

THE LONG WAIT

Time spent by people below the poverty line in accessing public services

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The opinions expressed in this report and errors, however, are solely the responsibility of the authors.

Foreword

When an Indian reflects on what benefits s/he gets from the government, public services come first. The significance of the government's role as the provider of basic services is also borne out by the enormous funds deployed for creating and operating public services, such as protected drinking water, primary education and primary health care, to name a few.

Statistics abound on the volume of investments and details of infrastructure provided. But do we have a picture of how well these services perform? Do we have estimates of the percentage of broken-down handpumps, leading to additional labour, time and opportunity costs for young girls who trudge kilometres to get drinking water? Do we have estimates of long waits for late and absentee doctors at primary health centres, or costs incurred in desperately seeking private dispensaries? We have a surfeit of anecdotal data, on which decision-makers rarely act in a systematic manner.

This is a serious problem. If the challenging Millennium Development Goals are to be achieved, we need much more than noble intentions and large investments. We need the will to manage investments and infrastructure for service delivery in a manner that produces required outcomes effectively and efficiently. This calls for monitoring the performance of basic services, as experienced by ordinary citizens who use these services. This study by CYSD directly addresses the glaring gap, which is most acute when we come to services for the marginalised and very poor.

The findings corroborate and give depth to the findings of the Millennial Survey of Orissa's Basic Services by the Public Affairs Centre, Bangalore, conducted in 2001.

Poor quality of services affects the poor most severely, since they depend almost completely on public services. The opportunity cost they pay cannot be measured in gross financial terms alone — delays, inadequacies and lack of access threaten their very livelihoods in a manner that better-off households never experience. The seriousness of this issue is reflected in the fact that this year's World Development Report focuses on the theme of 'Making Basic Services Work for the Poor'.

There is a growing conviction, based on experience, in India and abroad that when people are given an opportunity to speak about the effectiveness of services, the implications are widely felt. A collective statement is a 'voice' which is heard by the service-provider, policy-makers and the political leadership. The growing popularity of citizens' report cards on public services bears testimony to the significance of this approach in not only holding the State to account, but doing so in a manner that empowers civil society.

This work was conceived to become much more than an impact evaluation study. The findings are a basis for grassroots action to open up a dialogue with service-providers, and lead to improvements in service delivery. CYSD, with its tradition of action research and community action, is much better placed to make it happen than any think-tank. It is such a forward integration of analysis with action that will mainstream the 'citizens' voice' into the practice of good governance.

Suresh Balakrishnan

(Suresh Balakrishnan is Executive Director, Public Affairs Centre, Bangalore)



1 Overview

This report is on the time people living below the poverty line (BPL) in some backward regions of Orissa spend in accessing public services. The public services studied here include health care, the public distribution system (PDS) and various development programmes/schemes initiated at the block level.

There are a number of studies on public services that either describe the problems faced by people in accessing these services, or the policy or implementation deficiencies in these services. No studies have so far been done, however, on the time that the poor spend in trying to access various public services and schemes that are in operation.

Why is the time factor important? Because, in the absence of a strong livelihood base, labour remains the main productive resource for the poor. They must labour in several different capacities, earning on a weekly, daily or hourly basis. Therefore, it is important to see if the gains accruing from the public services compensate for the hours lost in accessing these services. This study addresses this vital question.

Poverty is a major concern in the state of Orissa. Though the percentage of people living below the poverty line in the state decreased from 68.6% in 1972-73 to 47.15% in 1999-2000, the figure is still much higher than the national average of 26.10%. The percentage of BPL population is the highest among all states in the country. The problem of poverty is compounded by a lack of land reforms, failure to promote water resources and irrigation facilities, the deprivation of traditional tribal livelihoods from forests because of exploitation by landlords, contractors and moneylenders, and pervasive corruption. The state's vulnerability to natural calamities such as cyclones, flood and drought, and recurrent starvation deaths, especially in the Kalahandi, Bolangir and Koraput (KBK) regions, have made matters worse.

1.1 Objectives of the study

The specific objectives of the study were:

- To study Differential Time Utilisation patterns for BPL men, women and children above six years in accessing public services vis-à-vis other activities.

- To assess the value of time spent in accessing public services in terms of expenditure incurred and opportunities lost.
- To identify the problems that exist in public service systems that affect peoples' general time use patterns.
- To assess the value of time spent in accessing public services.
- To suggest measures and recommend policy decisions for improving the availability of public services.

1.2 Some major findings

- The criteria used by the government for identifying BPL households are inappropriate. The criteria miss out some of the most important indicators of poverty.
- Of the 22 government poverty alleviation/social security programmes, the surveyed population had access to only nine programmes. Most of the surveyed population had access to the public distribution system (47.15%) but access was limited to kerosene. Only 18.32% people had access to the Antyodaya Anna Yojana and Annapoorna Yojana. Less than 30% were availing of pensions under the old age and widow's pension schemes. Only 5.41% had accessed public health facilities.
- The timing of public services does not suit most beneficiaries. Some people lose a whole day's waged labour to access such services. The timings of municipality/NAC/panchayat/block offices — from 10.00 am to 5.00 pm — coincides with working hours.
- People have to make several trips to avail of public services. The number of visits ranges from one to nine. Multiple visits obviously multiply the loss of wages and reduce the value of goods and services obtained.
- The number of working hours lost in accessing public services is one to seven hours.
- Travelling long distances to the public service centre is a major problem faced by people in accessing public services.

1.2.1 Public Distribution System (PDS)

- There is a gap between the allotted quota and the quota received by the beneficiaries of PDS.

- Prices charged at PDS outlets are more than the prices fixed by the government.
- Skilled labourers get no benefit at all from their very first visit to these centres for BPL rations, Antyodaya Anna Yojana and Annapoorna Yojana. The net benefit for unskilled labour becomes negative from their second visit onwards.
- Some instances of non-BPL cardholders accessing BPL rice, sugar and kerosene were observed.
- BPL cards have been cancelled in many areas without due notification to the appropriate authorities.

1.2.2 Health

- People prefer not to access health services at Community Health Centres (CHCs). The main reasons appeared to be inadequate supply of medicines, absence of doctors, and no provisions for blood tests/treatment of hazardous diseases at these centres.
- Primary Healthcare Centres (PHCs) in many districts cannot attend to emergency cases.
- The absence of PHC and CHC doctors forces villagers to travel long distances to the district headquarter hospitals. As a result they lose time and spend money on conveyance and food.
- Panchabyadhi Chikitsa (free medication for five principal diseases) is not functional in many districts. People are not aware that they can get reimbursement for medical expenses. The reimbursement procedure takes months and people waste a lot of time and energy in enquiring about the clearing of their bills.

1.2.3 Banking

- The formal banking institutions are perceived to be benefiting only the rich. In the absence of assets for security, the poor generally do not have access to banks.
- The procedure for availing of benefits from banks is lengthy and complex and involves a lot of time and energy. Informal credit providers such as moneylenders and trade-related credit providers are preferred, as they offer credit immediately.

1.2.4 Other government programmes

- Programmes like the Indira Awas Yojana, Balika Samruddhi Yojana, Old Age Pension, and Widow's Pension benefit only those who are politically active or have good relations with panchayat representatives.
- Programmes that provide group loans to Self Help Groups (SHGs) at a 50% subsidy are improperly implemented. The actual utilisation of the amount is not verified properly. In most cases group loans were distributed equally among the members.
- The amount provided under schemes like Balika Samruddhi Yojana has been found to be Rs 300 instead of Rs 500.

1.3 Time use surveys

This study uses the time use survey method. Time use surveys have proved very useful in providing information on how individuals spend their time, on a daily or weekly basis. They reveal the details of an individual's daily life with a combination of specificity and comprehensiveness not achieved in any other type of social survey. Time use surveys have included paid work (labour) and unpaid work like care, leisure, health, education, travel time etc. No effort has been made so far to study the time that is spent in accessing public services. CEPRA-CYSD designed this study to address this gap.

Although time use surveys have included paid work (labour) and unpaid work like care, leisure, health, education, travel time etc, no effort has been made to study the time that is spent in accessing public services designed to improve the capabilities and quality of life of individuals.

Generally, studies on public services either describe the problems faced by people, the existing policies and their implementation or provide suggestions for improving these policies and programmes. There was a need to statistically analyse, in detail, the time spent in accessing these policies and programmes. Complex procedures and lack of strict monitoring of these services limit people's access to these services and they are forced to make several visits to the service-providing outlets. By spending much of their time in accessing public services, people lose labour hours and thus lose income as well. Therefore, it is crucial to weigh the gains accruing from the public services against the loss of labour hours spent accessing these services.

In order to provide a context to the time use survey this study examines the public services available to the BPL populace of Orissa and the potential of these services for alleviating poverty. We also had to study how the time spent accessing public services and entitlements alters the time use pattern of the poor, particularly poor women who struggle hard inside and outside their households with multiple workloads.

This inquiry compares the time spent on activities on a normal day and on days spent accessing public utility services. This comparison provides an insight into the loss of time on account of distance and procedural complexities. We have also quantified the loss of labour hours in terms of opportunities lost or loss sustained in accessing the services, to see how successful these programmes have been in creating opportunities for expanded choices in people's lives.

1.4 Methodology

A four-stage stratified sampling design was adopted. Districts were selected on the basis of purposive sampling. The criteria used was concentration of households below the poverty line in revenue divisions in descending order. Blocks were selected on the basis of distance from the district headquarters in such a manner that one selected block was close to the district headquarters while the other was distant. Purposive sampling was also followed in respect of selection of villages. The criteria was the distance from the block headquarters, so that one village was close to the block headquarters and the other was in an interior area. This way, access to public services could also be studied in terms of distance from the headquarters.

One town from each district was selected to compare access to public services in rural and urban areas. Towns and large villages were divided into wards/hamlets and one ward/hamlet was selected on the basis of highest concentration of households below the poverty line. Households were chosen systematically from a listing schedule prepared from social mapping conducted in 24 villages and six slum areas of towns, which indicated the households below the poverty line. Information was also collected from programme implementation officers and other staff of public institutions offering or dealing with public utility services and located in selected blocks and towns. District-wise samples selected in the study are shown in Figure 1.1 and Table 1.1.

Six districts were covered; two districts from each of the revenue regions. Two blocks from each district, two villages from each block and 10 households from each village/ward/hamlet were covered. In all, six

Figure 1.1: Sampling design of the survey

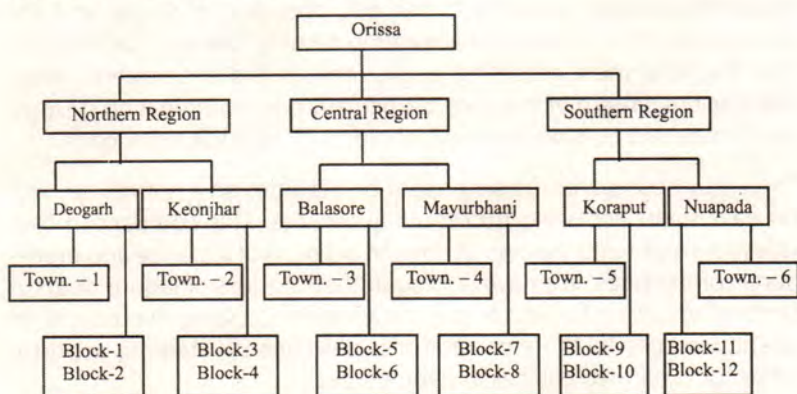


Table 1.1: Sample selected under the study

Sl#	District	Block	Village	Household	Town	Household	Total HH
1	Balasore	2	4 (2 each)	40 (10 each)	1	10	50
2	Mayurbhanj	2	4 (2 each)	40 (10 each)	1	10	50
	Central region	4	8	80	2	20	100
3	Deogarh	2	4 (2 each)	40 (10 each)	1	10	50
4	Keonjhar	2	4 (2 each)	40 (10 each)	1	10	50
	Northern region	4	8	80	2	20	100
5	Koraput	2	4 (2 each)	40 (10 each)	1	10	50
6	Nuapada	2	4 (2 each)	40 (10 each)	1	10	50
	Southern region	4	8	80	2	20	100
	Total	12	24	240	6	60	300

districts, six towns, 12 blocks, 24 villages and 300 households were in the ambit of the study.

In addition, government institutions and officers and staff involved in public utility services were also covered under the study. Officials in charge of programme implementation in the districts – Block Development Officers (BDOs), fair price shop owners, medical officers/doctors and other government employees — were also interviewed on the basis of their availability.

1.4.1 Measurement technique

Time use surveys all over the world generally use the diary method of data collection. For a more valid measure in terms of distance and time, however, the observation method is also used. As the majority of people in India do not follow the clock, a one-day recall method was used in this survey. The study employed a combination of all the three methods of time use surveys — observation, recall method, and interviews. A combination of various quantitative and qualitative tools —

social mapping, interviews, observation, Venn diagrams and focus group discussions — were used.

Social mapping helped in building a rapport, identifying locations, resources and beneficiaries of the public services in villages. Observation through transect walk was used to verify and provide supportive data to information collected through the diary and interview method. Venn diagrams showed people's access to different public service-providing institutions and the importance of such institutions in their lives. Focus group discussions were done to supplement the findings of other methods; they revealed information not gathered by other tools of data collection.

Interview schedules based on the recall method or retrospective diaries gave the time utilisation pattern of the respondents (women and men) in general and time spent accessing public services. Through in-depth semi-structured interviews people reflected on qualitative and quantitative aspects of time spent accessing public services.

Diaries (daily reports) maintained by the investigators and supervisory staff to record relevant information constituted an important source. Interviews with government officials from different public service-providing institutions provided information on implementation and utilisation of public services from the government's point of view.

1.4.2 Schedules of inquiry

Investigators used three types of pre-tested schedules:

- Schedule No1 was for listing households indicated in the social map of the selected village/hamlet/ward from which the households were selected.
- Schedule No 2 was for the time use pattern of household members in general and on the day of accessing public services in particular.
- Schedule No 3 was prepared for government institutions and ration shops and their officers and staff involved in public utility goods and services.

1.4.3 Data collection

A research group comprising 12 experienced and qualified research investigators who were conversant with fieldwork was formed for data collection. The investigators were trained by CYSD-CEPRA on PRA tools

to be used in the study. The details of the study, schedules and instructions were explained to them. Necessary changes were incorporated in the schedules of inquiry after pilot-testing by the investigators and supervisors. Data was collected over a period of two months under the guidance and supervision of researchers from CYSD. The following problems were faced:

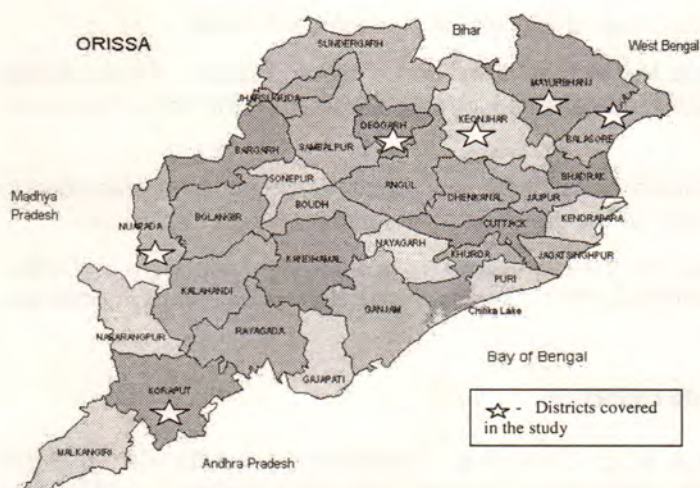
- 'Slow response' to investigators due to illiteracy and consumption of country liquor in the daytime.
- Investigators' difficulty in understanding the local and tribal language.

1.5 Structure of the report

This report is divided into eight chapters:

- The first chapter deals with the rationale of the study, its objectives and methodology.
- The second chapter gives an overview of the various anti-poverty/ social security programmes of the government, which formed the basis for identification of gaps in public services.
- The third and fourth chapters focus on the background characteristics

Map of Orissa and districts covered in the survey



of the households and the surveyed population on the whole to get an understanding of the reality of the lives lived by the poor.

- Chapter five compares the time utilisation pattern of the people on normal days with that on days when they access public services, and highlights the change in such patterns.
- Chapter six analyses the time spent in accessing public services in terms of people's access to various institutions offering the services. It also discusses the time utilisation pattern by gender, and access to public services by distance. The findings in this chapter provide a mix of qualitative and quantitative analysis.
- Chapter seven evaluates the impact of time spent in accessing public services in terms of the net benefits that accrue to the beneficiaries.
- The last chapter highlights the gaps identified at three levels — policy, implementation and people. It arrives at various conclusions and recommendations.
- Various statistical tables are displayed in the Statistical Appendix.



2 Public programmes for poverty alleviation

2.1 Introduction

This chapter provides an overview of anti-poverty programmes and social security measures for people below the poverty line in Orissa. This information is crucial for identifying the gaps in policy provisions and actual implementation at the grassroots level. It is based on a review of secondary information on the policies and programmes in the state.

The Government of India and various state governments have formulated different policies and programmes to combat poverty. However, despite considerable growth in the economy the desired outcome in the field of poverty has not been achieved. In Orissa, frequent disasters such as flood, drought and cyclones have made the situation worse. The Infant Mortality Rate, a critical indicator of health status as well as human development, was the highest in the country at 97/1,000 births in the year 2000. The average Monthly Per Capita Expenditure (MPCE) in rural and urban Orissa was Rs 373.17 and 618.49 respectively, whereas the corresponding figures for India as a whole were Rs 486.16 and Rs 854.92. Orissa lags behind all states except urban Bihar in MPCE in rural and urban areas (NSS 55th Round 1999-2000).

Of Orissa's 30 districts, Nuapada has the highest concentration of BPL families: 85.70% of the total households, followed by Koraput (83.81%) and Malkangiri (81.88%).

To fight such a situation, two kinds of programmes have been devised:

- Programmes to increase the income levels of BPL families through employment-generation initiatives.
- Programmes that aim to ensure fulfilment of basic needs/security needs.

2.2 Increasing income through access to employment

Poverty alleviation programmes aimed at increasing income through employment-generation focus on providing direct waged employment to the poor in certain infrastructure development programmes and the creation of opportunities for self-employment and entrepreneurship.

Some government initiatives are discussed briefly below. Their main features, target groups and implementation strategies are described.

2.2.1 Jawahar Gram Samridhi Yojana (JGSY)

The Jawahar Gram Samridhi Yojana (JGSY) is the restructured, streamlined and comprehensive version of the rural infrastructure development programme entitled Jawahar Rozgar Yojana (JRY). It was launched on April 1, 1999. The programme aims at improving the quality of life of the rural poor by providing minimum wage employment (providing a minimum wage higher than that notified by the state) to the rural poor through the creation of demand-driven village infrastructure, including durable assets at the village level. Preference in employment is given to SC/STs (22.5% reserved for SC/STs), families living below the poverty line and physically handicapped persons (3% of the annual allocation is reserved for the creation of barrier-free infrastructure for the disabled).

JGSY is a centrally-sponsored scheme implemented on a cost-sharing basis between the Centre and the states in the ratio 75:25. JGSY is implemented entirely at the village panchayat level. The District Rural Development Agencies (DRDAs)/Zilla Parishads (ZPs) are responsible for releasing funds directly to village panchayats.

Under the scheme, each village panchayat has to prepare an annual action plan, approved by the gram sabha. Completion of incomplete works has to be given priority over new works and works which cannot be completed within two financial years are not to be included. Some other salient features of the scheme are:

- The wage-material ratio is 60:40. This may be relaxed so that the panchayat takes care of need-based wage employment-generation in building demand-driven infrastructure.
- Village panchayats have the power to execute works/schemes up to Rs 50,000, with the approval of the gram sabha. Works/schemes costing more than Rs 50,000 need to have the technical/administrative approval of appropriate authorities besides approval from the gram sabha.
- Village panchayats can incur expenditure up to Rs 7,500 or 7.5% of the funds — whichever is less — annually on administrative expenditure and technical consultancy and 15% of the funds can be spent on maintenance of assets.

- Funds to village panchayats are to be allocated on the basis of population without any ceiling.

2.2.2 Employment Assurance Scheme (EAS)

The EAS was launched on October 2, 1993, in 1,778 backward blocks of different states, particularly drought-prone, desert, tribal or hilly areas. The programme has been restructured from April 1, 1999, to include all the rural blocks of the country.

EAS is a wage employment programme to be implemented at the district/block levels throughout the country. Its primary objective is to provide gainful employment during the lean agricultural season to all able-bodied adults in rural areas who are in need of and desirous of work, but cannot find it. The work may be either on farms, in allied operations or in the normal Plan/non-Plan works. The secondary objective of the programme is the creation of community, social and economic assets for sustained employment and development.

This scheme is open to all adult rural poor in need of wage employment, but a maximum of two adults per family can be employed during a lean agricultural season. Seventy per cent of the funds flowing to the districts are allocated to the blocks and 30% are reserved at the district level for use in areas of distress. Selection of works is done by Zilla Parishads, after consultations with elected representatives. Resources are shared between the Centre and the states in the ratio 75:25. Expenditure for wage/non-wage component is in the ratio 60:40. The scheme operates at the district/block levels throughout the country. Priority is given to areas suffering from endemic labour exodus.

2.2.3 Pradhan Mantri Gram Sadak Yojana (PMGSY)

PMGSY was launched on August 15, 2000, with the primary objective of providing all-weather road connectivity to all rural habitations with more than 500 persons by the year 2007. The District Rural Development Agency (DRDA) is responsible for forwarding a master plan to the state-level standing committee headed by the chief secretary. The plan gets final approval from the ministry of rural development. Projects are to be completed within nine months, or 12 months in exceptional cases.

2.2.4 Swarnajayanti Gram Swarozgar Yojana (SGSY)

SGSY is the only self-employment programme for the rural poor.

Launched on April 1, 1999, the programme replaces the earlier self-employment and allied programmes — Integrated Rural Development Programme (IRDP), Training for Youth and Self-Employment Programme (TRYSEM), Development of Women and Children in Rural Areas (DWCR), Supply of Improved Toolkits to Rural Artisans (SITRA), Ganga Kalyan Yojana (GKY) and the Million Wells Scheme (MWS). SGSY takes into account all the strengths and weaknesses of earlier self-employment programmes and offers the perfect balance of credit and subsidy.

The aim of the programme is to establish a large number of micro-enterprises in rural areas covering all aspects of self-employment — organisation of self-help groups, their capacity-building, infrastructure development, technology, credit and marketing. Persons assisted under this programme are known as Swarozgaris and not beneficiaries. A significant aspect of SGSY is that it aims to bring every family assisted under this programme above the poverty line in three years by creating substantial additional income. The programme has been designed to provide proper support to the most vulnerable groups: at least 50% of Swarozgaris will be SC/STs, 2% women and 3% disabled persons.

The central and state governments provide funds to SGSY in the ratio 75:25. It is implemented by the DRDAs through the panchayat samitis. The process of planning, implementation and monitoring integrates banks and other financial institutions, panchayati raj institutions, NGOs as well as technical institutes in the districts. Two to five key activities are identified for each block based on the resources, occupational skills of the people and availability of markets. This is done with the approval of the panchayat samitis at the block level and the DRDA/Zilla Parishad at the district level. Individual subsidy provided under SGSY is 30% of the project cost, subject to a ceiling of Rs 7,500 (for SC/STs it is 50% and Rs10,000 respectively). For SHGs, the subsidy is 50% of the project cost, subject to a ceiling of Rs 1.25 lakh. There is no limit on the subsidy for irrigation projects.

2.3 Ensuring social security/fulfilment of basic needs

These programmes provide security to people below the poverty line through compensation in cash or kind to ensure minimum support for survival needs.

2.3.1 National Social Assistance Programme (NSAP)

The NSAP comprises three separate schemes — National Old Age

Pension Scheme (NOAPS), National Family Benefit Scheme (NFBS) and National Maternity Benefit Scheme (NMBS). It is a centrally-sponsored programme to extend 100% central assistance to states/union territories to provide benefits in accordance with norms, guidelines and conditions laid down by the central government. The programme came into effect on August 15, 1995. Assistance under NSAP is available to the destitute, the poorest of the poor and families below the poverty line.

(a) National Old Age Pension Scheme (NOAPS) is for old people who have no regular means of subsistence from their own sources of income or through financial support from family members or other sources. The age of the applicant (male or female) should be 65 years or above. The pension amount is Rs 100 per month per beneficiary. The state government pays Rs 25 while Rs 75 is paid by the central government. A ceiling on the number of beneficiaries for a state/union territory is prescribed by the central government.

(b) National Family Benefit Scheme (NFBS) is for households below the poverty line on the death of the primary breadwinner. The 'primary breadwinner' has been defined as the member of the family whose earnings contribute substantially to the total household income. The amount of assistance is Rs 10,000. The death of the primary breadwinner due to natural or accidental causes should have occurred while he or she was in the 18-65 age-group. The maximum limit for the total number of beneficiaries of a state/union territory is prescribed by the central government.

(c) National Maternity Benefit Scheme (NMBS) is for pregnant women in households living below the poverty line up to the first two live births. Cash assistance of Rs 500 is provided to the pregnant woman of the BPL household, provided she is 19 years of age or above. The benefit is disbursed several weeks prior to delivery. In case of a delay, the benefit may be given after the birth of the child.

Funds are released directly to the districts in two instalments every year. The district-level authorities headed by the district collector/magistrate/deputy commissioner implement the programme. It is implemented with the assistance of the panchayats and municipalities.

Besides the above-mentioned pensions there are also disability pensions and widow pensions for the poor without any regular means of subsistence. However, the number of beneficiaries under each of these schemes is limited.

2.3.2 Rural housing

A National Housing and Habitat Policy announced by the Centre aims to provide Housing for All, facilitating the construction of 20 lakh additional housing units (13 lakh in rural areas and 7 lakh in urban areas) annually.

A Rural Housing Action Plan (2000-01) aimed to provide shelter to all rural people by the end of the Ninth Plan period and convert all unserviceable *kutchha* houses to *pucca*/semi-*pucca* houses by the end of the Tenth Plan period. Some of the elements of the Action Plan are:

The **Indira Awas Yojana (IAY)** is a major scheme for the construction of houses for the poor free of cost. An additional component has been added: conversion of unserviceable *kutchha* houses to semi-*pucca* houses at the rate of Rs 10,000 per unit, utilising 20% of total available funds for IAY.

A **Credit-cum-Subsidy Scheme** for rural housing was launched on April 1, 1999, targeting rural families having an annual income up to Rs 32,000. Subsidy up to Rs 10,000 is disbursed by commercial banks, housing finance institutions, etc, and loans up to Rs 40,000 are provided.

HUDCO proposed to finance construction of an additional 6 lakh houses during 1999-2000. In addition, a Rs 10 crore scheme for **Rural Housing and Habitat Development** was introduced to encourage innovative, cost-effective and environment-friendly solutions in the building/housing sectors in rural areas.

Rural building centres will also be set up to facilitate (a) technology transfer and information dissemination (b) skill upgradation through training and (c) production of cost-effective and environment-friendly material components.

A **National Mission for Rural Habitat** was set up to address the critical issues of 'housing gap' and to promote the induction of science and technology inputs into the housing/construction sectors in rural areas.

In the budget speech for 1999-2000, the finance minister introduced the **Samagra Awaas Yojana** for implementing a participatory approach under the Accelerated Rural Water Supply Programme. It was decided that Samagra Awaas Yojana would be taken up on a pilot project basis in one block in each of 25 districts of 24 states and in one union territory.

2.3.3 Public Distribution System

A well-targeted and properly functioning Public Distribution System (PDS) is an important constituent of a poverty eradication policy. Food and nutrition security are crucial for fighting other dimensions of poverty such as infant mortality, maternal mortality, low birth weight etc. The Indian PDS, the largest distribution network of its type in the world with a network of about 4.51 lakh fair price shops, is designed to help both the producers and consumers of foodgrain by linking procurement to support prices and ensuring their distribution along with other essential commodities at affordable prices throughout the country. PDS continues to be a major instrument of the government's economic policy for enhancing food security for the poor. The government has streamlined the PDS by issuing special cards to BPL families and selling foodgrain to them at specially subsidised prices. Each poor family is entitled to 10 kg of foodgrain per month at specially subsidised rates.

2.3.4 Annapoorna Yojana (AY)

This scheme aims at meeting the food requirements of eligible senior citizens who have not been covered under NOAPS. Under this programme, 10 kg of foodgrain are provided free of cost to the beneficiary. The person should be 65 years or more, and he/she should be a destitute with little or no regular means of subsistence. Beneficiaries are identified at the panchayat level and the Department of Public Distribution ensures the supply of required quantities of foodgrain (rice or wheat) from the godowns of the Food Corporation of India to the agency designated by the state government. The collector ensures the issue of entitlement cards through the panchayats/municipalities.

2.3.5 Antyodaya Anna Yojana (AAY)

Following starvation deaths in Orissa, the central government launched the Antyodaya Anna Yojana, under which 5% of the poorest population of the country would benefit by getting food at 'further subsidised' rates. Under this scheme, a beneficiary gets 25 kg of rice for Rs 75 only, that is Rs 3 per kg.

2.3.6 Janashree Bima Yojana

This is a group insurance scheme launched on June 20, 2000, providing insurance facilities in case of natural death/accident/disability due to

accidents to people below the poverty line. It covers all BPL persons in the age-group 18-60. Groups consisting of 25 persons or more are eligible for insurance. The central government pays Rs 100 per person per annum out of the annual provision of Rs 200 per person. Beneficiaries get up to Rs 20,000 on natural death, Rs 25,000 for partial disability due to accident and Rs 50,000 for death or total disability due to accident.

2.3.7 Rajiv Gandhi National Drinking Water Mission

State governments have been implementing the Rural Water Supply Programme under the State Sector Minimum Needs Programme (MNP). The central government, through the Rajiv Gandhi National Drinking Water Mission (RGNDWM), supplements the efforts of the state governments by providing assistance under the Accelerated Rural Water Supply Programme (ARWSP). The main objectives of the programme are:

- To cover the not-covered and partially-covered rural habitations affected by quality of water.
- To evolve an appropriate technology mix.
- Improve the performance and cost-effectiveness of ongoing programmes.
- Create awareness on the use of safe drinking water.
- Take conservation measures for sustained supply of drinking water.

2.3.8 Kutir Jyoti Scheme

This programme was launched in 1988-89 for extending a single-point electricity connection to rural households below the poverty line. The primary responsibility for rural electrification lies with the state governments or power utilities, which own and operate the distribution system in the states and determine the priorities for the programme. Kutir Jyoti consumers have to pay a monthly minimum fixed charge of Rs 30. Wherever they have loads in excess of a single-point supply the consumption is to be charged at normal domestic tariff.

As a large amount of funds would be required for full coverage of households below the poverty line, a feasible number of households belonging to the poorest of the poor category are to be targeted in rural areas. The remaining households are expected to get benefits

under general electrification programmes.

2.3.9 Integrated Child Development Services (ICDS)

The ICDS scheme is delivered through 100 anganwadis in each block of the state with one woman worker in each anganwadi. The programme aims at improved nutritional and health status of children below six years and their proper psychological, physical and social development. It also aims at increasing maternal capability vis-à-vis health and nutrition by fulfilling the essential needs of pregnant women and thus reducing morbidity, malnutrition and mortality. The health interventions are the function of ANMs (Auxiliary Nurse-cum-Midwives) appointed and supervised by the state departments of health. Another intervention for adolescent girls and severely malnourished girls in tribal areas was added in 755 blocks of four states (Andhra Pradesh: 110, Bihar: 210, Madhya Pradesh: 244 and Orissa: 191).

2.3.10 Panchabyadhi Chikitsa Yojana

The department of health and family welfare, Government of Orissa, started this scheme with effect from June 1, 1999. As the name suggests, the Panchabyadhi Chikitsa Yojana covers five major diseases, offering free treatment and free medicines. The diseases are malaria, diarrhoea, acute respiratory infection, scabies and leprosy. According to the instructions, no patient should be required to purchase medicines required for the treatment of the above diseases. If the medicines are not available in the hospitals or the PHCs, then on the recommendation of the medical officer, the person can buy the medicine from the market and get reimbursement on submitting a receipt, the doctor's prescription and a certificate from the concerned doctor. The procedure for reimbursement takes months; bills have to be approved by the Zilla Swasthya Samiti headed by the Chief District Medical Officer (CDMO). Once bills are approved, they are sent to the PHC for reimbursement.

2.3.11 Nutritional Support to Primary Education

The National Programme of Nutritional Support to Primary Education was launched in 1995. It consolidates earlier efforts to provide mid-day meals in primary schools to supplement nutrition for children in the 5-9 age-group. It aims at increasing school enrolment and reducing the drop-out rate. FCI supplies foodgrain which is paid for by the central

government. State governments meet other expenses including cooking. (Supply of cooked food is a crucial element of the programme.)

2.3.12 Balika Samriddhi Yojana

This scheme provides a post-delivery grant of Rs 500 to the mother of a girl-child in a BPL household. The benefit is restricted to two girl-children in each household, irrespective of the total number of children in the family. The programme aims: (a) to change negative family and community attitudes towards the girl-child at birth and towards her mother; (b) to improve enrolment and retention of girl-children in schools; (c) to raise the age of marriage of girls; (d) to assist the girl to undertake income-generating activities.

The eligible girl-child is entitled to an annual scholarship for each successfully completed year of schooling.

Class	Amount of scholarship
1 to 3	Rs.300 per annum for each class
4	Rs.500 per annum
5	Rs.600 per annum
6 to 7	Rs.700 per annum for each class
8	Rs.800 per annum
9 to 10	Rs.1,000 per annum

The post-birth grant of Rs 500 is paid to the beneficiaries by opening a joint account in a nationalised bank or post office in the name of the girl-child and the Community Development Programme Officer (CDPO)/ Social Education Officer (SEO) concerned on the recommendation of the gram panchayat. At the initial stage, one policy named Bhagya Shree Bima Kalyan Yojana is opened in the name of the girl-child. If the beneficiary gets married before attaining the age of 18 years she forgoes the annual scholarship under BSY.

2.3.13 Area Development Programmes

(a) Drought-Prone Areas Programme (DPAP) aims at providing drought-proofing measures as well as economic development of rural areas by harnessing, conserving and developing natural resources, ie land, water, vegetation, and raising land productivity without disturbing the ecological balance. DPAP is being implemented in 947 blocks of 155 districts in 13 states. In Orissa, it is being implemented in 47

blocks of eight districts – Phulbani, Boudh, Bolangir, Sonepur, Kalahandi, Nuapada, Dhenkanal, and Bargarh. In these areas 245 watershed projects have been sanctioned; 121 watersheds were taken up in 2000-01.

The central and state governments share the programme allocation equally. DRDA/ZP are the nodal government agencies at the district level that act as facilitators and providers of finance and technical assistance to people's organisations executing the watershed projects. An elaborate institutional mechanism is defined for effective participation of the local people and panchayati raj institutions at all stages of project management.

(b) Special Area Development Programme (SADP) has been launched in the undivided districts of Koraput, Bolangir and Kalahandi (KBK), keeping in view the high incidence of poverty in the region. It has two components:

(a) Long-Term Action Plan, initially formulated for a period of seven years, 1995-96 to 2001-02, focusing on measures for overcoming drought and high incidence of poverty. A revised long-term action plan for nine years from 1998-99 to 2006-07 has also been proposed.

(b) The Western Orissa Development Council was set up for taking appropriate long-term and short-term development measures in 10 districts — Bargarh, Bolangir, Deogarh, Jharsuguda, Kalahandi, Nuapada, Sambalpur, Sonepur, Boudh and Sundergarh.

As the above listing illustrates, there are a large number of programmes for the benefit of BPL people. Against this backdrop we can study the socio-economic background of the BPL households covered in this study, the extent to which these schemes and programmes have strengthened the livelihood base of the poor and vulnerable sections of society, and the gaps in the formulation and implementation of these well-intentioned programmes.



3 Socio-economic and demographic profile

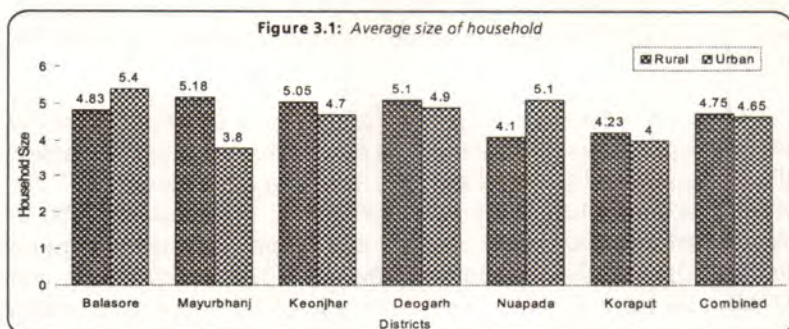
This chapter provides information on the socio-economic and demographic profile of the surveyed households: household size, possession of agricultural land, structure of the houses, and sex of heads of households, etc. The results of our survey of certain household characteristics have been compared with similar data collected by some leading organisations.

3.1 Distribution of households by size

As a general rule, the smaller the size of a household, the better its economic condition.

In our survey, about 54.67% of the selected families had more than five members, 7.67% were single-member families, while the remaining 37.66% were small families with two to four members (see Table 3.1 in the Statistical Appendix).

Single-member households were highest in urban Keonjhar (20%) followed by rural Nuapada (12.50%). The number of single-member households in urban areas was higher than the number in rural areas in all districts except Deogarh and Nuapada, where single-member households were conspicuously absent in urban areas. The number of large families with more than five members was highest in Deogarh and Mayurbhanj (62%) followed by Keonjhar (58%) and Balasore (56%). Large families were lowest in Koraput (40%). In rural areas the number of large families with five or more members was around 2% higher than the number in urban areas.



Rural households with seven or more members were found to be highest in the districts of Balasore, Keonjhar and Deogarh (25%) and lowest in Nuapada (2.5%). In urban areas, the percentage of large families with seven or more members ranged from 40% in Balasore to 10% in Mayurbhanj and Keonjhar. In Koraput no such large families were found in the study area. The average family size in five districts was around five members. In Deogarh it was a little more than five members.

A comparison of the results on average size of households brought out in Time Use Surveys (TUS) by the Directorate of Economics & Statistics (DE&S), Orissa, the Central Statistical Organisation (CSO) and this study is exhibited in Table 3.2 (see Statistical Appendix). In both rural and urban areas the average size of households covered in this study exceeds the figures given by DE&S and CSO. This could be because in this study only BPL households in villages and urban slums were covered, and the size of such families may be larger than the average size of families across all income groups.

3.2 Possession of agricultural land

Since more than 80% of the people are dependent on cultivation for their livelihood, possession of land as an asset is a key issue. This section explains the distribution of BPL households according to the size of agricultural land holdings of different social groups.

Most of the BPL families surveyed are either landless or have marginal land holdings (Table 3.3 in the Statistical Appendix).

As many as 47.67% of the surveyed households had no cultivated lands. Of those households that possessed land under cultivation, 47% had tiny land holdings of less than 2 acres. The remaining households (5.34%) possessed land above 2 acres. However, a majority of this population comprises scheduled tribes who own uplands, not suitable for cultivation. Households having more than 5 acres comprised less than 1% (0.67%).

The ST group in Balasore district and SC group in Koraput district did not possess any agricultural land. The percentage variation of landless BPL households in the districts of the study area was between 33.33 in Mayurbhanj and 100 in Koraput for the SC group, and 27.50 in Mayurbhanj and 100 in Balasore for the ST group. In case of the group entitled 'Others', the variation was between 10.00 in Nuapada and 92.86 in Balasore district. The percentage of SC households having

agricultural land up to 2 acres varied from 19.23 in Balasore to 66.66 in Mayurbhanj. In the ST group the variation ranged from 37.50 in Deogarh to 67.50 in Mayurbhanj. In case of the 'Others', the variation ranged from 7.14 in Balasore to 77.77 in Deogarh.

None of the BPL households in Balasore possessed more than 2 acres of land. None of the households in Mayurbhanj and Koraput possessed more than 3 acres. BPL households with more than 5 acres were found only in Nuapada district. It is also worth noting that the SC group did not possess more than 2 acres of land.

A comparison of results on the percentage of BPL households possessing land in different studies is presented in Table 3.4.

Table 3.4: A comparison of the percentage of agricultural land possessed by BPL households in this study and others

Size of land (in acres)	TUS (2000) combined states (CSO)	TUS (2001) DE&S, Orissa	TUS of BPL (2002) CYSD
0.00	58.87	39.47	47.67
0.01 to 2.00	21.19	43.03	47.00
More than 2	19.94	17.50	5.34
Total	100.00	100.00	100.00

Source: TUS, CSO (2000) & TUS, DE&S (2001)

The percentage of landless BPL households in this study is much higher (47.67%) than the general landless population figures in the time use studies of DE&S, Orissa. This is because the majority of households living below the poverty line either do not hold land or a major chunk of them are marginal landholders.

3.3 Type of structure of houses

The structure of a house is an important indicator of the socio-economic well-being of households in any community. *Pucca* houses afford protection from natural hazards whereas *kutchha* and semi-*pucca* houses are prone to damage during calamities.

Around 88% of the surveyed households lived in *kutchha* houses whereas 12% lived in semi-*pucca* and *pucca* houses (Table 3.5 in Statistical Appendix).

The percentage of *kutchha* houses in the surveyed districts ranged from 80-100%. All the surveyed houses in urban Balasore and Nuapada were found to be *kutchha*. No semi-*pucca* houses were observed in rural and urban Balasore and urban Nuapada. Similarly *pucca* houses were

not seen in urban Balasore, Keonjhar and Deogarh, the whole of Nuapada and rural Koraput. This is a clear indicator of the living conditions of people below the poverty line.

The comparative figures for house structures (Table 3.6) shows that the percentage of *kutcha* houses in the population we surveyed was 19.55% higher than the figures of DE&S, Orissa, and 49.94% higher than all-India figures. These figures clearly show the distressed living conditions of the BPL households.

3.4 Male and female-headed households

The gender of the head of the household indicates a patriarchal or a matriarchal family structure. The head of the household may be a family elder or an earning member or both.

Table 3.6: *Percentage of households by type of dwelling structure as reported in different studies*

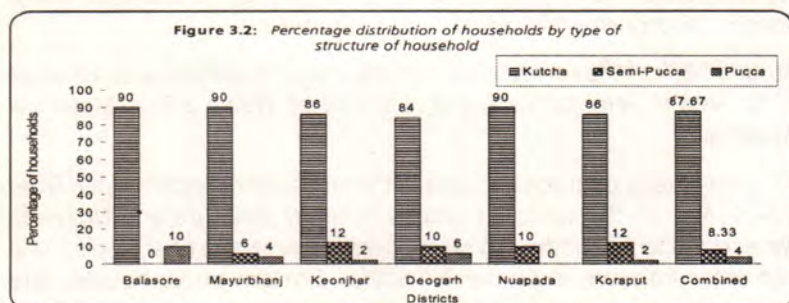
Type of houses	TUS (2000) combined states (CSO)	TUS (2001) DE&S, Orissa	TUS of BPL (2002) CYSD
Kutcha	37.73	68.12	87.67
Semi-pucca	23.56	13.73	8.33
Pucca	38.70	18.15	4.00

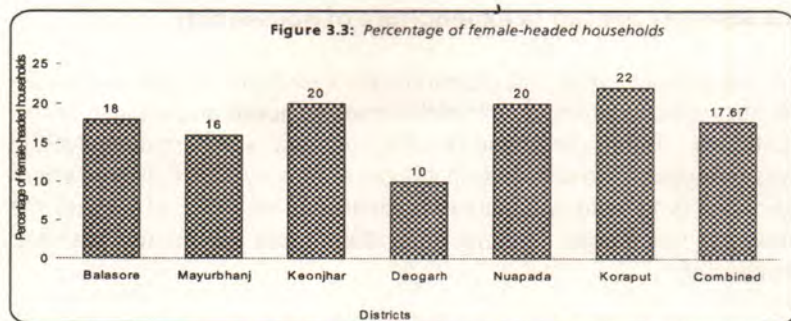
Source: TUS, CSO (2000) & TUS, DE&S (2001)

About 82.33% of the total households surveyed were headed by males (Table 3.7 in the Statistical Appendix). The female-headed households were at 17.67%. Thus, there were 4.5 times more male-headed households than female-headed ones.

There was a marginal difference in the proportion of households headed by females among SC and ST groups.

In rural Mayurbhanj and Keonjhar districts all households in the SC group were headed by males. All households in the 'Others' group in





Deogarh and Koraput districts were also headed by males. The percentage of SC households headed by females was lowest (7.14%) in rural Deogarh and highest (60.00%) in rural Nuapada district. There was no trace of households headed by females in the 'Others' group in four surveyed districts.

SC households headed by females in urban areas were found only in Keonjhar and Nuapada. ST households headed by females in urban areas were found in three districts: Mayurbhanj, Keonjhar and Koraput.

The total percentage of households headed by females in rural areas varied from 10 in Deogarh and Mayurbhanj districts to 22.50 in Balasore district. In urban areas it ranged from 10% in Deogarh to 40% in Mayurbhanj, Keonjhar and Koraput districts. No households headed by females were found in urban Balasore.

Table 3.8: *Percentage of female-headed households out of total households as revealed by different studies*

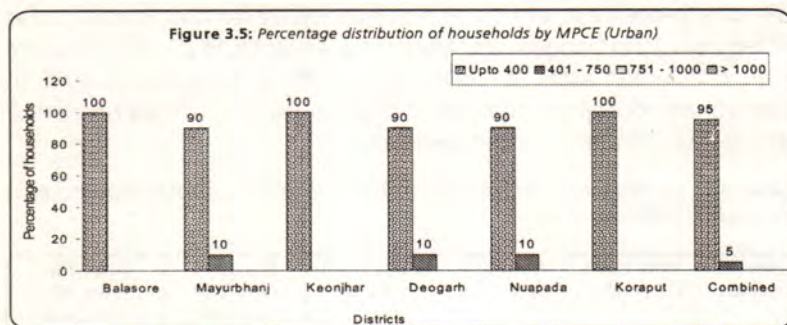
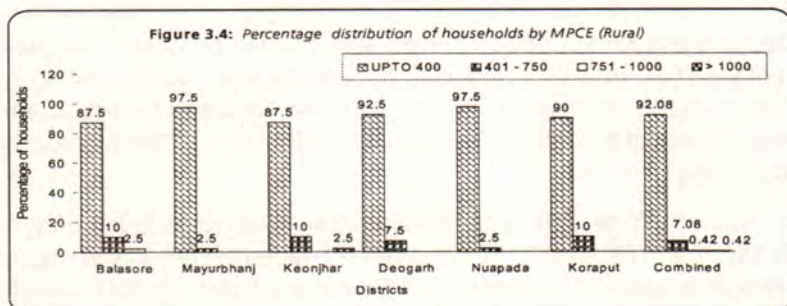
Place of residence	NFHS 1992-93 (All India)	NSSO 1994 (All India)	TUS CSO 2000 (combined states)	TUS DE&S, Orissa 2001 (combined districts)	TUS, CYSD, Orissa 2002 (combined districts)
Rural	9.10	9.74	9.91	9.89	15.83
Urban	9.60	10.56	8.58	6.07	25.00

Source: TUS, CSO (2000) & TUS, DE&S, 2001

A comparison with results obtained from other studies (Table 3.8) shows that the percentage of households headed by females in this study is higher than national and state-level figures by 6 to 19%. This could be because the CYSD study concentrated on BPL households mostly in tribal areas where women support the family by collecting fuelwood/forest produce for sale and leaves for plate-making and thereby play a vital role in managing the family. Further, widow's pension received by 16% of the surveyed households increased the percentage of houses headed by females in this study.

3.5 Monthly per capita expenditure of households

As household income and expenditure are essential household characteristics which determine people's access to goods and services, information on both income and monthly per capita expenditure (MPCE) was collected. (The distribution of households by MPCE is more scientific than distribution by per capita income.) The MPCE of 93% of the surveyed households was up to Rs 400 (Table 3.9 in the Statistical Appendix).



Though one of the criteria for selection of BPL is MPCE below Rs 250, about 33% of the households covered had MPCE above this figure. However 57.67% had MPCE between Rs 100 and 250. Such disparity in MPCE in a small sample of BPL households questions the reliability of criteria for selecting BPL beneficiaries.

3.6 Distribution of households by type of public services accessed

The surveyed population had accessed only nine public services in the study period. Poverty alleviation schemes like SGSY, JGSY, EAS, PMGSY,

National Family Benefit Scheme etc had been accessed in a period beyond that covered by the study. Health services were accessed by only 5.41% of the surveyed population. There was a general ignorance about public services other than poverty amelioration schemes. Ration supplies were accessed in rural areas by 49.81% of the surveyed households, followed by pension schemes (25.86%) and Antyodaya Anna Yojana (15.59%). The extent of acquisition of BPL cards and the number of beneficiaries under the AAY scheme was lower in urban areas (37.14 and 12.86% respectively) but the percentage of families accessing pension schemes exceeded the rural figure by 7.00%.

A district-wise break-up (Table 3.10 in the Statistical Appendix) shows that the percentage of rural beneficiaries of BPL rations was highest in Keonjhar district (70.45%) and lowest (40%) in Balasore and Deogarh. The percentage of pensioners was highest (36.96%) in Nuapada and lowest (15.91%) in Keonjhar district. The percentage of households under the AAY scheme was highest in Balasore and Deogarh (22.00 and 22.50% respectively) and lowest (4.35%) in Nuapada.

The percentage of beneficiaries availing BPL rations in urban areas was highest (60%) in Deogarh and lowest (16.67%) in Koraput. The percentage of pensioners was highest (41.67) in Koraput and lowest (18.18) in Balasore. The AAY had the highest percentage of beneficiaries (36.36) in Balasore and lowest (6.67) in Mayurbhanj. Beneficiaries under this scheme were not found in the urban areas of Keonjhar, Deogarh and Nuapada districts covered in this survey.



4 Background of surveyed population

This chapter deals with the rural-urban population ratio, sex ratio, disability, education and economic status of the surveyed population. It also discusses issues such as child labour and the participation of women in decision-making.

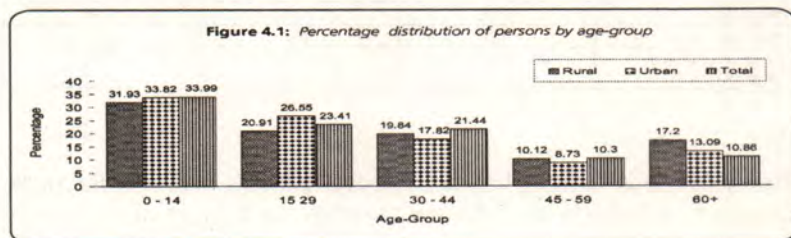
4.1 Distribution of surveyed population by age and gender

About 80% of the persons covered under this study were residing in rural areas, the remaining 20% in urban areas (Table 4.1 in Statistical Appendix). The number of females in the households covered was more than the number of males. Females accounted for 51.20% of the total population. Children in the 6-14 age-group constituted 22.78% of the surveyed population.

About 32% of the children in rural areas and 34% in urban areas were in the 0-14 age-group. The percentage of population aged 60 and above was 13.09 in urban areas and 17.20 in rural areas. The proportion of children was lowest in Koraput at 27.23% and highest in Balasore at 38.68%.

The percentage of population in the working age-group of 15-59 years was about 51 in rural areas and 53 in urban areas (Table 4.2 in the Statistical Appendix). The 0-14 age-group constituted the largest group (27-39%), followed by the age-groups 15-29, 30-44, 45-59 and 60 and above.

The number of people in the workforce (15-60 age-group) was 55.15%, children below 14 years 33.99% and above 60 years 10.86%. The number of females exceeded the number of males in the age-groups 0-14 and above-60 but their number was lower than the number of males in the 15-60 age-group.



The percentage of male children below 6 years in Mayurbhanj, Keonjhar and Koraput was higher than the percentage of female children, but the reverse was true in the districts of Balasore, Deogarh and Nuapada. The percentage of males exceeded the percentage of females in Balasore, Deogarh and Koraput in the 6-14 age-group. Further, the percentage of females above 60 years was higher than the percentage of males in all the surveyed districts except Balasore.

The sex ratio of the total population covered under the study was above 1,000 in the districts of Deogarh, Nuapada and Koraput and below 1,000 in the districts of Balasore, Mayurbhanj and Keonjhar.

The sex ratio was above 1,000 in the districts of Balasore, Deogarh and Nuapada in the below-6 age-group. The same trend was observed in all the districts except Balasore in the above-60 age-group. All the surveyed districts except Mayurbhanj had more females than males in the age-group 31-45.

A comparison of the sex ratio worked out in this study with data shown by other reports shows that the sex ratio in the CYSD study is higher for both rural and urban Orissa.

Table 4.4: Comparison of sex ratio worked out from CYSD study and that collected from different sources

Sector	NFHS (1992-93)	NSSO (1993-94)	DE&S, Orissa TUS (2001) (combined districts)	CYSD TUS (2002) (combined districts)
Rural	974	988	991	1185
Urban	907	890	851	1132

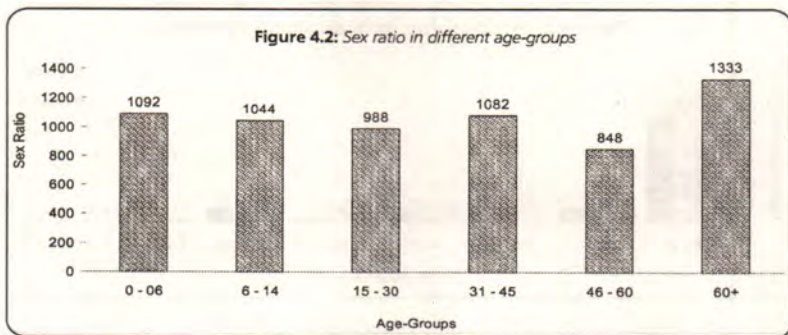
Source: TUS, CSO (2000) & TUS, DE&S (2001)

Table 4.5: District-wise comparison of sex ratio as brought out by Census of India and TUS, CYSD study

Districts	Census of India 1991	Census of India 2001	TUS of CYSD 2002
Balasore	955	949	976
Mayurbhanj	979	980	960
Keonjhar	974	977	961
Deogarh	982	980	1074
Nuapada	1002	1006	1240
Koraput	985	998	1152
Orissa (combined districts)	971	972	1049

Source: TUS, DE&S (2001)

The sex ratio in families below the poverty line is higher in Balasore, Deogarh, Nuapada and Koraput while the figures are lower in Mayurbhanj and Keonjhar. This is an important question for study: is



there a correlation between higher poverty rate and higher female to male ratio? This is difficult to establish from the data, however, because while Koraput and Nuapada have a high concentration of poor, Balasore does not fall in that category.

4.2 Educational status

It is important to see if there is any relationship between educational attainment and improved access to employment, market, public services, and hence reduction in poverty. An analysis of the educational status of the surveyed population shows that girl children generally stay at home to take care of their younger siblings (Table 4.6 in the Statistical Appendix).

The percentage of literacy in the districts as a whole was reported to be 46.07, with 61.46% for males and 31.37% for females. The districts having highest literacy were Deogarh and Keonjhar (56%) and the lowest literacy (34%) was reported in Mayurbhanj followed by Koraput (38.71%).

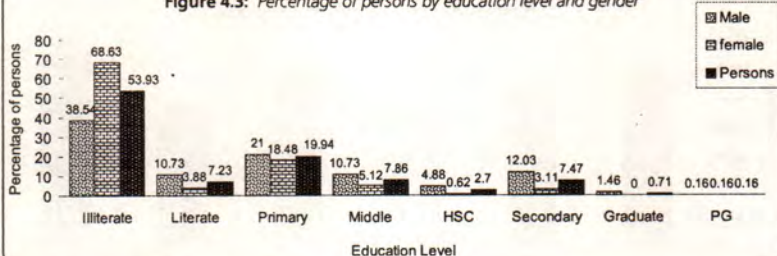
The percentage of female literacy was lower than that of male literacy in all the districts by 12-20%. Female literacy was highest (45%) in Deogarh and lowest in the districts of Mayurbhanj and Koraput (21%). The general tendency in surveyed districts was heavy dropout after primary education.

Table 4.7: Comparison of literacy rates brought out by different organisations

Orissa/ (combined states)	1991 Census	NSSO (1996-97)	TUS CSO (2000)/DE&S 2001 (combined districts)	Census 2001	TUS CYSD (combined districts)
Orissa	49.09	51.00	63.27	63.61	46.07
Combined States	52.21	62.00	67.06	65.38	--

Source: TUS, CSO (2000); TUS, DE&S (2001) & Census of India (2001)

Figure 4.3: *Percentage of persons by education level and gender*



Sending children to school for rice, not education

Focus group discussions conducted in various villages revealed that the poor do not favour education as employment of children adds to the family income and becomes a must for survival.

- The villagers of Pancharukhi of Baliapal block in Balasore district do not send their children to school as "even after getting educated our children would not get any job and they would not be able to do our traditional job also". Their traditional occupation does not require an education.
- The villagers of Bagraguda, Koraput block, said that their children go to school only when the teacher repeatedly calls them with a stick in his hand!
- Only incentives appear to make the poor send their children to school. People in a slum at Khariar Road NAC (Nuapada) said that parents sent their children to school because 3 kg of rice are supplied to each child every month.

A comparison with other studies shows the dismal literacy rates among BPL families in the surveyed districts. The CYSD study threw up a literacy rate of 46.07%, 17.54% lower than the census literacy rate of 63.61%.

4.3 Economic scenario

To ascertain the economic status of the surveyed population, individuals were classified as employed, self-employed, unemployed and out of labour force. These four categories were worked out for the surveyed population.

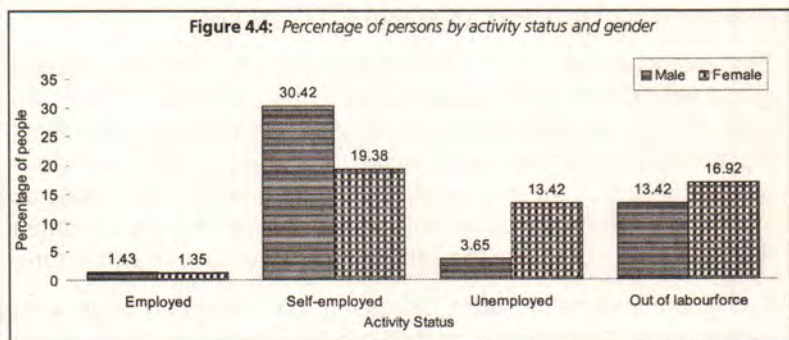
Of the total surveyed population only 2.78% in the age-group 6 years

and above were regularly employed.

The percentage of people who were self-employed was 49.80%. The total employed workforce worked out to 52.58% as against the total workforce of 69.66%. The unemployed constituted 17.08% of the population (Table 4.8 in the Statistical Appendix).

The percentage of self-employed persons among the districts varied between 56.45 in Koraput district and 40.99 in Balasore. None of the people in the households covered in rural Nuapada had regularly employed persons. No females had regular employment in urban Mayurbhanj, Deogarh and Koraput. In the households of rural Nuapada and Koraput none of the men were found to be regularly employed. With the incidence of unemployment less than 20% in the surveyed districts, the highest unemployment rate was seen in urban Keonjhar (23.81%) followed by Mayurbhanj (22.22%).

The percentage of self-employment among women was less than that of males in all the surveyed districts except urban Deogarh. Many women were involved in collection and processing activities. However, since they did not have access to the market they did not consider their activities as productive activities. Besides, these goods are collected and produced for household consumption, with no economic value added.



4.4 Child labour

The prevalence of child labour is conspicuous, particularly among the poor and more so among people below the poverty line.

About 13% of all children aged 6-14 surveyed were engaged in work. The percentage of female child labour was higher in rural areas in all the surveyed districts except Keonjhar (Table 4.9 in the Statistical

Appendix). There was no reported employment of male children in the urban areas of the surveyed districts except in Nuapada. Only Balasore reported employed female children (11.11%) in urban areas. Child labour was highest in Mayurbhanj (32%).

Table 4.10: A comparative statement of data obtained from different organisations indicating the percentage of children employed in the age group 6-14 years in principal or subsidiary activities

Sex	Population Census (1991)	NSSO (1993-94)	TUS (DE&S) (2001)	CYSD TUS (2002)
Male	7.13	6.96	5.69	8.86
Female	6.12	5.32	3.49	16.36
Total	6.63	6.16	4.60	12.69

Source: TUS, CSO (2000) & TUS, DE&S (2001)

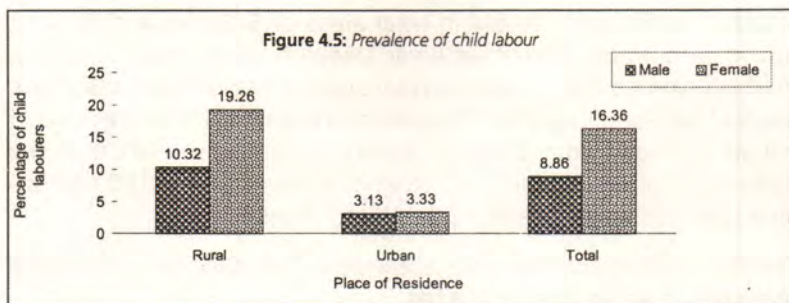
There is a diminishing trend of child labour from 6.63% to 4.60% according to the surveys conducted by different organisations during the period from 1991 to 1998, but the percentage of child labour in the present study exceeds these figures as it concentrated on BPL households and the poorest of the poor including tribals who are compelled to engage both male and female children in employment.

Patterns of employment of BPL population

Focus group discussions in 24 villages and 6 urban slums of the study area threw light on the employment of BPL people.

The landless or the marginal land-holding BPL families are engaged in cultivation from the monsoons up to harvest time. Women do most of the work in the fields, sowing, weeding, bunding, transplanting, harvesting and processing. However, these activities are considered secondary to the strenuous task of ploughing which is done by men. The contribution of women thus becomes invisible. Women themselves do not realise the contribution they make to agriculture.

During the lean period after harvesting, men generally migrate to neighbouring towns, blocks, districts or even outside the state in search of work as manual labourers. Sometimes they migrate with their families. Those who stay back either become idle or work as wage labourers according to the availability of work, which is irregular and uncertain. Women, on the other hand, work as wage labourers/maid servants and engage in leaf-plate-making, especially in tribal areas, to bolster the family income. They also travel long distances to collect sal/siali leaves, edible fruits, seasonal NTFP and fuelwood, either for sale or for household consumption.



4.5 Disability

Of the total number of persons surveyed, 1.76% were found to have some form of disability. The incidence of disability was highest (2.33%) in the district of Nuapada and lowest (0.94%) in the district of Koraput. For the districts as a whole, the percentage of disability in urban areas for males was higher (3.01%) as compared to females (1.37%). The percentage of disabled women was higher than disabled males in all surveyed districts except Mayurbhanj (Table 4.11 in the Statistical Appendix).

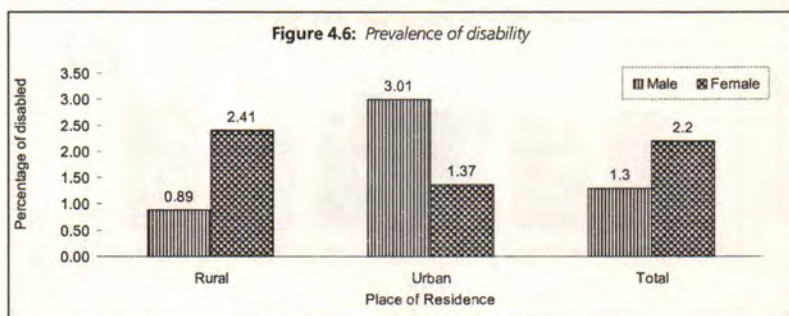


Table 4.12: A comparison of the percentage of disabled members as revealed in the CYSD study and studies of other organisations

Sex	TUS (DE&S) Orissa (combined districts) (2001)	TUS (CSO) (2000) (combined states)	TUS (CYSD, 2002) (combined districts)
Male	1.80	1.30	1.30
Female	2.40	1.02	2.20
Total	2.09	1.16	1.76

Source: TUS, CSO (2000) & TUS, DE&S (2001)

Disabled males were absent in rural areas of Balasore and Koraput districts and urban areas of Keonjhar, Deogarh and Koraput. Similarly, disabled women were absent in rural areas of Mayurbhanj and urban areas of Balasore, Keonjhar, Nuapada and Koraput. The percentage of people covered under disability pension schemes was less than the percentage of disabled in the households covered — only 0.6% disabled persons were covered under the schemes.

The figures of disabled persons obtained in this study are comparable to figures revealed in other studies.

4.6 Participation of women in family decision-making

Women above 18 years of age were asked about their participation in family decision-making regarding the purchase and sale of consumer goods like household utensils/radio, education of children and fixing of marriages.

The study showed that 73% of the rural and 67% of the urban women were consulted in family decision-making. All rural women above 18 years of age in the SC group participated in family decision-making in

Figure 4.7: Percentage of females participating in decision-making

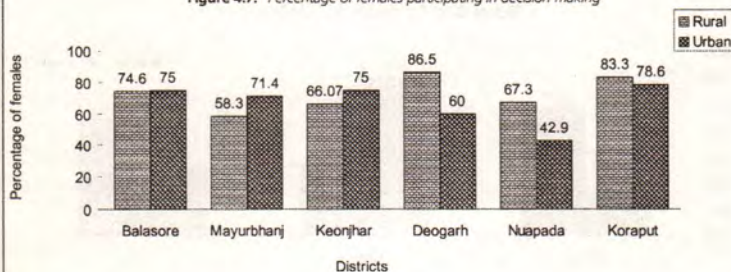
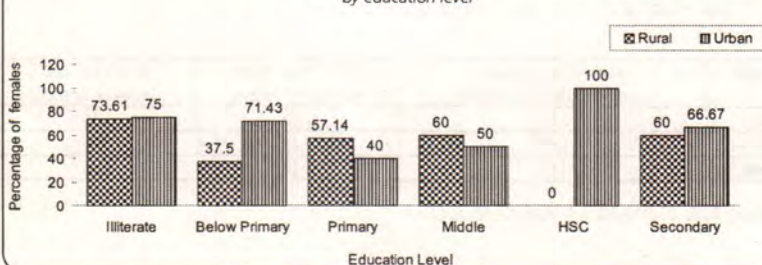


Figure 4.8: Percentage of females participating in decision-making by education level



the districts of Keonjhar, Nuapada and Koraput. The same was true for women in the 'Others' group in the districts of Mayurbhanj, Deogarh and Koraput, and in the SC grouping urban areas of Balasore, Mayurbhanj and Keonjhar districts. Only 20% of the SC rural women were consulted for family decision-making in the district of Mayurbhanj; the figure was 17% in urban Nuapada (Table 4.13 in the Statistical Appendix).

Among educated women, above 53%, and among illiterate women 74% were consulted in family decision-making. With respect to different educational levels, the percentage of women consulted varied from 33 to 100% in different districts.



5 Time use patterns

This chapter discusses the general time disposition pattern of both men and women in families living below the poverty line. All the activities reported by the surveyed persons were classified into three broad categories: System of National Accounts (SNA), extended SNA and non-SNA. SNA activities include primary economic activities like farming, animal husbandry, fishing, forestry, processing and storage, mining and quarrying and secondary activities such as construction, manufacturing, trade, business and services. Extended SNA activities consist of productive household maintenance, care of children, the sick and elderly. Activities related to learning, social and cultural activities, mass media, personal care and self-maintenance fall under the category of non-SNA activities.

5.1 Types of activities

In this study, two members from each selected household, one male and one female in the age-group of 6 years and above, were asked to report the time they spent on activities during the 24 hours preceding the date of survey.

Figure 5.1: Percentage of daily average time (in hours) spent in general on SNA, extended SNA and non-SNA activities

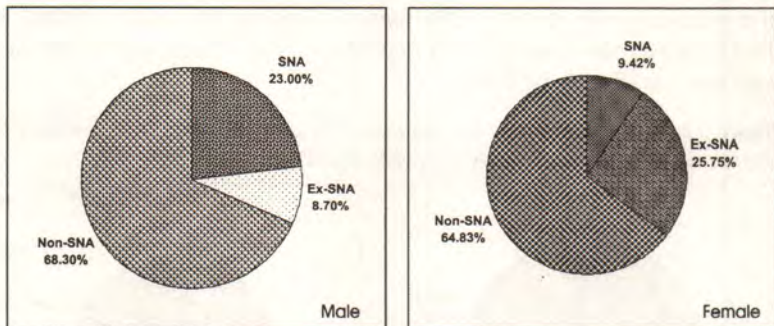


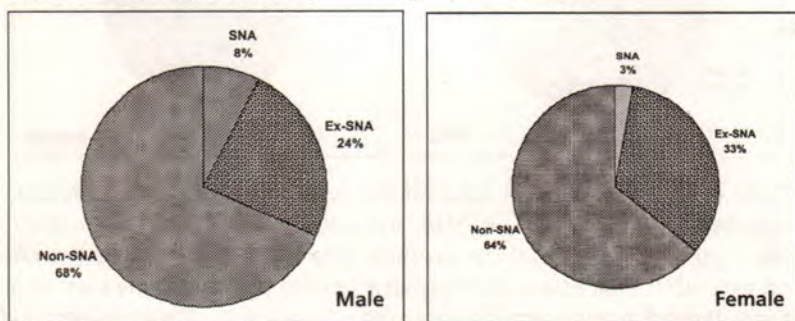
Table 5.1 in the Statistical Appendix shows the district-wise daily average time spent (in hours) in SNA, extended SNA and non-SNA activities by sex. It shows that the average time spent every day by women on extended SNA activities is higher than the time spent by men in all the surveyed districts both in rural and urban areas. This indicates that

women work long hours in productive activities at home. The time devoted by women to extended SNA activities in rural areas was 4 to 5 hours more than the time spent by the men. It was 3 to 5 hours more in urban areas.

A reverse trend is seen in the case of SNA activities. Men in rural areas spent about 2 to 4 hours more than women in SNA activities as against 2 to 7 hours in urban areas. The time spent by people in non-SNA activities varied between 65-70% of the day. It is therefore concluded that they devoted 7 to 8 hours a day on SNA and extended SNA activities together.

The analysis confirms other similar findings regarding women's contributions in a subsistence economy. This study reveals that when SNA and extended SNA activities are combined, women work more hours (8.44 hours) than males (7.61 hours). But when we consider the hours spent on SNA activities, men work at least 5.52 hours a day while women spend only 2.26 hours a day on such activities. The extended SNA activities on the other hand are done more by women within the household (6.18 hours) than men (2.09 hours). This shows how the productive activities of women within the household for income-generation or household consumption become invisible in the system of national accounts. The number of hours spent by women in productive activities (SNA and extended SNA combined) is 1.08 hours more than the time spent by men in productive activities (SNA and extended SNA combined) in Balasore, 1.76 hours more in Mayurbhanj, 1.47 hours more in Keonjhar, 0.89 hours more in Koraput and 0.39 hours more in Deogarh. The average of women's work to the total work of males and females works out to 53%, which is exactly the figure quoted in the UNDP *Human Development Report* for 1995. It also compares well with the CSO figure of 55%.

Figure 5.2: Percentage of daily average time (in hours) spent on SNA, extended SNA and non-SNA activities on the day of availing of public services



A comparison of the average time spent in SNA, extended SNA and non-SNA activities on the day of accessing public services, by sex and place of residence, with that in a general day (Table 5.1A in the Statistical Appendix) shows that the time spent in SNA activities on the day of accessing public services as compared to a normal day is diminished and time devoted to extended SNA activities increases in both rural and urban areas for both men and women in all the districts. This indicates that there is a diversion of time from SNA activities to extended SNA activities of BPL people on the day they access public services, reducing income-generating activities and resulting in loss of wages.

5.2 Time use pattern on a normal day and on a day spent accessing public services

The activity-wise time use pattern of the surveyed people on a normal day and the day of accessing public services is listed in Table 5.2. From the angle of productive work, it is seen that on a normal day men

Table 5.2: A comparison between time spent (in hours) on a normal day and on a day of accessing public services by gender, based on Table 5.5 and Table 5.6 in the Statistical Appendix

Activity	Average time spent in general on a normal day (in hours)			Average time spent on public service accessing (hrs)		
	Male	Female	Total	Male	Female	Total
Personal hygiene	1.29	1.25	1.27	1.24	1.31	1.28
Meditation	1.30	1	1.15	1.21	0.43	1.02
Eating and drinking	1.57	1.52	1.54	1.43	1.52	1.52
Cultivation	5.12	4.16	4.51	3.32	5.50	4.41
Leaf plate/paper packet making	2.50	3.23	3.13	2.13	3.08	2.40
Firewood collection/processing	3.49	3.32	3.37	3.02	2.15	2.38
Animal care	3.45	1.15	1.25	1.50	1.23	1.36
Fetching water	3.45	1.15	3.28	1.08	1.23	1.15
Stitching/tailoring/knitting	3.48	2.12	2.44	3.25		1.43
Processing foodgrain	2.05	1.5	1.59	1.35	1.30	1.33
Cooking	2.08	3.04	3.01	1.53	2.54	2.24
Cleaning house/utensils	1.31	1.53	1.51	1.15	1.45	1.30
Washing clothes	1.53	1.08	1.14	1.40	1.20	1.30
Marketing/shopping	2.11	1.46	2.06	1.36	2.15	1.55
Child care	1.56	2.15	2.11	2.23	2.29	2.26
Accessing public service				2.59	3.35	3.17
Care of elders/sick	4.15	2	2.27		4.00	2.00
Helping hand to others	1.33	2.2	2.06	1.38	2.13	1.55
Reading	8.08	10.15	8.31	3.30	10.30	7.00
Recreation	1.56	2.01	1.57	2.11	1.02	1.36
Participate in community activities	2.00	2	2.00	7.00	2.00	4.30
Sleeping	9.18	9.12	9.15	9.21	9.18	9.19
Collection of grass	6.30	4	4.50	6.15	2.00	4.08
Gossiping	1.58	1.46	1.52	2.10	1.31	1.51
Rest	2.15	2.29	2.22	2.26	2.16	2.21
Waiting in queue				1.53	2.30	2.11
Teaching children	1.53	0	1.53	2.09		1.04
Forest produce collection	4.05	4.23	4.16	3.25		1.43
Rope-making	5.00	0	5.00		4.00	2.00
Work/employment	7.27	6.02	7.05	5.50	4.42	5.16

spend the biggest chunk of time on work/employment (7.27 hours), which is more than the time spent by women (6.02 hours). This is followed by grass-cutting and its collection by men (6.30 hours) exceeding the time spent by women on this activity by 2.30 hours. The time spent in cultivation by men (5.12 hours) surpasses the time spent by women on the same activity (4.16 hours) by 0.96 hours.

There was a perceptible change in the above time use pattern on the day of availing public services. The number of hours spent by men in productive economic activities was reduced from 5.12 hours to 3.32 hours in cultivation and 3.45 hours to 1.50 hours in animal care. Besides, on this day, women devoted more time to cultivation (5.50 hours) and other productive/unremunerated activities, as the men were out accessing public services.

There was also a decrease in hours spent on unpaid productive activities by men, such as 3.45 hours to 1.08 hours in fetching water, 4.15 hours to 0 hours in care of the elderly and sick, 5 hours to 0 hours in rope-making etc. The time spent by women on such activities shows an increase. For example there is an increase from 2 hours to 4 hours in care of the elderly and sick, from 0 hours to 4 hours for rope-making within the household and 2.30 hours in waiting in queues, etc.

The time spent on work/employment by men reduced from 7.27 hours to 5.50 hours while the time spent on work/employment by women

Time spent in fetching drinking water

In many of the villages, only a few tubewells and wells were found to be functioning and so women had to travel long distances to fetch drinking water.

- The BPL people of Badaposi village in Keonjhar block walk 2 km to fetch water.
- In Khasakudar village of Thakurmunda block (Mayurbhanj district) there is only one tubewell for 68 households. The people therefore depend on the Tel river for sanitation and drinking water, spending much of their time in fetching water.
- In Digdhar village of Thakurmunda block (Mayurbhanj district), there is only one functioning tubewell in the village.
- In Kureibahal village of Teleibani block there is only one tubewell meeting the needs of 400 people.

Table 5.3: *Extent of reduction in average time spent for certain activities on the day of accessing public services as compared to a normal day*

Activity	Male	Female	Total
Cultivation	1.80	1.34*	0.10
Leaf plate/paper packet making	0.37	0.15	0.73
Firewood collection/processing	0.47	1.17	0.99
Animal care	1.95	0.08*	0.11*
Fetching water	2.37	0.08*	2.13
Stitching/tailoring/knitting	0.23	0.00	1.01*
Processing foodgrain	0.70	0.20	0.26
Cooking	0.55	0.50	0.77
Cleaning house/utensils	0.16	0.08*	0.21*
Marketing/shopping	0.75	0.69*	0.51
Care of elderly/sick	0.00	2.00*	0.27*
Reading by students	4.78	0.15*	1.31
Recreation	0.55*	0.99	0.21*
Collection of grass	0.15	2.00	0.42
Collection of forest produce	0.80	-	2.73
Rope-making	-	4.00*	3.00
Work/employment	1.77	1.60	1.89

* Unpaid productive activities refer to activities which have economic value; had they been done by others, they would have to be paid

reduced from 6.02 hours to 4.42 hours. This shows that the burden on women within the household increases when their male counterparts go out to access public services. The table also highlights the time spent accessing public services and waiting in queues to access public services which adds up to 4.12 hours for men and 5.65 hours for women.

The comparative Table 5.2 also gives a clear picture of the decrease in time spent on certain activities on the day of accessing public services as compared to the time devoted by people on a normal day. A detailed picture of the sagging trend of time slots on different activities is shown in Table 5.3. This table highlights the increase in the workload on women on days of accessing public services and decrease in other productive economic activities by both men and women separately.

The analysis shows that people below the poverty line are forced to spend too much time in availing of public services and comparatively less time on their routine and work-related activities on the day of accessing public services, as compared to a normal day. In most cases this was due to the opening and closing time of public utility service outlets, which coincides with their work timings.

Table 5.4 compares the time use pattern on the day of availing of

public services with a normal day according to place of residence. Out of 28 activities listed in the table, the time spent in rural areas on 18 activities and 15 activities in urban areas reduced on the day of accessing public services compared to the time spent on a normal day, indicating the adverse impact of time spent on paid and productive activities. This table also shows that the time spent by people in accessing public services is more in rural areas than in urban areas. Urban people spent 0.54 hours less than rural people in accessing public services and 1.37 hours less waiting in queues.

The district-wise daily average time spent on activities on a normal day and on a day spent accessing public services is given in Tables 5.5 and 5.6 respectively in the Statistical Appendix. A comparative analysis of the tables shows that the time-slots for certain important activities dwindled due to time spent accessing public services. The time devoted to different activities decreased as people in different districts spent 3 to 4 hours to go to public utility service outlets and obtain goods and services from there. The time spent by the males of Keonjhar and

Table 5.4: A comparison of daily average time spent in general and on the day of accessing public services by place of residence

Activity	Average time spent in general on a normal day (in hours)			Average time spent in general on day of accessing public services (in hrs)		
	Rural	Urban	Total	Rural	Urban	Total
Personal hygiene	1.44	1.49	1.27	1.41	1.56	1.44
Meditation	1.36	0.83	1.15	1.28	0.98	1.19
Eating and drinking	1.86	2.07	1.54	1.84	2.02	1.87
Cultivation	4.80	5.50	4.51	3.7	6.5	3.83
Leaf plate/paper packet making	3.05	8.00	3.13	2.25	5.5	2.5
Firewood collection/processing	3.72	2.85	3.37	2.65	3.3	2.78
Animal care	1.31	1.88	1.25	1.74	1.5	1.73
Fetching water	1.54	1.25	3.28	1.38	1.1	1.32
Stitching/tailoring/knitting	2.75	2.50	2.44	2.3	9	3.42
Processing foodgrain	1.99	1.70	1.59	1.55		1.55
Conking	2.99	3.11	3.01	2.53	3.05	2.69
Cleaning house/utensils	1.84	1.89	1.51	1.49	1.84	1.57
Washing clothes	1.16	1.33	1.14	1.6	1	1.5
Marketing/shopping	2.10	2.07	2.06	1.72	1.61	1.69
Child care	2.15	2.33	2.11	2.47	2.36	2.45
Accessing public services	--	--	--	3.3	2.76	3.2
Care of elders/sick	2.00	4.25	2.27	4		4
Helping hand to others	2.26	1.50	2.06	2.25	1.2	1.94
Reading	7.45	10.38	8.31	3.5	10.5	5.83
Recreation	1.85	2.23	1.57	2.22	1.3	2
Participate in community activities	2.00	0.00	2.00	4.5		4.5
Sleeping	9.32	8.95	9.15	9.41	9	9.33
Collection of grass	4.00	6.50	4.50	2	6.25	4.13
Gossiping	1.79	2.16	1.52	2.04	1.82	2
Rest	2.44	2.05	2.22	2.45	2.06	2.37
Waiting in queue	--	--	--	3	1.63	2.08
Teaching children	1.79	2.50	1.53	2.25	1.5	2.14
Forest produce collection	4.33	2.50	4.16	3.46	3	3.42
Rope-making	5.00	0.00	5.00		4	4
Work/employment	6.70	8.35	7.05	5.21	6.57	5.58

Koraput districts on most of the income-generation activities diminished. The same trend was seen in the case of unpaid activities of females in Deogarh district. In other districts, reduced timings were more or less observed for income-generating and unpaid activities. Generally, the time spent by people below the poverty line on income-generating and unpaid activities shrinks remarkably because of the large amount of time (3 to 4 hours) devoted to obtaining public utility goods and services.

Focus group discussions conducted in the sample villages reveal that people had to spend a lot of time travelling to public service outlets, which were located at a distance of 2 to 30 km from the villages. The beneficiaries of the village Pharphod in Nuapada block lose a whole day's labour in accessing public services since institutions like the panchayat (9 km), block (25 km), hospital (25 km), etc are far away from the village. The BPL beneficiaries of Bangalabada slum of Jeypore municipality in Koraput district also spend long hours in availing BPL rations and pension.

5.3 Change in time utilisation pattern: Paid and unpaid activities

In the previous sections we have already seen that on the day of accessing public services, people spend less time in employment than on normal days. Distance to the public service outlets, travel time, waiting in queues, multiple visits to such centres lead to losses in terms of both direct and indirect expenditure. Table 5.7 shows the average time spent by people on paid and unpaid productive activities on a normal day and on the day of accessing public services.

It is clear from Table 5.7 that the time spent by males and females in rural and urban areas on paid or income-generating activities was reduced on the day of accessing public services as compared to a normal day. The table also reveals that the time-slot for unpaid activities increased for both males and females in rural and urban areas on the day of visiting public service outlets as compared to a normal day. District-wise analysis also shows decreased time-slots on paid activities and increased time periods on unpaid activities as a consistent trend in all the cases (rural, urban, male and female) on the day of accessing public services in all districts.

Table 5.8 shows the extent of increased and decreased time-slots involved in paid and unpaid activities respectively on the day of accessing public services as compared to a normal day. The period of time for

Table 5.7: Average time (in hours) spent on paid and unpaid activities

District	Sector	On general days						On the day of accessing public services					
		Male		Female		Total		Male		Female		Total	
		P	U	P	U	P	U	P	U	P	U	P	U
Balasore	Rural	7.10	3.82	4.40	7.70	6.31	6.36	5.05	6.34	3.00	8.04	4.88	6.92
	Urban	8.21	3.50	6.40	5.37	7.46	4.57	5.60	5.10	4.00	8.00	5.00	6.26
	Total	7.32	3.74	4.99	7.30	6.57	6.01	5.22	6.10	3.75	8.03	4.93	6.78
Mayurbhanj	Rural	6.91	2.99	6.82	5.67	6.87	4.70	3.47	5.93	2.00	8.97	3.36	6.55
	Urban	6.30	3.93	5.92	5.28	6.16	4.83	0.00	8.75	5.50	5.92	5.50	7.05
	Total	6.82	3.16	6.71	5.59	6.78	4.73	3.47	6.25	3.75	7.66	3.51	6.65
Keonjhar	Rural	7.26	4.28	5.81	6.60	6.63	5.77	4.18	6.88	2.00	7.52	3.53	7.07
	Urban	9.64	1.25	6.75	6.69	8.59	4.88	8.25	2.67	5.00	8.29	6.95	6.60
	Total	7.84	3.79	5.99	6.62	7.06	5.62	5.40	6.44	3.20	7.82	4.67	6.97
Deogarh	Rural	8.56	4.94	6.38	6.91	7.83	6.20	7.33	4.81	5.00	7.91	6.91	5.66
	Urban	9.17	6.13	8.50	5.80	8.94	5.89	0.00	6.88	6.50	6.61	6.50	6.72
	Total	8.68	5.12	6.80	6.68	8.06	6.14	7.33	5.06	5.75	7.45	6.85	5.87
Nuapada	Rural	6.42	2.86	4.17	6.23	5.77	5.01	5.00	5.28	5.50	6.90	5.07	5.76
	Urban	9.00	2.33	7.25	5.33	8.68	4.58	6.25	2.38	0.00	8.67	6.25	6.15
	Total	7.01	2.79	4.61	6.06	6.38	4.94	5.50	4.91	5.50	7.49	5.50	5.84
Koraput	Rural	7.03	3.37	5.39	6.15	6.38	5.05	3.94	6.02	2.25	8.69	3.48	7.16
	Urban	9.03	2.88	7.17	6.40	8.52	5.39	9.50	4.00	0.00	8.67	9.50	7.11
	Total	7.49	3.03	5.65	6.20	2.85	5.82	0.33	0.43	0.19	1.05	0.30	0.65
Combined Districts	Rural	7.17	3.70	5.65	6.54	6.61	5.51	4.79	5.85	3.02	8.01	4.49	6.51
	Urban	8.68	3.41	6.91	5.80	8.11	5.04	6.71	5.11	5.06	7.69	6.08	6.64
	Total	7.48	3.65	5.87	6.40	6.21	5.55	5.17	5.75	3.88	7.90	4.88	6.54

* Unpaid productive activities refer to activities which have economic value; had they been done by others, they would have to be paid

paid activities decreased and time-slots for unpaid activities increased in an equal manner on the day of visiting public service outlets in rural areas in almost all the districts. In urban areas, there were some variations due to proximity to public outlets. In the case of women, there was a significant decrease in time spent on paid activities and increase in time spent on unpaid activities in rural areas of Deogarh, Koraput and urban areas of Balasore, Mayurbhanj and Keonjhar districts.

Table 5.8: Extent of increased and decreased time-slots in paid and unpaid activities respectively on the day of accessing public services as compared to a normal day

District	Sector	Male		Female	
		Paid	Unpaid	Paid	Unpaid
Balasore	Rural	2.05	2.52	1.40	0.34
	Urban	2.61	1.60	2.40	2.63
Mayurbhanj	Rural	3.44	2.94	4.82	3.30
	Urban	--	4.82	0.42	0.64
Keonjhar	Rural	3.08	2.60	3.81	0.92
	Urban	1.39	1.42	1.75	1.60
Deogarh	Rural	1.23	--	1.38	1.00
	Urban	--	0.75	2.00	0.81
Nuapada	Rural	1.42	2.42	--	0.67
	Urban	3.25	0.05	--	3.34
Koraput	Rural	3.09	2.65	3.14	2.54
	Urban	--	1.12	--	2.27
Combined Districts	Rural	2.38	2.15	2.63	1.47
	Urban	1.97	1.70	1.85	1.89

This shows that the time spent by people on unpaid activities shoots up on the day of procurement of PDS goods and other public services, and time spent on paid activities more or less reduces to the same extent. This is clearly seen in Table 5.9, which shows the percentage distribution of time spent on unpaid activities both on a normal day and the day of accessing public services.

Table 5.9: *Percentage distribution of time spent on unpaid activities by place of residence and gender*

Sector	On general day		The day of accessing public services		Increase in percentage	
	Male	Female	Male	Female	Male	Female
Rural	34.04	53.65	54.98	72.62	20.94	18.97
Urban	28.21	45.63	43.23	60.31	15.02	14.68
Combined districts	32.79	52.16	52.66	67.06	19.83	14.90

Figure 5.3: *Percentage of daily average time (in hours) spent in general on unpaid activities by place of residence and gender*

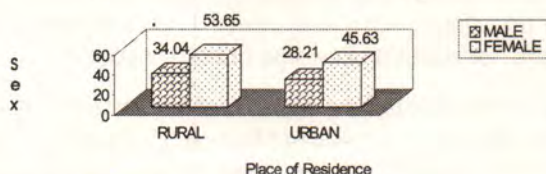
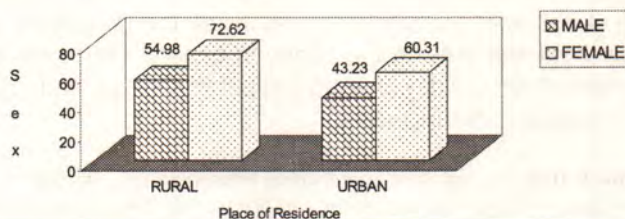


Figure 5.4: *Percentage of daily average time (in hours) spent on unpaid activities on the day of accessing public services by place of residence and gender*



The table shows that the percentage of time spent on unpaid activities for males and females on the day of accessing public services in rural areas goes up by around 20% as against 15% in urban areas. This is a clear indication of the time wasted on the day of accessing public service outlets.

5.4 Change in time spent inside and outside the household

This section focuses on the time spent in SNA, extended SNA activities and non-SNA activities inside and outside the household or village. Tables 5.10 and 5.11 in the Statistical Appendix show the extent to which time spent in extended SNA increases and that of SNA activities decreases on the day of accessing public services (Table 5.11) as compared to the time spent on a general day (Table 5.10). The tables show that the time devoted by males for SNA activities in rural areas reduced to 3.43 hours inside the house as against 1.75 hours in urban areas on the day of accessing public services. On the same day women in rural areas spent 2.11 hours (1.32 hours less than the males) and women in urban areas spent 3.33 hours (1.58 hours more than the males) on SNA activities.

There was a sharp fall in the time spent by people in SNA activities both outside the household, within the village, and outside the village, ranging from 1 hour to 7 hours, on the day of accessing public services. Extended SNA activities both outside the household, within the village and outside the village, increased from 1 hour to 6 hours due to the increase in the hours spent accessing public services.

The table also reveals that the number of hours spent by women in SNA activities in rural areas reduced from 6.05 hours to 0 hours, indicating that on the day of accessing public services, rural women spent more time in extended SNA and non-SNA activities outside the household and also outside the village. A similar trend was seen in the case of both men and women in urban areas.

A district-wise analysis (Tables 5.10 and 5.11 in the Statistical Appendix) reveals that the SNA activities inside the household, outside the household and outside the village in general decreased in almost all the districts on the day of accessing public services, and the activities in the extended SNA increased.

Table 5.10A: Average time spent Inside Household (IH), Outside Household (OH), and Outside Village (OV) by gender and place of residence (based on Table 5.10 in the Statistical Appendix)

Area	Sex	SNA			Extended SNA			Non-SNA		
		IH	OH	OV	IH	OH	OV	IH	OH	OV
Rural	Male	3.43	5.76	7.55	2.17	4.29	3.11	13.74	2.66	2.16
	Female	3.51	4.96	6.05	5.15	0.00	4.00	13.68	1.76	0.00
Urban	Male	1.75	7.57	9.64	2.74	3.49	1.75	13.16	2.84	0.00
	Female	6.58	6.55	7.17	5.10	0.00	0.00	13.96	2.17	0.00
Total	Male	3.22	1.50	6.21	0.23	7.95	0.12	2.26	0.17	4.13
	Female	3.88	0.44	5.37	0.19	6.20	1.03	5.14	0.00	0.00

Table 5.11A: Average time spent Inside Household, Outside Household, and Outside Village on the day of accessing public services by gender and place of residence (based on Table 5.11 in the Statistical Appendix)

Area	Sex	SNA			Extended SNA			Non-SNA		
		IH	OH	OV	IH	OH	OV	IH	OH	OV
Rural	Male	0.00	4.44	6.07	2.13	3.21	4.46	13.94	2.49	2.23
	Female	1.40	4.40	0.00	4.26	3.80	5.75	13.92	1.67	3.69
Urban	Male	0.00	6.34	7.30	2.10	3.63	7.50	12.95	2.17	0.75
	Female	3.25	5.00	0.00	4.47	0.00	0.00	13.14	1.77	0.00
Total	Male	2.08	5.03	6.29	2.13	3.30	4.79	13.50	2.44	0.00
	Female	1.93	4.67	5.75	4.33	3.61	5.21	13.21	1.90	5.25

From the above analysis, we can conclude that there is a drastic change in the time use pattern of people below the poverty line, especially women, whose work burden increases on extended SNA and non-SNA activities both inside and outside households/villages on the day of accessing public services. As already discussed, reduction in the time spent on SNA leads to reduction in the income of the household on the day of accessing public services. The time spent on SNA is replaced by the time spent in accessing public services, time spent on travel to the service outlets, waiting in queues, etc. The next chapter gives an analysis of the changes in the time utilisation pattern of the men and women in the surveyed districts when they access public services.



6 Time spent accessing public services

One of the avowed objectives of a public service is to provide facilities to the beneficiary promptly, and in accordance with the needs of the beneficiaries. But it is generally perceived that because of procedural complexities or public apathy, the services rendered often end up being an unnecessary burden on those for whom they exist. In this context, this chapter takes a hard look at the benefits of the social security programmes in Orissa.

6.1 Time spent accessing public services in different institutions

The study reveals that BPL beneficiaries in rural areas visit block/panchayat offices on a regular basis to avail of PDS goods and pension benefits and occasionally to enquire about other programmes. (Authorised ration dealers also supply PDS goods.) Similarly, in urban areas they visit the municipality/NAC office for PDS goods and pension benefits. They also procure PDS goods from ration dealers. For health care, people in rural areas generally visit CHCs and PHCs, whereas in urban areas they go to PHCs and hospitals.

In the course of the survey, visitors to public utility outlets were questioned about the time spent in each institution to get the required goods and services. Table 6.1 shows that visitors in rural areas spent 3 to 4 hours in a panchayat office, block office and ration shop to procure goods and services and 5.50 hours for health care at a PHC/hospital. The same trend of spending 3 to 4 hours was seen in urban areas to procure goods and services from the NAC, municipality and ration dealers. But people in urban areas spent half the time spent by those in rural areas to access health care.

The average time spent by people in rural areas at different public institutions (excluding PHC/hospital) ranged from 2 to 5 hours, except in Koraput district where it was 7 hours in the case of males going to a ration shop. They spent 5 to 7 hours in accessing health care. The average time spent visiting different institutions and facilities by males and females in rural areas was almost equal. This was also the case with urban males and females with some marginal differences. Compared to men, urban women spent more time at the ration shop in Keonjhar and Koraput, but they devoted less time in the districts of

Balasore and Mayurbhanj.

Table 6.1: District-wise daily average time (in hours) spent by persons accessing public services by gender according to the type of institution attended

District	R U R A L (Average Time Spent)											
	Panchayat Office			Block Office			Ration Dealer			PHC / Hospital		
	M	F	T	M	F	T	M	F	T	M	F	T
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Balasore	3.44	4.00	3.75	1.50	1.00	1.25	1.98	1.64	1.89	4.50	6.50	5.50
Mayurbhanj	4.20	2.86	3.90		2.67	2.67	1.50	4.00	1.81			
Keonjhar	3.39	2.90	3.30	2.00	2.50	2.33	3.36	3.00	3.27			
Deogarh	3.88	4.38	4.13	3.33	3.50	3.38	4.25	2.00	4.03			
Nuapada	2.92	3.68	3.21				1.50		1.50			
Koraput	3.87	3.79	3.84				6.50	7.00	6.75			
Total	3.62	3.66	3.63	2.70	2.50	2.58	2.94	2.50	2.85	4.50	6.50	5.50

District	U R B A N (Average Time Spent)											
	NAC			Municipality			Ration Dealer			PHC / Hospital		
	M	F	T	M	F	T	M	F	T	M	F	T
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
Balasore				6.00		6.00	2.25	1.19	1.80			
Mayurbhanj							2.75	0.75	1.61			
Keonjhar		5.33	5.33		5.25	5.25	1.00	2.00	1.25		3.00	3.00
Deogarh				4.50	3.80	3.92	2.10		6.80			
Nuapada	2.00	1.90	1.93					1.00	1.00	2.50		2.50
Koraput					3.00	3.00	3.75	5.00	4.50			
Total	2.00	3.19	2.95	5.50	3.77	4.14	2.25	4.01	2.98	2.50	3.00	2.75

Figure 6.1: Percentage of time spent in different institutions in accessing public services by gender (Rural)

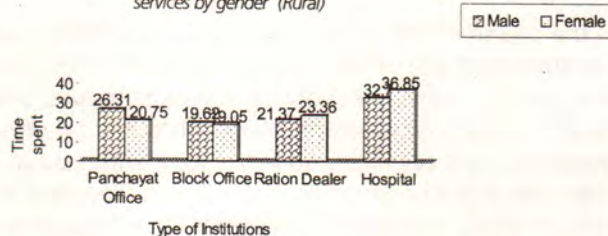
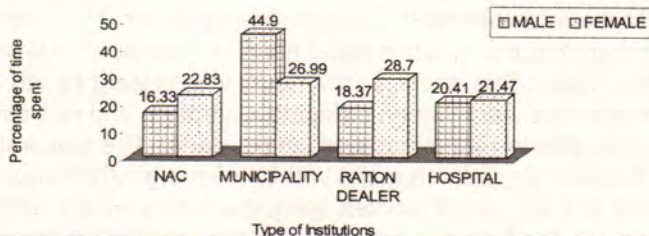


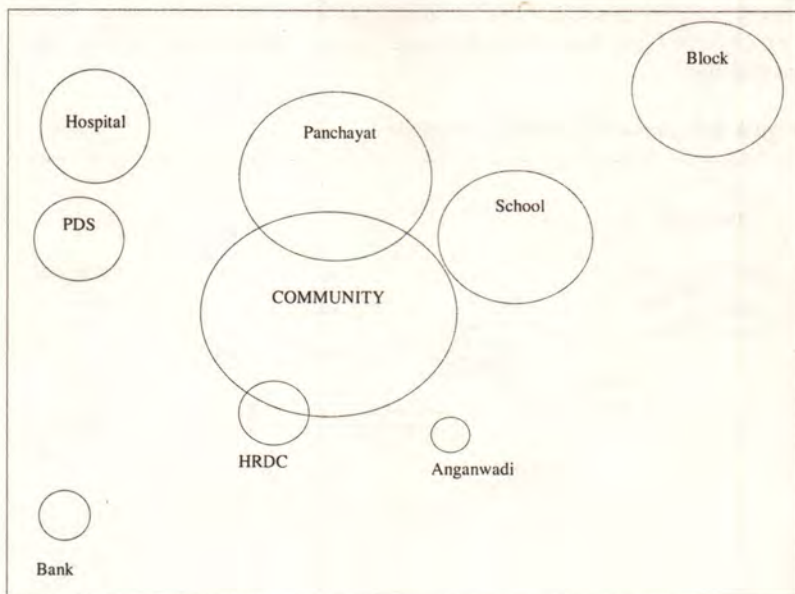
Figure 6.2: Percentage of time spent in different institutions in accessing public services by gender (Urban)



The information gathered was supported by the findings of the Venn diagrams** drawn in each of the villages covered in the study. A few have been presented in the following section.

The Venn diagrams were drawn by a small group of well-informed people in the villages. The diagrams reflect the perceptions of the community members about the importance and accessibility of these institutions in terms of interaction, information-sharing and influence.

Figure 6.3: *Jugudia village, Baliapal block, Balasore (poor access)*



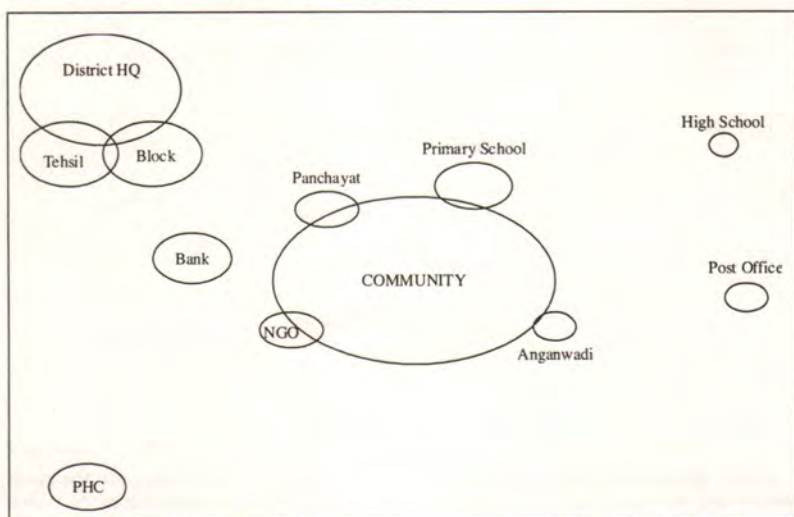
** A Venn diagram is a tool to map the institutional linkages in a community with the circles representing various institutions. The size of the circles represents the importance of the institutions while the distance of the circles from the community shows the accessibility of these institutions. The overlap shows the influence of the institution on community decision-making

The first diagram shows that in a village with poor access like Jugudia in a distant block of Balasore district, people perceived the panchayat (3 km away) as the most important institution with the potential to improve their lives. The panchayat is perceived to influence decision-making in the community. The school (1 km) has been perceived as the second most important institution. It has some interaction with the community but does not have any role to play in the day-to-day decision-making of the community. Other big institutions like the block (12 km) and the hospital have been perceived as having the potential to improve their lives but are inaccessible and people do not have much

interaction with them. The hospital is 7 km away from the village; connectivity is poor and free medicines are not available.

The PDS, which is not very distant physically, has been perceived as less important and distant because the rice available there costs Rs 8 per kg (includes transportation cost of lifting the quota from government godowns), whereas the market price is below Rs 7. Only those who are beneficiaries under AAY and AY access PDS by paying an extra charge of Rs 10. Though located at a distance of half-a-kilometre, the bank is not accessed, as it is perceived to benefit only the rich. There is no interaction with the anganwadi within the village as it does not provide baby food or study material and the teacher is absent most of the time.

Figure 6.4: *Baghamunda village, Nuapada*

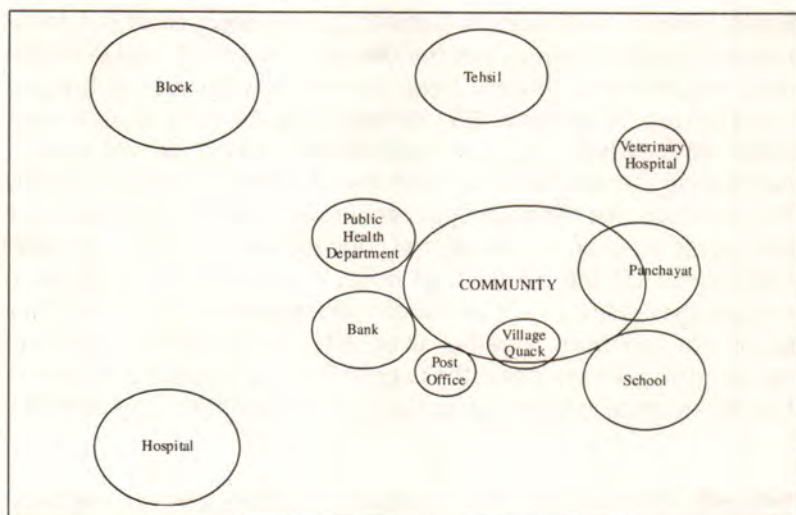


Who really benefits from public services and schemes?

Ram of Rampur village (not his real name) of Keonjhar block, Keonjhar district, is a petty businessman whose family has benefited under three schemes at the same time. The family has two BPL ration cards (on his name and his father's name), on which he gets 32 kg rice at Rs 4.75 per kg. He sells rice, sugar and kerosene procured from the PDS. The family has acquired a *pucca* house under the Indira Awas Yojana. His father and mother have also benefited under the Old Age Pension scheme.

Figure 6.4 shows that all the important institutions are located at a distance. The district headquarter is located at a distance of 18 km while the block is located 30 km away. A local NGO on the other hand, which is 8 km from the village, has been perceived as small yet very close to the community, influencing the day-to-day decisions in the village. The NGO has served to reduce the need to access institutions like the bank, school and PHC. The NGO has also increased access to the panchayat. Though the panchayat has been perceived to have less potential for their development in comparison to district and block offices, its influence on the community is high. There is no interaction between banks, post offices, PHCs etc and the community on the whole.

Figure 6.5: *Bagraguda village, Koraput*



6.2 Public services: Policies and gaps

The main public service availed by the surveyed population during the study period was the Public Distribution System: 47.15% of the households covered had accessed BPL rations. Other services accessed were Antyodaya Anna Yojana (15.02%), Annapoorna Yojana (3.3%), Old Age Pension (12.01%), Widow's Pension (15.92%), Disabled Pension (0.6%), Health (5.41%), Kutir Jyoti (0.3%), and Balika Samriddhi Yojana (0.9%). These households had also availed *pucca* houses under the Indira Awas Yojana, National Maternity Benefit Scheme, and goatery loans under SGSY group finance etc, but since the period of availing these services was beyond the study period, they could not be covered in this study.

6.2.1 Public Distribution System

The Public Distribution System (PDS) is designed to ensure the distribution of foodgrain along with other essential commodities at specially subsidised prices to enhance the food security of the poor. Though 47.15% of the households surveyed had accessed BPL rations in the study period, many beneficiaries, particularly in rural areas, could not avail of this facility. Even among those who had access to PDS, most households were only able to procure kerosene. The main reasons reported for not being able to access BPL rations are (i) Lack of purchasing power, (ii) non-availability of goods/services on visit, (iii) price of PDS rice is same as market rice, (iv) PDS card submitted for re-checking.

Beneficiaries in rural Balasore (Table 6.2) were deprived of PDS facilities because the commodities they required were not available even after frequent visits. Similarly, people in rural Mayurbhanj and Koraput could not get PDS goods as BPL rice was priced the same as the market price and they had submitted cards for rechecking. Beneficiaries in rural Keonjhar could not lift their rations for the same reasons. We may thus conclude that the majority of people below the poverty line do not have access to grain at such centres. Due to lack of purchasing power they cannot lift the quota all at once. Those who could afford to procure their share of rice and sugar simultaneously found that they could not buy both together even after multiple visits. Another disheartening feature is that the price of PDS rice is almost the same as the market price in some places like rural Mayurbhanj and Keonjhar.

Table 6.2: District-wise percentage distribution of persons unable to avail public services (with reasons) in the month preceding the date of survey

District	Sector	01	02	03	04	Total
Balasore	Rural		100.00			
	Urban	0.00	0.00	0.00		
Mayurbhanj	Rural		0.00	100.00		
	Urban	0.00	0.00	0.00		
Keonjhar	Rural	33.33	0.00	33.33	33.33	
	Urban	0.00	0.00	0.00		
Deogarh	Rural	0.00	0.00	0.00		
	Urban	0.00	0.00	0.00		
Nuapada	Rural	0.00	0.00	0.00		
	Urban	0.00	0.00	0.00		
Koraput	Rural	0.00			100.00	
	Urban	0.00	0.00	0.00		
Combined Districts	Rural	16.67	16.67	33.33	33.33	
	Urban					

01 – Lack of money; 02 – Goods not available on visit; 03 – Price of PDS rice is same as the market price; 04 – Card submitted for rechecking

PDS implementation gaps

Through focus group discussions, the study uncovered several gaps in the implementation of the public distribution system. For instance:

- In Kesadiha village of Saharapada block in Keonjhar district, the panchayat office (PDS centre) is only 2 km from the village but the BPL people lose labour hours as the timings of the office (10 am to 4 pm) do not suit them.
- The villagers of Badaposi in Keonjhar block have to go to the panchayat office for PDS goods, at a distance of 12 km. As they have to walk there and stand in a queue they lose a whole day.
- The villagers of Bhatipara in Raruan block of Mayurbhanj district walk 5 km to procure PDS goods and lose wages for the day.
- Villagers of Kureibahal in Teleibani block of Deogarh district procured rice from the PDS centre located outside the village at a distance of 8 km, and sugar and kerosene from another centre located inside the village. Information about the availability of stocks does not reach the village on time. Therefore frequent visits need to be made to procure the quota of rice.
- While the panchayat office (2 km) of Bagraguda village in Koraput block provides sugar and kerosene to BPL beneficiaries, another centre situated at Dongri (2 km in a different direction) supplies rice.
- The PDS centre of Gadasahi slum in Karanjia NAC is located in Ward 13 but for sugar, people have to go to Ward 10.
- In village Kushpanga people access all public services after crossing the river Gohira, paying Rs 2 per head to the boatman for each trip. This problem becomes acute in the rainy season as the PDS centre opens only once a month.
- A similar problem is faced by villagers in Pradhanpat in Barkote block. They have to cross a canal to access public services.
- Due to inadequate income, people lift their quota in more than one instalment and thus spend more time collecting their PDS goods and less time on other activities on the days of accessing public services. The people of Banipat slum in Keonjhar municipality lack purchasing power to buy PDS sugar and kerosene. Most of them procure just rice. Similarly the villagers of Kureibahal village in Teleibani block (Deogarh district) are unable to procure PDS sugar and kerosene.
- The beneficiaries of PDS goods in Bagmunda village in Komna block

(Nuapada district) were unable to lift the entire quota because they did not have enough money. Lack of finances restrains the people from taking their full quota of rations, and therefore they have to make repeated trips to the PDS outlet. The people of Baniapat slum in Keonjhar municipality are so poor that they have no purchasing power to buy sugar and kerosene.

- BPL people in village Limbaguda (Boipariguda block of Koraput district) purchase kerosene at Rs 11 (which is Rs 2 higher than the PDS rate) from the weekly open market as it is convenient and there is no loss of labour time.
- In Jugudia village of Baliapal block (Balasore), PDS rice is sold at Rs 8 per kg. People do not buy this rice as the market price of similar quality rice is less than Rs 7. This price has been fixed to compensate for the transport cost paid by the dealer in lifting sugar from the government.

To support the findings on the low price difference between PDS and market goods, rates of PDS and market rates for rice and sugar were studied. Table 6.3 lists the findings.

Table 6.3: A comparison of PDS price and market price of rice and sugar in selected villages/slums

Village/ NAC/ Municipality	Block/ slum	District	Rice		Sugar		Difference in price	
			PDS price	Market price	PDS price	Market price	Rice	Sugar
Kusadiha	Saharapada	Keonjhar	5.75	6.50	--	--	0.75	--
Kureibahal	Teleibani	Deogarh	6.25	7.00	14.00	16.00	0.75	2.00
Kuspanga	Teleibani	Deogarh	6.25	7.50	--	--	1.25	--
Badaposi	Keonjhar	Keonjhar	4.75	6.00	13.50	16.00	1.25	2.50
Danra	Barkote	Deogarh	6.50	8.00	--	--	1.50	--
Achyutpur	Remuna	Balasore	--	--	14.60	16.00	--	1.40
Khosakudar	Thakurmunda	Mayurbhanj	--	--	13.50	16.00	--	2.50
Anlapalli	Komna	Nuapada	--	--	14.00	16.00	--	2.00
Keonjhar (M)	Baniapat	Keonjhar	6.25	7.00	--	--	0.75	--
Karanjia NAC	Gadasahi	Mayurbhanj	6.25	6.50	13.50	16.00	0.25	2.50
Khariar Road NAC	Slum of Khariar Road	Nuapada	6.25	7.00	13.25	15.00	0.75	1.75

The table shows that the difference between the PDS price and market price per kg of rice varied from Rs 0.25 to Rs 1.50 as against Rs 1.40 to Rs 2.50 for sugar. Market prices in the above villages/slums were close to PDS prices. This led to non-utilisation of the rice available in the PDS centres. Focus group discussions revealed that people were not purchasing BPL rice and that PDS outlet dealers sold it in the open market.

6.2.2 Antyodaya Anna Yojana

AAY provides rice at a subsidised rate of Rs 3 per kg to the poorest of the poor families. However, in most villages the beneficiaries of AAY were not the poorest of the poor but the better-off sections among the poor who could afford to pay Rs 75 at a time.

People in Achyutpur of Remuna block (Balasore) get Antyodaya rice at Rs 84 for 24.5 kg instead of Rs 75 for 25 kg. The dealer revealed that the government offers transport cost of Rs 3.20 per quintal of sugar as against the actual rate of Rs 20-25. He makes up the difference by charging more from the people.

Similarly people in Jugudia village of Baliapal block (Balasore) pay Rs 85 for 25 kg of rice instead of Rs 75 on account of transportation costs.

6.2.3 Annapoorna Yojana

This scheme covers those who remain uncovered by the pension schemes of the government. The scheme has very few beneficiaries and no problems were reported by the beneficiaries.

6.2.4 Balika Samriddhi Yojana

A lot of deviations were observed in the implementation of this scheme. Many respondents had approached the appropriate authorities for coverage under this scheme, but remained uncovered. Even those female children who were covered did not receive the actual amounts to which they are entitled.

In Bagmunda village of Komna block (Nuapada district) three girls were getting benefits under the Balika Samriddhi Yojana. But instead of getting Rs 500 each, they got Rs 300 each. The remaining Rs 600 (Rs 200 each) was distributed among the anganwadi workers and the block peon who assisted in releasing the amount quickly. The girls did not get any of the other benefits of the scheme.

6.2.5 National Old Age Pension

As already discussed, this scheme has a quota system. Once the quota is filled, the eligible persons remain on a wait-list till there is a vacancy after the death of a beneficiary (according to one block official). The respondents complained that since the panchayat system works along party lines, the party in power rejects the applications of people who

support other parties.

- The old men and women of Bhatipara in Raruan block (Mayurbhanj) have to walk 5 km to collect their pension from the panchayat. In Khasakudar village (Thakurmunda, Mayurbhanj) people spend around 5 to 6 hours in the panchayat office collecting their pension.
- The pensioners of Achyutpur village walk a distance of 8 km to receive their pension from Remuna block in Balasore.
- Jangalikudar slum in Deogarh is 7 km away from Deogarh municipality. Office hours being 10 am to 5 pm, the labour time of the beneficiaries is lost.
- In village Khasakudar (in Thakurmunda block of Mayurbhanj district) people had to spend 5 to 6 hours to get old age/widow's pension from the panchayat office which is 7 km away.
- People in village Kureibahal in Teleibani block in Deogarh district get their pensions once in two or three months at the panchayat.

6.2.6 Indira Awas Yojana

Indira Awas Yojana is meant to provide *pucca* houses to people below the poverty line. But the procedure for implementation is so lengthy that the beneficiaries have to visit block offices repeatedly. When we look at the expenditure incurred in availing of such services the value of the services becomes questionable. Often the programmes end up benefiting those who are not the poorest of the poor.

- Laxmi Dalei of Srijang village of Remuna block, on whose name the IAY house was sanctioned, had to go to the block office several times over eight months to get the benefit. The block office being 30 km away from the village she had to bear the heavy burden of transport charges for herself and her husband. They took food along with them from home as they could not afford to eat out. They met the transport cost by mortgaging some household utensils. They also had to lose waged employment on the days they visited the block.
- Focus group discussions in Pancharukhi village of Baliapal block revealed that there was partiality in listing BPL families and a delay in completion of houses under the scheme.
- In Haridagotha village of Keonjhar block many people revealed that they were not covered under IAY as the selection process is biased in favour of people close to the authorities.

6.2.7 Health services

Most of the surveyed people do not visit a hospital even if they are sick since they are unable to bear the cost of transport and medicines. Consequently, they rely on village quacks and traditional healing methods. This enhances the mortality rate, especially among tribals. At many places free medicines are not supplied to patients who are entitled to them. Distance of the health centres, unavailability of medicines, and the absence of doctors are some of the reported reasons for the poor health services offered in most of the villages covered under the study.

- The PHC for the village Kusadiha (in Saharapada block of Keonjhar district) is located at the block headquarters, 10 km away.
- In Bagmunda village of Komna block in Nuapada district people must travel 30 km to the block hospital for treatment, and free medicines are generally not available there.
- The people of village Phariphod in Nuapada block have to visit a hospital in a different state (Chhattisgarh) as the block hospital is 30 km from the village. At the community health centre, the health personnel are conspicuous by their absence.
- The PHC for people in Srijang village of Remuna block in Balasore district is at a distance of 6 km. The centre does not provide costly medicines.
- The absence of doctors at the PHC and CHC forces the villagers of Pancharukhi to travel 65 km to the Balasore district headquarters hospital. Some people were of the opinion that drugs provided at PHCs/CHCs are of inferior quality as they are not packed and labelled.
- People from Godhibasa slum of Balasore municipality say they visit a missionary hospital for better services.
- In Baniapat slum of Keonjhar, health hazards remain unchecked. Most people suffer from diarrhoea in the rainy season and filaria all through the year.

Panchabyadhi medicines have been provided to fight the five most common diseases: malaria, diarrhoea, leprosy, scabies and acute respiratory illness (ARI). However, in most of the villages and slums covered, the most common complaint was non-availability of these medicines at the health centres. When medicines were available, the whole dose was not provided.

Panchabyadhi medicines are more trouble than they're worth

- The community health centre (CHC) at Boipariguda, 6 km from the village, provides medicines to patients for one or two days of the month only. People have to purchase medicines from the open market the rest of the month. Patients can get the bills reimbursed from the PHCs, but none of the beneficiaries were aware of this provision.
- As reported by the medical officer of Remuna PHC, the reimbursement process takes more than a month as the bill is presented before the Zilla Swasthya Samiti (district-level health committee) under the chairmanship of the Chief District Medical Officer (CDMO) for his approval. This takes at least a month. Beneficiaries keep visiting the PHC, wasting their time, energy and money to enquire about the clearance of the bills.

6.2.8 Banking

Most of the BPL people had no access to the banks as, according to them, banks are meant only for the rich. In the absence of assets that can be kept as security they are not able to get any of the benefits that are meant for them and most of the funds under various government schemes remain unutilised. The complex procedures of banks were also cited as one of the reasons for poor access to banks in most of the villages covered in the survey.

- The people of Limbaguda in Boipariguda block of Koraput district stated that the banking procedures were cumbersome and 'incentives' had to be paid to get any loan sanctioned.
- People in Bagraguda village of Koraput block were of the view that financial institutions do not give loans to the poor, and that loans are neither economically viable nor technically feasible. Even when banks do advance loans, a lot of time is lost in following procedures.
- People in Bagmunda village (in Komna block of Nuapada district) were of the opinion that financial institutions provide loans only to higher income groups and SHGs.

6.3 Time utilisation pattern by gender

Women bear the triple burden of productive, reproductive and

community roles both inside and outside the house from dawn to dusk and even into the late hours of the night.

Table 6.4: *A gender-wise comparison of average daily time spent (in hours) on activities performed on a normal day and a day spent accessing public services*

Item	Activities	Rural			Urban			Total		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
On the day other than the one spent in accessing public services	SNA	5.27	2.23	3.70	6.51	2.34	4.37	5.52	2.26	3.84
	Extended SNA	2.21	6.38	4.37	1.58	5.41	3.55	2.09	6.18	4.20
	Non-SNA	16.52	15.39	15.93	15.90	16.25	16.08	16.40	15.56	15.96
On the day of accessing public services	SNA	1.57	0.46	1.23	3.64	1.16	2.17	1.83	0.69	1.42
	Extended SNA	5.85	8.01	6.51	5.11	7.69	6.64	5.75	7.90	6.54
	Non-SNA	16.59	15.53	16.26	15.26	15.15	15.19	16.42	15.41	16.05

Table 6.4 provides a comparative picture of the time spent on different activities according to gender on a normal day and on the day of accessing public services. The time spent by men in rural areas on SNA activities on a normal day exceeded the time spent by women on the same activities by 3.04 hours. Women, however, spent 4.17 hours more than men in extended SNA activities. The corresponding figures in urban areas were 4.17 hours and 3.83 hours for men and women respectively. Women spent 8.44 hours a day on extended SNA and SNA activities as against 7.61 hours by men in the districts as a whole.

As regards non-SNA activities, the proportion of time spent by men and women both in rural and urban areas was found to be more or less equal. However, an analysis of the time spent on non-SNA activities shows that this period includes multiple activities, which are neglected even when a separate analysis for extended SNA activities is done. Women’s time spent in gossiping included activities like combing the hair of children, stitching clothes, massaging children etc. Their hours spent on personal hygiene included hygiene activities of their children; their sleep hours include taking care of the child during sleep, feeding the child, etc. In the case of men the picture was quite different as their gossiping hours included having tea at a tea stall, playing cards; time spent on personal hygiene was spent only on their own hygiene, and so on. When we take all this into account, the number of hours spent by women in non-SNA activities is reduced to a great extent and the hours for extended SNA activities automatically increase.

On the day of accessing public services in rural areas, the time spent in SNA activities by men exceeded the time spent by women by 1.11

hours. The time spent in extended SNA activities by women was 2.16 hours over the time spent by men. But in urban areas, the time spent by men in SNA activities was 2.48 hours more. It was matched by an almost equal increase in time spent on extended SNA activities by women. However, the time spent on non-SNA activities remained unchanged in comparison to that spent on these activities on a normal day in both rural and urban areas.

Table 6.5 presents some of the important productive activities on the day of accessing public services by both men and women to analyse the time spent by women in productive unpaid and paid activities.

Table 6.5: Average time spent (in hours) on some important activities on the day of accessing public services according to gender (participants)

Activity	Average time spent on the day of accessing public services		
	Men	Women	Additional time devoted by women compared to men
Cultivation	3.53	5.83	2.30
Leaf plate/paper packet making	2.22	3.13	0.91
Marketing/shopping	1.59	2.25	0.66
Accessing public services	2.98	3.58	0.60
Care of elders/sick	0.0	4.00	4.00
Rope-making	0.0	4.00	4.00
Cooking	1.88	2.90	1.02
Cleaning house & utensils	1.26	1.75	0.49

The table shows that women devoted 4 hours to rope-making and taking care of elders and the sick. Men made no contribution to these activities on the day of accessing public services. On cultivation, the women spent 2.30 hours more than men. They even participated in accessing public services and spent 3.58 hours on this as compared to 2.98 hours by men. Further, the women performed certain other duties (like marketing/shopping, cooking, cleaning house and utensils) devoting about one hour more than men to these activities.

The average time spent by men and women on SNA, extended SNA and non-SNA activities (accomplishing the activities inside the house, outside the house and outside the village) on the day of accessing public services is presented in Table 6.6.

Table 6.6 shows that while the women toiled hard inside the house on SNA activities in rural and urban areas on the day of accessing public services, the men worked hard outside the village on the same activities. Women in rural areas devoted more time to extended SNA activities than men inside the house, outside the house and also outside the village. They spent more time for the same activities inside the house in urban areas, leaving the men to work outside the house and village.

Table 6.6: Average time spent for different activities by males and females inside/ outside the house and village on the day of accessing public services

Activity	Place of activity	Rural		Urban		Total	
		Men	Women	Men	Women	Men	Women
SNA	Inside the house	0.0	1.40	0.0	3.25	2.08	1.93
	Outside the house	4.44	4.40	6.34	5.00	5.03	4.67
	Outside the village	6.07	0.0	7.30	0.0	6.29	5.75
Extended SNA	Inside the house	2.13	4.26	2.10	4.47	2.13	4.33
	Outside the house	3.21	3.80	3.63	0.0	3.30	3.61
	Outside the village	4.46	5.75	7.50	0.0	4.79	5.21
Non-SNA	Inside the house	13.94	13.92	12.95	13.14	13.50	13.21
	Outside the house	2.49	1.67	2.17	1.77	2.44	1.90
	Outside the village	2.23	3.69	0.75	0.0	0.0	5.25

A similar comparison of time spent by men and women on paid and unpaid productive activities on the day of accessing public services is shown in Table 6.7.

Table 6.7: Average time spent by males and females for paid and unpaid work on the day of accessing public services

Sex	Rural		Urban		Total	
	Paid	Unpaid	Paid	Unpaid	Paid	Unpaid
Men	4.79	5.85	6.71	5.11	5.17	5.75
Women	3.02	8.01	5.06	7.69	3.88	7.90
Total	4.49	6.51	6.08	6.64	4.88	6.54

The table shows that women work hard in unpaid productive activities which are hidden and concealed: in rural and urban areas they work 2.16 hours and 2.58 hours more than men respectively. If both paid and unpaid productive work is combined, they work for more time than men.

It is generally perceived that the labour contributed by women has less value than labour contributed by men. Hence women are paid less wages in different forms of work. Table 6.8 shows the wage rates received by men and women in the districts as a whole.

Table 6.8: Average wage rates of males and females according to place of residence

Sector	Type of wage	Men	Women	Difference
Rural	Skilled	85	70	15
	Unskilled	35	30	5
Urban	Skilled	90	80	10
	Unskilled	40	35	5

The table shows that the wages of men were higher both in rural and urban areas in the sphere of skilled and unskilled work. While the rural-urban difference in wage rates for men was Rs 5 both for skilled and unskilled labour, it was Rs 10 for skilled labour and Rs 5 for unskilled labour in the case of women. Women in rural areas got Rs 15 and Rs 5 less than the men for skilled and unskilled work respectively. The corresponding amounts in urban areas were Rs 10 and Rs 5 respectively.

In this survey, there is a trace of male and female children in the age-group 6-14 years accessing public services, particularly procuring PDS goods, losing in terms of either paid work or education. Table 6.9 shows the time spent by children in accessing public services.

Table 6.9: Average time spent by children in the age-group 6-14 years in accessing public services

Sector	Male children	Female children	Total
Rural	2.38	5.00	3.25
Urban	--	--	--

The table shows that female children spent 2.62 hours more than male children in accessing public services in rural areas. Only one case of children spending time in accessing public services was found in urban areas. In Godhibasa slum of Balasore, a girl aged about 13 years accompanies her mother to access Antyodaya rice from the PDS dealer. They wait in a queue and bring the 25 kg of rice received by her father,

Wage discrimination

- In Haridagotha village (Keonjhar block) the wage for men was Rs 45 as against Rs 35 for women.
- In Kushpanga village of Teleibani block (Deogarh district) women get Rs 25 as against Rs 45 for men per day in infrastructure development programmes of the government.
- The men of Anlapalli village in Komna block (Nuapada district) get Rs 30 per day whereas women get Rs 25.
- Men in Karadiguda village of Koraput block earn Rs 55 per day as against Rs 45 by women in the NALCO aluminium plant.
- Men in Jangalikudar municipality of Deogarh town receive Rs 50 as daily wages against Rs 40 by women.

The analysis clearly reveals that there is discrimination both inside and outside the household in the nature of work assigned to women, wages received by them and their access to public services.

who joins them later just to sign as the card is on his name.

6.4 Access to public services by distance

The difference in time spent in accessing public services in the areas that are close by and at a distance from the block is shown in Table 6.10.

Table 6.10: District-wise daily average time spent in accessing public services by distance, according to gender

District	Rural				Urban	
	Close to the Block		Distant from the Block			
	Male	Female	Male	Female	Male	Female
Balasore	2.58	3.39	2.13	1.88	3.50	0.90
Mayurbhanj	3.55	6.88	2.90	4.13	2.06	2.00
Keonjhar	2.89	1.88	3.42	2.88	1.50	4.50
Deogarh	2.37	3.80	2.93	5.50	2.63	3.92
Nuapada	2.21	2.58	3.66	4.67	1.50	2.00
Koraput	4.55	4.27	3.58	2.50	2.50	3.00

Both men and women in villages distant from the block spent more time than people living close to the block in accessing public services in the tribal districts of Keonjhar, Deogarh and Nuapada. The time spent by men in the distant villages exceeded the time spent by men in villages close to the block to the extent of 0.53, 0.56 and 1.45 hours in Keonjhar, Deogarh and Nuapada districts respectively. The corresponding time spent by the women beneficiaries was 1.00, 1.70 and 2.09 hours. Thus as compared to men, women spent more time in accessing public services in the distant villages. In the case of the other three districts — Balasore, Mayurbhanj and Koraput — the time spent by beneficiaries on accessing public services in villages close to the block exceeded the time spent by villagers in distant villages by 0.45, 0.65 and 0.97 hours; the corresponding increasing time spent by women was 1.51, 2.75 and 1.77 hours respectively. This contrary picture was on account of the fact that PDS outlets and other public services are located close to the village even if they are located at a distance from the block.

In urban areas, beneficiaries spent up to 4 hours to procure goods and services. Women spent more time as compared to men in Nuapada and Koraput districts.

From discussions with the officers of public institutions, the following points emerged:

- The longer the distance, the poorer the access to information on services available.
- The more inaccessible a village, the more the dependence on informal services leading to more exploitation.

6.5 Number of visits made to institutions to procure public goods and services

Irregular supply of PDS goods and untimely availability of public utility services have been reported as the prime factors disrupting the daily routine. This survey shows that the number of visits made to the public service outlets varied from two to nine visits.

The long wait: Eight visits to the PHC to get one death certificate

- Laxmi Dalei of Srijang village, Remuna block in Balasore district, had to make several trips to the block office 30 km away over more than 8 months to get finance for a home sanctioned under the Indira Awas Yojana.
- Eligible women from Haridagotha village in Keonjhar block had applied for widow's pension two years before the date of the survey (February 2002) and had made more than 4 visits to the block office and RI office but had not received the benefits.
- A SHG of 13 BPL members from village Bagmunda in Komna block (Nuapada district) received finance for a goatery under SGSY. An amount of Rs 2.5 lakh was sanctioned but the money materialised only after visiting the block and collectorate five times, involving time and energy. The people had to visit the funding agency, the Kalahandi Anchalik Gramya Bank, more than 10 times.
- Bimala Duria of Komna block (Nuapada) visited the PHC about eight times to get the death certificate of her husband so that she could benefit under the National Family Benefit Scheme. She was asked for a bribe of Rs 500 and she got the certificate after giving a bribe of Rs 100.



7 Value of time spent accessing public services

In this chapter, the benefit of the public utility services accessed by BPL people is evaluated on the basis of the time spent by them in accessing these services. The factors that affect access to public services are also discussed from a people's perspective. The extent to which the beneficiaries have benefited from such services has been evaluated and the value of the time spent in accessing these services in terms of opportunity lost has been calculated.

7.1 Extent of time spent in accessing public services and its evaluation

The results obtained in this study reveal that the formulating and implementing authorities of different public services have made no attempt to suit the occupational working time of BPL people. Besides, time spent getting to distant public utility outlets might have otherwise been used for income-generating activities.

Table 7.1 shows that both men and women in rural areas spend about

Table 7.1: Average time spent by people in accessing public services according to the nature of employment

District	Sector	MALE				FEMALE			
		EM	SE	UN	OL	EM	SE	UN	OL
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
Balasore	Rural	1.00	0.00	1.70	2.52	0.00	2.00	3.00	3.43
	Urban	0.00	2.67	2.00	5.50	2.50	0.00	0.00	1.19
	Total	1.00	2.67	1.75	2.80	2.50	2.00	3.00	2.76
Mayurbhanj	Rural	0.00	2.04	4.10	3.72	0.00	0.00	3.00	5.86
	Urban	0.00	2.25	2.00	2.00	0.00	5.00	1.75	0.50
	Total	0.00	2.06	3.50	3.63	0.00	5.00	2.17	4.25
Keonjhar	Rural	4.50	3.20	2.92	2.98	0.00	2.08	6.00	3.00
	Urban	2.00	1.00	0.00	0.00	2.00	3.00	4.00	5.63
	Total	3.67	2.83	2.92	2.80	2.00	2.21	5.00	4.31
Deogarh	Rural	0.00	2.50	2.00	2.78	0.00	4.63	0.00	4.79
	Urban	0.00	0.00	0.00	2.63	0.00	2.50	4.50	4.67
	Total	0.00	2.50	2.00	2.75	0.00	3.92	4.50	4.75
Nuapada	Rural	0.00	3.83	2.00	2.47	0.00	3.00	0.00	3.68
	Urban	0.50	0.00	1.00	2.25	0.00	2.25	0.00	1.88
	Total	0.50	3.83	1.50	2.45	0.00	2.50	0.00	3.20
Koraput	Rural	0.00	3.90	4.50	3.63	0.00	3.93	3.88	3.17
	Urban	0.00	0.00	3.50	2.00	0.00	0.00	0.00	3.00
	Total	0.00	3.90	4.36	3.39	0.00	3.93	3.88	3.08
Combined Districts	Rural	3.33	3.12	3.15	2.98	0.00	3.16	3.81	4.05
	Urban	1.25	2.25	2.10	2.67	2.25	2.92	3.00	2.92
	Total	2.50	3.01	2.97	2.95	2.25	3.11	3.54	3.65

3 to 4 hours in accessing public services while urbanites devote 1.25 to 3.00 hours for the same purpose. The employed men of rural Keonjhar spent 5 hours and the self-employed men in rural Nuapada and Koraput spent around 4 hours respectively in accessing public services. Self-employed men in urban Balasore too spent around 3 hours. Self-employed women in urban Mayurbhanj and rural Deogarh spent 5 hours in accessing public services. Men outside the labour force in urban Balasore and women in rural Mayurbhanj and urban Keonjhar spent 6 hours accessing public services.

Labour hours for BPL people are generally from 9.00 am to 6.00 pm and this time coincides with the timing for delivery of goods and services at public service outlets (10.00 am to 5.00 pm). As a result the employed, self-employed and people outside the labour force except the disabled and old lose income for a whole day as it is not possible to join in income-generating schemes in the evening hours after returning from public service outlets.

To that extent the value of public utility goods and services procured was diminished. Wage data on BPL people was collected from each sample village and its district-wise average is derived in this section.

The district-wise average wage rates according to place of residence and sex is shown in Table 7.2. It represents the average of the wage rates obtained from different categories of wage earners in the villages. The table does not provide an exhaustive picture but provides an estimate of the loss of wages on the day of accessing public services.

The table shows that the average wage rates for skilled labourers in

Table 7.2: District-wise average wage rates according to place of residence and gender

District	Sector	Rural		Urban	
		Skilled	Unskilled	Skilled	Unskilled
Balasore	Male	100	40	100	50
	Female	--	30	--	35
Mayurbhanj	Male	60	30	90	45
	Female	--	25	--	35
Keonjhar	Male	90	35	75	40
	Female	70	30	--	35
Deogarh	Male	90	40	100	45
	Female	--	30	--	30
Nuapada	Male	85	30	85	35
	Female	--	25	--	30
Koraput	Male	80	30	100	35
	Female	--	25	80	30
Combined Districts	Male	85	35	90	40
	Female	70	30	80	35

the surveyed districts was Rs 85 for males and Rs 70 for females in the rural sector. The corresponding figures in urban areas in respect of unskilled workers were Rs 40 and Rs 35 respectively. The wage range for skilled male rural labourers varied from Rs 60 (in the district of Mayurbhanj) and Rs 100 (in the district of Balasore) as against Rs 70 in the case of women (in the district of Keonjhar). In urban areas, the variation was between Rs 75 (in Keonjhar) and Rs 100 (in the districts of Balasore, Deogarh and Koraput) for men as against Rs 80 for women (in Koraput district).

The maximum wage rate in rural areas for unskilled males was Rs 40 (in Balasore and Deogarh districts) as against the maximum wage rate of Rs 30 for unskilled women (in Balasore, Keonjhar and Deogarh districts). Wages of unskilled male labourers in urban areas ranged from Rs 50 to Rs 35. Wages of unskilled women labourers ranged from Rs 35 to Rs 30.

More than one visit to the public service outlet multiplies the loss of wages and decelerates the value of goods and services obtained. Table 7.3 shows the district-wise picture of the value of the BPL package offered under PDS according to prescribed government rates and average market prices in respective districts.

Table 7.3: A comparative picture of the value of the BPL PDS package available according to government rates and average market prices

District	Value of BPL package as per govt. rate (in Rs.) (rice 16kg, sugar 2kg, kerosene 4 ltrs.)	Wage rate per day (in Rs.)								Value of BPL package according to market price (in rupees)	Net benefit (difference in the value of BPL package of the govt. and market price in Rs.)
		Rural				Urban					
		Skilled		Unskilled		Skilled		Unskilled			
		M	F	M	F	M	F	M	F		
Balasore	124	100	-	40	30	100	-	50	35	184	60
Mayurbhanj	136	60	-	30	25	90	-	45	35	188	52
Keonjhar	143	90	70	35	30	75	-	40	35	198	55
Deogarh	164	90	-	40	30	100	-	45	30	208	44
Nuapada	140	85	-	30	25	85	-	35	30	202	62
Koraput	138	80	-	30	25	100	80	35	30	199	61
Combined Districts	140	85	70	35	30	90	80	40	35	197	57

The value of the BPL package, calculated on the basis of the prescribed rate for PDS and the market price of the same package, varied from Rs 44 to Rs 62. The wages of skilled male and female workers in all the districts surpass the net benefits accrued from the PDS system on the day of procuring them. Similarly, the unskilled labourers gain a little on the day of the first visit to a public service outlet but incur negative returns on subsequent visits. Further, those who do not lift the whole

quota incur more losses. Pensioners engaged in income-generating activities also forego income on the day of receiving pension.

However, unemployed persons accessing public services no doubt gain from procuring PDS goods. Wise are those who send unemployed members to procure PDS goods. This is only possible in the case of households with surplus labour.

The analysis shows that whether a public service is near or far away, the gains derived from such services become insignificant, zero and even negative.

The above analysis is corroborated by Table 7.4 which shows the net value of facilities accrued from different schemes aimed at BPL people and the reduction in value due to loss in wages according to number of visits.

Table 7.4: Net value of BPL package and other schemes and its reduction due to loss in wages according to number of visits

District	Net value of BPL package (rupees) (difference between BPL rate & market price of package)	Reduction of the net value of facilities offered due to wages lost according to the number of visits							
		Skilled				Unskilled			
		Male		Female		Male		Female	
		1 st visit	2 nd visit	1 st visit	2 nd visit	1 st visit	2 nd visit	1 st visit	2 nd visit
Balasore	60	-40	-140	-	-	+15	-30	+27	-6
Mayurbhanj	52	-23	-98	-	-	+14	-24	+22	-8
Keonjhar	55	-28	-111	-15	-85	+17	-21	+22	-11
Deogarh	44	-51	-146	-	-	+1	-42	+14	-16
Nuapada	62	-23	-108	-	-	+29	-4	+34	+6
Koraput	61	-29	-119	-19	-99	+28	-5	+33	+5
Combined districts	57	-31	-119	-18	-93	-19	-19	+24	-9
Antyodaya Anna Yojana (25kg rice @ Rs.3/- per kg)									
Balasore	75	-25	-125	-	-	+30	-15	+42	+09
Mayurbhanj	100	+25	-50	-	-	+62	+24	+70	+40
Keonjhar	95	+12	-71	+25	-45	+57	+19	+62	+29
Deogarh	113	+18	-77	-	-	+70	+27	+83	+53
Nuapada	125	+40	-45	-	-	+92	+59	+97	+69
Koraput	120	+30	-60	+40	-40	+87	+54	+92	+64
Combined districts	105	+17	-71	+30	-45	+67	+29	+72	+39
Annapurna Yojana (10kg free rice)									
Balasore	60	-40	-140	-	-	+15	-30	+27	-06
Mayurbhanj	70	-05	-80	-	-	+32	-06	+40	+10
Keonjhar	68	-15	-98	-02	-72	+30	-08	+35	+02
Deogarh	75	-20	-115	-	-	+32	-11	+45	+15
Nuapada	80	-05	-90	-	-	+47	+14	+52	+24
Koraput	78	-12	-102	-02	-82	+45	+12	+50	+22
Combined districts	72	-16	-104	-03	-78	+34	-04	+39	+06
Old age and widow pension (Rs.100/-)									
Balasore	100	0.00	-100	-	-	+55	+10	+67	+34
Mayurbhanj	100	+25	-50	-	-	+62	+24	+70	+40
Keonjhar	100	+17	-66	+30	-40	+62	+24	+67	+34
Deogarh	100	+05	-90	-	-	+57	+14	+70	+40
Nuapada	100	+15	-70	-	-	+67	+34	+72	+44
Koraput	100	+10	-80	+20	-60	+67	+34	+72	+44
Combined districts	100	+12	-76	+25	-50	+62	+24	+67	+34

Monthly BPL ration: Table 7.4 shows that both male and female skilled wage-earners do not gain from the supply of BPL rations even on their first visit to the outlet. The men have a cumulative loss on their second visit to the BPL outlets. The same trend is observed in the case of skilled women workers.

On the day of the first visit to the ration outlet the unskilled male wage-earner gets a benefit of Rs 29 in Nuapada followed by Rs 28 in Koraput district. In other districts they get negligible benefits. The benefits become negative in all districts on the second visit. Unskilled women gain up to Rs 34 on the first visit. But on the second visit it becomes insignificant.

Antyodaya Anna Yojana: There was a positive gain for skilled male and female wage-earners from this scheme, ranging from Rs12-40 and Rs 25-40 respectively on the first visit. On the second visit the returns were negative. Unskilled males and females gain from this scheme even on the second visit. The situation deteriorates with the third visit.

Annapoorna Yojana: BPL skilled men and women covered under the Annapoorna Yojana get negative returns on the first and second visit to the outlet. The situation is favourable for male and female unskilled labourers. The gain is negative in all districts except Nuapada and Koraput on the second visit in the month.

Old age and widow's pension: Most of the beneficiaries of old age pension were engaged in income-generating activities of some sort. For example in Khasakudar village of Thakurmunda block in Mayurbhanj district an 80-year-old widow contributed to the family income by preparing 1,000 leaf-plates a day worth Rs 40. Thus many pensioners also lose earnings on the day of their visit to public service outlets. Male and female pensioners earning skilled wages or engaged in income-generating activities get insignificant benefits on their first visit and negative benefits on the second visit. Unskilled male and female pensioners engaged in income-generating activities gain on both visits. But further visits would gradually reduce the gain.

On the whole, the benefits of poverty alleviation schemes are insignificant on the first day and even negative on the second day of visit to the outlet. Persons covered under AAY, AY and pension schemes also get insignificant benefits. Only the unemployed and underemployed who have adequate time to cover short and long distances and are willing to visit the public service outlets between 10.00 am and 5.00 pm can reap the benefits of these poverty alleviation schemes. Others can get benefits only if the outlets are open in the morning and evening hours.

7.2 People's perspectives on public services

In focus group discussions in the villages, people were asked to offer their views on the difficulties faced in accessing public services and provide suggestions to improve the services. Most of the respondents were of the view that the authorities needed to simplify complex procedures and be more sensitive to the needs of individuals.

Table 7.5: District-wise percentage distribution of persons reporting reasons for satisfaction/dissatisfaction with public services according to gender and place of residence

Reasons for dissatisfaction of availing public services	Rural		Urban	
	Male	Female	Male	Female
Delay in supply				11.10
Bad Behaviour		5.60		
Long Distance	21.70	22.20	8.30	11.10
Insufficient	17.40	33.30	25.00	55.60
Goods not available at a time	2.20		8.30	
High price	4.30			
Wastage of time	6.50			
Big queue	2.20			
Advance payment			16.70	
Several visits	6.50	16.70	16.70	
Poor quality, High rate	6.50	5.60		
Lack of information on arrival and supply of goods	4.30	5.60		
Lack of money	2.20	5.60		
Doctors charging fees	2.20			
Not available in time	17.40	--	25.00	22.20
Reasons for satisfaction of availability of public services	2.20			
Good service	4.40	5.40		
Total	100.00	100.00	100.00	100.00

Perspective of the service-providing institutions

High Price: The dealer of the PDS centre at Achyutpur village in Remuna block of Balasore district revealed that the government offers transport costs of Rs 3.20 per bag of one quintal of sugar as against the actual cost of Rs 20 to 25. For rice too, the dealer has to bear a transport cost higher than the government rate.

Non-availability of medicine: CHC officials in Boipariguda block in Koraput district revealed that few medicines are available free of cost to outdoor patients.

Besides the above, inadequate staff, salary and TA problems, transportation and accommodation problems, lack of infrastructure facilities, untimely and low allocation of funds, limited income of NAC/ municipality were cited by officials as reasons for poor delivery of public services.

The survey also tried to record the reasons for the dissatisfaction of beneficiaries in accessing public services (Table 7.5).

Only 2% of men in rural areas reported satisfaction with the PDS service due to low cost and 4% attributed it to good service as against 6% by women.

7.3 Suggestions made by the people to improve public services

The suggestions of the beneficiaries surveyed for improvement in the supply of public utility goods and services have been given in Table 7.6. Most of the beneficiaries did not provide any suggestions. But some that were made include:

- 19% of men and 14% of women suggested that PDS goods and services be made available inside the village or ward.
- 13% of men and 14% of women suggested an increase in the quantity of supply of goods.
- Supply of rice and sugar every month was suggested by 8% of men and 3% of women.

The priorities of people in urban areas are different:

- Increase in quantity of PDS goods was suggested by many urban beneficiaries (26% men and 11% women).
- Availability of all PDS goods on time, supply of sugar and rice, and

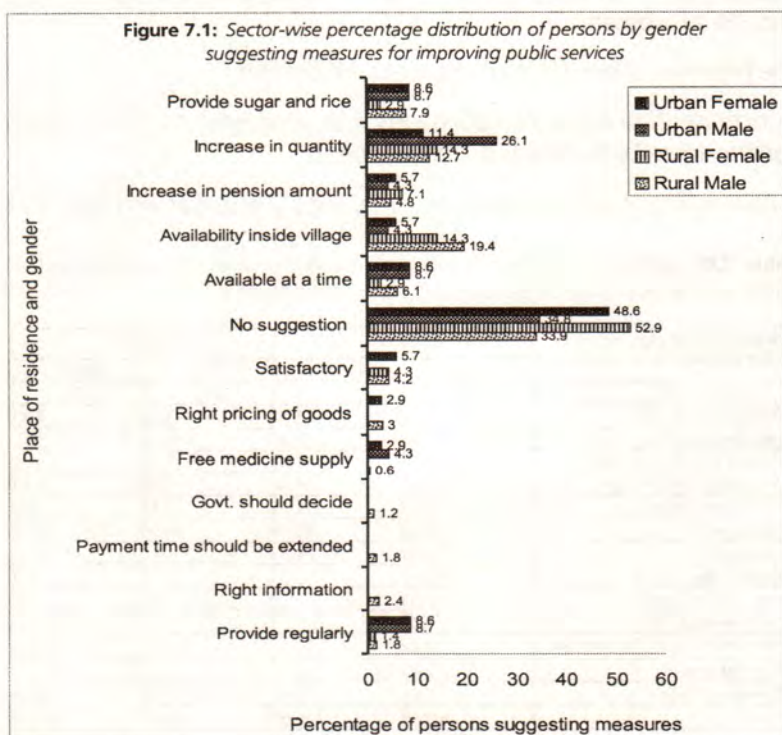
Table 7.6: Distribution of persons who suggested measures for improvement of public services according to gender and place of residence

Suggestions for improvement of existing public utility services (1)	RURAL		URBAN	
	Male (2)	Female (3)	Male (4)	Female (5)
Provide sugar & rice	7.90	2.90	8.70	8.60
Increase in quantity	12.70	14.30	26.10	11.40
Increase in pension amount	4.80	7.10	4.30	5.70
Availability inside village	19.40	14.30	4.30	5.70
Available at a time	6.10	2.90	8.70	8.60
No suggestion	33.90	52.90	34.80	48.60
Satisfactory	4.20	4.30		5.70
Right pricing of goods	3.00			2.90
Free medicine supply	0.60		4.30	2.90
Govt. should decide	1.20			
Payment time should be extended	1.80			
Right information	2.40			
Provide regularly	1.80	1.40	8.70	8.60
Total	100.00	100.00	100.00	100.00

regular supply of goods was suggested by some urban men and women (9%).

People participating in focus group discussions in various villages made the following suggestions:

- Villagers in Pingupatna (in Saharapada block of Keonjhar district) and Khuntapara in Raruan block (Mayurbhanj district) suggested that the PDS centre should be within the village or close to it.
- The villagers of Digdhar in Thakurmunda block (Mayurbhanj district) urged that more tubewells be installed to meet the requirements of water.
- The villagers suggested that PDS centres should be open from 5 pm to 8 pm to suit their timings.
- Old age pensioners in village Bhatipara in Raruan block (Mayurbhanj district), Bangalabada slum in Jeypore municipality and Bhajipalla in Nuapada asked for an increase in the pension amount since it did not cover the expense of even two meals a day. They also said that



pensions should be released every month rather than once in two to three months.

- The people of Jangalikudar slum in Deogarh municipality and Bangalabada slum in Jeypore municipality urged that pensions and PDS goods should be available in the ward itself.
- People of Kushpanga in Teleibani block (Deogarh district) asked for labour and income-generation schemes inside the villages or nearby places to control migration of labour in lean periods.



8 Conclusions and recommendations

The findings of this study confirm the concerns raised repeatedly at different fora on the factors pushing people into poverty. Marginal land holding patterns, poor irrigation facilities, low agricultural productivity, faulty pricing policies for agricultural/non-timber forest products, poor market linkages and low bargaining capacity together contribute to low monthly per capita income and expenditure. Poor access to the basic amenities of life such as drinking water, education, shelter, health and nutrition are additional factors that limit the choices of development. Besides these, natural disasters like frequent droughts, floods and cyclones add to the worsening poverty scenario in Orissa.

In such a situation, it is tragic that various efforts of the government to combat poverty have failed to take into account the fact that time is the most valuable commodity for the poor who depend on wage labour to meet their daily livelihood needs. This study has captured this time dimension from various aspects and identified gaps in poverty alleviation strategies at three levels: the policy level, the implementation level and the grassroots/people's level. This chapter highlights these gaps and makes recommendations suggested by the beneficiaries of anti-poverty programmes/schemes, and relevant development stakeholders like NGOs, social activists, media, elected representatives, and government officials.

The government has formulated various programmes and policies to increase the incomes of the poor and help them lift themselves above the poverty line. However, data obtained in this study shows that out of 22 poverty alleviation/social security programmes, the surveyed population had access to only 9. Most of the people had access to PDS goods only (47.15%) and even this access was limited to kerosene. Only 18.32% had access to the Antyodaya Anna Yojana and Anna-poorna Yojana. Only 27.93% were availing pensions under the old age and widow's pension schemes. Only 5.41% accessed health facilities.

It is clear that these programmes fail to address the needs of the poor. The policy and implementation gaps are summarised below.

8.1.1 Policy-level gaps

- The present practice of identifying BPL families on the basis of monthly

per capita income/expenditure and nutritional intake is inadequate. Poverty alleviation strategies based on these criteria do not reach the poorest of the poor.

- Programmes implemented do not respond to the area-specific needs or livelihood needs of the people concerned. For instance, SGSY identifies four to five potential trades for blocks/districts, ignoring the fact that these trades may not be viable in all the panchayats of the block. For instance, leaf-plate-making may be a trade in a village near a forest but those who live away from forests have to choose from other trades.
- There is no fixed timeframe for the distribution of benefits under most of the programmes.
- In the Public Distribution System, distance and accessibility of the areas are not taken into consideration while fixing the price of transportation of PDS goods from the government godowns to the PDS centres. The prices fixed by the government are unrealistic and uneconomical and have therefore been raised by dealers in many of the surveyed areas, with the beneficiaries having to bear the additional costs.
- There are no provisions to ensure the food security of migrant BPL families. Others take away their entitlements in their absence.
- The introduction of medical fees/user fees in district headquarter hospitals is a severe blow to people below the poverty line. This practice was observed in the district hospital of Koraput and has been discontinued recently.
- There are no mechanisms to address the non-adherence to policy guidelines on the implementation, monitoring and evaluation of the impact of various programmes.
- The benefits accruing to the people from public services turn out to be negative due to multiple visits and loss of productive time in travelling and waiting in queues at the outlets.
- There are some people who cannot afford to buy subsidised foodgrain. For example in AAY, people have to buy 25 kg for Rs 75, which they cannot afford. Disbursement of such benefits in instalments does not help the poor much either because of inappropriate timings and other factors.

8.1.2 Implementation-level gaps

- Inappropriate selection of BPL households: Most eligible people and the poorest of the poor do not have access to the programmes that are meant to improve the quality of their lives. Some cases of non-BPL households having access to BPL benefits have been observed in the study.
- A Supreme Court ruling requires all eligible persons to be covered under government pension schemes by 2001. But this has not been implemented in any of the areas covered by this study.
- The working hours of panchayats, NACs, municipalities and other private PDS centres (10.00 am to 5.00 pm) does not suit wage-earners. If they are to get benefits they must forgo wages for the day. Even in tribal areas where PDS centres were instructed to stay open to suit the needs of the people, the timings are inconvenient.
- There is a gap between the allotted quota and quota received by beneficiaries of PDS. In one village the quantity of Antyodaya rice was found to be 24.5 kg instead of 25 kg.
- Prices charged at PDS centres are more than the prices fixed by the government. It was Rs 84 instead of Rs 75 for 24.5 kg of rice for the Antyodaya Anna Yojana in one village of Balasore district.
- Some instances of non-BPL cardholders having access to BPL rice, sugar and kerosene have been observed.
- BPL cards have been cancelled in many areas without notification to the appropriate authorities.
- Most people below the poverty line are deprived of health care facilities, especially in rural areas. Absence of doctors at community health centres is one of the most common complaints in almost all the districts covered. Villagers have to travel long distances to private hospitals or district hospitals.
- The cost involved in travelling to distant hospitals and the inability to purchase expensive medicines is another hardship faced by the poorest of the poor.
- A number of posts are vacant at health centres, blocks and other public institutions. This puts an immense burden on female health workers, as women in rural settings prefer dealing with female health workers.

- Access to credit through various financial institutions is limited because of the absence of assets to mortgage and lack of credit-worthiness. Further, the lending procedure of banks has been reported to be cumbersome.
- Channeling of resources through banks has several flaws:
 - a) The amount sanctioned under various schemes is not fully disbursed to beneficiaries due to the unwillingness of banks to take a risk and lack of credit-worthiness of the poor. Only the subsidy amount is given to the beneficiaries, which is not adequate for any viable trade.
 - b) There is no monitoring of the utilisation of loans. This means that the money is used to meet day-to-day needs rather than for income-generating activities. Beneficiaries are forced to deposit a part of the loan amount as a fixed deposit on which they get very low interest compared to the interest that they pay on the loan amount.
- Although there are provisions for information dissemination and orientation to self-employment programmes, the study reveals that orientation and capacity-building are not adequate or effective.

8.1.3 People's-level gaps

- BPL people visit public service outlets more than once to avail the benefits and in turn lose wages for each day they access public services, which erodes the benefit accruing from the services.
- The low purchasing power of the people prevents them from even buying goods at subsidised prices. Some cases of mortgaging of BPL cards also came up in the study.
- Lack of information: Most of the respondents covered in the survey were not aware of the Panchabyadhi Chikitsa. They knew about free medicines available at the PHCs but the provision for reimbursement of expenditure on the purchase of medicines outside was not known.

8.2 The way forward

The following suggestions were made by the beneficiaries themselves, and other stakeholders of the development process mentioned above:

8.2.1 Policy-level suggestions

- The selection of BPL beneficiaries should be made in Palli Sabhas and

the criteria for selection should include other important indicators of poverty.

- Palli Sabhas can be used as forums to disseminate information on various anti-poverty programmes. Government officials should attend the meetings and generate awareness on the various programmes and benefits to which people are entitled. Their presence at such meetings would not only help clarify doubts regarding various schemes but also make them answerable to the people.
- All BPL people should be covered under poverty alleviation schemes after a fresh survey to be conducted strictly in the presence of all the people in a village/ward participating in the Palli Sabha.
- Supply of adequate quantities of medicines as per requirements should be ensured. Mobile vans with a large number of doctors and health personnel may be sent to inaccessible areas to spread health education, distribute medicines and conduct on-the-spot treatment. Health personnel may visit inaccessible and interior areas to take steps for the health care of the people and distribute medicines. Vacant positions in the health sector need to be filled up on an urgent basis.
- Peoples' needs and access to means of livelihood should be taken into consideration in formulating any policy or programme. Capacity-building of the people and skill development should be given priority in all entrepreneurship development programmes. Proper forward and backward linkages should be ensured before initiating any trade in any region.
- The migration of people from villages to towns/cities and neighbouring states is a result of poverty and non-availability of work throughout the year in the native village or its neighbourhood. Employment opportunities within the village and its surroundings should be created with employment guarantees and minimum wages.
- Some provisions for ensuring food security of migrating families should be ensured through transfer certificates

8.2.2 Implementation-level suggestions

- Monitoring of public services should be an integral part of administration. Supervision is essential and it should be strictly done. Officials involved in the process and procedure of poverty alleviation and subsidised schemes should be made more accountable through citizen charters with provisions for penalties in the form of fines or even

STATISTICAL APPENDIX

Table 3.1: District-wise percentage distribution of households by household size according to place of residence

District	Area	Number of members in the HOUSEHOLD							Total	Average size
		1	2	3	4	5	6	7		
Balasore	Rural	5.00	7.50	15.00	17.50	17.50	12.50	25.00	100	4.83
	Urban	10.00	20.00	0.00	10.00	10.00	10.00	40.00	100	5.40
	Total	6.00	10.00	12.00	16.00	16.00	12.00	28.00	100	4.94
Mayurbhanj	Rural	5.00	5.00	7.50	10.00	30.00	22.50	20.00	100	5.18
	Urban	10.00	20.00	0.00	50.00	10.00	0.00	10.00	100	3.80
	Total	6.00	8.00	6.00	18.00	26.00	18.00	18.00	100	4.90
Keonjhar	Rural	10.00	5.00	17.50	7.50	17.50	17.50	25.00	100	5.05
	Urban	20.00	0.00	0.00	30.00	10.00	30.00	10.00	100	4.70
	Total	12.00	4.00	14.00	12.00	16.00	20.00	22.00	100	4.98
Deogarh	Rural	5.00	10.00	7.50	12.50	27.50	12.50	25.00	100	5.10
	Urban	0.00	10.00	10.00	30.00	20.00	10.00	20.00	100	4.90
	Total	4.00	10.00	8.00	16.00	26.00	12.00	24.00	100	5.06
Nuapada	Rural	12.50	2.50	15.00	22.50	30.00	15.00	2.50	100	4.10
	Urban	0.00	20.00	10.00	10.00	20.00	10.00	30.00	100	5.10
	Total	10.00	6.00	14.00	20.00	28.00	14.00	8.00	100	4.30
Koraput	Rural	7.50	17.50	7.50	27.50	17.50	10.00	12.50	100	4.23
	Urban	10.00	10.00	10.00	30.00	20.00	20.00	0.00	100	4.00
	Total	8.00	16.00	8.00	28.00	18.00	12.00	10.00	100	4.18
Combined Districts	Rural	7.50	7.92	11.67	16.25	23.33	15.00	18.33	100	4.75
	Urban	8.33	13.33	5.00	26.67	15.00	13.33	18.33	100	4.65
	Total	7.67	9.00	10.33	18.33	21.67	14.67	18.33	100	4.73

Table 3.2: A comparison of average household size revealed from different sources

Place of residence	TUS (2000) combined states (CSO)	TUS (2001) DE&S, Orissa	TUS of BPL (2002) CYS
Rural	4.21	4.30	4.75
Urban	4.04	3.97	4.65
Total	4.16	4.23	4.73

Source: Time Use Survey, Central Statistical Organisation (CSO, 2000) & Time Use Survey, Directorate of Economics and Statistics (2001).

Table 3.3: District-wise percentage distribution of households by size of agricultural land holdings of different social groups

District	Social group	Size of agricultural land owned (in acres)						
		0.0	< 1.0	1.01-2.0	2.01-3.0	3.01-5.0	> 5.0	Total
Balasore	SC	80.77	7.69	11.54	0.00	0.00	0.00	100
	ST	100.00	0.00	0.00	0.00	0.00	0.00	100
	Others	92.86	0.00	7.14	0.00	0.00	0.00	100
	Total	88.00	4.00	8.00	0.00	0.00	0.00	100
Mayurbhanj	SC	33.33	33.33	33.33	0.00	0.00	0.00	100
	ST	27.50	37.50	30.00	5.00	0.00	0.00	100

	Others	71.43	28.57	0.00	0.00	0.00	0.00	100
	Total	34.00	36.00	26.00	4.00	0.00	0.00	100
Keonjhar	SC	66.67	33.33	0.00	0.00	0.00	0.00	100
	ST	38.89	25.00	27.78	5.56	2.78	0.00	100
	Others	25.00	37.50	37.50	0.00	0.00	0.00	100
	Total	40.00	28.00	26.00	4.00	2.00	0.00	100
Deogarh	SC	35.29	47.06	17.65	0.00	0.00	0.00	100
	ST	58.33	20.83	16.67	0.00	4.17	0.00	100
	Others	22.22	44.44	33.33	0.00	0.00	0.00	100
	Total	44.00	34.00	20.00	0.00	2.00	0.00	100
Nuapada	SC	80.00	0.00	20.00	0.00	0.00	0.00	100
	ST	33.33	40.00	13.33	3.33	6.67	3.33	100
	Others	10.00	20.00	50.00	0.00	10.00	10.00	100
	Total	38.00	28.00	22.00	2.00	6.00	4.00	100
Koraput	SC	100.00	0.00	0.00	0.00	0.00	0.00	100
	ST	40.00	40.00	12.50	7.50	0.00	0.00	100
	Others	28.57	57.14	0.00	14.29	0.00	0.00	100
	Total	42.00	40.00	10.00	8.00	0.00	0.00	100
Combined Districts	SC	66.15	20.00	13.85	0.00	0.00	0.00	100
	ST	41.67	31.67	19.44	4.44	2.22	0.56	100
	Others	45.45	27.27	21.82	1.82	1.82	1.82	100

Table 3.5: District-wise percentage distribution of households by type of structure of households according to place of residence

District	Area	Type of structure of the household			
		Kutcha	Semi-pucca	Pucca	Total
Balasore	Rural	87.50	0.00	12.50	100
	Urban	100.00	0.00	0.00	100
	Total	90.00	0.00	10.00	100
Mayurbhanj	Rural	92.50	5.00	2.50	100
	Urban	80.00	10.00	10.00	100
	Total	90.00	6.00	4.00	100
Keonjhar	Rural	87.50	10.00	2.50	100
	Urban	80.00	20.00	0.00	100
	Total	86.00	12.00	2.00	100
Deogarh	Rural	85.00	7.50	7.50	100
	Urban	80.00	20.00	0.00	100
	Total	84.00	10.00	6.00	100
Nuapada	Rural	87.50	12.50	0.00	100
	Urban	100.00	0.00	0.00	100
	Total	90.00	10.00	0.00	100
Koraput	Rural	87.50	12.50	0.00	100
	Urban	80.00	10.00	10.00	100
	Total	86.00	12.00	2.00	100
Combined Districts	Rural	87.92	7.92	4.17	100
	Urban	86.67	10.00	3.33	100
	Total	87.67	8.33	4.00	100

Table 3.7: District-wise percentage distribution of households according to gender of the head of the household by social group

District	Social Group	Rural			Urban			Total		
		Male-headed	Female-headed	Total	Male-headed	Female-headed	Total	Male-headed	Female-headed	Total
Balasore	SC	79.17	20.83	100.00	100.00	0.00	100.00	80.77	19.23	100.00
	ST	80.00	20.00	100.00	0.00	0.00	0.00	80.00	20.00	100.00
	Others	66.67	33.33	100.00	100.00	0.00	100.00	85.71	14.29	100.00
	Total	77.50	22.50	100.00	100.00	0.00	100.00	82.00	18.00	100.00
Mayurbhanj	SC	100.00	0.00	100.00	100.00	0.00	100.00	50.00	0.00	50.00
	ST	88.24	11.76	100.00	66.67	33.33	100.00	85.00	15.00	100.00
	Others	100.00	0.00	100.00	33.33	66.67	100.00	71.43	28.57	100.00
	Total	90.00	10.00	100.00	60.00	40.00	100.00	84.00	16.00	100.00
Keonjhar	SC	100.00	0.00	100.00	75.00	25.00	100.00	83.33	16.67	100.00
	ST	80.65	19.35	100.00	60.00	40.00	100.00	77.78	22.22	100.00
	Others	100.00	0.00	100.00	0.00	100.00	100.00	87.50	12.50	100.00
	Total	85.00	15.00	100.00	60.00	40.00	100.00	80.00	20.00	100.00
Deogarh	SC	92.86	7.14	100.00	100.00	0.00	100.00	94.12	5.88	100.00
	ST	84.21	15.79	100.00	100.00	0.00	100.00	87.50	12.50	100.00
	Others	100.00	0.00	100.00	50.00	50.00	100.00	88.89	11.11	100.00
	Total	90.00	10.00	100.00	90.00	10.00	100.00	90.00	10.00	100.00
Nuapada	SC	40.00	60.00	100.00	60.00	40.00	100.00	50.00	50.00	100.00
	ST	84.62	15.38	100.00	100.00	0.00	100.00	86.67	13.33	100.00
	Others	88.89	11.11	100.00	100.00	0.00	100.00	90.00	10.00	100.00
	Total	80.00	20.00	100.00	80.00	20.00	100.00	80.00	20.00	100.00
Koraput	SC	66.67	33.33	100.00	0.00	0.00	0.00	66.67	33.33	100.00
	ST	80.65	19.35	100.00	55.56	44.44	100.00	75.00	25.00	100.00
	Others	100.00	0.00	100.00	100.00	0.00	100.00	100.00	0.00	100.00
	Total	82.50	17.50	100.00	60.00	40.00	100.00	78.00	22.00	100.00
Combined Districts	SC	80.00	20.00	100.00	80.00	20.00	100.00	80.00	20.00	100.00
	ST	83.44	16.56	100.00	72.41	27.59	100.00	81.67	18.33	100.00
	Others	92.31	7.69	100.00	75.00	25.00	100.00	87.27	12.73	100.00
	Total	84.17	15.83	100.00	75.00	25.00	100.00	82.33	17.67	100.00

Table 3.9: District-wise percentage distribution of households by monthly per capita expenditure according to place of residence

District	Caste	Upto 100			100 - 250			251 - 400			401 - 550		
		Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
Balasore	SC	12.50	0.00	11.54	41.67	50.00	42.31	29.17	50.00	30.77	8.33	0.00	7.69
	ST	0.00	0.00	0.00	80.00	0.00	80.00	20.00	0.00	20.00	0.00	0.00	0.00
	Others	0.00	25.00	14.29	50.00	37.50	42.86	33.33	37.50	35.71	16.67	0.00	7.14
	Total	7.50	20.00	10.00	52.50	40.00	50.00	27.50	40.00	30.00	7.50	0.00	6.00
Mayurbhanj	SC	50.00	0.00	33.33	0.00	100.00	33.33	50.00	0.00	33.33	0.00	0.00	0.00
	ST	17.65	0.00	15.00	64.71	33.33	60.00	14.71	50.00	20.00	2.94	16.67	5.00
	Others	0.00	0.00	0.00	50.00	33.33	42.86	50.00	66.67	57.14	0.00	0.00	0.00
	Total	17.50	0.00	14.00	60.00	40.00	56.00	20.00	50.00	26.00	2.50	10.00	4.00
Keonjhar	SC	0.00	0.00	0.00	100.00	100.00	100.00	0.00	0.00	0.00	0.00	0.00	0.00
	ST	3.23	20.00	5.56	67.74	60.00	66.67	12.90	20.00	13.89	6.45	0.00	5.56
	Others	14.29	0.00	12.50	71.43	100.00	75.00	14.29	0.00	12.50	0.00	0.00	0.00
	Total	5.00	10.00	6.00	70.00	80.00	72.00	12.50	10.00	12.00	5.00	0.00	4.00
Deogarh	SC	7.14	0.00	5.88	71.43	100.00	76.47	14.29	0.00	11.76	7.14	0.00	5.88
	ST	15.79	0.00	12.50	63.16	80.00	66.67	10.53	0.00	8.33	10.53	20.00	12.50
	Others	0.00	0.00	0.00	71.43	100.00	77.78	28.57	0.00	22.22	0.00	0.00	0.00
	Total	10.00	0.00	8.00	67.50	90.00	72.00	15.00	0.00	12.00	7.50	10.00	8.00

Nuapada	ST	3.85	0.00	3.33	50.00	75.00	53.33	42.31	0.00	36.67	3.85	25.00	6.67
	Others	0.00	0.00	0.00	55.56	100.00	60.00	44.44	0.00	40.00	0.00	0.00	0.00
	Total	7.50	30.00	12.00	50.00	40.00	48.00	40.00	20.00	36.00	2.50	10.00	4.00
Koraput	SC	0.00	0.00	0.00	33.33	0.00	33.33	66.67	0.00	66.67	0.00	0.00	0.00
	ST	6.45	11.11	7.50	61.29	22.22	52.50	22.58	66.67	32.50	3.23	0.00	2.50
	Others	0.00	0.00	0.00	33.33	0.00	28.57	50.00	100.00	57.14	16.67	0.00	14.29
	Total	5.00	10.00	6.00	55.00	20.00	48.00	30.00	70.00	38.00	5.00	0.00	4.00
Combined Districts	SC	14.00	20.00	15.38	50.00	60.00	52.31	26.00	20.00	24.62	6.00	0.00	4.62
	ST	8.61	6.90	8.33	62.91	48.28	60.56	20.53	34.48	22.78	4.64	10.34	5.56
	Others	2.56	12.50	5.45	56.41	50.00	54.55	35.90	37.50	36.36	5.13	0.00	3.64
	Total	8.75	11.67	9.33	59.17	51.67	57.67	24.17	31.67	25.67	5.00	5.00	5.00

Districts	Caste	551 - 750			751 - 1000			> 1000			Total		
		Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
(1)	(2)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)
Balasore	SC	4.17	0.00	3.85	4.17	0.00	3.85	0.00	0.00	0.00	100.00	100.00	100.00
	ST	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	0.00	100.00
	Others	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Total	2.50	0.00	2.00	2.50	0.00	2.00	0.00	0.00	0.00	100.00	100.00	100.00
Mayurbhanj	SC	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	ST	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Others	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
Keonjhar	SC	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	ST	6.45	0.00	5.56	0.00	0.00	0.00	3.23	0.00	2.78	100.00	100.00	100.00
	Others	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Total	5.00	0.00	4.00	0.00	0.00	0.00	2.50	0.00	2.00	100.00	100.00	100.00

Districts	Caste	551 - 750			751 - 1000			> 1000			Total		
		Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
(1)	(2)	(15)	(16)	(17)	(18)	(19)	(20)	(21)	(22)	(23)	(24)	(25)	(26)
Deogarh	SC	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	ST	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Others	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
Nuapada	SC	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	ST	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Others	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Total	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
Koraput	SC	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	0.00	100.00
	ST	6.45	0.00	5.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Others	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Total	5.00	0.00	4.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
Combined Districts	SC	2.00	0.00	1.54	2.00	0.00	1.54	0.00	0.00	0.00	100.00	100.00	100.00
	ST	2.65	0.00	2.22	0.00	0.00	0.00	0.66	0.00	0.56	100.00	100.00	100.00
	Others	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	100.00	100.00	100.00
	Total	2.08	0.00	1.67	0.42	0.00	0.33	0.42	0.00	0.33	100.00	100.00	100.00

Table 3.10: District-wise percentage distribution of households by type of public services accessed according to place of residence

District	Sector	BPL Ratio	Antyodaya Anna Yojana	Annap- oorna Yojana	Old age Pension	Widow Pension	Disabled Pension	Health care	Kutir jyoti scheme	Balika Samru- dhi Yojana	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Balasore	Rural	40.00	22.00	2.00	8.00	10.00	0.00	16.00	2.00	0.00	100
	Urban	27.27	36.36	9.09	18.18	0.00	0.00	9.09	0.00	0.00	100
	Total	37.70	24.59	3.28	9.84	8.20	0.00	14.75	1.64	0.00	100
Mayurbhanj	Rural	47.62	16.67	4.76	14.29	16.67	0.00	0.00	0.00	0.00	100
	Urban	53.33	6.67	0.00	6.67	20.00	6.67	6.67	0.00	0.00	100
	Total	49.12	14.04	3.51	12.28	17.54	1.75	1.75	0.00	0.00	100
Keonjhar	Rural	70.45	9.09	0.00	2.27	13.64	0.00	2.27	0.00	2.27	100
	Urban	33.33	0.00	8.33	0.00	33.33	0.00	16.67	0.00	8.33	100
	Total	62.50	7.14	1.79	1.79	17.86	0.00	5.36	0.00	3.57	100
Deogarh	Rural	40.00	22.50	5.00	12.50	15.00	0.00	5.00	0.00	0.00	100
	Urban	60.00	0.00	0.00	30.00	10.00	0.00	0.00	0.00	0.00	100
	Total	44.00	18.00	4.00	16.00	14.00	0.00	4.00	0.00	0.00	100
Nuapada	Rural	50.00	4.35	6.52	15.22	21.74	0.00	2.17	0.00	0.00	100
	Urban	30.00	0.00	0.00	20.00	20.00	10.00	10.00	0.00	10.00	100
	Total	46.43	3.57	5.36	16.07	21.43	1.79	3.57	0.00	1.79	100
Koraput	Rural	51.22	19.51	2.44	17.07	9.76	0.00	0.00	0.00	0.00	100
	Urban	16.67	33.33	0.00	0.00	41.67	0.00	8.33	0.00	0.00	100
	Total	43.40	22.64	1.89	13.21	16.98	0.00	1.89	0.00	0.00	100
Combined Districts	Rural	49.81	15.59	3.42	11.41	14.45	0.00	4.56	0.38	0.38	100
	Urban	37.14	12.86	2.86	11.43	21.43	2.86	8.57	0.00	2.86	100
	Total	47.15	15.02	3.30	11.41	15.92	0.60	5.41	0.30	0.90	100

Table 4.1: District-wise number of persons selected in the sample according to age-group, place of residence and gender

Districts	Sector	Male				Female				Total			
		< 6 yrs	6 to 14	> 14	Total	< 6 yrs	6 to 14	> 14	Total	< 6 yrs	6 to 14	> 14	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
Balasore	Rural	11	26	59	96	10	21	63	94	21	47	122	190
	Urban	2	11	14	27	4	9	13	26	6	20	27	53
	Total	13	37	73	123	14	30	76	120	27	67	149	243
Mayurbhanj	Rural	11	21	73	105	10	23	69	102	21	44	142	207
	Urban	1	4	15	20	1	2	15	18	2	6	30	38
	Total	12	25	88	125	11	25	84	120	23	50	172	245
Keonjhar	Rural	14	25	64	103	8	30	61	99	22	55	125	202
	Urban	3	5	16	24	2	3	18	23	5	8	34	47
	Total	17	30	80	127	10	33	79	122	27	63	159	249
Deogarh	Rural	12	28	62	102	15	26	61	102	27	54	123	204
	Urban	2	4	14	20	6	2	21	29	8	6	35	49
	Total	14	32	76	122	21	28	82	131	35	60	158	253
Nuapada	Rural	6	13	56	75	13	19	57	89	19	32	113	164
	Urban	2	4	15	21	4	11	15	30	6	15	30	51
	Total	8	17	71	96	17	30	72	119	25	47	143	215
Koraput	Rural	7	13	58	78	8	16	70	94	15	29	128	172
	Urban	5	4	12	21	2	3	15	20	7	7	27	41
	Total	12	17	70	99	10	19	85	114	22	36	155	213
Combined Districts	Rural	61	126	372	559	64	135	381	580	125	261	753	1139
	Urban	15	32	86	133	19	30	97	146	34	62	183	279
	Total	76	158	458	692	83	165	478	726	159	323	936	1418

Table 4.2: District-wise percentage of persons by age-group according to place of residence

Districts	Sector	Age Group					
		0 – 14	15-29	30-44	45-59	Above 60	Total
Balasore	Rural	35.79	22.63	23.16	10.00	8.42	100
	Urban	49.06	13.21	18.87	11.32	7.55	100
	Total	38.68	20.58	22.22	10.29	8.23	100
Mayurbhanj	Rural	31.40	23.67	22.22	9.66	13.04	100
	Urban	21.05	23.68	21.05	23.68	10.53	100
	Total	29.80	23.67	22.04	11.84	12.65	100
Keonjhar	Rural	38.12	19.80	22.77	11.88	7.43	100
	Urban	27.66	31.91	19.15	4.26	17.02	100
	Total	36.14	22.09	22.09	10.44	9.24	100
Deogarh	Rural	39.71	21.08	23.53	8.33	7.35	100
	Urban	28.57	34.69	18.37	4.08	14.29	100
	Total	37.55	23.72	22.53	7.51	8.70	100
Nuapada	Rural	31.10	21.95	20.73	12.20	14.02	100
	Urban	41.18	21.57	19.61	3.92	13.73	100
	Total	33.49	21.86	20.47	10.23	13.95	100
Koraput	Rural	25.58	27.33	20.35	12.21	14.53	100
	Urban	34.15	36.59	12.20	9.76	7.32	100
	Total	27.23	29.11	18.78	11.74	13.15	100
Combined Districts	Rural	31.93	20.91	19.84	10.12	17.20	100
	Urban	33.82	26.55	17.82	8.73	13.09	100
	Total	33.99	23.41	21.44	10.30	10.86	100

Table 4.3: District-wise percentage distribution of persons by age-group and gender along with sex ratio

District	Sex	Age groups (in years)						Total
		Below 6	6 – 14	15-30	31-45	46-60	Above 61	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
Balasore	Male	10.57	30.08	21.14	20.33	8.94	8.94	100
	Female	11.67	25.00	20.00	24.17	11.67	7.50	100
	Total	11.11	27.57	20.58	22.22	10.29	8.23	100
	sex ratio	1077	811	923	1160	1273	818	976
Mayurbhanj	Male	9.6	20.00	23.20	24.00	12.00	11.20	100
	Female	9.17	20.83	24.17	20.00	11.67	14.17	100
	Total	9.39	20.41	23.67	22.04	11.84	12.65	100
	sex ratio	917	1000	1000	800	933	1214	960
Keonjhar	Male	13.39	23.62	23.62	20.47	11.81	7.09	100
	Female	8.2	27.05	20.49	23.77	9.02	11.48	100
	Total	10.84	25.3	22.09	22.09	10.44	9.24	100
	sex ratio	588	1100	833	1115	733	1556	961
Deogarh	Male	11.48	26.23	21.31	22.13	10.66	8.20	100
	Female	16.03	21.37	25.95	22.90	4.58	9.16	100
	Total	13.83	23.72	23.72	22.53	7.51	8.70	100
	sex ratio	1500	875	1308	1111	462	1200	1074
Nuapada	Male	8.33	17.71	27.08	20.83	13.54	12.50	100
	Female	14.29	25.21	17.65	20.17	7.56	15.13	100
	Total	11.63	21.86	21.86	20.47	10.23	13.95	100
	sex ratio	2125	1765	808	1200	692	1500	1240

Koraput	Male	12.12	17.17	30.30	18.18	12.12	10.10	100
	Female	8.77	16.67	28.07	19.30	11.40	15.79	100
	Total	10.33	16.9	29.11	18.78	11.74	13.15	100
	sex ratio	833	1118	1067	1222	1083	1800	1152
Combined Districts	Male	10.98	22.83	24.13	21.10	11.42	9.54	100
	Female	11.43	22.73	22.73	21.76	9.23	12.12	100
	Total	11.21	22.78	23.41	21.44	10.30	10.86	100
	sex ratio	1092	1044	988	1082	848	1333	1049

Table 4.6: District-wise distribution of persons according to education level and gender

Districts	Sex	Illiterate	Literate	Primary	Middle	HSc	Secondary	Graduation	Post Graduate	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Balasore	Male	42.73	19.09	26.36	7.27	0.91	3.64	0.00	0.00	100
	Female	67.26	9.73	17.70	2.65	0.00	1.77	0.00	0.88	100
	Total	55.16	14.35	21.97	4.93	0.45	2.69	0.00	0.45	100
Mayurbhanj	Male	53.51	5.26	7.89	10.53	8.77	10.53	2.63	0.88	100
	Female	78.90	0.92	11.93	4.59	1.83	1.83	0.00	0.00	100
	Total	65.92	3.14	9.87	7.62	5.38	6.28	1.35	0.45	100
Keonjhar	Male	22.94	8.26	24.77	11.93	8.26	20.18	3.67	0.00	100
	Female	63.39	1.79	20.54	8.04	0.89	5.36	0.00	0.00	100
	Total	43.44	4.98	22.62	9.95	4.52	12.67	1.81	0.00	100
Deogarh	Male	30.84	8.41	33.64	13.08	4.67	9.35	0.00	0.00	100
	Female	55.45	3.64	30.91	5.45	0.00	4.55	0.00	0.00	100
	Total	43.32	5.99	32.26	9.22	2.30	6.91	0.00	0.00	100
Nuapada	Male	39.08	9.20	16.09	10.34	4.60	18.39	2.30	0.00	100
	Female	69.61	3.92	16.67	6.86	0.98	1.96	0.00	0.00	100
	Total	55.56	6.35	16.40	8.47	2.65	9.52	1.06	0.00	100
Koraput	Male	42.05	14.77	19.32	11.36	1.14	11.36	0.00	0.00	100
	Female	78.57	3.06	12.24	3.06	0.00	3.06	0.00	0.00	100
	Total	61.29	8.60	15.59	6.99	0.54	6.99	0.00	0.00	100
Combined Districts	Male	38.54	10.73	21.46	10.73	4.88	12.03	1.46	0.16	100
	Female	68.63	3.88	18.48	5.12	0.62	3.11	0.00	0.16	100
	Total	53.93	7.23	19.94	7.86	2.70	7.47	0.71	0.16	100

Table 4.8: District-wise percentage distribution of persons by employment status according to sector and gender

Districts	Sector	Employed			Self-employed			Unemployed		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)
Balasore	Rural	2.33	2.33	4.65	29.07	12.21	41.28	1.74	19.19	20.93
	Urban	2.00	4.00	6.00	22.00	18.00	40.00	0.00	10.00	10.00
	Total	2.25	2.70	4.95	27.48	13.51	40.99	1.35	17.12	18.47
Mayurbhanj	Rural	1.08	0.54	1.61	33.33	22.04	55.38	5.38	13.98	19.35
	Urban	2.78	0.00	2.78	30.56	16.67	47.22	5.56	16.67	22.22
	Total	1.35	0.45	1.80	32.88	21.17	54.05	5.41	14.41	19.82
Keonjhar	Rural	1.11	1.11	2.22	33.33	20.00	53.33	2.22	10.00	12.22
	Urban	4.76	9.52	14.29	21.43	7.14	28.57	7.14	16.67	23.81
	Total	1.80	2.70	4.50	31.08	17.57	48.65	3.15	11.26	14.41
Deogarh	Rural	1.13	1.13	2.26	24.86	22.03	46.89	6.78	8.47	15.25
	Urban	5.00	0.00	5.00	27.50	30.00	57.50	0.00	15.00	15.00
	Total	1.84	0.92	2.76	25.35	23.50	48.85	5.53	9.68	15.21
Nuapada	Rural	0.00	0.00	0.00	35.86	19.31	55.17	2.07	12.41	14.48
	Urban	2.22	2.22	4.44	28.89	8.89	37.78	4.44	15.56	20.00
	Total	0.53	0.53	1.05	34.21	16.84	51.05	2.63	13.16	15.79
Koraput	Rural	0.00	0.66	0.66	32.89	24.34	57.24	3.95	16.45	20.39
	Urban	2.94	0.00	2.94	29.41	23.53	52.94	2.94	8.82	11.76
	Total	0.54	0.54	1.08	32.26	24.19	56.45	3.76	15.05	18.82
Combined Districts	Rural	0.99	0.99	1.98	31.42	19.96	51.38	3.75	13.34	17.09
	Urban	3.24	2.83	6.07	26.32	17.00	43.32	3.24	13.77	17.00
	Total	1.43	1.35	2.78	30.42	19.38	49.80	3.65	13.42	17.08

District	Sector	Out of labour force			Total		
		Male	Female	Total	Male	Female	Total
(1)	(2)	(12)	(13)	(14)	(15)	(16)	(17)
Balasore	Rural	16.28	16.86	33.14	49.42	50.58	100.00
	Urban	26.00	18.00	44.00	50.00	50.00	100.00
	Total	18.47	17.12	35.59	49.55	50.45	100.00
Mayurbhanj	Rural	10.75	12.90	23.66	50.54	49.46	100.00
	Urban	13.89	13.89	27.78	52.78	47.22	100.00
	Total	11.26	13.06	24.32	50.90	49.10	100.00
Keonjhar	Rural	12.78	19.44	32.22	49.44	50.56	100.00
	Urban	16.67	16.67	33.33	50.00	50.00	100.00
	Total	13.51	18.92	32.43	49.55	50.45	100.00
Deogarh	Rural	18.08	17.51	35.59	50.85	49.15	100.00
	Urban	10.00	12.50	22.50	42.50	57.50	100.00
	Total	16.59	16.59	33.18	49.31	50.69	100.00
Nuapada	Rural	9.66	20.69	30.34	47.59	52.41	100.00
	Urban	6.67	31.11	37.78	42.22	57.78	100.00
	Total	8.95	23.16	32.11	46.32	53.68	100.00
Koraput	Rural	9.87	11.84	21.71	46.71	53.29	100.00
	Urban	14.71	17.65	32.35	50.00	50.00	100.00
	Total	10.75	12.90	23.66	47.31	52.69	100.00
Combined Districts	Rural	13.04	16.50	29.55	49.21	50.79	100.00
	Urban	14.98	18.62	33.60	47.77	52.23	100.00
	Total	13.42	16.92	30.34	48.93	51.07	100.00

Table 4.9: District-wise distribution of child labour in the age-group 6-14 years according to gender and sector

Districts	Sector	Sex		
		Male	Female	Total
Balasore	Rural	3.85	14.29	8.51
	Urban	-	11.11	5.00
	Total	2.70	13.33	7.46
Mayurbhanj	Rural	23.81	47.83	36.36
	Urban	-	-	-
	Total	20.00	44.00	32.00
Keonjhar	Rural	16.00	6.67	10.91
	Urban	-	-	-
	Total	13.33	6.06	9.52
Deogarh	Rural	7.14	7.69	7.41
	Urban	-	-	-
	Total	6.25	7.14	6.67
Nuapada	Rural	7.69	15.79	12.50
	Urban	25.00	-	6.67
	Total	11.76	10.00	10.64
Koraput	Rural	-	31.25	17.24
	Urban	-	-	-
	Total	-	26.32	13.89
Combined districts	Rural	10.32	19.26	14.94
	Urban	3.13	3.33	3.23
	Total	8.86	16.36	12.69

Table 4.11: District-wise percentage of disabled persons out of total surveyed population by gender and place of residence

District	Sector	Sex		
		Male	Female	Total
Balasore	Rural	-	3.19	1.58
	Urban	7.41	-	3.77
	Total	1.63	2.50	2.06
Mayurbhanj	Rural	0.95	-	0.48
	Urban	5.00	5.56	5.26
	Total	1.60	0.83	1.22
Keonjhar	Rural	1.94	3.03	2.48
	Urban	-	-	-
	Total	1.57	2.46	2.01
Deogarh	Rural	0.98	2.94	1.96
	Urban	-	3.45	2.04
	Total	0.82	3.05	1.98
Nuapada	Rural	1.33	3.37	2.44
	Urban	4.76	-	1.96
	Total	2.08	2.52	2.33
Koraput	Rural	-	2.13	1.16
	Urban	-	-	-
	Total	-	1.75	0.94
Combined districts	Rural	0.89	2.41	1.67
	Urban	3.01	1.37	2.15
	Total	1.30	2.20	1.76

Table 4.13: District-wise percentage distribution of women above 18 years participating in family decision-making

District	RURAL				URBAN			
	SC	ST	OTHERS	Total	SC	ST	OTHERS	Total
Balasore	70.27	92.86	62.50	74.58	100.00	0.00	70.00	75.00
Mayurbhanj	20.00	58.82	100.00	58.33	100.00	62.50	80.00	71.43
Keonjhar	100.00	59.52	81.82	66.07	100.00	60.00	100.00	75.00
Deogarh	88.89	79.17	100.00	86.54	50.00	50.00	100.00	60.00
Nuapada	100.00	69.44	45.45	67.31	16.67	80.00	33.33	42.86
Koraput	100.00	79.59	100.00	83.33	0.00	76.92	100.00	78.57
Combined districts	76.39	69.91	78.43	72.57	57.89	66.67	75.00	67.06

Table 4.14: District-wise percentage of females above 18 years of age participating in family decision-making by educational level and place of residence

District	Sector	Educational Level					
		Illiterate	Below Primary	Primary	Middle	High school	Secondary
Balasore	Rural	80.85	33.33	57.14			100.00
	Urban	75.00	66.67	100.00			
	Total	55.77		40.00	33.33		
Mayurbhanj	Rural	63.64		100.00	100.00		
	Urban	71.43		50.00		100.00	
	Total	76.92				100.00	100.00
Keonjhar	Rural	86.49	100.00	75.00	75.00		100.00
	Urban	58.33	50.00				100.00
	Total	68.75	100.00	33.33			
Deogarh	Rural	100.00	100.00				
	Urban	81.82		100.00	100.00		
	Total	83.33			100.00		
Nuapada	Rural						
	Urban						
	Total						
Koraput	Rural	0.00	0.00	0.00	0.00	0.00	0.00
	Urban	0.00	0.00	0.00			0.00
	Total		0.00	0.00			
Combined Districts	Rural	73.61	37.50	57.14	60.00	0.00	60.00
	Urban	75.00	71.43	40.00	50.00	100.00	66.67
	Total	73.86	53.33	54.55	57.14	100.00	62.50

Table 5.1: District-wise daily average time spent (in hours) in general in SNA, extended SNA and non-SNA activities

Districts	Activities	Rural			Urban			Total		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
Balasore	SNA	5.57	1.35	3.40	5.75	3.56	4.71	5.61	1.77	3.67
	Extended SNA	2.06	7.51	4.86	2.10	4.78	3.37	2.07	6.99	4.56
	Non SNA	16.37	15.14	15.74	16.15	15.67	15.92	16.32	15.24	15.78
	Total	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00
Mayurbhanj	SNA	5.42	3.66	4.49	3.50	1.78	2.59	5.04	3.29	4.12
	Extended SNA	1.78	5.39	3.68	2.19	5.28	3.81	1.86	5.37	3.70
	Non SNA	16.80	14.95	15.83	18.31	16.95	17.60	17.10	15.34	16.18
	Total	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00
	SNA	4.56	2.60	3.54	8.44	2.70	5.25	5.28	2.62	3.88

Keonjhar	SNA	4.56	2.60	3.54	8.44	2.70	5.25	5.28	2.62	3.88
	Extended SNA	2.57	6.60	4.67	0.63	5.35	3.25	2.21	6.34	4.39
	Non SNA	16.87	14.80	15.79	14.94	15.95	15.50	16.51	15.04	15.74
	Total	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00
Deogarh	SNA	5.41	1.91	3.62	5.50	2.55	4.03	5.43	2.04	3.70
	Extended SNA	2.86	6.74	4.85	2.45	5.80	4.13	2.77	6.55	4.70
	Non SNA	15.73	15.35	15.54	16.05	15.65	15.85	15.80	15.41	15.60
	Total	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00
Nuapada	SNA	5.50	1.28	3.28	8.10	1.45	4.78	6.08	1.32	3.60
	Extended SNA	1.71	5.91	3.93	0.70	4.80	2.75	1.49	5.69	3.68
	Non SNA	16.79	16.81	16.80	15.20	17.75	16.48	16.43	17.00	16.73
	Total	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00
Koraput	SNA	5.13	2.55	3.83	8.03	2.15	4.93	5.70	2.47	4.05
	Extended SNA	2.28	6.15	4.24	1.28	6.40	3.97	2.08	6.20	4.19
	Non SNA	16.59	15.29	15.93	14.69	15.45	15.09	16.22	15.32	15.76
	Total	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00
Combined Districts	SNA	5.27	2.23	3.70	6.51	2.34	4.37	5.52	2.26	3.84
	Extended SNA	2.21	6.38	4.37	1.58	5.41	3.55	2.09	6.18	4.20
	Non SNA	16.52	15.39	15.93	15.90	16.25	16.08	16.40	15.56	15.96
	Total	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00	24.00

Table 5.1A: District-wise daily average time (in hours) spent in SNA, extended SNA and non-SNA activities on the day of accessing public services

District	Activities	Rural			Urban			Total		
		Male	Female	Total	Male	Female	Total	Male	Female	Total
Balasore	SNA	2.22	0.23	1.54	4.67	3.00	4.00	2.69	0.88	2.05
	E-SNA	6.34	8.04	6.92	5.10	8.00	6.26	6.10	8.03	6.78
	N-SNA	15.44	15.73	15.54	14.24	13.00	13.74	15.21	15.09	15.17
Mayurbhanj	SNA	1.34	0.25	1.12	0.00	0.92	0.55	1.19	0.54	1.00
	E-SNA	5.93	8.97	6.55	8.75	5.92	7.05	6.25	7.66	6.65
	N-SNA	16.73	14.78	16.33	15.25	17.17	16.40	16.56	15.80	16.34
Keonjhar	SNA	1.13	0.55	0.95	8.25	1.43	3.48	1.86	0.89	1.49
	E-SNA	6.88	7.52	7.07	2.67	8.29	6.60	6.44	7.82	6.97
	N-SNA	16.00	15.93	15.98	13.08	14.29	13.93	15.70	15.29	15.54
Deogarh	SNA	2.28	0.91	1.90	0.00	2.17	1.30	2.00	1.35	1.78
	E-SNA	4.81	7.91	5.66	6.88	6.61	6.72	5.06	7.45	5.87
	N-SNA	16.91	15.18	16.44	17.13	15.22	15.98	16.94	15.20	16.35
Nuapada	SNA	1.07	0.46	0.89	6.25	0.00	2.50	1.72	0.31	1.21
	E-SNA	5.28	6.90	5.76	2.38	8.67	6.15	4.91	7.49	5.84
	N-SNA	17.65	16.65	17.35	15.38	15.33	15.35	17.37	16.21	16.95
Koraput	SNA	1.37	0.40	0.96	3.17	0.00	1.06	0.12	0.04	0.09
	E-SNA	6.02	8.69	7.16	4.00	8.67	7.11	0.43	1.05	0.65
	N-SNA	16.61	14.91	15.89	16.83	15.33	15.83	1.25	1.81	1.45
Combined Districts	SNA	1.57	0.46	1.23	3.64	1.16	2.17	1.83	0.69	1.42
	E-SNA	5.85	8.01	6.51	5.11	7.69	6.64	5.75	7.90	6.54
	N-SNA	16.59	15.53	16.26	15.26	15.15	15.19	16.42	15.41	16.05

Table 5.6: District-wise daily average time spent on activities (in hours) on the day of accessing public services by gender

Activity	Balasore			Mayurbhanj			Keonjhar			Deogarh			Nuapada			Koraput			Combined Districts		
	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T	M	F	T
Personal Hygiene	1.02	1.43	1.16	1.41	1.52	1.33	1.14	1.58	1.31	1.48	1.63	1.53	1.66	1.54	1.62	1.67	1.46	1.57	1.39	1.52	1.44
Meditation	1.85	0.88	1.57	1.00	0.50	1.07	1.13	0.75	1.00	0.80	0.00	0.80	1.13	0.00	1.13	3.00	1.00	2.33	1.34	0.72	1.19
Eating and Drinking	1.81	2.13	1.93	1.90	1.82	1.84	1.86	1.78	1.83	1.84	1.70	1.79	1.94	2.00	1.96	1.94	1.76	1.86	1.87	1.86	1.87
Cultivation	5.00	6.50	5.50	2.00	0.00	2.75	0.00	0.00	3.50	3.79	0.00	3.79	3.70	5.50	4.00	2.25	5.50	3.33	5.83	3.83	3.83
Leaf plate/paper packet making	0.00	5.50	5.50	2.58	2.00	2.22	1.25	2.50	1.88	0.00	0.00	0.00	0.00	0.00	0.00	2.00	0.00	2.00	2.22	3.13	2.50
Firewood collection/processing	2.00	1.67	1.80	4.00	2.33	3.65	3.38	3.00	3.25	1.33	0.00	1.33	2.00	0.00	2.00	4.00	0.00	4.00	3.03	2.25	2.78
Animal Care	1.73	1.67	1.71	1.46	1.17	1.89	2.28	0.00	2.28	2.20	1.00	2.00	1.08	1.75	1.25	1.86	1.25	1.70	1.83	1.38	1.73
Fetching water	0.75	1.28	1.13	2.00	1.50	1.75	0.00	2.17	2.17	1.00	0.75	0.83	0.00	0.50	0.50	0.00	1.42	1.42	1.13	1.38	1.32
Stitching / Tailoring / knitting	2.30	0.00	2.30	0.00	0.00	0.00	0.00	0.00	0.00	9.00	0.00	9.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	3.42	0.00
Processing foodgrain	0.00	1.50	1.50	0.00	0.00	0.75	0.75	1.50	1.13	2.00	0.00	2.00	2.00	0.00	2.00	0.00	0.00	0.00	1.58	1.50	1.55
Cooking	2.00	3.32	3.12	2.00	2.56	2.15	1.83	2.75	2.41	2.25	2.52	2.44	1.33	3.47	2.89	2.00	2.88	2.82	1.88	2.90	2.69
Cleaning house/utensils	1.67	1.75	1.73	1.30	2.00	1.28	1.36	1.94	1.69	1.33	1.58	1.50	1.06	1.61	1.35	1.00	1.67	1.53	1.26	1.75	1.57
Washing clothes	1.50	1.50	1.50	0.00	1.00	1.75	2.50	0.00	2.50	1.00	0.00	1.00	0.00	0.00	0.00	0.00	0.00	0.00	1.67	1.33	1.50
Marketing/Shopping	1.65	2.00	1.68	2.10	0.00	1.93	1.25	0.00	1.25	2.00	1.83	1.17	0.00	1.17	1.50	2.38	1.94	1.59	2.25	1.69	1.69
Child Care	3.33	2.00	2.67	1.00	3.00	2.60	3.00	1.90	2.08	1.88	1.63	1.75	3.00	2.80	2.86	1.00	3.25	2.93	2.38	2.48	2.45
Accessing public service	2.53	2.60	2.55	3.25	4.15	3.46	3.01	3.44	3.18	2.64	4.44	3.25	2.85	3.08	2.93	3.75	3.81	3.78	2.98	3.58	3.20
Care of elders / sick	0.00	4.00	4.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	4.00	4.00
Helping hand to others	2.33	0.00	2.33	0.75	0.00	0.75	0.00	3.50	3.50	1.75	1.50	1.63	1.00	2.50	2.00	0.00	2.13	2.13	1.63	2.22	1.94
Reading	3.00	0.00	3.00	0.00	0.00	4.00	4.00	0.00	4.00	0.00	0.00	0.00	0.00	10.50	10.50	0.00	0.00	0.00	3.50	10.50	5.83
Recreation	2.53	0.00	2.53	2.29	0.75	2.11	1.85	1.00	1.71	2.67	0.00	2.67	1.50	1.17	1.38	1.60	1.00	1.43	2.18	1.04	2.00
Participate in community activities	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	7.00	0.00	7.00	0.00	0.00	2.00	0.00	0.00	0.00	7.00	2.00	4.50
Sleeping	9.12	8.56	8.92	9.54	9.43	9.45	9.19	9.38	9.26	9.30	9.50	9.37	9.45	9.56	9.49	9.49	9.37	9.43	9.35	9.30	9.33
Collection of grass	0.00	2.00	2.00	6.25	0.00	6.25	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	6.25	2.00	4.13
Gossiping	2.64	2.13	2.49	2.68	2.00	2.36	2.18	1.20	1.98	1.89	1.29	1.76	1.98	1.31	1.81	1.61	1.20	1.46	2.17	1.52	2.00
Rest	2.13	1.73	1.97	2.63	2.90	2.44	2.25	2.37	2.30	2.45	2.36	2.42	2.27	2.71	2.41	2.87	1.76	2.33	2.43	2.27	2.37
Waiting in queue	1.88	2.50	2.08	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	1.88	2.50	2.08
Teaching children	0.00	0.00	0.00	2.75	0.00	2.50	2.00	0.00	2.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	1.75	2.14	2.00
Forest Produce collection	0.00	0.00	0.00	0.00	2.75	0.00	3.14	5.50	0.00	5.50	3.00	3.00	3.90	0.00	3.90	0.00	0.00	0.00	3.42	0.00	3.42
Rope making	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	0.00	4.00	0.00	4.00
Work/Employment	5.54	5.25	5.47	4.67	5.50	4.87	6.31	3.50	5.38	7.33	7.50	7.38	6.00	5.50	5.95	4.86	2.25	4.08	5.83	4.70	5.58

Table 5.10: Average time spent on a normal day by people inside the house and outside the house and village

District	Sector	Sex	SNA			EXTENDED SNA			NON SNA		
			IH	OH	OV	IH	OH	OV	IH	OH	OV
Balasore	Rural	Male	0.00	4.19	8.47	2.13	2.25	5.79	12.99	3.31	1.44
		Female	1.63	5.54	4.06	6.16	0.00	4.00	13.45	1.83	0.00
	Urban	Male	1.50	5.75	12.25	3.38	4.75	1.75	13.46	2.99	0.00
		Female	8.00	6.00	0.00	4.44	0.00	0.00	13.50	2.44	0.00
	Total	Male	1.50	11.33	4.56	0.23	8.89	0.11	2.40	0.12	2.75
		Female	3.75	0.89	5.73	0.07	4.06	2.77	5.85	0.00	0.00
Mayurbhanj	Rural	Male	2.29	4.72	7.48	2.56	2.41	1.00	14.18	2.69	0.00
		Female	3.45	4.50	9.10	4.21	0.00	0.00	13.96	1.44	0.00
	Urban	Male	2.00	5.17	7.50	2.75	2.06	0.00	14.51	4.28	0.00
		Female	6.75	5.50	0.00	4.08	0.00	0.00	14.55	2.40	0.00
	Total	Male	2.25	0.83	4.81	0.15	7.48	0.18	2.58	0.28	2.31
		Female	3.73	0.16	4.79	0.15	9.10	1.08	4.18	0.00	0.00
Keonjhar	Rural	Male	3.88	5.44	7.96	2.99	3.29	0.00	14.39	2.45	1.00
		Female	4.58	5.58	6.30	5.40	0.00	0.00	13.32	1.49	0.00
	Urban	Male	0.00	9.17	12.50	1.25	0.75	0.00	12.56	2.71	0.00
		Female	5.00	6.17	0.00	6.06	0.00	0.00	14.08	2.08	0.00
	Total	Male	3.88	0.65	7.68	0.20	8.27	0.17	2.82	0.07	2.02
		Female	4.64	0.28	5.78	0.10	6.30	1.46	5.52	0.00	0.00
Deogarh	Rural	Male	9.00	7.86	8.16	2.04	7.06	1.75	13.06	2.37	2.27
		Female	2.50	6.50	5.60	5.37	0.00	0.00	13.06	1.96	0.00
	Urban	Male	0.00	8.00	9.40	4.50	7.75	0.00	13.30	2.50	0.00
		Female	0.00	9.25	7.00	5.40	0.00	0.00	13.48	2.18	0.00
	Total	Male	9.00	0.89	7.88	0.33	8.45	0.08	2.39	0.30	7.20
		Female	2.50	3.20	7.19	0.10	5.83	1.40	5.38	0.00	0.00
Nuapada	Rural	Male	3.00	6.27	6.22	1.42	4.40	3.25	13.82	2.61	4.17
		Female	0.00	2.75	4.88	4.89	0.00	0.00	14.76	2.04	0.00
	Urban	Male	0.00	6.50	9.31	1.83	0.00	0.00	12.40	2.80	0.00
		Female	0.00	0.00	7.25	4.83	0.00	0.00	14.23	2.64	0.00
	Total	Male	3.00	4.00	6.29	0.34	7.17	0.08	1.50	0.22	4.40
		Female	0.00	0.00	2.75	0.91	5.35	0.80	4.87	0.01	0.00
Koraput	Rural	Male	4.50	7.03	7.20	1.70	4.80	2.00	14.04	2.52	1.33
		Female	3.00	3.90	6.33	4.90	0.00	0.00	13.51	1.74	0.00
	Urban	Male	0.00	8.94	9.13	2.63	0.00	0.00	12.70	1.94	0.00
		Female	0.00	0.00	7.17	5.80	0.00	0.00	13.90	1.35	0.00
	Total	Male	4.50	3.33	7.54	0.17	7.61	0.16	1.86	0.12	4.80
		Female	3.00	0.83	3.90	0.72	6.51	0.53	5.09	0.00	0.00
Combined Districts	Rural	Male	3.43	5.76	7.55	2.17	4.29	3.11	13.74	2.66	2.16
		Female	3.51	4.96	6.05	5.15	0.00	4.00	13.68	1.76	0.00
	Urban	Male	1.75	7.57	9.64	2.74	3.49	1.75	13.16	2.84	0.00
		Female	6.58	6.55	7.17	5.10	0.00	0.00	13.96	2.17	0.00
	Total	Male	3.22	1.50	6.21	0.23	7.95	0.12	2.26	0.17	4.13
		Female	3.88	0.44	5.37	0.19	6.20	1.03	5.14	0.00	0.00

Table 5.11: Average time spent on the day of accessing public services by people inside the house and outside the house and village

District	Sector	Sex	SNA			EXTENDED SNA			NON SNA		
			IH	OH	OV	IH	OH	OV	IH	OH	OV
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)
Balasore	Rural	Male	0.00	2.17	6.13	2.25	3.63	6.00	12.91	2.02	2.95
		Female	0.00	3.00	0.00	4.90	0.50	4.75	13.81	1.42	6.50
	Urban	Male	0.00	4.67	7.00	1.94	1.50	9.00	12.17	1.95	0.75
		Female	1.00	5.00	0.00	5.75	0.00	0.00	12.50	2.00	0.00
	Total	Male	0.00	3.42	6.30	2.20	3.27	7.50	12.76	2.01	2.58
		Female	1.00	4.33	0.00	5.14	0.50	4.75	13.50	1.46	6.50
Mayurbhanj	Rural	Male	2.58	3.92	3.25	1.63	3.38	5.90	14.21	2.42	1.50
		Female	2.00	0.00	0.00	3.46	6.50	9.50	13.95	1.86	0.00
	Urban	Male	0.00	0.00	0.00	0.00	6.19	0.00	12.88	1.75	0.75
		Female	5.50	0.00	0.00	3.90	3.00	0.00	15.08	2.08	0.00
	Total	Male	2.58	3.92	3.25	1.63	4.18	5.90	14.06	2.34	1.25
		Female	3.75	0.00	0.00	3.66	4.75	9.50	13.95	1.86	0.00
Keonjhar	Rural	Male	1.38	4.25	7.00	3.19	3.55	3.67	13.57	2.43	0.00
		Female	2.00	2.00	0.00	4.52	0.00	0.00	14.66	1.40	0.00
	Urban	Male	0.00	8.25	0.00	2.50	2.50	0.00	12.08	1.00	0.00
		Female	0.00	5.00	0.00	6.67	3.50	2.00	12.43	1.86	0.00
	Total	Male	1.38	7.25	7.00	3.16	3.25	3.67	13.42	2.28	0.00
		Female	2.00	4.00	0.00	4.98	3.50	2.00	13.79	1.59	0.00
Deogarh	Rural	Male	0.00	8.75	6.93	2.21	2.50	4.25	13.98	2.82	0.75
		Female	0.50	9.50	0.00	3.50	2.00	5.00	13.45	1.73	0.00
	Urban	Male	0.00	0.00	0.00	5.00	3.00	6.75	12.88	4.25	0.00
		Female	0.00	0.00	6.50	2.70	0.00	0.00	13.43	1.79	0.00
	Total	Male	0.00	8.75	6.93	2.40	2.55	4.88	13.84	2.99	0.75
		Female	0.50	9.50	6.50	3.18	2.00	5.00	13.45	1.75	0.00
Nuapada	Rural	Male	0.00	5.00	5.00	1.67	3.33	3.93	14.51	2.89	3.50
		Female	0.00	5.50	0.00	3.41	5.00	4.00	15.85	2.00	5.50
	Urban	Male	0.00	2.50	7.50	1.00	2.50	0.00	13.75	1.63	0.00
		Female	0.00	0.00	0.00	4.75	0.00	0.00	13.79	1.50	0.88
	Total	Male	0.00	4.50	6.50	1.59	3.13	3.93	14.42	2.73	3.50
		Female	0.00	5.50	0.00	3.98	5.00	4.00	15.12	1.83	2.42
Koraput	Rural	Male	2.00	4.00	5.75	1.67	2.80	4.00	14.35	2.24	0.50
		Female	0.50	2.00	4.25	4.84	0.00	6.50	12.97	1.78	1.38
	Urban	Male	0.00	9.50	0.00	1.50	3.25	0.00	14.50	2.33	0.00
		Female	0.00	0.00	0.00	4.50	0.00	0.00	11.50	1.50	14.00
	Total	Male	2.00	5.10	5.75	1.66	2.93	4.00	14.37	2.25	0.50
		Female	0.50	2.00	4.25	4.75	0.00	6.50	12.59	1.71	5.58
Combined Districts	Rural	Male	0.00	4.44	6.07	2.13	3.21	4.46	13.94	2.49	2.23
		Female	1.40	4.40	0.00	4.26	3.80	5.75	13.92	1.67	3.69
	Urban	Male	0.00	6.34	7.30	2.10	3.63	7.50	12.95	2.17	0.75
		Female	3.25	5.00	0.00	4.47	0.00	0.00	13.14	1.77	0.00
	Total	Male	2.08	5.03	6.29	2.13	3.30	4.79	13.50	2.44	0.00
		Female	1.93	4.67	5.75	4.33	3.61	5.21	13.21	1.90	5.25

IH = Inside the house; OH = Outside the house; OV = Outside the village

APPENDIX 1

Orissa: Demography and socio-economic profile

Orissa makes up 4.74% of India's landmass and with 36,706,920 people (according to the 2001 census) accounts for 3.57% of the population of India. Orissa has one of the largest concentrations of tribal populations in India. Over a fifth of the state population is tribal. Nearly 85% of Orissa's population lives in rural areas and depends mostly on agriculture for a livelihood.

Demography

The population of Orissa increased from 316.60 lakh in 1991 to 367.07 lakh in 2001. The population density increased from 203 persons per sq km in 1991 to 236 per sq km in 2001. The total rural population is 31,210,602 and the total urban population 5,496,318.

According to the 1991 census, scheduled castes make up 16.20% and scheduled tribes 22.21% of the total population. The sex ratio for Orissa according to the 1991 census is 972 females per 1,000 males. Orissa ranked 27th in the Gender Disparity Index in 1991 with a value of 0.639.

According to the latest estimates of the Planning Commission available for Orissa, the percentage of population below the poverty line was 48.01 in rural areas and 42.83 in urban areas in 1999-2000. According to the 2001 census, 47.15% of people live below the poverty line. This gives the state the dubious distinction of being the second poorest state in the country.

Economy

Orissa's economy is characterised by poverty, unemployment, low per capita income, low capital formation, under-exploitation of abundant natural resources and inadequate development of socio-economic infrastructure.

The economy of Orissa is basically agricultural. The majority of the workforce is composed of cultivators and agricultural labourers (44.2% and 28.9% respectively). The rest are engaged in household

industries and other occupations.

State income

The Net State Domestic Product (NSDP) increased from Rs 15861.30 crore in 1993-94 to Rs 18690.25 (quick estimate) in 2000-01 at 1993-94 prices. The per capita income at 1993-94 prices has been estimated at Rs 5187.00 in 2000-01 as against Rs 4797.00 in 1993-94.

Orissa has had huge revenue deficits year after year, leading to repeated borrowings. The outstanding debt burden at the end of 2000-2001 was Rs 21,035 crore and this is likely to go up to Rs 37,063 crore by 2005-2006. At present, the state's own revenue together with its share of central taxes and grants from the Centre falls short of the expenditure on salary, pension, interest payment and repayment of principal by more than Rs 150 crore and to meet this deficit and other expenses, the state is borrowing heavily.

According to a Government of Orissa white paper on Public & Cooperative Enterprise reforms, Department of Public Enterprises, April 2002, the state is no longer in a position to pay for the increasing needs of Public Sector Enterprises (PSEs), which have accumulated heavy losses and require heavy doses of fresh equity capital and loans to survive. The government cannot afford such expenditure, which would be better used for social development.

The social sector in Orissa is in urgent need of investments in education, health, housing, infrastructure etc. Independent professional estimates show that if only the hidden subsidies enjoyed by the PSEs were diverted to these sectors, it would have led to the creation of about 21,000 new primary schools, 26,000 kilometres of new metal roads, 17,000 new doctors, nearly 100,000 resettlement houses or 500,000 new jobs over the three years, 1997-2000.

Employment

With the increase in population and consequent addition to the labour force, the supply of labour continues to outstrip demand, accentuating the problem of unemployment and under-employment. This problem poses a formidable challenge to the state. It has been estimated that the total backlog of unemployment at the beginning of the year 2001-02 was in the order of 7.72 lakh.

Agriculture

Over 76% of the people are dependent on agriculture. According to 1995-96 figures, 81.97% are small and marginal farmers and 18.03% are semi-medium, medium and large farmers.

The major crops in Orissa are rice, pulses, oilseeds, jute, sugarcane, coconut and turmeric. Sugarcane is the chief cash crop of the state.

Drinking water and electricity

In 1981, only 14.58% of households in Orissa had a safe drinking water supply. The number increased to 39.54% in 1991. The percentage of households with electricity was 17.75 in 1981, which rose to 23.54% in 1991.

Note: All figures are from the National Human Development Report 2001, prepared by the Planning Commission and Economic Survey 2000-2001, Government of Orissa

APPENDIX 2

Orissa: Social indicators

Poverty

Orissa is one of the poorest states in India. In 1993-94 about 48.56% of the population of the state was below the poverty line. The 2001 census did not record any significant difference, with 47.15% of the population below the poverty line. In the Human Poverty Index (HPI) for 1981, Orissa ranked 31st, with a value of 59.34. In 1991 it still ranked 31st with a value of 49.85. In the 1991 Human Poverty Index (not comparable to 1981), Orissa ranked 27th with a value of 45.22.

Health

The Maternal Mortality Rate in Orissa was 367 per hundred thousand in 1998 as against an all-India figure of 407. The Infant Mortality Rate for Orissa in 1991 was 125/1,000 live births as against all-India figures of 77/1,000.

The crude death rate according to social development indicators of 2000-2001 is 10.60.

The all-India figure for under-five mortality was 152/1,000 live births in 1981 as compared to 94/1,000 live births in 1991. In 1981, under-five mortality in Orissa was substantially higher than the all-India average at 175-200/1,000 live births. By 1991 under-five mortality in Orissa was still in the range of 130-150/1,000 live births.

Literacy

The literacy rate in the state increased from 49.1% in the 1991 census to 63.6% in 2001. The male and female literacy rates were 63.1% and 34.7% in 1991. They increased to 76.1% and 51.0% respectively in 2001.

Vulnerability to natural disasters

Natural calamities — drought, cyclones and floods — strike Orissa with

grim regularity year after year.

The entire east coast of Orissa is vulnerable to cyclones of varying frequency and intensity. A supercyclonic storm of great intensity hit Orissa in October 1964. In 1971, a cyclone killed 10,000 people in Kendrapara. The supercyclone in October 1999 left the state paralysed, with its communication system and infrastructure totally wrecked. It severely affected 13 million people in 97 blocks; 9,885 people were killed.

In Orissa, almost every year more than 10 million people reel under drought. Since 2000, severe drought has led to several starvation deaths in the state. Around 11,914 villages in various districts of the state are currently drought-affected. The 1996 drought affected 26 districts and 293.48 lakh people. Orissa has faced drought several times in the past few decades but the drought in 2000 was the worst in current times. Bargarh, Nuapada and Bolangir were the worst-affected districts. The recurrent annual droughts are caused by erratic rainfall and improper water-harvesting systems.

The river Mahanadi causes regular floods in the state. In 1999, the supercyclone was followed by torrential rains leading to severe floods. During the 2001 flood, 24 districts and 18,790 villages were affected: 99 lives were lost and 96.78 lakh people affected.

Disparity amongst the districts

The coastal districts of Orissa are better-off compared to the southern districts. However, in the southern district of Malkangiri 79% of the population lives below the poverty line (BPL). In Koraput the BPL percentage is 69, in Rayagada it is also 69. In Kalahandi the BPL percentage is 79. All these districts also show lower literacy rates. In Koraput the literacy rate is 36.2%, in Rayagada it is 35.61%. However, the coastal district of Puri has a literacy rate of 78.4%, and Khorda 80.3%.

Development-induced displacement

In the last 50 years, the local population of Orissa has been dispossessed of thousands of hectares of land in the tribal regions. These lands have been brought under dam projects, industries and mines. The displaced have been poorly compensated, if at all, and many have lost their livelihoods and their homes.

Estimates claim that about 1.5 lakh people have been deprived of their livelihood in the name of national development between 1951 and

1995. Forty-two per cent of these people are tribals. A total of 2.3 million acres of land have been acquired for dams, industries, mines and miscellaneous projects in Orissa between 1951-1995. Of this, 107,000 acres were for industries. Recent trends show that a further 200,000 acres will be acquired in Orissa for industries alone during the next 10 years (Indian Social Institute, 1996).

Note: All figures are from the National Human Development Report 2001, prepared by the Planning Commission

APPENDIX 3

The state of Orissa's public services: Benchmarks for the new millennium

A summary of The State of Orissa's Public Services: Benchmarks for the New Millennium, a study by the Public Affairs Centre, Bangalore, March 2003

State and local governments are the major providers of basic services to the people. Though state governments earmark substantial resources for providing services, these investments do not automatically ensure high-quality service, equity in access or adequate efficiency. Public Affairs Centre's nationwide survey of selected public services in 2001 was an attempt to assess the effectiveness and quality of basic services from the perspective of their users.

This report presents the findings of the study on Orissa.

Why do we need citizens' feedback on services?

Governments spend a significant part of our scarce resources on basic public services. The outcome and effectiveness of this expenditure, however, are not easy to observe and measure. Governments typically monitor the progress of expenditure on schemes, and measure achievements, mostly in terms of inputs. Other reports, including *Human Development Reports*, present information on long-term outcomes such as literacy, life expectancy and other health indicators to name a few. But whether the services required to achieve these outcomes are actually delivered efficiently and meet the real needs of the people cannot be determined by expenditure-monitoring or headcounts alone. The services delivered may be of low quality, or may entail unwarranted delays. The effectiveness of public expenditure can be greatly reduced by such shortcomings.

Long-term service outcomes cannot be achieved when service delivery in the short term is not in proper order. There is a need to assess the strengths and weaknesses of service-delivery systems by benchmarking service standards. Hence, the Millennial Survey has focused on service-delivery dimensions. It assesses performance in more direct terms, for example ease of access to facilities, the immediate benefits in terms of quality of service and user satisfaction. These indicators on quality and satisfaction with services (for example, frequency of breakdown of

handpumps, satisfaction with behaviour of doctors and the display of prices at ration shops, etc) are measures of current performance, and provide a basis for corrective action.

Underlying the survey is the belief that feedback from the people who are at the receiving end of public services can effectively help fill the information gaps in assessing the effectiveness of public expenditure. Citizens who interact with service-providers and receive their services are not experts on the technologies and delivery systems of the services. Nevertheless, they can shed useful light on the efficiency and effectiveness of the services. For example, citizens can testify whether in fact they are able to avail of a service on the conditions specified by the provider and report the level of their satisfaction with the responsiveness of the service-provider. Such feedback is a cost-effective way to articulate the 'voice' of the people. If the feedback is positive, there is a good chance that public expenditure is leading to desired outcomes and impact. If it is negative in important respects, chances are that scarce resources may have been wasted. Citizen feedback can thus provide early warning signals that could be used by governments to redesign services and make mid-course corrections so as to improve the service outcomes.

How do we assess these services?

A service is completely effective only when its users are satisfied with its implementation. This study attempts to measure effectiveness by examining public services in four key aspects:

Access: Proximity of users to the service provided.

Usage: To what extent they use it.

Reliability: How dependable the service is.

Satisfaction: The user's rating of the overall effectiveness of the service.

The survey focused on five basic public services provided mainly by the government. These are services that matter a great deal to the weaker sections, such as drinking water, health, road transport, the Public Distribution System (PDS), and education and child care.

The survey covered 105 villages drawn from 10 districts in the state of Orissa. The districts were Baleshwar, Bhadrak, Jajpur, Kendrapara, Jagatsinghpur, Sambalpur, Bargarh, Sundargarh, Mayurbhanj and Bolangir. Responses were collected from 1,239 households selected through multi-stage stratified sampling. The rural sample was drawn

from 10 districts in the state of Orissa, spread over three geographical regions (coastal Orissa, Gondwana and the Orissa hills). Roughly one-third of the sample was from urban areas comprising six towns, spread over five districts. This report presents the findings for the state, including state variations, in relation to the five services.

How have Orissa's services fared?

Assessments across the four key attributes (access, usage, reliability of service and satisfaction) of public services carried out in this survey throw light on the variations that exist among the services across different regions in the state. The state has succeeded in providing good access to its citizens with respect to government primary schools where it performs significantly better than many other states, in all the districts. Access to drinking water within 100 metres and PDS outlets both are around the national average figures. Access to medical facilities and the availability of public buses are below the national average. Usage of public buses is marginal in Orissa; private operators lead in the provision of this service. There is a high intensity of use for all other public services when compared to the nation as a whole.

Dependence on government primary education facilities is greater than in many other states in the country. Over 90% of citizens use government medical facilities for major and minor ailments, which is more than the rest of the country on the whole. Ownership of ration cards is reported to be higher than the national average; also, almost all card-owning households in the state use fair-price shops although satisfaction levels remain lower than in many other states.

As far as reliability of public services goes, Orissa is behind many states in providing regular availability of foodgrain. Reliability of public water sources and the presence of doctors at health centres are, however, higher than the national average. Where Orissa fares badly is in reliability of education, where satisfaction with the behaviour of teachers in primary schools is below the national average. On the positive side, awareness of midday meal schemes is much higher when compared to the nation as a whole.

Perhaps the most realistic picture of the efficacy of public services in Orissa is seen through citizens' satisfaction levels. In this regard, across the board, the state is behind the national satisfaction figures. The biggest difference is in satisfaction with the quality and quantity of drinking water, which is considerably lower than that for the nation as a whole. In the case of full satisfaction with government health facilities, the state lags behind many other states in the country. Full

satisfaction with the quality of school buildings and toilets is also relatively lower than in many other states. What is of significant interest while evaluating public services in Orissa is that overall, usage of services is extremely high, except for public buses, but satisfaction with these services is very low. The question is: Why the uniformly poor scores for satisfaction across the state?

How do the districts vary in performance?

Cluster I (Baleshwar and Bhadrak) does relatively better than the other districts when all services are considered. The other districts do well in some aspects and not so well in others. Certain services are extremely good in certain districts, examples of this being access to drinking water and government primary schools in Cluster III (Sambalpur and Bargarh). Cluster I (Baleshwar and Bhadrak) is the better performer as regards the PDS. Access to government buses in the state is very low and usage minimal. In overall terms, health services in Cluster I outshine the other districts. Mayurbhanj performs poorly in terms of access to public protected drinking water, PDS outlets and government health care facilities.

Have the services done well for the poor?

Disadvantaged sections, which comprise SC/STs, households from small villages and households with income capability disadvantage, show a greater dependence on public services than in other sections. In the case of SC/STs there is no significant variation across any of the indicators. We find that even though access to drinking water is greater among smaller villages, the penetration of public services like health care, primary schools and anganwadis is significantly lower in smaller villages. This calls for identifying more effective ways of delivering services in these locations and to these segments of the population.

Even though poorer sections have slightly lower access ratios to public services, the difference is not substantial enough to make a case for discrimination. However, there is some uniformity in health, where access is lower for the poorer sections, and they also report a lower frequency of the presence of doctors at health care centres. This, along with generally higher levels of dissatisfaction across both primary education facilities and health centres, perhaps denotes a lower intensity of service to people in these areas. Rural areas are worst-hit in the access parameter. They have less access to protected drinking water and health care facilities, while dissatisfaction figures for PDS are generally higher for rural areas. Hence, this area needs greater attention from the government in resource allocation for these services.

What should Orissa do?

Evidence in this report highlights the need to rethink the strategy for the planning and delivery of public services in the state. Across the board, people gave low marks to the quality/reliability of the services. Spending public funds on civil works is a necessary, though insufficient, condition for the efficient delivery of services. Further reflection on the meaning of these findings and a careful diagnosis of the underlying reasons could help improve the government's strategy for providing efficient and equitable public services to all citizens of the state.

Regional disparities within Orissa are nothing new. But increased budgetary allocations may not necessarily solve the problems highlighted in this report. The contrast between the performance of PDS services and health care shows that there may be something more to it than spending money. Health care depends a great deal on the skills, incentives and attitudes of the people who deliver the services. Better systems of human resource management, tighter monitoring and reward and penalty systems may well result in improved performances in such cases.

The government could also explore alternatives for the delivery of public services. In transport, government buses are little used; the private sector is playing a significant role. Where private provision is easily available, it is better for the government to encourage such development and progressively divert public resources and attention to locations where weaker sections are concentrated.

While access to services may not be a major issue for the state's population as a whole, disaggregated analysis indicates that access to and use of some essential services is a problem for the poor who live in remote and small villages; it is the intersection of locational disadvantage and poverty that lends intensity to the problem. Economies of scale may be such that it becomes too expensive for the government to deliver services in small and remote villages. Getting personnel to serve in such locations is an uphill task. The answer may lie in finding other options including partnerships that are able to perform the job better. A number of NGOs and corporates have experimented with service delivery in rural areas. A major challenge is to provide incentives for non-government groups to shift their attention to specified locations for service delivery.

Also in the CYSD Public Education Series



The Vanishing Poor: *A study of the shrinking coverage of pro-poor issues in the print media*

Forty-seven per cent of Orissa's people live below the poverty line. Yet, this study of five Oriya newspapers and four English-language papers reveals that Oriya newspapers devote less than 4% of their total space to pro-poor and social development issues. The English-language newspapers devote less than 1% of their space to issues concerning the poor. The few stories that do appear lack depth and analysis.

Clearly, politics, business, entertainment, sport and advertisements are edging the poor further and further into the margins. Newspapers have reporters on the food and fashion beats, but few have correspondents to cover rural poverty or labour issues any more. Though it is the democratic function of the media to monitor and reflect the condition of society as a whole, the poor seem to be vanishing from the news pages.

What happens when the press fails to signal the weaknesses of society? Why has the Indian press, which arose out of the freedom struggle, abandoned its activist role? What do publishers and mediapersons feel about the diminishing coverage of pro-poor issues in the Indian media? Do readers themselves feel that the press is representing their concerns and needs adequately?

About CYSD

The Centre for Youth and Social Development (CYSD) has been working to improve the lives of the poor and deprived in Orissa since its inception in 1982.

CYSD carries out community development programmes in direct partnership with the poor and marginalised in remote tribal districts of the state. Its grassroots activities are aimed at enabling people to create their own institutions to fulfil their needs and secure their entitlements. It extends capacity-building support to primary-level community-based organisations (CBOs), secondary-level NGOs and other tertiary development organisations and networks to accelerate the process of social change. It also engages in policy research and advocacy on issues concerning the poor, trying to reorient development policies and paradigms along their needs and aspirations.

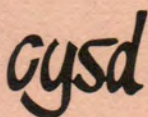
CYSD strategic wings include the Centre for Human and Sustainable Development (CHSD), the Development Resource and Training Centre (DRTC), and the Centre for Policy Research and Advocacy (CEPRA). RACHANA, a centre for disaster response and preparedness, was formed in the aftermath of the 1999 supercyclone.

CYSD's development projects span 373 villages and 7 slums in nine districts of the state, from the tribal districts of Koraput, Sundargarh, Keonjhar and Mayurbhanj to the urban slums of Bhubaneswar and the coastal districts of Puri and Jagatsinghpur, which are most vulnerable to natural disasters.

The Centre is part of several alliances including Social Watch, and was awarded the National Environment Award in 1989.

In Koraput district of Orissa, a person below the poverty line spends up to seven hours each time he/she accesses subsidised foodgrain from the public distribution system or accesses public health facilities. In Badaposi village, Keonjhar block, villagers spend all day getting to and from the nearest PDS outlet 12 km away. One villager has visited a primary health centre eight times to get a death certificate for her husband that would entitle her to the National Family Benefit Scheme.

Forty-seven per cent of Orissa's people live below the poverty line. The government has a number of social security and poverty alleviation programmes in place for them. However, this first-ever time use survey on the hours spent by the poor in accessing public services reveals that the net value of these services to those entitled is at best marginal, and at worst zero and even negative. The value of the public services is greatly diminished by the loss of wages for the hours spent accessing the services. Multiple visits in quest of inaccessible or unavailable services can make the process of availing of public services counter-productive for the poor. This is a startling revelation.



Centre for Youth and Social Development