



Government of Odisha



***State
Initiatives*** to meet the
Developmental Challenges



*State
Initiatives* to meet the
Developmental Challenges

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BHUBANESWAR

Dated 02/07/14

Message



Overcoming poverty and deprivation demands creation of a virtuous cycle of growth and development. We have been focusing on fulfilling the basic responsibilities of the State towards the citizens, particularly fulfilling the right to livelihood, right to education and health care which necessitated design of appropriate programmes and investments. At the same time, we lay emphasis on improving productivity, strengthening infrastructure base and ensuring social safety nets for the marginalized to make the process of growth and development inclusive. Programmes and schemes launched by the State Government in the last few years is a reflection of our commitment to the people. The publication "**State Initiatives to Meet the Developmental Challenges**" brings out the objective, outreach and impact of major programmes of the State Government. I am sure, this publication will be of great use in the hands of development planners and other informed readers who take interest in development discourse for the State.

(Naveen Patnaik)



Date 02/07/14

Message



The Programme Performance and Outcome Monitoring Unit of Finance Department has been established and made functional as per the mandate of the Budget Speech of 2013-14. It serves as a common facility for all the Departments of Government and renders assistance in development of a Monitoring, Evaluation as well as Outcome and Impact Assessment Framework for various schemes. It will also help in documentation and act as Data Repository, Information Dissemination Unit on best practices on flagship schemes. The unit will undertake Procurement of Services of External Agencies to carry out Monitoring & Evaluation and Outcome & Impact Assessment Analysis. The unit will also provide necessary support to the Departments in building up capacity for formulation of Outcome Budget and concurrent support for effective implementation of Outcome Budget.

In its endeavor to accomplish the task assigned, the Programme Performance and Outcome Monitoring Unit, Finance Department have prepared the document '**State Initiatives to Meet the Developmental Challenges**' on State Flagship Schemes after incorporating the feedback received from concerned implementing Departments. This publication will be an informed document for development planners, practitioners, administrators and members of civil society who could play an important role in better implementation of the schemes with their valuable inputs.

I laud the efforts of Programme Performance and Outcome Monitoring Unit and all those who have played their part in bringing out this publication.

(Pradip Kumar Amat)

J. K. Mohapatra, IAS
Chief Secretary, Odisha



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Bhubaneswar, the 30th June, 2014

Message



I am happy to note that Finance Department is bringing out a publication "**State Initiatives to Meet the Developmental Challenges**". Various initiatives of the State Government are designed to meet development goals of the State. Important schemes and programmes launched by the State Government have been documented in this publication to serve as a handbook for development planners, practioners and members of the civil society. Further, it is also an attempt to capture the impact of the schemes as well as challenges faced in implementation and sustainability in the long run.

I commend the efforts of Programme, Performace and Outcome Monitoring Unit (PPOMU), Finance Department, Government of Odisha in bringing out this publication.

(J.K. Mohapatra)





Foreword



Development planning demands a definite and strategic approach to address critical issues. In recent years, while planning and implementing the development schemes, the State Government has adopted a very focused approach and invested significant public resources in a numbers of programmes. The pace of development in Odisha has been faster than the national average and reflected in faster reduction of proportion of population living below the poverty line.


Initiatives of the State Government in recent past is focused on creating a conducive infrastructure base, enhancing productivity, more particularly of the agriculture sector, social mobilization on very critical aspects, thereby fulfilling basic rights.

“State Initiatives to Meet the Developmental Challenges” contains detailed information about State Flagship Schemes. This publication originates from the contemplation of our Chief Secretary who entrusted the task of preparing a presentable and readable document on State Flagship Schemes for the informed readers to Programme Performance and Outcome Monitoring Unit (PPOMU), Finance Department. My colleagues in the Finance Department and the team of PPOMU have contributed to the whole process of planning and design of the document.

It would have been difficult to complete this publication without the support received from the Secretaries of different Departments and other key officials, who despite their busy schedules, got involved in the process and extended support by providing feedback, inputs on the draft write-ups.

The Programme Performance and Outcome Monitoring Unit (PPOMU) team members have worked hard to bring this publication out and deserve due appreciation.

I hope, this publication will be of great help to development practitioners, planners, administrators and members of the civil society.


14/7/2014
(U. N. Behera)

Abbreviations and Acronyms

AABY	Aam Aadmi Bima Yojana
AAO	Administrative Appeals Officer
AAY	Antyodaya Anna Yojana
ABC	Aerial Bunched Cable
ACA	Additional Central Assistance
AIDS	Acquired Immunodeficiency Syndrome
ANC	Antenatal Care
API	Annual Parasite Incidence
APICOL	Agriculture Promotion and Investment Corporation of Orissa Limited
APL	Above Poverty Line
ART	Anti Retroviral Treatment
ASHA	Accredited Social Health Activist
AT&C	Aggregate Technical and Commercial
AWC	Anganwadi Centre
AWW	Anganwadi Worker
AYUSH	Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homoeopathy
BCC	Behavioural Change Communication
BCM	Billion Cubic Metre
BDO	Block Development Officer
BGJY	Biju Gram Jyoti Yojana
BKGY	Biju Kandhamal O'Gajapati Yojana
BKVY	Biju Krushak Vikas Yojana
BLF	Block Level Federation
BPL	Below Poverty Line
BRGF	Backward Regions Grant Fund
BSVY	Biju Saharanchal Vidyutikarana Yojana
BSY	Biju Setu Yojana
BT	Black Topped
CAPEX	Capital Expenditure
CBO	Community Based Organisation
CC	Cement Concrete
CCA	Culturable Command Area
CD	Cross Drainage
CDPO	Child Development Project Officer
CE	Chief Engineer
CESU	Central Electricity Supply Utility of Orissa
CGWB	Central Ground Water Board
CIG	Common Interest Group

CIP	Central Issue Price
CLHIV	Children Living with HIV and AIDS
CLSRP	Canal Lining and System Rehabilitation Programme
CRP	Community Resource Person
CSP	Community Service Provider
DAPCU	District AIDS Prevention Control Unit
DBT	Direct Benefit Transfer
DDO	Drawing and Disbursing Officer
DEC	District Electrical Committee
DESI	Development Programme for Electrical System Improvement
DEO	District Education Officer
DFID	Department for International Development
DISCOM	Distribution Company
DLC	District Level Committee
DLF	District Level Federation
DLP	Defect Liability Period
DLVMC	District Level Vigilance Monitoring Committee
DoHFW	Department of Health & Family Welfare
DoWR	Department of Water Resources
DPAP	Drought Prone Area Programme
DPC	District Planning Committee
DPI	Designing, Planning and Implementation
DPR	Detailed Project Report
DRDA	District Rural Development Agency
DSE	Directorate of Secondary Education
DT	Distribution Transformer
EE	Executive Engineer
EIC	Engineer-in-Chief
ELBO	Electrical Licensing Board of Odisha
EO	Extension Officer
EPC	Engineering, Procurement and Construction
FC	Finance Commission
FHW	Female Health Worker
FPS	Fair Price Shop
FS&CW	Food Supplies & Consumer Welfare
GGY	Gopabandhu Gramin Yojana
GIS	Geographical Information System
GKS	Gaon Kalyan Samiti
GoI	Government of India
GP	Gram Panchayat
GPLF	Gram Panchayat Level Federation
GPS	Global Positioning System
GSDP	Gross State Domestic Product



GSSK	Gram Sabha Shasaktikaran Karyakram
GWS&I	Ground Water Survey & Investigation
H&FWD	Health & Family Welfare Department
H&UD	Housing & Urban Development
HBNC	Home-based Newborn Care
HDPE	High Density Polyethylene
HH	Household
HIV	Human Immunodeficiency Virus
HLL	Hindustan Lever Limited
HP	High Pressure
HR	Head Regulator
HT-VT	High Temperature Vertical Turbine
IAP	Integrated Action Plan
IAY	Indira Awas Yojana
ICDS	Integrated Child Development Services
ICT	Information and Communication Technology
IDCO	Odisha Industrial Infrastructure Development Corporation
IEC	Information Education Communication
IFAD	International Fund for Agricultural Development
IGA	Income Generation Activity
IGMSY	Indira Gandhi Matritva Sahyog Yojana
IGNDPS	Indira Gandhi National Disability Pension Scheme
IGNOAPS	Indira Gandhi National Old Age Pension Scheme
IGNWPS	Indira Gandhi National Widow Pension Scheme
IGP	Income Generation Programme
IHHL	Individual Household Latrine
IRD	Integrated Rural Development
ISI	Indian Standards Institute
IT	Information Technology
ITDA	Integrated Tribal Development Agency
ITN	Insecticide Treated Net
IWDP	Integrated Wastelands Development Programme
KBK	Koraput, Balangir and Kalahandi
Kg	Kilogram
Km	Kilometre
KV	Kilo Voltage
KW	Kilo Watt
LLIN	Long Lasting Insecticidal Net
LPG	Liquefied Petroleum Gas
LST	Livelihoods Support Team
LT	Low Tension
M&E	Monitoring and Evaluation
MBPY	Madhu Babu Pension Yojana
MCH	Mother & Child Health

MDG	Millennium Development Goal
MDM	Mid Day Meal
MGNREGS	Mahatma Gandhi National Rural Employment Guarantee Act
MHU	Mobile Health Unit
MLA	Member of Legislative Assembly
MIS	Management Information System
MoRD	Ministry of Rural Development
MoRT&H	Ministry of Road Transport & Highways
MP	Member of Parliament
MPHW(F)	Multi Purpose Health Worker (Female)
MU	Million Units
MVSN	Mahila Vikash Samabay Nigam
MW	Mega Watt
MWS	Micro Watershed
NABARD	National Bank for Agricultural and Rural Development
NESCO	North Eastern Electricity Supply Company of Odisha Limited
NAC	Notified Area Council
NGO	Non-Government Organisation
NMMI	National Mission on Micro Irrigation
NRHM	National Rural Health Mission
NRSA	National Remote Sensing Agency
NSAP	National Social Assistance Programme
O&M	Operation and Maintenance
ODR	Other District Road
OERC	Odisha Electricity Regulatory Commission
OHPC	Odisha Hydro Power Corporation
OHSP	Odisha Health Sector Plan
OLIC	Odisha Lift Irrigation Corporation
OLM	Odisha Livelihood Mission
OPTCL	Odisha Power Transmission Corporation Limited
OPWD	Orissa Public Works Department
ORLP	Odisha Rural Livelihoods Programme
ORS	Oral Rehydration Salt
OSACS	Odisha State AIDS Control Society
OSCSC	Odisha State Civil Supplies Corporation
OSIC	Odisha Small Industries Corporation
OSWSM	Odisha State Water and Sanitation Mission
O TELP	Odisha Tribal Employment and Livelihood Programme
OWDM	Odisha Watershed Development Mission
P&C	Planning and Coordination
PDS	Public Distribution System
PESA	Panchayat Extension to Scheduled Areas
PHC	Primary Health Centre



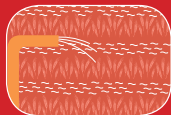
PIA	Project Implementing Agency
P1	Percentage Rate Contract
PLIP	Private Lift Irrigation Point
PMC	Project Management Committee
PMGSY	Pradhan Mantri Gram Sadak Yojana
PMU	Project Management Unit
PNC	Postnatal Care
PPP	Public Private Partnership
PR	Project Report
PRA	Participatory Rural Appraisal
PRI	Panchayati Raj Institution
PS	Panchayat Samiti
PSCC	Pre-stressed Cylindrical Concrete
PSU	Public Sector Unit
PTG	Primitive Tribe Group
PVC	Polyvinyl Chloride
PVTG	Particularly Vulnerable Tribal Group
PWD	Public Works Department
RBSK	Rashtriya Bal Surakshya Karyakrama
RCC	Reinforced Cement Concrete
RCH	Reproductive & Child Health
RD	Rural Development
RF	Revolving Fund
RFS	Rural Financial Services
RGGVY	Rajiv Gandhi Grameen Vidyutikaran Yojana
RIDF	Rural Infrastructure Development Fund
RLTAP	Revised Long Term Action Plan
RoRC	Rice for Olive Ridley Conservation
ROW	Right of Way
RSBY	Rashtriya Swasthya Bima Yojana
RTGS	Real Time Gross Settlement Systems
SBI	State Bank of India
SC	Scheduled Caste
SCA	Special Central Assistance
SCADA	Supervisory Control And Data Acquisition
SCP	Scheduled Caste Plan
SCSP	Scheduled Caste Sub-Plan
SDO	Sub Divisional Officer
SE	Superintending Engineer
SHDP	State Highways Development Programme
SHG	Self Help Group
SLVMC	State Level Vigilance Monitoring Committee
SOUTHCO	Southern Electricity Supply Company of Orissa Limited
SMDC	School Management Development Committee

ST	Scheduled Tribe
T&D	Transmission and Distribution
TAC	Technical Advisory Committee
TASP	Tribal Area Sub-Plan
TFC	Twelfth Finance Commission
TMST	Technical and Management Support Team
TPDS	Targeted Public Distribution System
TPIE	Third Party Independent Evaluation
TRIPTI	Targeted Rural Initiatives for Poverty Termination and Infrastructure
TSA	Technical Support Agency
TSC	Total Sanitation Campaign
TSP	Tribal Sub-plan
UG	User Group
ULB	Urban Local Body
VBDCP	Vector Borne Disease Control Programme
VDA	Village Development Association
VDC	Village Development Committee
VDLP	Village Development Livelihood Plan
VEC	Village Education Committee
VHND	Village Health and Nutrition Day
VLL	Village Level Leader
VRB	Village Road Brigade
W&CD	Women & Child Development
WDC	Watershed Development Committee
WDT	Watershed Development Team
WESCO	Western Electricity Supply Company of Odisha Limited
WODC	Western Odisha Development Council
WODF	Western Odisha Development Forum
WORLP	Western Orissa Rural Livelihoods Project
WR	Water Resources
WSHG	Women Self Help Group



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Jalanidhi:

Harnessing Ground and Surface Water for Agriculture

The State of Odisha, bestowed with vast natural endowments is predominantly agrarian. The agriculture and allied sectors contribute about 17.49 per cent of the Gross State Domestic Product (GSDP) and continue to be the backbone of the State's rural economy. It provides employment, both direct and indirect, to about 60 per cent of the total workforce. Therefore, the economic advancement of the State depends to a large extent on the development of the agriculture and allied sectors. However, land is becoming increasingly scarce on account of an ever-burgeoning population, frequent diversions of land holdings and the scope for extending the area under crop production being limited. The emphasis, however, is on increasing productivity per unit of land area and increasing cropping intensity by providing irrigation facilities.

Irrigation is the key input for increasing agricultural production. Currently, irrigation facility in the *Kharif* season is available to only 34 per cent of the cultivated land. Keeping this in view, the State Government has taken loans from National Bank for Agricultural and Rural Development (NABARD) under Rural Infrastructure Development Fund (RIDF) for providing subsidies to farmers so as to encourage them to sink shallow tube wells, dug wells, bore wells, river lift/surface lift on their own field. The subsidy is up to 50 per cent on shallow tube wells, dug wells, bore wells, river lift/surface lift project limited to ₹ 20,000, ₹ 50,000, ₹ 50,000 and ₹ 40,000 respectively. The State initiated a major programme to establish 1.26 lakhs Private Lift Irrigation Points (PLIPs) during the 12th Five Year Plan under the '*Jalanidhi*' scheme, for creation of irrigation facilities for more than two lakh hectares. The Agriculture Department, Government of Odisha acts as the nodal department for implementation of the scheme.

Objectives: The objective of the scheme is creation of a captive irrigation source in fields belonging to farmers by exploiting ground water and surface water sources.



Who benefits: Beneficiaries of the scheme include any individual farmer/group of farmers/registered NGOs/companies encouraging contract farming in fields belonging to farmers.

Coverage/Outreach: The scheme is currently operative in all 30 districts of the State. A sum of ₹ 125 crores has been proposed in the Annual Plan 2013-14 for taking up 37,009 irrigation projects. From inception of the scheme in 2001-02 till date, the cumulative expenditure is around ₹ 262.15 crores.

Components: The components of the scheme include installation of shallow tube wells/bore wells/dug wells and river/surface lift to accelerate irrigation facilities. These lift irrigation sources can be taken up under the scheme only when these are meant for irrigation purpose exploiting ground water and surface water. The feasibility of the different structures is defined as:

Dug wells: Dug wells are recommended in hard rock and marginal alluvial areas.

Shallow tube wells: Tube wells are sunk in alluvial areas including inland river basins.

Bore wells: Bore wells are installed in fractured and fissured hard rock

Surface lift: The water balance of the sources (*river/nallah*) may be insisted upon and 50 per cent of the flow during winter/summer can be lifted leaving the balance for downstream use.

Implementation: The scheme modalities include the following steps:

- Farmer applies online choosing self/executants (applied by the Directorate)
- Executant verifies the field and uploads the location photo in Global Positioning System (GPS) camera. For self cases, Administrative Appeals Officer (AAO) does the same
- The AAO fills up the data and generates the go-ahead letter within seven days of field verification
- Executant/AAO completes the execution in their on-line field
- AAE inspects the completed project, uploads the photo and agrees to the GPS location and submits the subsidy claim
- Agriculture Promotion and Investment Corporation of Orissa Limited (APICOL) cell through the designated bank credits the subsidy through Real Time Gross Settlement Systems (RTGS) in the executant/self account.

Roadblocks/Challenges: The scheme is in vogue since 2001-02 through assistance from NABARD under RIDF. Optimal utilisation of ground water potential, maintenance of already executed PLIPs and energisation aspects are the major challenges.

Current and future prospects: Substantial increase in agricultural production and productivity by supplementing irrigation/increasing irrigation potential (the most important input for crop production) by harnessing ground/surface water particularly in water scarce pockets of the State. This has enabled increasing standard of life in the context of agriculture professionals taking pride by adapting profitable and commercially viable agriculture practices. People engaged in this primary sector will not feel shy of taking agriculture as their profession.



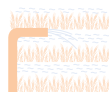
Biranchi Bhoi of Sialbahali village, Jhankarpali *panchayat* of Balangir district installed a deep bore well in his agricultural field during the year 2008-09. It was a successful deep bore well project fitted with a 3.0 HP, 3 phase Texmo submersible pump set having a discharge capacity of 3.5 Lps. Though there was scarcity of ground water in most parts of the district, the 37-year farmer considered himself fortunate. During the *Rabi* season, he cultivated watermelon and vegetables on trial basis in about three acres of land, with the help of water available from the deep bore well project. He earned a handsome profit of ₹ 30,000 from his crops. Later, during the *Kharif* season, he had taken up paddy cultivation in two acres, tissue culture and banana in two acres, brinjal in two acres and tomato in one acre of land with the help of the bore well water supply. In addition, the bore well project also provided irrigation to one acre of sugarcane crop raised by his younger brother. Realising the importance of every drop of water in this drought prone area, Biranchi Bhoi skillfully managed the distribution of irrigation water through polythene pipes. *"...my fellow farmers are desperate because of a drought like situation in the village but I can still manage a smile by looking at my green fields..... thanks to this bore well project"*, reiterates a beaming Biranchi Bhoi.



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Deep Borewell Secha Karyakram: Utilising Ground Water in Hard Rock Areas for Irrigation



“Before installation of borewell projects in my village, I could cultivate only paddy during the Kharif season on my entire land of 12 hectares, as it was solely dependent on rain water. However, now I can produce many cash crops besides cultivating traditional crops,” shares a beaming Damburu Mali, the privileged farmer from Churahandi village under Sindhigam GP of Nawrangpur district. The problem of water scarcity has been addressed by the introduction of *Biju Krushak Vikas Yojana (BKVY)-Deep Borewell Secha Karyakram*, implemented by the Odisha Lift Irrigation Corporation (OLIC) Limited under the Department of Water Resources, Government of Odisha. Irrigation facility not only helps in increasing agricultural productivity but provides livelihood support to many in rural areas of the State.

Objective: The purpose of this state-funded scheme is to provide assured irrigation facilities for at least two hectares of agricultural land in the *Rabi* season and 10 hectares protective irrigation during the *Kharif* season. This was achieved through installation of borewells in hard rock areas for farmers individually or jointly along with electrical sub-station and power line, mostly in blocks which have less than 35 per cent irrigation coverage. The ayacut area may increase depending on actual yield of each borewell, and the basis for identification of such blocks is subject to feasibility based on ground water data available from Central Ground Water Board (CGWB), Directorate of Ground Water Survey & Investigation (GWS&I), and National Remote Sensing Agency (NRSA). The initial proposition was to instal around one lakh borewells in the next four years with an outlay of about ₹ 3,000 crores which would irrigate two lakh hectares in the *Rabi* season, besides giving protective irrigation to about 10 lakh hectares in the *Kharif* season.

Who benefits: Any cultivator owning a minimum of one acre of cultivable non-irrigated land within the ayacut area of five acres is eligible to apply under the scheme. The participation of farmers in the scheme was accorded high importance and a minimum of 75 per cent beneficiaries constitute mostly small and marginal farmers.



Roadblocks/Challenges: Energisation is a lagging and lengthy process, as even successfully drilled borewells are not being energised concurrently due to a severe shortage of electrical contractors in several backward districts of the State. To solve this crisis, contractors from outside the State have been roped in. Furthermore, the possibility of the introduction of a solar pumping system in borewells is being explored. However, to cope up with the massive works programme in the coming years, OLIC requires to be restructured with requisite technical and administrative manpower. The restructuring proposal, which will be implemented shortly, has been approved by the Finance Department.

Current and future prospects: *“Related to the expected aspiration level of farmers, crop productivity has actually increased many folds. Intensity of crops in the borewell irrigated land is expected to go up to even 300 per cent. Presently, the benefitted cultivators have planted sugarcane of good quality in their lands and are expecting very high returns out of it”,* declares the Assistant Engineer, Lift Irrigation sub-division, Nawrangpur district. Due to the abundance of ground water potential in the 26 hard rock areas of the State (except in a few pockets/blocks), a large number of borewells is being installed for ground water exploitation. Although the reach of each borewell is about two hectares, it can endow protective irrigation to more than 10 hectares of *Kharij* crops using conveyance pipes (820 feet) under NMMI. Each beneficiary receives 820 feet detachable pipes with nine sets of sprinklers for a single borewell, free of cost. Hence the water use efficiency has increased substantially as conveyance loss is minimum. During a drought situation, farmers living within the command area of the borewell can share water among themselves using the pipes. As a result, beneficiaries can harvest three crops a year which has the capacity to greatly enhance agricultural productivity and double economic benefits. The State Government continues to attach high priority to create irrigation potential as well as optimally utilise available water resources. In order to safeguard against depletion of ground water and reduce related environmental impacts, thousands of check dams are being constructed in the identified districts for better water conservation.

CONTACT

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Mega Lift Scheme: Irrigation for Upland Areas



The water resources sector in the State has undergone a major change in its approach. From being a mere provider of water, it has moved into a paradigm of sustainable water resources management with a focus on people's participation by way of Participatory Irrigation Management. Starting from a few pilot projects, it has now been extended as a policy to the entire water resource sector encompassing major, medium, minor (flow) and lift irrigation projects.

At present, irrigation facilities have been provided to nearly 50 per cent of the total cultivable area of the State. The remaining cultivated lands are rain-fed and exposed to erratic rainfall for which agricultural production in the State is adversely affected. Further, there is a wide difference in geographical distribution of irrigation facility in the State. Some blocks have more than 50 per cent irrigation facility, whereas some other blocks have less than five per cent irrigation facility. To rationalise the irrigation development in the State, a programme was designed and initiated during 2005-06 for providing irrigation facilities to at least 35 per cent of the cultivable area of every block during the 12th Plan Period. Out of 314 blocks in the State, 198 blocks are identified as having less than 35 per cent irrigation facilities.

To achieve the objective within a short period, new schemes with a short gestation period, viz., construction of check dams and deep borewells was conceptualised and initiated during the Annual Plan 2010-11 and introduction of the megalift scheme during the Annual Plan 2011-12, the latter being implemented by the Office of the Chief Engineer, Minor Irrigation (under Department of Water Resources), Government of Odisha. By the end of January 2013, 48 deficit blocks in the State have already been provided with 35 per cent irrigation facilities as a direct consequence of these initiatives.

Objectives: The basic objective of the scheme is to provide irrigation to farmers in the upland areas by lifting water from rivers and reservoirs. The scheme envisages lifting of water mostly from surface water sources to a delivery chamber at higher elevation and providing irrigation to the command below through pipes under gravity. Projects with irrigation command area within 500 to 2,000 hectares are usually taken up under this scheme.

The proposed scheme is beneficial and encouraging due to the following foreseen advantages:

- No submergence for head works
- No land acquisition for distribution system, thereby minimising public grievances/agitation
- Negligible forest clearance
- No massive structures like Cross Drainage (CD), Head Regulation (HR), Village Road Brigade (VRB) and Fall are required. Hence cost of construction is drastically reduced
- Small gestation period

- Immediate realisation of benefits
- No hue and cry from reservoir induced seismicity and water logging
- The proposed clusters being smaller are expected to suit co-operative farming and favourable for coordinated activities of *pani panchayats*

Who benefits: Farmers and share croppers in the command area of the megalift scheme benefit from the programme.

Coverage/Outreach: This scheme was launched during the financial year 2011-12 under the State plan. Initially, 174 sites in 15 clusters had been identified in Vansadhara, Indravati, Tel, Mahanadi, Brahmani, Baitarani, Budhabalanga rivers and in periphery of Hirakud and Rengali reservoirs to provide irrigation to 2,14,270 hectares of land. Currently, work in two clusters (XIV and XV) covering 28 projects is in progress with a budgetary outlay of ₹ 200 crores during 2013-14. These projects will provide irrigation to 35,450 hectares of non-irrigated land in the districts of Kalahandi, Bolangir, Subarnapur and Boudh respectively. The Cabinet has approved the scheme with an investment of ₹ 4,000 crores spread over the next five years.

Components: Each project under the scheme consists of the following components:

- **A pump house with intake pipe and intake chamber:** The pump house is a Reinforced Cement Concrete (R.C.C) frame structure to accommodate the pumps. The intake pipe consists of rows of NP3 hume pipes and connects them to the intake chamber.
- **Pumps and its accessories:** The required High Pressure (HP) of the pumps has been calculated considering the static head, friction loss and the loss in the pump house. The number of pumps varies from two to three and each pump house has a stand by pump. The HP pumps vary from 120 HP to 710 HP i.e., 90 kilowatt (kW) to 530 kW. The pumps 200 kW or less are submersible Low Temperature (LT) pumps, while pumps more than 200 kW are High Temperature Vertical Turbine (HT-VT) pumps.
- **Rising main and delivery chamber:** Water is generally pumped through the rising main to the delivery chamber located at the highest point of the command area. The rising main is an epoxy coated MS Pipe or High Density Polyethylene (HDPE) pipe with provision of air valves, sluice valves, surge protection devices and flow metres. The pipes are laid about 1.5 metres below the ground level. The delivery chamber is a circular R.C.C chamber from where the distribution main is designated to take off and supply water to the command area under gravity.
- **Distribution main and minors:** Distribution takes off from the delivery chamber and command area through Polyvinyl chloride (PVC) pipes serving as minors. The distribution main and minors with pipe diameter more than 350 millimetres (mm) consists of pre-stressed cylindrical concrete (PSCC) pipes or HDPE pipes. The PVC pipes are adopted if the pipe diameter is less than 350 mm. Outlets with hydrometers are provided to command an area of about 10 hectares. Farmers are provided with pipes and sprinkler kits to irrigate the land. The major cost of pipes and sprinklers are borne through incentives being provided to farmers through other schemes. A part of the cost i.e., ₹ 25,000 per hectare is being charged to the scheme cost. Flow metres are being installed at the head of each distribution main and minors.



Implementation: The projects are being implemented through Engineering, Procurement and Construction (EPC) contract mode. A State Level Monitoring Committee was held on 13th March 2012 under the Chairmanship of Chief Secretary, Government of Odisha to implement the Megalift Irrigation Project. In its latest form, the proposed scheme envisages creation of 2.14 lakh hectares of Culturable Command Area (CCA) through 174 pumping stations grouped into 15 clusters spread over 23 districts of the State.

Roadblocks/Challenges: The scheme is still in its nascent stage. As the scheme implementation gathers momentum and progress spreads out to different locations in the State, short term difficulties and major challenges will be recognised.

Current and future prospects: Current assessment of work progress in Cluster XIV and XV indicates that 29 independent lift points aim at providing *Kharif* irrigation only to 36,850 hectares of non-irrigated land in Kesinga, Titilagarh, Saintala, Narla, Gudvella, Deogan, Tarava and Kantamal blocks respectively, covering districts of Kalahandi, Bolangir, Sonepur and Boudh. The command area has been chosen keeping in mind lifting sources, water availability and non-interference with other irrigation schemes. The water requirement has been assessed based on the cropping pattern suggested by the State Agriculture Department. Since these areas are not covered by any major, medium and minor irrigation projects, the proposed megalift scheme will meet the objective of the local farming community for better agricultural output.

Experience has shown that wherever such benefit has been accorded to farmers, cropping intensity has gone up substantially, cropping diversification has taken place in favour of more remunerative crops and there is greater use of improved seeds, fertilisers and other inputs. In future, importance would be given for micro irrigation system for cash crops. Conservation and efficient use of water can be implemented with the help of drip and sprinkler irrigations. It is expected that marginal farmers with limited holdings and no access to irrigation facility would be enormously benefitted, in addition to big farmers, by such initiatives.

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Construction of Check Dams: Storing Water for Utility Service & Irrigation

Orissa depends largely upon the monsoon for its water resources. About 78 per cent of the total annual rainfall occurring during the period June to September is triggered by the south-west monsoon. In addition to seasonal availability, rainfall in the State also shows a spatial variation. Under normal conditions, the State receives annual precipitation of about 230.76 Billion Cubic Metres (BCM). Of the total precipitation, a part is lost by evaporation, transpiration and deep percolation and a part stored in the form of ground water reserve, while the remaining appears as surface runoff. Considering the topographical and geological limitations, 75 per cent of the average annual flow can be utilised. As per Odisha State Water Policy 2007, conservation of water is receiving priority at par with a horizontal expansion of irrigation coverage. Taking into account the limitation of storage schemes and their long gestation period, the State Government is keen to utilise a part of the surplus surface runoff flowing down to the sea through interventions such as check dams or in-stream storage structures in small rivers/streams and anicuts in bigger streams/rivers. These check dams are useful for providing drinking water supply, local community use, incidental irrigation by lift and ground water recharge. The scheme is being implemented through the existing field units of major and medium irrigation and minor irrigation sectors (under Department of Water Resources), Government of Odisha.

Objectives: Considering the advantage and multiple utility of constructing check dams (in-stream storage structures), the scheme envisages the following objectives:

- Provision of drinking water facilities in villages along both sides of the river after monsoons
- Groundwater recharge
- Provision of incidental irrigation during the late *Kharif* and *Rabi* seasons by storing water at the end of the monsoon mainly through lifting devices
- Utilisation of check dams to store or divert surplus water flowing to the sea at the end of the monsoon



- Other uses by villagers like bathing, washing, fishing, recreation etc., depending on location and potentiality

The principles and priorities mentioned below are being mostly followed while selecting locations for construction of in-stream storage structures or check dams:

- Blocks which have less than 35 per cent irrigation coverage
- Areas where farmers are using traditional irrigation by constructing temporary cross bunds on streams
- Willingness of farmers to take up Operation and Maintenance (O&M) of the structure
- Construction of new structures should not have any adverse impact on the hydrological efficacy of the existing, ongoing and future major, medium, minor (flow) irrigation and minor (lift) irrigation projects
- In-stream storage to be developed near urban centres if suitable rivers and locations are available for multipurpose domestic and irrigation use

Who benefits: Beneficiaries of the scheme include mainly farmers, along with other stake holders.

Coverage/Outreach: The scheme has been launched during the Annual Plan 2010-11 and is operational throughout Odisha. The scheme is demand based.

Funding arrangements: Funding for execution of check dams in KBK districts are met from Special Central Assistance (SCA) and Additional Central Assistance (ACA). Similarly, the State's own fund is utilised for execution of check dams in non-KBK districts.

Features of Check Dams: The main features of check dams include the following:

- Check dams, up to a height of two metres constructed across small tributaries/nallahs/drainage channels within the banks and streams in the middle and higher reaches (within approximately 50 metres width)
- Check dams in deltaic rivers/drainage channels (lower reaches) (within approximately 50 metres width)
- Storage across major rivers and streams which have higher width and huge flood water discharge

Implementation: The scheme is being implemented through the existing field units of major and medium irrigation sectors and minor (flow) irrigation sectors following standard extant codal procedures with specified stipulations. On completion, the projects are handed over to *pani panchayats*/farmer groups for proper management. Consent of farmers before, during and after completion of work is obtained and kept in the case record. Executive Engineers (EEs) are personally responsible for timely and qualitative completion of work for subsequent use for various purposes.

Separate implementation arrangements are to be made and guidelines are to be prepared for barrages/anicut across major streams and big rivers which are going to be constructed, operated and maintained by the Department.

Though the purpose of the scheme is demand driven, only hydrologically and technically feasible sites are considered by the Department of Water Resources (DoWR) and local people are consulted prior to taking any action for implementation.



Monitoring Mechanism: There is a state level monitoring committee which oversees the progress of selection of sites for in-stream storage structures and implementation of the scheme. Progress at the district level is monitored by the district level monitoring committee under the chairmanship of the Collector and District Magistrate of the district. The EE, Minor Irrigation of the district is the Member Convenor, with concerned Superintending Engineers and other concerned EEs and District Agricultural Officers as members. The progress of the activities under the scheme is monitored by the Director, Monitoring and Evaluation (M&E), office of the Engineer-in-Chief, Water Resources (WR), who prepares a consolidated progress report and furnishes it to DoWR under intimation to all Chief Engineers and Basin Managers/Chief Engineers and Engineer-in-Chiefs. Day to day progress is monitored by the regular monitoring arrangements of the department.

Roadblocks/Challenges: Though the scheme has been widely accepted by the beneficiaries throughout the State, the following challenges are encountered:

- Selection of site with due technical examination in view of successful operation
- Demand from beneficiaries based on demographic and revenue boundary limitations
- Beneficiary participation for O&M and adequate capacity building for proper O&M
- Conflict among beneficiaries for water rights
- Baseline study, documentation and evaluation of performance of the schemes
- Codification of check dams

Current and future prospects: Since inception, 4,268 check dams have been completed and 3,396 are in progress till February, 2014. Under the scheme, there is a programme to construct 30,000 check dams in the State. This will provide incidental irrigation to the area near the check dams, create additional storage capacity at the end of the monsoon to meet the requirement and recharge ground water in the vicinity.



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Canal Lining and System Rehabilitation Programme:

Increasing Water Use Efficiency



Odisha has made considerable progress in development of surface water resources. The benefits of flow irrigation are evident. However, a good number of irrigation projects (major, medium and minor) in the state are quite old and have been operating below their potential due to various reasons including lack of maintenance of the canal systems. The main canals and distribution system are not capable of carrying the designed capacity. Seepages in canals are observed near the structures, high embankments and in areas passing through permeable soils. This has resulted in the problem of unreliability in the availability of irrigation water at the farm level causing low efficiency of water usage and low productivity. Farmers in the tail end areas of the project are the worst sufferers. Sometimes, farmers of high reach areas damage the earthen canal embankment and draw excess water. To alleviate these deficiencies in the system above the outlet and for efficient management of water for irrigation, a new scheme namely 'Canal Lining and System Rehabilitation Programme (CLSRP)' is being implemented by the Department of Water Resources, Government of Odisha from the financial year 2013-14.

Objectives: The broad objective of the scheme to increase water use efficiency by supporting the action agenda of the National Water Mission and Climate Change Action Plan. The scheme has been proposed with the following specific objectives:

- To improve the performance of the irrigation system and to increase water use efficiency of canals
- To enhance water availability at the farm level and reduce seepage losses in the distribution system
- To reclaim valuable agricultural land that is becoming unsuitable for use due to water logging and salinity resulting out of seepage from canals
- To reduce the gap between irrigation potential created and irrigation potential utilised in various projects

Selection Criteria: The selection criteria for inclusion of projects/sub-projects in the scheme are as follows:

- Canal systems (main canal, branch canals, distributaries, minor canals) passing through permeable soils where substantial water is lost due to seepage and percolation. Lining in vulnerable reaches would minimise seepage and percolation loss.
- Canals not carrying the design discharge due to deterioration. Renovation of the system would improve its performance including water use efficiency.
- Canals not receiving any other form of financial assistance except O&M grant.
- Selection of projects are demand based i.e., it is based on the application of *pani panchayats*.

Who benefits: Since canal lining ensures conservation of water and can be easily maintained, the beneficiaries largely include water users i.e., the farmer community of the state and



provides protective irrigation to *Kharif* crops. Though farmers in the command area are the main beneficiaries, benefits which are going to be accrued through utilisation of the saved irrigation water by other stakeholders may not be marginalised.

Coverage/Outreach: The scheme is operational throughout Odisha and has been designed to cover around three lakh hectares ayacut in 22 canal systems in eight major, 19 medium and 214 minor irrigation projects. Till date, 46 proposals costing ₹ 992.03 crores, including 11 of the major and medium projects and 35 minor irrigation projects have been cleared by the Technical Advisory Committee (TAC) under the chairmanship of the Engineer in Chief (EIC), Department of Water Resources for inclusion under the new CLSR Programme.

Budgetary Outlay: A budgetary provision of ₹ 92.95 crores (major and medium projects - ₹ 62.95 crores, minor projects - ₹ 30.00 crores) have been proposed for the renovation of canal systems in various selected sub-projects during the current financial year. The Cabinet has approved the scheme with an investment of ₹ 1,000 crores spread over the next five years. The following table provides a snapshot of the year-wise cost break-up of the different programme components.

Year-wise and component-wise break-up of cost

(Amount ₹ in Crores)

Year/Component	2013-14	2014-15	2015-16	2016-17	2017-18
Participatory Planning	0.05	0.05	0.075	0.075	-
Infrastructure Development	70.00	105.00	140.00	175.00	210.00
System Rehabilitation	29.50	44.25	59.00	73.25	88.00
Operational Expenses	0.45	0.70	0.95	1.68	2.00
TOTAL	100.00	150.00	200.00	250.00	300.00

Components: The various components of the programme include:

- Participatory planning for project formulation
- Irrigation infrastructure development by way of re-sectioning and lining of canals
- System rehabilitation by way of re-sectioning and modernisation of canal systems and rehabilitation of structures, and
- Operational expenses including base level survey and documentation, cost of pre-project activities including preparatory activities for procurement, quality control activities, concurrent in-house monitoring and evaluation (base-level, mid-term and post project), documentation, etc.

Implementation: The Project Reports (PRs) are prepared and furnished to EIC (WR) by the concerned Chief Engineers (CE)/Chief Construction Engineers for major and medium projects. The inspection note of the concerned superintending engineers indicating present field conditions and proposed interventions in the PR is mandatory. A dedicated team is constituted by EIC, WR for examination of PRs. The note prepared by the team is placed before the respective state TAC with respect to major, medium and minor projects for consideration and clearance. After TAC clearance, the project is eligible for inclusion under this scheme. Prioritisation of the projects for implementation is made by EIC (WR) and CE, Minor Irrigation in consultation with the project authority and submitted for approval by the Department. Administrative approval is accorded by competent authority to the project approved by the DoWR.

The scheme is being implemented by existing field divisions following standard codal procedures and implementation arrangements. The budgetary provision under the State Plan is made for

execution of the projects under this scheme. After inclusion of the project under the scheme, requisite funds are provided on annual basis.

A monitoring team constituted at EIC level will monitor physical and financial progress at the field level. On successful completion of each project, a completion report is to be prepared by the field unit and will be submitted to the Department and EIC's office.

Roadblocks/Challenges: The scheme is at its inception stage and roadblocks would be identified during the course of implementation of the programme. However, a few challenges that might be encountered in the long run include the following:

- Project institutions, particularly community-based water users associations/*pani panchayats* are critical to the success of the scheme. Continuous organisational built-up and self renewal on a sustained basis is required.
- Sound fiscal conditions to sustain O&M are equally important. Beneficiary willingness to pay for set water tariffs over a longer period of time could be helpful for sustained benefits and impacts.
- Extraordinary climate events such as droughts and cyclones may affect the timely implementation of the programme.

Successfully managing/responding to these challenges would assist the command area farmers reap the benefits for a longer period.

Current and future prospects: The impact of the CLSRP will be enhanced rural economic growth through irrigated agriculture and improved water management by way of increased water use efficiency, reclamation of the valuable agricultural land water logged due to seepage from canals and uniform water availability at the farm level. Achievements intended from the scheme are as follows:

- Increase in water use efficiency by an average of 10 per cent in the sub-projects covered.
- Stabilisation of three lakh hectares of ayacut areas through improved service delivery in the whole system and providing assured irrigation to partially irrigated and fully deprived ayacut areas. This includes fully deprived ayacut areas of around 30,000 hectares, partially deprived ayacut areas of around 45,000 hectares and coverage of additional 13,000 hectares during the *Rabi* season.
- Reduction in gap between irrigation potential created and utilised in the sub-projects covered to the extent of 75,000 hectares.
- Reclamation of 5000 hectares of ayacut areas now unsuitable for agricultural purposes due to water logging and salinity.

The long term outcome will be enhanced productivity and sustainability of irrigated agriculture. This, in turn, will help in improved performance of irrigation service delivery and move towards volumetric supply of water for irrigation use.

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Odisha Tribal Empowerment & Livelihood Programme Plus:

Sustainable Livelihood Opportunity for Tribals



Removing widespread rural poverty remains an abiding challenge before Odisha. Rural poverty in the State has sharp social and occupational etchings, and a distinct regional and ecological pattern. STs and SCs are among the poorest people of the State. To address and ameliorate the sufferings of the ST communities, Government of Odisha initiated the Odisha Tribal Empowerment & Livelihoods Programme (OTELP) during 2003-04 in 358 Micro Watershed (MWS) areas covering 1,042 villages in seven south western districts of the State. The goal of the programme was to strengthen community-based institutions, promote improved natural resource management, enhance productivity and up-scale proven market-oriented production models. To achieve the aim of the programme, OTELP followed a watershed plus approach. The programme has become successful due to bottom up planning, execution and monitoring by the community, facilitated by NGOs at the field level and Integrated Tribal Development Agencies (ITDAs) at the district level. This programme is purely managed, owned and controlled by the community, forming different cadres of people's institutions at different levels.

The major achievements of the OTELP programme was creation of physical and financial assets thereby enhancing income of tribal and rural HHs and ensuring food security. Physical assets created include irrigation potential of 17,131 hectares, 362 lift irrigation units, 3,424 hectares horticulture plantation, 2,492 hectares forest and 636 km bund plantations, 11,282 hectares of fallows made farmland, 353 piped drinking water systems, 101 vermi-compost units, 79 mother units for backyard poultry, 178 broiler units, 17 power tillers, 1,207 farm ponds, 464 check dams, 165 diversion weirs, and 21 hydrams. On the financial front, SHGs have saved over ₹ 113.36 million and mobilised ₹ 104.32 million bank loans and Village Development Committees (VDCs) have ₹ 99.20 million as Rural Financial Services (RFS) corpus. In the project villages, food security has improved as a result of enhanced farm productivity, cultivation of previously uncultivated land and provision of irrigation. The Annual Outcome Survey for 2012-13 states that only six per cent project HHs reported experiencing food shortage, compared to 31 per cent in control villages. The findings also indicate that 94 per cent project HHs have more cash income compared to 84 percent from the previous year and sale of poultry, vegetables, pulses, and other crops are attributed to increased income generation.

Considering the huge dividends at the HH level and increase in natural assets, the Government of Odisha launched OTELP Plus in all 180 Tribal Sub-plan (TSP) blocks anticipating similar benefits to the HHs. The programme is being implemented by the ST & SC Development Department, Government of Odisha.

Objectives: The goal of the programme is to enable the poor tribal HHs to sustainably ensure their livelihoods and food security by promoting a more efficient, equitable, self-managed and optimum use of natural resources, off-farm/non-farm enterprise development, and accessing the rights and entitlements due to them. To achieve these goals, the following objectives have been set as immediate targets:

- Capacity building of marginal groups
- Enhancing access of poor tribal people to natural resources and increase their productivity
- Encouraging and facilitating off-farm/non-farm enterprises
- Ensuring basic entitlements of tribal HHs

Further, to achieve these objectives, the programme is expected to facilitate the following start-up measures:

- Capacity building of marginal groups as individuals and grassroots institutions
- Developing Community Service Providers (CSPs) and Community Resource Persons (CRPs)
- Enhancing access of poor tribal people to land, water and forests and increase productivity of these resources in environmentally sustainable and socially equitable ways
- Encourage and facilitate off-farm enterprise development based on the needs of poor tribal HHs

Who benefits: The proposed scheme directly responds to the Government's emphasis to support poor tribal people, women, youth and small agricultural landholders in the designated project districts. All the villagers who are the key stakeholders of the projects (under the scheme) have been proactively participating in the Participatory Rural Appraisal (PRA) exercise and taking initiatives in the development process.

Coverage/Outreach: The programme is operational in Koraput, Gajapati, Kandhamal, Kalahandi, Nawarangpur, Malkangiri, Rayagada, Keonjhar and Mayurbhanj districts of the State. There are 585 MWSs covered under OTELP Plus areas in these nine districts with 3,10,157 hectares land under treatment. For the year 2013-14, an outlay of ₹ 20 crores has been allocated in the Annual Plan. The OTELP programme being launched in the year 2003-04 and the cumulative expenditure till date is ₹ 599.97 crores. Sanctioned funds from Special Central Assistance (SCA) earmarked for TSP and Scheduled Caste Plan (SCP) have also been allocated for the scheme.

Components: Looking into the demographic profile of the area and analysing the livelihood and income base of tribal areas which is primarily based on agriculture and forests, the programme adopts a complete inclusion strategy of including total population of the villages in the proposed interventions. The project has emphasised the allocation and provision of ownership of land. Prioritising development of agricultural land with improved agriculture practices and looking into the unmet needs of rural communities, their low purchasing power and lack of alternative source of livelihood, the project has taken steps to intervene and improve tribal livelihoods through the following critical programme components:

- Programme management
- Capacity building for empowerment



Figure: Implementation Framework of OTELP Plus



- Support for policy initiative
- Production system enhancement
- Food handling
- Development initiative fund and community infrastructure fund
- Livelihood enhancement

Implementation: The ST & SC Development Department is the nodal agency to review and monitor the programme. As the programme aims at community development, community mobilisation in the right direction becomes the first step. Planning and implementation in the field is done by Community-Based Organisations (CBOs). The CBOs consist of SHG based institutions (SHG and its associated tiers e.g., cluster level federation, GP level federation), village based institutions ((*palli sabha*, Village Development Association (VDA), VDC, GKS), and producers institutions (producer groups, Common Interest Groups (CIGs), co-operatives). At the micro level, villagers are motivated to get actively involved in developing Village Development Livelihood Plan (VDLP) and facilitate for their own development. As the OTELP Plus programme is still in the probation phase, work on developing VDLP is in progress to rightly identify the vulnerable poor, moderately poor and well off people and accordingly, strategies are being drawn to implement the project for a period of three years. Bringing about a positive change in the quality of life with provision of public services and social safety net is being ensured in the programme implementation phase through convergence of funds from various departments under Government of Odisha. Allied departments of the State Government like Agriculture, *Panchayati Raj*, Rural Development and Planning & Coordination have formed a healthy synergy to coordinate and execute the programme in a holistic manner.

Roadblocks/Challenges: A few districts in the State are affected by civil unrest and left-wing extremism, which pose a threat to national security. The activities of these extremist groups sometimes prove to be disruptive for project work at the grassroots level. Other potent challenges include the uncertainty of rainfall affecting project-aided farm based livelihoods, potential conflicts between traditional tribal leaders and elected *panchayat* leaders and

members, ongoing mining activities in some tribal districts – all of which are handled through negotiation and persuasion. Better remuneration, larger project clusters and use of Technical Support Agencies (TSAs) are helping to mitigate the potential risk from scarcity of quality human resources.

Current and future prospects: The distribution of benefits of growth to poor, rural and tribal people has been limited by inadequate physical and social infrastructure, poor access to services, low investment, a highly stratified and hierarchical social structure characterised by inequalities in assets, status and power and ineffective and inefficient implementation of pro-poor programmes owing to governance failures. There is now a genuine and widespread recognition that, without inclusive growth, the social and political consequences of rising inequalities could be very adverse. With this view, the OTELP Plus programme is designed based on the successful interventions in natural resources management, agriculture productivity enhancement and livelihoods which are being implemented by tribal people with financial and technical support provided by the State Government and other donors. Widespread appreciation and accolades have been received from International Fund for Agricultural Development (IFAD), one of the donor agencies for the OTELP project, which has helped to extend and scale up the programme on a convergence mode, i.e., OTELP Plus. In practice, other State Government departments have adapted and replicated the learnings of this State initiative in their livelihood intervention plans.

The OTELP Plus programme is still in the probation phase that will continue for a period of two years. Baseline survey, using all Participatory Rural Appraisal (PRA) and management tools capturing the socio-economic status of the village, is in process, which will give a clear picture to develop project intervention strategies through VDLP. The rationale for including beneficiaries in the project development and implementation is to ensure their participation in all activities related to land and water resource development, crop diversification and productivity enhancement, income generating activities and livelihood up-scaling activities, especially through convergence with other government programmes. On an average, if a HH's food production benefits increase along with livestock products such as goat, pigs, and poultry, it will help in improving human nutrition and enhancing HH incomes. Additional benefits will also accrue from capacity building interventions under the programme.

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Jeebika - Orissa Rural Livelihood Programme:

Watershed Development – A Means to a Better Livelihood

The initiation of watershed development projects came into being because of a recognised need to improve management of the most basic of natural resources – land and water. It was also meant to eliminate the fear of uncertainty and improve the dynamism of growth-led livelihood promotion process. The Government of Odisha has been committed to address these issues and strives to accelerate its growth rate and improve its human development indicators through improved quality of public investments.

The philosophy of watershed development projects has evolved over time. The earlier focus of stand-alone geophysical initiatives has gradually shifted to a more growing awareness among policy makers and practitioners for the need to involve the community in management and maintenance of natural resources. The last decade has seen increasing decentralisation of responsibilities for management of natural resources to the community. The watershed approaches have evolved from being externally imposed biophysical interventions to its present day platforms of Integrated Rural Development (IRD). Decision makers and planners have, therefore, been seeking ways in which watershed projects can be made more relevant for the poorer and more marginalised sections of the community. The Odisha Rural Livelihoods Programme (ORLP) is one such initiative, which proposes to provide an additional livelihoods component to ongoing watershed projects in the State. Under the ORLP, the 'Jeebika' scheme is being implemented by the Odisha Watershed Development Mission, Department of Agriculture, Government of Odisha.

Objectives: The 'Jeebika' programme intends to address and enhance the livelihood needs of the landless and marginal HHs that are generally left out under normal watershed activities.

Who benefits: The project intends to target the very poor, poor and manageable classes through direct programme interventions by providing diminishing scales of assistance from the very poor to manageable classes.



Among many success stories, Maa Mangala, an SHG in Jalghera village of Jamsuli W/S under Badsahi Block of Integrated Wastelands Development Programme (IWDP) III, has set an example of how a rural enterprise becomes viable and sustainable when the raw material is available locally and income is generated in a continuous manner thereof. In the year 2008, AWWs of the village took the initiative and motivated 10 women of the village to form a group. In the meantime, the Livelihoods Support Team (LST) and Watershed Development Team (WDT) of Khunta block started the graduation process for the SHGs and the Maa Mangala SHG was selected to receive a Revolving Fund (RF). With prior experience of sabai rope making, they approached the Watershed Development Committee (WDC) which extended ₹ 10,000 as RF. The group earned a net profit worth ₹ 5,575 within a period of one month. They rolled the money for another year and repaid the total loan amount. The profit earned boosted the confidence of the group and they utilised the profit amount for further expansion of their business and utilisation for other purposes like educating their children, purchase of goat and sheep, investment in healthcare, paddy processing and house repairing.

Coverage/Outreach: The scheme has been implemented to provide an additional livelihood component to the people of the watershed area of ongoing watershed projects under the IWDP and the Drought Prone Area Programme (DPAP) in Koraput, Nabarangapur, Malkangiri, Rayagada, Kandhamal and Mayurbhanj districts of the State. Under the scheme, 460 Micro Watershed (MWS) programmes are currently operational in these six districts. Till 2012-13, the cumulative expenditure was around ₹ 6925.55 lakhs and the proposed budgetary outlay for 2013-14 is ₹ 1421.40 lakhs, out of which flow of funds for TSP and Scheduled Caste Sub-plan (SCSP) is ₹ 326.92 lakhs and ₹ 241.64 lakhs respectively.

Components: The ORLP has two main components - the 'watershed component' supported by the Ministry of Rural Development (MoRD), GoI, and the 'livelihood component' supported by *Jeebika*. Integration of the 'livelihoods component' in addition to the 'watershed component' into the implementation of the existing watershed projects was to ensure that the benefits of the scheme not only flow to the landed HHs but also to the poorest and vulnerable sections by way of developing alternative and diversified livelihood opportunities. *Jeebika*, through its additional livelihood component, mainly aims at enhancing the livelihood needs of the poor residing in the project villages. The livelihood component is utilised through participatory planning, implementation and monitoring processes and covers a range of activities in addressing rural poverty. These activities can be broadly grouped as:

- Interventions to address quality of life such as preventive health measures, sanitation, drinking water, and food security.
- Promotion of capacity-building, community mobilisation, community development and livelihood promotion through deployment of revolving funds and grants. These include activities to enhance incomes of poor, marginal and landless HHs through the promotion of SHGs and CIGs, micro credit and savings, micro enterprise promotion, skill development, primary processing and marketing, livestock promotion, fishery, and other off-farm enterprises.

Implementation: The Odisha Watershed Development Mission (OWDM), under the Department of Agriculture, is the nodal agency at the State level to oversee the implementation of the programme. The Project Management Committee (PMC) of the OWDM, chaired by the Agricultural Production Commissioner, reviews and guides the programme implementation procedure. Funds are allocated to Project Director, Watersheds of concerned districts, which are then disbursed to the Project Implementing Agencies (PIAs) at the district level. The PIAs are responsible for planning, monitoring and implementation of the *Jeebika* programme through watershed committees and village development committees represented by different sections of people i.e., SHGs, *Panchayati Raj* Institutions (PRIs), User Groups (UGs), landless, women and



SC/ST beneficiaries. The support given under RF during the project period is revolved among the different groups of the watershed after completion of the project.

Roadblocks/Challenges: Since the programme involves process oriented interventions, some of the critical factors that have emerged as major challenges include capacity development challenges in terms of application of innovative projects and challenges related to operations and maintenance of projects. A host of other limitations include institutional conflict and negotiation, challenges for conflict resolution (stakeholder conflicts relating to common property, rights based issues, land rights and land alienation), and challenges to building on social capital.

Current and future prospects: The State Government has been following a multi-pronged strategy to eradicate poverty, which includes social mobilisation for capacity building to increase income of the poor, extending bank linkages to create employment opportunities and enhance micro-finance to reduce vulnerability. Different achievements and events under this programme are periodically being published in Watershed Mission's quarterly newsletter entitled 'JEEBIKA'. At the district level, the achievements are published in the local newspaper and the district newsletter. Under this programme, 4,799 SHGs and CIGs are provided with RF and engaged in different Income Generation Activities (IGA). A total number of 15,872 beneficiaries have been provided with grant subsidies and involved in different forms of farm and off-farm activities. *"Tailoring work has given me a sustainable livelihood opportunity. Now I am planning to take training in suit-making, shirt and other garment stitching and extend my business by buying a new machine and other necessary machinery tools. I will refund the previous grant to the committee and will appeal to them to provide me additional support for expansion of my business. I am ready to embrace challenges and take risks in the business,"* shares a visibly satisfied Promod Nayak of Gasaguda hamlet of Gutingia village, Tikabali block, Kandhamal district, who runs the business along with his wife and firmly believes that their condition will further improve with continued government assistance.

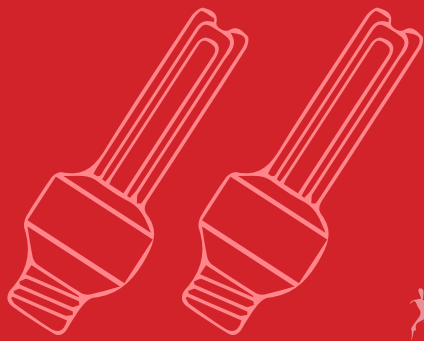


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Biju Gram Jyoti Yojana: Illuminating Villages – A State Initiative



Demand for electricity services is significant all across Odisha. It acts as a key driver of economic development, raising basic standards of living. Access to affordable electricity can help support both income-generating activities and allow utilisation of modern appliances whilst reducing dependency on scarce gasoline. However, supply of electricity across rural areas of the State currently lacks both quality and quantity. Moreover, there is extensive shortfall in supply. To address these issues there is a need for extended and improved infrastructure. Thus, the Government of Odisha has outlined an ambitious plan for exhaustive village level electrification through a major programme of grid extension, system improvement and strengthening of the rural electricity infrastructure, the *Biju Gram Jyoti Yojana* (BGJY).

Objective: Many villages in Odisha are still in darkness despite implementation of *Rajiv Gandhi Grameen Vidyutikaran Yojana* (RGGVY). With a view to ensure “Electricity to all”, the State Government launched the BGJY scheme in the year 2007-08. The primary objective of this scheme is provision for electrification in villages/rural habitations with a population less than 100 which are not scheduled to be covered under the RGGVY.

Who benefits: The BGJY caters to the electricity needs of the rural population of the State. The scheme aims to cover all rural BPL HHs, unelectrified villages and rural habitations with a population less than 100.

Coverage/Outreach: This state-initiated electrification scheme is operational in all 30 districts of the State. Under the scheme, there was a target for electrification of 10,000 villages/habitation during the 11th Five Year Plan. In the Annual Plan 2013-14, an outlay of ₹ 50 crores has been earmarked considering the huge demand and success of the scheme. Launched in the year 2007-08, the cumulative expenditure till date is around ₹ 364.99 crores. As on February 28, 2013, 12,679 villages/habitations and 1,52,283 BPL HHs have been electrified.



Components: The main components of the scheme include electrification of villages, habitations and BPL HHs in rural areas. There is also emphasis on energisation of pump sets for irrigation purposes intended for welfare of small and marginal farmers. Additional features of the scheme include system improvement of the partially and totally defunct installations and initiatives for grid extension. The maximum cost of electrification per habitation/village is ₹ 4.50 lakhs in plain areas and ₹ 6 lakhs in hilly and tribal areas, ₹ 1.5 lakhs for upgradation capacity of distribution system, and ₹ 2000 for electrical connection to a BPL HH in the pattern of *Kutir Jyoti*. A new dimension of the BGJY scheme called Development Programme for Electrical System Improvement (DESI) has been recently launched by the government for rural electrification work. The DESI initiative is taken up with fund flow under various schemes such as Backward Regions Grant Fund (BRGF), *Gopabandhu Grameen Yojana*, Biju KBK Plan, IAP, *Biju Kandhamal O' Gajapati Yojana* and Western Odisha Development Forum (WODF).

Implementation Process: The Government of Odisha provides all budgetary support for implementation of this people's beneficiary scheme. District collectors have been designated as the nodal authority for implementation of the scheme. Accordingly, funds under the scheme are placed with the concerned Collectors who call for tenders for execution of the scheme on turnkey basis from the licensed electrical contractors of the Electrical Licensing Board of Odisha (ELBO). Wherever such licensed electrical contractors are not available or in the interest of speedy execution, Collectors may entrust the work of execution to the concerned Distribution Companies (DISCOMs) or Odisha Small Industries Corporation Limited (OSIC) or Odisha Industrial Infrastructure Development Corporation (IDCO) on turnkey basis. Detailed Project Report (DPR) with cost estimates for electrification under BGJY is thereafter prepared by the respective executing agency, which is scrutinised by the Superintending Engineer (SE)/ Executive (Electrical) Engineer (EE) of DISCOMs of concerned districts and approved by the Collectors of the districts. Such scrutiny of estimates and supervision of execution work is done by the concerned DISCOMs for which they are entitled to receive six per cent of the estimated cost as supervision charges from the executing agency (except when the scheme is executed through the concerned DISCOMs itself). The certified list of habitations/villages below 100 population (based on 2001 Census) along with the relevant data is supplied by the concerned Collectors/DISCOMs to the executing agency within 15 days of requisition. The certified list of BPL habitations is supplied by the respective District Rural Development Agency (DRDA) to the executing agency, which is then placed before the District Electrical Committee (DEC) constituted for approval and assigning priority, both for the purpose of electrification of the village/habitation and BPL HHs. All statutory clearances/approvals/compliance required for construction/implementation of the project, including Right of Way (ROW) and forest clearance are obtained by the executing agency with the help of SE/EE of DISCOMs and Collectors of the concerned districts.

The Energy Department, Government of Odisha regularly monitors the implementation of the scheme by convening periodic review meetings to evaluate the progress of work. District Collectors review the progress of work at the district level. The executing agencies entrusted with the work at their administrative level also review the progress of work. The senior officers of the Energy Department make field visits to review the progress of work at the field level. Healthy collaboration with the *Panchayati Raj* Department facilitates in operational and implementation procedure of the scheme. It may also be noted that beneficiary participation is encouraging, which indicates the need and demand for replication of economically viable power projects at a large scale for rural masses.

Roadblocks/Challenges: One of the major challenges faced by the implementers is the ROW problems in certain rural pockets. For domestic electricity supply in rural areas, the BGJY scheme has set an ambitious challenge. Moreover, a large scale rollout of rural electrification requires



an alignment of economic incentives and institutional structures to implement, operate and maintain the scheme in the long run. Successful deployment of rural electrification is also contingent on widespread willingness to pay amongst rural HHs and energy users.

Current and future prospects: The Central Government recognises that the current state of energy services could significantly impede India's economic growth on a national scale – beyond the rural and agrarian contexts. This realisation, along with India's gradual economic upswing, has brought the depressed state of energy service provision into the forefront of energy sector reforms. Achieving both GoI's ambition of development of rural India and the MDGs are inherently dependent on the integration of electricity services to achieve a set of varied development goals.

The Efficiency Performance Audit Review of 2010 on BGJY in the four districts of Ganjam, Khurda, Mayurbhanj and Sambalpur reveals that 100 per cent village electrification has been completed successfully and additionally, BPL HHs have partly been provided power supply and electrical kits. The report also mentions the contentment of the poor BPL beneficiaries after getting electricity through *Kutir Jyoti* under BGJY. Children of BPL HHs have started reading in the evening time while elder members are engaging in productive work for improvement of their standard of living. Provision of electricity in public places like schools and *panchayat* offices is catering to increase awareness and entertainment of the poor BPL beneficiaries of the village/habitation. Therefore, the overall quality of life of the villagers is slowly undergoing a significant improvement. The table below displays the physical and financial progress of the scheme as on February 28, 2014.

Name of the district	Total number of habitations taken up under the scheme	Total number of habitations electrified	Total number of BPL households charged	Total expenditure (₹ in lakhs)	Fund utilisation (in %)
Angul	436	307	3,107	621.21	48
Balasore	456	456	5,199	1,280.03	79
Bargarh	887	699	7,623	1,485	52
Bhadrak	305	305	3,530	967.08	71
Bolangir	410	348	4,079	1,076	65
Boudh	59	59	747	256.73	89
Cuttack	994	856	7,111	1,322.62	53
Deogarh	108	99	965	282.4	51
Dhenkanal	314	275	5,123	743.23	46
Gajapati	332	173	1,456	513.27	34



Name of the district	Total number of habitations taken up under the scheme	Total number of habitations electrified	Total number of BPL households charged	Total expenditure (₹ in lakhs)	Fund utilisation (in %)
Ganjam	541	277	4,713	840.72	35
Jagatsinghpur	219	219	2,489	615.77	42
Jajpur (CESU)	38	37	487	64.23	100
Jajpur (NESCO)	814	814	10,024	2,183.67	97
Jharsuguda	187	140	1,485	710	62
Kalahandi	565	428	2,865	1,965	73
Kandhamal	526	394	8,065	1,665	83
Kendrapara	862	721	4,014	1,701.00	71
Keonjhar	734	570	7,506	1,511	73
Khurda	772	653	7,350	1,385.30	76
Koraput	1175	684	11,383	2,143.16	80
Malkangiri	331	320	6,056	1,306.83	75
Mayurbhanj	955	850	17,144	2,774.07	59
Nabarangpur	310	277	3,470	1,266.43	60
Nayagarh	650	505	2,739	1,210.79	97
Nuapada	540	227	3,528	967.45	55
Puri	756	607	6,417	1,569.59	77
Rayagada	399	310	4,699	900	64
Sambalpur	426	262	1,295	938	75
Sonepur	266	233	2,609	751	63
Sundergarh	821	574	5,005	1,483	64
Total	16,188	12,679	1,52,283	36,499.58	65

In broader terms, a notable change is being observed in Odisha in terms of increased productivity in the agricultural sector, improvement in the service delivery of health and education and access to communications (radio, telephone, television, mobile phones) due to viable and reliable access to electricity services in the villages. Villagers are now motivated to take up economic activities during night time also. From a futuristic point of view, rural electrification at the HH level can increasingly meet the aspirations of the rural populations to own electrical appliances and become self-reliant.

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Biju Saharanchal Vidyutikarana Yojana:

Electricity for Slums and Habitation in Urban Areas

Urban areas are engines of economic growth and urbanisation is one of the key indicators of economic development. In Odisha, as per 2011 Census, 69.96 lakh people live in urban areas as against 55.17 lakh in 2001. Though Odisha is the fifth least urbanised State in the country, yet the urban decadal growth rate of about 26.8 per cent is close to the national figure of 31.8 per cent. A few big cities in the State are growing faster than the smaller towns because of better opportunities. The rapid growth in urbanisation in the last decade has also opened avenues for employment to the local urban population as well as rural migrants. On hindsight, such growth has put a severe strain on the existing urban infrastructure. It has led to the emergence of urban slums and escalation of urban slum population, necessitating creation of better services on a massive scale to cater to the needs of an ever increasing urban population. In the absence of proper shelter, these low income groups get settled in pockets of slum areas characterised by overcrowding, dilapidated dwellings, lack of sanitation, electricity and other basic civic amenities. Recognising the need to step up availability of power services and providing access to electricity to the people living in unelectrified areas of ULBs, the State Government launched the flagship scheme called *Biju Saharanchal Vidyutikarana Yojana* (BSVY) during the year 2010-11.

Objective: After implementation of the BGJY for electrification of villages/habitations with population less than 100 as well as BPL HH electrification in rural areas, there was a demand from various quarters to extend the scheme to the Municipal Corporations/Municipalities/Notified Area Councils (NACs) of the State which were still unelectrified and the people living in these areas were deprived of electricity. The ULBs did not have adequate resources of their own to take up electrification of these areas. Besides electrification of these unelectrified urban areas, it was also required to strengthen the existing infrastructure to meet the growing demand for electricity of the existing consumers of urban areas.

With this rationale, the State Government formulated the BSVY scheme for attaining the goal of providing access to electricity to the people living in authorised villages/slums/wards having a population of 100 or less along with BPL HHs residing in the unelectrified areas of ULBs.

Who benefits: Under the scheme, electrification works are taken up to cover authorised unelectrified villages/slums/wards with a minimum population of 100, along with provision of power services to BPL HHs. The scheme benefit covers residents under these two specified categories residing in urban pockets of the State.

Coverage/Outreach: The scheme essentially covers beneficiaries residing in slum settlements in urban areas encompassing three Municipal Corporations, 37 Municipalities and 63 NACs in the State. It was decided, in principle, to provide ₹ 1 crore for each Corporation, ₹ 50 lakhs for each Municipality and ₹ 30 lakhs for each NAC under the scheme during the year 2010-11. For continuation of the scheme, a budget provision of ₹ 20 crores has been proposed for the Annual Plan 2013-14. The required funds are met out of the State Plan (normal). Being launched in the year 2010-11, the cumulative expenditure till date is around ₹ 35.28 crores.



Components: The main components of the scheme include:

- Electrification of un-electrified wards/slums inside the Municipal Corporations, Municipalities and NACs,
- Electrification of BPL HHs in the un-electrified wards/slums in Municipal Corporations/Municipalities/NACs, and
- Up-gradation of capacity of the distribution system in order to cope up with the additional load.

A cluster approach is adopted for selection of wards/slums, and such wards/slums are accorded priority for electrification over those which are isolated and scattered. The maximum cost of electrification of an un-electrified slum/ward is estimated at ₹ 3.50 lakhs and for a BPL HH, it is estimated at ₹ 2000. This includes (a) service connection to the HH up to 30 metres, (b) a 5 Amp. meter, (c) CFL of 18 Watt and 11 Watt, and (d) earthing devices. Identification of wards/slums for coverage under BSVY is done based on the eligibility criteria laid down by the Housing and Urban Development (H&UD) Department.

For up-gradation of the distribution system, the capacity of the existing distribution transformers in electrified slums/wards is upgraded with appropriate capacity. Re-conductoring of 11 kV conductor and use of Aerial Bunched Cables (ABC) for LT lines and provision of Distribution Transformers (DT) metering for energy auditing is also being taken up. Similarly, there is also provision for LT-less transformers.

Implementation Process: District Collectors are the nodal officers for implementation of the scheme. At the district level, District Electrical Committee represented by Government nominated members, Members of Parliament (MPs), Members of Legislative Assembly (MLAs)/ Mayor/Chairperson of the Municipal Corporation/Municipality/NAC, SE/EE in charge of distribution acts as the Member Secretary of the Committee. The work under the scheme is implemented by electrical contractors who have a valid license granted by ELBO and duly authorised by the State Government to execute electrical works. In cases where licensed contractors are not available and no such contractor participates in the tender, the Collector entrusts the work to the concerned DISCOM or OSIC or Industrial Infrastructure Development Corporation (IDCO) on a turnkey basis. All the works executed under the scheme is subject to measurement by the Junior Engineers (Electrical) and simultaneously checked by the Sub Divisional Officers (SDO) and EEs of the DISCOMs. Half of the electrification work is inspected by Deputy Electrical Inspectors and Assistant Electrical Inspectors on sample basis. All statutory clearances, approval, compliances required for consideration, implementation of the Scheme, including ROWs are obtained by the executing agency with the help of SE/EE of DISCOMs and Collectors of the concerned districts. The completion certificate of any project work is issued by the concerned local bodies, with a line of communication to all concerned.

The Energy Department, Government of Odisha regularly monitors implementation of the scheme by convening periodic review meetings to evaluate the progress of work. District Collectors review the progress of work at the district level. The executing agencies entrusted with the work at their administrative level also review the progress of work. Senior officers of the Department make field visits to review the progress of work at the field level.

Roadblocks/Challenges: One of the major challenges faced by implementers of the scheme is the ROW problems in certain urban pockets. Scarcity of eligible contractors in the State, at times, delays the execution process of the scheme. A large scale rollout of electrification for urban areas requires an alignment of economic incentives and institutional structures to



implement, operate and maintain the scheme in the long run. As the State Government has adopted a demand driven approach, willingness on part of the users to bear a portion of the costs is highly essential. However, such compliance is largely absent.

Current and future prospects: Improving quality of life in urban slums is one of the development goals for the new millennium. The evolution of slums is essentially a manifestation of poverty and an increasing number of such dwellings constitutes a major challenge to development. Subsequently, there arises a pressing need for improvement in social provisioning and redistribution through appropriate public action. With initiation of the BSVY scheme, considerable changes have been marked in the quality of life of the people residing in slum tenements and other authorised urban habitation in the State.

Till February 28, 2014, 1,686 habitations and 19,597 number of BPL HHs have been electrified under the provisions of the scheme. The table below displays the physical and financial progress of the scheme as on February 28, 2014. However, to increase accessibility and efficiency in the long run, the State Government should encourage communities, CBOs, and NGOs to undertake projects in the realm of improved access to electricity. A community-driven approach under appropriate supervision of ULBs can, over time, reduce the fiscal burden on the Government. In addition, the Government should also attach considerable importance to tapping energy from non-conventional sources that are renewable, environment-friendly and relatively cheaper as compared to conventional sources, paving the way for pay and use services.

Name of the district	Total number of habitations taken up under the scheme	Total number of habitations electrified	Total number of BPL HHs charged	Total expenditure (₹ in lakhs)	Fund utilisation (in %)
Angul	40	28	496	78.71	31
Balasore	126	73	299	81.23	29
Bargarh	159	129	262	268	75
Bhadrak	77	73	957	154.6	97
Bolangir	54	14	0	12	6
Boudh	17	6	301	42.14	47
Cuttack	218	134	1,094	67.26	16
Deogarh	17	17	97	18.6	19
Dhenkanal	51	14	276	7.958	4



Name of the district	Total number of habitations taken up under the scheme	Total number of habitations electrified	Total number of BPL HHs charged	Total expenditure (₹ in lakhs)	Fund utilisation (in %)
Gajapati	49	24	931	80.86	51
Ganjam	79	36	194	31.14	3
Jagatsinghpur	22	22	759	91.86	41
Jajpur(NESCO)	124	79	1,080	186	94
Jharsuguda	38	24	90	51	17
Kalahandi	58	40	933	135	41
Kandhamal	59	55	1,134	156.24	65
Kendrapara	135	135	1,889	116.07	53
Keonjhar	88	77	1,941	211	53
Khurda	148	73	466	208.75	40
Koraput	136	78	810	191.22	50
Malkanigiri	22	21	832	123.81	69
Mayurbhanj	82	72	1,379	213.4	56
Nabarangpur	37	32	0	112.5	71
Nayagarh	30	28	231	74.6	45
Nuapada	21	7	670	53.99	45
Puri	207	205	1,229	213.36	61
Rayagada	71	51	310	140.41	64
Sambalpur	132	62	172	264	78
Sonepur	46	46	400	127	39
Sundergarh	71	31	365	16	4
Total	2,414	1,686	19,597	3,528.708	40

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Capital Expenditure Programme:

System Improvement for Reduction of AT&C loss in Electricity Distribution Sector



Odisha is the first State in the country for ushering in sweeping reforms in the power sector. The main objective of the power sector reforms was to provide consumers with reasonably cheap, reliable and assured supply of power. To achieve this, the Odisha Electricity Reforms Act, 1995 was enacted in 1996. Under the reforms process, three distinct functions of generation, transmission and distribution have been separated. Transmission activities have been entrusted to Odisha Power Transmission Corporation Limited (OPTCL) and distribution business is handled by Distribution Companies (DISCOMs) viz., Central Electricity Supply Utility of Orissa (CESU), North Eastern Electricity Supply Company of Odisha Limited (NESCO), Western Electricity Supply Company of Odisha Limited (WESCO) and Southern Electricity Supply Company of Orissa Limited (SOUTHCO) respectively.

The main objectives of the power sector restructuring process were to (i) encourage private sector participation, and (ii) introduce efficiency and cost effectiveness in the newly created corporate entities, such as GRIDCO Limited and Odisha Hydro Power Corporation (OHPC). In order to achieve the desired objectives of the reforms under the Odisha Electricity Reforms Act, the Odisha Electricity Regulatory Commission (OERC) was created and entrusted with the responsibility of promoting efficiency and economy as well as protecting the interests of consumers in the State. Among the various initiatives undertaken during the 12th Five Year Plan, Capital Expenditure (CAPEX) Programme is one of the most important reform measures initiated to accelerate investment in the electricity distribution sector. The scheme is being implemented under the State Plan with 13th Finance Commission support, by the Energy Department, Government of Odisha.

Objective: The entire electrical network of the State was as old as 30-35 years by the time it was privatised in 1999 and is now almost 45 years old. After privatisation of the power sector, no transitional support was given to the sector by the government. As a result, there was no infusion of funds to the distribution sector leaving the distribution network in a dilapidated condition. Since the period of reforms, the consumer base has more than doubled from 13 lakhs in 1999 to 26 lakhs in 2008-09 and the input drawl of energy has increased from 10,000 Million Units (MU) in 1999-2000 to 20,000 MU in 2008-09. There was a critical urgency for restructuring of infrastructure in the distribution sector. Keeping this in view, the CAPEX Programme was formulated with the objective to improve the Transmission and Distribution (T&D) infrastructure by enabling the distribution system improvement, establishment of a reliable system, reduction of Aggregate Technical and Commercial (AT&C) loss to a sustainable level and improvement of quality of power supply to the consumers of the State.

Who benefits: The programme is designed and executed to benefit all existing and future electricity consumers of the State with enhanced quality and reliability of power supply.

Coverage/Outreach: During inception and after reviewing power sector reforms of the State, the Sovan Kanungo Committee had recommended financial support to the tune of ₹ 3240 crores for improvement of infrastructure of the power distribution system. In line with the recommendation, the OERC approved the business of the DISCOMs for the period 2008-09 to 2012-13 with an investment of ₹ 5000 crores by financial year 2013-14, the onus being on part of the Government of Odisha and DISCOMs. The State Government also approved the investment proposal for ₹ 2400 crores in the distribution sector which includes the grant of the 13th Finance Commission at ₹ 500 crores. The amount was stipulated for a period of four years (2010-11 to 2013-14). The Government of Odisha is required to provide ₹ 1,200 crores and DISCOMs are required to invest ₹ 1,200 crores from their own sources and/or through market borrowings. However, the execution of the scheme got delayed during the initial years due to various reasons such as, finalisation of technical specification of various equipment, poor response to tenders and inability of R-Infra managed DISCOMs to arrange counterpart funding. In consideration of the same, the State Cabinet in their 37th meeting held on August 5, 2013 made certain amendments in the original CAPEX Programme in terms of extension of the implementation period, revised year-wise fund allocation, and mode of disbursement and repayment. A snapshot of the revised fund flows for the CAPEX Programme is provided below:

(Rupees in Crore)

Sl. No.	Sources	Financial Year					Total
		2011-12	2012-13	2013-14	2014-15	2015-16	
A	State Government Funding						
1.	Finance Commission (FC) Grant	125.00	125.00	125.00	125.00	-	500.00
2.	1/3 rd matching share of State Government to FC Grant	20.00	-	73.33	73.34	-	166.67
3.	1/3 rd matching share of GRIDCO (State Govt. Loan) to FC Grant	20.00	-	73.33	73.34	-	166.67
4.	State's own contribution	255.83	10.00	50.00	50.83	-	366.66
	Sub-total (1+2+3+4)	420.83	135.00	321.66	322.51	-	1,200.00
B	DISCOMs Counterpart Funding						
5.	1/3 rd DISCOM's share to FC Grant	-	-	83.34	83.33	-	166.67
6.	DISCOM's own contribution	-	-	-	133.33	900.00	1,033.33
	Sub-total (5+6)	-	-	83.34	216.66	900.00	1,200.00
C	Total (A+B)	420.83	135.00	405.00	539.17	900.00	2,400.00

Components: The various components of the programme include renovation/modernisation of existing and installation of new 33/11 kilo voltage (kV) primary substations and 11/0.4 kV distribution substations, HVOS (11 kV) lines, re-conductoring of lines at 33 kV and below, load bifurcation, feeder separation, aerial bunched conductoring in theft prone areas, replacement of electromagnetic energy meters with tamper proof electronic meters, installation of capacitor banks, energy audit, Information Technology (IT) system implementation, establishment of mobile service centres, distribution substation automation with Supervisory Control And Data Acquisition (SCADA) system and ring fencing of different project areas.

Implementation Process: The DISCOMs are in charge of implementing the projects sanctioned under the Scheme through a fair, efficient and transparent process strictly within the time schedule to ensure quality and timely completion of projects. GRIDCO Limited acts as the nodal agency for implementation of the programme under the overall guidance of the Energy Department. It coordinates with agencies involved, such as the Energy and Finance Department (Government of Odisha), DISCOMs and the Monitoring Committee in matters of sanction of Detailed Project Reports (DPRs), release of funds, monitoring, and use of loan and recovery of principal and interest through a suitable Escrow mechanism. A Project Monitoring Committee, under the chairmanship of the Commissioner-cum-Secretary, Energy Department; representatives of Finance and P&C Department, Government of Odisha; Managing Director, GRIDCO Limited; Engineer-in-Chief (Electrical), MD/CEO/VP of DISCOMs, Financial Advisor, Department of Energy, Government of Odisha as members and Additional Secretary/Joint Secretary as conveners overview the proceedings of the scheme, review progress from time to time and also sort out bottlenecks faced during execution of the scheme. To ensure quality of works in DISCOMs under the programme, Third Party Independent Evaluation (TPIE) provision has been made. At the apex, there is a Steering Committee under the Chairmanship of Chief Secretary, Odisha to review the progress of the scheme implementation.

Roadblocks/Challenges: The scheme mandates counterpart funding by the DISCOMs to the tune of ₹ 1200 crores (out of the total programme expenditure of ₹ 2400 crores). As of now, the latter have achieved little to arrange the funds. Thus, there is apprehension that the intended investment might get delayed. Further, the DISCOMs are very slow in implementing the programme.

Current and future prospects: Within two years of implementation of the programme, significant improvement has been observed in the distribution system and quality of power. On the other hand, it has reduced Aggregate Technical and Commercial (AT&C) loss to a significant level and ensured establishing a reliable power distribution system, thus contributing to consumer satisfaction. Box 1 gives a glimpse of the achievements made under CAPEX.

- There has been an increase of 10 per cent, seven per cent and 33 per cent in average voltage quantity at the receiving end of 33-kV, 11-kV and LT feeder levels respectively, over a period of two years since 2012-13.
- There has been a reduction of 29 per cent in the number of interruptions in power supply in 60 units of 11-kV feeders under eight divisions covering 5,14,912 customers.
- Transformer failure rate has reduced by 1.6 per cent due to augmentation of 33/11 kV power transformers and 11/0.4 distribution transformers capacity, and also due to installation of new DTs.
- The AT&C loss of CESU has reduced by three per cent from 42 per cent to 39 per cent between 31.3.2013 and 31.1.2014. The use of AB cable, along with other activities in theft prone areas has resulted in reduction of AT&C loss at LT level from nine per cent to one per cent in 14 sections.
- Technical loss in 22 numbers of 11-kV feeders has reduced to 12.77 per cent from 15 per cent.



Source: Central Electricity Supply Utility of Odisha, 2014, A report on impact assessment study of the CAPEX programme in CESU (pre-/post implementation of CAPEX, an unpublished report).



Considering this achievement and the potential of the scheme, there is a felt need for continuance of the same while broadening its geographical scope. The availability of quality and cheap power will bring about improvement in the social and economic life of the consumers, thereby accelerating the overall growth process of the State.

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Biju KBK Plan:

State Intervention for Development in KBK



Removal of regional disparities has been one of the important development strategies adopted by the Government of Odisha during successive five year plans. Nevertheless, due to several economic, social and institutional obstacles, all regions in the State have not shared the gains of development in an equitable manner. Some regions continue to languish in abject poverty. The undivided districts of Koraput, Bolangir and Kalahandi (popularly known as KBK districts) form one such region where incidence of poverty is the highest in the State and is perhaps the poorest region of the country. Persistence of heavy incidence of poverty in this region has been a cause of concern for the State Government as well as for the Government of India. Therefore, the Government of Odisha has adopted a special area development approach with an aim to focus attention on accelerated development for this region. The initiative, called the 'Biju KBK Plan', launched by the State Government under State Plan (State's own resources) is designed to maintain and strengthen the momentum gained by the Revised Long Term Action Plan (RLTAP) and up-scaling public investment in the KBK region. The Planning and Coordination (P&C) Department has been identified as the nodal department for implementation of the scheme.

Objective: The core objectives of this scheme are:

- Creating opportunities for economic, social and human development for the people in the KBK region, especially the disadvantaged,
- Accelerating poverty reduction and achieving MDGs, and
- Improving the quality of life of the local people and bringing the region at par with other developed regions.

Who benefits: The erstwhile three districts of Koraput, Bolangir and Kalahandi have been reorganised into eight districts, i.e., Koraput, Malkangiri, Nabarangpur, Rayagada, Kalahandi, Nuapada, Balangir and Subarnapur since 1992-93. As per 2011 Census, about 38.7 per cent of the population of these districts belong to ST communities including four Particularly Vulnerable Tribal Groups (PVTGs), like *Bondas*, *Dadai*, *Lanjia Sauras* and *Dangaria Kandhas*. In addition, 17.1 per cent of the population belongs to the SC communities. The goal of this scheme is to bring about a positive transformation in the lives of the inhabitants of these eight tribal dominated districts.

Coverage/Outreach: The State Government launched the Biju KBK Plan during the 11th Five Year Plan. The Plan was implemented on pilot basis in the year 2006-07 with an outlay of only ₹ 20 crores and became operational in a full-fledged manner from the year 2007-08 with an outlay of ₹ 120 crores per annum. An outlay of ₹ 120 crores has been proposed for the Annual Plan 2013-14. The fund allocation under the Plan is used additionally to fill critical gaps for which funds are either not available or are inadequate.

Components: The Plan prioritises projects which are intended to fill critical gaps in infrastructure, completion of projects/programmes under RLAP and initiation of projects in provisioning of *bijli*, *sadak* and *pani*, i.e., village electrification including street lighting system, construction of concrete roads within the village or any other form of connectivity, and creation of irrigation/drinking water source. Programmes under *sadak* and *pani* continue to have the major share of investment under the scheme. The dominant theme of the financial year 2013-14 is '*pani*', i.e., supporting projects that augment irrigation facilities, soil moisture conservation and rural drinking water supply. Blocks which have less than 35 per cent irrigation potential are given priority.

Under the *pani* sector, lift irrigation projects, projects covered under the BKVY and watershed development programmes are being given high priority. Construction of check dams and diversion weirs under minor irrigation (flow), are also encouraged. Projects under rural drinking water supply are also being undertaken by creating drinking water sources in habitations/villages.

Under the *sadak* sector, high priority is accorded to construction of bridges and culverts to ensure round the year connectivity. New road projects are also being initiated within a village or connecting different villages to growth centres and service centres.

Provision of drinking water, electrification and other kind of necessary infrastructure in the schools/hostels of ST & SC Development Department and construction of buildings for AWCs are also being taken up under the Plan. Other infrastructure projects or special need-based initiatives are devised and operationalised as per local demand.

Implementation Process: Allocation of funds under the Biju KBK Plan is not spread very thin. Only feasible projects are selected for inclusion under the Action Plan keeping in view their visible development impact. Projects of value less than ₹ 5 lakhs are generally not taken up, except in the case of drinking water projects, electrification of institutions, construction of additional infrastructures of educational institutions and construction of small culverts. Projects above ₹ 5 lakhs are executed through open competitive tenders. In case no tender is received for a project, the works are executed departmentally in accordance with the provisions contained in OPWD Code or in the Code(s) of other development departments, as applicable. The projects which are assigned to blocks and are not executed through the tender process, are executed through the Village Level Leader (VLL) route or any other approved method in force. The projects under the district sector are identified by the concerned District Collectors in consultation with people's representatives and concerned district level officers. Such projects form part of the District Plan and after approval of the project list by the District Planning Committee (DPC) forwarded to the Planning & Coordination (P&C) Department for government approval.

Projects under the State sector are also recommended by the concerned District Collectors as well as concerned line Departments. Projects received from District Collectors and concerned departments are examined in P&C Department and submitted for government approval. Such projects are not routed through DPC.

Roadblocks/Challenges: Physiographically, the undivided Koraput and Kalahandi districts and some portions of Balangir district are mainly hilly. These regions are also frequently visited by natural calamities including severe droughts and floods in quick succession. Therefore, the backwardness of this region is multi-faceted, triggered by factors like hilly terrain and frequency of natural calamities, which, in turn, impede execution of developmental activities, especially construction of infrastructural facilities.

Current and future prospects: Implementation of the Biju KBK Plan, along with other State and Central initiatives has been instrumental in bringing about socio-economic upliftment and improving the quality of life of the people of these districts through access to services and growth centres. Collective achievements, from 2006-07 to 2013-14, under Biju KBK Plan (as on January, 2014) have been presented in the following table:

Sector	(Number of Projects)		
	Approved	Taken-up	Completed
<i>Bijli</i>	898	719	565
<i>Sadak</i>	11,974	10,685	8,661
<i>Pani</i>	4,744	4,437	3,885
Others	2,478	2,159	1,892
Total	20,094	18,000	15,003

Though focused and need-based developmental initiatives have brought about several benefits to the KBK region, yet the acute conditions of regional and social disparities have not been adequately addressed. There is a felt need to continue with long term development measures for addressing mass poverty and chronic backwardness of the region. In view of this and due to several operational problems and bottlenecks, the Government of Odisha has amended the guidelines and modalities of the Plan. As per the modified guidelines, the following programmes and activities have been accorded high priority which has been proposed to be implemented with effect from 2014-15, under the State window through concerned line departments:

- Constructing Bailey bridges to meet critical gaps in connectivity,
- Introducing innovative projects to improve public service delivery,
- Building infrastructure for the Mid-Day Meal (MDM) programme comprising a kitchen-cum-dining hall and MDM related equipment and utensils,
- Constructing AWC buildings with priority accorded to TSP blocks,
- Providing drinking water and toilet facilities in ST and SC residential schools/hostels,
- Distributing solar lanterns to un-electrified villages

Future strategies need to focus on diversified efforts like building rural productive infrastructure and conserving natural resources, developing programmes for income generation on a sustainable basis with micro-credit support, mobilising and empowering the rural poor by forming SHGs, *Vana Samrakshana Samities (VSS)*, *pani panchayats* and *bhumi panchayats*, restructuring and enhancing the social security system with provision of emergency feeding programmes, nutrition programmes, promotion of education among ST/SC girls and launching of mobile health units for timely and efficient service delivery.

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Biju Kandhamal O' Gajapati Yojana: Special Dispensation for Development of Kandhamal O' Gajapati

The districts of Kandhamal and Gajapati have a large population of ST and SC communities who suffer from chronic poverty. The former has 15.8 per cent SCs and 53.6 per cent STs while Gajapati is also a tribal dominated district with 54.3 per cent tribal population. These districts adjoin the undivided KBK districts and have highly adverse human development indicators. Most socio-economic indicators in these districts are comparable at par with, or even worse than those in the KBK districts. These two districts also suffer from very poor infrastructure including poor road connectivity, undeveloped service institutions and woefully insufficient irrigation facilities. There is a growing realisation within the State Government that both Kandhamal and Gajapati districts require a holistic and long term development strategy coupled with continued and focused attention with greater fund flow, over and above normal development inputs so that special problems and genuine needs of the people of these districts are effectively addressed. With a view to accelerating the development process and expediting poverty reduction in these districts, the State Government has launched a Special Area Development Initiative called *Biju Kandhamal O'Gajapati Yojana* (BKGY) under the State Plan effective from the year 2009-10. The P&C Department, Government of Odisha has been identified as the nodal department for implementation of the BKGY.

Objective: The core objectives of this scheme focus on:

- Creating opportunities for economic, social and human development of the people of Kandhamal and Gajapati districts
- Accelerating poverty reduction and achieving MDGs, and
- Improving the quality of life of the local people and reducing regional disparities

Who benefits: The scheme aims at holistic development of the inhabitants of Kandhamal and Gajapati districts of Odisha.

Coverage/Outreach: The scheme is being implemented under the District Plan mode. Each of the designated districts prepares a comprehensive district plan incorporating projects/schemes identified under the BKGY. However, the State Government also reserves the discretion to specify programmes/projects under the State sector and the district sector. For the Annual Plan 2013-14, an outlay of ₹ 28.50 crores has been proposed for the scheme out of the State's own resources. Out of this allocation, ₹ 18 crores has been released for Kandhamal district and ₹ 10.50 crores for Gajapati district, calculated in the manner of ₹ 1.50 crores multiplied by the number of blocks for each district per annum.

Funds under BKGY are also used additionally and at times, are amalgamated with other programmes and other sources of funds under 'Convergence Mode' with a view to enhancing development effectiveness of various flagship programmes and achieving MDGs. People's participation and involvement of PRIs, NGOs, Village Education Committees (VECs), *pani panchayats*, SHGs and other CBOs are ensured at every stage including plan formulation, implementation and monitoring of the projects under the scheme.

Components: The thrust areas of BKGY include *bijli* (i.e., village/rural electrification and street lighting), *sadak* (i.e., construction of culverts, bridges, roads for improving inter-village and intra-village connectivity and other roads), *pani* (i.e., creation of irrigation and drinking water sources), livelihood initiatives (i.e., support for sustainable income and employment generating activities, development of livelihood sectors, and SHGs) and social safety net programmes (i.e., support for programmes that address the needs of vulnerable groups of people).

Implementation Process: The P&C Department is the nodal department with necessary budget provision for the purpose of implementation of the BKGY. First, projects under the district plan are identified by the concerned District Collectors in consultation with people's representatives and the concerned district level officers. Such projects form a part of the Annual Plan of the district and after approval by the DPC, the same are forwarded to the P&C Department for government approval.

Earmarked funds are then released in not more than two installments by the P&C Department directly to the concerned Collectors who maintain a separate head of account for the plan with the DRDA or any other authorised public offices. The concerned project directors, DRDA or any other officer authorised by the Collector function as Drawing & Disbursing Officer (DDO) in respect of the BKGY funds. As per guidelines, projects above ₹ 5 lakhs should be executed through open competitive tenders. In case no tender is received for a project, the work is executed departmentally in accordance with the provisions contained in OPWD Code or in the Code(s) of other development departments, as the case may be. The projects assigned to blocks and not executed through the tender process are implemented through the Village Level Leader (VLL) route or any other approved method in force.

District Collectors have to release the received funds to the concerned implementing agencies within 15 days of the receipt of funds from the P&C Department. The concerned line departments, District Collectors and DDO are directly responsible for effective and timely implementation of projects/programmes approved under BKGY. Projects less than ₹ 5 lakhs are not generally taken up, with exceptions, as in the case of drinking water projects, electrification of institutions, construction of additional infrastructures of educational institutions and construction of small culverts. The implementation procedure under the scheme is periodically monitored and evaluated by DPC and the implementing department. In all cases, once a project is identified and its cost has been reasonably estimated, efforts are made to complete the project within the same year.

Roadblocks/Challenges: Though various projects and programmes under the scheme have brought forth a perceptible improvement in the socio-economic status of the ST and SC communities in these two designated districts, a lot more needs to be done with concerted focus on the issues crucial for improving the status at par with the rest of the population of the State.

Current and future prospects: Allocation of funds under the BKGY is not spread very thin. Programmes/projects are selected keeping in view the pressing needs of the local people and visible development impact of the identified programmes. The collective achievements from 2009-10 to 2013-14 under BKGY (as on January, 2014) have been presented in the following table.



(Number of Projects)

Year	Approved	Taken-up	Completed
Kandhamal District			
2009-10	164	164	162
2010-11	229	229	207
2011-12	598	558	527
2012-13	246	215	95
2013-14	274	158	113
Total	1,511	1,324	1,104
Gajapati District			
2009-10	428	387	281
2010-11	179	178	143
2011-12	172	172	110
2012-13	167	167	22
2013-14	172	0	0
Total	1,118	904	556
BKGY Total	2,629	2,228	1,660

The strategy for development requires an intensive approach to the problems of the specific communities in terms of their geographic and demographic concentration if faster development of the two districts is to take place. With a significant tribal population, schemes need to be rooted in the existing cultural system so that they are easily acceptable and provide maximum benefit to the people. This necessitates participation of local people in planning, monitoring and maintenance, thereby providing sustainability to the infrastructures and activities created. Moreover, there is need for recognition of traditional knowledge, which can be used as the starting point for initiation and implementation of any project. Traditional practices can be dovetailed with appropriate technology to serve the needs of the people of these districts.

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Gopabandhu Gramin Yojana: Bijli, Sadak and Pani for Coastal Districts

The rural population of Odisha constitutes 83.32 per cent of the total population of the State as per 2011 Census. According to the estimates released by the Planning Commission, 39.20 per cent of the rural population in Odisha lives below poverty line, as against 37 per cent for the State as a whole in 2009-10. This reveals that greater poverty persists in the rural areas of the State. People in rural areas also have a much lower level of income and per capita consumption. Moreover, access to various infrastructural facilities and essential services in rural areas is deficient compared to those in urban areas. Keeping this in view, rural-based programmes continue to receive high priority in the development plans of the State. The objective is to allocate more funds for programmes/schemes benefitting the rural population, with a view to bridge the rural-urban divide in development. Since development in rural areas is necessary for social justice, economic upliftment and inclusive growth of the entire State, the Government has launched a state-funded scheme called the *Gopabandhu Gramin Yojana* (GGY) during 2006-07 to ensure greater flow of funds to rural areas in social sectors, like housing, road development, water supply and electrification of villages/habitations. The *Panchayati Raj* Department, Government of Odisha has been identified as the nodal department for implementation of the scheme.

Objectives: The principal objective is to provide additional development assistance to the targeted districts of the scheme by providing infrastructure consisting of *bijli*, *sadak* and *pani* (i.e., electrification, roads and water supply) to every revenue village in the identified districts in a need-based manner. During the 12th Plan period, due importance was accorded to construction of rural roads, both inter village and intra village, in order to further strengthen rural connectivity in the targeted districts.

Who benefits: Beneficiaries include rural population of the targeted districts of the State considered under the scheme.

Coverage/Outreach: The GGY scheme is being implemented in ten districts of Odisha, namely, Angul, Balasore, Bhadrak, Cuttack, Jaipur, Jagatsinghpur, Kendrapara, Khurda, Nayagarh and Puri, which are not covered under Backward Regions Grant Fund (BRGF).

Components: The main components of the scheme include:

- **Roads Sector:** Construction of Cement Concrete (CC) roads inside villages with drainage facilities is given maximum emphasis. In the absence of CC roads, construction of approach/link road from the main road to the village is developed. At least 60 per cent of total allocated funds are dedicated for the 'Road' sector for CC roads to connect a village with the nearest *Pradhan Mantri Gram Sadak Yojana* (PMGSY) road or Other District Roads (ODRs).
- **Electrification Sector:** Electrification of un-electrified villages/hamlets is not taken up under the scheme as the same is covered under the RGGVY. Under GGY, items such as street lighting, lighting at places of mass congregation, electrification of Government residential/non-residential schools is taken up. Funds are also used for replacement of



burnt transformers and supply of additional high power capacity distribution transformers as well as power transformers and reconducting of 33 kV, 11 kV lines.

- **Water Supply Sector:** Maximum emphasis is laid on works such as renovation/excavation of village tanks, strengthening of embankments with turfing/stone pitching, construction of water harvesting structures, field channels and such similar projects helping directly or indirectly in enhancing the irrigation facility and quality of rural life.

Implementation: The scheme aims at providing infrastructure consisting primarily of *bijli*, *sadak* and *pani* to every revenue village in the identified districts. For this purpose, each village is allotted funds as per its population, (i) villages with a population of below 500 persons are given funds to the extent of ₹ 2 lakhs each, (ii) villages with population above 500 persons but less than or up to 1,000 persons are given ₹ 3 lakhs each, and (iii) villages with population above 1,000 persons are given ₹ 5 lakhs each. The objective is to cover all revenue villages in a phased manner. The additional development funds provided in this scheme are of un-tied nature and supplement programmes operating in sectors like roads, electricity and water supply. The projects under GGY are integrated with the district plan to bring about necessary convergence with other schemes such as the *Swajaladhara*, BKVY, RGGVY and PMGSY. This provides healthy synergy among different departments.

The *palli sabha* or *gram sabha* lists out projects to be undertaken in the respective villages or hamlets on a need-based manner. The *panchayat samiti* finalises the list and the same is then sent to the Collectors, who get it approved in the DLC on GGY. The DLC on GGY is headed by the Collector and consists of all MPs, MLAs, chairpersons of all *panchayat samitis* and the President of the *zilla parishad* of the district. On finalisation of the preparation of lists, projects are undertaken with the DLC. The District Collector and the Project Director, DRDA are responsible for the effective and timely implementation of the Scheme. All work, except electrification, is executed through VLL selected by the *palli sabha*. In addition, all maintenance work is borne by the concerned GPs and contributions from villagers are also encouraged.

Roadblocks/Challenges: The major challenge of the scheme is its sustenance, ensuring a steady inflow of funds and stringent monitoring mechanism of the implementation of the same, covering the three aspects of rural electrification, construction of rural roads and provision of water supply.

Current and future prospects: With the introduction of this scheme, rural connectivity and quality of rural life has undergone tremendous change. Most of the rural roads in the targeted districts have been covered. In order to further strengthen rural connectivity, both inter and intra village, due importance is required for integration of various schemes under implementation by the GoI as well as the State Government, to ensure funding of development in a consolidated and judicious manner. Moreover, the need is to strengthen decentralised, well-governed local institutions working at the village level for effective rural development focusing on building vital rural infrastructure.

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Cement Concrete Road: All Weather Road Connectivity in Villages

Development and maintenance of the road network is a major prerequisite to accelerate pace and pattern of the socio-economic development of any region. Rural connectivity is a key component of rural development which enables the rural population access to basic amenities like education and healthcare. It has been established that investment in rural roads lifts rural people above the poverty line. Evidences also indicate that as rural connectivity improves, the rural poverty level comes down.

With this as the backdrop, the *Panchayati Raj* Department, Government of Odisha has taken initiative for construction of CC roads in every village, under various schemes, in order to improve the quality of life and hygienic conditions in the villages. The scheme has become very popular and one of the most sought after schemes in rural areas.

Objectives: The primary objective of the scheme is to give thrust for construction of intra-village CC roads in all villages with the goal of attaining saturation in the State with special focus on PVTGs/ST/SC habitations. In the past, though CC roads had been taken up under different schemes, all villages have not yet been covered. The State Government has decided to particularly focus on intra-village linkage, in order to cover all habitations with special focus on PVTGs and those habitations which have the maximum concentration of scheduled categories of population.

Who benefits: The scheme benefits rural people of the State with focus on habitations of weaker and most vulnerable social groups.

Coverage/Outreach: The scheme components cover rural areas of all 30 districts of Odisha. The Government has decided to give a thrust to the scheme for construction of CC roads in villages in every nook and corner of the State. Under the scheme, the block is treated as a unit for the purpose of planning and allocation of resources.

Components: Construction work is being undertaken on a need-based manner with an aim to cover all villages within a definite time frame. The focus is to construct roads in villages and habitations which have no coverage of CC roads or only partial coverage of CC roads.

Implementation: GPs are the units for the purpose of planning and blocks are the implementing agencies. The project list is first prepared and passed by the *palli sabha/gram sabha* during the *Gram Sabha Shasaktikaran Karyakram* (GSSK), and later submitted to the GP. Each GP then draws up a perspective plan by listing the villages and habitations in order of priority and an annual plan is prepared along with the perspective plan. New road projects are taken up after the prepared list is exhausted. The action plan consisting of the list of villages to be taken up under the scheme is then scrutinised by the BDO and submitted to the Collector for approval. After approval of the District Collector, the projects are considered for the next financial year. The work is thereafter executed by VLL selected by the *palli sabha*.



The scheme envisages a provision of ₹ 10 lakhs per GP and funds are allocated to the blocks. The Government provides ₹ 8 lakhs per GP under the State Plan while the remaining amount of ₹ 2 lakhs is given out of devolution of funds as recommended by the Third State Finance Commission. Budgeted funds from the State Plan, Centrally Sponsored Plan, Central Plan and funds received from any other source like externally-aided projects can be converged with this scheme. The scheme is implemented in convergence with other schemes like Biju KBK, BRGF, GGY, Twelfth Finance Commission (TFC) award or any other scheme in operation in the district.

The State Government had announced on April 03, 2012 to convert 20,000 km rural road into concrete road during the 12th Five Year Plan, with a decision to concretise a stretch of 4,000 km rural road every year. In the Annual Plan 2013-14, an outlay of ₹ 498.88 crores has been earmarked considering the huge demand and popularity of the scheme and the cumulative expenditure till date is around ₹ 249.98 crores.

Roadblocks/Challenges: The major challenge of the scheme is sustained flow of funds and stringent monitoring of the implementation of the scheme. Among other technical challenges, the maintenance of quality for ensuring durability of a CC road is a challenge. These roads are being constructed either by GPs or blocks under the supervision of Junior Engineers of the blocks. The work is measured by Junior Engineers and later checked and measured by Assistant Engineers. The quality of material used, maintenance of appropriate thickness and proportion of ingredients used (cement, sand and concrete), maintenance of camber, proper curing are issues of significant importance. Close technical supervision is needed to ensure quality. Other challenges include:

- Data base of all GP/PS roads with information like name of the road, present status (Earthen/Morrum/black topped (BT)/CC) is not available
- Geographic Information System (GIS) mapping of all GP/PS roads is not yet completed
- Fixing accountability for quality of road
- Capacity building of the engineering personnel and PRIs
- Capacity building of the *gram sabha* to choose and prioritise the projects, especially in *Panchayat* Extension to Scheduled Areas (PESA).

Current and future prospects: The Finance Department conducted a Performance Audit of the scheme in 2013 to suggest measures for effectively monitoring the progress of construction of CC roads and to evolve a mechanism to ensure that funds allocated in the scheme are optimally utilised. The report states that the scheme has succeeded in providing connectivity to most deserving habitations although the pace of implementation in blocks is rather slow. The selection strategy was found to be ideal and the quality of the majority of CC roads was found to be generally good. The scheme, in general, has not only improved the accessibility of beneficiary villages but has also helped in the socio-economic upliftment of the vulnerable social groups.

Removal of regional disparities is one of the most important development strategies adopted by the State Government. Hence, provision of development assistance for improving infrastructure is imperative in terms of achieving better socio-economic indicators in rural areas.

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State Highways Development Programme: Improvement of State Highways for Socio-economic Development



State Highways play a vital role in both inter and intra-state connectivity, thus providing the infrastructure base for economic development. With a growing economy and rapid increase in mining and industrial activities in the State, there has been a corresponding increase in traffic intensity and load on the existing roads. This necessitates rehabilitation and augmentation of the State Highways to provide better road infrastructure. However, in the face of lack of a dedicated scheme for improvement of the State Highways and inadequate funding in other schemes, the State Government conceived an exclusive scheme to undertake improvement work and development of highway roads in a time bound manner. The scheme, known as State Highways Development Programme (SHDP), was launched in the financial year 2013-14 with the primary objective of improving and widening of all State Highways to 2-Lane Corridors. The programme is being implemented by the Office of the Engineer-in-Chief, Civil (under Works Department), Government of Odisha.

Objectives: Considering the strategic importance of State Highways, the SHDP envisages the following objectives:

- Reduction in vehicle operating cost on the project corridor
- Increase in vehicle speed to reduce travel time
- Improvement in Road User Satisfaction Index
- Improvement in Network Congestion Indices

Who benefits: This scheme is dedicated to the benefit of the citizenry of the State at large and fund flows are from the State exchequer. The economies of investing in double laning of State Highways are imperative in bringing about a significant improvement in the socio-economic condition of the people of the entire State.

Coverage/Outreach: As per the decision of the State Government, all State Highways are to be improved to 2-Lane Corridors by the end of the 12th Five Year Plan, under the designated





scheme of SHDP. Out of a total length of 4860.21 km of State Highways, 2701.95 km has been proposed to be improved under different schemes. Under the SHDP scheme, it is targeted to complete the balance length of 2158.26 km up to 2-Lane standard including widening of existing Cross Drainage Structures and Bridges. Funds to the tune of ₹ 100 crores have been provided during 2013-14 under State Plan for widening of State Highways to double lane standard for a length of 381.50 km in Phase I and 323.60 km in Phase II, while the projected requirement of funds till 2016-17 is around ₹3000 crores (excluding cost of land acquisition). For the current financial year, project sites cover the districts of Dhenkanal, Balasore, Mayurbhanj, Keonjhar, Ganjam, Boudh, Kandhamal, Koraput, Nawarangpur and Kalahandi.

Components: All materials, works and construction operations need to conform to the Manual of Specifications and Standards for double laning of highways and Ministry of Road Transport & Highways (MoRT&H) specifications for road and bridge works. In the absence of any specifications, good industry practice is being adopted and implemented. The design and engineering of the road crust has been estimated considering 10-15 years commercial traffic projection. Accordingly, the sub-base and base courses are constructed initially and stage construction for bituminous layers is taken up later. The Defect Liability Period (DLP) for EPC projects has been considered as two years for roads and five years for major structures.

Implementation: Individual projects under the scheme are executed as per EPC Contract for projects costing more than ₹ 20 crores and Percentage Rate Contract (P1) for projects costing up to ₹ 20 crores. The EPC contracts are supervised by the Authority's Engineer (Consultant) and monitored by the Project Management Cell being assisted by Project Management Consultant. On the other hand, the P1 contracts are supervised by the Department personnel themselves. The Works Department is responsible for overall monitoring and supervision of implementation of the scheme for timely completion.

The formation of a High Level Empowered Committee, headed by the Development Commissioner-Cum-Additional Chief Secretary; Additional Chief Secretary, Finance Department; Secretary, Revenue & Disaster Management Department; Secretary, Forest & Environment Department; Secretary, Energy Department; Secretary, Law Department; Secretary, Works Department; Chief Engineer, Designing, Planning and Implementation (DPI) & Roads as members, is in place to review progress of the scheme and resolve inter-departmental bottlenecks, if any, as and when required. Such convergence indicates healthy synergy among various departments to resolve problems and facilitate inter-departmental coordination for implementation of the scheme.

Roadblocks/Challenges: Some of the major challenges faced by the implementers include the problem of land acquisition, shifting of utility services, eviction of encroachment and obtaining environmental clearances before initiation of any proposed work.

Current and future prospects: Road communication is a key element for economic development of any State. Out of the different categories of roads, State Highways play a major role in terms of strategic location as it connects major and important places of the State as well as of neighbouring states. The proposed upgradation of the State Highways can serve as the backbone of economic development in the State by improving connectivity to different areas of the State. Such improvement is imperative to cope up with the increased traffic due to heavy industrialisation and mining activities in the State. This, in turn, has a huge impact on the markets, especially for agriculture, industry, mining and quarrying. It also provides better access roads to vehicular movement to and from different ports in the State and connects important tourist places. Development of existing State Highways also has the potential to provide enhanced connectivity to the tribal districts of Odisha, paving the way for social inclusion. Moreover, the Left Wing Extremism activities in the State have become a threat for development. Therefore, improved roads in these areas are strategically significant since it provides better connectivity, resulting in efficient handling of the law and order situation in the State.



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Improvement of PWD Roads in Urban Areas:

Development of Urban Road Transport



Transportation networks form the backbone of economic development in a country. It is imperative to have good roads for an improved quality of life which is lacking in most of the sub-urban areas of India and the State of Odisha is no different. The burgeoning urban population of the State has been engaging in a variety of economic activities in rapidly expanding cities, which, therefore, encounter rapid escalations in urban population and urban travel demand. However, the State has been facing the challenges of poor urban roads, traffic congestion in major cities and bottlenecks in transportation which have been hindering the overall growth process. To address these issues, the State Government has formulated different programmes to improve connectivity of areas in terms of better roads to improve accessibility to urban areas. One such scheme has been initiated in the financial year 2013-14 focusing on improvement of Public Works Department (PWD) roads in urban areas. The scheme is being implemented by the Office of the Engineer-in Chief, Civil (under Works Department), Government of Odisha.

Objectives: People from different rural pockets in the suburban areas of the ULBs depend on urban areas where the presence of basic amenities is superior. The development of urban roads not only provides smooth and better accessibility to the urban areas but also reduces traffic congestion. This scheme has been initiated with the following specific objectives:

- Reduction in traffic congestion and provision of better access to shopping/commercial complex, educational hubs, medical institutions, railway station, airport and office complexes
- Widening of the narrow roads to avoid traffic congestion and accidents
- Providing pedestrian facilities such as footpaths and crossings
- Improving drainage system and reducing stagnation of water on roads
- Improvement in riding quality
- Addressing concern of road safety for the public





Who benefits: Improvement of infrastructure helps an entire region in developmental activities and better roads are at the core of all such initiatives. Better connectivity with nearer hubs help people to engage in economic activities that eventually elevate their economic status. This state-initiated scheme aims to provide benefit to the citizenry in general and urban residents in particular.

Coverage/Outreach: The scheme is envisaged with a target to improve the PWD roads in urban areas already taken over and to be taken over in the coming two years. The Scheme covers three Municipal Corporations, 19 municipalities and 18 Notified Area Councils (NACs) in the State. As per suggestion of the H&UD Department, a total number of 124 roads, covering a length of 204 km, have been taken into the books of Works Department at an approximate cost of ₹ 125 crores. To improve some of the ULB roads, there is a budget provision of ₹ 75 crores for the current financial year (2013-14), out of which, ₹ 12 crores and ₹ 20 crores have been earmarked for the TSP and SCSP components, respectively. The funds required are being met out of State Plan (Normal).

Components: The scheme is designed for improvement of urban roads in phased manner based on the traffic and safety aspect of the commuters and also keeping in perspective the future growth potential and land use pattern as per land availability. Depending upon the requirement, provision of flexible pavements, CC roads of either single lane or intermediate lane or double lane with roadside drains and footpaths are to be taken up. However, full improvement is slated to be taken up in a phased manner as per the budget provision.

Implementation: Individual projects of the scheme are being executed through the tendering process under Item Rate (F2)/Percentage Rate (P1) Contract. The Works Department monitors the implementation of the Scheme for timely completion of the projects. An Empowered Committee, headed by Development Commissioner-cum-Additional Chief Secretary and Secretary, H&UD; Secretary, Works Department; Director, Municipal Administration; Chief Engineer (DPI & Roads) as members, is in place to review the progress of the scheme and resolve inter-departmental bottlenecks, if any, as and when required.

Additionally, a mechanism has been in place to ensure that there is synergy among different departments, like Revenue & Disaster Management Department, Energy Department, and General Administration Department for resolving various issues and timely implementation of the scheme, even though these departments are not directly involved in the modus operandi of the scheme.





Roadblocks/Challenges: One of the major challenges faced by the implementers is contractual litigation. Other challenges include problem of land acquisition, shifting of utility services, uprooting of trees and eviction of encroachment.

The defect liability period of any major road construction work is one year, within which contractors are liable for any required maintenance work. After one year, Works Department oversees all major and minor maintenance work and post maintenance work like renewal quote/additional layering and small repairs are recommended after three years to ensure both durability and easy maintenance of the constructed roads.

Current and future prospects: Better road connectivity and access has brought about a change in the quality of life of the people, which has particularly resulted in increased opportunities for schooling, better access to healthcare facilities, increased communication, less congestion, diminished commuting time and trends towards an urban life style.

Development and maintenance of road network is a major prerequisite to accelerate pace and pattern of socio-economic development. Most urban roads are of poor quality and road maintenance remains under-funded in states like Odisha. This leads to further deterioration of existing roads and high transport costs for users. Improvement, in terms of widening, repair and reconstruction of roads in urban areas, is extremely important as development of infrastructure indirectly brings multiple social benefits.

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Biju Setu Yojana:

Bridging Connectivity Gaps for Rural People

The rural transportation system plays a critical role in connecting the nation's heartland to its urban region, thereby supporting the economy of rural areas. Rural roads become the vehicle for access to the market of goods and services and improved delivery of social services. Statistics has shown that improved road connectivity has a positive impact on the reduction of poverty. Rural Development Department owns 28,159 km of rural roads. Un-bridged *nallahs* and rivers on rural roads deprive the rural population of all-weather connectivity.

Connecting all villages with all weather roads is both time and resource consuming. Provision of small bridges with reasonable approach road may provide instant connectivity to a large number of people in inaccessible areas. Rural Development Department has been constructing bridges by availing loans from the NABARD under RIDF, through PMGSY funds and through other sources of funding like Western Odisha Development Council (WODC), Biju KBK, IAP, BRGF and other similar programmes and schemes.

However, the existing schemes are unable to cater to the requirements of the State. Hence the Government of Odisha has embarked upon a new initiative in formulating and launching the ambitious *Biju Setu Yojana* (BSY) on 9th October 2011 to bridge all the missing links on roads of Rural Development Department. The programme also covers strategic important *Panchayat Samiti* (PS) roads belonging to the *Panchayati Raj* Department.

Objective: Rural road networks are still left un-bridged due to intervening *nallahs*/rivers on them, thereby depriving villagers of all-weather connectivity, compelling them to take detours, made to traverse a much longer distance and in some cases, there is not even an alternative alignment, thereby, depriving them of basic services. With a view to mitigate the suffering of the rural people and meet their long-cherished needs, the State Government took a new initiative and launched the flagship programme with the objective of bridging the missing links on Rural Development (RD) roads and some important PS roads.

Who benefits: This landmark initiative of the State Government aims to provide all-weather road connectivity to rural people of the State. People now have easy access to nearby markets, health centres, schools and colleges, block and *tehsil* headquarters and this has helped to improve their socio-economic conditions. Under BSY, construction of 400 bridges have been



taken up in the first phase at a total outlay of ₹ 1400 crores. Keeping in view the increasing demand of the people in rural areas, the State Government has decided to take up construction of 200 additional bridges in the second phase in the year 2012-13 at a total outlay of ₹ 700 crores. The budget provision during annual plans 2012-13 and 2013-14 were ₹ 140 crores and ₹ 150 crores respectively.

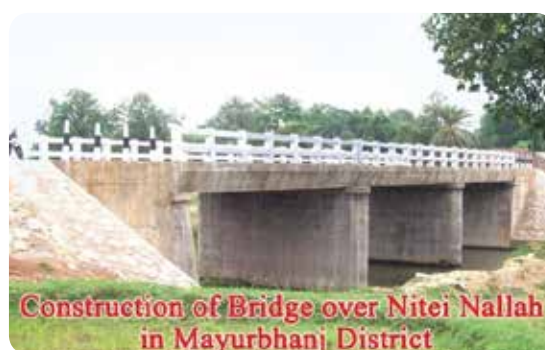
Coverage/Outreach: The BSY has been formulated to provide an effective all-weather road network across the length and breadth of the State, so as to effectively meet the transportation needs of rural people. Due care has been taken for backward areas for construction of new bridges across the unbridged *nallahs/rivers*. Similarly, flood-prone areas that get disconnected during heavy rain have also been covered.

Components: All projects implemented under BSY will bridge *nallahs/rivers* that do not have bridges over them and provide reasonable approach roads for establishing instant road connectivity. The scheme also provides an opportunity for construction of major bridges on PS roads.

Implementation Process: The State Government provides funds through its own resources for implementation of the projects. Some of the identified projects are directed to NABARD for loan assistance. Survey and investigation work, design of structure and cost estimates are done in-house by Rural Development Department. Works are awarded to the eligible contractors through the e-tendering process. The quality of work is ensured by supervising engineers.

Roadblocks/Challenges: There is scarcity of eligible contractors in the State for building bridges. Moreover, there is poor/no tender participation by the contractors in naxal affected areas of the State. However, the Department is encouraging many PMGSY/road contractors to participate in bridge tenders.

Current and future prospects: The scheme has initiated a process of change in rural life and livelihoods, thereby, improving the living standard of rural people. With a target to complete 125 bridges during 2013-14 at an outlay of ₹ 175 crores, the achievement is satisfactory, with completion of 56 projects till January 31, 2014, utilising about 50 per cent of budgetary provision (₹ 88.26 crores). There is a target to complete additional 100 bridges during 2014-15 and onwards.



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Mission Shakti:

Empowering Women through SHGs



Mission Shakti, a holistic women empowerment campaign, was launched on March 08, 2001. It seeks to create a self sufficient women's movement throughout the State. *Mission Shakti* believes in empowerment through Women Self Help Groups (WSHGs) with thrift and credit as its backbone. Women, at large, have displayed great strength in the success of the mission due to their positive contribution to group dynamics, inclination for savings, adoption of different gainful economic activities and creation of social capital for women empowerment. The programme is being implemented by the *Mahila Vikash Samabay Nigam* (MVSN) under W&CD Department, Government of Odisha.



Objectives: *Mission Shakti* envisages addressing the following objectives:

- Facilitate creation of a conducive environment through self-help acts
- Expansion of the self-help movement in Odisha
- Develop quality SHGs in the State
- Strengthen the quality of the existing SHGs in Odisha
- Build cluster associations at the block level, federations of clusters at the district level and network of federation at the State level
- Provide institutional capacity building support to strengthen the SHG movement in the State
- Capacity building at every level in the State
- Develop a built-in monitoring system right from the SHG level
- Establish and set up a supportive MIS at every level
- Identify agencies in each area/region as the nodal agency responsible for the overall SHG strengthening process and ensure accountability of desirable results to the self help mission.

Who benefits: Women participating in SHGs, based on the principles of self help, mutual trust, cooperation, focused on socio-economic empowerment benefit from the programme.



Coverage/Outreach: Having been launched in the year 2001, the scheme is currently operational in all 30 districts of the State. From 2001-2006, the target was to assist in formation of one lakh SHGs covering an additional two lakh SHGs for the period 2007 to 2013. During the year 2011-12, seed money amounting to ₹ 38.74 crores has been given to 77,496 WSHGs of 30 districts at the rate of ₹ 5,000 per SHG. By the end of 2012-13, seed money amounting to ₹ 48.23 crores has been given to 48,236 WSHGs of 30 districts at the rate of ₹ 10,000 per SHG. For the year 2013-14, an outlay of ₹ 50 crores has been earmarked in the Annual Plan.

Components: Mission *Shakti* has been working holistically to encompass different aspects of women empowerment through the SHG movement. These include expansion of credit linkage to as many SHGs as possible so that SHGs have the required financial resources to start economic activities. This also necessitated capacity building of SHGs in accounting, livelihood activities, and skill up-gradation in employment generation activities. Products made by WSHGs required standardisation, quality control and good marketing. The various components of *Mission Shakti* activities mainly focus on capacity building, livelihood promotion, marketing, consolidation through strengthening federation, micro credit support, convergence with other departments and government programmes, communication and advocacy.

Implementation: The scheme is being implemented through the following procedural measures:

Gram Panchayat Level Federation (GPLF)

- Co-ordination with SHGs
- Support SHGs in record maintenance and accounting
- Supervise right use of micro credit and repayment of loans on time

Block Level Federation (BLF)

- Co-ordination and handholding support to GPLF
- Prepare business plan for providing financial and non-financial services to GPLF
- Coordination with government and non-government agencies for livelihood promotion and marketing linkages of SHG products
- Coordination with banks to provide timely micro credit support to SHGs
- Regular gradation of SHGs
- Organise capacity building programme for skill up-gradation

District Level Federation (DLF)

- Co-ordination and communication with BLF
- Steps to solve their emerging problems
- Coordination with banks for micro credit support to SHGs at district level
- Coordination with various district level marketing agencies, government department for marketing of SHG products

The programme works in convergence with various departments of the State Government, namely, *Panchayati Raj*, Rural Development, Industries, Agriculture, Animal Husbandry and

Fishery, Health and Family Welfare, School and Mass Education, and State Employment Mission. The specific projects and project implementation bodies like Odisha State Water and Sanitation Mission (OSWSM), OTELP, Western Orissa Rural Livelihoods Project (WORLP), Targeted Rural Initiatives for Poverty Termination and Infrastructure (TRIPTI) also provide hand-holding support. Through its network, the programme has established healthy synergy with banks, cluster, association and expansion of Income Generation Programme (IGP) while addressing community issues.

Roadblocks/Challenges: One of the major challenges is to address conflict management in the process. Conflict refers to the discomfort one experiences with individuals or groups due to different needs, desires, attitudes, expectations and experiences of others. Conflict also means the struggle between incompatible and opposing needs, wishes, ideas and interests of people. There is a tendency sometimes to suppress conflict and ignore it. Use of an SHG as a unit for economic activity is problematic since not all members in the SHG are likely to be interested in a single economic activity. Effective conflict management through sharing of roles and responsibilities, identification of appropriate income generation activities at the individual and the group level, mobilisation for effective voice and negotiation space at different levels (starting from SHGs to various federations), has energised the system, cleared the vision, helped solve problems, and acted as a stimulant.

Current and future prospects: *Mission Shakti* in Odisha has evolved to help construct a society which is self-reliant, conscious of socio-economic issues, where there is a spirit of cooperation, where women are appropriately skilled to undertake their choice of activities without hindrances or dependence, where there is leadership development while maintaining gender equity and above all, where each has a respect for the values of others and each strives for the good of the greater society.

The participating women have gained economically. More than 64,36,500 women engaged themselves in various economic activities involving ₹ 2788.83 crores of credit, besides utilising ₹ 417.98 crores of their own savings. The table below displays the achievement of the programme in a nutshell till date.

Number of WSHGs formed	5,36,375
Number of members involved	64,36,500
Total amount of savings by the WSHGs	₹ 417.98 crores
Total amount of credit advanced	₹ 2788.83 crores
Number of WSHGs credit linked	4,59,582
Total amount of repeat finance	₹ 1855.34 crores
Number of WSHGs repeat finance	2,96,058

Source: MVSU

Besides economic empowerment, *Mission Shakti* expanded its positive impact covering various sectors and managed significant outreach and effectiveness.



The following are some of the examples:

- Convergence efforts with Odisha Livelihoods Mission (OLM) have expanded the scope for enhanced capacity for WSHGs. This has further increased the possibility for economic empowerment of the participating women to a significant level.
- Mid-Day Meal (MDM) programme is managed by WSHGs in 43,612 out of 60,433 schools.
- WSHGs, 7,486 in number are engaged as Public Distribution System (PDS) agents for retailing and sub-whole selling of kerosene.
- Out of 15,000 GP tanks in the State, about 6,414 tanks have been leased to WSHGs.
- WSHGs, 2,137 in number are involved in Liquefied Petroleum Gas (LPG) distribution under 'Shakti Gaon' project.
- Under the Shakti Project, 2011 WSHGs are operating as Shakti Dealers through Hindustan Lever Limited (HLL).
- Out of the total number of SHGs, 627 have successfully implemented the Total Sanitation Campaign (TSC) in their localities.
- Under Mission Shakti, 7,661 federations at the *panchayat* level, 314 federations at the block level and 30 at the district level have been formed. Some of the GPs have more than one federation depending on the concentration of SHGs in that GP.
- Energy bill collection by WSHGs has improved timely payment of energy bills.

The Government of Odisha took an in-principle decision to implement decentralised procurement of food stuff with effect from April 2011 a under supplementary and emergency feeding programme. Consequently, local women's SHGs and *Mahila Mandals* were encouraged to supply the supplementary food distributed in AWCs.

Kasturba *Mahila* SHG of Binka village has proved how local procurement for *anganwadis* can revive rural economy in a big way. The group has set up a cottage industry to grind and prepare a nutrition mix comprising of rice, wheat and peanuts. The mix is sorted in two-kg packs for children between six months and three years, and for pregnant and lactating women. The packets are then delivered to 270 AWCs, every fortnight, in two blocks of Subarnapur district of the State. Producing 27,000 kg of the mix in a month, the women achieve a monthly turnover of ₹ 5.77 lakhs and each worker earns more than ₹ 3,000 a month.



Recognising the potential and effectiveness of decentralisation of procurement of supplementary and emergency feeding items through WSHGs, the Office of the Commissioners to Supreme Court writes, "We appreciate the efforts made by the department to decentralise the production of supplementary nutrition in ICDS involving the community through the local women's groups. We have been recommending the model being pursued by your state to several other states as part of engaging communities in nutrition provisions and doing away with the involvement of

contractors/commercial interests in food for ICDS (Dr. N. C. Saxena, Commissioner and Harsh Mander, Special Commissioner of the Supreme Court, September 06, 2012).”

The Mission is marching ahead and touching lives meaningfully. True to its spirit and programme content, *Mission Shakti* is enabling many underprivileged women in Odisha to become more self-reliant economically and be empowered socially.



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Distribution of Free Bicycles to Students of Class X:

Empowering Students through Improved Mobility



Dropping out is a universal phenomenon in the education system, spread over all levels of education in all parts of the country and across all socio-economic groups of population. Girls, in general, tend to have higher dropout rates than boys. Similarly, children belonging to socially disadvantaged groups like SCs and STs have higher dropout rates in comparison to the general population. There are also regional and location-wise differences and children living in remote areas are more likely to dropout of school. In order to reduce the dropout rate and improve efficiency in the education system, the Government of Odisha has come up with a novel idea of distributing free bi-cycles to students of Class X. The scheme was envisaged keeping in mind the students residing in hilly and inaccessible areas of the State, who find it difficult to attend school due to restricted mobility. Besides improving school attendance, cycles also encourage students to participate in extra and co-curricular activities. The School and Mass Education Department, Government of Odisha is the nodal department for implementation of this programme throughout the State.



Objective: In secondary classes, many children who come from distant places find it difficult to reach schools in time. Therefore, they lose interest in coming to school and continuing with their studies and thereby, dropout in Grade IX or X. It is also observed that a large number of children, especially girls, terminated their schooling after Grade VIII or IX, as secondary schools were not available in their villages. Reducing the distance barrier between the student and the school became the rationale for conceiving this innovative scheme. The basic objective of this state-funded scheme is to enhance enrolment and ensure retention of students in schools by providing a mode of transport which would make students self-reliant and also encourage them to complete secondary education. The scheme also facilitates the deprived section of society to complete the secondary stage of education.

Who benefits: Beneficiaries of the scheme include all girls, ST and SC boys and boys belonging to BPL category and studying in Class X in government and government aided high schools,

madrassas and Sanskrit tolls. The scheme benefit has also been extended to students of high schools run by the ST & SC Development Department.

Coverage/Outreach: Having been introduced in the year 2011-12, the scheme is currently operational in all 30 districts of the State. For the year 2013-14, the physical target is around 4,70,652 students and an outlay of ₹ 125 crores has been earmarked in the Annual Plan for the provision of bicycles.

Components: The major components of the scheme include identification of beneficiary and provision of monetary assistance by the State Government for the purchase of Indian Standards Institute (ISI) marked bicycles. Not limiting to the government assistance of ₹ 2,600 for each identified beneficiary, beneficiaries themselves have also actively participated in the scheme by providing additional resources, if required, to purchase bicycles.



Implementation Process: The scheme is being implemented through District Education Officers (DEOs) and the money is being sanctioned by the State Government. After government approval, the fund flows from the State Treasury to the Directorate of Secondary Education (DSE), which, in turn, transfers the same to the DEOs. The DEO, being the nodal person for executing the scheme at the district level, disburses funds to School Management Development Committees (SMDCs). The SMDCs identify and expend the amount through electronic transfer of funds to the beneficiary's account. In the process, it is mandatory for the student beneficiary to open a joint account with any one of the parents, preferably the mother, for receipt of the prescribed amount. Being one of the stakeholders of the scheme, the ST & SC Development Department and the School and Mass Education Department have achieved a healthy synergy for implementation of the same at the district level through DEOs.

Roadblocks/Challenges: The scheme is being successfully run from the year 2011-12 and has been widely appreciated by the public, the press media and public representatives. Keeping in view the huge demand and success of the scheme, there is a massive financial outlay in the current Financial Year 2013-14, which has been increased almost three folds from the previous year. The budgetary provision of ₹ 45 crores in 2011-12 has been increased to ₹ 125 crores in 2013-14. Further, the number of beneficiaries has also gone up from 2,64,841 in 2011-12 to 4,70,652 in 2013-14. In view of the increased budgetary allocation, resource mobilisation for sustainability of the scheme is a real challenge. Moreover, a detailed impact analysis of



the scheme is required to evaluate performance and effectiveness of the scheme on different deliverables like the transition rate, retention rate and dropout rates at the secondary level.

Current and future prospects: The expected outcome of this scheme is not only to enhance enrolment, but to increase the percentage of retention and reduce the percentage of dropouts of socio-economically backward students at the secondary level. The scheme motivates students to complete secondary education where access to school has been a problem as a certain distance needed to be covered in order to reach there. Successful implementation has also enhanced better transition from the elementary to the secondary level. Research studies have established that a long distance that needs to be covered has a strong negative impact on school attendance, and failure to complete high school not only produces a negative outcome for students, but also widens the existing social and economic inequalities. The scheme, therefore, aims at achieving better social inclusion and paves the way to bring socio-economic weaker sections of the society into the mainstream.



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Ensuring Food Security

Rice @ ₹1/- per Kg.

Food security, in general, is the outcome of both production and distribution decisions and the Targeted Public Distribution System (TPDS) is a major state intervention in the country aimed at ensuring food security to all the people, especially the poor. The TPDS operates through a large distribution network of Fair Price Shops (FPSs). Under the TPDS, the central government is responsible for procurement and transportation of food grains up to principal distribution centres while the state governments are responsible for identification of families living below the poverty line, issue of ration cards and distribution of food grains to such families through FPSs. The Government of India (GoI) supplies rice at Central Issue Price (CIP) of ₹ 5.65 per kilogram (kg) to which the cost of transportation and administration is added.

However, food security is not guaranteed merely by adequate food grain production or even by food availability. It is more fundamentally linked to effective access to food, both physically and economically. In the context of Odisha, a combination of economic, social, ecological and institutional factors contribute to food insecurity. Because of the high level of incidence of poverty and income disparity, inadequate employment opportunity in lean season, a large tribal population living in remote areas with poor connectivity, coupled with a periodic occurrence of floods and droughts, Odisha has been put in the category of severely food insecure regions of the country. It has been pointed out that the severe food insecurity in Odisha is primarily due to the presence of a vulnerable rural population who are basically Scheduled Castes (SCs) and Scheduled Tribes (STs) with poor and marginal livelihood assets or livelihoods susceptible to natural disasters.

The Government of Odisha initially started distribution of rice at ₹ 2 per kg, but launched the scheme on a massive scale by reducing the price to ₹ 1 per kg with effect from February 01, 2013. The rationale was to protect the poor and vulnerable against inflation and also to ensure food security. The Food Supplies and Consumer Welfare (FS&CW) Department, Government of Odisha has been designated as the nodal department for execution of the scheme. As the State of Odisha is a decentralised procurement state, paddy is procured directly from the farmers through different government agencies and delivered to approved millers for milling. The GoI allotted and the State pool custom milled rice received from the millers is stored at departmental storage centres/Rice Receiving Centres (RRCs)-cum-storage centres and delivered at the doorstep of FPSs for supply to the beneficiaries.

Objectives: The objective of the scheme is to provide subsidised rice to the targeted beneficiaries like families living below poverty line, poor families of undivided Koraput, Balangir and Kalahandi (KBK) districts, boarders of ST and SC hostels, differently abled persons and fishermen affected due to a ban on fishing for Olive Ridley Conservation.

Who benefits: The scheme beneficiaries include:

- All Below Poverty Line (BPL) families of the state (36,90,060 BPL families)
- All Above Poverty Line (APL) card holders of eight KBK districts (5,35,402 APL families), except the creamy layer
- Poorest of the poor families covered under the *Antyodaya Anna Yojana* (AAY) Scheme (12,53,015 families), covering the entire state
- Boarders of ST & SC hostels (4,15,357 boarders), covering the entire state
- Differently abled persons (78,269 persons), covering the entire state
- Fishermen affected due to a ban on fishing for Olive Ridley Conservation in the coastal areas of the state.

Coverage/Outreach: The scheme covers beneficiaries in all 30 districts of the state. The budget provision for food subsidy in the Annual Plan 2013-14 is to the tune of ₹ 131.20 crores.

Components: The main components of the scheme include:

- Procurement and milling of paddy under the decentralised procurement system
- Storage of custom milled rice
 - ◆ Inter district stock transfer
 - ◆ Intra district stock transfer
- Distribution of custom milled rice
 - ◆ Delivery of rice to FPSs
 - ◆ Delivery of rice to bulk customers
 - ◆ Supply of rice to consumers

Implementation: The scheme is implemented through the Odisha State Civil Supplies Corporation (OSCS) Limited. The FS&CW Department issues online allotment orders and the OSCS manages storage of rice, stock distributions, sale proceeds and other related jobs for successful implementation of the scheme. The Corporation has district level offices in all districts for receipt and distribution of rice and monitoring of the scheme at the official level. Since April 01, 2012, under the system of door delivery of food grains, the Corporation has been delivering stock of rice to retailers FPSs through departmental storage centres as per the Justice Wadhwa Committee recommendation. Rice is supplied to consumers on fixed days (forenoon of 5th, 6th & 7th and afternoon of 20th, 21st & 22nd) of each month. The Block Level Advisory Committee/Town Level Advisory Committee/*Gram Panchayat* Level Advisory Committee have been constituted for vigilance and monitoring of smooth operation of the scheme. The FS&CW Department utilises the Sanjog Helpline for registering consumer complaints on the scheme, paddy procurement and TPDS. Such stringent checks help in improving the delivery of subsidised goods by providing assistance in monitoring malfeasance by the shopkeepers, reducing leakage from the delivery system and ensuring proper take-up rates, thereby, fulfilling the promise of an entitlement to food.

Roadblocks/Challenges: The scheme is being implemented without any major hindrances and the operation and efficacy of the TPDS system in the state is well appreciated. However, there are some minor challenges which include: (i) high exclusion and inclusion errors, (ii) non-viability of FPSs, (iii) failure in fulfilling the price stabilisation objective, and (iv) leakages.

The process also requires huge resource mobilisation and commitment on the part of the government. Therefore, the sustainability of the scheme depends on the continuance of the policy at both levels of governments to provide food security to the poor and vulnerable population.

Current and future prospects: The provision of rice at ₹ 1 per kg can promote social welfare by ensuring access to food to all sections of the society and thereby, have a positive impact on curtailing malnutrition in Odisha. With people getting enough rations at subsidised rates, the money thus saved provides them with the option of buying other food items to complete their diet. The scheme, therefore, has a direct bearing on poverty alleviation and reduction in malnutrition, especially among children and pregnant and lactating women. There is a need to scale up such innovative programmes to levels that would make an impact on the state.



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Mamata: Safe Motherhood and Healthy Child

(Conditional Cash Transfer Maternity Benefit Scheme)



There exists a close relationship between maternal nutrition and pregnancy outcomes. Poor diets from early childhood, prevailing social norms like child marriage, and frequent child bearing increase the risk of under-nutrition in women. Additionally, poverty forces women to work even during pregnancy and lactation, resulting in higher rates of neonatal morbidity, and neonatal and perinatal mortality. To address the maternal nutrition issue, the Government of Odisha envisaged a state-specific scheme for pregnant and lactating mothers called 'Mamata'. The scheme aims at contributing to reduction in maternal and infant mortality, and improvement in the health and nutritional status of pregnant and lactating mothers and their infants. It was launched on September 5, 2011 and fund flow to eligible beneficiaries started on October 19, 2011.



Objective: The objectives of *Mamata* are:

- to provide partial wage loss compensation for pregnant and nursing mothers so that they are able to rest adequately during their pregnancy and after delivery;
- to increase utilisation of Maternal and Child Health (MCH) services, especially Antenatal Care (ANC), Postnatal Care (PNC) and immunisation;
- to bring in an improvement in child care practices by mothers/caregivers, especially exclusive breastfeeding and complementary feeding of infants.

Who benefits: All 19 years of age and above pregnant and lactating women in the state, excluding all Central and State Government/Public Sector Undertakings (PSU) employees and their wives, are covered under the scheme for the first two live births.

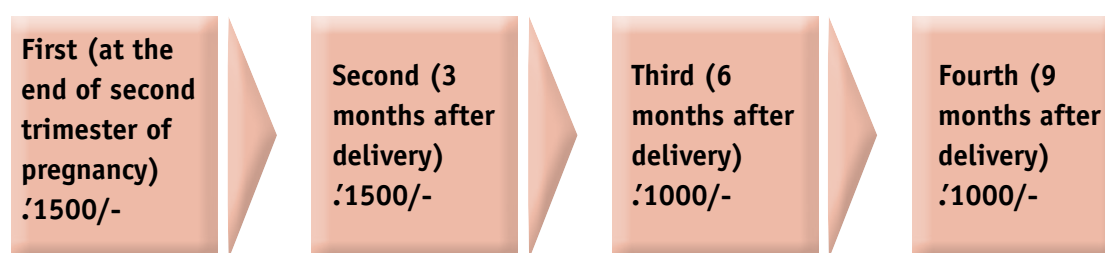
Coverage/Outreach: The scheme is operational in all 338 Integrated Child Development Services (ICDS) projects (318 rural projects and 20 urban projects) across all 30 districts

The programme is the first of its kind in the country which, in addition to monetary support, also provides near universal coverage to pregnant and lactating women, enabling them to seek improved nutrition and adopt health seeking behaviour. *“I purchased Horlicks with the money given by the government, which otherwise I would have never been able to afford. My husband had asked for some money from me from my account, but I have not given him any money”,* states Smt. Irme Madkaami of Telarai Anganwadi Centre, Sudhakonta Village, Kalimela Block, Malkangiri District.



of the State. Out of this, 118 are tribal projects spreading across the districts of Koraput, Malkangiri, Mayurbhanj, Nabarangpur, Rayagada, Sundergarh, Kandhamal, Gajapati, Keonjhar, Sambalpur and Kalahandi. In the two *Indira Gandhi Matritva Sahyog Yojana* (IGMSY) districts of Bargarh and Sundergarh, the State Government provides the fourth instalment. Service delivery happens from all 71,306 *Anganwadi* Centres (AWCs) and the scheme benefits have reached to more than a million women across the State. Out of the total 10.37 lakh eligible beneficiaries registered, 2.67 lakhs are tribal women. As of date, approximately 4.68 lakh beneficiaries have exited the scheme with all four tranches. The total funds disbursed to these beneficiaries are ₹ 96.77 crores till August 2013. Within a span of 23 months, around ₹ 376.28 crores has reached more than 10 lakh Households (HHs) (including backward groups) across the State through direct fund transfer to the legitimate beneficiary bank account in a transparent mode and time bound manner.

Components: The *Mamata* scheme has revolutionised the delivery mechanism through direct fund transfer to the beneficiary bank account. Under the scheme, the beneficiary is entitled to a sum of ₹ 5000, which is disbursed to her in four instalments as depicted in the figure below, subject to fulfillment of certain specific conditions.



“Kumudini didi (AWW) told me to use this money given by the Government to have nutritious food which would help in my child’s growth in the womb. I also had vitamin supplements with this money and the rest was utilised at the time of delivery. This amount has been a great help for me and I have delivered a girl child (2.900 kg) just a few days back at Rayagada Primary Health Centre (PHC) of Gajapati district”, shares Smt. Lata Bishoyi.



Payment is made only by e-transfer from the Child Development Project Officer (CDPO) to the beneficiary bank account by Direct Benefit Transfer (DBT). The primary stakeholders include pregnant and lactating women and their children, W&CD Department, *Jaanch*¹ Committee, Mothers' Committee, *Anganwadi* Workers (AWWs), CDPOs, Health & Family Welfare Department (H&FWD), under National Rural Health Mission (NRHM), district administration and the banking sector.

Besides, a specialised web-based Management Information System (MIS) of *Mamata* has been developed for use by different layers of functionaries as well as different types of functionaries from projects to the State to track and monitor fund transfer/movement to each woman. This ensures a system of multiple cross-checks and accountability layers as per the roles of the users.

Implementation: The scheme is being implemented by the W&CD Department through its state-wide network of CDPOs and AWWs with facilitation and monitoring by District Collectors. The e-Governance aspect of the scheme is the web-enabled Corporate Banking System of the State Bank of India (SBI), known as *VISTAAR*. The choice of use of Information and Communication Technologies (ICTs) has impacted the implementation of the scheme in the following ways:

- Ensures a transparent mechanism;
- Ensures time-bound service delivery – critical to the objectives of the scheme
- Reduces bottlenecks in service delivery and removes any form of intermediaries; and
- Makes service delivery more accountable

Community participation has emerged as an important facet of successful programme implementation. It has helped in early and effective resolution of problems faced by the beneficiaries. To facilitate the devolution of power and to address all grievances related to the scheme, the W&CD Department constituted *Jaanch* Committees and Mothers' Committees at the village level in 2011 to check the veracity of the *Mamata* Beneficiary Calendar with registers kept with the AWWs and the bank statements.

Roadblocks/Challenges: The W&CD Department visualised, strategised, planned, executed, assessed and re-strategised implementation of the scheme with hand-holding support from H&FWD and Finance Department and active support of AWWs, CDPOs and the banking sector. During the initial stages of implementation, the major challenge was bringing about a transformation in the attitude of the service providers. Ms. Kusum Kar, CDPO, Jajpur district declares, *"I had learnt how to use the 'mouse' only to play computer games at home. With this project, I got computer training. I am very happy that I am able to use computers now and have been appreciated by senior officers as well. It's new for us and will take some time to get more comfortable to operate this application using five different passwords. Earlier, we used to write a cheque for each beneficiary. Now, at the click of one button, we are able to send money to 200 beneficiaries. This enables us to save a lot of time. Moreover, the beneficiaries need not run around places to encash their cheques and that has benefitted them as well."* The idea

¹ A retired Government/PSU employee, President/Secretary of two SHGs, one person with disability, Chairperson of the Mothers' Committee and President of Village Education Committee are members.

that the CDPOs could transfer funds through net banking was challenged at several levels. The leadership had the confidence about its functionaries and, therefore, helped them build confidence within the team, followed by skill development exercises.

Current and future prospects: The scheme is in implementation for less than three years now. Yet its reach is near universal, benefitting more than 10 lakh women. Time-bound fund flow and service delivery has been the hallmark of this citizen-centric scheme. The extent of coverage of beneficiaries across the State, the vibrancy of the scheme in the field, the level of community awareness and participation, the recognition from multiple sectors – all these are evidences of the huge success of the scheme. The features that made *Mamata* a success are: optimal use of existing resources, focused training and capacity development, capable Project Management Unit (PMU), motivated field-level workers, community ownership and participation, and improved infrastructural and technological innovations with use of Information and Communication Technology (ICT).

A collateral benefit has been that the *Mamata* scheme has also forced in an element of financial inclusion in terms of opening and operation of bank accounts for one of the most marginalised sections of society, namely, women from the economically backward strata. The scheme will continue to provide financial support to the targeted beneficiaries, thus contributing to the wider goals of reduced maternal and infant mortality.

Recognitions: Following recognitions from various sectors may elucidate the probable impact of the Scheme.

- Ministry of W&CD, GoI has accepted the *Mamata* scheme as a best practice.
- The Planning Commission of India has also recognised *Mamata* as a good practice.
- On 9th December 2012, The Indian Express carried a complete story of Cash Transfer schemes across the country. Odisha's *Mamata* experience was reviewed as success story.
- On 17th September 2013, The Business Standard and The New Indian Express highlighted that cash transfers have boosted women's health and inclusion in Odisha.
- Similar positive reviews have featured in many newspapers and news-services within the country and outside.



Beneficiaries displaying updated bank passbooks reflecting the MAMATA fund



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Housing is one of the basic requirements for human survival. For an ordinary citizen, owning a house provides significant economic and social security and status in society. Sustainable human development cannot be achieved without adequate and affordable housing. Affordable shelter for the masses or creation of productive and responsive housing for all is not a simple technological issue or a mere problem of finance. It is a complex amalgam of a host of factors, which need to be tackled at all levels and in a synchronised manner.

The Government of Odisha accords very high priority to this task. With all round increase in the cost of land, building materials, labour and infrastructure, affordable housing has become a distant dream for the economically weak, low income and vulnerable groups in rural areas. Hence, the role and intervention of the State Government becomes all the more important. The State Government launched the *Mo Kudia* Scheme in the year 2008-09 to meet the unmet needs of the most vulnerable Households (HHs) who need immediate shelter for a dignified existence. Due to the procedural bottleneck of *Indira Awas Yojana* (IAY), there are problems in instant delivery of benefits to the poor people. In view of this, the Government of Odisha, after careful consideration, has modified the guidelines under *Mo Kudia* to take care of delay and resultant neglect of the deserving beneficiaries. It also provides for disaster resilient features in dwelling units. The *Panchayati Raj* Department, Government of Odisha acts as the nodal department for implementation of the scheme.

Objectives: The main objective of the scheme is to provide dwelling houses to the genuinely poor and needy rural HHs, who need immediate shelter for a dignified existence.

Who benefits: The eligible beneficiaries of the scheme include poor women in distress, physically challenged (over 40%), mentally challenged, victims of domestic violence, destitute widows, women-headed HHs, adult orphans of government registered institutions and victims of leprosy and AIDS. Nevertheless, the following categories of population may also be considered on priority basis as beneficiaries under the scheme:

- Poor victims of ethnic and naxal violence
- Poor victims of fire or flood
- Tribal HHs whose houses have “fully collapsed” due to elephant menace
- Primitive Tribe Groups (PTGs)
- Parents of Children Living with HIV and AIDS (CLHIV) who are under Anti Retroviral Therapy (ART) treatment



Besides, the scheme benefits are also extendable to those HHs under BPL category which are deprived of getting the IAY houses due to non-inclusion of names in BPL list as prepared by the GoI. An assistance of ₹ 10,000 is also tagged with *Mo Kudia* under “fully collapsed” category for flood damage. In case of SC and ST beneficiaries, the scheme benefits are also linked with *Mo Diha* (My Homestead Land).

Coverage/Outreach: The scheme is in operation in all the 30 districts of the State, covering all the social groups – SCs, STs, minorities and others. By December 2013, the target was set to construct 28,802 houses under the scheme. The Annual Plan outlay for the scheme during 2013-14 is ₹ 100 crores. The cumulative disbursement of funds over the years is approximately ₹ 380 crores.

Components: The main components under *Mo Kudia* include monetary assistance for construction of dwelling units of approximately 20 square metres. The unit cost of *Mo Kudia* is ₹ 75,000 for 18 Integrated Action Plan (IAP) districts and ₹ 70,000 for the non-IAP districts. The State Government has also waived off royalty charges on the building materials used under *Mo Kudia* houses. Besides the dwelling unit, sanitation, supply of drinking water and electrification are other allied components of the scheme. Initiative has also been taken for integration and coverage of Total Sanitation Campaign (TSC) with the scheme.

The criteria for the degree of safety and liveability of homesteads are decided by the states, based on local geo-climatic conditions and natural hazards like floods, cyclones, tsunami, landslides and earthquakes. Post the 1999 super cyclone, relaxations were made in the implementation of IAY to facilitate construction of *pucca* dwelling units. The rationale was to highlight the need for large scale intervention to orient homeowners on local disaster risks and how to balance cost with structural performance and disaster resilience of the house. The *Mo Kudia* scheme also incorporates the same provisions of using disaster resilient features as per the local context.

Implementation: The Commissioner-cum-Secretary, *Panchayati Raj* Department, assisted by the Commissioner, Special Projects is responsible for implementation of the *Mo Kudia* scheme. At the district level, Project Directors of District Rural Development Agencies (DRDAs) are responsible for management of funds. The programme is implemented through *panchayat samitis* and GPs. Identification of beneficiaries and monitoring of the progress of execution is done at the GP level. The list of beneficiaries is then placed before the *palli sabha* for information to avoid duplication and better targeting of beneficiaries. The monitoring of the programme at the state level is the responsibility of the State Level Vigilance Monitoring Committee (SLVMC) and District Level Vigilance Monitoring Committees (DLVMCs), which are responsible for monitoring at the district level.

Roadblocks/Challenges: The operation of the scheme is being carried out in a transparent manner with active community participation. Nevertheless, the challenges before the implementing department include:

- Imparting habitat and housing literacy to beneficiaries
- Convergence with other central schemes like Individual Household Latrines (IHHL),

Rajiv Gandhi Gramin Vidyutikaran Yojana (RGGVY), Mahatma Gandhi National Rural Employment Guarantee Act (MGNREGS), Aam Aadmi Bima Yojana (AABY) and Rashtriya Swasthya Bima Yojana (RSBY)

- Use of affordable and green technologies
- Absence of State Rural Housing Policy

Current and future prospects: For a shelterless person, a house brings about a profound social change in his existence, endowing him with an identity, and thus, integrating him with his immediate social milieu. Considering that there are many rural people who are deprived of housing, the scheme has huge potential to contribute to fulfilling the right of such people to live a dignified life.

However, as challenges are in large numbers, apart from budgetary provisioning and dovetailing with other schemes/programmes, there is a need to involve local NGOs in the implementation of the scheme. Under the scheme, local NGOs should be actively associated for assistance in the construction of dwelling units. Besides, supervision, guidance and monitoring of construction can, at times, be entrusted to NGOs along with the beneficiaries. NGO assistance is particularly helpful to popularise the use of sanitary latrines and smokeless *chulhas*, promote cleaner and greener technologies relevant to individual contexts as well as deploying innovative technologies and material designs for cost effective construction and long-term sustainability of the dwelling structures.

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Mo Mashari:

Preventing Malaria through Insecticide Treated Nets

Odisha contributes 20 per cent cases and 16 per cent deaths due to malaria to the country's total. In endemic areas of the State, pregnant women are already susceptible to malaria. Now they have become even more vulnerable with the introduction of a revised Drug Policy in 2008 which prescribes discontinuation of administering anti-malarial drugs during the 1st trimester of pregnancy due to its widespread resistance. This necessitated the State Government to come up with alternative methods to protect pregnant women from the danger of malaria. The most appropriate strategy was found to be the usage of Long Lasting Insecticidal Nets (LLINs)/Insecticide Treated Nets (ITNs), which would solve the purpose of not only vulnerable pregnant women but also that of vulnerable children. The strategy was translated into action when the Government of Odisha introduced the *Mo Mashari* (My Mosquito Net) scheme in November 2009 in five tribal districts of Keonjhar, Kandhamal, Rayagada, Nawarangpur and Malkangiri, which had high malaria incidence. This is a new specific initiative of H&FW, Government of Odisha, supported by Department for International Development (DFID) funds provided under Odisha Health Sector Plan (OHSP).



Objectives: In the long run, the scheme envisages meeting the Millennium Development Goals (MDGs) of halting and reversing the incidence of malaria and other vector borne diseases by the year 2015. On the other hand, as a short term goal, the scheme aims at reducing malaria morbidity among pregnant women by 50 per cent.

The basic objective of the scheme is to protect every mother from malaria and its related problems like anaemia, still birth and low body weight.

Who benefits: Target beneficiaries include:

- Pregnant women of seven high malaria incidence tribal districts, such as Kalahandi, Kandhamal, Keonjhar, Koraput, Rayagada, Nawarangpur and Malkangiri
- Inmates of tribal residential schools of these seven aforesaid districts.

Coverage/Outreach: The scheme was first launched in the five tribal districts of Keonjhar, Kandhamal, Rayagada, Nawarangpur and Malkangiri with high malaria incidence. Later it was extended to another two tribal districts of Koraput and Kalahandi.



Components: LLIN is a recent addition to the interventional tools for malaria control in Odisha. LLINs are mosquito nets made from fibres impregnated with insecticide during the manufacturing process which enables them to retain the insecticide potency for three to five years and over 20 washes. LLIN avoids the prior method of six-monthly impregnation of mosquito nets with insecticides, which is difficult to monitor and supervise in large scale programmes. The scheme involves distribution of one LLIN per beneficiary. Other than the LLINs supplied by the State Government, the Central Government has also supplied 38 lakhs family size LLINs to the State.

Implementation: Since the rationale of the scheme is to reduce morbidity risk in high malaria burden districts, it was decided to implement a strategy that could ensure maximum public health benefit. The proposed criterion adopted was prioritisation of vulnerable areas where LLIN would be distributed through cluster approach. The cluster approach helped in identification of areas where the Annual Parasite Incidence (API) is more than five with the help of the Geographical Information System (GIS). Clusters of vulnerable and risk areas for malaria are identified using the sub-centre as a unit for LLIN distribution.

To ensure a fair, equitable and efficient procedure of distribution, the distribution plans and guidelines are developed by Odisha Vector Borne Disease Control Programme (VBDCP) with support from NRHM and Technical and Management Support Team (TMST), after consultation with district officials and other stakeholders. As per guidelines, *Gaon Kalyan Samitis* (GKS) formed under NRHM at the village level are involved in the distribution process for a greater transparency and coverage of LLINs. The district administration and field level health staff assist GKS in the distribution and monitoring process.

“I know about the net but could not afford to buy it from the market. But now, as the government is providing it, I have received two LLINs with a nominal contribution. I am very grateful,” states Matrimanga Patra, 38 year old widow with two adolescent girls, Adibanga village, Sub-centre C-Katinga, Daringibadi Block, Kandhamal District.



Intensive Information, Education and Communication (IEC) and Behavioural Change Communication (BCC) programmes are conducted for use of LLINs. Besides, during post-distribution period, pregnant women are trained about the use and maintenance of LLINs through interpersonal communication channels involving Accredited Social Health Activists (ASHAs), AWWs and Female Health Workers (FHWs).

Roadblocks/Challenges: The scheme is being implemented without any major hindrances and the efficacy of the distribution process is well appreciated. However, there are a few minor challenges which require remedial action. First, the vast area of operation and inaccessible areas in the State make it difficult to monitor and supervise the process intensively. Second, though district administration is actively involved in the distribution process, there are districts where 100 per cent coverage has not yet been achieved due to shortfall in supply. With demand having been created, people turn up at distribution points, and at times, are forced to return empty handed, since stocks get exhausted. Third, there is insufficient storage space for LLINs both at the block and the district level. Fourth, as the number of pregnant women and school going children increases every year, the scheme needs continuous monetary support for supply of LLINs. Besides, monetary provision is also necessary for awareness generation among the community members regarding benefits of using LLINs on a regular basis.



Current and future prospects: LLIN is the recent intervention measure in the malaria control programme in the country and the programme is being launched more intensively in high malaria-endemic states like Odisha. An evaluation study conducted by the TMST supported by DFID in 2012 observed that the scheme has started showing desired results in the State. The contribution of reported deaths due to malaria by the State to the country's total has declined from 24.2 per cent in 2010 to 16.4 per cent in 2012. The study also indicates retention of LLINs and the continuous usage of LLINs among pregnant women and by post natal mothers for their young children and reduction in the anaemia status among pregnant women and young children. As per the Annual Report of the Odisha-VBDCP, malaria cases and deaths declined in 2012 by 13.4 per cent and 21 per cent respectively, as compared to 2011. While there has been improvement in reducing the malaria burden during the last ten years, strategic programme interventions adopted by the State need to be sustained to address the menace of malaria in Odisha. Given budgetary support, the scheme has the potential to achieve the MDG of reducing the incidence of malaria in the state of Odisha.

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Mobile Health Unit: Healthcare at Doorsteps

Enhancement of the access of people living in inaccessible areas and more specifically to improved healthcare services has been considered to be one of the strategic interventions for all round development of a region. In Odisha, the health delivery system through Mobile Health Units (MHUs) is designed as an alternative model of rural health-care delivery for specified interior areas of the State. It has an earmarked team of health professionals with supporting equipments and drugs. It is envisaged to provide preventive, promotive and curative health services in inaccessible areas and difficult terrains which are un-served/underserved under usual circumstances. H&FWD, Government of Odisha has been designated as the nodal department for implementation of the scheme.



Objectives: The basic objectives of the scheme include:

- Provision of primary health services to the people in inaccessible villages
- Promoting awareness and health seeking behaviour among people
- Provision of healthcare services to residential schools
- Epidemic management
- Sensitisation and handholding support to ASHAs and strengthening of the *Gaon Kalyan Samiti* (GKS)

Who benefits: The target beneficiaries include the rural populace residing in difficult and inaccessible areas of the State.

Coverage/Outreach: The total number of treatment points (main villages + schools) covered in a month as per micro plan is about 11,553. Some of the additional features are:

- 354 MHUs are operational in 28 districts out of NRHM and State budget. However, 240 MHUs running out of NRHM budget are merged under *Rashtriya Bal Surakshya Karyakrama* (RBSK) from November 2013.
- The rest of the 114 MHUs are operational under the State Budget namely, "*Swasthya Sanjog*", in all tribal blocks to ensure at least two MHUs per block.
- Ambulance boats are operational in cut-off reservoir areas of Malkangiri and Kalahandi districts.
- Regular visit of MHUs to difficult villages on motor cycles in Malkangiri and Nuapada districts.

The budget provision for the scheme is disbursed as per priority accorded to districts:

- KBK + districts through DoHFW – ₹ 12.28 lakhs
- Non KBK districts through DoHFW – ₹ 11.80 lakhs
- KBK + districts through Public Private Partnership (PPP) mode – ₹ 14.17 lakhs (MHU+/Arogya Plus)

Components: MHUs comprise of the following team members – doctor, pharmacist, Multi Purpose Health Worker (Female) (MPHW (F)), and attendant. The major components comprise of:

- Visit of a mobile medical van with a medical team to villages on fixed days and at a fixed time (on a fortnightly basis)
- Days of field visits - 20 days in a month
- Each treatment point to be covered twice in a month
- Villages located at least two km away from any functional public health institutions will only be covered under MHU
- A maximum of two sessions (morning and afternoon) to be conducted each day
- Each session should not be less than two hours
- School clinics are also to be considered as treatment points
- Fixed day fixed time field visit schedule to be prepared
- Periodic visit of health team by transport to the most difficult areas
- MHU acting as rapid response team during epidemics



From 2013-2014 onwards, in addition to one MHU, three mobile medical teams will also be deployed under RBSK per tribal block for screening, treatment and referral of children from 0-18 months.

Implementation: The DoHFW implements the scheme through PPP mode. Being one of the stakeholders of the scheme, the School and Mass Education Department have achieved a healthy synergy for implementation of the scheme as MHU camps in schools are also considered as treatment points. Participation in health camps is quite good as it provides healthcare services in remote pockets where no other alternative healthcare facility exists. The trend in beneficiary participation is increasing over the years.

Roadblocks/Challenges: The major challenges for the scheme are:

- Difficult and hilly terrain with hard-to-reach areas need to be covered
- Motivating the tribal population to adopt modern medicine practices

Current and future prospects: In the Annual Plan 2013-14, the following steps have been adopted to increase the effectiveness of the initiative:



- 240 MHUs under NRHM will be merged with RBSK
- Engagement of ASHA/AWW/GKS for community mobilisation and logistic arrangement for MHU at the community level
- Therapeutic training to Ayurveda, Yoga & Naturopathy, Unani, Siddha and Homoeopathy (AYUSH) doctors on allopathic medicines (*Panchabyadhi* and National Disease Control Programme) and laboratory technician training given to pharmacists

As per MHU report received from the districts, the primary output and outcome of the scheme are:

- Total number of cases treated – 28,33,101 (from April 2011 to March 2012)
- Total number of cases treated – 43,22,695 (2012-13) in 350 MHUs
- Total number of tests conducted – 1,53,056 (2012-13)

As per the evaluation study conducted by an independent agency (funded by DFID) in 2011, the following achievements highlight the impact of MHU in improving access to health services and improving the quality of life of the rural population:

- Preference: MHU was the first point of contact for 78 per cent of people
- Extent of coverage: 80 per cent visited MHUs for healthcare services during illness, of which, 99 per cent cases were treated through MHUs and one per cent was referred to higher facilities
- Managing epidemics: Health functionaries (other than MHU providers) strongly felt the contribution of MHUs in managing epidemics
- Effectiveness: 75 per cent got cured after treatment received from MHUs
- Avoid wage loss: MHUs helped to avoid wage loss (39.8%)
- Reduced travel: MHUs cover a range of 8-65 km curtailing travel time for people to avail basic healthcare services
- Cost saving: An average cost of ₹ 172 to visit public facilities and ₹ 250 to visit private facilities was saved
- With regard to the type of health services availed from MHUs, the majority (90%) reported of availing curative services followed by diagnostic (8%), Reproductive and Child Health (RCH) (6%), family planning (2%) and emergency services (1%)

The success story of the scheme can be best illustrated by the endeavour of Dr. Sunil Prasad Mahapatra, an AYUSH doctor and one pharmacist Miss Renuka Sahu, managing one of the MHUs of Jemadepentho GP of Rayagada district. Beside their routine work, this MHU extended their service proactively towards the people of the inaccessible areas of the block during any emergency period. The team actively works towards control and management of diarrhoea and measles outbreak successfully. Medical treatment, distribution of medicines, oral rehydration salt (ORS), halogen tablets, transportation of serious patients to nearby hospitals for advanced treatment, surveillance and educating people for hygiene practice and use of safe drinking water are the appreciable work of the MHU team. The following activities are undertaken routinely.



- Supervision and participation in IRI activity in hard-to-reach pockets
- Supervision of immunisation and Village Health and Nutrition Days (VHNDs)
- Participation and counselling in GKS activity
- Special management, monitoring and treatment in epidemic situation
- Monitoring of extensive and intensive school health programme
- Co-ordination with ICDS and block level awareness campaign
- Sensitisation of ASHAs for Home-based Newborn Care (HBNC) activities
- Organising health camps in hard to reach areas
- Counselling and treatment of adolescent girls
- Special health check ups and screening of the National Child Labour project schools
- Review and investigation of infant and maternal deaths
- Meeting with ASHAs, AWWs, PRI members and SHGs regarding sensitisation for control of epidemic
- Special participation in Police *Maitri* programme of the Police Department every year



A snapshot of the achievements of the Jemadeipentho MHU is illustrated in the attached table.

No. of villages covered since Apr. 2013	152
No. of schools covered since Apr. 2013	144
No. of AWCs covered since Apr. 2013	308
No. of OPD cases	10,138
No. of diagnostic tests conducted in MMU	74
Health education sessions conducted	256
Diarrhoea cases managed	215
Patient referred	18
Sensitisation meeting conducted	15
ARI	1,665
Skin disease	788
Malaria	51
Other	6,220

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Madhu Babu Pension Yojana: State Social Security Pension for Old, Widowed and Infirm



Socio-economic vulnerability of the rural population in Odisha has been a major concern for the State Government. Different categories of the rural population are victims of socio-economic vulnerability - whether it is the labour working in the informal sector, constituting 93 per cent of the total labour force of the state, elderly parents of young migrants of rural areas, widows or persons affected with leprosy, Human Immunodeficiency Virus and Acquired Immunodeficiency Syndrome (HIV and AIDS) and physical disability – all are vulnerable to some or other kind of social stigma or economic exclusion or both. Poverty and lack of resources on the one hand and inadequate public healthcare system on the other accentuate the vulnerability of such people. Realising that ensuring food and nutrition security may not be enough to address their concerns, the state government introduced the *Madhu Babu Pension Yojana* (MBPY) to provide social security to such people. The Women and Child Development (W&CD) Department has been designated as the nodal department for implementation of the scheme which is in operation since January 01, 2008.

Objectives: The State Government introduced this social assistance programme with the objective of provisioning for grant of pension to the destitute elderly and destitute differently abled persons in the State.

Who benefits: The eligibility criteria for the scheme beneficiary under MBPY includes any person who is:

- - of 60 years of age and above, or
- - a widow (irrespective of age), or
- - a leprosy patient with visible signs of deformity (irrespective of age), or
- - a person five years of age or above and unable to do normal work due to his/her deformity or disability, being blind, orthopaedically handicapped, hearing and speech impaired, mentally retarded, with cerebral palsy, or
- - a widow of an AIDS patient (irrespective of age and income criteria), or
- - an AIDS patient identified by the Odisha State AIDS Control Society (OSACS) or District AIDS Prevention Control Unit (DAPCU) irrespective of income
- has family income from all sources not exceeding ₹ 24,000 per annum or is included in the BPL list
- is a permanent resident/domicile of Odisha
- has not been convicted of any criminal offence involving moral turpitude
- is not in receipt of any other pension from the Union Government or the State Government or any organisation aided by either government

Coverage/Outreach: Under the National Social Assistance Programme (NSAP), there are around 40 lakh beneficiaries in the state. The state-funded MBPY scheme, which is operational in the whole State, covers 19,78,400 beneficiaries. The rest (20,37,955 beneficiaries) are covered under different schemes of the NSAP, like Indira Gandhi National Old Age Pension Scheme (IGNOAPS), Indira Gandhi National Widow Pension Scheme (IGNWPS) and Indira Gandhi National Disability Pension Scheme (IGNDPS) of the Union Government. An amount of ₹ 685.05 crores has been spent from the state treasury under MBPY during the financial year 2013-14.

Components: The main component of the scheme is monetary assistance to the beneficiaries. The rate of pension received by beneficiaries is ₹ 300 per month up to the age of 79 years and ₹ 500 per month for 80 years and above. The State Government bears all expenditure under this scheme. The pension is being disbursed to the beneficiaries at *gram panchayat* (GP) headquarters in rural areas and at the Municipality/Notified Area Council (NAC) office or a nearby school as may be suitable in urban areas, on a fixed date i.e., the 15th of each month declared as the '*Jana Seva Divas*'.

Implementation: GPs/Urban Local Bodies (ULBs) are actively involved in the identification of beneficiaries and the entire selection procedure has been designed to maintain transparency. The following criteria have been laid down for simplifying the selection process:

- The pension dues to each beneficiary are disbursed and fresh applications collected in the presence of the elected personnel of that GP/ULB on the *Jana Seva Divas*, i.e., the 15th of every month, or *Samarthya Sibir*, *gram sabha* or any fixed day camps organised by other departments for block level activities or by organising special camps for the purpose.
- Initially, wide publicity through newspapers, announcement through the public address system, *Kalajatha* or beat of drums is done in the locality asking people eligible for pensions to present themselves in the camp on the scheduled day and time fixed for the purpose.
- It is mandatory for all collectors to arrange selection camps at least once in a month in each GP/ULB till all beneficiaries are covered, after which, such camps can be organised once in every quarter.
- Extension Officer of the GP/Executive Officer of an ULB attends the camp with an adequate number of pension application forms.
- Eligible beneficiaries are identified in the presence of the gathering in the camp and a list is prepared giving priority to the most elderly and destitute. The Extension Officer/Executive Officer helps to fill up the forms of the identified beneficiaries, taking their signatures and handing over receipts attached to the forms on the spot.
- Other procedural arrangements like documentation, photography and other requirements are arranged on the spot and the officer concerned must submit the filled-in forms in the block office on the same day.
- All information regarding the application is digitised by the computer at the block level.
- Since eligibility of beneficiaries is already established in the selection camp, further verification/cross checking is only done in case of doubt/allegation about selection of a beneficiary or the selection process.



Specific rules of sanction and disbursement procedure of the pension scheme have been laid out clearly in order to enable citizen friendly services:

- The amount of pension is disbursed to the beneficiaries by the Block Development Officer (BDO) in the rural areas and the Executive Officer of ULBs in the urban areas.
- In extreme cases, when a beneficiary is found to be incapable of receiving his/her dues at the specified place of disbursement, door step delivery of the pension dues is ensured within seven days.
- Necessary arrangements are made by the BDOs at the places of disbursement for the convenience of beneficiaries especially during the summer and the rainy seasons.
- It is mandatory to display the list of beneficiaries, the updated list of waiting applicants in order of priority in respect of a particular GP/ULB and the scheme guidelines at the place of disbursement for information of general public on the day of disbursement of pension.
- For regular and timely payment of pension to the beneficiaries, the BDOs/Extension Officers have standing instructions to make payment out of the available funds without waiting for the Government allotment and recoup the same after receipt of allotment from the Government.

Roadblocks/Challenges: The social assistance programmes, administered at the state level, are the main apparatus for alleviating poverty among India's elderly population. Given the continuing trend of erosion of the informal support channels for the elderly, the population aging underlines the need for appropriate formal mechanisms for old age economic security. Some state governments including Odisha have responded to this need to provide old age income support for the financially impoverished classes. However, with continuous increase of the aging population, the State Government has to cover additional targets each year which means an extra burden on the state exchequer whilst keeping the scale of benefits modest. Thus, the State Government is facing acute financial crisis jeopardising the long-term financial sustainability of such schemes.

Current and future prospects: The functioning of the scheme is being carried out in the most transparent manner. Fixed day and place of disbursement of funds to eligible beneficiaries, presence of GP members during the camp, beneficiary identification and annual verification of the existing list (ineligible recipients are excluded and new eligible members are included), organisation of awareness generation campaigns – all these have widened the coverage and strengthened the scheme modalities. Such social security measures need to be integrated with anti-poverty programmes in the state. This will involve an optimal combination of promotional and protective policies with the latter being based on an appropriate blend of social insurance, social assistance and social welfare effort.

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