CHAPTER-IX
SUMMARY, CONCLUSION AND POLICY PRESCRIPTIONS
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9.1. SUMMARY AND CONCLUSIONS

The percentage of population below poverty line for rural Orissa is 62.67 and for urban Orissa it is 34.27 respectively (NSS 55th round, 1999-00). In terms of aggregate this percentage is 47.2 which is highest among all the states in the country though there is low rate of population growth for the state. The incidence of poverty is more in northern and southern regions of Orissa compared to the coastal region. The scheduled tribe population continues to have nearly double the incidence of poverty compared to the non-ST/SC group in Orissa.

The growth rate of population during post independence period 1951-61 was 19.82 percent which increased to 25.05 percent during 1961-71. It came down to 20.17 percent during 1971-81 and further reduced slightly to 20.06 percent during 1981-91. During the last decade 1991-2001, the growth rate has decreased to 15.94 percent as against the all India growth rate of 21.34 percent. During this period 1991-2001, 16 districts including the Gajapati district have registered lower growth rates than that of the state average of 15.94 percent.

During 1960-61 to 1989-90 there was an upward shift in per capita state Domestic product (SDP) of Orissa over per capita National Income (NDP) due to the higher growth in the sixties and seventies respectively. But a downward shift was observed for the state during 1993-94 & 1998-99. The percentage contribution of the tertiary sector to NSDP of the state was found to be increased while those of primary and secondary sector were found to be declined between 1993-94 and 1999-00. Agriculture under Primary sector continues to be the mainstay of the state's economy with it's contribution of about 32.85% to the NSDP during 1999-00 at 1993-94 prices. Also, the state's per capita availability of cultivated land has declined from 0.39 hectare in 1950-51 to 0.17 hectare in 99-00.

There was a decrease of 38 percent in the composite index of deprivation in education of India, from 0.68 in 1981 to 0.52 in 1991 and further to 0.42 in 1997. The states of Bihar, Orissa, Rajasthan, Andhra Pradesh & Uttar Pradesh (1997) were
found to be worst deprived in educational sector. The literacy rates for 1951-71 relate to population aged 5 years and above and there was no decline of literacy rates during these three decades. Similarly, from 1981 onwards the literacy rates relate to the population aged 7 years and above where the upward trend have been noticed. During 1991-2001, the overall literacy rate has gone up from 49.09 percent to 63.61 percent while male literacy rate increased from 63.09 percent to 75.95 percent and female literacy rate improved from 34.68 percent to 50.97 percent. So, there is an improvement in literacy rate which can help in reducing the poverty among masses.

The infant mortality rate for Orissa is highest in the country (97 per thousand) which is much higher than the national average (70 per thousand). Similarly, Death rate is also highest for the state (10.6 per thousand) as against the national average of 8.7 per thousand. The life expectancy of birth is only 57.2 years as against the All India average of 61.1 years (Economic Survey, Govt. of India, 2000-01). It is estimated that the average annual compound rates of decline of infant mortality rates in rural Orissa, urban Orissa and Orissa in aggregate during the period 1981-98 were -2.02, -0.75 and -2.02 percent respectively, whereas, the corresponding figures for India were -2.86, -2.43 and -2.80 percent.

Out of the total rural poor families in Orissa, 87.36 percent (Panchyati Raj Department, Govt. of Orissa, 1993) were agricultural labourers, marginal farmers and small farmers. The rest 12.64 percent rural poor families were non-agricultural labourers, rural artisans & others. Out of the 52.23 lakh of rural families in the state of Orissa in 1992, 78.70 percent rural families were living below the poverty line. Out of 78.70 percent of rural poor families, the shares of destitute (in the income range Rs.0-4000), very very poor (in the income range Rs.4001-6000), very poor (Rs.6001-8500) and poor (Rs.8501-11000) families were 25.89, 30.01, 15.55 and 7.24 percent respectively. During 1993-94, the percentage of ST poor to total number of poor was 38.0 percent while the share of ST population to total population was 25 percent in rural areas in 1993-94. In urban area, the corresponding figures were 19.3 and 11.9 respectively. The extent of poverty reached the peak, i.e., 70.29 percent in 1968-69 in rural Orissa, whereas, in urban Orissa, it was highest-, i.e, 69.12 percent in 1960-61. The decline in the extent of poverty in 1993-94 over the year 1957-58 was found to be about 25 percentage in the above two areas.
On the basis of composite development index relating to infrastructure development, Orissa was ranked 12th in the descending order, followed by Bihar, Rajasthan and Madhya Pradesh.

Among the districts of Orissa, the Gajapati district accounts for the highest concentration of unculturable wasteland having location quotient of 4.13 (District Statistical Hand Book; Gajapati, 1999). In terms of agricultural productivity among the districts in Orissa, Gajapati district secured the lowest value (index value 36.94) while Jharsuguda ranked first (index value 138.13). Normally the precipitation is high in hill top areas particularly in Nuagada block and lowest in Kasinagar block. The tribal sub-plan area in the district is having a typical Agro-climate. There prevails a relatively mild climate with high relative humidity. These factors contribute tremendous potentiality for development of Horticultural crops like mango, jackfruit, citrus, pineapple, banana, papaya alongwith cashewnut etc. specially, citrus plantation, Hill banana, pineapple cultivation and mixed orchards with guava etc. have given substantial benefit to these people and has up-lifted them from below poverty lines. As regards spices cultivation, the district is having good potential for growing zinger, turmeric and chilly also. The hilly area is famous for growing of pineapple, zinger, turmeric, yam. The I.T.D.A blocks are also best suited for off season hy-brid vegetables and spices like zinger, turmeric, yank. The ITDA blocks are also best suited for off season hy-brid vegetables & spices like ginger, turmeric etc. Hilly Blocks ITDA are suited for Northern Indian variety of mango, orange, Litchi, Jackfruit etc. Dry areas of Mohana Blocks are best suited for Guava.

The tribals in the district depend mostly on shifting cultivation & collection of forest produce for their livelihood. The shifting cultivation has inflicted heavy loss of most valuable forest wealth, caused severe erosion of soil, rendering fertile lands unsuitable for annual cropping. The number of small streams and nallas intercepting, the topography of the land drain the discharge of the catchment into river Bansadhara. Pisciculture has not been developed to a considerable extent for want of suitable fishery resources as most of the areas of the district are having lateriate soil & full of hillocks.
Gajapati district is moderately backward in infrastructure facilities (index value 89.45) and it secures 19th rank out of 30 districts in Orissa. The district has most backward status in the energy sector (Index value 65.67). The district secures 23rd rank in the development scenario of health sector (index value 83.59) while it has 17th rank in education sector (index value 108.90).

Child labour is a major obstacle in the path of educational development in the district. The parents who can not afford education of their children treat them as productive assets who can supplement the income of the parents. That is why, they tend to prefer more children to have security during old age. Cattle and goat rearing and agricultural work are the main activities of child labourers whereas household work is done mainly by the girls and partly by term labours employed monthly basis. Most of the primary school do not have the basic facilities like drinking water and sanitation, play ground, science equipments etc. The economically worse off tribal parents need the assistance of their children who contribute their share towards the family income.

Owing to the extreme remoteness, health infrastructure in the district is very poor. People have to travel 10-20 kms to reach a health centre. The literacy rate in the Gajapati district has increased from 41.76 percent in 1991 to 55.14 percent (for males) and from 17.44 percent in 1991 to 28.91 percent in 2001 respectively.

There is a systematic reduction in the population below poverty line in each block of the district except Mohana block due to the various welfare schemes launched by the Government. Paralakhemundi (Gosani) block has the highest compound growth rate of removal of people below poverty line (8.04 percent per annum) followed by 4.57 percent in Gumma, 4.02 in Kasinagar and only 2 percent in R. Udayagiri Block respectively.

A comparative estimates of relative poverty among the tribal and non-tribal households showed that Thon's index of poverty (PTh) had a high index value of 0.2823 and 0.2794 for tribal and non-tribal poor respectively whereas the corresponding Sen's measure of poverty (Ps) were 0.2263 and 0.2509 respectively. Takayama’s index of poverty has the lowest index value of 0.1398 and 0.1462 for tribal and non-tribal poor respectively. Thus, there exists a marginal difference of...
estimates of relative poverty in case of Thon's index and Takayama's index whereas a wide difference exists in the Sen's measure of poverty. This is due to the fact that in the case of Sen's index, all the weights change whosoever crosses poverty line as the weights depend on n and i both. In the case of Thon's index, the number of weights does go down as does that of gaps but weights may not change unless relative positions have also changed. Suppose person k crosses the line, then the numerator will lose by \((N+1-k)g_k\). But it gains by \((N+1-j)(g_k+\sigma)\) if person j has transferred \((g_k+\sigma)\) amount. Since K is a richer fellow, the numerator gains by \([(k-j)g_k + (N+1-j)\sigma]\). Thus, the numerator must gain. So, when a richer poor crosses the poverty line because of transfer of income from a poorer poor, the numerator of Sen's index loses while that of Thon's index gains.

The denominator of Sen's index also loses as it depends on N, n and y. So, it is due to relative movement of losses in the numerator and the denominator that Sen's index may decrease. In Thon's case, the denominator has no n. The index will therefore always increase because of transfer from a poor person to anyone richer irrespective of whether the transferee crosses the poverty line or not.

According to Takayama (1979), Sen's index was less geared to relativities because it considered only a part of the income distribution while the sense of one's deprivation should be perceived in terms of comparison of one's income with those of all others in the community rather than with those of the poor alone. He used an artificial distribution in which the poor were treated with their respective actual incomes and the non-poor as if they have income equal to y.

Similarly, the estimates of average expenditure on various commodities showed a high value of 56.6361 for non-tribal poor and 56.6139 for tribal poor which indicates that non-tribal families spend a high proportion of income on consumption in comparison to tribal families. The largest item of expenditure was on food for both tribal and non-tribal BPL families. The Income/poverty gap ratio for tribal households was found to be higher (35.57%) as against the non-tribal families (29.21%) which implies that the incidence of poverty among the tribals was higher than the non-tribal families.

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9.2. POLICY PRESCRIPTIONS

1. Integration of the scheduled Tribe (ST) group into the main-stream is a pre-requisite for them to derive the benefits of growth & targeted programmes since a large number of tribals reside in remote areas not easily accessible by roads.

2. Given the structural characteristics of the marginal farmer, the nature of poverty alleviation programmes for them need to be different than those for the landless, since the landless are not attached to any immobile property and hence found to be more mobile than the marginal farmers and could take more advantages of government employment programmes than the marginal farmers.

3. Balanced regional development of infrastructure & human resources should be more of a concern for fiscal transfers from the centre. Also the overall impact of the agricultural growth on rural employment as reflected by wage rate is important in influencing rural poverty ratio.

4. The risk of poverty extends much above the poverty line, so that many of those who manage to stay above the poverty line in one year fall below it in another. This tendency is stronger in wage dependent households. Thus it would be necessary to ensure continued access to institutional credit for the poor.

5. Tapping the unutilized irrigation resources and adoption of certified/quality seeds and high yielding variety technology can reduce rural poverty. A rise in agricultural output will have impact on rural poverty in two ways; first, directly reducing rural poverty through rise in income levels of cultivators and agricultural labourers, and second, increasing demand for non-agricultural products which will lead to growth of non-agricultural employment in rural areas. Government's role in provision of irrigation facilities is important as a rise in government investment in farm sector will attract private investment.
6. Educated and promising scheduled tribe youths should be encouraged and trained to take up teaching in tribal areas of the district. The curriculum and instructional materials should be developed in tribal languages at the initial stages with arrangement for switching over to the regional language. Taking acute poverty of the tribals into account, residential schools with 100 percent subsidy on the education should be started in places where tribals constitute above 70 percent of the total population. Motivation of parents, village elders will positively contribute for the development of education in rural areas of the district.

7. There should be a squad of sponsoring agencies blockwise to verify at regular intervals whether the loans/grants sanctioned by them are properly utilized or not.

8. The low access to knowledge by the rural women in the village is a sad reflection on their reading habits, low use of mass media & their illiteracy. Women farmers do not have access to any organised credit and marketing system. So, it is necessary to take stock of the activities of women’s involvement & the aspect of technological requirements.

9. Since, the availability of agricultural land is limited & the soil is less fertile, more intensive agriculture is necessary for increasing capacity of the agricultural land. The application of modern agricultural technology is totally dependent upon irrigation & fertilizer inputs which is beyond the reach of poor farmers. Thus, it is necessary to bring about changes in the attitude of the farmers & to disseminate knowledge about the new methods of farming & selection of crops.

10. The approaches to identify the poor can be grouped under three broad categories: means – income criterion, indicator targeting & self targeting. Information on income or consumption is generally used as a means test that ascertain whether household income is below the cut off point. Indicator targeting can be divided into two types.
Under this category, instead of information on income or consumption, information on variables like landholding, profession or social class is used for targeting. The second type of indicator targeting known as geographical targeting uses the place of residence as a poverty indicator. It allocates resources to states, municipalities and neighbourhoods based on their average welfare level (head count ratio). Self targeting occurs where a programme is ostensibly available to all but is designed to discourage the non-poor from participating.

11. A comprehensive review of the shifting cultivation practices be made and a time bound programme could be drawn up & it should aim at:

a) Weaning shifting cultivators towards settled cultivation;

b) Reduces effects of shifting cultivation on ecology and environments.

c) Suggests appropriate agricultural/ horticultural practices to ensure food for the people throughout the year on a priority basis.

12. The prime requisite of special component plan (SCP) for scheduled castes and Tribal sub-plan (TSP) strategies is that funds should be earmarked for the two special plans out of the Central & State plans in proportion to the percentage of SCS and STS in the total population. But the quantification of funds for SCPS in the states & centers has continued to be lower than the SC population-percentage in the concerned State & the country. One way of ensuring that appropriate programmes are drawn up & implemented is through availability of pooled funds placed at the disposal of a nodal department/ministry should have the pool proportionate to the population percentage in the state/country & should arrange for sectoral utilization by the concerned departments/ministries as per the appropriate policies, plans, programmes and schemes. For the purpose, the nodal department/ministry should make due allocations.
from the block funds to the concerned departments/ministries. Essential productive and managerial skills should be created among SCS for self-employment in the district. The TSP has been made mainly an instrument of infrastructure development in many states. In the states of Orissa, Bihar & Madhyapradesh, containing about half of the total ST population in the country, it has been 50 percent or more. Such a high percentage leaves inadequate funds for family-oriented and poverty alleviation schemes. So, there is a need for more attention towards such schemes.