

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 has formulated, in consultation with Government of India, 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 implemented during 2006-07 on pilot basis with an out lay of Rs.20 crore for all the KBK districts. 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 Bolangir, Boudh, Deogarh, Dhenkanal, Gajapati, Ganjam, Jharsuguda, Kalahandi, Keonjhar, Koraput, Malkangiri, Mayurbhanj, Nawarangpur, Nuapada, Phulbani, Rayagada, Sambalpur, Sonapur 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 (number)		1992 Census			1997 Census		
		Total	TSP	Total	BPL	Percent	Total	BPL	Percent
				(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 3^d or higher birth order children in the family.

☞ *As against the national average of 48% current users of family planning methods, this region has only 38.73% users.*

☞ *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 Several other socio-economic indicators including population composition and density, net area irrigated, rate of fertiliser use and hospital beds available 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. Though the people have been depending on forests for their livelihood support including their needs for timber, firewood, other non-timber forest products (NTFP) and fodder for cattle, 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 of these two reasons, 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. The special plan and Biju KBK Plan aim 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, 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 operated in KBK district 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. 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:

- Food security has been ensured to 2 lakh old, infirm and indigent persons of the KBK districts annually under Emergency Feeding Programme. There is no allegation of any starvation death in KBK districts during the last 4 years.
- 9.42 lakh children in the age group 0-6 years and lactating mothers have been provided adequate nutrition under Special Nutrition Programme every year.
- 11,480 Women Self Help Groups have been assisted out of RLTAP, exclusively.
- 90 Mobile Health Units have been functioning in 80 blocks of the KBK districts and providing treatment to nearly 13 lakh patients annually at their doorsteps.
- 400 forty-seated residential hostels have been established and operationalised for improving female tribal literacy in the KBK districts. As a result of this and other initiatives, gross enrollment rates in

primary schools in KBK districts have increased to 110.36 in 2004-05 from 75.89 in 1996-97 and dropout have come down to 28.93 in 2004-05 from 57.13 in 1996-97.

- 314 Watersheds are being saturated yielding targeted benefits.
- 1.45 lakh hectares of barren forest land / degraded forests have been afforested. through 644 Van Samrakshan Samities and 167.19 lakh mandays have been generated. There is a substantial improvement in forest cover in the KBK districts.
- 645 LIPs and 26 MIPs have been constructed creating an additional irrigation potential of 16,480 ha .Irrigation potential has been increased to 33.7% in 2002-03 from 28.56% in 1998-99.
- 266 rural roads, 407 culverts and 44 nos. of bridges have been constructed.

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 for Special Plan (i.e., RLTAP) for KBK districts during the 11th Five Year Plan. An outlay of Rs.650.00 crore has been proposed under RLTAP for KBK districts for the Eleventh Five Year Plan period, 2007-12, under State Sector with flow of fund of Rs.305.90 crore and Rs.108.45 crore to TSP and SCSP respectively. The department wise and scheme wise outlays proposed for the annual plan, 2007-08 are summarized in Table 18.2.

Table - 18.2
Proposed Outlay for Annual Plan, 2007- 08
under Special Plan for KBK districts, State – Sector.

Department	Scheme / Programme	Proposed outlay	(Rs. in lakh) Flow to	
			SCSP	TSP
Agriculture	1. Development of 314 Micro Watersheds			
	a) Completion of 314 Micro watersheds	1300.00	211.34	499.20
	b) Self Employment and Farm Mechanization Programme for the poor in Watershed area			
	i) Supply of Power Tiller to SC/ST farmers	189.00	30.52	72.58
	ii) Supply of specialised Power driven Implements to SC/ST farmers	30.00	4.90	11.50
	iii) Utilization of Bio Fertilizer	40.00	6.50	15.35
	iv) Establishment of Vermicompost Units	40.00	6.50	15.35
	v) increasing Seed Replacement Ratio	91.00	14.80	34.95
	vi) Support for production / storage of onion in Western Orissa	50.00	8.08	19.22
	2. Establishment of soil testing laboratories and supply of soil testing kits	100.00	16.26	38.40
	Sub Total	1840.00	298.90	706.55
Forest & Environment	i) Afforestation under JFM mode	400.00	76.80	151.00
	ii) Livelihood option creation including medicinal plantation	200.00	28.50	77.00
	iii) Promotion of Biodiesel through Karanja Plantation	200.00	32.75	71.50
	iv) Economic Plantation	200.00	24.00	91.20
	Sub Total	1000.00	162.05	390.70
Science & Technology	Promotion of Biodiesel through Jatropha plantation	200.00	32.75	71.50
	Sub Total	200.00	32.75	71.50
Health	i) Mobile Health Unit Programme	625.00	102.11	240.00
	ii) Integrated Malaria Control Programme	160.00	26.06	59.03
	Sub Total	785.00	128.17	299.03
ST & SC Development	i) Strengthening of Educational Infrastructure	200.00	0.00	200.00
	ii) Sports and Games intervention in Tribal schools	100.00	0.00	100.00
	iii) Maintenance of Upgraded High schools	30.00	0.00	30.00
	iv) Construction of hostels for ST Girls	1260.00	0.00	1260.00
	v) Up gradation of High Schools to Higher Secondary Schools	480.00	0.00	480.00
	vi) Construction of hostels for ST Boys in High Schools	400.00	0.00	400.00
	vii) Provision of amenities to Tribal Hostels	100.00	0.00	100.00
	viii) Pre recruitment training camps for ST youths	30.00	0.00	30.00
	Sub Total	2600.00	0.00	2600.00
Works	Connectivity	800.00	130.00	307.00
	Sub Total	800.00	130.00	307.00
Women & Child Development	i) Emergency Feeding Programme	2050.00	376.02	508.74
	ii) Reduction of Malnutrition and Child Mortality	230.00	37.00	88.00
	iii) Mobility Support to Anganwadi Workers / ANMs	50.00	8.00	19.00
	Sub Total	2330.00	421.02	615.74
Water Resources	i) Biju Krushak Vikas Yojana (BKVV)	700.00	45.00	261.00
	ii) Improvement of Traditional Water Bodies	200.00	26.10	173.90
	iii) Incentives for livelihood and infrastructure support to Panipanchayats	100.00	19.00	43.00
	Sub Total	1000.00	90.10	477.90
Industries	Promotion of Employable skills and vocational training of unemployed youth	600.00	99.40	233.70
	Sub Total	600.00	99.40	233.70
Planning & Coordination	i) Construction of Residential Clusters	1150.00	186.83	441.60
	ii) Support to the High Power Employment Mission for Augmenting Self employment Opportunities	100.00	16.00	38.00
	iii) Special Connectivity for KBK	445.00	73.00	171.00
	iv) Special Human Development Programme through PHDMA	50.00	8.00	19.00
	v) A Corpus for studies for system improvement, Awareness, Seminars, Evaluation and IEC activities through CA, KBK / PHDMA.	100.00	16.17	38.40
	Sub Total	1845.00	300.00	708.00
Grand Total		13000.00	1662.39	6410.12

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 restore the original allocation of Rs.250 crore per annum and for continuance of the schemes / programmes, the State Government have launched the Biju KBK plan for KBK districts with annual allocation of Rs.120 crore during 11th Five Year Plan out of state plan resources. The funds under Biju KBK plan shall be used as an additional allocation to fill 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, and*
- iii) *Improving the quality of life of the local people and bringing the region at par with other developed regions*
- 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 an 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. As such, Rs.20 crore was provided to all the KBK districts during the year 2006-07. Out of Rs.20.00 crore, Rs.3.00 crore each was allocated to Koraput, Balangir and Kalahandi districts, Rs.2.50 crore each to Nabarangpur and Rayagada districts and Rs.2.00 crore each to Malkangiri, Subranapur and Nuapada districts. An outlay of Rs.120.00 crore was allocated for 2007-08. The funds under Biju KBK plan during 2007-08 are being spent primarily on schemes relating to Bijli, Sadak and Pani, i.e., village electrification including street light, construction of concrete roads within the village or any other form of connectivity and creation of irrigation/ drinking water source.

BACKWARD REGIONS GRANT FUND (BRGF)

18.14 A new initiative called "Backward Regions Grant Fund" (BRGF) has been launched 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.*

18.15 Government of India has included 19 districts of Orissa under BRGF and each of those districts shall receive SCA of the orders of Rs.15.00 crore per annum depending on population and area of districts. The scheme will continue in the 11th plan period.

18.16 In order to undertake schemes to be proposed under district plans, an outlay of Rs.324 crore has been proposed for the year 2008-09 with a flow of fund of Rs.60.69 crore and Rs.58.92 crore to TSP and SCSP respectively. The Action Plans relating to schemes BRGF will be formulated and implemented at the district level.

BACKWARD DISTRICTS INITIATIVE UNDER RSVY

18.17 Planning Commission, Government of India, have launched "Backward District Initiative" (BDI) under Rashtriya Sama Vikas Yojana (RSVY) during 2003-04 to accelerate overall development of identified backward districts and districts affected by Naxalite activities /left-wing extremism. The objectives of this component are to address the problems of low agricultural productivity,

unemployment and available critical gaps in physical and social infrastructure. By the end of 2005-06, five districts of Orissa have been included under BDI of RSVY, out of which Ganjam and Mayurbhanj districts were included in 2003-04 and Gajapati, Keonjhar and Sundargarh districts in 2004-05. The State Government have received SCA of Rs.161 crore under this programme till end of December, 2006.

GOPABANDHU GRAMIN YOJANA (GGY)

18.18 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.

SPECIAL CENTRAL ASSISTANCE FOR TSP AREAS

18.19 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 including Rs.77.00 crore for 2007-08.

THE WESTERN ORISSA DEVELOPMENT COUNCIL (WODC)

18.20 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, Sonepur, 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.50.00 crore for 2007-08.

GRANTS UNDER ARTICLE 275(1) OF THE CONSTITUTION

18.21 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. An outlay of Rs.201.14 crore has been proposed in the Eleventh Five Year Plan (2007-12) for creation of infrastructure in TSP area as well as setting up of model schools, out of which Rs.40.00 crore allocated for the year 2007-08.

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