Target	Houses completed	Amount available	Expenditure made
2001-02	4722	7485	23.27	17.82
2002-03	5291	5653	11.64	10.99
2003-04	1856	3735	9.96	9.26
2004-05	1750	1673	4.50	4.16
2005-06	1020	532	1.34	1.49
2006-07	488	26	Nil	0.07

Source: Panchayati Raj Department, Government of Orissa.

(v) Orissa Rural Housing Development Corporation (ORHDC)

8.43 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. During 2006-07 no proposal has been sanctioned.

B. URBAN HOUSING SCHEMES

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

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

8.45 A new scheme "Integrated Housing and Slum Development Programme (IHSDP)" has been introduced by Govt. of India in December, 2005 with the funding pattern 80:20 between Centre and State / ULBs. 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. The scheme is applicable to all cities / towns except the cities / towns covered under “Jawaharlal Nehru National Urban Renewal Mission (JNNURM)”. The ceiling cost per unit under this programme is Rs.80,000/- out of which beneficiary

contribution is 12% for General, 10% for SC, ST, OBC, PH, BC and other weaker sections.

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

8.46 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 8.10.

Table 8.10
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

8.47 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.

