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Editor's Note



Odisha observes March 5th, the birthday of legendary leader Biju Patnaik as the Panchayati Raj Divas. Year long celebrations have been planned to mark the 100th birth anniversary of the former Odisha Chief Minister. Perhaps no other local self government attracted the nation-wide media and the attention of international scholars as that of Panchayati Raj system in Odisha.

George Mathew in his book Panchayati Raj- from Legislation to Movement states that "when a determined Biju Patnaik during his second term of Chief Minister of Odisha wanted to awaken the State from its backwardness and apathy, he realized that without grass-root level democracy nothing could be achieved. Therefore, he went ahead with elections to Municipalities, Gram Panchayats and Panchayat Samitis much against the wishes of many senior leaders. This happened in early 1992 but it assumed the proportion of an institutional revolution in the State as was evident on 5th of March 1993, the birthday of the legend, when Bhubaneswar was spruced up to celebrate the Panchayati Raj Divas. The assembly of about 16,000 elected representatives of Panchayat deliberated at the Kalinga Stadium for two days. What made Bhubaneswar meeting significant was almost half the participants were women". Odisha has been the first State to implement 33 % reservation of seats for women in Municipalities and Panchayats at a time when the Centre was only deliberating on this issue. It is to our privilege that under the leadership of our present Chief Minister the reservation of seats for women in the 3 tier Panchayati Raj system has been enhanced to 50 %.

The Panchayati Raj Divas celebrations demonstrated that Biju Patnaik consciously built women's power as well as younger leadership for Panchayati Raj. It also clearly demonstrated that democratic leaders from all political hues were not hesitant to declare their solidarity with him on this issue.

Under the leadership of our present Chief Minister Shri Naveen Patnaik, our State is now transitioning from a historic high to an economic high. Glorified as it is for its illustrious heritage our State has also become an IT, Education and Business hub as well. Such is its glory and visible development that it is now a balanced growing State where there is all-round development. We are proud that while celebrating the 100th Birth Anniversary of legendary leader Biju Patnaik, our State Capital, the temple city Bhubaneswar has been acknowledged as the first Smart City of the country. Odisha, the silent beauty, the unobtrusive Juggernaut is well on its path in its characteristic self effacing manner.

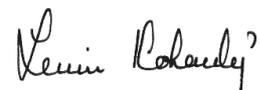
Government of Odisha is committed to convert all Kutchha houses to Pucca houses by the year 2019. The objective of the scheme is to provide new houses to the deserving and genuinely poor rural household. Rural infrastructure primarily Bijli, Sadak and Pani is being provided to every revenue village in all the districts of the State through Gopabandhu Grameen Yojana and is being entirely funded by the State Government. As the State celebrates the International Women's Day on the 8th of March, lots of developmental activities are being undertaken by the Government of Odisha for improving their condition, bringing parity and equality in households and official spheres as well. Women are also being empowered to take care of themselves and also to be a part of the development process. The State Government aims at a holistic, inclusive development within the State.

Our State has attracted investments to the tune of Rs.56,000 crore, during the Odisha Investors' Meet in Mumbai. Our Government has unveiled the new Odisha Industrial Development Plan 2025 with a view to attract investment of Rs.2.25 lakh crore and to generate 10 lakh jobs by 2025 and catapult to a high growth trajectory. Business leaders from across the globe including China, Japan, Germany, Korea and Indonesia who participated in the Mumbai event praised the industrial reforms in Odisha such as launching of Mobile App, On-line Monitoring system and Land Bank. Under the leadership of our popular Chief Minister, overwhelming interest of the prospective and existing players in venturing to Odisha is palpable. Odisha Government is now pro-actively technical, risk-friendly and commerce savvy.

Union Railway Minister Shri Suresh Prabhu presented the Railway Budget 2016-17 in Lok Sabha. Hon'ble Chief Minister has stated that the total outlay for the 2016-17 is Rs. 4682 crore against a demand of Rs.5000 crore which is a hike of 30 % from last year's outlay. Hon'ble Chief Minister appreciated the enhancement in the outlay and requested the Railway Minister not to revise this downwards like previous year. Besides Railway Budget, a landmark decision by Hon'ble Supreme Court has caught the attention of the whole nation. Expressing concern over the damage to public and private properties during violent protests, the Supreme Court stated that it would lay down parameters to fix accountability for losses on organizers as country cannot be held ransom during agitation.

People from all strata within our State are taking benefit of the development processes initiated by the Government under the leadership of Shri Naveen Patnaik. Odisha now has a remarkable political stability and progressive and robust governance system. The State has witnessed robust economic growth of more than 8 % in 2014-15 and is poised to grow at 12 % by 2020.

We are grateful to our Chief Minister for having brought forward an institutionalized revolution through the 3-tier system of Panchayati Raj. On the occasion of the birth centenary of the legend, the people of the State should stand united, be rock-solid and take pride that they are Odias.



Editor, Odisha Review



GOOD GOVERNANCE



Panchayati Raj Department Ensuring Inclusive Development

The Panchayati Raj Department in our State have been entrusted with implementation of various Poverty Alleviation Programmes in the State. The Poverty Alleviation Programmes mainly cater to the needs of rural families living Below the Poverty Line. These Programmes can be grouped under the following four broad categories:-

1. Rural Housing Programme

i) Indira Awaas Yojana (IAY):-

The scheme provides coverage of at least 60% SC/ST BPL rural households and 40% from other categories. Priority is given to freed bonded labourers, fire victims, families of defence personnel and paramilitary force killed in action and differently abled persons. The beneficiaries are selected by Gram Sabha/Palli Sabha from among rural families living Below Poverty Line. Grant-in-aid is provided to the beneficiaries under the scheme and houses are constructed by themselves.

Up to January, 2016 an amount of Rs 1854.99 crores have been utilized against the total available fund of Rs.2913.93 crores. 432554 houses have been completed during the year.

(ii) BIJU PUCCA GHAR YOJANA (BPGY)

Govt. of Odisha is committed to convert all the Kutchha houses to Pucca houses by the year 2019. The State Govt., with a view to achieving this objective, launched



" Biju Pucca Ghar Yojana" (BPGY) during the year 2014. The objective of the scheme is to provide new houses to the deserving and genuinely poorer of the rural household not having any pucca house and selection will be made based on the data on Kutchha houses available in SECC, 2011 survey. The unit cost for construction of new pucca house is Rs. 70,000/- for non-IAP district and Rs. 75,000/-- for IAP district. The selection of beneficiary is done by a district level committee

under the Chairmanship of District Collector along with Hon'ble MPs, MLAs of the district and President Zilla Parishad as Member.

The entire fund is provided by the State Government. Up to January, 2016 an amount of Rs.709.55 crore have been utilized against the total available fund of Rs.1129.16 crore. The utilization of fund is 63%. 86094 number of houses have been completed out of 93234 number of houses taken up as target.

It is a record time achievement under rural housing scheme in terms of completion of 518648 against the target of 700000 houses under IAY and BPGY.

2. Wage Employment Programme

Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS):-

The basic objective of this scheme is to enhance livelihood security of the rural poor in rural areas by providing at least 100 days of guaranteed wage employment in a financial year to every household whose adult members volunteer to do unskilled manual work. This work guarantee can also serve other objectives like generating productive assets, protecting the environment, empowering rural women, reducing rural-urban migration and fostering social equity among other. The scheme is being implemented in the State of Odisha in a phased manner with effect from 2006.

It is a Centrally Sponsored Programme with the following funding pattern between the Centre and the State. While the Central Govt. will bear the entire cost of wages of unskilled manual workers and 75% of material cost and wages of skilled and semi-skilled workers, the State Govt. will bear 25% of material cost and wages of skilled and semi-skilled workers.

During the financial year 2015-16 (till January, 2016), 573.74 lac person days have been generated against the target of 760.06 lac person days as per the approved labour budget. A sum of Rs 1568.98 cr. have been incurred as expenditure against the approved labour budget amounting to Rs.2336.43 cr. for the year 2015-16.

The job seekers in the drought affected areas are provided with 50 days of additional working days along with 30% extra wages i.e. Rs.226.00 per day.

3. Self Employment Programme

National Rural Livelihood Mission (NRLM) :-

The National Rural Livelihood Mission (NRLM) - Aajeevika was launched on 3rd June, 2011 to reach out rural poor households, organized them into women Self Help Groups (SHG), enable them to access financial resources, improve their livelihood, access their entitlement through continuous handholding and nurturing till they come out of abject poverty. NRLM has adopted a strategy of universal social mobilization of all poor households into the fold of SHG network through universal social inclusion, financial inclusion by adopting appropriate livelihood strategy. It is a centrally sponsored programme and is being implemented in a mission mode through Odisha Livelihood Mission. The financial assistance in form of revolving fund, vulnerability reduction fund and community investment

fund is provided to the CBOs. Odisha Livelihood Mission (OLM) is the implementing agency of the Panchayati Raj Department, Govt. of Odisha.

In the Current Financial Year, Out of the total fund available Rs. 111.58 Crore out of which Rs. 83.86 Crore has been spent by January, 2016. 4748 new SHGs have been promoted against the target of 6650. 3 Gram Panchayat Level Federations (GPLFs) have been formed against the target of 30. In total NRLM is working with

1489 GPLFs in the state. Startup and Institutional Building fund has been provided to 33 GPLFs against the target of 72 amounting 5.93 Crore. Pro Poor Inclusion Fund (PPIF) has been provided to 8255 SHGs against the target of 6600 SHGs amounting 12.08 Crore. 13021 BPL Candidates have been trained under RSETI against the target of 19800. 139 Producers groups have been provided IB and CB fund against the target of 862. 207 GPLFs have been provided with Community Investment fund against the target of 313 which amounts Rs.33.09 Crore. 40848 SHGs have been credit linked against the target of 60346 amounting 455.00 Crore.

(B) Deen Dayal Upadhyaya Gramin Kaushalya Yojana (DDU-GKY):

Deen Dayal Upadhyaya Grameen Kaushalya Yojana (DDU-GKY) is a Placement

Linked Skill Development scheme for rural poor youth. This initiative is part of the National Rural Livelihood Mission (NRLM). DDU-GKY is a rural poverty alleviation initiative with an objective of addressing aspirations of rural youth and also creating a skilled and productive workforce for domestic and global jobs. The skilling courses are undertaken by Project Implementing Agency (PIA) in a PPP mode. DDU-GKY projects are funded by Central and State Government in the ratio of 75:25. DDU-GKY targets rural youth from poor families in the age group of 15 to 35 years. Odisha Livelihood Mission (OLM) is the implementing agency of the Panchayati Raj Department, Govt. of Odisha.

During the year 2015-16, 28,246 rural youths have been trained under the scheme against the target of 50,000 rural youths.

4. Infrastructure Development

(i) Gopabandhu Gramin Yojana (GGY) :-

It provides additional developmental assistance to all the districts of the State. The principal objective is to provide rural infrastructure primarily Bijli, Sadak & Pani to every revenue village in the district. It is a State plan scheme launched in 2006-07 and the entire fund is provided by the State Government, Expenditure to the tune of Rs.55.19 crore have been incurred up to January, 2016 in the current financial year 2015-16 against the available funds of Rs.336.02 crore. 3193 number of projects have been completed out of 3445 works taken up.



(ii) Cement Concrete Road (CC Road) :-

The State Government have decided to give thrust to the scheme for construction of cement concrete roads in the villages in every nook and corner of the State with special focus on SC/ST/PVTG (Particularly Vulnerable Tribal Group) habitations.

It is a State plan scheme launched in 2010-11 and the entire fund is provided by the State Government.

Expenditure to the tune of Rs.201.48 Crore have been incurred up to January, 2016 in the current Financial Year 2015-16 against the available funds of Rs.274.60



Crore. 7623 number of CC roads have been completed out of 9596 number of CC Roads taken up.

(iii) Finance Commission Award (FCA)

The 14th Central Finance Commission and 4th State Finance Commission Grant have created enormous opportunities for Gram Panchayat by way of huge transfer of fund with effect from 2015-16 to 2019-20 to provide basic services at local level, creation of durable assets to augment their resource based and enable them to achieve self sufficiency in the long run. These grants are intended to strengthen delivery of basic services like drinking water supply, sanitation, street lighting, sewerage, maintenance of community assets, burial and cremation ground, Kalyan Mandap, bathing-ghat, solid and liquid waste management etc. The activities are to be undertaken for utilizing these grant is to be worked out as per the Annual Action Plan prepared at the GP level by adhering to the guideline issued by the Govt. in Panchayati Raj Department and also as per the Ama Gaon - Ama Yojana Scheme. The earmark fund against different components are being released to 3-tier PRIs in a phased manner. A sum of Rs.1222.13 cr. is planned to be released to all 3-tiers PRIs during the year 2015-16 out of 4th SFC grant while Rs.2817.89 Crore has been released so far. Rs.955.52 cr. has been released under 14th CFC only to Gram Panchayats.

Biju Patnaik: The symbol of Democracy, Development and Empowerment

Prof. Surya Narayan Mishra

The birth centenary of legend Biju Patnaik is accepted by an average Odia as an opportunity to pay their regards and tributes to one of all time great son of the soil. Centenarians in our country have initiated festivities, discussions and evaluation of contributions of the person whose 100th birthday is being celebrated.

Late Biju Patnaik, who was born on 5th March, 1916 and left for heavenly abode on 17th April, 1997 had more than five decades of eventful life in this state in particular and in India in general. He was in his young days a spirited person and even in his 20s and early 30s exhibited courage, conviction and devotion as a patriot. He was a freedom fighter with a difference. From studentship of Ravenshaw College he moved to his dream profession by joining Aeroplane Training Centre and after completion of the training joined Imperial Royal Air Force as a pilot.

From his young days he was attracted towards Gandhi. Being spirited and adventurist he was moved by the spirited words of Netaji

and also the humble words of Gandhi who stood for truth and non-violence. Thus Biju emerged as a nationalist of different order. This character was evident when despite being an employed pilot in Imperial Royal Force, he could secretly associate



in air dropping prominent freedom fighters like J.P, Lohia, Ashok Mehta, Aruna Asaf Ali. For this type of anti-national activities in the eyes of colonial administration he was arrested in 1943 and served a two year jail term in Red Fort. His heroism was acknowledged by both Gandhi and Nehru and this inducted him into National politics.

From flying in the sky Biju was grounded to understand the realities of life and represent

people. He became a member of Orissa Assembly before India achieved freedom. That was the beginning of his never ending journey to the temples of democracy. In fact he became legislator in 1952, 1957, 1961, 1972, 1974, 1980, 1985, 1990, 1995 and he also represented Orissa in Lok Sabha in 1977, 1980, 1996 and Rajya Sabha once during his illustrious legislative career. Except 1967 to 1972 he had not remained outside the fora of government by discussion. He had highest respect for public opinion. He was fearless in his action. He always respected the opposition. This was evident when on a sensitive issue against one of his cabinet colleague, he preferred the enquiry to be conducted by the leader of the opposition. He was not a stickler to power. He could have claimed a berth in the cabinet in 1959 when he took initiative to form Congress -Ganatantra Parisad coalition to save dissolution of the House. He did not.

In 1961 first mid-term poll to Orissa Legislature under his presidentship, Congress for the first time secured a comfortable majority in the House. He became Chief Minister. His brief tenure as Chief Minister was action packed. He gave priority to power to the people and initiated a number of welfare schemes. His proximity with Prime Minister Nehru helped him to prevail over him to get Regional College of Education, Sainik School, Sunabeda Mig Factory, Regional Research Laboratory of CSIR and the Agricultural University. Had he completed his term the people of the state would have seen the state growing from strength to strength. After India's poor show in China-India war and the no-confidence motion against Nehru Government there was initiative to save Congress for which sacrifice was required from Congress ministers. It was known as 'Kamraj Plan'. Among half a dozen ministers resigned to join save Congress movement. The plan was not intended to see Biju

Patnaik resign from Chief Minister of a state where he was heading the government for only twenty seven months. This proved what amount of personal sacrifice one can give to save a democratic system. The Assembly which saw him sitting at extreme end of the right arch missed him till he returned to adore the house from same seat for five long years from 1990-1995. He cherished some democratic values. From a freedom fighter he turned in to a politician representing the largest political party in the country. The poll debate of 1967 and internal crisis of the party at the national level victimized him. He was denied a ticket to contest for Rajya Sabha poll. Even Nehru could not bring stable majority for the party in the state during the one-party dominant era. In 1952 and 1957 Congress failed to reach the coveted figure. It was Biju as the PCC chief took leadership of the Congress Campaign and earned a decisive victory. The same party forgot the contributions of this man to freedom struggle and bringing glory to the party. A crest fallen Biju had to leave the party after the Congress split and in fact he was attracted by the kind and style of leadership given by C.N. Annadurai by capturing power in 1967 Madras Assembly election under a regional party flag-D.M.K. In 1971 mid-term poll Biju lost all seats he fought but not his brain child Utkal Congress. It secured a prestigious position in the mid-term poll and it also became a partner of Swatantra Utkal Congress-Jharkhand Coalition under Late Biswanath Das. Meanwhile he became a member of Rajya Sabha, the entry was denied to him earlier and in 1972 he entered into Orissa Assembly by making a record margin victory in a By-poll from Rajnagar Constituency. All anti-Biju forces led by Congress were against him. But he won the accolades of the electorate and till his death he remained either a legislator or a parliamentarian. He lost Bhanjanagar Lok Sabha election in 1971 by over a thousand votes but in

1996 Lok Sabha poll he won both from Cuttack and Aska Lok Sabha Seats. He resigned the former and till death the son of Ganjam continued to represent Ganjam in the national legislature.

Besides his love for democracy he was keen on development. He was one of the entrepreneurs in the state and the Chowdwar Industrial Complex remembers it. The Kalinga Iron and Steel Company was a big initiative during the pre-industrial era in the country. But his involvement in the politics and taking care of a political party killed the zeal of the legend to become an ace industrialist. He had to sell all his pet products to save his new agenda.

His heart was crying for Orissa and the poverty and underdevelopment of the state provoked him to initiate many projects and direct many ideas. He made industry to reach panchayat samitis. Basing upon local raw material and requirement he initiated a zeal among Panchayat Samitis for panchayat industry which were not mega projects. For excellence among them he fielded the idea of competition for excellence and monetary award to successful samitis. He was the father of the concept of 'State Planning Board'. In fact he became chairperson of the state planning board. One of the most conflicting but courageous attempt he took was the Paradeep port which is the new gateway to our success. He was aware of the mineral resources of the state. It can land the state ahead of other states, he knew. But there was lack of infrastructure. The state had many jettys but no port. He not only initiated the port outside patronage of planning commission but gave a new direction to free flow of raw material to the port through 'Express Highway'. The export of raw material out of abundant deposits, he thought, the state would swim amidst prosperity. He had also area development plan at Paradeep-port based iron

and steel company, oil refinery and other ancillary industries. The development agenda and the road map drawn by him required him to stay at the apex of decision making body. But the State was unfortunate to lose him when he took a wrong decision to step down under Kamraj Plan.

He missed the opportunities in 1973 when the then Governor despite support of the majority members of the House recommended imposition of Central Rule. In the Judicial intervention relating to above episode the Orissa High Court had made some pertinent observations.

Biju was detained under MISA during emergency and emerged as 'Hero' in post emergency elections. He led the Janata Party to victory and preferred a Central position in an 'Economic Ministry of the Govt. of India' as Cabinet Minister of steel and mines the state could get a 'Nava Ratna' enterprise NALCO.

Development and Biju are taken as synonymous terms. He identified development concerns, development challenges and bottlenecks for development. In 1961 besides indoctrinating people towards industrial development, he located both fire and flood as twin tragedies for rural people. He intended that the straw houses at villages should be converted into fire proof tile roofs. Similarly the flood havoc in the state both during pre-independence and post-independence period was properly assessed by him and he worked for a second dam at Tikarpada over the River Mahanadi. For this purpose he also persuaded Nehru to visit the site and appreciate his dream project. He thus envisaged a flood free, power rich and industrialist friendly state. For all these, poverty of the Odias was the propelling force for his initiatives.

In today's development jargon we often use the term empowerment. Biju Babu was not concerned with such terms. He wished for real empowerment of people. His concept was comprehensive empowerment. He looked ahead for a developed state where the inhabitants of the state will have better buying power. For this, he along with, the then Governor Dr. A.N.Khosla prepared a draft proposal known as 'Decade of Destiny' which included linking of the rivers to develop better irrigation facilities, communication, transport, market and better dwelling places.

He was instrumental in revising the minimum wage in the state from eleven rupees to twenty five rupees. He, during his second term as chief minister, was unhappy with himself and socio-economic situation and related political fallout in early 1990's. An adventurer of 'Nehru Era' and 'Passive unlooker' of 1990's was very painful for him. He looked forward for real decentralization and power to the people, a change in federal system for better fiscal federalism, socio-economic empowerment of women,

development of tribal Odisha and tribal population. As chairman of National Austerity Committee Biju Babu might have become eyesore of many, but he actually wanted cost-effective governance, so that real development of the country and much awaited empowerment of the people can happen.

Today, the country needs hundreds of Biju Babu to give right kind of advice and direction. He was popular but not populist. He envisaged an industrial Odisha but he was no less than professional socialists. He was a statesman among politicians and politician among statesman. Let people of my state understand him properly on his 100th birthday.

Prof. Surya Narayan Mishra, 60, Royal Garden, Patia, Bhubaneswar.

Daredevil Dreamer – Biju Patnaik

Dr. Saroj Kumar Patnaik

“Politicians seldom had an exciting life, save their biographers’ – Biju Patnaik was an exception. His life and adventure made him a startling exception in the annals of Indian Politics. He is one of those few octogenarian Indian Politicians who would make an interesting biography, such has been his adventurous career before and after he joined politics.” His long political innings has seen many highs and lows. Julian Huxley, in his memoir described Biju Patnaik as a “remarkable Indian whose adventure will surely fill a book”.



Biju Patnaik, son of a prosperous advocate Laxmi Narayan Patnaik knew no poverty in his childhood, who had received inspiration from his father to be fearless in his life. He always desired that the younger generations should be fearless and straightforward in the face of all possible obstructions.

While he was a student in Ravenshaw College, Cuttack he became a pilot of Indian National Airways and acquired a place of honour

and courage. He topped the list of selected apprentices of the Imperial Royal Force in 1934. He undertook hazardous flying missions first with the Royal Indian Air Force and later with the

Indian National Airways earned with the sobriquet of a ‘dare-devil Pilot’. Once Biju Patnaik along with his father and two brothers went to attend a party with the most powerful the then Governor of Odisha Sir Hathorne Luis and Parlakhemundi Maharaja, the Prime Minister of Orissa.

The Maharaja of Parlakhemundi introduced Biju Patnaik to honourable Governor,

“Your Excellency, I have the pleasure to introduce you to Bijoyananda Pattanayak, son of our friend Laxmi Narayan Patnaik”

Honourable Governor congratulated him “Hallo, Biju”, replied Biju Patnaik ‘Hallo, Lewis’. Governor was stunned, so also Maharaja and all others. Biju Babu was undisturbed. How daring he was.

Biju Patnaik, as a pilot was engaged in Air Transport Command covering the Middle East, China and Far East during the Second World War period. The final struggle against British rule in India was launched on the 9th August 1942 and many young men and women of our country emerged into standard bearers of the Quit India Movement launched by Mahatma Gandhi. Among the thousands who came forward to take up the challenge, Biju Patnaik, Chief Pilot of the Dalmia Jain Airways, was one of the most fearless (and veritable dare-devil) who mobilised his fellow pilots and inspired them to help the 'Underground directorate' comprising of Jaya Prakash Narayan, Achyut Patbardhan, Aruna Asaf Ali, Ram Manohar Lohia, Acharya Narendra Dev and some others. In 1942, alongwith Jaya Prakash Narayan and others and other senior officers of Armed forces serving with Netaji's INA, devoted themselves in the underground movement after Gandhiji's Quit India Movement was suppressed by the British Govt. While flying the British to safety from Yangon he also used to drop leaflets from his plane supporting the cause of INA, laid by Subhas Chandra Bose. He paid no heed to the alien govt. who wanted to desist him from such misadventures. The young rebel was arrested for this subversive activities on 13th January 1943 to the end of 1945. He came to lime light and was in direct contact with Pt. Nehru.

During the Second World War, it was Biju Patnaik who pioneered risky operations across the Himalayas to help the Chinese revolutionaries in Chiang Kasisak's China. He once flew all the way to Stalingrad on yet another mission. The British Govt. particularly appreciated his efforts to evacuate British families from Rangoon (Yangon) when the Japanese invaded Burma (Myanmar) during the Second World War. A daring pilot who made headlines by landing the first aircraft carrying Indian troops in Srinagar in 1948 when Kashmir was threatened from across

the newly created border. Biju's exploits in the sky are a legend.

While his love for the country, had his opposition to British rule made him plunge into India's freedom struggle in a daring and different manner as a young man. Biju Patnaik played a role in the Indonesian Freedom Movement also during 1946-47. He became internationally known, when under Nehru's instruction he conducted sorties to Indonesia under Dutch threats to fly out several leaders spearheading their country's independence struggle that time.

In what can be aptly described as a drama in real life, a perilous air-voyage in his historic adventure he took-off in an old fashioned Dokata with wife Gyan Patnaik and some others on board for Jakarta where the rebels headquarters was located. As he landed in Singapore, came a Dutch message threatening that his air-craft would be shot down if it entered the Indonesian air-space.

Biju Babu roared from his hotel room :

"Resurgent India doesn't recognise Dutch colonial sovereignty over the Indonesian people. If my air-craft is shot down, every Dutch plane flying across Indian skies will be shot down in retaliation".

He also dashed off a message to Prime Minister Pt. Nehru : "Take necessary steps should my air-craft is shot down."

As the world watched him with admiration, the 32 year old pilot eluded the Dutch land in Jakarta and flew back to Delhi Indonesian leaders including Mohammed Hatta for holding confabulation with Pandit Nehru and Sardar Patel. At the behest of Pt. Nehru, he also rescued Sultan Sjahrir in one engine plane (the other being destroyed by the enemy), the then Prime Minister of Indonesia and flew him back to Delhi. Biju Patnaik, thereafter, became the focal point of all

activities relating to Indian support to the Indonesian freedom struggle. He was also called upon by President Sukarno to carry out certain top secret and important assignments for their government with senior British Cabinet Ministers like Sir Stafford Cripps; Mr. Bevan, the foreign minister of U.K., having full authority of the President and his government. A grateful Indonesia decorated Biju Patnaik with its highest civilian honour "**Bhumi Putra**" in return for the bravery the Indian leader displayed at its hour of crisis. This his background is one of the challenge, adventure, fearlessness and seeking perfection in every sphere of his activity. He was a dare-devil freedom fighter with patriotic adventure par excellence. His mind was as broad as sky and high as Himalayas. The call of the unlimited sky made his mind romantic. He was endowed with exceptional talent and courage.

Pt. Nehru also sought his help to thwart Pakistan's sinister design of occupying Kashmir. The King of Kashmir Maharaja Hari Singh has already signed the **Instrument of accession** with India on 26th October 1947, but Pakistan had by then, forcibly occupied a major chunk and was advancing towards Srinagar. An hour delay would here turned the pages of history to cost India heavily. The Bannihal pass was closed but the Indian troops had to be taken to Kashmir valley through a narrow strip which really posed a challenge for mercurial pilot. However, Biju Babu flew to the valley in his plane with troops on 27th October 1947 and forced Pakistan to recede. Though more recognised as a Politician, once he reminisced, '**flying is my first love, and though it has dimmed with age, it still remains so.**'

Once his plane crashed inside a forest. He survived for four days without food and finally pushed the plane out of the forest and was rescued. But he was unaware of the incidents happened at Anand Bhavan, at that time, said Er. Ajit Mohapatra, his nephew. Recalling the incident

on that day as narrated by his mother (Biju Babu's sister) he said, "I had finished lunch while my mother was sitting to start it when a telegram came. I read it became sad but kept quite. My mother told what is the telegram all about. I said, you finish your lunch and I shall tell you. She said, never mind tell me. So I told her that Royal Air Force has informed that "Biju is missing and untraceable", which means most likely he is dead. But the brave Ashalata Devi was neither perturbed nor stopped eating her lunch. She said, "we have dedicated Biju to the nation. So, we are not worried whether he is alive or dead". (Indian Express, 16th March 2005). This triumph of General will over individual will remind us about the famous political philosopher Jean Jacques Rousseau's concept of **General Will** (combined general interest) which triumphs over **Will of All** (combined individual interest) where he recounts, "one Spartan mother who on rushing to the runner to know about the result of the battle and being told about the death of her five sons answered, Vile Slave! was it this I asked then? Demanding how the battle has gone. Learning of the victory, she ran to the Church to thank God." Such triumph of public over private interest could not, Rousseau knew have been easy. Yet, without that triumph there could be no general will. This indicates the devotion and dedication of Biju Babu's family to the cause of the motherland.

Pt. Nehru was moved by his "energy and certain ability", and drew him to politics. Biju Babu became very close to Pt. Nehru. He was also a front runner with all requisite qualifications for the post of Defence Minister after Indo-Chinese War in 1962. Nehru had profound belief in Biju Babu's ability as a man who could always be at his command at a short notice. He had earlier dared the Dutch, did a bit of war diplomacy and showed his military prowess during the Pakistan invasion of Kashmir in 1947. But, as politics would have it, it was Yaswant Rao Charan who was called

upon to take up the job relinquished by Krishna Menon.

Did Pt. Nehru at the highest of the 'After Nehru who?' debate, think of an Odia leader to succeed him? In a book, 'Biju Patnaik – A Political Biography' by Mr. Bhaskar Parichha, quoting Brahmam, Jaya Prakash Narayan's Secretary says, "Biju had occasion to enjoy Nehru's confidence. Panditji's searching gaze for a fitting successor rested on 'Biju Patnaik' for a 'wee moment'. By then he earned the reputation of a daring Air Force Pilot who helped Indian underground leaders during Quit India Movement. He had made a halo of patriotism during the Chinese aggression and become Nehru's confidant as defence adviser, Nehru was dazzled by Biju Babu's familiarity with military subjects." it says. Once Nehru said, "Biju is remarkable, dynamic young man who is utmost daring-dashing and Pushing." Once Nehru asked Bidhan Chandra Ray – 'Have you met a young man called Biju Patnaik'. He replied, 'I have heard about him, but not yet met'. Nehru said, 'Meet him sometime. I like such forward-looking brave people. The only difficulty is that 'sometimes you donot know where he will land.'

On the successor issue, Pt. Nehru had believed that congress was not such a small party which could not find a successor to him in case of a contingency. But the answer was confined to five leaders, who by their own virtue and calibre made it to the top. They were V. K. Krishna Menon, Nehru's defence minister by virtue of his being a close friend; Lal Bahadur Sastri, by virtue of his honesty and statesmanship; Moraraji Desai, by dint of his seniority and Nehru's favourite; Indira Gandhi, because she was Prime Minister's daughter and Biju Patnaik, by virtue of his courage and gallantry and whom Nehru loved so much. But Pt. Nehru had his inner contradictions. Although there were so many aspirants, Nehru never revealed his mind as to who would be a befitting successor to him.

True, Biju Patnaik like anyoneelse, nursed the dream of becoming India's Prime Minister, in the wee hours of his political clock, but as he himself told many times he didn't have enough M.Ps with him to stalk his claim, however shortlived it is. In 1996, Lok Sabha Elections, a 13 party coalition govt. was formed at the centre with Mr. H. D. Devagawda as the Prime Minister but on reasons best known to them he was tactfully and surreptitiously kept out of the ministry what to speak of the post of Prime Minister. Finally, it was irony of time when the coalition govt. was facing a serious support crunch, Biju Babu instead of being present in the saddle to provide wherewithal was struggling for his own survival. It is for the first time, perhaps the last, he was not performing the role of 'troubleshooter' – a job which he was managing with tact and intelligence. If he would have been born in any other state like U.P., W.B., Bihar or Tamil Nadu could have become President or the Prime Minister of India.

But after about more than four decades in politics, through good and bad times, he retained his spirit of adventure. The Orissa Patriarch's political career was remarkably astute, almost prophetic. For the image of the archetypal adventurer stuck to the man whom many one considered a political successor to Pt. Nehru as Prime Minister of our country and that at a time when the country was not as desperate in its hunt for Prime Minister as it is now. Like his role model Napoleon, who inspired in him a deep interest in military strategy, he deleted the word 'impossible' from his dictionary, even Nehru used to consult him on military issues. He had an amazing aptitude to go straight into the problem and tackle it with keenness of real politic. He does not like to dabble with any metaphysics of politics but was gifted with an innate capability to easily understand it's practical implications.

Biju Patnaik strode his scene like a giant. But he stopped caring about the ground his feet

touched with his head touching the sky. His youthful passion for flying and adventure made his political life much of a myth. He had no time for pettifogging world of today's politics. In turn, this made him an anachronism well before his end. He was driven as much by personal ambition as by the desire to raise modern Odisha to the lofty heights attained by its ancient incarnation – Kalinga. In fact, although he lived in 20th century, his soul belonged to the Kalinga of Kharavela, the Aire monarch famous for his valour and wisdom, whom he had been often compared, sometimes derisively. He wanted the Odias to achieve excellence in every field and he recognised by the rest of the countrymen – even internationally.

The people of Odisha today know Biju Patnaik as their most eminent political leader but they, particularly the younger ones have something more to know about him. The challenge to India's unity, integrity and sovereignty has to be met by young men and women born after independence. The prevailing mindless terrorism is born of cowardice and lust for self-aggrandisement. The masses should be mobilised to defeat the conspiracies to destabilise India. Biju Patnaik belong to that daredevil genre of old patriots who in their younger days shirked no challenge to respond to many patriotic calls of adventure for the cause of the country. For the young men and women of Odisha, and also other parts of the country, who aspire to experience the thrill of the adventure of life, not merely for an empty excitement but in fulfilment of a higher cause – Biju Patnaik's life is a beckoning example before them. Regarding development of our state, in an interview with Sabina Sehgal which appeared in 'The Times of India', 13th June, 1993, Biju Babu told-

“If I was to run the country and if I was 30 yrs younger, I would certainly impose Draconian Laws and punitive measures to ensure that corruption does not pay. And if Parliament is

not supportive, I would acquire the power to suspend it. Anyway Parliament is far too expensive”.

“Hard decisions are a must. No development is possible without human sacrifice. Be it Asoka or Peter the Great, human lives perished but that is how their great empire flourished. In Chernobyl or Bhopal, human sacrifice was the cost that one had to pay for development. When aeroplane first started, people were sacrificed. The development of rockets sacrificed scientists. So ? For many human development, there have been human sacrifice galore. To test nitrogen bomb, Hiroshima and Nagasaki are necessary. So why do we shy way from paying a price for development ?”

Biju Patnaik had a multi-faceted personality and it is very difficult to evaluate him in a limited sphere. His personality had so many stiff edges, what he was telling or doing was quite spectacular and different from other. He was no doubt an epitome of national glory but not appropriately rewarded during his life-time. He strode the political scene in our state and at the centre as a colossus. 'His loss can never be replaced and there can never be another person like him.' Biju Patnaik may have died, but his memory can never be erased from the history of Odisha. While celebrating the Birth Centenary of Biju Patnaik, the legend, a daredevil dreamer, the custodian of pride of Odisha on 5th of March 2016, he will be remembered as such for thousands of tomorrows to come. He had dreamt many dreams for the development of our state, to make it No. 1 in the country. But his fond noble dream of proliferation of dashing Odia youth to conquer every sphere of life as the true descendant of Mahameghabahan Aira Kharavela remains still unfulfilled. We can propitiate his soul, if we fulfil that dream.

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Rethinking the History of the ‘Odia Identity’: An Appraisal in Jagannath Das’s ‘Odia Bhagavata.’

Snigdha Acharya

Odisha, because of her geographical position has developed a pattern of life, art, language and literature of her own. Nature’s bounty gave her people and individuality, out of which grew up a culture representing a solid mixture of the Aryans and Dravidians. From the beginning of her dated history, Odisha maintained her political identity, economic prosperity, overseas commerce and cultural efflorescence. The emergence of the Eastern Gangas in the 12th century brought a significant turn in the history of Odisha. Anantavarman Chodagangadeva united the territories of Kalinga and Utkal into one political entity, which entailed a chain of events in the society¹. It was in the Ganga rule that the Odia language as an Odia vernacular became the dominant speech in Odisha². The united kingdom of Odisha extended from the river Ganges in the North to the Godavari in the South.³ A great solidarity of thought was generated out of the union and the Odia language under a public administration developed the sense of linguistic, social and cultural unity among the people. Chodagangadeva’s construction of the monument Jagannath temple knit the Odias further into cultural unity and henceforth Jagannath was to be recognized as the presiding deity of the Odias. Beginning from the 15th century, the Odia literature has been enriched by the mighty pen of eminent

writers and poets like Sarala Dasa, Jagannath Dasa and a host of others. A pan-Indian consciousness was present not only in the contemporary Odia literature but also in the treatment of the Jagannath cult.

The conceptual framework of nationalism brought a new spirit to the Odias through the Medieval Odia literature contained by the Odia intellectuals. The Odia nationalism as a symbol of geopolitics phenomenon created a separate province, which one in the later stage known as Odisha and placed its name as the first linguistic-based state in the 19th century. This essay reveals the newness on the base of literary references. In the particular time frame of the 16th century literary activities, we find a discussion about the identity of a particular region and race fixed within the ancient region of Kalinga, Tri-Kalinga, and Utkala and as well as *Odra* or *Odra-Desha* context. The discourses of the Odia nationalism and its identity were not only the product of the 19th century, but it was also developed long before the 16th Century AD. The literary work of Sarala Dasa has installed the underpinning stone in his monumental work ‘Odia Mahabharata’. This work has established the identity of a race through their practices of socio-polity-economy basis and in their day to day life. The discussion in this essay has explored

the work of Jagannath Das's 'Odia Bhagabata' in the context of Odia identity and Odia nationalism.

The Odias for four centuries, lay dismembered and scattered as neglected and exploited, their language and nationally systematically extirpated by their neighbours. It was the 'Bhagavata' of Jagannath Das that kept their nationalism secretly alive, to be reunited again as a homogeneous people after centuries of sufferings. Even today the 'Bhagavata' may be found in a hundred thousand homes outside the political boundaries of the Odisha state in Bengal, Bihar, Madhya Pradesh and Andhra Pradesh -as the commonest and the surest symbol of Odia nationalism.

The Bhagavata of Jagannatha Das of Odisha, a medieval saint of the 16th century, is honoured in every household in Odisha for his original translation of the Bhagavata from Sanskrit to Odia. It is free translation and at the same time a commentary on the original text in the Odia verse. It has made him a household word in Odisha, the most outstanding author in the national consciousness of Odias. To fulfill the mother's pious desire he started writing Odia Bhagabata chapter by chapter and recited each to her. His mother hardly realized that her humble desire was to grow a scriptural composition that was not only to touch individuality the sons of millions in and outside Odisha, generation after generation but also to bind together the scattered people for centuries and be the banner of their national existence. It is a fact to be noted that although Jagannatha Das, the author of the epic 'Odia Bhagavata' was initiated to Vaishnavism by Balaram Das on the direction of Chaitanya and became their disciple, yet he did not adopt the principle of Gaudiya cult of Vaishnavism of Chaitanya. He expounded the philosophy of Odishan Vaishnavism in his work. Thus, there was

the birth of Odia Bhagavata, the torch bearer of the Jagannath Dharma and culture.

The Odia Bhagavata also helped much in reducing illiteracy from Odisha. It gave a new turn to the growth of Odia literature due to its mass appealing qualities and its simplicity became very popular among the common mass⁴. It is indeed, well appreciated and recited even by the tillers in the field, the stranger on the road and the illiterate common villagers even today. Here we may mention one thing that Jagannatha Das was almost of the same age of Chaitanya himself. He first met him in the precincts of the Jagannath temple. Dibakar Das, the seventeenth-century biographer of Jagannath Das, claims that Chaitanya himself has appreciated the Odia rendering of the Bhagavata by Jagannath Das in the following lines:

“Ehi samaye Sri Chaitanya
Sangate dhari sakha gana
Bata tolana bije kale
Purana suni toso hele”

(*Jagannath Caritamrta*)

At the same time, the Brahmanas owing to the illiteracy of the other people used to earn their livelihood by interpreting Sanskrit scripture especially the Bhagavata which was it seems, quite popular in Odisha to the Odia-speaking people who did not know any Sanskrit. Often they charged exorbitant fees for the same taking advantage of people's ignorance of Sanskrit language. However, due to Jagannatha Das, the Bhagavata was made available in Odia language. They learned that Bhagavata as the most sacred book was within their reach. As a result, the people took the study of vernacular Odia with uncommon zeal and energy. This is why the art of reading and writing is known to be practiced extensively in Odisha.⁵ Therefore, the monopoly of the Sanskrit knowing people (Brahmanas) over the

sacred scripture had been severely threatened. People became more and more reluctant to pay the Brahmanas for their interpretations. Either they could now read it or at least get it read to them by anybody just knowing Odia script. People in every village took interest to copy the Odia Bhagabata on palm leafs in large numbers and worshipped the same by establishing 'Bhagabata Gharas' or 'Bhagabata-Tungi' in the villages of Odisha. Thus, Jagannath Das not only saved Jagannath Dharma and Jagannath culture from the clutches of the *Sahajiyas* but also created feelings of nationalism among the Odias that resulted in the establishment of Bhagavata Gharas in the villages of Medieval Odisha. A multipurpose village institution-the village school, the village hall, and the village library, all combined into one.

There must be few books in the whole of Indian literature that can compare in depth and pervasive influence with this Odia Bhagabata of Jagannath Das says the Bengali scholar B. C. Majumdar: 'There cannot be any hesitancy in making this statement that Jagannath Das presenting his 'Odia Bhagavata' to the people, induced all classes of men of his country to cultivate the vernacular language'⁶. Long ago, Basudev Mukherjee as Inspector of school duly observed this fact of Odia mass education and reported the matter in his public report. 'I can not too highly speak of what Jagannath Das has done to raise his countrymen to a higher level of moral existence. No poet of old time enjoys so much popularity as poet Jagannath Das does. There are not single villages in Odisha, where at least a portion of Jagannath Das's Bhagabata is not kept daily recited.'

Jagannath Das has left behind a style in Odia, which for its chastity, elegance, dignity and beauty remain inimitable. Among the masses of Odisha, lines from this book are most quoted, suiting them to various situations. He gave a new

birth to the Odia cultural notion and cultural identity. The work of Jagannath Das is of the medieval perspective, and it brought changes in the socio-geo-political outlay to construct the Odia identity through the vision of mass. The common voice through the form of language audible and understandable to others is now in new context. The issues like geopolitical division and creation of a separate identity in diversion perspective in India is now visible. The work of Jagannath Das is an indication and a standard version to understand the problem of the common mass. The common mass while using and practicing a language in their day to day life as well the medium of communication gave it a valuable position it always needed to be. Odia Bhagavata played a dominant role in the context of social sphere to regulate the education system and became a symbol of growth in the literary percentage of that time. This text not only gives the advice to construct an ethical and moral society in social engineering system with the Odia mass but also to reconstruct the literacy percentage in the medieval Odisha. It had more impact on the Odia linguistic movement during the colonial era. The Odia intellectual groups got a new spirit to reframe the idea of Odia identity from the various quotation of Odia Bhagavata. The conceptual framework of Odia Bhagabata was based on the identities of Odias as per the tradition of people's lifestyle, communication and lingua franca. It may be assumed that *Chahali* as a primary education system was prevailing in the earlier period. In this education system, the syllabus merely consisted of the reading of the religious text of medieval literature like *Koili*, *Chautisha* and also some part of Odia Bhagavata. They can at least learn, read, write and understand through the lingua franca in a particular language and script, which is known as Odia as a 'script' and 'language.' In this legacy, Odia community has refreshed themselves to evaluate their identity through the

literary mass. From the *Chahali* education system, some Odia educated came out and later enriched them through the English education. Inspired by their childhood education system (*chahali*) they started thinking of reconstructing the Odia movement in the colonial period. In this direction, we may take examples from the lives of some of the elites like Madhusudan Das, Fakir Mohan Senapati, Gaurishankar Ray, Radhanath Ray, etc., who have noble contributions for the growth of Odia nationalism.

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Catalysing the Role of Panchayati Raj Institutions in Health Care Delivery in Odisha

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Increasing people's participation is advocated as a suitable development strategy due to several reasons. The merits of this approach lie in enhancing ownership and responsibility of the community leading to better management of programmes, better prioritisation taking into account local needs and more focused programmes. In the case of health care delivery also, the same holds good. Community involvement in primary health care is expected to bring about following benefits: enhanced utilization of the existing health services, greater mobilisation of resources, improving health seeking behaviours and empowerment of the people due to the knowledge gain and being part of the processes¹. The public participation in health was highlighted in India at different points of time, as early as in 1946, the Bore Committee report and later in all the national health policies. In 1992, the 73rd and 74th constitutional amendment provided a blueprint for people's participation in the implementation of social sector programmes. In the health sector, it was with the introduction of National Rural Health Mission 2005 that the importance of community involvement was explicitly outlined. The NRHM, which is renamed as National Health Mission (NHM), envisages ensuring accountability in health services delivery through involvement of communities. The concept of community involvement in NHM is known as "Community monitoring" or "Communitisation",

whereby the community is empowered to take leadership in their own health matters².

Given the advantages of local decision making process in improving service delivery, the NHM clearly spells out decentralisation decision-making involving the Panchayatraj institutions at various levels of health care delivery. In this direction, it is recommended that all the health facility planning and monitoring committees involve elected representatives from the PRIs. The mechanism of involvement of PRI members in health is through Village Health Sanitation & Nutrition Committees (VHSNC) at village level; through planning and monitoring committees or hospital management committees at primary health centres (PHC), community health centres (CHC) and district hospitals (DH)(Fig.1). The planning and monitoring committees are also called "*Rogi Kalyan Samithi (RKS)*" which means patient welfare committee. The primary objective of RKS is to ensure quality health care with people's participation, accountability and transparency in utilisation of allocated funds.

The main purpose of these committees is to jointly plan, implement and monitor the health activities at various levels. It is a key inter-sectoral collaboration initiative taken up by Health Department in partnership with the Panchayat raj institutions. These committees are democratically constituted bodies that provide platform for

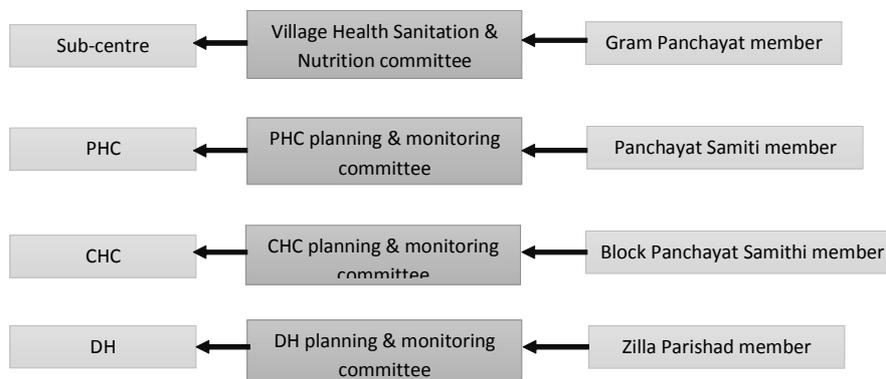


Fig. 1. PRI involvement in health services management

elected representatives and officials of PRIs/ municipalities and health officials to work jointly for the efficient functioning of public health institutions.

Experiences on PRI involvement in health

Several studies indicate the advantages of decentralisation in improving service delivery in the case of health care. The involvement of local self-governance institutions in Kerala scaled up the number of sub centres, primary health centres³ and improved service facilities at the PHCs, CHCs and district hospitals in the last 15 years⁴. The Kerala Development Report indicated that the decade between 1996 and 2006 witnessed a sharp decline in the incidence of diarrhoea-related diseases compared with earlier decades due to efforts made by the PRIs in providing safe drinking water and safe sanitation facilities at the household level. Another study in Karnataka showed improved attendance of doctors and paramedical staff under the constant monitoring of local leaders in many primary health centres and other hospitals⁵. In Madhya Pradesh, it was found that with proper orientation and training, PRI members are in a position to actively involve themselves in monitoring the functioning of health care institutions for the benefit of the poor⁶ Sekher, T.V. (2003), Sensitizing grassroots leadership on health issues: Experiences of a pilot TV project Economic and Political Weekly, 38(46), 4873–4879.

Further, in Kerala it was observed that devolving authority and resources to panchayats has really resulted in creation of structures of participatory governance. Gram Sabhas or Ward Sabhas and Task Force actually influenced budgetary outcomes⁷. Comparing the functioning of decentralisation processes in Gujarat and Odisha, one study concluded that the level of awareness and involvement of PRIs is better in Gujarat compared to Odisha⁸. This study points out that empowering the local governance in decentralized planning and programme implementation has got a healthy initiation and boost under the NHM. High level expert group on Universal Health Coverage commissioned by planning commission of India summarising various research studies indicated that PRI participatory governance and oversight initiatives of PRI have also led to increased awareness of health system functions in the community and improvement in the performance of and support for peripheral health staff⁹. Though limited, the available evidence from various states of India suggests that the role of PRIs is critical and has helped improve health services delivery.

Initiatives in Odisha

Odisha, one of the low performing states in health, has initiated some concrete efforts to involve PRIs in health care delivery after introduction of NRHM in 2005. In India,

involvement of PRIs in public health was first piloted in 36 districts of 9 selected states. Odisha is one of these 9 states where PRI was involved in health services management. This initiative was initially piloted in 4 districts of Odisha and later it was expanded to all the 30 districts based on the lessons learnt.

According to the 7th Common review mission report (an external evaluation of NHM), there are about 45407 Village Health Sanitation & Nutrition Committees (VHSNC) formed at revenue village level, comprising of ward member as president, anganwadi worker (AWW) as convener, and accredited social health activist (ASHA) worker as facilitator¹⁰. At village level, the VHSNC is functioning as a link between the Gram Panchayat and the community. This VHSNC is renamed as Gaon Kalyan Samiti (GKS) in Odisha to broaden its scope and to include all welfare and development programmes of government at the village level.

In Odisha, 1605 Rogi Kalyan Samiti (RKS) are formed in which the PRI members are playing an active role. These RKS committees are independent entities registered under societies registration act with separate bank accounts to manage the allotted funds. One of the key responsibilities of these committees is to develop the health plans for their coverage areas. The health plans of sub divisional and district hospital are being prepared by the respective RKS. The RKS committees were also instrumental in displaying the citizen charter and members profile at strategic locations in hospital to make people aware about their health rights and responsibilities of health facilities¹¹.

Discussion

Though the Odisha government has taken some initiatives to involve PRIs in health care, there is limited evidence regarding their role influencing the health services. Most of the government reports discuss on the number of

different committees formed, meetings conducted and funds allocated or utilised without critically analysing their participation in the decentralised decision making process and whether their participation has contributed to qualitative changes in the health services delivery.

Some studies conducted on evaluation of different NHM schemes or programmes found that there is lack of coordination between health and other related government departments. For instance, one study conducted in Odisha concluded that there is lack of adequate inter-sectoral coordination with PRI members, women's groups and NGOs which is affecting the environment and proper mobilisation of JSY for the scheme¹². For effective coordination between any departments, role clarity of different stakeholders involved is very important. This is one of the key challenges faced by health staff at various levels involving PRI members. It was indicated by a study that the involvement of PRI is posing difficulties in proper utilisation of GKS funds¹³. This may be due to either lack of role clarity or absence of clear financial guidelines.

A rapid assessment study¹⁴ conducted on community involvement found that the NHM, Odisha has taken up some sporadic training initiatives but no structured capacity building programmes conducted to strengthen these committees. That too the trainings were targeted to the health staff present in these committees and not the representing members from PRI. The study also pointed out that there were no patient charters displayed in any of the hospitals under study.

Conclusion

Given several advantages associated with involvement of PRIs in health care delivery as indicated by studies from Kerala, Karnataka and Madhya Pradesh, Odisha needs to strengthen institutional mechanism to actively involve PRIs in improving the health status of the rural poor.

The limited evidences regarding the role of PRIs in health care in Odisha suggest that inter-sectoral coordination, capacity, role clarity among the PRIs and health staff create difficulty in effective participation of PRIs in the management of health care services. Keeping in view the long term objective of PRIs participation where they own, control, manage public health services, the health department should put concerted efforts in capacity enhancement, clearly defining the roles and responsibilities of PRI members, provision of adequate programmatic and financial support. At the same time, the PRIs should also take up a proactive role in health care matters, mobilize communities and other local resources for the effective implementation of public health initiatives.

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Implementation for National Food Security Act (NFSA) in Odisha

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1. National Food Security Act'2013 came to effect on 5th July 2013. The dateline for implementation for National Food Security Act'2013 is 30th September 2015 (as per the latest circular by Government of India).

2. Beneficiary target estimated for the Country comes out to be 8,134 lakh (75 % of Rural & 50 % of Urban Population). Beneficiary coverage indicated by the Central Government for Odisha: 82.17% of 349.512 lakh of rural population, 55.77% of 69.961 lakh of Urban Population (as per 2011 census). Thus, a total of 326.21 lakh beneficiaries will get subsidized food grains in Odisha under the Act from Government of India.

3. As per the Section 10 of the Act, the responsibility of identifying the beneficiaries is with the State Government. The State Government has completed identification of the priority households by approving Nine Exclusion and Six Auto Inclusion Criteria in July'2014.

4. The Odisha Government has approved nine exclusion criteria considered as the important factors for identification of beneficiaries. These nine exclusion criteria covers monthly income of more than 10,000 in Rural areas and excess of 15,000 in Urban areas, income, persons having four wheelers or two/three wheelers, business with

TIN (tax payer identification number), electric consumption above 300 units, any state government or central government employee, persons having tractors, power-tillers, fishing boats or other heavy vehicles, persons having entrepreneurship, professional tax payers and households having pucca and fire proof house with more than 3 or more rooms.

5. The identification and digitization process has been done in two phases at Odisha. The Pilot Phase consisted of the capital city of Bhubaneswar and the adjacent Bhubaneswar Block. Here the applications were collected in October'2014 and digitization of 1.94 lakh applications (families) was completed by November'14. The publication of draft priority list, receipt of objections and their disposal was done in December'14. The learning's from the Pilot Phase was handy while designing for the Roll out Phase. However, the processes for identification of eligible beneficiaries have been modified to overcome the issues confronted in the Pilot Phase.

Process of Registration, Digitisation & Identification of Priority Population

6. The eligible families (as per above criteria) were asked to apply in a prescribed forms designed for being included as a beneficiary under the Act at Grampanchayat level in Rural areas

and Ward level in Urban areas. A massive IEC campaign was undertaken for the dissemination of Exclusion and Inclusion Criteria and Process of Application across the State in several phases. Field level functionaries under the supervision of Senior Officials at the district level were engaged for collection, verification and submission of the application forms for digitization.

7. The Roll out phase was initiated on 28th January'2015 across the State. All applications (106 lakh families having 402 lakh individuals) were collected by 30th July and these were digitized. For ensuring an error free Ration card, an abstract of the digitized application form in shape of an Acknowledgement Slip (AS) has been given to each applicant for verification and correction, if any. In case, there are mistakes in the AS, the corrected AS is sent back for updating the applicant database and a fresh AS is printed and given to the applicant. This process of correction has been completed.

8. Digitization was done after searching the applicant families from the National Population Registrar database and linking the NPR ID to them. This process helped to populate the names of the applicant family members in the data entry screen. This not only reduced the data entry process but also has ensured de duplication to a large extent. About 64% of applicant families (64.74 lakh) and 60% of applicants (2.328 crore) have been linked to NPR database in the process of digitization.

9. During the digitisation process, applicants were asked to provide Aadhaar number and/or Voter Card (EPIC) as proof of Identity. About 51% applicant families (52.09 lakh) have given Aadhaar number of at least one member. However, the number of individual members with Aadhaar number in the Applicant database came to only 21.4 % (82.47 lakh).

10. Similarly, about 76 % applicant families (79.18 lakh) have given EPIC for at least one member of their family. Among individuals, those with EPIC number in the Applicant database was about 31.5% (1.235 crore) after digitization.

11. RGI through Director, Census, Odisha recently provided Aadhaar numbers of 1.75 crore people of Odisha with NPR TIN. By interfacing with the applicant database of 4.02crore (106 lakh families), the percentage of Aadhaar penetration of individuals increased by 20% to reach 41% (1.613 crore). Similarly, the NPR ID for applicant families increased from 64% to about 70% (73.01 lakh). It is expected that as more and more Aadhaar numbers are generated for the State, these percentages are going to increase.

12. Left out families of the Roll out phase were given another opportunity to enrol themselves within the extended period of two months (16thJune'15 to 14thAug'15) at their Block or ULB headquarters.

13. Three Divisional level Collectors' Conference have been held at Southern Zone (14th July 2015), Northern Zone (23rd July 2015) and Central Zone (25th July 2015) in order to discuss about further activities and timeline with district administration. (Collectors, District Nodal Officers (NFSA), Civil Supplies Officers and implementing Vendors).

14. De-duplication exercise of the applicant database has been conducted. A total number of 12.65 Lakh duplicate enrolment (Individual) have been detected in the database on the basis of same name string, same Aadhaar numbers, same TIN numbers and same EPIC number. These applicant individuals have been included in Suspect List-1 which has been hosted in FS & CW Department website www.foododisha.in under "e-Bitaran Odisha" link for physical verification by field functionaries.

15. FS & CW Department had requested PR Department to provide SECC Data relating to the list of families to be excluded from availing Government benefits based on 13 criteria. The SECC Data was superimposed on NFSA applicant data and it has been found that 9.50 Lakh families (37.50 lakh individuals) have applied for new ration card in spite of coming under the NFSA exclusion criteria. They have been included in Suspect List-2 which has been hosted in Department website for physical verification by district. All these exclusion criteria were on the basis of self-declaration during SECC survey. Similarly Suspect List-2A & 2B have been generated to exclude families having Pucca house & Fire proof house with 3 or more living rooms at their disposal.

16. It was also found in the database that some applicant families/family members have not provided vital information like name of father and name of spouse in the prescribed columns. This created doubt about genuineness of such applicants. Around 23.71 Lakh members have not supplied such information. They have been kept in "On Hold" List and the list has been hosted in Department website for review at Block/ULB level. Once they will provide the information along with documentary proof, their case will be considered for inclusion in Draft Priority List (DPL) in a later stage.

17. FS & CW Department has received about 1.10 lakh voluntary withdrawal applications (both Online & Offline) from ineligible applicants who have requested to withdraw their applications. These applications have been deleted from the applicant database. Similarly, information has been received for 287 cases from public in toll free and through website. The list of such cases has been forwarded to districts for field verification.

18. Similarly, the Draft Priority List (DPL) of 3.214 crore has been hosted in Department website on 17th July-2015. Objections for same have been invited at Block/ULB level and Desk Review has been conducted by a Team of government officials. Advertisement in leading Odia dailies have been released informing citizens about different lists such as On-hold list, Suspect-1, 2 & 3 were made available at Block/ULB level for further course of action.

19. IBM's Master Data Management tool (MDM) was used for integrating the external exclusion criteria databases with NPR to create an integrated database. This integrated database was compared with the applicant database to weed out the rich and ineligible applicants. IBM has been handed over 33 lakh data of six exclusion criteria. So far, the tool has given only 2.0 lakh names linked to NPR ID with HRMIS, 4 wheeler and Pension database. By superimposing this list on DPL, the list of probable ineligible persons in name of Suspect List-3 has been generated and hosted in Department's website.

20. In the meanwhile, Odisha Govt. has fixed District wise Targets for coverage of Priority Beneficiaries. As all the districts are not equal in terms of development in the state, percentage of SC & ST Population has been taken as weightage for determination of limits for identification of Priority Population under NFSA in both Rural and Urban area.

21. It has been found that many families who are not eligible as per exclusion criteria had applied for new ration cards. It is seen that numbers of applicant members have exceeded the population of 2011 Census in 5 Districts (Bhadrak, Gajapati, Jagatsinghpur, Kendrapara and Nuapada) and in about 78 Blocks and 2 ULBs of the state. The analysis of GP-wise population of 2011 Census with applicant numbers has been done and hosted

in the website. It has been hosted under "e-Bitaran" Link under "Grampanchayat-wise Analysis of NFSA Applicants with 2011 census population". This Analysis was helpful to focus on GPs with more than 90% applicants for NFSA during desk review of DPL and field verifications of Suspect Lists. In case of about 4,100 out of 6,232 (66 %) GPs, the applicant population has exceeded the 2011 Census population.

Elimination of In-Eligible Households and Finalisation of Priority Beneficiaries

22. Steps have been taken for elimination of such ineligible applicant families by generating four types of suspect lists for field verification by a team of Government officials. Field Verification Team (FVT) for a Registration Centres (RC) is headed by either RI or VLW or VAW. The FVT have GRS or Jogan Sahayak and Local Anganwadi Worker as Members. For 5-6 RCs one Supervisory Officer from amongst the Extension Officer/ Revenue Supervisor were engaged for conducting some sample check. This FVT was notified on 25th July'2015 as the field verification was done from 26th July to 31st August '2015.

23. Suspect List-1: This list has been prepared by de-duplication of the applicant data base. The applicant database has been de-duplicated with respect to same Name string, Aadhaar Number, EPIC Number and NPR TIN Number. District-wise list of suspect families/ individuals generated though this exercise has been made available RC-wise in www.foododisha.in for download at Block/ULB/District Levels and field verification by Government officials. These duplicates are categorised in to three groups: (a) those within the Registration Centre (RC) area, (b) those within the district but beyond RC area and (c) those beyond RC and beyond the district. About 57 lakh persons (15.76 families) were

identified under various categories under Suspect List-1.

24. Within the RC: All the duplicates found within the RC area have been listed one after another as per Form Number serials. The teams of field officials visited the locality and verified regarding the entries. It is likely that only one of the two or more entries will be retained after field verification. The team would mention the same in the Remarks Column. These suspect lists were downloaded at Block/ULB level or district level.

25. Within District but beyond RC: Here, one of the duplicate is in the RC but other duplicate enrolments are beyond the RC but within the district. Such entries have been indicated in the list one after another as per serial number of form of the concerned RC. Here the field team will collect undertakings in the format given below from the applicant for retention or deletion. These undertakings have been taken to Block/ULB offices (for those within Block or ULB) or District Offices (for those which are across Block/ULB). As the same duplicate entry would be reflected in two or more of the RC-wise list, the field team will check the document of concerned individual in the field and take an undertaking from him/her as to where s/he would like to be retained.

26. Across Districts: Here one of the duplicate is in the RC but other duplicate enrolments are from a RC located in another district and also beyond the district. The RC-wise list shows the duplicates together with the form number sequence. Similar procedure would be followed by the field team at RC level for taking undertaking from the concerned duplicate individual for taking appropriate decision and deletion of extra entries from the system.

27. On Hold List: Suspect List-1 is duplicates on basis of Name String, Aadhaar No, EPIC No and NPR TIN No. It has been decided to keep

the families of the duplicate individuals 'On Hold'. Once the duplicate issue is settled after field verification, the applicant family would be released from 'On Hold' list and would come to Draft Priority List for scrutiny and approval. In addition, it has also been decided that those families where any member has not mentioned either the name of Father or the Spouse would be kept 'On Hold'. This is to ensure that genuine family members are kept in the final list. One copy of the 'On Hold' list was made available to Gram/Ward Sabha for Gap filling i.e. filling up the names of relations and then submitting to Block/ULB Office for updating. The gap filling by Gram Sabha can only be done with support of documents which have to be attached with 'On Hold' list while submitting the same to Block/ULB office. The concerned families can file objections with Block/ULB. The second copy of the 'On Hold' list would be kept with the Nodal Officer of Block/ULB for hearing objections as a reference.

28. Suspect List-2: This list has been created by super imposing the SECC Exclusion criteria relevant to NFSA over the applicant database. The exercise has identified about 9.50 lakh applicant families comprising 36.50 lakh individuals coming under various exclusion parameters. RC-wise list has been made available in www.foododisha.in for download and printing. These were handed over to RC level Field Verification Team for verification within the above time frame of 30th July to 14th August'15. About 22.50 lakh applicant population out of 36.50 lakh were confirmed as ineligible after field verification and deleted subsequently.

29. Suspect List-3: This list has been generated by comparing applicant database with integrated database. The Integrated database has been prepared with the help of IBM's Master Data Management (MDM) tool after applying 6 external databases related to exclusion of ineligible

applicants to the NPR database. About 1.75 lakh applicant population were identified as suspects, out of which 1.25 lakh were confirmed after field verification and deleted subsequently.

30. Suspect List-4: This list is the final output of the Desk Review of Draft Priority List (DPL) by a team of Desk Review Team at Block/ULB headquarters. The knowledge and information of local members in the team, such as AWWs and teachers has been the basis of the verification. The members reviewed the families included in the DPL case by case and apply their information about each family. The team would record the ineligibility criteria against these families they consider to be excluded in the list. The remarks of the team indicating the exclusion of any family would be noticed by the Nodal Officer of Block/ULB to show cause as to why they would not be excluded from NFSA. About 62 lakh applicant population were identified under Suspect List-4 for deletion from the database.

31. AAY Verification: NFSA-2013 covers all the existing AAY Beneficiaries of the state. AAY Cardholders are entitled to obtain 35 Kilogram of Rice in a month irrespective of the number of family members. The FPS-wise list of AAY applicant families has been made available in the www.foododisha.in. This list needs to be verified by concerned Inspector of Supplies/Marketing Inspectors with respect to available records or from the AAY sales register at FPS level. The verification need to be carried out with reference to ration card number, FPS and number of members in the family. Any correction in favour of such family was reflected in hard copy and corrected sheets were handed over to the Civil Supplies Officers (CSO). The CSO would ensure that the corrections recommended by the MI/IS are updated in the system.

32. Out of 76 lakh excess registration, i.e., 4.02 crore applicant population against 3.26 crore

allocation, about 106 lakh in-eligible population have been identified under 4 types of suspect lists and they have been deleted from the system through online updation process at district level.

Publication of Priority List (FPL)

33. The outputs of various exercises such as Desk Review of DPL, Field Verification of Suspect Lists, Objection Hearing and Correction of Erroneous Forms meant for identification of in-eligible beneficiaries has been updated in the central server for finalization of the Priority Beneficiaries to be covered under NFSA-2013.

34. Based on the progress of field level activities, updation of the database and printing

of ration cards, Govt. of Odisha had taken a decision to implement NFSA in 2 phases. In the first phase, 14 Districts covering Western and Southern Odisha was taken up in October 2015 and the remaining 16 Districts were covered in the second phase in November, 2015.

35. As a whole, about 82.50 lakh families consisting of 3.09 crore individuals have been brought under NFSA as on 22 February 2016. Earlier 60.50 lakh priority households were covered under TPDS, i.e., an increase of 36 % coverage under NFSA. It may be mentioned here that, 3.26 crore beneficiaries of Odisha will be covered under NFSA to avail the subsidised foodgrains under this scheme.

ASPECTS	FIGURES
Existing Households (HH) Covered under TPDS	60,48,182
Households in Priority List (PL) under NFSA	82,49,634
Percentage PL HH to TPDS HH	136 %
Population in Final Priority List under NFSA	3,08,76,245
Target Population to be Covered under NFSA	3,25,78,820
Percentage PL Population to Target Population	94.70 %
Percentage PL Population to 2011 Census Population	73.48 %
Percentage Target Population to 2011 Census Population	78 %

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Towards Gender Equality in Employment

Dr. Spandita Kar

1. Introduction:

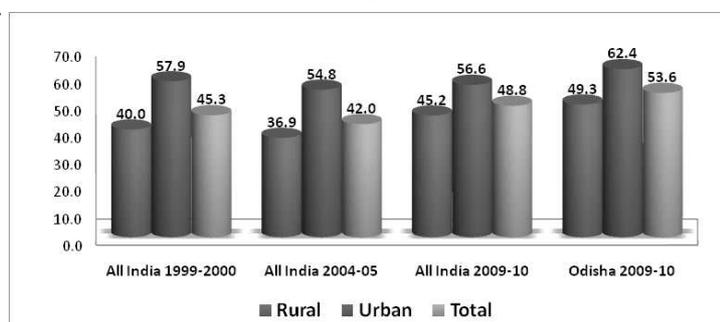
Women's empowerment and gender equality have been recognized as key priorities not only to the wellbeing of nations, but also to social and economic development. Gender inequality exists in all societies and at all levels of society. There is sharp decline in female employment in the last decade at national and sub-national level. Although the gradual decline in female work force participation rates in urban areas has been an observable phenomenon for the last three decades, but the sharp decline in female employment in the second half of the last decade (a decade of rapid economic growth) has raised concerns among the policy-makers regarding gender equality, women empowerment and women livelihood strategies. It has also raised question on adequate participation of women in the growth process and nation-building.

2. Current scenario:

After sixty-nine years of independence, there exist visible gender disparities in India as well as Odisha in several human development indicators. As per 2011 census, the literacy in female population in Odisha is only 64 percent compared to about 82 percent in case of

male population indicates gender gap of about 18 per cent. The women employment both at National as well as State level in the organized sector stands at a much lower level compared to male employment, though there is some improvement in recent years. A sizeable portion of rural women participate in farm operations like sowing, transplanting, weeding, hoeing and harvesting, though there exist differentiation in wages among men and women for the same type of jobs. Women's participation in agricultural activities is the major reason for relatively lower gender gap in rural areas compared to the urban areas.

Chart-1: Gender Gap in Employment (both urban and rural): All India vs Odisha



(Source: World Bank Report "Republic of India: Women, Work and Employment" Dt.26th February, 2014)

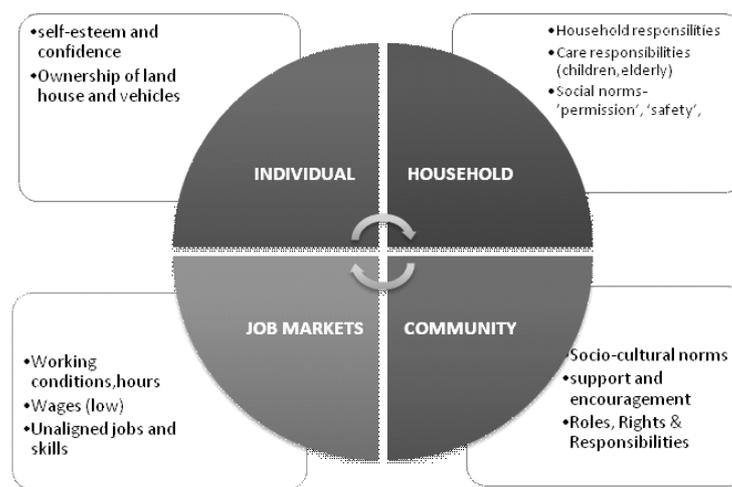
Statistics shows that, the gender gap in employment in India had shown some improvement during the period from 1999-2000 to 2004-05. However, the gap has widened sharply after 2004-05 and the gender gap in both rural and urban employment in 2009-10 is even wider than the level achieved in 1993-94. The overall gender gap in the country is just below 50 percent which should be cause for concern. The situation in Odisha is even worse than the national level. The overall gender disparity in employment is more than 5 percent and the gap in urban areas is more than 60 percent.

3. Possible reasons for lower Women urban employment

What have been the barriers to women's work participation, and what are the related policy implications? Some of the key barriers are identified in Figure-1, which organizes them into Individual, Household, Community, Market and Geographic groups and identifies some broad related phenomena (e.g., Ability, Need, Discrimination, and so on). There are supply-side barriers such as the social norm of marriage and motherhood being 'preferred' for women over work (shown in the Community and Household arenas), and women's care responsibilities being considered their primary role (a situation that plays out in the Household, Community and Job Market arenas). Male and female workforce decisions are inter-dependent, and women's participation, in particular, is subject to being able to balance work and care. Another set of barriers is related to the inadequate demand for women workers. This includes the poor alignment of jobs with women's skills, working

conditions that discourage female participation, and low rates of formal employment generation (all in the Job Market arena). These are some of the barriers with a view to identifying what could be done about them to progress toward more gender-equal work participation.

Figure-1



4. Well-being, Women's Empowerment and Gender Equality

Women's empowerment is defined as "women's ability to make strategic life choices where that ability had been previously denied them" (Kabeer 1999). As we articulate it, empowerment is midway in the change processes that benefit women at individual, household, community and broader levels. As shown in Figure 2, the vital improvements in well-being, changes can result in women's empowerment, where women gain agency and resources to make decisions, build confidence and act in their own interests. Deeper and truly transformative changes reshape societal norms, attitudes and institutional practices. Greater gender equality in markets, political institutions, family systems and social roles provide an ongoing foundation for sustaining women's well-being and empowerment.

Figure-2



5. Strategies to achieve Gender Equality

Gender equality is essential for meaningful inclusion. In the context of urban development, while empowerment is about enabling women to use the spaces and pathways created for their engagement in city planning, it must also be about building capacities among local government institutions to listen to the voices of women and monitor gender based outcomes. Only then can such engagement be meaningful.

a. Women's Rights to Urban Spaces

People, who own land, benefit from the economic and social security. Women, however, have traditionally been excluded from land ownership; an asset-less-ness that has contributed to their continued poverty/insecurity. Only a very small percentage of all women have legal title to housing/land. Among the poor, women land owners are likely to be a negligible number. Women's lack of title/ownership makes them a voiceless and vulnerable constituency. Housing design like homes with in-the-house facilities for water and toilets, neighborhoods with better linkages to markets, schools, child care, health, education and transport services, can all increase women's abilities to be more productive and participative.

b. Right to Social Services

Women study for fewer years than men and have less control over how long and what to study. They also get a smaller share of family resources, both food and health care, that results in enduring disadvantages extending across generations. Improvement in women's status/value and control over assets significantly improves both their own and their children's food and health security.

c. Access to Infrastructure

Several important links are there between physical infrastructure and women's economic activity. As women and girls are largely responsible for household tasks related to water supply, cooking, cleaning, and so on, improvements in water supply or energy are expected to reduce the time they spend on housework, freeing up time for productive activities. Electricity improves access to information through radio, television, phone networks, and so on - these information and communication technologies (ICTs) have the potential to connect producers to markets and job-seekers to opportunities as well as enable a host of social and economic services including banking, bill payments, etc.

d. Safety and Security

The term 'security' refers to the economic, environmental and social security of individuals and groups. In a male dominated system and because of inherent biological differences (men being physically stronger than women), women experience less safety and are subjected to greater personal violence, both inside the home (domestic), in the community and on the streets. Poor women in urban areas are more exposed to risk because they are often located in sites that are prone to crime and /or in environments that are in contravention of the law. Woman should be ensured dignity and respect so that she can also enjoy her human rights and fundamental rights with sense of pride, freedom and confidence. To ensure this at every level the society must work together to give an edge to the solution.

e. Improving Working condition

To ease the dichotomy between home-based and factory-based work, women home-based workers could be encouraged and assisted to organize into producer groups, co-operatives or small/medium enterprises for better access to markets, credit, information, and improved returns to their labour. Factory-workers in garment manufacturing and similar sub-sectors also have significant needs to address including safe buildings, proper facilities, health and social protection, and some job security. While expanding this sector could serve to increase women's employment, economic growth and exports, it is imperative to improve working conditions and enforce relevant regulations.

f. Decision-making

Although a majority of men say that husbands and wives should make decisions jointly, a significant proportion feels that husbands should have the

major say in most decisions, particularly in decisions related to large household purchases and visits to the wife's family and relatives. Enhancing their access to and control over economic resources and enabling them to establish and realize their rights are also essential means to empower them to be more autonomous in decision making.

6. Conclusion

A number of fundamental changes must occur for employment to be more empowering for women. First, while increasing the jobs available to women is an important step to improving women's empowerment through employment, these jobs must go beyond what is traditionally available to women and the opportunity structures for women in all positions must be enhanced. Second, the most successful economic empowerment programmes are those that provide not only jobs, skills training or financial assistance to start small businesses, but those that incorporate rights awareness education, provide a network of supportive peers and those that work to improve women's self-esteem. Improving women's self-esteem and knowledge about their rights can increase their negotiating power and their ability to assert themselves and make choices that best meet their and their children's needs. Third, the importance of education for women and girls cannot be underestimated. Education not only expands women's economic opportunities, but it has repeatedly been shown to delay age at marriage, delay age at first birth and improve women's capabilities on a whole host of issues. Ensuring women and girl's education is fundamental to improving women's empowerment and furthering women's rights and equality. Fourth, policies must be put in place that guarantee women's rights and protect women in the workplace, the home and the community. These

four points are only some of the things that must occur for work to be more empowering and to continue the push from empowerment as a process towards empowerment as an outcome.

It is important to mention that empowerment is a state of being as well as state of mind and before full empowerment can be realized, women need to not only act differently, but also to think differently, to value themselves more, and to really believe that they are equal. Of course the challenge lies not just in individual women, but also in society and so while promoting individual women's empowerment is incredibly important, it is not enough to change the environment for women in India or in other developing countries. As many scholars have noted, empowerment must occur at all levels of society, women must mobilize and fight for their rights, men must participate in the process, and governments must actively support women's equality in all spheres of life. Globally and at a local level, women must be empowered in the home, in the community, in the economy and in politics. When thinking of women's empowerment in this way, it is easy to see why individual women's empowerment is so important: it is a seed for change at the most basic level. The importance of individual women's empowerment in the home cannot be underestimated and understanding the connections between employment and empowerment is necessary in order to understand the barriers to empowerment and to understand how

employment can make a difference in women's lives.

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Women in Prisons – A Study in Odisha

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Background

Prison is a State subject under List-II of the Seventh Schedule to the Constitution of India. The management and administration of prisons falls exclusively in the domain of the State Governments and is governed by the Prisons Act, 1894 and the Prison Manuals of the respective State Governments. The Prisons Act, 1894 which is the basis of present jail management and administration in India, in Section 24 states that in the case of female prisoners the search and examination shall be carried out by the matron under the general or special orders of the Medical Officer. Section 27 of the Act stipulates that female prisoners shall be separated from male prisoners and also that convicts will be kept separate from the unconvicted ones. Section 46 states that no female prisoner shall be liable as a punishment to any form of handcuff or whipping. Section 31 provides that food, clothing, bedding etc from private sources may be permitted.

However for the first time the situation of women in prisons was looked into by Justice Krishna Iyer Committee appointed in 1987 which recommended induction of more women in the police force in view of their special role in tackling women and child offenders. This National Expert Committee on Women Prisoners, headed by Justice Iyer, framed a draft Model Prison Manual.

Chapter XXIII of this manual makes special provision for children of women prisoners. It is significant to note that this Committee has made important suggestions regarding the rights of women prisoners who are pregnant, as also regarding child birth in prison. It has also made suggestions regarding the age up to which children of women prisoners can reside in prison, their welfare through a crèches and nursery, provision of adequate clothes suiting the climatic conditions, regular medical examination, education and recreation, nutrition for children and pregnant and nursing mothers¹.

The All India Committee on Jail Reforms (1980-1983), the Supreme Court of India and the Committee of Empowerment of Women (2001-2002) have all highlighted the need for a comprehensive revision of the prison laws.

The 2006 Supreme Court judgment² in the *Upadhyay Vs State of Andhra Pradesh* case laid down that children in jails should be provided with adequate clothing suitable to the local climate. The judgment also incorporated a dietary scale prepared by the National Institute of Nutrition, Council of Medical Research, Hyderabad, for a balanced diet for infants and children up to the age of six.

Study framework

In this background, an exploratory study on the women in prisons in the state of Odisha was designed with the objective to look into the background of the women inmates, both convicts and under trials as well as identify areas of improvement. The State Commission for Women, Odisha and State Resource Center for Women collaboratively worked out the design, field plan and report of the research work.

Objectives of study

1. Analysis of the prevalent acts, rules, and government notifications in Odisha on prisons, prison reforms, welfare measures for prisoners from a women's perspective.
2. Situational Analysis of women in prisons in Odisha :-
 - a. Socio economic profile of the women in prisons;
 - b. Facilities available in prison- health facilities, skill development training programmes, legal aid;
 - c. Legal status of the women in prisons – convicts, under trial, bailed out, status of cases, causes of imprisonment.
3. Rehabilitation of women prisoners- existing provisions, challenges, areas of improvement, new initiatives.

Methodology

The study adopted a secondary source analysis as well as primary data collection and analysis. The secondary analysis involved reports, articles, government notifications, Supreme Court judgments, newspaper reports, internet sources, journals etc. Primary data collection was both quantitative as well as qualitative. A random

purposive sampling was taken up for the women in prisons covering the different categories of prisons. All the women inmates in the selected jails were covered. Specific attention was given to cover the different regional representation in the location of the jails. Qualitative tools such as key informant interview, in-depth interview and case study were used. The respondents for the qualitative method are the government officials in charge of jails, legal professionals, health officials, women's organization representatives.

The initial preparation for undertaking the study started in the month of July 2014 with all the field work and key informant interviews being completed by November 2014. A feedback workshop was organized on 16th of December 2014 in which the draft findings were shared and inputs solicited from the participants. Final report was prepared by March 2015.

Jail infrastructure and capacity in India

The country has a total of 1391 jails out of which 19 are women jails. These women jails have capacity of 4827 (1.4% of total capacity). The total female inmates in the country are 18,188 which are 4.4% of the total inmates in all the jails as on 31.12.2013. The women constitute 4.6% of the under trials of the country. A total of 342 women convicts with their 407 children and 1,252 women under trials with their 1,518 children were lodged in various prisons in the country at the end of 2013³.

Women jails exclusively for women prisoners exist only in 12 States/UTs. Tamil Nadu and Kerala have 3 women jails each and Andhra Pradesh, Rajasthan and West Bengal have 2 women jails each. Bihar, Gujarat, Maharashtra, Odisha, Punjab, Uttar Pradesh and Delhi have one women jail each. The total capacity of women inmates was highest in Tamil Nadu (1,569) followed by Rajasthan (469), Uttar Pradesh

(420), West Bengal and Delhi (400 each), Andhra Pradesh (380), Punjab (320), Maharashtra (262), Kerala (272), Gujarat (200), Bihar (83) and Odisha (52)⁴.

A total of 4820 inmates having mental illness out of 4,11,992 inmates, accounting for 1.2% of total inmates were lodged in various jails. A total of 382 convicts including 10 females lodged in different jails of the country were sentenced to capital punishment at the end of the year 2013. A total of 70,636 convicts including 2970 women accounting for 54.5% of total convicts in the country were undergoing sentences for life imprisonment at the end of the year 2013. A total of 55 deaths of female inmates were reported during 2013 wherein 48 were natural and 7 were unnatural deaths. A total of 63,977 inmates were trained under various vocational training programmes in various jails with the maximum number of trainings was in weaving followed by tailoring.

Jails in Odisha

In Odisha there are 91 number of jails of seven different categories as under⁵:

1. Circle Jails: 05;
2. District Jails : 09;
3. Special Jails: 02;
4. Female Jail: 01 (Sambalpur);
5. Special Sub-Jails: 06;

6. Sub-Jails: 61;

7. Open air jail at Jamujhari in Khurda district : 01.

In the year 2007, a total of 47 sub jails were established in Odisha with 04 circle jails which increased in 2012 to 05. The total number of jails has increased from 70 in year 2007 to 91 in the year 2013. Presently there are 05 circle jails, 09 district jails, 02 special jails, 01 women jail, 01 open jail, 06 special sub jail with 67 sub jails.

These jails have capacity to accommodate 18014 (males 16373 and female 1641) prisoners. The capacity for female prisoners is about 10% of the total capacity. Over the years, the highest capacity of the inmates is in the sub jails and the highest number of women prisoners are in the sub jails. In the year 2013, in the 67 sub jails, there were 5360 male inmates and 270 female inmates. There is no provision for women inmates in the open jail. The district jails had 126, special jails had 51, and women jail had 57 while the special sub jail had 46 women inmates with the total 642 women inmates.

As on 31.12.2013 a total 14473 of prisoners are in the various jails of the state out of which there are 13832 males and 641 women (4.4% of the total). Out of these the convicts⁶ are a total of 3507 while the UTPs are 10976. The women convicts are 121 while the UTP⁷ women are 520.

Inmate status of the state of Odisha in 2013

	MALE	FEMALE	CHILDREN with their mothers	TOTAL
CAPACITY in 91 jails	16373	1641		18014
CAPACITY in 85 jails	15362	1424		16786

Total Inmates as on 31.12.2013	13832	641	86	14473
Convicts	3386 (24.5% of total inmates)	121(19% of the total female inmates)		3507(24% of the total inmates)
UTP	10446 (75.5% of total inmates)	520 (81% of total female inmates)		10966(76% of the total inmates)

Source : White Paper 2013, Home Dept, Govt of Odisha

The 91 jails of the state are spread over 30 districts with the women jail Nari Bandi Niketan being situated at Sambalpur. The 5 circle jails are located at Baripada, Berhampur, Chowdwar, Koraput and Sambalpur. The highest number of women inmates (both convicts and under trials) are at Baripada circle jail (34), Ganjam circle jail (43), Chowdwar circle jail (24), Keonjhar district jail (25), Jharpada special jail (31). The other jails have women inmates with numbers ranging till 20.

There are 56 correctional centres functioning in the state under the social defence scheme⁸.

Welfare, supportive and protective structures and mechanisms

One of the most important initiatives towards inmates' welfare is the adoption of the Odisha Jail Prisoners' Welfare Fund Rules in 2012⁹. The sources of the fund will be from voluntary contributions from prisoners, donations from public, Non government organizations or any other source approved by Government. The objectives of the fund are as follows :

- a. To defray educational expenses of the meritorious children of the prisoners,
- b. To provide financial assistance to the family members of the prisoners for prolonged and expensive medical treatment,

- c. To provide financial assistance to the family members of a prisoner who dies during imprisonment,
- d. To defray expenses for promoting games, sports and cultural activities for the prisoners,
- e. To assist each prisoner with funds at the time of release for rehabilitation,
- f. To meet any other expenses for general welfare or benefits of prisoners as is considered necessary which is not covered under the objectives mentioned above.

Some of the recent initiatives towards improving the condition of the prisons and inmates are as under¹⁰:

- For the healthcare of the prisoners, 30 bedded health facilities are being constructed at Berhampur and Sambalpur circle jails,
- Water supply and sanitation facilities are being prioritized,
- A 100 seater hostel for the children of the prison inmates is being constructed in Laxmisagar, Bhubaneswar. This hostel also has approval of staff such as warden, house mother etc.
- Sundergarh and Cuttack district will have a 500 capacity model prison,
- Open jails at Jujumura, Sambalpur and Baleswar,

- Prison academy for training to the jail staff,
- Increase in cost of daily diet of prisons to Rs 60.00,
- 78 lifers were given release,
- Open jail at Jamujhari to have a handloom unit,
- Women prisoners are given 3 number of cotton sarees in a year¹¹.

Towards fooding, per person daily allocation has increased from Rs.45.00 to Rs.60.00 and there has been a provision of giving food in steel utensils rather than aluminium ones vide letter num 35922 of Home Department dated 25. 9.2013¹².

Female Prisoners are allowed to keep their children with them in jail till the children attain 6 years of age. There is additional provision for the children of the women inmates. Extra provisions for pregnant women prisoners are also given.

Separate utensils such as feeding bottle, feeding spoon, cups, saucers, oil cloth, mosquito net, sleeping materials, baby nappies should be provided to each mother prisoner.

Legal rights and aid

The prisoners who remain undefended in facing trial of their cases are provided with legal aid through the State/District/Taluk Legal Services Authorities. The legal aid clinics are held twice in a week inside the Jails.

Responses from the women inmates

A total of 11 jails with 4 circle jails, 3 district jails, 2 special jails and 2 sub jails were covered in the primary data collection from women inmates. The selection of jails has been done on the basis of the total number women prisoners being 15 and above.

Sl	Location	Category of jail
1	Charbatia, Chowdwar, Cuttack	Circle jail
2	Baripada, Mayurbhanj	Circle Jail
3	Berhampur, Ganjam	Circle jail
4	Koraput	Circle jail
5	Angul	District jail
6	Keonjhar	District Jail
7	Sundergarh	District jail
8	Bhubaneswar	Special Jail
9	Rourkela, Sundargarh	Special Jail
10	Nari Bandi Niketan, Sambalpur	Sub-jail
11	Kendrapara	Sub Jail

All the women inmates who were in the jail on the date of the field visit have been administered the structured questionnaire. The research team asked the questions to the women inmates and their responses have been recorded. The factual verification of their responses has not been done as one of the objectives of the study was to capture the perception of the women inmates and their knowledge level and thus the responses received from the women inmates have been captured verbatim and analysed. The questionnaire had the following sections on which response was collected :

- Background information of the woman inmates and some basic information on family; Details of the crime; Health and facilities available (including pregnancy); Children issues (who are in jail or outside); Education and skill building and work; Legal aid; Social life in prison; Post release plans and opportunities; Violence within jail. Key informant interviews were done at the district and state level as per an interview guideline developed. A

feedback workshop was held on 16th December with key stakeholder departments, civil society organizations, legal professionals and jailors.

The data available from the 11 jails under study reveals that a total of 281 women inmates were lodged with a total of 40 children. There were 16 boys and 24 girls with the mother inmates. However during the field work, a total of 269 women respondents were covered in the 11 jails out of whom 207 (77%) are UTPs and 62 are convicts. This sample size of 269 has to be seen in the context that there are 641 women prisoners in the state; thereby the sample representing 41% of the total universe. 38.66% of the total respondents belong to the age group of 26-40 years; a sizeable 22.71% are UTPs in the age group of 18- 25 years. The old (more than 60 years) constitute 3.72 % of the total respondents.

The social profile of the women inmates in prisons under study reveal that while 35.69% belong to the ST community, 33.46% belong to the general category with 16.36% being in the OBC category.

Close to 80% of the women inmates in the study are currently married while about 12% are widows. The unmarried constitute about 8% of the total respondents. There were 32 widows amongst the total respondents which is about 12% of the sample size. 7 out them (22%) were above 60 years of age. Most of these widows (66%) are illiterate.

In the study sample of 269 women inmates, 3 women inmates were found to be of partially unsound mind and one had low vision. Of the total women inmates under the study, 63% are illiterate. 42 inmates out of 269 (16%) are said to have studied till primary classes. 43% of the total women inmates covered in study were

agricultural labourers and wage earners. 15 women inmates were service holders, 23 were doing business and 10 were domestic workers. A total of 99 respondents (women inmates) i.e. 37% were not in any income generating activities and are housewives. 40% have BPL cards and 3 widows were getting widow pension. Out of the 18 old (more than 60 years) women inmates, only 7 are getting old age pension. Out of the total women inmates interviewed, about 30% have said that they are not getting any social benefits. 62% of the women inmates are charged with murder cases (167 out of which convicted are 56 and rest 111 are under trial). There are 13 who are charged with Arms Act who are all under trials at the time of data collection. 35 women are imprisoned due to illegal business (31 are under trial). The illegal businesses are mainly *handia* and *ganja* trading. All those who are charged with theft, fraud, sex racket, prostitution, kidnapping, domestic violence are all under trials. The highest number of undertrial inmates (111) has been charged with murder.

On analysis with age group categorization, it is seen that there are 17 women who are above the age of 60 years out of whom one is an under trail for about one year. In the age category of 18-22 years who are under trail for 1 year or more, there are 10 such women. About 30% of the women suffer from some illness presently, within which blood pressure related ailment is the highest (35%). Of those who have some ailment presently, 22% have revealed that it has started after the imprisonment. 53% of the women inmates have children below 18 years and 35 women inmates have children (below 6 years) living with them. 96% of the women inmates do not have any educational opportunities/facilities inside the prison. The rest 4% who have received some educational facility are in the age group of 25 – 35 years. As far as training on skills are

concerned, only 10% of the respondents have replied that they have got some skill building training on tailoring and weaving Linkage with courses under Modular Employable Scheme is presently not available. Vocational training facility is not available inside the female ward. In 60% of the cases, family has provided the legal assistance which is primarily need based. Only 3% of the women could mention about legal aid. 95% of the women respondents have access to TV while 33% have access to newspaper. Work by voluntary organisations with jail inmates is limited. A daily schedule of the woman inmates depicts that they spend 50% of the wake time on activities which is not useful or productive.

More than 90% of the women inmates are emotional in the context of their children and families. They are an unhappy lot. Post release life haunts all of them particularly the issue of livelihood. Their self perception is that most of them are falsely implicated. Their knowledge about the cause of imprisonment, the legal aspect, case status is very poor. Infact the awareness of the women inmates on what constitutes legal and illegal work is not present and thus the imprisonment comes as a shocker to them. Business like local liquor trading attracts imprisonment is beyond their comprehension.

The women inmates with children (0-6 years), widows, older women above the age of 60 years, young women in the early 20s age are the most vulnerable. The under trials who have been in imprisonment for more than one year along with those who have been charged with the Arms Act are in need of appropriate legal aid, counseling and rehabilitation.

Recommendations

FOR WOMEN INMATES: Principles of non discrimination : There should not be any discrimination between male and female inmates

inside the jail. They should be treated equally for all types of facility available for prisoners. Facilities to be upgraded/ changed to take care of the needs of the women with disability. **Skill building :** Livelihood awareness programme should be organized for women jail inmates. Empowerment/ skill building training for female prisoners is necessary which will help them for good future life. Skill building training on making of agarbati/ chatua/papad/pickle as well as on tailoring, weaving to be undertaken at jail level. Linkage with Modular Employable Schemes at the district level should be developed. Basic training and raw materials could be provided through NGOs for outsourcing of job work to the women jail inmates. Computers should be provided in women wards so that the women can build their capacities. **Capacity building :** Provision for lady teacher to impart adult education inside the jail for female prisoners. Linkage with Sakshar Bharat Programme for women inmates. Linkage with Open Schools for continuing education. Promote continuation of formal education and facilitate such interests. Awareness on sanitation, reproductive hygiene, psycho social mental health care and day management. **Facility :** Counseling on age specific health (physical and mental) care. Programmes on substance abuse de-addiction. Provision for lady doctor visit. Special facility (like separate room) for women prisoners during meeting (Mulakat) with family members/ relatives and acquaintances. Cleanliness inside the female ward toilets. Jail manual be amended regarding the food timing of the inmates. Provision of beds for women prisoners. Provisions of variety of food and snacks. Enhanced provision for sanitary napkins. **Facilities for children of women inmates :** Creche for children of women inmates inside female ward is required in every jail. Supply of teaching materials like Nua Arunima for children (0-6yrs) through Anganwadi Workers. The female warders are already trained in Nua Arunima and

they could spend time with the children of the female inmates for ensuring the early childhood education. Literate prisoners may be engaged as instructor for the children of the jail inmates. Creation of garden for the children inside the female ward. **Regarding pregnant and nursing women inmates:** Supply of Take Home Ration (Chhatua Packet) for pregnant and lactating mothers (up to 6 months after delivery) inside every jail through nearest Anganwadi center. **Legal aid :** Need of monitoring and evaluation in legal aid support facility. The prisoners should know their updated case status. Legal Aid system should be strengthened in all jails. More para legal volunteers for each jail along with a panel of lawyers. Display board of the legal rights should be put up in the female ward. Speed up trial for the undertrials particularly the old and the young. **Prisoners' welfare :** A list of government facilities available in general and for women in particular should be prepared and supplied to every jail, so that the jail welfare officers can link the inmates with suitable government facility before release from jail. Prison welfare fund to be mobilized from the Corporate Social Responsibility (CSR) funds and a systemic campaign towards this end so that jails can receive funds towards prisoners' welfare. **Jail staff :** Jail officials to be sensitised so as not to carry out any kind of verbal abuse / physical abuse /any type of abuse towards the women inmates. Communication and behavioural change training should be organized for jail staff. Need of training for female jail staff on women specific laws, health and hygiene specifically on reproductive health. All jail staff should be oriented towards gender sensitivity. **Linkage with government schemes in various departments for inmates while under imprisonment as well as on release:** Women & Child Development dept- MAMATA, Widow pension, Disability, Old age pension, Integrated Child Development Scheme (ICDS); Law - Legal aid; Health &

Family Welfare - Health facilities and doctors; School & Mass Education - Open schooling, adult literacy programmes; Employment and Technical Education and Training (ETET)- skill building programmes; Panchayati Raj – Livelihood; Home : convergence; monitoring and review for issues related to women inmates; The committee at district level which includes the District Judge and Collector should additionally include a lady activist/member of an NGO/social worker. This lady activist/member of an NGO/social worker would facilitate counseling of the female inmates.

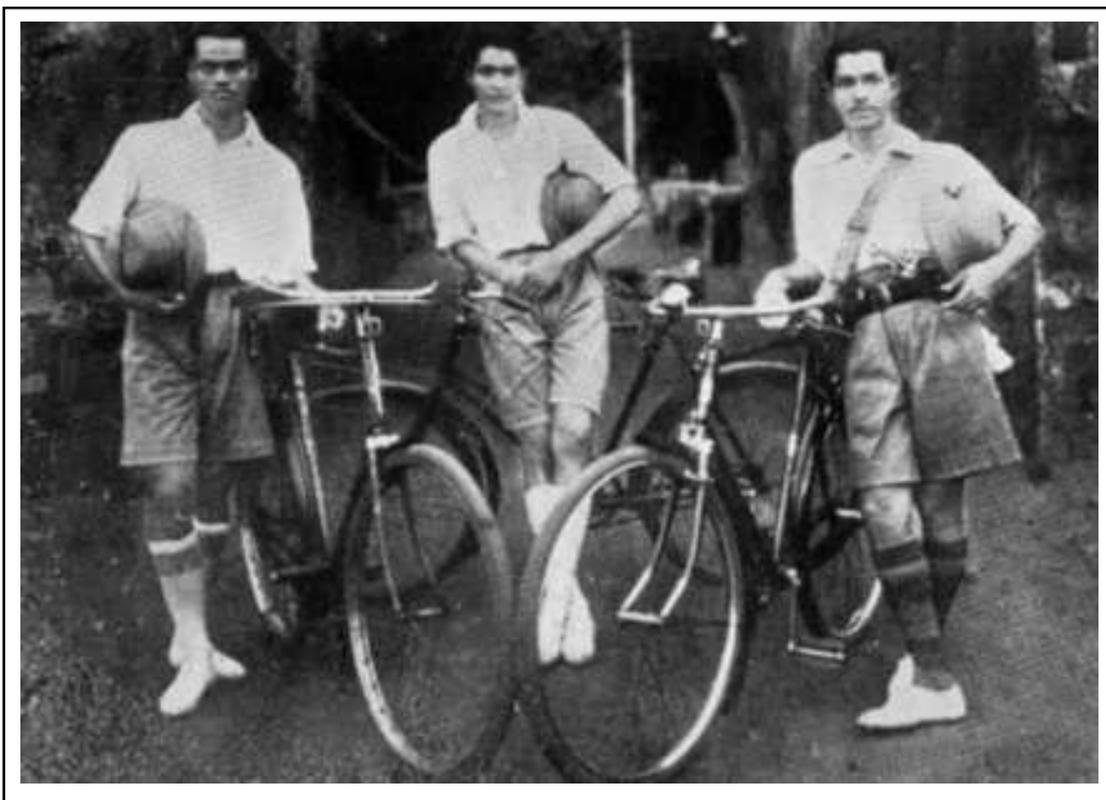
FOR WOMEN ON RELEASE : Post release support for Rehabilitation/ Livelihood; Need of legal awareness/self empowerment training for female prisoners not to repeat the same crime or any other type of crime; Psychological counseling for female prisoners inside the jail to lead a normal social life after imprisonment; Need of special rehabilitation facility for destitute and poor released women; Need of victim compensation; Follow up for released prisoners; Linkage with women's organizations and shelter homes.

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2. Ibid
3. Prison Statistics, 2013, NCRB
4. ibid
5. White Paper, Home dept, Govt of Odisha, 2013
6. Convict means any prisoner undergoing sentence

7. Under Trial Prisoner (UTP) means a person kept in prison (judicial custody) while the charges against him /her are being tried.
8. Regional Probation Offices- 04, District Probation Offices- 13, Central Correctional Home for Men- 01, Aftercare shelters (Cuttack)- 01, Prison Welfare Services- 19 (15M+4F), Sub-Divisional Probation offices- 17, Probation Hostel - 01
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10. White Paper, Home Department, Govt of Odisha, 2013
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Madhusudan Das and Women Uplift

Dr. Somarani Chand

The rise, growth and around uplift of the women had been a very significant event in the annals of modern Odisha. After the British occupation of Odisha (1803) slowly and silently a new factor entered into elite psyche in the form of women emancipation for it not only affected the home and personal lives but moulded the national character as a whole.

The first step to achieve the purpose was, 'Literacy'. During the early phase of the British rule though the vast masses of women in Odisha were illiterate, female education was not entirely non-existent. Some zamindars, rajas and aristocratic *karan* and *khandayat* families imparted teaching primarily in three R's to their women members by domestic arrangements¹. They were not in favour of giving education to women in schools or in any public institution. Rather women were given education to guard their own interests. The observation of Rev. Sutton shows that - Odisha people being



conservative strictly observed the customs like *purdah* and early marriage². From the Quinquennial Report of 1892-97 it is known that the seclusion of women (*purdah*) was a potent obstacle to female education in Odisha³.

Even if the Baptist missionaries took steps to teach girls in their school as early as 1836, the girls who read in the schools were Christian converts and did not hail from the Hindu or Muslim families.

In the later part of the 19th century, the renaissance wave swept intellectual Indians. They keenly felt for women education because

socio-cultural resurgence cannot be achieved without educated counterparts. But they had their own obsession with missionary girls' schools. Some Hindu elites in the towns even endeavoured for the establishment of girls' schools.

In 1869, some Bengali gentlemen of Cuttack town started a Hindu Girls' School in

the Balu Bazar residence of Abinash Chandra Chattopadhyaya. For many years Ramdas Chakravarty, the Headmaster of Ravenshaw Collegiate School remained its Secretary. Getting government recognition in 1873, it was named Ravenshaw Hindu Girls School. Yet, despite all individual and government efforts female education didn't prosper as expected till the end of 19th century.

The 20th century in a sense can be regarded as the herald of women's emancipation. The British rule itself according to Marx was the greatest agency, working for social uplift in India. Many cruel rites associated with the life of woman like infanticide, *satee*, child marriage, polygamy etc. were abolished during the British period through government enactments and legislations⁴. On the whole, a new era of social reconstruction came in popular life in general and women resurgence in particular under the enlightened socio-educational policy.

Coming to Odishan socio-educational scenario, we find the emergence of a group of Odia intellectual ladies who came forward with the flag of general awakening of Odia women. Prominent among them included Reba Ray, Sailabala Das, Kuntala Kumari Sabat, Sarala Devi, Rama Devi and Malati Devi who made their efforts in reforming the society and raising the standard of female education through various means and methods⁵. At this juncture to precipitate the process in 1896, as a member of Bengal Legislative Council, Madhusudan Das tried much for the growth of female as well as general education⁶.

The name of Madhusudan Das by this time had become a familiar household name in Odisha for his radical pragmatic approach to socio-political-economic conditions of Odisha. Being the first Odia graduate of Odisha, his words

and deeds had charismatic influence on the Odia psyche.

Being born and brought up in a traditional Hindu family, two traits of his character became very prominent with the advancement of age⁷. One was his reverence towards mother who was an incarnation of divinity of him. Even in his ripe old age he was choked with tears of respect when he spoke of his mother. Repeatedly he alluded that it was his mother who taught him the rudiments of high personal character to keep one's own dignity. The second trait was his love and regard for the poor. He had an open heart where there was the flow of fraternity even for a rustic ordinary fellow.

In addition to being the successor of a proud *Satee*, great grandma (Krishna Dei), Madhusudan held high esteem for the opposite sex of the society. He never forgot that he had the blood of a great-*satee*-grandma and carried the torch of that lesson throughout his career.

In his 29th year, his partner of life - the noble divinity who nursed and fed the poor (Soudamini Devi) left him. In those days, for men of his education among the Hindus of Calcutta and also among the Christian community, offer of a beautiful girl and a dowry of Rs. 50,000/- came from several quarters. "Yet he remembered the brethren of the land of his birth, how they were suffering under vices of ignorance and poverty. He decided in the name of the partner of his life to relieve the distress of the poor, to bring the light of education and learning to his countrymen"⁸.

The influence of motherly love had such a hypnotic charm on his mind that in 1901 when Lord Curzon refused to meet him in Shimla, he made the persistent appeal in the name of a race which had been unjustly treated in the name of 'Mother Odisha' and a daughter in exile⁹. And he showed that the gulf of administration separated the mother from the daughter and how the Odia

race suffered so badly. He triumphed and with him dawned the era of 'Mother-Daughter Uplift' chapter in Odisha society.

First of all, the chains of superstition, social restrictions and dogmas were to be broken. It could only be done with the spread of higher education among women. Liberation of women from the disabilities or disqualification of sex was one of the most important programmes of Madhusudan Das' public life¹⁰. He worked for redeeming women from the shackles of the 'zenana' and wanted them to be equals of men in every walk of life for which higher education was conditional precedent. That is why he wanted to set the example within his own family who would show the beacon of light to other distressed females.

Miss S. B. Das (daughter of his college friend Ambika Charan Hazra) was the adopted daughter of Madhusudan Das. He made her his own child and educated her abroad with the result that she became a prominent figure in Bihar and Odisha in advancing the cause of Indian women. As a matter of fact, she was Indian by birth and Odia by choice.

While Miss Das was in England, it was decided to have her presented at the court of His Majesties King Edward and Queen Alexandra. The question arose as to presentation of her court dress. And she insisted on following the Indian tradition and was thus the first Indian lady at the Royal court in her *sari* and paid her homage by making *pranam* to the royal couple. Not only the London illustrated papers but also the continental journals featured her in her Indian dress that shows the determination of the lady and her mentor for the preservice of Indian tradition.

Now started her active public life at Cuttack after coming back from England. Ravenshaw Hindu Girls' School from 1887 to 1906 passed through many ups and downs. In

1907, the –then Inspector of Schools after inspecting the school opined that it would be very difficult for the survival of the school even at the primary level¹¹. So the members of the Management Committees asked for timely suggestion of Madhusudan who took the responsibility and entirely reshaped the Management Committee. Sailabala who was now at Cuttack, became the first lady Principal and President of the Committee. Gopal Praharaaj also refers how Mr. Das helped Miss Sailabala in starting the Ravenshaw Hindu Girls High School which was then an infant school. For sometime Praharaaj himself worked under Miss Das as Assistant Secretary of the institution and both of them got invaluable help from Madhusudan¹². Due to his endless efforts the school got immense help from government and private level. The flow of charity also came from rulers of *Garhjat* states. In 1909, the first student from the school appeared privately under the Calcutta University. In 1910, as full-fledged Girls' school it got recognition from the University. The credit for the same goes to a great extent to none else but the pioneering advisor Madhusudan Das.

In 1909, while delivering a lecture in Bengal Council, he told that in Bankipur and in Calcutta only there was provision for the training of lady teachers. In Odisha, there was better scope for the women education, but no steps had been taken till then. Early marriage was of course the main obstacle. But the government had a definite responsibility in this regard. The wives of magistrates should not inspect the schools because neither they made proper inspection nor they showed any interest for the spread of women education. Rather those guardians who sent their daughters for education and were actively involved in school development, should be the members of Managing Committee. Referring to the Literacy chart of 1901, he showed despite several hurdles, the educated ladies of Odisha

were double the number than in Bihar. Yet, the Bengal Government sent one lady to England in government expense to get training on women's education whereas in Odisha only one lady went for that same training to England and that too on private basis. She was Miss Sailabala Das. Even after her return, she had successfully managed the affairs on one Girls' school in Odisha which as per the Bengal School Inspector's report was the real institution for the spread of education in Odisha. Odisha now requires more number of trained mistresses for the growth of women education. While in Bengal and Bihar the government was taking steps for that, Odisha was lagging behind.

A letter from Mr. Egrten¹³ shows that he assured him to get some statistics on the crime of infanticide etc. among the young women on the basis of his letter to him. This shows the real concern of Madhusudan for women's uplift because till then education was accessible to a microscopic few.

In this connection reference might be made to the visit of Miss Carrie. This gifted American lady had been touring as an honorary travelling representative of the Hindu Marriage Reform League of Calcutta¹⁴. She came to Cuttack in connection with the establishment of a branch of the league at Cuttack with the following objects.

- To raise the marriageable age of the boys and girls and to spread education among girls on a wider scale.
- To minimise marriage expenses and abolish dowry system.
- To create public opinion on the question of marriage reforms by means of lectures, pamphlets and tracts etc.

An over-enthusiast, Sailabala with the timely advice of Madhusudan Das, called for a Women's Conference (consisting of aristocratic

native and foreign ladies)¹⁵. The adverse effect of early marriage, problems in women's education etc. were widely discussed in the meeting. The ignorance of the native ladies to follow English was keenly felt. So on one side it was decided for mass English education for the Indian ladies and also vernacular learning for the foreigners. The Marriage Reform Committee fixed 25 years and 16 years as age limit for boys and girls respectively. This shows the very practical attitude of Madhusudan Das who always acted as a force behind the spirit of Sailabala.

In 1913, while delivering a lecture on women's education he told that it was the general impression of Occidental people that all women of Hindu and Muslim families in India generally led the lives of houses imprisonment on the basis of *Zenana* custom. "At present though I am not a Hindu, but I have grown up in a Hindu *Zenana* family. I can tell without any hesitation that *Zenana* system is not at all a system of house imprisonment. As a matter of fact, both Hindu and Muslim ladies treat the house as a temple of family integrity, sanctity and universal fellow-feeling. Indian families till date had not been affected by the foreigners. So in the field of women's education in India, the interference of the foreign government or foreign officers were uncalled for".

He also referred to handicraft training for all. While planting a tree, we must take into consideration the soil, air and water of the place. Otherwise the plantation may come to a naught. Similarly to make our hands active proper training is required. A vehicle does not run only on petrol or horse power of its engine. It also needs wheels to move on. With these examples, he stressed upon proper coordination between hand and brain which real education should aim at.

The following statistics very well indicates the then condition of women's education in

Odisha¹⁶. For example, there were three colleges in Bengal, five colleges in United Provinces, whereas in Bihar and Odisha there was none. In 1913, 101 girls from Bengal and 55 girls from U.P. qualified for the Under Graduate course. It was, therefore, shocking that coming in contact with higher ideals and higher education, the Odias could not sweep away their dogmatic approach.

Madhusudan simply could not tolerate this. Having high esteem for women, he did not want them to suffer from socio-political ills under the umbrage of sex-disqualification. Speaking on a special resolution on franchise for women in Bihar and Odisha Legislative Council on 23rd November 1921, he said.

‘It is the disqualification which I object to. Burn and destroy the *Mahabharata* and the *Ramayana* if you are going to say that women of India are disqualified. Destroy the *Mahabharata* or *Ramayana*- because without Sita there would be no *Ramayana* and without Draupadi there would be no *Mahabharata*¹⁷’.

Thus, he tried all his life for the uplift of Indian women and among his many valuable services may be recalled his securing for them the right to practice in the Indian courts of law which was not acknowledged till then. Miss Regina Guha was the first Indian qualified legal practitioner, who tried to be enrolled in the Calcutta High Court but failed in 1916. Even though Sex Disqualification Removal Act was passed in England in 1919 making the English Women at par with their male counterparts in England, in India it was still a distant dream for the socio-economic barriers imposed upon Indian women.

A similar thing happened in case of Miss Sudhanshubala Hazra (sister of Sailabala Das) to whom the Patna High Court did not grant permission to practice under the law as it then stood.

Hon’ble Chief Justice Mr. D. Mitter rejecting the appeal in April 1922 wrote, ‘x x x The decision we arrived at was one which was necessary to come to before we could determine whether or not Miss Hazra could be admitted as a pleader. It was all part and parcel of an Administrative Act and that being so I cannot see how we can grant leave in this case because it is the matter which lies solely within the jurisdiction of their Lordships of the Privy Council and this Court has no power to make the order. I request that this should be so, but I think Miss Hazra could have been better advised had she proceeded immediately to the Lordships of the Judicial Committee to ask for special leave.’

On 24th November 1922, under the caption, “Indian Lady’s Appeal against Patna Decision,” an article was published in Englishman Magazine: “The Judicial Committee of the Privy Council has granted special leave of appeal on the petition of Sudhansubala Hazra, B.L. (Calcutta) whose application for enrolment as a pleader was refused by the High Court of Patna on grounds of sex.”

The credit for this achievement which removed a serious sex discrimination and enabled the women of India to practice in courts of law was largely due to the agitation carried on by Madhusudan Das on behalf of Miss Hazra. Thus, he made her the first lady legal practitioner of India.

The undated speech of Madhusudan on the floor of the Senate refers to the following resolution:

‘The Senate recommends to Government that I.A. classes for girls be opened at Bankipur Girl’s School from July 1925. The educational needs of this province are increasing by leaps and bounds. It is only a modest corollary of the proposal that shall have to be ultimately adopted in furtherance of our growing educational

requirements. Our University is academically complete and self contained without suitable provision for the higher education of our girls. He cited the examples of Miss Nrityalila Chatterjee, Miss Indira Gupta and a married Hindu Behari lady- all the three above could not avail higher education, for Calcutta University was pretty distant from them. To me it is truly pathetic that these girls and other like them should be lost to their original Almamater.....

‘Incidentally I may mention here that we keenly want more lady doctors for this province. The establishment of I.A. classes for girls is therefore a necessary adjunct of the medical college about to be inaugurated in immediate future. Also, to enable the girls to pass the L.T. examination and to be qualified as efficient lady teachers, one must pass I.A. examination. In educational matters the Government owes a sacred duty alike to our boys as to our girls and that the money that is being spent for higher female education is absolutely microscopic.....

I think I cannot better conclude my humble observations than by reminding you of the word of the poet.

‘Woman’s cause is Man’s. They rise or sink together.

Dwarf or God like, bonded or free.’¹⁸

Madhusudan died in 1934. Till his last breath he took keen interest in all matters relating to women’s welfare, women’s education and uplift. In this connection Sudhansubala Hazra refers to one incident. Once when Madhusudan was in Calcutta, she told him that an Odia girl was in Christ Church Girl’s School when she herself was there between 1906-07. At once, he became interested in the matter and desired to see her. He told Sudhansubala that he was so very anxious to see her because she was an Odia and everything connected with Odisha had a special place in his heart of hearts. He was so pleased to see an Odia girl seeking to educate herself.

Whether as a social worker or a promoter of educational and industrial expansion or a champion of political rights and privileges, Madhusudan was always very clear and steadfast till his last. Thus, he stood firm like a rock, true to his principles and ideas and never compromised his position or prestige for a mess of pottage.

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Women Empowerment : The Role of Panchayat

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A constitutional sanction to establish democracy at the grassroot level was felt by the planners. They proposed that the district planning body should have autonomy to chalk out schemes on the basis of felt needs of the area where people should be made aware of the various plans and programmes and their participation should be ensured. Balwant Rai Mehta Committee (1957) observed that unless local initiatives and local institutions were utilized together in the process of improving socio-economic condition of rural area, the real democratic values could not be achieved. Hence community needs to be involved in the planning, decision making and implementation process through the varying models of planning which are in operation in different parts of the country. Shri Hanumanta Rao Committee recommended in 1984 that strong decentralisation of powers, functions and finances starting from village level to block and district level could be made stronger. In 1985 GVK Rao Committee recommended 'district panchayat to manage all rural development programmes with administrative arrangement'. V Ramachandran Committee (2006) recommended "action programme for the eleventh 5 year plan in the grassroot level". The 73rd Constitutional Amendment Act 1992 (effective from 24th April

1993) guaranteed democracy at the grassroot levels. This grass root level system is Panchayati Raj Institution (PRI) is a three tier system with elected bodies at the village, block and the district level. This new system has spread over the length



and breadth of the country covering over 95% of India. The purpose is to provide access to administration for the citizens at their doorstep and to ensure that opportunities for access are not denied to any citizen. The objective of most of the recent schemes being implemented by gram panchayat is to protect environment, provide food security, to create infrastructure like *Bijli, Sadak and Pani* to every remote village and to provide sustainable income to poor through the schemes like Mahatma Gandhi National Rural Employment Guarantee Scheme (MGNREGS), Sampurna

Gramin Rojagar Yojna (SGRY), Gopabandhu Gramin Yojana (GGY), Swarna Jayanti Gram Swarojgar Yojana (SGSY) etc.

For changing governance and effective implementation of rural development programmes, people are being elected to local councils with unprecedented participation of women. This huge mandate is coming through constitutional amendments of reservation of seats for women in the local governments. In 1992 the Parliament of India enacted two constitutional amendments: 1. Action to democratise local governance 2. Quota based reservation for women.

Women empowerment

The process of restructuring the national, political and administrative structure system was started from Jan 1994. So that the state could be sensitive to the issues of poverty, inequality and gender injustice. The gender related index is lower than values on human development index. Limited choice of occupation and the lack of opportunities are always accompanied with gender inequality. However increasing women representation in local bodies and their entrance into vocational fields have automatically led to a more gendered analysis and women profile. A total development of the country requires maximum participation of women on equal terms with men in all fields. It is therefore imperative to examine these areas and seek improvement in them. A total development of the country requires maximum participation of women in all fields. And for a more just and equal world in social, economic and political structure women's movement needs a fundamental transformation to attack the root cause of gender inequality. And women need to be provided with specific kind of support to build solidarity amongst them through elected bodies. Empowerment is the creation of an environment where women can make independent decisions.

To give a boost to the hot discussed topic on women empowerment the Odisha Assembly has gone one step ahead by amending Gram Panchayat Act 1964 through Odisha Panchayat Law (Amendment) Bill 2011. It has enhanced the quota for women from existing 33 percent to 50 percent in PRI. This reservation for women in PRI aimed to achieve gender equity in the representation in the Panchayatiraj bodies with a mission to implementation of different schemes for economic development and social justice.

The ICDS and IWDS schemes were launched by GOI in 1975 and expanded over 5000+ projects throughout India for the empowerment, upliftment and welfare of women and children. The benefitting areas namely Education, Health, Family welfare, Nutrition, justice and equality were focussed for the welfare of women and children. Economic and social empowerment of women, protection to sexual harassment, protection to domestic violence, dowry prohibition, prohibition to child marriage and right to property were some of the major issues which were given due importance. Beti Bachao (save girl child), Balika Samridhi Yojana (girl child development), Kishori Shakti Yojana (adolescents strength and awareness), Swayam sidha Yojana (self reliance and empowerment), Krishi Talim Yojana (agricultural skill development) are some of the important projects operating under WCD. In addition there are certain legislation and law for the women which are landmark in giving legal recourse to victims and awarding deterrent punishment to the abettors. Some of them are:-

- Hindu Marriage Act 1955
- Hindu Succession Act 1956
- Immoral Traffic (Prevention) Act 1956
- Dowry Prohibition Act 1961
- Medical Termination Pregnancy Act 1971

- Child Marriage Restraint Act 1976
- Equal Remuneration Act 1976
- Indecent representation of women (prohibition) Act 1986
- Commission of Sati (prevention) Act 1987
- Protection of Domestic Violence Act 2005

‘Mission Shakti’ was a holistic empowerment programme launched on 8.3.2001 by the W&CD, Govt of Odisha on the occasion of international women’s day to make the women of the state self sufficient through SHG. It provided technical training to women by using govt and non-govt infrastructures and the areas of technical inputs are handicrafts, forest produce, horticulture, mushroom cultivation pisciculture, diary, poultry etc. SHG is an offshoot of the combined effort of NABARD and MYRADA (Mysore Resettlement and Development Agency) with an experiment of small saving and credit group. The existence of mini banks, Mahila Samiti etc. of Odisha are the grounds of privilege for the functioning of SHG. The nationalized banks focus on rural lending to weaker sections especially women to bring them to mainstream besides IRDP, PMRY and other programmes as well. Prof. Mohd. Yunu’s vision of Bangladeshi Gramin Bank model translated it’s ethos into action in most of the developing countries. The unique approach of SHG is financial intermediation. It combines social mobilization, capacity building and low cost management techniques. Women empowerment through SHG has achieved a great success in and around the country. The administration of the scheme is aimed at the following:

- Economic security and improvement of saving habit.
- Creating assets and improving family income.
- Better schooling and better health care.

- Taking advantage of government welfare schemes and utilization of bank loans.
- Exposure to market network
- Help women abandon the clutches of local money lenders
- Encouraging women’s participation in household decisions making.
- Mobilize financial resources.
- Timely credit assistance to the needy.
- Community work out of SHG earning.
- Remarkable people’s participation

Mission Shakti’ an umbrella organization provides support to banks, NGOs and other stakeholders working in the field of women empowerment. The key features include: the strategic intervention between the federations at panchayat and block level and the institution building support for micro investment plans. Govt have been keen in implementation of socially useful programmes and the following are some of the govt sponsored programmes already under implementation through WSHG:-

Swabalamban : This scheme is in operation through Mahila Vikas Samabaya Nigam since 1998. The objective is setting up income generating units and providing support to projects sponsored by public undertaking or corporation. The target groups are vulnerable women from rural or urban slums.

Swadhar: In 2001-2002 this scheme was launched to help widows, destitute and women released from prison. The objective is providing support to their economic rehabilitation. **Family counselling centres** : The aim of the scheme is providing assistance for free legal aid, and rehabilitative service to women victims so that harmonious relationship could prevail in the society.

Mahila mandal programme : This scheme provides training and health services to women especially balwadi and maternity services .

Short stay homes : This centralised scheme provides counselling and guidance for skill development and to cope with the distress situations arising out of family disturbances.

Mahila and sishu desk : Women and child desks are operative in all police stations of Odisha to attend to the grievance of the vulnerable sections and to provide legal protection to the victims.

State commission for women : State Commission for Women formed since 1993 coordinate with the state cell and district cells for atrocities against women. It recommends to the state govt regarding the working conditions in different factories, industries and different establishments to improve women status in those areas.

Human Rights Commission : Human Rights Commission set up in Odisha by 2006 did strive for protecting and promoting human rights. The Commission deals with the following areas for women and children.

- Sexual harassment of women at workplace
- Prevention and combating child marriage
- Domestic violence
- Child labour and child abuse
- Registration of marriage

Besides, judiciary for gender sensitization, child protection law, anti trafficking law, plan and action to end trafficking and set up of national advisory committee are some of the legal

safeguards provided by Commission to prevent trafficking in women and children.

However in a patriarchy system of social structure men dominate, suppress and exploit women. The fixed social structure and the indoctrination of the system of patriarchy play a dominant role in favour of this notion. But there has been a shift of feminist ideology and woman now is seeking for her freedom of livelihood and she is now struggling against the man's monopoly of civilization. A sustainable development of women has been increased in India through Panchayati Raj system and NGOs have been geared up to protect the Human Rights They are no more stagnant and isolated as they used to be in the past. They are now emerging as a big force in every walk of life.

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The Rise of Social Consciousness Among Women of Odisha

Pradeep Kumar Giri

Scholars believe that women's movement began in India as a part of the social reform movement in the 19th century when social reformers like Ram Mohan Ray, Iswar Chandra Vidyasagar, M.G. Ranade raised their voices against the prevailing religious and social customs subjugating women. Their influence encouraged the British Government to enact certain laws against the Sati system, permitting women to remarry, abolishing the custom of child marriage etc. Efforts were also made to spread education among girls. Some of these issues continue to affect women even in 20th century. The difference is that till the turn of the 19th century very little effort was done to mobilize women for participation in public life in general around the issues concerning them. Mahatma Gandhi made efforts to bring women out of their kitchens. He raised the status of women.

Women's organization, such as the Women's Indian Association and the All India Women's Conference came into existence in the 1920's to spread education among women. These organizations raised similar issues and carried out welfare programmes during the post-independence period. They enjoyed an all India status with branches in all states. Social reformers, as well as women's organizations, raised women's issues which primarily affected Hindu ideology, based on the Vedas. Most social reformers believed in the separation of the roles played by the male and female in society. Though they were not against women working outside their homes, they were not in favour of independent careers for women in the wider world. They believe that

women should not compete with men in all spheres. The reformers continued to demand the women should be pure, firm and self-controlled. They should be *pativrata*, i.e. devoted and chaste wives who should view the views of the husband with tolerance. Those women's organizations, which were offshoots of the social reform movements, share more or less the same ideology.

Studies on women's movements, the freedom movement, the peasant movement, the tribal movement, the student movement, discuss the role and the participation of women in these struggles. These movements do not raise issues affecting women per se but they do raise societal or class issues; such movements, pre-movements as far as women are concerned. They reveal the power of women as a force in society, they allow women opportunity to begin to bring forward their own needs, and they are forgotten part of a process leading to the development of women's movements as such. Most of the studies of various movements do not examine the women's role in the movements specifically. It is generally assumed that these movements are led and dominated by males and in which women have either no role or an insignificant one. They are written from a male perspective. Women have had a distinctive active role in the area of social and political movement. While this leaves an incomplete account of the past which is to be regretted; history like other social sciences is to be criticized for its deficiencies not primarily because women have emerged with less significance than some scholars suppose in their due.

The status of women in India has remained as subordinate to men. This has become a tradition as well as a legacy of several generations. Women have become the victims of both socio-economic systems as well as within the family itself. However, their status underwent some change due to the increasing social and political consciousness during the national movement, which had aroused in women a desire to extricate themselves from the social yoke and to undertake an enlightened and equal participation with men in the process. Their activities in the socio-political fields vindicated the views of prominent social reformers of 19th century as well as Gandhiji's mass movement. The developments paved the way for the formation of women's organization called Utkal Women's Conference, which held its first meeting in 1924 at Berhampur. This may be described as the origin of the women's movement in Odisha.

The most important factor that was responsible for the awakening of Odiawomen was the visit of Gandhiji to Odisha. After the declaration of Non-cooperation Movement, Gandhiji toured the whole country to spread the objective of the movement. He visited Odisha with his wife Kasturba in 1921. Within his short stay Gandhiji through his speech highlighted the issues of social emancipation of women. During this period 'Odia Andolana' was at its highest stage and people of Odisha were determined to fetch their political identity. Gandhiji at a meeting at Binod Bihari at Cuttack highlighted the cause of women backwardness in Odisha society. He said that child marriage, polygamy, orthodox traditions made women's life miserable. He stressed the cause of low status was the lack of education among women. He said that women are not weaker sex but they are forced by the men dominated society and men made laws. The meeting at Binod Bihari was attended by about forty women. This has been stated that they had gone to see Gandhiji. Probably sensing this, Gandhi had made direct appeal to Odiawomen to join in the Non-Cooperation Movement. He maintained that women were the embodiment of sacrifice and suffering as such their advent to public life would result in purifying them.

His speech had so much impressed the Odia women who were present had donated their golden ornaments to the Swaraj Fund for Freedom Struggle. Those who decided to join the movement included Ramadevi, the wife of Gopabandhu Choudhury who had also donated her ornaments. This had probably inspired hundreds of Odiawomen to join the National Movement and there arose social consciousness among them. With this there was an increasing demand among women for the formation of an organization to look after their interest. In this process the Utkal Women's Conference had been formed largely due to the initiative taken in this regard by ladies from Southern Odisha namely Rasamani Dei and Swarnalata Dei. They announced at a meeting at Swaraj Ashram in Berhampur about the formation of Women's Conference. The first meeting was held at Berhampur on 30 June 1924. A large number of women from all over Odisha attended and Acharya Prafulla Chandra Ray who had come from Bengal to chair Pradesh Congress Committee Parishad over the meeting.

Sarala Devi another woman from Berhampur along with Rasamani Dei, Hemabati Dei and Kishorimani Dei worked silently behind the screen. They discussed about the women problem. Thus, this had paved the way for the launching of Women's Movement in Odisha during freedom movement.

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Trends and Pattern of Mechanization in Agriculture and its Impact on Production in Odisha

Prof. G.G. Rao

ABSTRACT

This paper studies the trends of mechanisation in agriculture in Odisha. It is found that there is a large scope for mechanisation in agriculture in the coming years, as there is a minimal share of the machine labour in the total costs for the principal crops. It is indispensable to take extensive programme to increase the agricultural mechanization to new heights. There is large need of adaption of suitable machines in weeding and inter-culture. The big size of machine is not useful to the farmers and they could not bear and maintain them for these activities in the fields. The low horsepower and size machines are much useful compared to the cost of human labour. Then the farmer can substitute these machines successfully. Unanimously and unequivocally, the farmers say that they want electric power and electric pump sets. The electric pump set and power may be given at subsidy keeping in view the marginal, small and medium farmers.

Farmers give much priority to use machines like tractor, combined-harvester and tractor trolley, as the study says. Hence, it could be much appropriate to make them available with the : **a) Low Priced machines :** It is vital of some low priced machines, which may enable the peasant to purchase, **b) Minimum Size and Suitable Scale of Machine:** The size and scale of operation of machine is to be suitable to the farmer in the operation. The government or the executives of agricultural mechanization may seriously look into this aspect to find the suitable machines. **c) Subsidy over Machines:** All these machines are very much costly and their scale of operations may be at large suitable to large farmers and therefore, a good level of subsidy could be given to marginal and small farmers. The printed booklets on various equipments may be distributed to all the Gram Panchayats in Odisha. This will enable the farmer to interact with extension staff of the Agriculture Department and fellow farmers to find a suitable machine to his/her landholding size and cropping pattern with reference to the relative uses and prices of different machines.

1. Introduction:

Farm mechanization is the mainstay of modern agriculture and the many developing countries have been following the same. These countries found congenial conditions for agriculture mechanization and India has found the requirement of mechanization in the cultivation. In the recent past, there has been alarming increase in the wages of agriculture labour and the prices

of produce of cultivators have not shown that much hike in Odisha. Moreover, the enhanced cropping intensity, irrigation and technology have a demand for the use of machines in agriculture across Odisha. The net sown area of cultivable land is constrained with extension in Odisha. Then, the additional production and yields would be made through the mechanization of agriculture. Ultimately, it reduces the human drudgery and the

labour could be shifted and utilized to other activities, which may fetch higher incomes to them.

Both secondary and primary data is used in this study. To estimate the trends in cost of cultivation, secondary data from the website of “DACNET” is used by calculating with semi log to estimate the trends and growth rates. The major data sources for this study are primary data surveys made in Puri and Khurdha districts in Odisha. The primary survey was conducted with multi-stage sampling. Since all the 30 districts in Odisha have implemented mechanization, it is selected two districts with one more mechanized district—Puri and another one with less mechanized district—Khurdha. The similar sampling was followed in the selection of blocks and villages. In each block, one village was selected. From each village 50 beneficiaries were selected randomly from the given list by the Department of Agriculture. In selecting village, pre-tested survey is conducted. The primary data was collected during March 2014 as the reference year.

2. Trends in Agricultural Mechanization in Odisha:

(i) Share of Machinery Costs in Operational Costs:

The share of machinery costs in operational costs is shown in **Table 1**. The important seven crops are examined for Odisha during 2001-10. In the operational costs, Jute crop reports the highest share out of all selected crops with 70% followed by sesamum with 62% for human resource/labour, whereas moong and niger seed showed the lowest with 52%. Though paddy has the highest share in cropped area in Odisha, it does not indicate much share by human resource/labour. It is observed that the bullock labour is also the lowest one for jute crop against the highest use in niger seed (40%) followed by sesamum. Urad crop also shows the lower level

use of bullock labour. Surprisingly, niger seed records zero level use of machine labour in the operational cost and Arhar comes to next place. The highest machine labour is reported for moong cultivation and paddy occupies second place in the use of machine labour. Millets appear low use of machine labour than cereal crop paddy. The trend appears that there are higher shares for human labour and bullock labour rather than machine labour in operational costs during 2001-10.

(ii) Share of Machinery Costs in Total Costs in Odisha:

Table 1 presents share of machinery cost in total costs in Odisha during 2001-10. In the total costs, the cost of human labour shows the highest for jute crop (51%) followed by sesamum, while moong and urad reported lowest shares, respectively. Cost of bullock labour records at lowest to jute crop, whereas niger seed indicates the other side with 27% out of all selected crops in Odisha. Sesamum crop displays second place for higher cost of bullock costs in total costs. Moong crop reports biggest share of machine labour to total costs out of all crops referred and paddy comes next to moong crop. Costs of machine labour informs much less to Arhar and sesamum, in that order. The machine labour in total costs ranges between 0.73% to 2.83% for different crops studied. It indicates that there is lot of scope for mechanization in agriculture in Odisha. In case of niger seed, it is zero level machine labour and it emphasizes that the tool design should be suitable to the crop in question to increase the mechanization in cultivation. When compared to other states like Punjab and Haryana, there is a great deal of requirement of machines in cultivation in Odisha. The dominance of human labour is there for all crops in total costs of cultivation and it could be further reduced for all selected crops in this study.

Table 1 - Average Share of Principal Crop by Human Labour, Bullock Labour & Machine Labour in Operational Costs, Total Costs and Value of Production in Odisha:2001-10

Costs/value per ha)

Sl. No	Principal Crop	Share of costs in total Operational costs			Share of costs in total costs of production			Share of costs in Value of Production		
		Human labour	Bullock labour	Machine Labour	Human labour	Bullock labour	Machine Labour	Human labour	Bullock labour	Machine Labour
1	Paddy	57.10	16.62	3.96	38.51	11.21	2.67	38.68	11.26	2.68
2	Urad	57.50	17.65	2.50	34.67	10.64	1.51	29.10	8.94	1.26
3	Moong	52.39	22.57	4.47	33.16	14.29	2.83	31.00	13.36	2.65
4	Arhar	60.96	26.90	1.25	35.61	15.71	0.73	36.09	15.92	0.74
5	Sesamum	62.41	28.34	1.64	39.93	18.13	1.05	41.63	18.91	1.10
6	Niger seed	52.52	39.62	0.00	35.55	26.82	0.00	38.21	28.82	0.00
7	Jute	70.40	12.84	3.12	51.06	9.31	2.26	53.79	9.81	2.38

Source: <http://eands.dacnet.nic.in/Cost of Cultivation.htm>

(iii) Share of Machinery Costs in Value of Production:

Share of machinery costs in the value of production is given in **Table 1**. It is observed that the share of value of machinery costs informs very lower level compared to its counterparts i.e., human labour and bullock labour. Further, it indicates the possible extension of mechanization in agriculture in Odisha. As discussed earlier, jute crop shows the highest share of human labour, in the value of production, whereas sesamum crop reports second place. Urad, moong and arhar crops reported lower level of shares, in that order, in the total value of production. Cost of bullock labour reports the highest share of niger seed from all crops selected followed by sesamum crop. Urad and jute crops show the lowest shares, in that order. Cost of machine labour reports that paddy crop has the highest share of machine cost in value of production and moong crop occupies

the second place. Arhar and sesamum reports the lowest shares for machine labour in value of production.

Cost of machine labour clearly shows the lower shares compared to the shares of human and bullock labour in operational costs, total costs and 'value of production'. Still cost of bullock labour has its dominance in niger and sesamum crops. Paddy crop also records meager shares for machine labour against different cost heads. In future, there will be much possibility for machine labour for different crops selected in Odisha, as it is placed at low web. Though paddy crop is much popular for agricultural mechanization, it also divulges a lower stratum for the machine labour in the cost of cultivation. Hence, it could be inferred that there is ample scope for mechanization across the fields of Odisha, provided suitable devices adaptable to different crops in the cultivation. Out of all cost heads, operational costs, total costs and the value of production and machine labour report meager

values. For operational costs, machine labour ranges between 0.00% to 4% for different crops, whereas it is placed between 0.00% to 3% for total costs. Machine labour does not show much share for any crop in the value of production, as it covers up to 2.68% only for paddy crop, having other crops placed below to it. To substantiate this further, it is made field level study to confirm the macro level scenario, and analysed here.

3. Growth Rate of Costs and Mechanization and Production in Agriculture in Odisha-1996-2010 :

Table 2 explains the rates of growth of human, bullock and machine labour in agricultural production in Odisha during 1996-10. The trend

of growth rate for cost of human labour displayed declining for all selected crops except sesamum and jute. For sesamum and jute crops, the increasing trend appears and it is very high for sesamum. The declining trend is very high for moong crop (-3.19) followed by the rate of arhar. It indicates the contribution of human labour in declaration for the cultivation in Odisha. The growth rate of price of human labour shows increasing trend and this acceleration ranges between 0.04 to 0.11 for different selected crops in the study. The rate of increase is high for niger seed for all crops out of the selected crops for the price of human labour and the total cost shows higher level to the same crop followed by arhar and sesamum.

Table 2 - Growth Rate of Costs and Mechanization and Production in Agriculture in Odisha-1996-2010:

Crop	Cost of Human Labour			Cost of Bullock Labour			Cost of Machine Labour			Production		
	Qty	Price	Total cost	Qty	Price	Total cost	Qty	Price	Total cost	Yield	Price (Value of Production /Yield)	Value of Production
Paddy	-0.54	0.08	0.10	-0.32	0.17	0.18	N.A	N.A	0.11	0.28	0.19	0.13
Urad	-0.49	0.05	0.09	-0.31	0.20	0.39	N.A	N.A	0.30	1.69	0.19	0.24
Moong	-3.19	0.06	0.07	-0.44	0.21	0.25	N.A	N.A	0.31	0.40	0.21	0.19
Arhar	-1.81	0.04	0.12	-0.43	0.10	0.17	N.A	N.A	0.44	3.02	0.22	0.26
Sesamum	7.14	0.05	0.11	1.00	0.10	0.09	N.A	N.A	0.41	0.56	0.14	0.17
Niger seed	-0.43	0.11	0.16	-0.26	0.10	0.14	N.A	N.A	0.00	-0.39	0.15	0.45
Jute	2.61	0.08	0.10	-0.18	0.12	0.24	N.A	N.A	0.22	0.25	0.21	0.41

N.A.: Not available, Source: <http://eands.dacnet.nic.in/Cost of Cultivation.htm>

The quantity of bullock labour shows rapid decrease for all crops except sesamum, while it is high for moong (-0.44) and arhar

(-0.43). The least quantity of bullock labour was applied for jute crop from the selected crops. The rate of growth of 'price of bullock labour'

increased for all crops and the price appeared the highest to moong crop and the second place went to urad. The growth of total cost of bullock labour reported much acceleration except for sesamum crop, which substituted much human labour. The growth of total cost of bullock labour was very high to urad (0.39) and jute (0.24) crops. Among the selected crops, though paddy reports a large area and high production in Odisha, it does not show much growth rate in the costs of human labour and bullock labour compared to other selected crops. For cost of machine labour, growth rates of quantity and price are not available but total costs available. During the study period 1996-2010, the rate of growth of 'total cost for machine labour' is tending to acceleration, while bullock labour shows lower level rates for different selected crops in Odisha. Interestingly, paddy has lower level of growth rate for cost of machine labour compared to bullock labour in Odisha. It is a fact that advocates the use of machines in paddy cultivation. If the Growth rates of production and mechanization costs in Odisha are observed, all the growth rates of yields and prices of selected crops are higher than the growth rates of costs of machine labour in Odisha. The yield rates of urad, arhar and sesamum are higher than that of other crops. The increase is there for different crops in price during 1996-2010 and the similar trend appears for value of production. When compared to yields, the growth rate is low for total cost of machine. In case of increase in price of produce of the farmer, the costs of machine labour show higher level against the rates of growth of prices. The analogous trend appears between the value of production and the cost of

machines in the study period for all selected crops in Odisha.

4. Micro Level Picture- Village Level Study:

It is made an attempt to examine the farm mechanisation impact on the operations and production of the cultivators, as referred earlier, through the farmers' interviews in the selected villages in Puri and Kurdha districts.

4 (i) Input Costs:

The input costs of selected sample villages are presented in **Table 3** in between more mechanized district (MMD)-Puri and low mechanized district (LMD)-Khurdha during 2008-11. Out of all the costs, hired machinery costs stood at the highest by 38% followed by hired labour costs for paddy. Among other costs, fertilizer costs reported 15% and it was higher than any other input cost of paddy crop. The lowest cost appeared for pesticides/weedicides with 3%. Moong crop did not show much input costs compared to paddy. In the cultivation of moong, hired labour reported the maximum cost out of all input costs in MMD. The LMD showed opposite picture compared to its counter part, as it reported much costs under hired labour (62%) and less costs under hired labour (18%). This appears that all the costs have much variation in between the two districts regarding input costs, as the costs in MMD are high for all inputs compared to LMD. However, this is not replicated for moong crop and it refers to higher input costs in LMD than in MMD. Thus, the cost of cultivation is higher in LMD for moong crop than in MMD.

Table 3 - Percentage Distribution of Input Costs Based on Sample Village Survey in Selected Districts-Puri and Khurdha in Odisha triennium: 2008-2011

Crop	Seed	Irrigation	Organic Manure	Fertilizer	Hired labour			Hired machinery costs			Pesticides/ Weedicides	Total
					Bullock	Manual	Total	Tractor	Harvest Combine	Total		
More Mechanized District												
Paddy	3.37	4.18	5.70	15.43	2.17	28.40	30.56	31.66	6.23	37.89	2.85	100.00
Moong	22.44	0.00	5.06	14.18	7.10	28.98	36.08	18.25	0.00	18.25	4.00	100.00
Less Mechanized District												
Paddy	3.12	1.58	4.44	8.50	4.03	57.59	61.63	14.70	3.39	18.09	2.64	100.00
Moong	19.21	0.00	4.33	9.64	12.19	43.64	55.83	9.29	0.00	9.29	1.70	100.00

Source: Field Survey, 2014

4. (ii) Cost of Mechanization Vs Value of Output:

Cost of mechanization and value of output are presented in the **Table 4**. Two crops are analysed in the sample villages selected from the study area. Between paddy and moong, paddy

has higher value of output per ha in both selected districts. The percentage of machinery costs to value of output is high in MMD than in its counterpart, as the high mechanization in the study area may be causative factor compared to LMD. The similar trend appears for marketed surplus.

Table 4 - Cost of Mechanization Vis –a-Vis Value of Output (Rs/ha)

Crop	Value of Output	Hired machinery costs	Marketed surplus	% of Machinery costs to value of output	% of Machinery Costs of Marketed Surplus	% of Marketed Surplus to Value of Output
More Mechanized district						
Paddy	56275	15663.96	53885.34	27.83	28.92	95.75
Moong	14500	1480	13842.00	10.21	10.63	95.46
Less Mechanized district						
Paddy	38565	6619.95	36120.48	17.17	18.33	93.66
Moong	12822.00	820	11500.63	6.39	7.13	89.68

Source : Field Survey, 2014

Nearly 29% of machinery costs are covered in the marketed surplus for paddy crop in Puri district, while it is 18% in Khurdha district. Moong has also higher share of machinery costs

(11%) in MMD, whereas in LMD, it is low with 7% of machinery cost in marketed surplus. In the value of output, both crops paddy and moong have higher share of marketed surplus 96% and

95%, respectively, in Puri district, however, Khurdha district reports lower level of marketed surplus to the value of output for both crops—paddy and moong.

4. (iii) Farmers' Perception:

In both study districts, the reasons for using machinery are expressed. First and second ranks are to quicker operations and higher yields, respectively, while third priority is found for drudgery in Khurdha district. The operations much sought in machines are in ploughing, irrigation and threshing in the study districts. However, in Puri district, farmers have gone ahead at a small extent in the farming activities of sowing, weeding and harvesting and this does not appear in less mechanized district Khurdha. It could be found that the appropriate machines used for different operations in the cultivation as: tractor operation—88% and 66% in Puri and Khurdha districts, in that order. Still in Odisha, farmers are in the habit of manual sowing in either area of the selected districts. For irrigation, electric pump sets are in much use in Puri district, nevertheless Khurdha district lags. For Weeding and Inter-culture, it is observed that all the farmers (100) in the sample villages were with manual operation of weeding and inter-culture in both districts. It shows that the harvesting is done 90% through machine-combined harvester. In Khurdha district, still the farmers harvest the crop by using manual sickle at the rate of 96% out of the sample 50 farmers. Only two farmers used the combined harvester to the harvesting in the fields of Khurdha district.

Still in Odisha, farmers are in the habit of manual sowing in either area of the selected districts. The reliable scale and size of the machine is to reach the farmer for much useful in sowing and planting activity. All the sample farmers from MMD use the machine for irrigation in the cultivation, while LMD reports only 58% of farmers use machine for irrigation in the cultivation. It is observed that the farmers of both sample villages are in much use of electric pump sets rather than diesel pumps. To run the diesel pump

set, farmer was to bear much fuel expenses and it is not much efficient compared to electric pump set. They are not using animal operated or power tiller or tractor operated in the fields to protect the plants. In MMD, farmers are by 96% in the use of combined harvester for threshing and only 4% farmers are using power-operated thresher and the analogous trend appears in the other study district. All the farmers (100%) have used the tractor trolley to transport the produce from farm gate to market in Puri district, contrary to it, the farmers of Khurdha district show 66% use of tractor trolley.

4. (iv) Farmers' Major Problems with Machinery Used:

In the ploughing, farmers (4%) informed that there was a problem to hire animal operation for ploughing in Puri district, while this view was not found in Khurdha district. In the tractor ploughing, the cultivators (24%) view that they think higher price of tractor to purchase in Puri district. In Khurdha district, the farmers (34%) expressed high expensive of the tractor, as it takes much investment by the farmer. They (6%) express that tractors are not available for hiring during the sowing season for right time ploughing. They (42%) informed the existence of much expensive hiring of tractors for ploughing in Khurdha district. Lastly, farmers (2%) viewed the existence of good maintenance cost to tractors even for hired tractors during ploughing season across fields. It is the machinery of 'tractor planter' in sowing and planting in both Puri and Khurdha districts in Odisha, though they are very particular over the price of 'tractor operated planter'. In Puri district, farmer did not show any problem over the machinery of irrigation, weeding and plant protection and it informs the good adaption of machinery in these lines of activities in cultivation. In Khurdha district, farmers expressed some problem over irrigation machinery. They expressed that the diesel pump and electric pump were expensive and the cultivators opined 26% and 12% for diesel and electric pumps, respectively.

In harvesting of paddy, the farmers (16%) informed the problem in receiving yield at expected level in the use of manual sickle for harvesting in Puri district and the farmers (24%) expressed the problem of high cost of 'tractor harvesting machine' in the same district. The different picture appears in Khurdha district for harvesting. The cultivators (28% from sample village) viewed that it was much problem to hire the labour for cutting the paddy through 'manual sickle' and further they (6%) expressed the problem of higher labour wages (expensive to hire). In case of tractor use, these farmers (72%) were very particular about the price of tractor (expensive to purchase). In Threshing, Farmers (18%) expressed the high cost of price of the tractor for threshing purpose in the cultivation in Puri district. In Khurdha district, farmers have shown three problems in the use of tractor in threshing. Therefore, it would be better to arrange number of machines to the farmers for hire basis from Agriculture Department. In the Marketing of produce, farmers employ tractor trolley for the transport of the produce in both study districts. The farmers are much concerned with the price of tractor and its trolley and hence, it would be better either to increase the amount of subsidy or to reduce the price of tractor and its trolley by the producers of the tractors. Farmers (60%) expressed the use of machine to receive higher yield from the cultivation from Puri district, whereas it is 54% in Khurdha district. The farmers (24%) display usefulness of machinery to derive reduced drudgery from more mechanized district, though the farmers (34%) inform in higher extent for better reduction of drudgery in Khurdha district. Only 10% of farmers from Puri district express the usefulness of machinery for higher income, but it is absent in the other study district. The major segment of farmers express the usefulness of machinery for higher yield and it indirectly indicates the increase of income of the farmer.

4. (v) Awareness of Government Programmes:

In Puri district, farmers are much aware of government programmes than in Khurdha district, as the farmers express with 42% and 14% in Puri and Khurdha districts, in that order. Farmers (42%) express that they know much of demonstration of best practices. Moreover, the farmers from LMD express the awareness of best practices by 18% farmers. The subsidy on purchase of machine is known much in Puri district among farmers (28%) than that of the farmers (12%) in Khurdha district. In case of demonstration of best practices, cultivators have much exposure in MMD compared to its counterpart. The other factors viz., cash incentives, input provision and 'any other' are not in the awareness of both farmers of the two sample villages of the selected districts. The farmers are much interested in subsidy, best practices of the machine and the training to use the machine.

4.(vi) Usefulness of Government Programmes:

The awareness of the farmers differs in between two sample villages of the study districts. More mechanised village shows 42% of farmers in favour of the mechanization programme, while the farmers of LMD village express by 18% for the usefulness of the programme. Farmers (82%) of Khurdha district inform the non-usefulness of programme in Khurdha district, whereas, it is found only 58% in Puri district. In the learning techniques of mechanisation, the farmers (42%) are in advance in Puri district, while it is found with 18% in Khurdha district. In the more mechanized area, farmers (28%) got cash subsidy for machines, while it was 12% only from less mechanized village from Khurdha district. Farmers did not make any negative remark.

4. (vii) Increase in Area and Production after Mechanization:

There is hardly increase in area in both selected districts. The two sample villages have

shown in the rise of production at 6.80% and 1.02% in Puri and Khurdha districts, respectively. Much mechanisation effect could be traced in Puri district rather than in Khurdha district. Therefore, the mechanisation programme is still to knock the doors of the farmer in Khurdha district.

5. Policy Implications:

It is indispensable to take extensive programme to increase the agricultural mechanization to new heights. To this end, it is to increase the outlays to these programmes, as the amount Rs.521 crores spent during 2013-14 was very much meager and insufficient to meet the big demand of agricultural mechanization across fields of Odisha. There is a need of proper coverage of the present agricultural mechanization programme in the less mechanized districts in Odisha to increase the production and yields. There is large need of adaption of suitable machines in weeding and inter-culture. The big size of machine is not useful to the farmers and they could not bear and maintain them for these activities in the fields. The low horsepower and size machines are much useful compared to the cost of human labour. Then the farmer can substitute these machines successfully. Unanimously and unequivocally, the farmer says that they want electric power and electric pump sets. Now, the farmer foregoes much amount of income in the form of expenditure towards purchase of diesel and the maintenance of diesel pump set to meet the requirement of irrigation. The electric pump set and power may be given at subsidy keeping in view the marginal, small and medium farmers.

To the operations of Ploughing, harvesting, threshing, and transportation and marketing, farmers give much priority to use machines like tractor, combined-harvester and tractor trolley, as the study says. Hence, it could be much appropriate to make them available with the: **a) Low Priced machines:** It is vital of some low priced machines, which may enable the peasant to purchase, **b) Minimum Size and Suitable Scale of Machine:** The size and scale of operation of machine is to be suitable to the farmer in the operation. The government or the executives of agricultural mechanization may

seriously look into this aspect to find the suitable machines. **c) Subsidy over Machines :** All these machines are very much costly and their scale of operations may be at large suitable to large farmers. Therefore, there could be given possible weight to small farmer size groups and the educated youth (sons and daughters of soil) may be considered to give these machines on high subsidy over these machines. To make a great success in agricultural mechanization, it would be much needed to disseminate information of assorted sizes of machines and its relative prices, uses and fuel efficiency. Hence, the printed booklets on various equipments may be distributed to all the Gram Panchayats in Odisha. This will enable the farmer to interact with extension staff of the agriculture department and fellow farmers to find a suitable machine to his/her landholding size and cropping pattern with reference to the relative uses and prices of different machines.

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Democratizing Value Creation in Odisha : Sustainability, Conflict and Peace-building

Leon Miller

Abstract

This article introduces a new technological age perspective on how to increase public value, promote sustainable development and decrease the extent to which development in Odisha becomes a cause of conflict. The new perspective can be described as the democratization of value creation: a strategy for realizing the future hoped for by Odisha's stakeholders, a future rooted in Odisha's cultural heritage, a future that draws from the inherent human desire to work together toward achieving *the common good* (i.e. the basis of what Liberal societies believe will result in the democratic peace), and a future that satisfies both material and higher order value needs.

The article argues that the democratization of value creation concept is a strategy for establishing an infrastructure of peace in Odisha. Such a strategy is explained in a way that indicates why it is viable for reducing conflict over development planning because it offers a sustainability approach that harmonizes social relations and the human relationship to nature.

1. Introduction

David Cameron, Britain's Prime Minister, stated that the democratization of value creation is "A huge cultural change where people feel both free and powerful enough to help themselves and their own communities by unleashing community engagement so that decisions [are made by] people. It's about liberation—the biggest, most dramatic redistribution of power [and] it's about empowering people [so that they will be] in charge of their own destiny" (Cameron 2010, 1-3; also see Savrum and Miller 2015b, 25). Thus, the democratization of value creation concept is also referred to as the co-creation of value by means of the collaborative engagement of stakeholders (i.e. applying a Social Constructivist process to

creating social reality) plus in social economic and business terms is referred to as a technological age shift to creating an increase in both stakeholder and social capital.

This article explains how the concept can be applied to Odisha to create a model for sustainable social economic development that, at the same time, is a strategy increasing social capital, and reducing social conflict. This approach for realizing the future hoped for by Odisha's stakeholders is rooted in Odisha's cultural heritage, is inclusive of indigenous knowledge, is a model for the future that draws from the inherent human desire to work together toward achieving *the common good* (i.e. the basis of what in Liberal societies believe will result in the

democratic peace), and prescribes a future that satisfies both material and higher order value needs.

The following section (section two) of the article explains the democratization of value creation concept and its connection with sustainability planning. This is followed by section three which goes into detail on how the concept aligns with the new technological age paradigm for approaching development in a way that is more harmonious with natural patterns and those cultures that live more closely with nature. Thus, section three explains how the concept combines the values inherent in Odisha's cultural heritage, indigenous knowledge, and the insight from top scholars of Odisha's universities to create what could also be called "the greening of the democratic principle" (i.e. the basis of what Liberal societies believe will result in the democratic peace). The conclusion summarizes the entire article and emphasizes how the application of the democratization of value creation concept would contribute to a more peaceful and prosperous life for all levels of the Odishan society.

The Democratization of Value Creation Concept and Sustainability Planning in Odisha

The democratization of value creation concept applies as a viable approach to sustainability planning in Odisha because it is a model for resolving the dichotomy between creating value in social, cultural, and stakeholder terms as opposed to creating value in economic and business terms. The democratization of value creation concept is a strategy for resolving this historical dichotomy due to the fact that by applying the concept to sustainability planning in Odisha social agents are provided a means for integrating all social resources for the benefit of

all segments of society (Miller 2015, 21; and Vargo & Lusch, 2011, 184). This means that the democratization of value creation—when put into practice—works to integrate the interests of all segments of society (e.g. the power elite, the policy-makers, and the general public) and creates an outcome that is considered beneficial and satisfactory to all stakeholders. In other words the democratizing value creation is a strategy by which all stakeholders participate in a Constructivist process in order to create shared values (e.g. Holistic well-being, improved environmental conditions, sustainability, survivability, the establishment of common goals, and increased material satisfaction, as well as maximizing the enjoyment of higher order values).

The shared values are then shaped into social reality by employing the same interactional processes that are increasingly proving to be successful for laying the foundation for an infrastructure of peace (i.e. a strategy for achieving the democratic peace). "That is to say that recursive forces (i.e. the fundamental principles that promote the democratic peace) act as a factor in [creating an] infrastructure for peace when the apparent conflict of interests between agents are effectively mediated by the discursive structures of the system so that the collaborative interaction creates solidarity" (Savrum & Miller 2015b, 19; and Giddens 1984, 24-25).

Thus, the democratization of value creation—grounded in the foundational normative principles of Indian Civilization—has become popularized as a means for shaping the essential interdependence that is basic to human social life into mutual well-being. The concept is based on the premise that all members of society—due to unavoidable interconnectedness—are engaged in an attempt to make use of the available resources of society for the common purpose of creating their social life (Vargo & Lush 2011, 181). To

increase the likelihood that such Constructivist and collaborative interaction processes will result in the good life in Odisha this article proposes a approach to planning that is based on an inclusive, multi-level, and multi-dimensional participative approach to sustainable development (e.g. the interest, identity, and concerns of all stakeholders are taken into consideration). Fig. 3 below is a model for how a participatory approach to sustainable social economic planning works.

Modification of S. N. Mishra’s Model for Public Participation

that “Resource[s] (focused via signification and legitimation) [create] structured properties of social systems, [and are] drawn upon and reproduced by knowledgeable agents in the course of interaction” (Giddens 1984, 4 &15-16). In other words resources provided by new technologies create the means for structuring networks of participatory communication (e.g. an arena that attracts policy-makers, stakeholders, and economists) which results in agents at multi levels interacting together to generate the knowledge (i.e. co-creating the means) to maximize benefits for increasingly larger

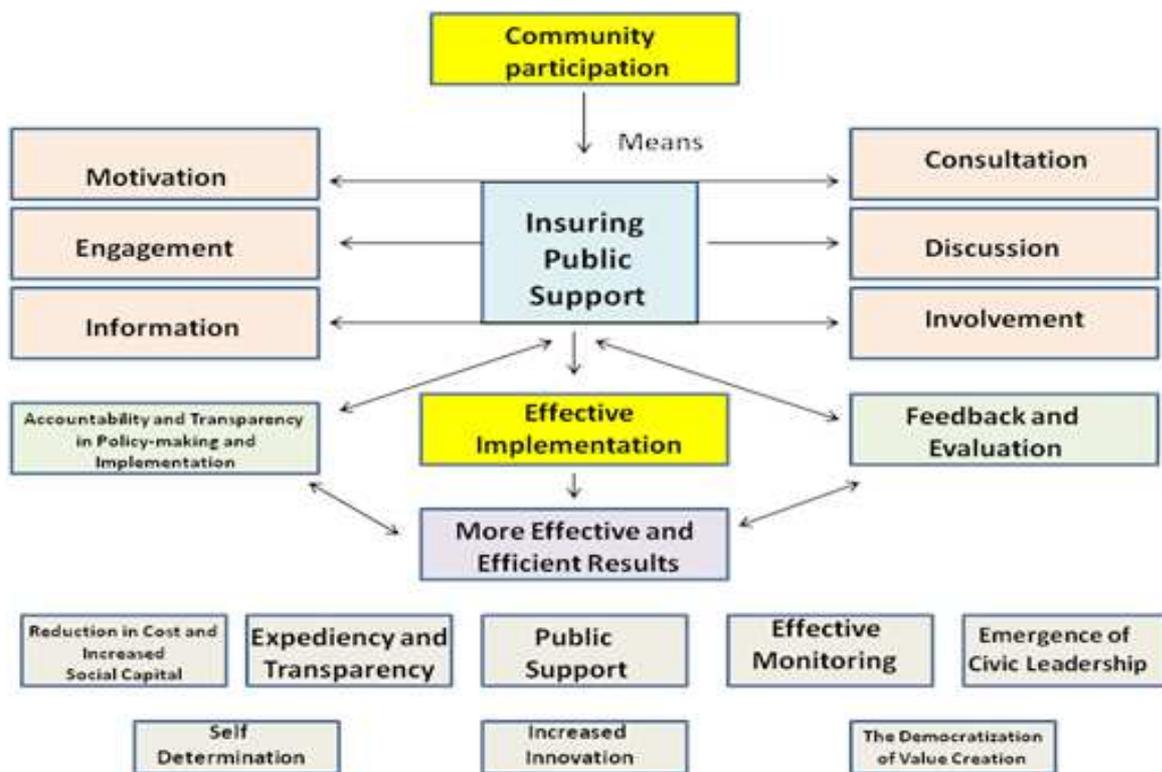


Fig. 3: a modification of M. S. Mishra’s model for a participatory approach to sustainability and planning adaptations to climate change, as well as, a participatory approach to planning and implementing policy. (Mishra 2007, 36-48).

The technological age introduces a new perspective on how to increase public value. This new perspective is based on the theoretical claim

segments of society: by increasing transparency, reducing corruption, and increasing social capital. Social capital refers to the civil body networks,

social media networks, institutional networks, and interpersonal relationships, that determine the quality and quantity of the resources available to a society.

Increasingly researched evidence is revealing that social cohesion is critical for societies to prosper economically and for development to be sustainable. Social capital is not just the sum of the institutions which underpin a society—it is the glue that holds them together (OECD 2001, 40). Thus, a democratized approach to sustainable development in Odisha would be a planned engagement with communities

2003:27). Thus, a primary step in initiating the concept is to make an assessments of the stakeholder’s aspirations for the future. In this way, by employing the participatory approach, the development planners of Odisha will be able to more comprehensively identify current, historical, cultural, infrastructure, environmental, the market, (and the other) factors that play a role in sustainability for a particular context (see fig. 4 for a model that describes the process for public participation).

Modification of S. N. Mishra’s Process for Public Participation

A Comprehensively Researched Analysis of the Needs, Interests, and Values of the Community
Determine the common ground (i.e. shared interest and common values) that can result from collaboration
Use the shared interest and common values as the basis for designing a project
Educating and Awareness Raising (do as much as possible to generate, disseminate, and share information)
Mandate that the Program Operates on the Basis of the Value, Norms, and Principles that Grow Out Of the Shared and/or Common Values
Encouraging self-determination (innovation and entrepreneurial activity rather) than relying on aid
Collaborating to identify and solve problems and gain need feedback
Establish/Facilitate Networks and Open Forums of Participation
The Democratization of Value Creation

Fig. 2: a modification of M. S. Mishra’s process (or steps) for developing a participatory approach to sustainability and planning adaptations to climate change, as well as, a participatory approach to planning and implementing policy. (Mishra 2007, 36-48).

to identify their needs and priorities plus to engage with the communities in a Social Constructivist process that empowers them to fulfill their vision of what development plans need to be implemented in order to improve their livelihoods and enhance their lives (Bovarnick & Gupta

“The Greening of the Democratic Principle”

The democratization of value creation (i.e. a new technological age approach to sustainability) proposes the greening of the democratic peace concept as a theoretical basis

for establishing a infrastructure for peace in Odisha. The concept has a viable foundation for conceptualizing sustainable social economic development in Odisha because it aligns with the UN effort to offset an imposing global crisis by promoting sustainability, development as freedom, an increase in overall holistic human well-being; and the self-determination of indigenous peoples as a basic aspect of Human Rights. In other words, when the democratization of value creation concept is applied to sustainability planning for Odisha local indigenous knowledge is combined with that of planning experts to create a strategy for implementing the greening of the democratic peace concept (i.e. as a means of realizing peace, autonomy, self-determination, and freedom).

This would, in effect, be tantamount to combining the greening of the democratic principle with the democratization of value creation concept to create an outcome where Odisha will increasingly become recognized for employing a technological age, Smart Growth, participatory approach to sustainability. The combination of advanced scientific knowledge, indigenous knowledge, and the knowledge inherent in the Odishan cultural heritage creates a perspective that would offer a viable conceptual basis for how to make the ethic of mutuality (Human Rights) and the communication ethics of Cosmopolitan Liberalism (i.e. a Constructivist model for co-creating Odisha's social reality) operable for resolving conflicts (i.e. based on the premise that increasingly larger segments of society will recognize its potential for creating beneficial outcomes for all stakeholders).

Conflict occurs in Odisha when a sub segment of society feels that its identity and interests are being threatened. The feeling of a threat to interests is tied to a feeling of threat to the environmental context upon which that identity

is based (i.e. primarily due to the imposition created by the former development paradigm). The democratization of value creation concept is based on a Constructivist approach to engaging stakeholders (with respect and sensitivity) in order to address and resolve the deeper issue that underlies the conflict in Odisha and, as well, to introduce the benefits of the new sustainability paradigm for satisfying the interests of all stakeholders. That is to say that such an approach is relevant to Odisha because it introduces a new paradigm for sustainability based on the democratization of value creation concept which in fact is not only a model of progressive development but simultaneously a model for reducing conflict and promoting a process of peace-building.

Roger Fisher and William Ury (of the Harvard University institute for conflict reduction and negotiating the peaceful settlement of conflicts) had an influence on initiating this new normative basis for a principled approach to resolving conflict (thus new communication ethics for negotiating conflict, in particular, as well as a resurgence of the principled approach human transactions in general). Fisher and Ury define value creation as the process where stakeholders engage each other in communication structures and networks in order to establish the shared goals that the parties would like to achieve (i.e. a process by which opposing sides of a conflict are able to establish common interests that are shared). In other words such an approach to conflict management results in the acknowledgement that interests that seem to be opposing can be negotiated in a Constructivist manner which results in transforming the seeming differences (by means of using the Constructivist process) to co-create shared interests—that can be realized by cooperative endeavours (Fisher & Ury 1983, 3-7 & 9-14).

In a broader sense, the democratization of value creation (i.e. the co-creation of social reality concept) can be thought of as a strategy for realizing the future hoped for by Odishan stakeholders, a future rooted in Odisha's cultural heritage, a future that draws from the inherent human desire to work together toward achieving *the common good* (the basis of what Liberal societies believe will result in the democratic peace), and a future that satisfies both material and higher order value needs. In this way the concept promotes a strategy for increasing solidarity between each level of Odisha's society plus proposes a strategy for peace-building and reducing conflict in all segments of the society. The concept also presupposes that research is needed to test the premise that sustainability planning can be approached in a way that establishes an infrastructure of peace (i.e. establishes a model for Eco-leadership that is inclusive of creating a value sphere in which all stakeholders meet to establish common values and shared goals).

Conclusion

The democratization of value creation concept is an innovation of the prior paradigm (which emphasized the economic aspect of development but downplayed the social dimension of progress). The democratization of value creation offers Odisha a strategic new tool for establishing the foundation for the infrastructure of peace by simultaneously meeting social needs (more effectively than alternatives) and creating new—more Constructively oriented—social relationships and/or collaborations (Murray, Calulier-Grice & Mulgan, 2010, 3). Thus, applying the democratization of value creation concept in Odisha is tantamount to an innovative approach to social formation because it emphasizes the role that values (e.g. the connection between identity and nature, cultural

worldview, and participatory political communication) play in resolving conflicts.

Employing the democratization of value creation concept in Odisha is facilitated by the fact that society is now entering an era when a new technological paradigm is beginning to go into effect which proposes that beneficial outcomes for all participants will be less and less based on extracting value (which in Odisha had created social crisis and conflict) and more and more based on the co-creation of value (Talisayon 2009, 94). The premise is that the knowledge inherent in the cultural heritage of Odisha, the indigenous knowledge of its tribal-villagers (i.e. pertaining to the moral and normative principles that promote a complementary relationship with the natural order, harmonious social relations, and for realizing the essential interconnectedness between individual identity and nature) provides an ontological and epistemological basis for determining how to shape Odisha's social existence into outcomes beneficial for improving the quality of life for all segments of the society.

Renown political scientist, Peter Hass, argues that such knowledge—generated by such a collaborative method—offers a potential power that could give birth to usable solutions to planning sustainable social economic development while reducing the problem of conflict. Haas asserts that such knowledge is a type of power that could even have an impact at the highest level of power. But, he adds, realizing this potential “Requires a reorientation of collective understanding and of formal institutions to focus on the key intersecting and interacting elements of complex problems” (Hass 2004, 570). In short, he proposes that the Constructivist dialogic process is a means by which knowledge engages power (e.g. the ideological forces, political economic forces, and forces that promote development in terms of the old paradigm) to create an outcome that increases

the possibility that all participants can realize their aspirations.

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GM Crops for Indian Agriculture : Boon or Bane !

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Introduction:

Now Indian Agriculture is facing a dual problem whether to increase the crop productivity at the cost of environmental pollution or sustaining the current level productivity ensuring peripheral conservation of natural resources. The honeymoon period of green revolution has already been gone long decades back as the ill-effects of the so-called Rainbow revolution has not only accentuated the natural resources degradation in a big way but also rendered the fertile soil non-consumptive and non-productive. Through the consistent and innovative scientific temperament, the agriculture scientists in the field of plant breeding and genetics & biotechnology, at beginning of the 21st century, brought another revolutionary technology in the form of Genetically Modified Crops (GMC) to the doorstep for million farmers in the world which is now a bone of contention among the stakeholders of ethical agricultural community. The recent controversy regarding the GM-Mustard variety-MVH₁₂ which is placed at the doorstep of GOI i.e. Genetic Engineering Appraisal Committee's (GEAC) to be released for commercial cultivation tells the gamut of problems surrounding these crops in India. GMC is a pseudo-science: A desired gene from one microorganism, called a vector carrier (a bacterium i.e. *Agrobacterium tumefaciens*

etc.) species is inserted into the genomic DNA of another species (a crop i.e. cotton) to inject the desired gene responsible for biotic or abiotic resistance, an artificial infringement against the natural process of selection and evolution which have separated species for million of years, thus maintaining the natural *status quo* over the decades. GM crops grown today, or under development, have been modified with various traits. These traits include improved shelf life, disease resistance, stress resistance, herbicide resistance, pest resistance, production of useful goods such as biofuel or drugs, and ability to absorb toxins and for use in bioremediation of



pollution. Recently, research and development has been targeted to enhancement of crops that are locally important in developing countries, such as insect-resistant cowpea for Africa and insect-resistant brinjal for India. However, Ethical sanctity and morality involved in this genetic

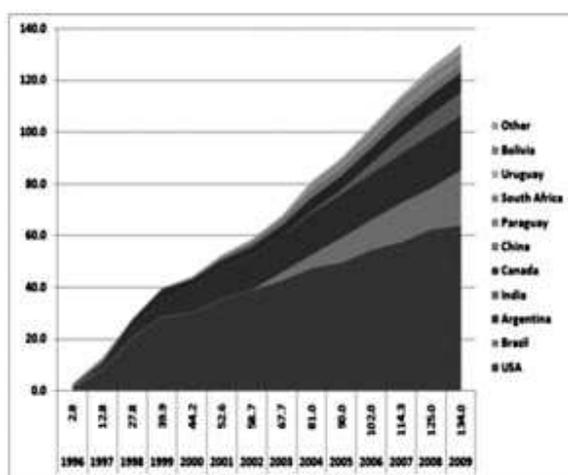
engineering modification process has attracted world wide protest and wide-spread resentment among the advocacy society fighting it tooth and nail. More controversy erupted sporadically when some of the GM crops were wrangled in a legal battle both nationally and internationally by the pro and anti- advocates' claims and counter claims.

India in Global GM Crop scenario:

Farmers have widely adopted GM technology although certain coercive groups have acted as catalyzing forces in their respective domains to press hard for legal official sanction. Between 1996 and 2011, the total surface area of land cultivated with GM crops had increased by 840%, from 42 million acres to 395 million acres of which 10% of the world's total crop lands were covered with GM crops by 2010. As of 2011, 11 different transgenic crops were grown commercially on 160 million hectares in 29 countries including India's 9.7 million hectares of land. In 2013, GM crops were planted in 27 countries; 19 were developing countries and 8 were developed countries. The year, 2013 was the second year in which developing countries

grew a majority (54%) of the total GM harvest. 18 million farmers grew GM crops; around 90% were small-holding farmers in developing countries like India where the growth of GM crops land area was 11 million ha.

In 2000, Vitamin A(Beta-carotene)-enriched golden rice, was the first food with increased nutrient value. The introduction of GM crops/foods has always been controversial in India and the subject of protests, vandalism, referenda, legislation, court action and scientific disputes. The controversies involve consumers, biotechnology companies, governmental regulators, non-governmental organizations and scientists. The key areas are whether GM food should be labeled, the role of government regulators, the effect of GM crops on health and the environment, the effects of pesticide use and resistance, the impact on farmers, and their roles in feeding the world and energy production. Opposition ranges across political lines, and many states, many stakeholders worried about contamination; refuse to allow field trials within their borders. Bt-cotton (GM crop developed through the vector carrier bacterium of *Bacillus*



Land area used for genetically modified crops Global GM crop scenario up to 2013

Country GM planted area (m. ha) (Transgenic crops)

USA -70.1 (Maize, Soybean, Cotton, Canola, Sugarbeet, Alfalfa, Papaya, Squash)

Argentina -24.4 (Soybean, Maize, Cotton)

Brazil -40.3 (Soybean, Maize, Cotton)

Canada -10.8 (Canola, Maize, Soybean, Sugarbeet)

India -11.0 (cotton)

Total -175.2(11 crops of the above)

thuringiensis) is the only commercially available GM crop in India. Bt-brinjal or Bt-Okra has been entangled in a plethora of political and socio-economical battles, making their trials in jeopardy. The battle over testing of Genetically Modified Crops in India took a new turn recently with the central government putting field trials on GM crops hold, giving in demand to the groups like Swadeshi Jagran Manch (Forum for National Awakening) and the Bharatiya Kisan Sangh (Indian Farmers Association) which have expressed their utmost concerns about the potentially unknown lethal effects on health, soil and biodiversity as well as about the longer-term prospect of putting food production in the hands of a few multinational companies(MNC).

Earlier the Govt. has in principle pushed for GM trials, which had resulted in approvals in the past few months for rice, maize, wheat and arhar crops. The biotech scientists and fraternity responded with dismay criticizing the move as “anti-science, anti-domestic research recommendations which seem motivated to kill the basic human intuition of innovation, only possible through the biotechnology sector in India and this is the key to food security, warned the policy-makers against succumbing to “unscientific prejudices” while taking decisions. Field trials are necessary, proponents say, to test the efficacy of seeds in real-world conditions. Trials are the first step towards sale and plantation of GM seeds in India which ultimately protecting the interest of some MNC, some of which has monopoly over GM seeds e.g. Monsanto on Bt-cotton seeds. Recently a consignment of India’s most prestigious agri-export product-*Basmati* rice- is in danger of being banned in Europe and other GMO sensitive market due to tainted and contaminated GMO. A few years back, another shipment of *Alphonso* Mango-a typical Indian export pride-was strenuously heaved a sigh of quarantine and

legal relief in the US due to overdose level of certain hazardous chemicals found in the pulp. In the case of the former, the Experts felt that the intentional contamination by cheap GM rice was only for the purpose of earning dollars, violating the international quarantine procedures as well as proliferated illegal trading of indigenous traders in connivance with some agricultural scientists as yet GM rice cultivation is still not officially approved in India. Under international norms, GM seeds can’t be introduced for crops originating in its Center of Origin (Indo-Burma region is the C.O of rice) to protect the genetic diversity & stock, preventing crop genetic drift or gene erosion.

Clandestine GMC trial in India:

Amidst the recent controversial decisions regarding the GM crops official sanction, Indian agriculture is full of instances of clandestine and illegal field trials being conducted throughout the country, flagrantly violating the ethical and judicial guidelines and directives. Keeping in view of the enormous effects on typical monsoon dependent rainfed Indian agriculture and nationwide ramification on soil, animal and human health aspects of these trials, recently the Supreme Court of India, hearing a Public Interest Litigation (PIL) filed by a clutch of independent scientists as well as activist organizations against GM trials, have appointed an experts panel consisting of the scientists from the Centre for Cellular and Molecular Biology and the National Institute of Nutrition which has recommended suspension for at least 10 years until regulatory and monitoring systems could be strengthened. New crop trials have been effectively on hold since late 2012. In spirit, the apex committee’s recommendations are similar to those made by former environment minister Jairam Ramesh, who’d recommended a moratorium on the commercial release of Bt

brinjal. These fresh recommendations, however, are more significant as they constitute a key input to the Supreme Court of India, the country's highest law-making authority. Key recommendations by the committee include a reassessment of the biosafety data that is generated by field trials; ensuring there is no conflict of interest i.e. those tasked with evaluating the biosafety of GM crops are themselves not stakeholders in promoting such crops; a ban on outsourcing or subcontracting field trials; and ensuring that crops being considered for testing be evaluated by rodent-feeding trials. The strong scientific vibes surrounding the core arguments in its favour and against, the govt. should first investigate the extent of GM crops cultivation; the firms and officials involved; and the inroads made into the food chain and biological pyramid measuring the extent of damage caused to the balance of natural biodiversity. The propensity of vehement opposition and stiff challenges encountered by this illegal trials conducted at research or commercial fields, can be gauged from these glaring socio-moral trans-regional agitations led by the various agri-stakeholder groups from time to time.

- In 2002, women farmers of Tamil Nadu joined the coalition group for a GM Free India and exposed the state Agriculture University (TNAU, Coimbatore) for experimenting with Bt-maize along with GM rice secretly with the support of many MNC.
- In 2006, an Agriculture University of West Bengal was came to be limelight in the media for illegal cultivation of Bt-okra in research farm and in the same year, the simple and gullible farmers of Jhansi(UP) were pressurized to adopt "special seeds" of vegetables which was none other than the GM vegetable seeds including green chilly.
- Greenpeace Activists also exposed the progressive secret trials in a nearby village of Hyderabad; the impugned MNC was found pressing the farmers hard to buy a EU banned(in 2007) pesticide that cause birth defects after which due action was taken by Govt. of India.
- Aftermath of the "lopsided down' episode in GM contaminated rice(2007), the exposed Govt. was compelled to ban field trials in the Basmati export zone comprising of three agriculturally progressive states.
- In Bihar, during 2011, the state Govt. tantalizingly and intentionally claimed to have found a strong nexus of ICAR scientist-MNC and GEAC(Genetic Engineering Appraisal Committee) under Ministry of Environment, to promote field trial of GM-corn, not maintaining the minimum Isolation Distance(ID) mandatory for preventing contamination without the due knowledge of the concerned competent authority.

India, being the second largest producer and exporter of rice in world, has been fortunate to have native rice varieties over 1,00,000 of which approximately 86,000 varieties have been identified and accessed to the scientific community. The crop pool of India is full of effluence and self-sufficiency in serving the burgeoning population in future, yet clandestine GM crops trial have been rampart in 11 cultivars of rice, 41 food crops including Brinjal, okra, chilly etc. Some of the world's monopolistic seed multinationals like Monsanto (246 million ha. of land, 47% of total world GM crop acreage), Du Pont, Bayer have time and again manipulated the loopholes of the governmental lenient law on transgenic crops and easily transgressed into the resource poor Indian farmers cultivating fields for spreading their secret seed business empire.

GM crops	List of of Genetically Modified varieties in the world
Maize	MON 810, MON 863, StarLink
Potato	Am flora
Rice	Golden rice
Soybean	Roundup ready soybean, Vistive gold
Tomato	Fish tomato, Flavr savr
Cotton	Bt cotton
Others	Tobacco, <i>Arabidopsis</i> , Canola, Brinjal, Rose, carnation, Wheat, SmartStax, Tree, Papaya etc.

GM crops-a “necessary evil” for Indian Agriculture:

GMC have long been implicated in various kinds and forms of ill-effects either directly or indirectly on soil-animal-environment continuum (SAEC) cycles operating in the nature for a sustainable livelihood and hygienic health. For examples, disruption and disappearance of good natural crop pollinators like honeybees and butterflies, explosion of super weeds, superbugs that are abetting environmental pollution. Worse, GM crops’ contamination is an irreversible process as the sterile modified seeds after being pollinated by wind, can contaminate other fertile seeds, thus wipe out an entire species that may cause extinction of some rare indigenous plant varieties. Given the importance of national food security in India, it can ill-afford to permit officially the GM crops trial considering pros and cons of this “necessary evil” phenomenon. Before discussing the baneful effects, let’s shade some lights on the bemoaning side of the GM products.

Booming world of GM seeds:

The global value of biotech seed alone was US\$13.2 billion in 2011, with the end product of commercial grain from biotech maize, soybean grain and cotton valued at approximately US\$160 billion or more per year. Participants in agriculture business markets include seed companies, agrochemical companies, distributors, farmers, grain elevators and universities that develop new crops/traits and whose agricultural extensions advise farmers on best practices. The largest share of GMO crops planted globally are from seed created by the United States firm Monsanto. In 2007, Monsanto’s trait technologies were planted on 246 million acres throughout the world. Monsanto’s triple-stack corn—a combination of Roundup Ready 2-weed control technology with Yield-Gard (Bt) Corn Borer and Yield-Gard Rootworm insect control—is the US market leader. It is estimated that it could be planted on 56 million acres by 2014-15. Syngenta, DuPont (especially via its Pioneer Hi-Bred subsidiary), and Bayer Crop Science are also major players in the US and Europe. Bollgard II cotton with Roundup Ready Flex was planted on approximately 5 million acres of U.S. cotton in 2008. According to a report from the European Joint Research Commission(EJRC) predicts that by 2015, more than 40 per cent of new GM plants entering the global marketplace will have been developed in Asian sub-continent including India and China.

According to the International Service for the Acquisition of Agri-Biotech Applications (ISAAA), in 2010 approximately 15 million farmers grew biotech crops in 29 countries. Over 90% of the farmers were resource-poor in developing countries including 6.5 million farmers in China and 6.3 million small farmers in India grew biotech crops (mostly Bt-cotton). 10 million more small and resource-poor farmers may have

been secondary beneficiaries of Bt cotton in China. The transgenic cotton, maize, and soybeans are often grown by subsistence women farmers of Philippines, South Africa and another twelve developing countries also grew GM crops in 2009. According to a 2012 review based on data from the late 1990s and early 2000s, much of the GM crop grown each year is used for livestock feed and increased demand for meat will lead to increased demand for GM feed crops. Feed grain usage as a percentage of total crop production is 70% for corn and more than 90% of oil seed meals such as soybeans. About 65 million metric tons of GM corn grains and about 70 million metric tons of soybean meals derived from GM soybean become either human or animal feed.

Windfall Effects : GM crops grown today, or under development, have been modified with various traits. These traits include improved shelf life, disease resistance, stress resistance, herbicide resistance, pest resistance, production of useful goods such as biofuel or drugs, and ability to absorb toxin for use in bioremediation (the bacterium *Deinococcus radiodurans*, the most radio-resistant organism ever known has been modified to consume and digest toluene and ionic mercury from highly radioactive nuclear waste, however, releasing genetically augmented organisms into the environment may be problematic to track them; bioluminescence genes from other species may be inserted to make this easier or *Arabidopsis thaliana*, a weed that contains genes from bacteria that can clean TNT and RDX-explosive soil contaminants) of pollution.

Yield : In 2014 the largest review by the biotechnologists and agricultural scientists on the GM crops' effects on farming concluded that these were positive on the yield and yield-attributing aspects. The meta-analysis considered all

published English-language examinations of the agronomic and economic impacts between 1995 and March, 2014. The researchers considered some studies that were not peer-reviewed, and a few that did not report sample sizes. They attempted to correct for publication bias, by considering sources beyond academic journals. The large data set allowed the study to control for potentially confounding variables such as fertilizer use, water use efficiency etc. Separately, they concluded that the funding source did not influence study results, a conflicting and completely reversing inference as the all stakeholders assuming now.

The study found that herbicide-tolerant crops have lower production costs, while for insect-resistant crops the reduced pesticide use was offset by higher seed prices, leaving overall production costs about the same. Yields increased 9% for herbicide tolerance and 25% for insect resistance. Farmers who adopted GM crops made 69% higher profits than those who did not. The review found that GM crops help farmers in developing countries, increasing yields by 14 percentage points.

Shelf life: The first Genetically Modified Crop approved for sale in the U.S. was the *Flavr Savr*; tomato, which had a longer shelf life. It is no longer on the market now. As of 2013, an apple that had been genetically modified to resist browning, known as the *Non-browning Arctic apple* was awaiting regulatory approval in the US and Canada. The apple produces less polyphenol oxidase, a chemical that manifests the browning. Recently, research and development has been targeted to enhancement of crops that are locally important in developing countries, such as insect-resistant cowpea for Africa and insect-resistant brinjal for India.

Nutrition: Some GM soybeans offer improved oil profiles for processing or healthier

eating. *Camelina sativa* has been modified to produce plants that accumulate high levels of oils similar to fish oils.

Vitamin enrichment-Golden rice, developed by the International Rice Research Institute (IRRI), provides greater amounts of Vitamin-A targeted at reducing Vitamin A deficiency syndrome in early childhood. Researchers' have invented vitamin-enriched corn derived from South African white corn variety M37W, producing a 169-fold increase in Vitamin A, 6-fold increase in Vitamin C and doubled concentrations of folate. Modified Cavendish bananas express 10-fold the amount of Vitamin A as unmodified varieties.

Toxin reduction-

A genetically modified cassava under development offers lower cyanogen glucosides and enhanced protein and other nutrients, called Bio-Cassava. In November 2014, the USDA approved a potato, developed by J.R. Simplot Company that prevents bruising and produces less acryl amide. The modifications prevent natural, harmful proteins from being made via RNA interference.

Stress resistance-

Plants engineered to tolerate non biological stressors such as drought, frost, high soil salinity, and nitrogen starvation were in development. In 2011, Monsanto's Drought Gard-maize became the first drought-resistant GM crop to receive US marketing approval.

Pathogen resistance-

Tobacco, corn, rice and many other crops have been engineered to express genes encoding for insecticidal proteins from *Bacillus thuringiensis* (Bt). Papaya, potatoes, and squash have been engineered to resist viral pathogens such as cucumber mosaic virus (CMV) which, despite its name, infects a wide variety of trailing

vegetables/plants. As of 2013, trials were underway on genetically modified oranges that can resist citrus greening disease. In response to a papaya ringspot virus (PRV) outbreak in Hawaii in the late 1990s, virus resistant papayas were developed by incorporating PRV DNA. By 2010, 80% of Hawaiian papaya plants were genetically modified.

By-products:

- In 2012, Tobacco plants have been modified to produce therapeutic antibodies for Gaucher's Disease treatment.
- Algae are under development for use in biofuels. Modified *Jatropha* offers improved qualities for fuel. The US seed Giant, Syngenta has USDA approval to market a maize trademarked *Enogen* that has been genetically modified to convert its starch to sugar for ethanol. In 2013, in Flemish Institute for Biotechnology, Flanders, Belgium; the scientists were investigating genetically engineered poplar trees to contain less lignin to ease conversion into ethanol when using wood to make bio-ethanol because lignin, a critical limiting factor for accessibility of cellulose micro fibrils to depolymerization by enzymes.
- Companies and labs are working on plants that can be used to make bioplastics. Potatoes that produce industrially useful starches have been developed as well. Oilseed crops can be modified to produce fatty acids for detergents, substitute fuels and petrochemicals.

CONCLUSION:

Though there is a tremendous potential and immense possibility in harnessing and augmenting the ever-growing agricultural need of the country more so in the context of the recent

implementation of food security bill passed in the Parliament, yet the some intriguing apprehension, genuine concerns about the imperative and imminent negative effects on environment and biodiversity raised and questioned by the intellectuals protecting the larger interest of the farmers need to be clarified publicly once for all. For instance, over estimated and tall claim of productivity and yield of Bt-cotton, suitability both under irrigated and rainfed(comprising 68% of the country's total cultivable land providing three-fourth of total nation's food and have prime importance in sustaining socio-economic livelihood of the millions) condition and economically sustainable for the resource poor farmers. There are reports of thousands incidents of farmers suicide in places, more increasingly after the adoption of GM crops engulfing a large area of Decca plateau & south Indian states. The ill-effects of this only approved GM crop in India e.g. cattle death after grazing crop remnants, pest-resistance and resurgence of secondary pests like *mealy bug*, infertility to cultivated soil; has been the news headlines throughout the country.

“There is no scientific evidence to prove that genetically-modified crops would harm soil, human health and environment” the government said by the Indian environment minister Prakash Javadekar's response came to queries in Rajya Sabha over the recent controversial decision of biotech regulator — the Genetic Engineering Appraisal Committee's (GEAC) — granting approval for experimental field trials of 12 GM crops for the purpose of generating bio-safety

data. The 12 crops ready for field trials include cotton, rice, castor, wheat, maize, groundnut, potato, sorghum, brinjal, mustard, sugarcane and chickpea. Amid the above lackluster and gloomy scenario of GM crops in our agriculture sector, the Govt. should take steps with caution taking into confidence the claims and counter-claims advocated by the stakeholders so that the national interest get prioritized, restoring vulnerability of indigenous varieties from genetic contamination by these novel types and perpetuating our economic super power status in international import-export trade.

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Critical Issues for Effective Implementation of the Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996

R.R. Prasad

Introduction

The Census of 2011 enumerates the total population of Scheduled Tribes at 10,42,81,034 constituting 8.6 per cent of the population of the country. Legally Scheduled Tribes are people belonging to tribes or tribal communities specified in the list of such tribes as per Article 342 of the Constitution. The tribal population, scattered across the country, is differently placed with respect to the politico-administrative structures existing in the country. Where they are a numerical minority, they are a part of the general administrative structure of the country, although certain rights have accrued to Scheduled Tribes across the country through reservations in educational institutions and government employment. However, where they are numerically dominant, two distinct administrative arrangements have been provided for them in the Constitution in the form of the Fifth and Sixth Schedules. The Sixth Schedule areas are some of the areas which were 'excluded' until the Government of India Act, 1935 in the erstwhile Assam and other tribal-dominant areas which became separate States. These areas have been given special provisions under Part XXI of the Constitution. The extension of such provisions to newer areas has been the result of political mobilization and social movements. Similarly, there are States where the provisions of the Fifth

Schedule are in force. The Fifth Schedule is aimed at providing protections to the tribal population through separate laws for Scheduled Areas, including a special role for the Governor and the institution of Tribes Advisory Council.

For the predominantly tribal Scheduled V area of Central India, Government had passed an Act 'The Provisions of the Panchayats (Extension to the Scheduled Areas) Act, 1996' (popularly known as PESA Act). It came into force on the 24th December 1996 and extends Panchayats to the tribal areas of now nine States; namely, Andhra Pradesh, Jharkhand, Gujarat, Himachal Pradesh, Maharashtra, Madhya Pradesh, Chattisgarh, Odisha and Rajasthan. The Act intends to enable tribal society to assume control over their own destiny to preserve and conserve their traditional rights over natural resources. PESA is unprecedented in that it gives radical self-governance powers to the tribal community and recognises its traditional community rights over natural resources.

Fifth Schedule

The Fifth Schedule under Article 244(1) of Constitution defines "Scheduled Areas" as such areas as the President may by Order declare to be scheduled areas after consultation with the Governor of that State. The criteria for declaring any area as a "Scheduled Area" under the Fifth

Schedule are:-

- (i) Preponderance of tribal population,
- (ii) Compactness and reasonable size of the area,
- (iii) A viable administrative entity such as a district, block or taluk, and, economic backwardness of the area as compared to neighbouring areas.

The purpose and advantages of an area being declared as Scheduled Areas are as follows:-

- a. The Governor of a State, which has Scheduled Areas, is empowered to make regulations in respect of the following:
 - i. Prohibit or restrict transfer of land from tribals;
 - ii. Regulate the business of money lending to the members of Scheduled Tribes in making any such regulation, the Governor may repeal or amend any Act of Parliament or of the Legislature of the State, which is applicable to the area in question.
- b. The Governor may, by public notification, direct that any particular Act of Parliament or of the Legislature of the State shall not apply to a Scheduled Area or any part thereof in the State or shall apply to such area subject to such exceptions and modifications as he may specify.
- c. The Governor of a State having Scheduled Areas therein, shall annually, or whenever so required by the President of India, make a report to the President regarding the administration of the Scheduled Areas in that State and the executive power of the Union shall extend to the giving of directions to the State as to the administration of the said area.

- d. Tribes Advisory Council (TAC) shall be established in States having Scheduled Areas. The TAC may also be established in any State having Scheduled Tribes but not Scheduled Areas on the direction of the President of India. The TAC consists of not more than twenty members of whom, as nearly as may be, three fourth are from the representatives of Scheduled Tribes in the Legislative Assembly of the State. The role of TAC is to advise the State Government on matters pertaining to the welfare and advancement of the Scheduled Tribes in the State as may be referred to it by the Governor.
- e. The provisions of the Panchayats (Extension to Scheduled Areas) Act, 1996, vide which the provisions of Panchayats, contained in Part IX of the Constitution, were extended to Scheduled Areas, also contains special provisions for the benefit of Scheduled Tribes.

Administration of Scheduled Areas

Article 339 of the Constitution relates to control of the Union over the administration of Scheduled Areas and the welfare of Scheduled Tribes. This Article provides that:

- (i) The President may at any time and shall, at the expiration of ten years from the commencement of this Constitution by order appoint a Commission to report on the administration of the Scheduled Areas and the welfare of the Scheduled Tribes in the States. The order may define the composition, powers and procedure of the Commission and may contain such incidental or ancillary provisions, as the President may consider necessary or desirable.
- (ii) The executive power of the Union shall extend to the giving of directions to a State

as to the drawing up and execution of schemes specified in the direction to be essential for the welfare of the Scheduled Tribes in the State. In pursuance of the provisions of this Article, the first Scheduled Areas and Scheduled Tribes Commission was set up in 1960 under the Chairmanship of Shri U.N. Dhebar. The second such Commission was set up vide order dated 18 July, 2002 under the Chairmanship of Shri Dileep Singh Bhuria, Ex-MP (with ten other Members) (popularly known as Bhuria Commission) with a view to give a further thrust to the welfare and development of Scheduled Tribes. The Commission submitted its report to the President on 16 July, 2004.

Panchayats (Extension to Scheduled Areas) Act, 1996

This Act seeks to extend the provisions of Part IX of the Constitution as referred to in Clause (1) of Article 244 and calls for the Legislature of a State not to make any law under that Part (i.e. Part IX) which is inconsistent with any of the features given under Section-4 of the Act, some of the important features of which are:-

- (i) The State legislation should be in tune with the customary law, social and religious practices and traditional management practices of community resources.
- (ii) Every Gram Sabha should be competent to safeguard and preserve the traditions and customs of the people, their cultural identity, community resources and customary mode of disputes resolution.
- (iii) Every Gram Sabha should be responsible for identification or selection of persons as beneficiaries under the poverty alleviation and other programmes.
- (iv) Every Gram Sabha should have the authority to approve the plans,

programmes and projects for social and economic development before such plans, programmes and projects are taken up for implementation by the Panchayats at the village level.

- (v) The reservation of seats in the Scheduled Areas at every Panchayat shall be in proportion to the population of the communities in that Panchayat area for whom reservation is sought to be given under Part IX of the Constitution; Provided that the reservation for the Scheduled Tribes shall not be less than a one half of the total number of seats; Provided further that all seats of Chairpersons of Panchayats at all levels shall be reserved for the Scheduled Tribes.
- (vi) The State Government may nominate persons belonging to such Scheduled Tribes as have no representation in the Panchayat at the intermediate level or the Panchayat at the district level; Provided that such nomination shall not exceed one-tenth of the total members to be elected in that Panchayat.
- (vii) The Gram Sabha or the Panchayat at the appropriate level should be consulted before making acquisition of land in the Scheduled Areas and before resettling or rehabilitating persons affected by such projects in the Scheduled Areas.
- (viii) The recommendations of the Gram Sabha and the Panchayats at the appropriate level should be mandatory prior to grant of prospecting license or mining lease for minor minerals in the Scheduled Areas.
- (ix) The Gram Sabha and the Panchayats should (a) have the power to enforce prohibition or regulate or restrict the sale and consumption of any intoxicant (b) be

endowed with the ownership of the minor forest produce (c) be conferred the power to prevent alienation of land in the Scheduled Areas and to take appropriate action to restore any unlawfully alienated land of the Scheduled Tribes have the power to manage village markets and exercise control over money lending to the Scheduled Tribes have the power to exercise control over institutions and functionaries in all social sectors (d) have the power of control over local plans and resources for such plans including the Tribal sub-Plan.

It is obvious from the specific provisions of PESA Act, 1996 that the Gram Sabhas and the Panchayats have been intended to assume total responsibilities for planning and implementation of plans, programmes and projects aimed at the two objectives contained in Article 243G of the Constitution namely- (a) The preparation of plans for socio-economic development and social justice, and (b) The implementation of schemes for economic development and social justice as may be entrusted to them including those in relation to the matters listed in the Eleventh Schedule of the Constitution. However, notwithstanding the almost plenary role assigned to the Panchayats by 73rd Amendment Act and a wide range of powers given in the PESA Act, Article 243G of the Constitution and Section 4 (n) of the PESA Act, Panchayats rely on the State Legislatures to “endow the Panchayats with such powers and authority as may be necessary to enable them to function as institution of selfgovernment” and “such law may contain provisions for the devolution of powers and responsibilities upon Panchayats at appropriate level”. Thus in practical terms, the empowerment of Panchayats rests, by and large, with the State Governments.

Although the PESA Act, 1996 prohibits the State Govts. to make any law inconsistent with the provisions given in Section 4, it has been noticed that the enactments made by the State Govts. vary from State to State and do not strictly correspond with the provisions of PESA Act. The State Govts. are required to take necessary action in terms of Section 4(n) of the PESA Act to equip Panchayats with requisite powers and authority to enable them to function as institution of self-government.

Status of PESA – Challenges before Panchayati Raj Institutions

PESA posed a totally new set of challenges before the members of PRIs, a few of which had not been contemplated before. The first was the creation of a new center of power- a Gram Sabha with powers to deliberate, decide and monitor development; the second was the wide expanse of the powers of the Gram Sabha which brought all facets of the community's life under its mantle; the third radical role transformation of the panchayats from being the decision makers to having to implement the gram sabha's decisions; the fourth was effective disempowerment from a powerful past to an uncertain future; the fifth was the deconstruction of 'development' as disbursement of political largesse to the will of the common people and finally the sixth was the threat of the role of PRI members as the last bastion of power and the critical link between the parties and the voters. Most PRIs were protected by the effective stripping of the powers envisioned by PESA through weak laws and unframed rules. But as the cornerstone of the political edifice of 'representative' democracy, the PRIs will have to meet the challenges that an efficacious PESA will pose, a role that they have yet to visualize.

Implementation of PESA - Areas of Concern & Opportunity

- a. Documenting the present state of organization of tribal society, its customary

- laws, practices and procedures of caring for their human, social and natural environment, particularly in matters of land, water, minor minerals, forest and minor forest produce, regulation of alcohol, mechanisms of internal solidarity as well as practices of community governance which are no longer in practice but still part of collective memory.
- b. Identifying and documenting all PESA related legal, procedural and administrative frameworks currently in place the 9 states having Fifth Schedule Areas, particularly in matters of land, water, minor minerals, forest and minor forest produce, regulation of alcohol, markets and money lending and analyze current legal provisions at variance or conflicting with the requirements of PESA.
 - c. Identification of necessary changes whether by way of amendments, notifications, orders or guidelines in the legal, procedural and administrative framework related to panchayati raj, development and in matters of land, water, minor minerals, forest, minor forest produce, regulation of alcohol, markets and money lending to integrate current customary laws, practices and procedures which will promote self governance in consonance with the letter and spirit of PESA.
 - d. Drafting of the necessary amendments, notifications, orders or guidelines in the legal, procedural and administrative framework related to panchayati raj, rural development and matters of land, water, minor minerals, forest, minor forest produce, regulation of alcohol, markets and money lending to integrate current customary laws, practices and procedures which will promote self governance in consonance with the letter and spirit of PESA.
 - e. Developing the necessary sensitivities in PRI members and development functionaries to ensure that the gram sabhas in the Scheduled Areas rightfully develop as institutions of self-governance and enjoy the recognition and respect of the elected representatives and the administrative machinery. This process will also require the creation of capacities and capabilities to assist in grounding traditional community mores and customs according to the tribal ethos with grassroots participatory governance to function the recognized democratic process as required by PESA; and
 - f. Utilize the opportunities created by PESA, evolve methodologies and instruments to consolidate and strengthen and enable democratic participation. Sensitization and capacity building must gear itself for:
 - i. social mobilization for community support,
 - ii. strengthening of social, capital and human resources,
 - iii. grounding participatory democratic processes and community institutions,
 - iv. handholding communities so as to re-enable their democratic traditions and negotiate with modern governance processes,
 - v. sustaining networks of self governing communities.

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Nilakanthesvara Temple at Nilakanthapur : A Study on Art and Architecture

Dr. Ratnakar Mohapatra

Introduction

The temple of Nilakanthesvara is one of the Saiva shrines of the Prachi Valley in Odisha. It is located at the village Nilakanthapur in Kakatpur Block of Puri district. This temple is situated about 2 kms away from Kakatpur Block Office and also 2 kms from the river Prachi.¹ The temple consists of three structures such as *vimana*, *jagamohana* and *bhogamandapa*. Here the *natamandapa* of the temple is open without any structure. The *bhogamandapa* of the temple is recently built by the efforts of villagers. The temple of Nilakanthesvara is not so important from the architectural point of view but it preserves some sculptures of the medieval period. The earlier Nilakanthesvara temple has been renovated in 1960's by the untiring efforts of the villagers. This temple is built in sand stones and burnt bricks. It faces to east. The temple of Nilakanthesvara has not been done by the earlier art historians in their respective scholarly works in detail. Hence, a modest attempt has been made in this paper to highlight the detailed art and architecture of the temple of Nilakanthesvara.

Art and Architecture of the Temple

A. *Vimana*

The *vimana* of the temple is a *pidha deula* and its height is about 25 feet from the



surface of the temple complex. It has three parts such as *bada*, *gandi* and *mastaka*. The *bada* of the *vimana* is devoid of decorative elements. The base of the *bada* measures a square of 16 feet 6 inches.

The central niches of the three sides of the *bada* are housed with the *parsvadevata* images of Ganesha, Karttikeya and Parvati. Ganesha is the *parsvadevata* of the southern side. The four armed image of Ganesha is carved in standing posture on the pedestal. He holds a pot of *ladus* in upper left hand, *parasu* in lower left hand, rosary in lower right hand and the upper right hand is broken from the elbow portion. Mouse, the conventional mount of the deity is not found depicted on the pedestal. The image of Ganesha is made of sand stone. It measures 1

foot 4 inches in width and 2 feet 3 inches in height respectively. Karttikeya is the *parsvadevata* of the western side. The two armed image of Karttikeya is carved in standing posture on the double sectional pedestal. Peacock, the conventional mount of the deity is found depicted on the right of the pedestal. He holds the rooster cock in left hand and the right hand of the deity is feeding the peacock. Debasena figure is depicted lifting the legs of the rooster cock. The image Karttikeya is made of soft sand stone and it is eroded by nature. It measures 1 foot 1 inch in width and 2 feet in height respectively. Devi Parvati is the *parsvadevata* of the northern side. The four armed image of Devi Parvati is carved in standing posture on the double petalled lotus pedestal. She holds full blown lotus flower in upper right hand, stalk of the lotus flower in upper left hand, lotus bud in lower left hand and the lower right hand possesses an indistinct object. The backside of the head of the deity is decorated with trefoil arch. The image Parvati is made of sand stone. It measures 1 foot 2 inches in width and 2 feet ½ inch in height respectively. The image Parvati is housed in the *pidha mundi* niche. There is a *rekha* type of miniature *nisa*-shrine recently built in front of Devi Parvati. Lion figures are installed on both sides of the *nisa* shrine. The roof of the *nisa* shrine is supported by two pillars, which are decorated with *chauri* bearer figures.



The *gandi* of the *vimana* is a pyramidal superstructure and it displays five *rathas* or *pagas*. The pyramidal superstructure consists of five flat shaped *pidhas* and each *pidha* is

decorated with *tankus* in all sides. The entire *gandi* is devoid of sculptural figures. *Deula Charini* figures and *dopichha* lions are not found in their respective places above the *gandi*.

The *mastaka* of the *vimana* consists of *beki*, *ghanta*, above which there is another *beki*, *amalakasila*, *khapuri*, *kalasa*, *ayudha* (trident) and *dhvaja*.

The sanctum preserves the *Sivalingam* within the *Saktipitha* as the presiding deity of the temple. The *Sivalinga* is dedicated to Lord Nilakanthesvara Siva. Inner walls of the sanctum are completely plain.

The sanctum has one doorway towards the *jagamohana*. The doorway is bereft of decorative elements. A four armed figure of goddess Lakshmi is depicted in standing posture on the right side wall of the doorway of the sanctum. She displays lotus in upper right hand, full blown lotus in upper left hand, lotus bud in lower left hand and *abhaya mudra* in lower right hand respectively.

Sandhisthala

There is a *sandhisthala* noticed between the *vimana* and *jagamohana* of the temple. The northern side *sandhisthala* wall niche is housed with an image of Ganesa. The image Ganesa is made of sand stone. The four armed image of Ganesha is carved in standing posture on the pedestal. The image Ganesha may be the original side deity of the said temple. It is mutilated by nature or by any other forcible element. Attributes in the three hands are not clearly visible. The lower left hand holds *parasu* (hatchet). The slab of deity measures 1 foot 1 inch in width and 2 feet 2 inches in height respectively. The southern side *sandhisthala* wall niche is housed with the two armed image of Lord Siva, which is carved in standing posture. The right hand displays an

indistinct object while the left hand holds trident respectively. The deity wears a garland of beads in his body. It measures 1 foot 7 inches in height. Iconographic features of this Siva image indicate the post Ganga art of Odisha.

B. Jagamohana

The *jagamohana* of the temple is a *pidha deula* and its height is about 23 feet from the surface of the temple complex. The *bada* of the *jagamohana* is mostly undecorated. The base of the *bada* measures 17 feet 10 inches on each side. The lower part of the *bada* is bereft of decorative elements while the upper part is decorated with scroll work and human figure holding stalk of the lotus. The central niche of the *bada* of *jagamohana* on the northern side is housed with a Brahma image. The two armed image of Lord Brahma is carved in *ardhaparyankasana* pose on the pedestal. The right hand displays rosary and the left hand holds *kamandalu* respectively. He wears a necklace of beads in his neck. The image Brahma is made of sand stone and it is about 1½ feet in height. The eastern side *bada* wall of the *jagamohana* contains two images; one is Narasimha and another is unidentified broken image of a male deity/figure. These two images are housed in the niches of the wall.

Narasimha: The four armed image of Narasimha is carved in standing posture on the double petalled lotus pedestal. The upper right hand is broken, the lower right hand is also broken from the elbow portion, the upper left hand holds *gada* and the lower left hand is tearing the heart of Hiranya kashyap, the demon. Most probably, the lower two hands were engaged to take out

the entrails of Hiranya Kashyap. Garuda, the conventional mount of the deity is not found on the pedestal. Full blown lotus flower is carved on both side top corners of the slab. The image Narasimha is made of chlorite stone. It measures 2 feet in width and 3 feet 1 inch in height respectively. Iconography of the Narasimha image indicates the Odishan classical art of the Ganga period.

The eastern side outer *bada* wall niche of the *jagamohana* is housed with an unidentified image of a male deity. The priest of the temple traces it as the image of Nandi. This image is carved in kneeling posture on the double sectional pedestal. The right hand of it is broken from the arm portion while the left hand is broken from the wrist portion. On the basis of tradition, the local people say that the image was broken by Kalapahara, who attacked the Hindu temples of Odisha in the 2nd half of the 16th century A.D. The image measures 2 feet 9 inches in height and it is made of soft chlorite stone. The lower parts of the legs of the image are encircled with snake. The backside of the head of this image is decorated with *prabhamandala*, which is carved in two sections. Each section of *prabhamandala* is decorated with coil of matted hairs.



The *gandi* of the *jagamohana* is a pyramidal superstructure and it consists of five flat shaped *pidhas*. Each *pidha* is decorated with *tankus* and scroll work in all sides. The centre of the middle *pidha* on the southern and the northern sides are projected out by *jhapasimha*. The second *pidha* from the lower on the eastern side is projected with three *simhas*. Out of these, one *jhapa simha* is on the central *paga*. Above

the *jhapa simha* of the eastern side is projected with a royal figure mounted on the horse. The intervening recesses between the *pidhas* are relieved with scroll work. *Dopichha* lions are fixed on the top of *kanika pagas* of the *gandi*.

The *mastaka* of the *jagamohana* consists of *beki*, *ghanta*, above which there is another *beki*, *amala*, *khapuri*, *kalasa* flanked by inverted parrots, *ayudha* (trident) and *dhvaja*.

The northern side inner wall of the *jagamohana* is depicted with the *navagrahas*. All the nine planets are designed in *yogasana* pose on the lotus pedestal. They are depicted with as usual attributes in their hands. Other three sides inner walls are bereft of decorative elements.

Three bull figures are found installed in front of the doorway of the sanctum. These bulls are noticed inside the *jagamohana*. They are being considered as the conventional mounts of Lord Nilakanthesvara Siva. The *jagamohana* has one doorway towards the east. The doorway of the *jagamohana* is devoid of decorative elements. The *natamandapa* of the temple is open without any structure.

C. Bhogamandapa

Recently, a pillared flat roof is built in front of the *jagamohana*. It is being used as the *bhogamandapa* of the temple. The flat roof structure is about 14 feet high from the surface of the temple complex.

Boundary Wall

The temple complex is enclosed by a boundary wall on the three sides except the east. The boundary wall is built in burnt bricks and it is about 3 feet in height.

Date of the Temple

There is no authentic evidence with regard to the exact date of the Nilakanthesvara temple of Nilakanthapur. The local tradition says that the

temple of Nilakanthesvara was built before the attack of Kalapahara to the Hindu temples of Odisha. On the basis of the architectural pattern and sculptural features of the *parsvadevatas*, the construction period of the Nilakanthesvara temple can be tentatively assigned to the 15th-16th century A.D.

Now, the temple is being managed by a local committee of that village.

Conclusion

Thus, it is known from the above discussion that the Nilakanthesvara temple of Nilakanthapur is a renovated Saiva shrine of that locality. The presence of Vaishnavite deities/ images like Narasimha, Lakshmi and Brahma image indicates that the shrine is a co-ordinating place of Brahminical faith. The Narasimha image found in the temple complex possibly belonged to the ruined Vishnu temple, which stood at the adjacent area of Kakatpur in the remote past. The earlier temple of Nilakanthesvara has been completely renovated in the second half of the twentieth century. The architectural patterns and sculptural features of the *parsvadevata* images suggest the medieval temple art of Odisha. From the religious and artistic points of view, the Nilakanthesvara temple is one of the important Saiva shrines of the Prachi Valley in Odisha.

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Note and Reference

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Kedaranatha Mohapatra : The Great Historian of Odisha

Dr. Jayanti Rath

A self made man, nationalist to the core and patron of art and culture, Kedaranath Mohapatra, the eldest son of Gopinath Mohapatra and Radhika Devi, was born in October 1911 in the temple city of Bhubaneswar. He belonged to a lower middle class conservative family.

He started his early education at Bhubaneswar but later, he was shifted to Khurda for his high school studies in 1925. He graduated himself in 1933 with honours in History from Ravenshaw College, Cuttack. But, fiscal stringency in those days prevented him from pursuing higher studies. But that did not deter him from pursuing further study and research beyond the university curriculum. He successfully completed the teachers training in education in 1935. In early youth, he got married to Yasoda Devi in 1930, who stood like a rock through thick and thin. He became a father of four sons and two daughters. He was a very affectionate father, a protective guardian of his brothers after the demise of his father in a joint family and virtually a guide to the Old Bhubaneswar people in all matters.

He was a voracious reader pervading the domain of History and Literature. His sincere quest for knowledge in historical and

archaeological matters fascinated him to deal with inscriptional sources. He was a social worker, a patriotic spirited youth who was doing everything in his capacity to uplift the cause of Odisha. During his college days he had developed intimate relationship with the leading Congress figures of Odisha and was working as a ground level worker for them. Generally, the sphere of activity embraced National Independence Movement, Odia Movement for the unification of the scattered Odia speaking tracts into one administrative unit, promotion of education and creation of consciousness about the cultural glory of the past. It was during this period, he started writing articles, which were published in the 'Prachi', Ravenshawvian and other Odia magazines. He was included in a group of volunteers and sent to Midnapore in 1931 to work for the amalgamation of that district of Bengal with Odisha division as it was predominantly populated by the Odia speaking people. The students of Odisha showed keen interest in the matter and on 17th November, 1931 students from Cuttack left for Midnapore to carry on propaganda work.

On 13th September, 1931, the Government announced the formation of the Odisha Boundary Committee. When the committee visited Cuttack in January, 1932, Kedaranath Mohapatra joined the fellow students

to press before it the demand for a separate province of Odisha. He even wrote in protest against the unjust amalgamation of the Odia tracts of Paralakhemundi and Jeypore Zamindaries with the neighbouring Andhra Pradesh in an essay entitled "Orissa Province Without Parla and Jeypore".

The second phase of his life started with the acceptance of teachership in Khurda High School in 1935. Subsequently, he also served in Victoria High School, Cuttack town and Banki High School in January, 1938. He joined as an Assistant Teacher in Puri Zilla School and it was his first assignment as a Government servant. In July, he was transferred to Sambalpur Zilla School. But his distinction in the pedagogic career brought professional jealousy. There was peer intolerance. The bone of contention was the publication of history books for school children. His book "Bharata Itihasa" was adopted as a prescribed text book for 8th and 9th standard students to the total dismay of the then Headmaster of Sambalpur Zilla School.

He became so much disgusted that he ultimately resigned from his Government job at Sambalpur and joined P.M. Academy at Cuttack.

After Completing three years of sincere and dedicated service at P.M. Academy he accepted an offer from the princely State of Kalahandi and joined as the State Archaeologist on 17th November, 1943. After the merger of the State with the province of Odisha he was shifted to the provincial Museum and joined as an Assistant Curator on 19.04.1950. Later, he was promoted to the rank of Curator and remained in charge of the Manuscript Section. Though, he was reluctant to take over the charge because of his interest in Archaeology, still the section got the right person for being organized during that period

and in course of time contained the largest collection of Manuscripts in India.

In February, 1962 he was elevated to the post of Superintendent of Museum and Archaeology of Odisha. But in 1965, the State Museum and the Archaeology remained in charge of Superintendent of Archaeology, Odisha. After a long dedicated service career he retired on August 1968. After his retirement, he was reemployed again and finally left the Government Service in April, 1971. In March, 1972 he was associated with the "Orissa Research Project" conducted by the Heidelberg University of Germany.

He started writing essays and articles during his student days both in School and College. In the year 1932, he wrote the first English article in the Journal of Ravenshaw College (Ravenshawvian) on the "Tradition of Orissa". He was also associated with 'Prachi', an English Journal and regularly contributed in it. His essays and research articles mostly deal with inscriptions and temple architecture. His articles were also published in a number of Odia Journals like Nababharat, Bhanjaprava, Jhankar etc.. Though, he was not very proficient in Sanskrit initially, he toiled hard and became a scholar of very high order. The outstanding works that made him prominent included the four volumes of "Descriptive Catalogue of Sanskrit Manuscript of Odisha". This has earned for him the epithet "Pothinath Kedarnath" by the illustrious Odia poet Mayadhar Mansingh.

His diligent studies brought to light "Khurda Itihasa" (History of Khurda) in 1969 and in 1973 he published "Sri Jayadev" and "Sri Gitagovinda". Kedarnath was instrumental in the organization of a Jayadev Seminar in 1966 sponsored by the Govt. of Odisha. He was also

made the Chief Editor of the 'Gitagovinda Compilation Committee' of the Government. He wrote an article in the special issue of the Odisha Historical Research Journal (OHRJ) on the occasion of the All India Oriental Conference held in 1959 at Bhubaneswar in which he established with evidence on the Odishan origin of Jayadev that drew the attention of both Indian and foreign scholars. Moreover, he wrote a few articles for the Encyclopaedia of Indian Literature published by "Central Sahitya Akademi". He had ungrudgingly helped many research scholars from India and abroad in pursuing their projects.

Kedaranath was an editor of great dexterity. Besides the four volumes of the Descriptive Catalogue of Sanskrit Manuscripts of Odisha, he took great pain in editing 'Kalpalata' by Arjun Dasa, 'Parimala' by Narasimha Sen, 'Kalavati' and 'Premolochana' by Vishnu Dasa and 'Chatta Ichhavati' by Banamali Dasa, the compositions of pre and post Sarala Dasa literary traditions in Odisha.

It was to his credit that he authored as many as 17 text and reference books on history and culture of Odisha. He contributed as many as 200 in English, 300 in Odia and 05 in Hindi

articles and essays in many journals and magazines.

For his outstanding contributions, he was awarded by "Odisha Sahitya Akademi", 'Prajatantra Prachar Samiti' (Visuba Milan), 'Odisha Cultural Forum' and 'Utkal Pathaka Samsada' during his life time and by the 'Sarala Samity' posthumously.

Kedaranath Mohapatra was a social activist and so to say the guardian of the people of Old Town of Bhubaneswar. He used to raise funds for the upkeep and maintenance of the Gouri Temple Complex. He organized a youth cultural organization for the development of the Lingaraj Temple. He was instrumental for the conservation of temples in and around Bhubaneswar during the period from 1956-1973.

After a long, dedicated and chequered life of 69 years, this scholar of erudition breathed his last on 20th April, 1981.

Dr. Jayanti Rath, Superintendent of Museum, Odisha, Bhubaneswar.

How Dr. Kalam Inspired Me

Mahendra Kumar Nayak

As a respected scientist, he played a critical role in the development of Indian space program. As a committed educator, he inspired millions of young people to achieve their very best and as a devoted leader, he gained support both at home and abroad, becoming known as the “People’s President”. He is former President Dr. Avul Pakir Jainulabdeen Abdul Kalam. How simple a man he was can be judged from the fact that he indulged in very few materialistic pleasures and owned almost none. The “People’s President” did not have any property in his name when he left for the heavenly abode. Dr. Kalam owned precious little, among them his 2500 books, a wrist watch, six shirts, four trousers, three suits, and a pair of shoes. Interestingly, the former President did not own a Fridge, TV, Car or AC. While Kalam didn’t live a life of luxury, he neither died in penury. His main source of income was the royalty which he used to receive from the four books he had authored. He also used to get pension.

A vegetarian bachelor, Kalam was quoted as saying that like most of the technology he spearheaded, he himself was “Made in India”, having never been trained abroad. As President of India, Dr. Kalam was immensely popular and greatly admired. His simple ways endeared him to one and all. He had a special love for children

and sought to constantly inspire the youth of our country through motivational speeches and personal interaction.

Dr. Kalam set a target of interacting with 100,000 students during the two years after his resignation from the post of scientific adviser in 1999. He explained, "I feel comfortable in the company of young people, particularly high school students. Henceforth, I intend to share with them experiences, helping them to ignite their imagination and preparing them to work for a developed India for which the road map is already available". A role model for students and young people Dr. Kalam was always happy to be among them and educational institutions. He breathed his last in the premises of an educational institution.

Dr. Kalam has always been a favourite of the young people in India. The youngsters look upto him as their mentor for a prosperous future. In fact, the biggest contribution made to this nation by Dr. Kalam was to become a role model to the youth both in urban and rural areas. During his presidency, he met with children all over the country and encouraged them with his learned talks. His vision about a flourishing India filled them with fresh energy and enthusiasm. In fact, he entrusted the youth of the country with the responsibility of making India a developed nation by 2020 as he said, “If India is to become

developed by 2020 it will do so only by riding on the shoulders of the Young.”

In his book *India 2020*, Dr. Kalam strongly advocated an action plan to develop India into “Knowledge Superpower” and a developed nation by the year 2020. He regarded his work on India’s nuclear weapons programme as a way to secure India’s place as a future superpower. He identified five areas where India has a core competence for integrated action: (1) agriculture and food processing; (2) education and healthcare; (3) information and communication technology; (4) infrastructure, reliable and quality electric power, surface transport and infrastructure for all parts of the country; and (5) self-reliance in critical technologies. These five areas are closely interrelated and if advanced in a coordinated way, will lead to food, economic and national security.

Dr. Kalam has been a constant source of inspiration to the youngsters. In fact, his bestselling book “*Ignited Minds: Unleashing the power within India*” is addressed to the young and exhorts and inspires them to lead and march country on to much greater heights. The book ends with a “Song of youth” reiterating the importance and duty of the younger lot in the country. Given his popularity among the youngsters, Dr. Kalam was nominated for the MTV youth icon of year award in 2003 and in 2006. Also in May, 2011, he launched his mission for the youth of the nation called the “what can I give movement”? With a control theme to defeat corruption.

Dr. Kalam, a man who is known as the “Missile Man of India” was a successful President. He is the most luminous star in the history of Presidents in India. He was born on October 15, 1931 in a very poor Tamil Muslim family hails from the southern-most tip of India i.e in Tamilnadu, the youngest but the most responsible child of his parents. From Rameshwaram to

Rashtrapati Bhawan in Delhi, Dr. Kalam’s life is literally a story of success through sheer hard work and determination. He grew up in Rameshwaram where his father was a boat builder. This humble son of a boatman and a newspaper hawker himself, in his childhood, used to go through the news himself before selling the news papers. He hardly knew that a day would come when people would purchase the newspapers to know his own achievements as a great scientist and as the 11th President of India.

His personal life was full of struggles and hard work. Starting the career as a newspaper vendor, Dr. Kalam was striving only to go upward. He was the only one to do Graduation in his family. He was fascinated by the flight of seagulls. The boy who found his vision in the wings of seagull donning the spectacles of observance, leaped into fame in every step of life. Dr. Kalam has quoted “You have to dream before your dreams can come true”. Later, his interest in flight led him to a specialization in Aeronautical Engineering. In spite of deficiency of money, he continued his education. After graduating in Science from St. Joseph’s College in Tiruchirappalli, he enrolled for Aeronautical Engineering at Madras Institute of Technology in 1954. In 1958, Dr. Kalam joined the DRDO and served as a senior scientific assistant, heading a small team that developed a prototype hover-craft. During this period, India achieved a great milestone in the world of space science. He was instrumental in the development of missiles such as Prithvi, Agni, Akash, Trishul and Nag. After all, Dr. Kalam moved out of Defence Research and Development Organisation (DRDO) and joined Indian Space Research Organisation (ISRO). He also instrumental in developing the cryogenic engine in our country. He is rightly called “the Father of the Indian Missile Programme.”

Widely known as the “Missile Man of India” for his work on development of ballistic missile and space rocket technology, Dr. Kalam is acknowledged as the driving force behind India’s leap in the defence technology that brought India into the league of nuclear nations. Apart from being a notable scientist and engineer, Dr. Kalam served as the 11th President of India from the period 2002 to 2007. He played a pivotal role in India’s Pokhran-II nuclear test in 1998, the first since the original nuclear test by India in 1974.

Dr. Kalam is a man of vision, who is always full of ideas aimed at the development of the country. His perspective on important topics have been enunciated by him in the book “India-2020”. It highlights the action plans that will help to develop the country into a knowledge superpower by 2020. For Dr. Kalam, India’s true asset is its youth and he continues to try to motivate them. He has quoted, “The nation requires role models in leadership who can inspire youngsters. There is no dearth of resources and talent in this country, but what we need is more creativity.” Apart from these, he is a professor at Anna University (Chennai) and adjunct faculty at many other academic and research institutions across India. Dr. Kalam is a very down-to-earth person. He is an extremely simple man. He is a ‘workaholic’ who knows no holidays in the seven-day week. He works 18 hour a day. Along the way, he is fond of music and spends his leisure hours playing with the lute (*Veena*) and find time to writing Tamil poetry. He is a great lover of books. He is an ardent reader of both the *Bhagvad Gita* and the *Quran*. Dr. Kalam quotes, “For great men, religion is a way of making friends, small people make religion a fighting tool”. He is unassuming in nature and humane in approach. One instance reflecting this quality in him is when somebody asked him when he became the President of India, “What would

you have been if not a scientist ?” He said laughing, “I would probably have been farming in a small piece of land in Rameshwaram.” After being the President of the largest democracy of the world, perhaps none can have any aspiration left, but Dr. Kalam has and that is of opening a school for the poor children in Rameshwaram. Dr. Kalam says, “if you want to leave your footprints on the sand of time, do not drag your feet”. Dr. Kalam has written several inspirational books, most notably his autobiography, “Wings of fire”, aimed at motivating the Indian youth. Another of his book is “Guiding Souls: Dialogues on the purpose of life” which reveals his spiritual side.

The seed of his unrivalled constructive power is hidden in his positive thinking. According to Dr. Kalam, “Thinking should become your capital asset, no matter whatever ups and downs you come across in your life”. Confronting every problem, he always proceeded further and scaled the zenith of success. Dr. Kalam’s achievements as a scientist have been acknowledged from time to time by everybody across the globe and the Government of India has also not lagged behind in recognizing his contributions to the motherland. Many awards and honours have been showered upon this eminent person. At first, in the field of science he received many honorary doctorate degrees from 40 different universities globally. He received a special honorary doctorate from **Carnegie Mellon University**. Then in the year 1981, the Government of India conferred on him one of the nation’s highest honours, the **Padma Bhusan** and then again, the **Padma Vibhusan** in 1990. But the most valuable feather of fame was added to his cap when he was elected the President. He was popularly known as the “People’s President”. He was awarded India’s highest civilian honour, **Bharat Ratna** in 1997 for his work with ISRO and DRDO besides his role as a scientific advisor to the Indian

Government. In 2013, he was the recipient of the Von Braun Award from the National Space Society “to recognize excellence in the management and leadership of a space-related project”. His popularity lies in his simplicity and humility. His greatness lies in his erudition and humanitarian approach to life. His utmost Endeavour to develop our nation sets him at such position from where he would be remembered by the prosperity as a source of inspiration.

We can say confidently that Dr. Kalam would remain forever in the hearts of Indians, till there are the sun and the moon in the sky. He was the second President of India after Dr. Sarvepalli Radhakrishnan who had no affiliation with any of the political parties. His two books “India-2020” and “Wings of Fire” depict his personality as a thinker as well as a great visionary. They bear testimony to his character, simplicity, wisdom and personal integrity. Today young people like me salute him. His value should be kept alive to guide the destiny of our country.

While delivering a lecture at the Indian Institute of Management, Shillong, Dr. Kalam collapsed and died from an apparent cardiac arrest on 27 July 2015, aged 83. His death was mourned across the nation with thousands including national-level dignitaries attending the funeral ceremony held in his hometown of Rameshwaram, where he was buried with full state honours. For me, “Dr. Kalam was a man of firm conviction and indomitable spirit, and I saw him as an outstanding statesman of the world. His

death is an irreparable loss not only to India but to the entire world.” On his death, Kalam received numerous tributes. The Tamil Nadu state government announced that his birthday, 15 October, would be observed across the state as “Youth Renaissance Day;” the state government further instituted “Dr. A.P.J. Abdul Kalam Award,” constituting an 8-gram gold medal, a certificate and 500,000 (US\$7,500). The award will be awarded annually on Independence Day, beginning in 2015, to residents of the state with achievements in promoting scientific growth, the humanities or the welfare of students. Several educational and scientific institutions and other locations were renamed or named in honour of Kalam following his death. An agricultural college at Kishanganj, Bihar, was renamed the “Dr. Kalam Agricultural College, Kishanganj” by the Bihar state government on the day of Kalam’s funeral. The state government also announced it would name a proposed science city after Kalam. Uttar Pradesh Technical University (UPTU) was renamed “A.P.J. Abdul Kalam Technical University” by the Uttar Pradesh state government. Wheeler Island, a national missile test site in Odisha, was renamed Abdul Kalam Island in September 2015.

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Decentralized Planning for Rural Development - Issues and Challenges

M.N.Roy

Introduction:

1. Planning is an integral part of functioning of any government. Planning for well-being of the people requires proper understanding of the local context including economic, social and cultural issues relevant for the area. Panchayat, as the local government, has to plan for 'economic development and social justice' as per the Constitution and is uniquely placed to plan with participation of the people by fully appreciating the local context for effectiveness of such plan and efficiency of its implementation. However, there are several constraints, both structural and functional, in true decentralization of the planning process. The administrative structure of the Panchayats is quite weak and there has been little functional devolution for making them responsible for holistic planning as a local government. The Centrally Sponsored Schemes provide the bulk of the resources for planned development in rural areas and funds flow along with central guidelines, which more or less follow blueprint approach with some operational flexibility at the local level. Even that flexibility is not fully utilized due to poor capability and functioning of the Panchayats. With little devolution of functions in true sense, the Panchayats implement the schemes as mere agents of the Union and the State Governments. Lack of rational devolution of functions, inability

of the States to put in place other necessary collateral measures coupled with inadequate capacity of the Panchayats pose a major challenge in true decentralization of the planning process. This paper analyses the issues involved and possible way out.

Background of Planning in India

2. After Independence, India established the Planning Commission through a resolution of the Government of India (GOI) in March 1950 without any legislative support. The Planning Commission was made responsible for assessment of the socio-economic situation of the country, including incidence of poverty and prepare policy for social and economic development. The country adopted the USSR system of five year planning from the year 1951, when the first plan was launched. The State Governments also established their Planning Commissions/Boards to prepare State Plans, which are to be approved by the Planning Commission for enabling flow of central resources. However, the state plans and priorities are substantially guided by the resource allocation for different sectors by the Planning Commission. Flow of funds from the Union to the State Governments through various Centrally Sponsored Schemes and Centrally Sector Schemes (CSSs) started increasing with more and

more CSSs being taken up, particularly from the 1980s. Gradually funds flowing to the State Governments as per decisions of the Planning Commission, which has element of discretion at the central level, started increasing and eventually exceeded the formula based transfer of funds as per recommendations of the Union Finance Commissions, as a part of federal fiscal arrangement. The process also led to top down approach in planning in the entire country. The States have to bear part of the fund for implementing Centrally Sponsored Schemes as State share. As a consequence, funds available for planning within the state remain committed to bear the state share of these schemes leaving little resources to fund its own plan to meet local needs not addressed by any CSS. Thus, the entire plan expenditure within a state remains broadly guided by central plan and related schemes with common guidelines for the entire country.

3. Need for decentralized planning by breaking up the planning exercise into National, State, District and Local Community level, was felt in the 1st Plan itself. However, nothing concrete was done. The District Development Council was introduced in the 2nd Plan. There was no enabling framework to prepare or integrate the plans at district level and there was no decentralized plan in practice. Panchayats were established as per recommendation of the Balwant Rai Mehta Committee but those bodies had hardly any power and resources to make plans'. The first Administrative Reform Commission, constituted by the GOI, highlighted the need of district planning in its report of 1967. The Planning Commission came out with a guideline detailing the concept and methodology of drawing up such plans within the framework of annual, medium term and perspective plans. Only a few states made an attempt but those were not integrated

into the annual plans of the states. The Ashok Mehta Committee on Panchayati Raj recommended in 1978 that "Panchayats ought to be strengthened into agencies capable of undertaking local planning". However, only a few states had functional Panchayats during that period.

4. A Working Group on District Planning headed by C.H. Hanumant Rao in 1984 brought out the fact that State Plans were being formulated by sectoral departments without much consultation with the District Development Council. The Working Group also recommended establishment of District Planning Committee and suggested that the same should consist of a Chairman, Member-Secretary and about 50 members and the Collector should be the chief coordinator. The District Planning Body should be assisted by a Chief Planning Officer and technical experts in various disciplines and there will be officer at Block level for planning. A few states started preparing district plan but there was hardly any participation of the people. The scenario continues even after the Constitutional mandate for preparing district plan introduced through the 74th Amendment of the Constitution. The current status has been aptly summarized by the Ramchandran Committee, constituted by the Ministry of Panchayati Raj, GOI in the year 2006, which observed that "over a period of four decades since the beginning of planned development, there were several suggestions and attempts at decentralized planning. The conditions required were also outlined and repeated. However, the increase in the number of ministries, departments and parastatals at the Centre and in the States and the vertical planning, preparation of programmes and methods of funding stood in the way of decentralized planning becoming a reality".³

The Constitutional Mandate for Decentralized Planning

5. Establishment of OPC received Constitutional mandate after the 73rd and the 74th Amendments of the Constitution. The Article 243 ZO was introduced through the 74th Amendment which provides for constitution of a OPC to consolidate plans of the Panchayats and Municipalities and to prepare a draft development plan for the whole district. This implies that the Panchayats and Municipalities must plan and then only those can be consolidated by the DPC. In fact, the Panchayat, as the third stratum of government, has been envisaged to plan and implement scheme for 'economic development and social justice' and the Article 243 G of the Constitution provides that Legislature of a State may, by law, endow the Panchayats with such powers and authorities as may be necessary. So, it is the State Government who ultimately decides on the powers and functions of the Panchayats to enable them to plan in respect of those functions. However, in spite of legal provision and a strong rationale to decentralize planning there has been little progress in that respect.

Rationale for Decentralized Planning

6. There are several important reasons for more decentralization in planning. The country is vast with different developmental needs and one blue print for the country as a whole, as is being practiced now, does not fit all. At the higher level plans are worked out sector wise with little convergence and often oblivious of widely varying ground realities. Planning at the local level can take care of the problem since the problem and developmental needs are known more precisely at that level. It is also possible to ensure better convergence of various activities at that level to make the plan more holistic. The other important reason is that participation of the people in the

planning process has intrinsic value in making governance inclusive and the development sustainable. This also helps to tap the social capital and enhance the same. The people add to the available resources through their contributions in cash and kind and also come out with innovative ideas. The democratically elected local government provide the right forum for mobilizing the people and participate in the planning process which makes subsequent implementation easier. The accountability mechanism is easier to operate at local level and the local government can be held responsible for any failure. However, when such plans are prepared with participation and ownership of the people, they also remain accountable along with the Panchayats. The community feels motivated to participate in planning for their own development and watching for any failure for taking corrective actions under leadership of the Panchayats. This can make the most optimum utilization of public resources and is not biased by any departmental narrow outlook but driven by a holistic view taken by the people themselves whose well being is the primary objective.

7. There is, however, need to guide the local plans so that the national and state priorities are duly considered along with the local needs in allocation of resources in putting up a united effort from centre to the village level in attaining various goals of development. The Planning Commission and the state level Boards/Commissions are to take up these responsibilities. They have, however, generally not been so concerned in the past for strengthening the decentralized planning processes and in some states it is the Panchayat Departments who have tried to promote decentralized planning as a part of decentralization process and often with little support from the line departments. So, there has been little will for the

State Government as a whole to decentralized planning and the institutional framework for planning remained weak. The line departments continue to prepare scheme specific district plans. In some cases such plans are endorsed by the Panchayat functionaries like the Sabhadhipati of the Zilla Parishad as Chairperson of the DPC or Chairpersons of respective Standing Committees as a token involvement of the Panchayats without any institutional linkage.

Institutional Framework and Processes for Decentralized Planning

8. The legal framework does not guarantee planning in decentralized mode in absence of appropriate institutional framework. Although DPCs have been constituted in all states but these are mostly non-functional. In many places the DPC meets only to approve plans of certain CSSs, prepared bureaucratically, where such approval is essential to release funds to the district. Non-functioning of the DPC is partly due to its structural weakness. The DPC has been visualized as a mere committee without any administrative structure or permanent secretariat. There is neither any professional with expertise in planning nor any fund with the DPC to support, guide and coordinate planning of large number of local governments within a district. Actual planning has to be done by the Panchayats and Municipalities and until such plans are prepared and DPC has a role in guiding preparation of such plans there is hardly any function of the DPC. How the DPCs will function and what procedures will be followed to prepare plans at Panchayat levels have not been well prescribed by the GOI presuming that the activity falls within the domain of the State Government. The Planning Commission has come out with a District Planning Manual and all the states were advised to develop their own manual in local languages, which has not been followed”.

Most states have issued guidelines for decentralized planning but those hardly help the Panchayats to plan because of several factors including poor devolution of functions.

Lack of Adequate Devolution

9. Planning by any government essentially entails allocation of resources for development in respect of those services for which the government has responsibility. So, clear devolution of functions for which the Panchayats are responsible and, therefore, accountable to the people is a prior condition to plan for discharging those responsibilities. Availability of funds and freedom to use the same are the next requirements to effectively plan at the local level. It obviously also requires enough expertise at the local level to assess the need of the local area for which the Panchayats are responsible, work out various alternative options and to prepare projects/schemes to address the local needs through executable actions. All these require adequate devolution of functions, funds and functionaries under control of the Panchayats, which has not happened in most states, except implementation of the schemes belonging to the Panchayat and Rural Development Department(s). Proper devolution of functions which makes Panchayat of any tier clearly responsible and fully accountable for delivering certain services is an essential precondition for proper decentralization of planning.

10. The Eleventh’ Schedule of the Constitution has recommended 29 subjects for devolution to Panchayats. However, subjects as a whole cannot be devolved and only certain activities which can be best performed at the local level needs to be delineated through the process of ‘Activity Mapping’ and devolved specifically so that whatever is devolved is specific and with

clear accountability. Many of the orders of devolution are very general and are mostly related to either selection of beneficiaries or assisting the state implementation agencies in implementation of programmes through awareness generation and mobilization of the people. Assignment of exclusive responsibilities on the Panchayats is missing in most states. Thus, there is little accountability framework which helps the people to question the Panchayats why they have not discharged their responsibilities related to the activity which has been assigned to them. Procedures for involvement of Panchayats in schemes managed by the State Governments are also not clear for the Panchayats to play their roles. There is little communication between the line departments and the Panchayats to clarify the issues of the problems faced by the Panchayats and the Standing Committee system is not that strong to meet the requirement. Many line department functionaries are rather apprehensive of the Panchayats and treat them as sub-offices of the PROD and not as the third stratum of government, which creates a distance between the two. Order of devolution issued by some of the line departments are not actively pursued by their field officials in absence of monitoring by the departments and lack of dialogue maintains the distance between them and the Panchayats. So, the Panchayats remain generally confined to activities including planning, which are looked after by the Panchayat and Rural Development Departments).

11. Devolution of funds is equally important for the Panchayats to exercise their discretion in resource allocation for planning. That requires allocation of funds through clearly earmarked head of account within the departmental budget. This has been the recommendation of the Thirteenth Finance Commission, and many states have started following this though amount of such

budget provision is very little. In states like Kerala and Karnataka there is separate budget volume which shows funds to be devolved to local governments under different heads of accounts and that gives some assurance in release of funds to the Panchayats. Release of funds to the Panchayats by other Departments, whose budget do not have exclusive provisions for Panchayats, is at the discretion of the Department concerned and is uncertain. The Planning Department also do not always clearly communicate the resource envelop to respective Panchayats before they start of the planning process. This leads to the general practice of planning for the sector as and when information on fund is available and the time varies from sector to sector or even scheme to scheme, which makes holistic planning almost impossible. Integrated district plan, where prepared, is generally completed well after the beginning of the financial year and as a mere bureaucratic exercise with little element of participation of the people. The plans are also hardly followed in actual execution of various schemes.

Constraints in Decentralized Planning

12. The most important constraint, apart from not having clear devolution with accountability, is that the resources that flow to the Panchayats are mostly through the CSSs, which are to be spent as per central guidelines. In addition to that most of the CSSs are implemented by line departments, in many cases through district level societies with little accountability to the Panchayats. The main target being absorption of the available funds there is little concern for outcome and the need to involve the people to make the outcome effective. The plans are prepared departmentally in isolation with no holistic approach to ensure convergence with activities of the other departments. The situation is almost the same for the CSSs

implemented by the Panchayats such as MGNREGS, BRGF etc. Each CSS demands their own district plans to be submitted to different central authorities at different times. However, Panchayats can attempt bottom up planning and some convergence provided they have the capacity and have other collateral arrangements in place. Generally both are missing.

13. The planning process has to start at village level through identification of the problems and opportunities and working out what are possible to be implemented at that level with their effort as well as using their own revenue, such as funds received as per recommendation of the Central and the State Finance Commissions and their own source revenue and funds available under various programmes. The problems are that availability of funds under the CSSs or even the awards of the Finance Commissions are not clearly known to the Panchayats except having some broad idea based on historic trend. The SFC grants are uncertain, both in terms of amount and time by when any Panchayat will receive that and often are not really untied. Own source revenue, which the Panchayats mobilize locally is too little and is often even less than 5% of total plan size of any Panchayat. Thus, they are left with only making operational plan of utilizing CSS funds within the boundaries of the respective guidelines. In fact, that amount is also not always known and even where the Panchayats can have an idea of the amount the same is uncertain in terms of time of availability. Any Panchayat can receive funds only when the entire district becomes eligible which delays availability of funds on time to well performing Panchayats (in terms of utilization of funds) when funds are lying unutilized in other Panchayats. Ultimately, what boils down is that the Panchayats start planning for the activities only when funds are received and to receive funds plans

are submitted by the Department with little consultation with the Panchayats.

14. Yet, there is scope of planning at the local level, such as at GP, using available untied and own funds. There are many local issues which are not looked after by any department or are very much within the domain of the Panchayats, which can be best addressed through local interventions. In fact, except regulatory activities, many of the developmental projects for rural areas can be taken up by the Panchayats without formal devolution of authority. For example, any GP can plan to improve storage of rain water or recharging ground water, to improve nutrition of their children or to promote pisciculture in local tanks using their own funds or some of the programme funds where guidelines allow taking up such activities. Some of the social sector interventions, like organizing women in Self Help Groups or promotion of hygienic behaviour require little funds. However, there is need for clear understanding of the issues and support of suitable professionals. There is dearth of expertise with the Panchayats and professionals who work for various government departments have little mandate and accountability for extending necessary help to Panchayats. There is need to develop capability of the Panchayats and clearly defined accountability of the government employees at respective level for lending professional services to the Panchayats on demand. This has not happened and Panchayats receive little professional support of experts of line department for planning and implementation of their schemes.

15. Another major problem is absence of data with the Panchayats. Management Information System of all the important CSSs like NRHM, ICDS, SSA, RKVY etc. is highly centralized to generate report for the higher tiers

of government only and it does not give any feedback to the field level. District wise data is generally available but data disaggregated up to GP level is not compiled and so there is hardly any Panchayat wise data for all the important programmes implemented by various line departments. The Panchayats, particularly the GPs remain in dark about the programme performances and related outputs and outcome in respect of their areas. Thus, they find it difficult to supplement the efforts of the State Governments through local interventions in absence of such data. Absence of data is another barrier in assessing the status of development within a Panchayat. Developing a vision on the possible road map for development and deciding on priorities for investment, which is the essence of planning, becomes difficult without clear knowledge of current status in various dimensions of developmental outcome.

16. In respect of social sector development, improving delivery of services through existing state run institutions like the schools, health centres, ICDS centres etc. is often more important than making new investment. The scope for planned interventions in these sectors has little to do with allocation of resources for taking up new activities. In such cases, it is more important to have planned interventions for proper utilization of the facilities already in existence for reaching the unreached and better outcomes. The problem is more in the social sector because the outcomes are less tangible, have less demand and even mere access to services may not lead to desired outcome, e.g. a student may take admission in school but may be irregular in attendance or may even attend school but the level of learning may remain poor. Planning in these sectors is more necessary to improve utilization of the investment already made for creating infrastructures and committed expenditure like salary of the

government functionaries associated with these programmes. These may involve local interventions and innovations for improving demand of uptake of those services by removing the barriers to access, for which the Panchayats can play an important role. They can also watch performances of these facilities for better delivery and mediate planned interventions by the higher level for improving supply side of service delivery. These are not conventional planning of allocating fund for taking up schemes but planned activities, not always involving expenditure, at local level including being effectively engaged with higher tiers of government for their planned interventions. Lack of capacities of the Panchayats to be able to judge quality of service delivery and organizing local interventions for best use of existing government services for the well-being of their people is a major bottleneck in this respect.

Centrality of People's Ownership and Participation

17. The most important rationale for decentralized planning is direct involvement of the people in addressing their own development. An intervention which has impact only at the local level and can be organized locally is best left to the Panchayat to organize the same. Since the people can get easily engaged with the Panchayat, particularly the GP, there should be maximum devolution to the GPs so that people are directly involved in decision making related to as much expenditure as possible in respect of investments being made within their areas. Apart from the advantage of making the plan more contexts specific to meet the local requirement, ownership and involvement of the people have its own intrinsic value. Development is not merely taking up physical construction or arranging delivery of services but also includes the process of decision making to have more sustainable development.

Many of the collective actions may not have even financial implications but helping the people to understand and analyse their problem and to try solving the same generates social capital, which helps organizing community actions for better living in many other aspects of life and make the society more inclusive. Thus, true decentralized planning should be a bottom up exercise meaning whatever can be handled at the village level should be managed at that level without even asking the Panchayats to intervene. Similarly, whatever can be planned and implemented at the GP level should be planned and implemented at that level. So, decentralized planning should ensure participation of the people to analyse their problems and take care of those which can be handled by themselves, if necessary with support from outside and prioritizing the remaining problems, which should be addressed by higher level governments with their full participation. This should include new infrastructures and activities as well as ways and means of making better use of existing programmes and public utilities which serve them. However, the top down approach to rural development has reversed the scenario and whatever can be planned from above is put for implementation by the line departments and people are asked to participate to make the implementation more effective.

18. Planning at the local level should also lead to better accountability towards the people in utilizing public resources. People should appreciate the value of public money by judging the appropriateness of expenditure decisions. This is possible only when there is more local contribution through tax and non-tax revenue, so that people can question how their money is going to be or has been utilized. At present Panchayats receive funds mostly linked to schemes and although such funds are generated through contribution by every citizen the complex way in

which revenue is collected by the Union and State Governments and part of that is released for implementation of schemes is not usually understood by the people. As a result, they do not feel as bothered for best utilization of the scheme funds as they would have for their own contribution. The Panchayat functionaries and programme administrators are also not sensitized enough in appreciating the value of public money in absence of any hard budget constraint and they are more concerned with utilization of the available funds measured by expenditure and not outcome judged by the people. Even the funds received as entitlement as per awards of the Finance Commissions are spent like an agent and not considering the holistic development of the Panchayat as a mandate. In order that there is more accountability towards the people, which is the only way to ensure expenditure decisions to maximize people's well-being, there has to be more local revenue generation and low share of own revenue continues to be a constraint in promoting good local planning.

19. Given the current low per capita revenue collection at the local level, decentralized planning can focus only on low cost and no cost activities which can be organized at local level. The Panchayat functionaries and the people are to be oriented on their entitlement based on Finance Commission awards and how those should be treated like their own source revenue for making best use through people-centric planning. This, however, requires the State Government not to prescribe use of such funds except mentioning some of the unproductive purposes for which the funds cannot be utilized. Since most of the services delivered in rural areas are owned and managed by the State Government one important interventions through local planning will be improving access through better demand generation and removing the barriers and watching

on the public utilities for improving quality of service delivery. All the social sector developments in the field of education, health, nutrition etc, where the country is lagging can be facilitated with strong local mobilization under the leadership of the Panchayat. However, that also require proper partnership by the State Government departments to work together by clearly delineating their mutual roles and often that is vitiated by the narrow view of the higher government functionaries by looking at the Panchayats as their agent and treating those institutions as their sub-offices.

20. There is need for political will to let the Panchayats become a true partner of development and devolve them with adequate powers along with treating them with dignity so that all development issues are addressed in an integrated manner through local actions at the Panchayat levels and policy decisions at the state and national level. That is still missing both at the centre and the state level leading to stereotypes in development initiatives and centralized planning for the same. The Departments are apprehensive of devolving power to the Panchayats with the argument that the Panchayats have little capacity. The fact is that capacity cannot grow in vacuum and it can be developed only through exercising authority for which devolution is a prior need. There is stalemate on this issue whether devolution will precede capacity building or the other way round over the last twenty years or so after the 73rd and 74th amendment of the Constitution. So, the crucial question is how the capacity of the Panchayats can be augmented at the present low level of devolution so that they can be entrusted with more powers and authorities in future.

Capacity Building of the Panchayats

21. While adequate devolution from higher government to Panchayats has not taken place the only other alternative is to develop capacity of the Panchayats for properly exercising whatever authority they have. Instead of waiting for formal power and more funds the Panchayats can be oriented to use their social capital to organize local actions with whatever funds they have. In fact, as mentioned before, many of the activities which can be taken up locally are not fund intensive and what is needed is mobilizing the people to take up activities which can be conceived, designed and acted upon locally and acceptance of the interventions by the entire population cutting across political line. This is a very laborious process and requires sustained support of experts to change the mindset of the Panchayat functionaries from absolute dependence on the higher government to value their own initiative to extend even marginal benefits to the people with their own initiatives. Such activities could be both in doing something of their own using resources available within the Panchayat as well as improving benefits flowing from existing government programmes. These lead to incremental capacity gain and also open up a positive spiral of mobilizing more local funds, both in terms of better revenue mobilization by the Panchayat, particularly the GP and voluntary contribution by the people to implement the local plans.

The Way Forward

22. There is no short cut solution for proper adoption of decentralized planning. The process has to start with preparation of village based GP plan for which there should be enough political will in strengthening the GPs and devolving more functions for the Panchayats to have specific responsibilities, which they can discharge with

freedom with due devolution of funds and functionaries. There is no champion at the national level at present in strongly advocating for decentralized planning, which will require lot of structural changes. The Planning Commission started this exercise to some extent during the Eleventh Plan but went back on decentralization during the Twelfth Plan. It is to be seen whether the newly conceived NITI Aayog adopts decentralization as a strategy for promoting growth of the country, which is the main focus of the Union Government at present. However, there is no such indication so far. In this situation developments may happen sporadically in a few states based on commitment of the State Governments. The process of Panchayats acquiring more capability in exercising their available resources and initiating a demand for more devolution to Panchayats with support of the people should be pursued simultaneously.

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Brain Storming Deliberations of Biju Patnaik

(I)

At the Meeting of the National Development Council on June 18-19, 1990

This is an important meeting of the National Development Council as we have assembled here today to finalise the approach to the Eighth Five Year Plan which will certainly be a significant milestone in our path towards social change and transformation. I compliment the Planning Commission for preparing a pragmatic Approach Paper which will be the blueprint for our future growth. This, of course, will need to be supplemented in various ways for drawing up operational schemes for removing disparities and the sources of discontentment among various sections of the people as well as for instilling in them a sense and self-confidence as self-respect to achieve the objectives.



2. There is no doubt that excessive obsession with target and target-oriented growth during the past plan periods has led to the emergence of imbalances in various spheres. It has also led to a slowing down of employment opportunities, sickness in industry with

consequential loss of jobs as well as increasing disparities among various sections of the people and regions of the country. Widespread dissatisfaction among the people has resulted in a change of the Government through the democratic process. It is, therefore, in the fitness of things that the Approach Paper for the Eighth Plan has identified generation of employment alongwith integrated Rural Development with active involvement of the rural people and Panchayat Raj institutions and Voluntary Organisations as the prime thrust areas. We welcome this change.

3. The challenge before us is to break out of the various circle of low productivity, unemployment and poverty. Our primary emphasis should be on increased efficiency and productivity in all sectors of development. Economic growth should be seen not merely in terms of a “rate” - the emphasis should rather be on the content of development than on a “growth rate” per se. Growth has to be combined with equity, a reasonable minimum standard of living and provision of an essential social amenities to every one as speedily as possible. It should ensure special attention to the needs of the disadvantaged and the vulnerable sections of the society and at the same time ensure more rational and wide spread diffusion of the fruits of development across regions and classes. In other words, growth with equity and diffusion of the benefits of development in a balanced manner among the regions as well as among various sections of the society should be our primary goal in tackling the twin problems of poverty and unemployment. I may mention in this context that we are formulating a programme for making two of our districts viz., Bolangir and Kalahandi as “Zero Unemployment Districts” within this plan period by integrating various sectional schemes.

4. In this context I would specially suggest the need for particular attention to the weaker regions and the backward States and for devising special measures to enable them to play their appropriate role in the mainstream of economic development. Take for instance, the case of Orissa. After 40 years of planning and development the State has not been able to improve the relative position vis-a-vis other states in the matrix of economy development. Orissa’s economy has retained its predominantly agrarian status and the contribution of agriculture to the Net Domestic Product has been stagnating around 60% or thereabout, throughout the Sixth Plan and

Seventh Plan periods. Another striking feature of the economy is that there has been no substantial change in the pattern of inter-sectoral contribution to the Net Domestic Product over the years. Obviously the pace of structural change is relatively slower compared to that at national level. This is reflected in a comparison of per capita income of Orissa with that at the national level. Though there has been an increase in the State’s per capita income both at constant and at current prices, this has not been adequate enough to keep pace with the level of development achieved at the national level. The gap between the per capita income of Orissa with that at the national level started widening significantly during the Sixth Plan. This was aggravated during subsequent plan periods indicating a slower pace of growth at this State level. At current prices, a gap of Rs.376 in the year 1980-81 increased to Rs.623 in the year 1985-86; it rose further to Rs.934 in 1986-87 and is about Rs.1,397 in the year 1988-89 (quick estimate).

5. The relative backwardness of Orissa as compared to other States both in regard to extent of poverty and its intensity are reflected in the available data. In fact, the intensity of poverty is much higher in Orissa than in many other States. This calls for appropriate remedial measures particularly in regard to the devolution of financial resources between the Centre and the States. I would suggest that the existing Gadgil Formula might be supplemented by a composite index of backwardness, appropriately devised, which might benefit relatively backward and poverty-stricken State like Orissa.

6. I am sure, you will agree with me Mr. Chairman, that situation like this deserves special attention for devising specific measures for bridging such widening gaps. I would not like to go into details at the present stage but I am confident that such problems would be tackled

and solved appropriately when we finalise our 8th Plan.

7. I would now like to give my comments briefly on several important issues raised in the Approach Paper. It has been suggested that many of the existing problems can be corrected by transferring a substantial part of the responsibility for planning and implementation of economic and social development programmes, e.g., minor irrigation, soil conservation, primary education, health, drinking water, housing etc. to the elected representative institutions of local Government alongwith provisions of necessary financial resources and staff. It has been further stated that the local area plans at the village or Panchayat level will first aim to expand employment, production and income in various economic activities. While agreeing with the approaches, we must remember that employment generated must be productive and relevant. The job seekers have a legitimate right to work; at the same time, those who are already in employment have a duty to work sincerely and generate assets. The objective of our planning should be to work more and produce more so that in the process the nation gets benefited.

Decentralisation of the planning process including formulation and implementations of relevant schemes at the district level and below is necessary for utilising the latent energy of the people in our plan efforts as well as for plugging the loopholes. It would be rational in this context to entrust the elected Panchayat Raj institutions with implementation of all rural employment schemes like J.R. Y. etc. This brings into focus the urgent need for introducing a proper system for human motivation as well as a clean and impartial system of administration at the grass-root level. In the absence of these inputs, a combination of other resources - men, material and capital - will fail to achieve the desired objectives.

8. Agriculture still being the main-stay of the people deserves our particular attention. In my view the entire gamut of activities in this sector requires a thorough reorientation with particular attention to the needs of agriculturally backward regions as well as needs of refined tracts, dry lands and wastelands. I strongly feel that greater attention be paid to development of horticulture, sericulture and cash crops so that we can build on it a network of suitable agro-based industries. This will be of great help to the farmers in remote, rural and tribal areas not only in terms of employment but also in terms of generating higher income by ensuring a better price for the produce. There is also a great scope for development of our huge untrapped potential in complementary sectors like Dairy Development, Poultry Development, Fishery Development, Sericulture etc. These have to be taken up in an integrated manner for promoting rural employment and for reducing urban bias. This is particularly relevant for accelerating the pace of development in our Scheduled Areas which still suffer from lack of communication and marketing facilities exposing them to exploitation by various agencies.

9. Irrigation as an input to agriculture must receive the highest priority. All on-going Major and Medium Irrigation Projects should be completed as quickly as possible. Greater emphasis should be given on Minor Irrigation and Lift Irrigation during the 8th Plan period. Here, as in many other sectors, we have a tale of missed opportunities. Had we been fortunate in translating into reality Pandit Nehru's dream and commissioning the Tikarpara Project on the Mahanadi river in Orissa in the early sixties, Orissa's economy would have been transformed. However, we can still retrieve a part of the vision by implementing quickly the irrigation part of the Rengali Multi-purpose project in our State. I mention this particularly as Irrigation canals have

to be completed within the next 7 years or earlier if possible, for taking full advantage of the Dam and Power Plant which has already been constructed. I would further suggest that for ensuring optimum utilisation of our water resources, investment in irrigation sector should be proportionate to the availability of irrigation potential in various regions. How can a State like Orissa progress when the investment on irrigation is as low as 2% against its potential of 11%?

10. I firmly believe, Mr. Chairman, that in consonance with our accepted objectives for the 8th Plan, the social services sector, particularly, education and health, deserve a much higher priority. This is necessary for ensuring that the benefits of development percolate down to the poorest of the poor and the vulnerable sections, specially women and S.C./S.T. population. Such a change will also significantly help in making our population limitation measures more effective. We agree that a major overhaul of our Education Policy is necessary to achieve the goal of greater equity as well as the necessity for providing adequate technical inputs at various levels. Greater thrust on our programmes of mass literacy with skilled development as well as elementary and secondary education is essential for achieving the goal of complete eradication of illiteracy by the end of 1990s. I have already started a scheme for involving all secondary school students in the literacy campaign.

I am glad to announce in this context that we would be launching a special drive for making two of our districts, viz. Kalahandi and Bolangir "Full Literacy Districts" within this plan period.

11. On the health front, it is heartening to note the adoption of multi-disciplinary approach for tackling the problems. It has been rightly stated that education, specially women's education, has a great deal to contribute to the health delivery

system. Similarly in our strategy for population control, it is accepted that the focus should be on women's status, female literacy, responsible motherhood and control of infant mortality. I would suggest that Malaria, Filaria, Kalaazar and Encephalitis should be integrated into a single programme of control of vectorborne diseases. The Universal Immunisation Programme should be implemented vigorously to reduce infant mortality. As malnutrition is one of the important factors leading to high infant mortality, additional inputs would be necessary for the Integrated Child Development Scheme (ICDS) so that nourishing food may be served to the children. I fully agree with the suggestion in the Approach Paper that the better off sections of the community should pay adequately for the services utilised by them both in the sphere of Education and Health.

12. In the social services sector, our main aim should be to increase the purchasing power of the poor through employment preferably in rural agro-based industries. However, we must provide a minimum of food security through a restructured, more efficient and decentralised Public Distribution System (PDS). Its coverage particularly in the rural areas has to be expanded and local Panchayati Raj institutions and voluntary organisations involved to a much greater degree. Stopping the present leakages and cutting down costs are equally important. As rightly suggested in the Approach Paper, we should also explore the possibility of procuring those food-grains that are relevant to the food basket of the lower income groups in particular areas.

13. The strategy for industrial development as spelt out in the Approach Paper. Mr. Chairman, deserves particular attention. This is an area where we have to take an integrated view taking into account of various relevant sectors, viz., the need for developing our resources, the requirements of balanced regional growth, the balance of

payment problem, the need to ensure a minimum 12% annual volume of growth in export, the need for modernisation and updating of technology, promotion of technological innovation, environmental issues as well as provision of requisite infrastructure facilities particularly in the energy and transport sectors. It is imperative to ensure that our resources are optimally used to promote product quality and cost effectiveness in all spheres and more efficient use of energy and other infrastructure inputs. Employment need not, as rightly stated in the Approach Paper, necessarily be the primary consideration in certain areas. However, even in areas where additional demand generated for consumer goods is expected to be met through labour intensive processes of production on a decentralised basis, our motto should be improvement in productivity and cost effectiveness.

14. We should encourage building up of a network of viable and efficient Small Scale Industrial Units - both modern and traditional - which would work in a regime free of irksome regulations utilising local resources and manpower. We must aim at larger value addition to all our primary produce and raw materials. Just as we are trying to step up agricultural production by re-organising it according to Agro-Climatic Zones, industrial production should similarly be raised by utilising the natural resources of various regions to the fullest extent. In other words, we must develop those sectors where we have a comparative advantage in a most appropriate manner. Infrastructure support like provision of power, roads, railway lines, port facilities etc. should be tailored to meet such requirements. For example, in many parts of the country including Orissa, there are vast reserve of mineral resources, marine wealth as well as convenient locations for off-shore and on-shore facilities. In a scenario where the world situation is changing

fast we should be poised to grab the opportunities that come our way and do away with dilatory bureaucratic fetters which stifle initiative and growth. A determined effort must be made in this direction both by the Central and State Governments, so that national requirement is met in the most efficient manner. The multiplier effort of such growth centres will obviously quicken the pace of development.

15. One brief word on Plan Finance before I conclude. Even after taking into account the devolution of financial resources recommended by the 9th Finance Commission, some State still emerge as deficit State on Plan Revenue account. I, therefore, strongly endorse the Finance Commission's suggestion in their report that the Planning Commission should consider granting special long term loans for bridging such deficit so that the Revenue deficit States do not have to divert their borrowings for meeting their Plan Revenue needs.

16. Mr. Chairman, planning by its very nature, implies imposition on our selves of a certain degree of discipline and self-restraint. This also involves a common vision and a common heritage of dreaming together and working in unison utilising all our resources endowments for the common good. We need not be daunted by the magnitude of the task that lies ahead. Well-begun, as they say, is half-done. I am sure, Mr. Chairman, the Planning Commission under your guidance will rekindle the spirit of objective self-reliance, which was the essence of Pandit Nehru's vision of planning for development with equity.

Thank you.

Sources : *Orissa Review*, August, 1990.

(II)

Conference on Human Rights on September 14, 1992 at New Delhi

Mr. Home Minister and Friends,

I must congratulate the Union Home Minister for the comprehensive agenda papers he has sent us. I would like to make a small suggestion before I respond to proposals contained in the agenda papers. The issues referred to are extremely important and we must devise strategies based on mature deliberation. Some of the suggestions in the agenda notes have a bearing on Centre-State relations. Some others have serious financial implications. Some others, it seems to me, do not take sufficient note of ground realities. Before any specific decision is taken, it will be appropriate that our response based on years of experience and first-hand acquaintances with problems under discussion are carefully considered. We should avoid the temptation of coming out with solutions at the end of the meeting and producing the impression that these solutions were always round the corner and all that was needed was the will to find them. I would advise that the proposals contained in the agenda notes are reviewed in the light of today's deliberations : we can meet again to discuss the results of the review and design strategies inspired by pragmatic perceptions rather than summons issued by self-appointed defenders of human rights from abroad and from within the country.

It is odd, and certainly humiliating that we should be treated to lessons on human rights by foreign organisations whose good will towards India is not at best doubtful. They accuse the Indian state of abridging human rights of terrorists and of scoundrels intent on dismembering India with the help of foreign arms and money. For these organisations, human rights of terrorists and secessionists and sacrosanct and indubitably superior to those of the innocent people they kill and of the women and children who are forced into a life of penury, anguish and insecurity. Their conscience, if any is inexplicably dumb when

thousands of families are forced to abandon their homes and properties and become refugees. These organisations and their high priests have not thought it fit to condemn terrorism or secessionism or systems of governance that openly subordinate human rights to what they think are laws of their religion. They have also desisted from condemning interference by one state in the internal affairs of another, leading to enormous human rights abuse. While the erstwhile Soviet Union was accused of human rights violation in eastern Europe, open support for armed rebellion in Afghanistan resulting in mass killing and exile of millions of Afghans was viewed differently and kindly. Our neighbour's dirty work in Kashmir and in Punjab has also been viewed with extraordinary indulgence. Is it because Indians, Afghans and people of other Asian and African countries have no human rights unless they are murderers, robbers, or on foreign pay rolls ? Why is it that there is such clamour when one of these species is killed and none when the basic human right-the right to live - is abrogated every day in Somalia, Ethiopia and the erstwhile Yugoslavia ?

I submit that throughout the ages as well as today India can boast of human rights record which is superior to the record of any other country. This will be evident from the fact that minority populations have grown and flourished in India whereas in the history of the west, they have often been victims of relentless carnage. Those who raise an outcry over the reported death or torture of a terrorist in India have no word of sympathy for a Malkankit Natt who was mercilessly bashed up by the London Police or for a Rodney King who was administered 56 video-taped blows by the Los Angeles police or for the Korean immigrants who lost practically everything they had earned in the race riots that followed the acquittal of policemen who had assaulted King but who the Jurors thought were simply doing their duty.

Let us therefore say, and say it openly that we do not mean to take these experts at doublespeak seriously at least not until they have taken up defence of human rights in their own countries and not until they have launched an impartial campaign against outside inspiration for militancy and terrorism.

The basic objective of our freedom struggle was to restore to the Indian people the human rights they were deprived of by colonial rule. Our constitution guarantees these rights and also provides for their enforcement. I frankly do not see much merit in the proposal to set up a Human Rights Commission. I can understand a commission going into certain issues in greater detail than the Government which has its hands full with everyday problems and recommending policies, laws and procedures of implementation but actual implementation has to be the function of Government and not of an agency outside it. It is not correct that a Government elected by the people should assign its functions to an organisation outside people's mandate. Such institutions, I am afraid are not legitimate in terms of our Constitution. This is precisely what has been happening over the past few years. We have Commissions for the Scheduled Castes and Tribes, for women and for minorities. Is the Government incapable of looking after India's Scheduled Castes and Scheduled Tribes, women and minority communities? The proposed Human Rights Commission will also, I am afraid, impinge on the powers of State Governments public order, police and prisons fall under the State list. Clause(3) of Article 246 vests in State Government to "exclusive power to make laws" in respect of matters enumerated in the state list. It is no doubt suggested in the agenda notes that the commission will be a fact-finding and advisory body, but I would also have the mandate to recommend prosecution of the offenders and to advise authorities about the steps they should take

to uphold human rights." There is absolutely no doubt that it will function as an authority that believes that State Governments are accountable to it, especially when it is set up as has been suggested by an Act of Parliament. We may perhaps have a Commission to enquire into human rights questions and submit its report to Government, but it should cease to exist after a specified period during which it must submit its report. To go beyond this will lend strength to the thesis that the Union Government and the State Government cannot be trusted in the matter of human rights. Let us be clear that it is the Government's duty to uphold human rights and it will do so at all costs.

Agenda item No.2 is far more important. Custodial crime is utterly reprehensible and must be curbed regardless of the status of the offender. We should however look at the problem in its perspective. In large number of cases, policemen responsible for such offences have been punished. This is the position in my State and is, perhaps true for other States. What this means is that the State in India does not take an indulgent view of custodial crime. We should also take note of the fact that in a large number of cases, allegations of custodial torture are motivated, the motive being to force the investigating officer into a position of self-defence and thereby deflect him from single-minded pursuit of the case. The motive may also be to win the court's sympathy. This phenomenon has been observed in several countries.

A disciplined and motivated police force is seldom guilty of custodial crime. Such crimes are committed by a few deviant members of the force, but their proportion to the number of correct and responsible policemen is no higher than such proportion in other profession.

The most effective insurance against custodial crime is the morale and the attitude of the force. Unfortunately police morale had suffered

serious erosion both due to politicisation and unionisation. For the first evil, we ourselves are responsible since we would like to use the police to protect people whose only virtue is that they are with us and persecute people who have different loyalties. As long as we persist in this behaviour, no system can be effective against custodial crime. The offending police officer may have done us some service in the past or may promise to do in future. This distortion is matched by a corresponding distortion caused by unionisation of the force. If an investigation into an alleged custodial crime is taken up against a police officer, there is a tendency on the part of others to combine and protect him. We must make up our mind that we shall not suffer this impediment and must proceed against every police officer, guilty of such crime.

While allegations of custodial death and torture are exaggerated, such allegations are widely believed to be true because there is very little openness in enquiries and because the results of enquiry are seldom published. We can consider a system that would ensure expedition and objectivity in enquiries. There is no advantage in a mandatory judicial enquiry in such cases. Section 176 of the Code of Criminal Procedure already vests in Magistrates the power to hold an enquiry into cases of custodial death including death allegedly due to suicide. We can examine whether the provisions of the Code cannot be enlarged and made more effective so that cases of custodial death and rape are enquired into by authorities other than those of the police. Greater authority to the District Magistrates or to functionaries nominated by the State Government would go a long way in investing transparency and credibility both to enquiries and follow up actions.

Award of financial relief should be informal and left to State Governments. I do not see why State Government that provide financial relief to victims of natural calamities and communal

riots cannot be trusted with this task and must act in pursuance of a central law. We can agree on certain guide-lines, but their implementation is best left to State Governments. Let us consider setting up a task force to formulate the guide-lines, but let us desist from doing under law what can be done through an attitude of concern and compassion.

I have said earlier that there is a correlation between the incidence of custodial crime and erosion of police morale. In addition to the two aforesaid causes of declining police morale, there is another, the alarming fall in convictions due largely to the present system of prosecution. The earlier system of prosecution which had succeeded in securing convictions for the larger number of criminals was replaced in 1973 by the new Code of Criminal Procedure. After the new system came into force, acquittals have far outnumbered convictions. The result is that, the law breaker is no longer afraid. Citizens are afraid of the law breaker. So great is the citizens' fear that they have lost the capacity to resist the most heinous crimes committed in broad daylight. So great, again, is the erosion in the State's will to govern that several such crimes go unpunished although there is no doubt either about the identity of their perpetrator or the distress of their victims. The powerful and the rich have acquired the capacity to abuse the judicial process and to be immune to retribution under the law. We are fast moving into a situation which Shakespeare described as follows :

Through tatter'd clothes small vices do appear
Robes and furr'd gowns hide all. Plate sin with gold,

And the strong lance of justice hurtless breaks,
Arm it in rags, a pigmy's straw both pierce it.

(King Lear, Act 4. Scene 6).

I would submit that it would be artificial to dislink human rights from punishment of crime. It will be artificial for two principal reasons. Firstly in a situation in which the system of punishment for crime is ineffective the criminal has the licence to trample upon the human rights of hapless victims. Secondly in such a situation, society which includes the police, will be compelled to devise other methods of containing crime. The police are accountable when the crime situation deteriorates. If the normal system of investigation and prosecution does not yield results, there will be a tendency to resort to other methods; so that the police can give a good account of itself. I should think that the incidence of custodial crime should be seen in the perspective of our system of administration of Criminal Law. If amendment of the Evidence Act and the Code of Criminal Procedure is being contemplated so that those responsible for custodial crime are punished adequately and quickly, there is clearly a stronger case for contemplating amendments so that criminals and killers do not acquire the power to dominate the society.

The need for educating police officials in human rights is both great and urgent. It should be possible for us to devise a programme of training the cost of which can be shared between the Union and State Governments designed to promote human rights literally. Financial support to State Government is also necessary for expanding and modernising jails.

As for crimes against disadvantaged sections of society including women all that we need is a strong administrative will. Crimes against these groups have come down significantly when there is clear evidence of the State's will to punish the offenders. These criminals do not belong to the under-world. They have social status, being either land-owners, or Government employees, or employees of the corporate sector or persons

who are prospering in their own business. I have recently issued instructions to the effect that a Government servant against whom a prima facie case of dowry offence is made out shall be placed under suspension and if his responsibility for the offence is established, he shall be dismissed from service. I am aware that this will not have more than marginal effect on crimes against women but this is an illustration of State will. We do not unfortunately have a worthwhile social movement that creates awareness against such crimes. During the days of our freedom struggle the goal that inspired us was not only political independence but a society in which the individual whatever his religion or caste or sex or income status, could live with dignity. Gandhiji who gave direction to the freedom struggle integrated issues like removal of untouchability, rights of tenants to land and freedom from poverty with the issue of political independence. We are incapable today of understanding his integral philosophy and have assigned the task of social engineering to thousands of non-Governmental organisations supported with munificent Government grants. Societies do not change through the work of persons who are paid to bring about change. We, regardless of the parties we belong to, and the political goals we cherish, must combine to create an awareness which will not condone any crime against a Harijan, a woman, a poor man or a person who calls his God by a different name.

I am sorry I have taken a lot of time but then the issues you have raised do not admit of a summary response. I would make a final submission. Human rights are important not because foreign human rights organisations have asked us to honour human rights but because our culture and our history have embedded respect for man in our soul. We should devise methods consistent with realities of our situation to operationalise this respect. If these methods do

not conform to the prescriptions of some self-righteous organisations, there should be no cause for distress.

Sources : *Orissa Review*, October, 1992.

(III)

Chief Ministers' Conference on Administration of Criminal Justice November 13, 1992

This conference, in my view, is not merely a conference to discuss administration of criminal justice; it provides us all with an opportunity to review the manner in which the Indian State is functioning. The basic function of the State is protection of the life, liberty and property of citizens and prevention of their harassment by any individual or group. The State has now come to acquire several other functions, but these are clearly not in lieu of its basic function. A society in which the security of life and property of its members is under frequent jeopardy is clearly not a well governed society. Such societies are characterised by the emergence of individuals and groups who assume to themselves the illegitimate and wholly mercenary authority to compel others to live in terror and deprivation and to punish what, according to laws fashioned in their imprudent imagination, is deviant behaviour. The larger the extent of such wicked authority, the greater is the irrelevance of the State which, in course of time, becomes so feeble that assorted scoundrels and criminals, instead of dreading its instrumentalities, take control of them. Since the State is unable to punish crime, they coerce a hapless society into giving them the honour and status it used to assign to the wise, the brave, the honest and the industrious. The law-breaker is no longer afraid; citizens are afraid of the law-breaker.

Such a society is clearly reprehensible. All enlightened Governments have, throughout

history, endeavoured to ward off such distortions in the social process through installation of a system in which crime is quickly punished. Where they have succeeded, individuals have striven to realise their higher aspirations and have not been driven into diminutive cocoons by fear or insecurity. Societies that have ensured freedom and security have made remarkable advance in material and intellectual development; societies that have failed in this basic task have remained underdeveloped and have frequently had to surrender political sovereignty, for mercenaries and criminals who had acquired positions of pre-eminence were the most unlikely defenders of freedom.

We had, in this country, a reasonably effective system of punishing crime. It certainly had several drawbacks, but it had the merit of denying the criminals the sense of impunity they have lately come to acquire. Immediately after independence, we thought that the whole system was evil and started a romance with exotic concepts. One such concept was the separation of the judiciary from the executive. We forgot to take note of the fact that this concept had evolved in an altogether different situation and was administered by altogether different people. In those societies, it is a functional distribution, whereas in ours, the judiciary is convinced that the entire authority of the State vests in it alone.

The overall result, as the agenda papers for this conference show, has been a disturbing rise in acquittals and a disturbing fall in convictions. It is significant that these trends became manifest after the new Code of Criminal Procedure, which effected the separation of powers and installed a new system of prosecution in Courts of Magistrates, which came into force. Our first duty should be to contain this development and reverse these trends. We should give some time and

thought to evolving implementable strategies so that no Indian citizen lies in fear and so that whoever transgresses the law is quickly and effectively dealt with. If these strategies requires a change in the law, we should be prepared to effect these changes without being hamstrung by shibboleths. The illustrative areas where the law may have to be changed are : the system of prosecution; empowering executive magistrates to try offences under certain chapters of Indian Penal Code and under some minor Criminal Act and Special Acts; and provisions relating to preventive arrest and bail. With regard to the prosecution system, I would like section 25 of the Code of Criminal Procedure to be amended so that the State Government can appoint a police officer to conduct prosecution subject to the condition that he has not taken any part in the investigation into a case under trial. This would go a long way towards eliminating lack of co-ordination between prosecution and investigation which has benefited criminals. Some States have amended several sections of the Code of Criminal Procedure. In order that we have a uniform Code of Criminal Procedure, these amendments, along with certain others which are found necessary, can be incorporated into a Central amendment which can become the law for the whole country.

Delay in completion of investigation is another major contributor to the worsening crime situation. It not only creates a public impression that nothing much is going to happen to a criminal, at least for quite some time, it also enables the criminal to tamper with evidence, win over or liquidate witnesses and in effect decide the case. There are three major reasons for delay in investigations. Firstly, the police manpower is inadequate. Secondly, the available manpower has several other pre-occupations, such as performing security duty for a horde of dignitaries who relish

the illusion that their lives are in danger. Thirdly, investigating officers do not have adequate mobility or access to modern techniques of investigation. The first and third factors would require financial and technical collaboration between the Centre and States. If this collaboration materialises immediately, we should be able to register improvement in the immediate future. As for the second factor, demanding security cover has become a status symbol. It is time that self-appointed luminaries of our political firmament realised that, in the unlikely event of some madcap disposing them of, the only cost to the country would be a by-election.

I would reiterate that improving the administration of criminal justice should be the collective responsibility of the Union and the States and that it would be disastrous to leave resource-deficit State to meet the full cost of desired improvement. Cost-sharing should extend to enlarging accommodation in jails. There has been no significant enlargement of such accommodation which has been under great strain due both to the increasing number of convicts and of under-trial prisoners. A few days ago, we met here to discuss human rights abuse and, in particular, infringement of such rights in custody. Such infringement becomes inevitable when we have to pack 500 people in space meant for 50.

There are two further points I would like to make. An increasingly significant factor in the present crime situation is crime by organised groups whether subscribing to terrorism as a political activity or bound by a common criminal intent. The distinction between these two groups is very often a fiction since, for the first group, politics is a veneer for crime and the second group has little compunction in seeking political patronage when driven to a corner. I would like it to be understood that as long as organised crime is not

effectively dealt with, no refinement in dealing with individual criminals would improve the crime situation. Individual and small-time crime is yielding place everywhere to organised crime. While the individual criminal offends an individual victim, criminal gangs offend society at large and challenge the authority of the State. Let us not, in dealing with them, be shackled by international prescriptions on human rights. Innocent citizens of this country and their society have certain rights and if conglomerates of criminals assault these rights, we have to protect the larger and superior rights. If necessary by abridging and indeed even extinguishing inferior and irrelevant rights. If we act otherwise, we would bring about a situation in which no true human rights exist. I have to say this because it is necessary that we are not overwhelmed by the latest inspiration doled out by human rights activists.

Secondly, some amount of introspection on the part of the community of politicians is overdue. Quite a few crimes occur because we ourselves organise agitations on a number of non-issues with a view to keeping ourselves in limelight. Since we have been in power and since it is not unlikely that we will come back to power, the law enforcing machinery is handicapped in dealing with our proteges in the manner they deserve to be dealt with. Let us be frank and admit that we ourselves have inducted into legislatures and endowed high offices on a number of persons whose legitimate place is in the jail. This criminal aberration afflicts all political parties and the result is that no political party today has the moral authority to suggest any reform. By far the larger part of my life is behind me. I would hope to see, in the remainder of my life, that the profession of politics does not admit persons who find in politics protection for their past and present criminality. This may cost us a few votes, but the voting system itself may cease to exist very soon if such persons

enjoy the immunity and prestige they have come to enjoy for sometime past.

Sources : *Orissa Review*, December, 1992.

(IV)

Orissa of My Dreams :

I have been commissioned here in the memory of my dearest friend Binod Kanungo - not to speak but to dream. I have been told that I should project Orissa of my dreams. What would I dream ? Once Gurudev Rabindranath Tagore said, "When you dream, dream big. It is only by dreaming big things that big tasks are accomplished." We are born to die. While dreaming think of big things - Dream the biggest dream of all. In his poetry, what did he say ? "Sapan dekhi tulab ami badi, prabal dwipe manimuktar" This was the dream which urged the young people of those days to dream big. I have not forgotten these lines of Rabi Thakur.

When I want to dream of Orissa what should I dream ? Orissa has become a small little place. One day it was the greatest empire of India. Its army defeated Alexander's Army and threw them across the border of India. Kalinga was the largest maritime power ever known in the world. That Kalinga spread her civilisation throughout the South East Asia; relics are found in all these countries even today. What better dream can I have than dream of those magnificent days, when Orissa was vital, when Kalinga was vital, when Kalinga was the greatest empire of India, when the sailors of Kalinga did not know fear, when the soldiers of Kalinga did not know fear, when the mothers of Kalinga were known as "Biranganas". That was Kalinga. Therefore that is a dream worthy of Kalinga.

In my dream of the 21st century for the State, I would have young men and women who put the interest of the State before them. They

will have pride in themselves, confidence in themselves. They will not be at anybody's mercy, except their own selves. By their brain, intelligence and capacity, they will recapture the history of Kalinga. I would like my Orissa of 21st century to have excellent artisans, superb craftsmen and sculptors, greatest musicians and poets. After all it is we who built Konark. It was in Orissa or Kalinga where the great Geeta Govinda was composed. It is the same place where Great mathematicians like Pathani Samanta looked at the sky and created astronomical wonders. A place where we have mathematical genius, great sculptors and artists, great musicians and dancers and men and women of great culture, this should be the dream of my Orissa, should be the dream of my life.

There is no English word for "Karuna". When a young woman goes to pray before her God she asks for one blessing. "O' Lord, fill my soul with 'Karuna', I ask for nothing else." That is the epitome of culture, which Orissa of my dream would have.

We men and women of today, have shrunk. Because we do not dream big, we have become little men and women with little problems, little conspiracy, little likes and dislikes, little gain or loss. Orissa can be lifted by collective will. We are the descendants of great ancestors. Look at my beautiful hills, beautiful rivers, beautiful sea, rich forests which are gifts of God, given to our people. I would like my men and women, young people of my State, in the coming years to take all these gifts that God has given and produced the greatest machines that produce wealth for all and provide employment and productive work to all. In my dream of Orissa no cultivator would go with his field dry. Every drop of water that percolates through our soil is recovered. In my dream of Orissa of tomorrow, I will not like to

hear a whisper about oppression to women. I dream of a day when women would play equal role with men. They will exercise with men equal power and enjoy the same privilege. This should be my dream of tomorrow the 21st century. In that time no child of my State will go hungry without food or suffer from malnutrition. And all over my land, there will be no illiteracy or ignorance.

For my farmers, I would like to dream that never and never his crop shall perish for want of water. Each drop of water will be conserved and used. Natural calamity, the scourge of Orissa, would be a thing of the past. All the rivers would be tamed, all the water storages reconstructed so that parched lands get that water when needed.

Yesterday I inaugurated an exhibition of the Adivasis. Those of you who have not gone, I would recommend that you spend a couple of hours there, see their style of living. You realise that 30% of our people live in this condition. I will like to see that every citizen of my State has a decent roof over his head, every family gets drinking water and all-weather protection. They must have all weather roads and bridges, schools properly manned with able teachers and hospitals with adequate number of excellent doctors. It has to be ensured that every nook and corner of my state has proper health care, proper schooling, proper road system and communication systems like telephones, like electronics - all that the modern science has given, the average villagers must have.

The wealth of minerals that nature has endowed us will sustain many major industries for long years to come, whether it is steel, whether power from coal, whether aluminium or oil refineries and petrochemicals. All these will come to us. We should make our State a place of attraction to all people from all over the world. In

India, today we have no social harmony, no religious tolerance, no caste tolerance. Certainly we cannot grow with all these divisions. In my dream of Orissa, there should be harmony, broad-mindedness, greater tolerance all around and fellow feeling from neighbour to neighbour.

In conclusion, I would like to say what Max Muller said long time back, "If I have to look over the whole world to find out the country that nature has bestowed its best, I would point to India". We all together can make our State such that the whole world would say that Orissa is our dreamland.

(First Binode Kanungo Memorial Lecture delivered extempore on January 27, 1992 at Soochana Bhawan, Bhubaneswar.)

(V)

Soft State, Hard Decisions

It is unfortunate that hardly any government in this country has had the courage to adopt a tough line as far as austerity measures go. And this is because no one in the government wants to give up his own benefits - even when hundreds and thousands of our countrymen are getting no benefits at all. Running the Government is getting more and more expensive. Be it the civil, military or police administrations, hundreds of million people are employed. And who pays for them ? The already over-burdened tax payer.

The public sector corporations are also a part to it. Heavily overstaffed, they employ five men where one is required. And the unions ensure that they are well protected. So the government continues to ball them out.

We should emulate the example of Mexico. The President there took a stern position. He broke the unions and as a result of that, Mexico is already looking up today. It is about time that we recognised that if we are losing

in a particular area, government funding should be discontinued.

We have reached such a pathetic stage that as a nation we are now forced to borrow in order to pay wages and salaries. And if we want to develop a plan, we have to pay even more. At the same time, the public services that the government should be funding—such as schools, health services and other activities — are being ignored. In Korea, to produce 15 million tonnes of steel, the country employs 20,000 people but here to produce 15 million tonnes of integrated steel, we employ 300,000 people.

No nation can survive like this. Our overstaffed administrative machinery is too expensive. The bureaucracy is negative all over the country—both at the Centre and in the States. There is absolutely no initiative at any level to change this—all they are interested in is cushioning their interests with precedents and authority.

The political machinery is even more expensive. The upkeep of the Prime Minister, the Ministers, the Cabinet, Parliament is maintained by the contributions of the tax payers. These people are supposed to serve the people but instead they only serve as rulers. It is absolutely ridiculous that an MP should be entitled to 28 flights per year to his constituency. Their pensions also keep increasing. An MP is not part of the administrative service yet they, their wives, their widows, their children are all recipients of benefits from the government.

It is a sickening spectacle for a person like me who has fought for the nation's Independence and suffered for it. Today the entire patronage system encourages corruption at all levels. In fact, corruption has been in-built into the system where even men in high places are corrupt. Quite simply, the common perception is that power is for the self.

Even Nehru never thought seriously about controlling the country's population in terms of incentives and disincentives—no one with more than two children should have been entitled to a government job or an elective position. Instead, we have been converted into a nation of 90 crores from one of 34 crores. The whole world is laughing at us. Every other country is increasing its per capita income but we seem to be getting poorer each year.

It is time that we took some hard decisions. Of course this will be resented. Once benefits are taken away from the political class, these “secure” men will feel naked as if they are no longer the representatives of the people. We should also redefine the concept of security - today there are 10,000 applicants for a peon's post in the government because it is perceived as a secure job. The Centre will also have to truly respect the federal nature of our Constitution. For example, it is ridiculous that even though agriculture is a state subject, the union agriculture ministry employs over 40,000 people. And for whose benefit ?

In the old days, nobody received any special benefits. Not even the Prime Minister. I remember even Nehru did not have peons at his beck and call. On one occasion, I dropped in to see him at 8 p.m. - I had just returned from a wonderful film at Rivoli. I told him about the film and suddenly, on an impulse, he decided that he wanted to see it. His devoted assistant Mathai, went down to fetch the driver but he had left. So without any fuss, we hailed a taxi and proceeded to the cinema—no security nothing. And even at the cinema hall, there was no fuss, people were happy to see him but that was all.

We have to blame ourselves for making life so cheap today. Why is there no peace in this country today ? Because even though the

economic czars have left the country we continue to buy goods at ten times the price. What is this freedom about ? To abuse, to kill each other, to stab ? I am not disillusioned because I have no illusions. Yet I can not lose hope. This is my country, I was born here I fought for it, I have served it.

But half of our population is below the poverty line with no food, no water, no education, no shelter, no literacy. And every year, the negatives only multiply. If I were to run the country and if I were 30 years younger, I would certainly impose Draconian laws and punitive measures to ensure that corruption does not pay. I would lay down that if a person has more than one child, then he would not be eligible for a government job or an elected position even in the Panchayat. And if Parliament is not supportive, I would acquire the power to suspend Parliament and pass this law. Yes I would do that. Because, Parliament is far too expensive, anyway.

Hard decisions are a must. No development is possible without human sacrifice. Be it Ashoka or Peter the Great, human lives perished but that is how their great empires flourished. In Chernobyl or Bhopal, human sacrifice was the cost that one had to pay for development. When aeroplanes first started, people were sacrificed. The development of rockets sacrificed scientists. So for any human development, there have been human sacrifices galore. So why do we shy away from paying a price for development ?

(As told to Sabina Sehgal and published in the National Daily, The Times of India on June 13, 1993)

Source : Orissa Review, July-1993

A Holistic Empowerment to Women : Views from the Field

Dr. Bidyut Mohanty

Some of basic objectives of the 73rd Constitution Amendment Act 1992/3 are to bring transparent, accountable clean and participatory democracy at the grassroot level, secondly to facilitate so far excluded groups from the growth and decision making process to be inclusive. Those groups are women not only from general categories but more so from that of ST and SC groups. So the Act -93 not only reinvented the local government system at the grassroot level but also reserved not-less than one-third seats for women in all three-tiers of Panchayats. Odisha among eight other states have raised the limit of seat reservation from 33 per cent to fifty percent recently. The first election was held in 1994 and now we have crossed twenty-one years. The number of elected women in Odisha alone has increased from 30,000 to 53,000 in 2012 which is quite impressive indeed. In the process of election campaign, candidate selection etc. around 212,000 women have become aware of the grassroot democracy in various degrees. Here the presumption is that for one post at least three women contest besides the winning candidate. In the meantime a number of rights based schemes meant for livelihood, health, food security etc. along with low cost shelter, pension have been routed through the Panchayats at least in the identification of beneficiaries and monitoring stages, though not at the payment level. In other

words, Panchayats are becoming more visible than before. However, these institutions suffer from serious structural constraints such as lack of synergies among different similar departments, still top down schemes, lack of utilization of own resources, and lack of proper decision making power. In addition, over-burdened elected women representatives having less knowledge in politics try to perform their role in the Panchayats and get ignored by the male ward members or by undemocratic attitude of husbands or other family members and government officials.

We at the Institute of Social Sciences, New Delhi took up an evaluation study on behalf of VSO and Delhi based organization to find out as to how are the elected women representatives are engaged in their role after twenty-one years since 1994 to 2015. We reproduce some of the best practices which we have collected from the field after identifying and conducting intensive interviews with them.

Our over-all conclusions are the following. First of all three women have received block level training and know about the PESA. Secondly all of them are involved in monitoring the beneficiaries of MGNREGS, food security, NRHM and take active part in Gaun Kalyan meeting. They are also aware of other welfare schemes. In all the cases they take the help of

male family members who tolerate their visibility in the public but allow them to function as well. All of them have some vision that is to raise the productivity of land or give higher education etc.

But the question remains if they have achieved holistic empowerment socially, economically and politically? It is not that simple to answer that question. First of all, there is hardly any synergy between members of self help groups and women in Panchayats. Even the Women and Child Development Department does not visualize that. Secondly, the tribal women have a very high social standing but politically they are still taking the help of the male family members. Women have the user rights over the minor forest produce, yet nobody has yet thought of the value added products except of course turmeric. Most of the products have to be sold at the farm level in order to minimize the exploitation of tribals. The women leaders should learn about the utilization of minor forest produce in a more significant way. The Self Help Groups formed by SC women particularly in Kurli Panchayat, Rayagada are also engaged in collecting electric bills and sanitation bills but the self help groups are not at all working well. In other words, women in Panchayats have learnt about the various welfare schemes and monitoring those effectively but not fully empowered since they are yet to plan their own natural resources through Panchayats to raise the standard of living. By monitoring the welfare schemes, nobody can come out of the poverty. So in order to achieve the holistic empowerment they have miles to go.

Dinjha Jakasika, Kurli GP, Bissam Cuttack Block, Rayagada District

Towards mainstreaming the Dongaria Kondh Tribe

Kurli GP of Bissam Cuttack block is one of the remote GPs of the district and has a distinct geographical and ethnic identity. One of the

primitive tribes of Odisha, (*primitive tribe has been defined as that tribe who is most backward in terms of access to basic services*) the Dongaria Kondhs, inhabit this Panchayat area. The area is rich in natural resources. The Dongaria Kondh tribe of this place have been in the news for a long time because of their protest against mining of their sacred hill, Niyamgiri, by a British Company, Vedanta. They worship all aspects of the natural environment and cannot imagine their life and livelihood without nature. Kurli is situated in the Niyamagiri mountain range. The GP has 11 wards with 700 households. People of this GP area are highly dependent on non-timber forest products (NTFP) but they rarely go for hunting for their household consumption. The NTFP has been defined as the products other than timber extracted from forest for the consumption of human beings and animals. Those range from herbs, roots, small millets, to oilseeds like nigers, etc., Odisha possesses at least 120 species of minor forest products. Tribals mostly depend on those for their daily existence. The Panchayat or local government in the tribal areas has the right to collect and sell those products which are grown on the government land or the reserve forest. At the same time the tribals also have the user rights to use those lands to have mixed cropping of paddy based turmeric and ginger together using the shifting cultivation. Local people also depend on livestock rearing to support their family subsistence livelihood. Earlier days tribals also depended on hunting but now a days the forest area is dwindling and there are fewer animals. Besides the forest department has put restrictions on the killing of animals and further their consumption practices have changed due to the introduction of the rice, and wheat through public distribution system instead of smaller millets which are grown locally in abundance. But still they go for hunting to observe certain rituals. After

catching some small animals, they kill it and distribute equally among all villagers including single woman.

Dinjha Jakasika is the first woman Sarpanch who belongs to the Dongaria Kondh community. She won the election after a healthy competition and is now making history by creating her own space in local self governance. When asked as to what does she think of getting elected to the Panchayat ? She said “ I am indeed happy since I have brought pride to my community. But I am afraid because I am not aware of many rules and regulations and I may not be able to fulfill the expectations of my community.” Her supporters consisting of Anganwadi worker, members of self help groups, health worker said, ” In the beginning Dinjha’s parents particularly her father was so upset that he started scolding her mother. He was afraid that she would go astray. Later on he was happy that his daughter is doing some good work for the community. However, her mother was very supportive of her.” In answering the question as to what does she mean by ‘healthy competition ?’ She said that “the selection of candidate was unanimous in six wards and people from other five wards supported the former Sarpanch. My family is poor so I could not afford to spend on election campaigning. Incidentally her village consists of two wards and both Scheduled Caste (SC) community as well as Scheduled Tribe (ST) live happily together. Villagers collected rupees 34,000 to give a feast after the result was out. A woman from another tribe called Munda and from another district of Odisha but married to a local Kandh fought against me. In the recent election (2012) people chose me because I was working as a peon in a school eventhough I don’t have any formal education. I was outgoing and was a member of a self help group.” The Anganwadi worker and the health worker were present when she spoke. They said ‘we were happy that Dinjha has been elected. Initially she was very

apprehensive about taking the responsibility of the Panchayat work but we kept on prodding her to contest and finally she relented’. Both of them belong to the SC group. It is encouraging to note that in this locality both SC and ST are living happily. But in other places, the inter group conflicts have been occurring quite frequently. It is so because traditionally SC members are relatively more affluent compared to the ST community and that has created problems in many places. Dinjha is unmarried with no formal education. She had never been to school, can only sign her name. During her childhood, children *particularly girl children* were not allowed to attend schools. People believed that the village Goddess would be angry and curse them with unknown diseases, crop failure and natural disasters, etc., if they did so. Her cousin brother Jitendra who is presently studying outside the state with support from a missionary father, supports her in her GP work when he comes home for his holidays. Noticing the phenomenon of dependence on male family members a word has been coined in the literature that women have become proxy and everything has been done by the men folk, hence the women’s decision making process is a misnomer. I would argue in the following way. There are two types of situations. In one type the women become completely invisible and men take over from the beginning. In this case I would describe as women becoming proxy. But there are other cases in which the men folks help the women but make them visible in public places. In the process even though there is handholding, the women learn about the a b c of the politics and gain confidence to take over the charges gradually, though men continue to play an advisory role particularly in the financial matters. In a highly patriarchal society like India, the second type of being proxy is still a welcome phenomenon. Sometimes, the civil society

members or independent women's groups take up that role. Still the women leaders have to take the positive consent of the family if they want to work in the local politics. Of course, in this regard, unmarried women leaders area shed better but they also have to depend on the above groups in some form or other. If not husband, then father, or elder brother support her.

Working the Panchayat

Dinjha by herself is in continuous touch with different government officials including the Collector (the highest officer in the district). She is well aware of the different schemes introduced for the people. Her biggest achievements in her two years' tenure are adding 200 pensions for old age beneficiaries, 30 more widow pensions, and 260 IAY houses with 400 more in the pipeline. She has done a very good job in MGNREGS, providing adequate work opportunities for 200 job card holders in her GP.

Dinjha feels education is the main weapon to mainstream the Dongria Kondh tribe and it is the main target of her life to bring her community out from their age old blind beliefs and illiteracy. Eventhough there are adequate primary schools in her GP, still children are struggling a lot to get higher education. For secondary education, children have to travel downhill around five kilometres to reach the panchyat high school. Dinjha has a dream of making a high school for the girls of her GP area. Asked why does she think that education is important for girls, she enthusiastically told us "If girls are educated they will help me in reading and communicating to me regarding the government letters which I am unable to do now and has to depend on my brother." It is encouraging to note that the government has set up a primary residential school for the children of the Dongria Kondh. She herself goes from family to family and coaxes them to send the children to the school. It is encouraging to note

that at present 200 children are staying in the residential schools.

Dinjha said that it takes a lot of effort to pursue activities at the government level and most of her energies are used in contacting and mobilizing government officials. She needs more support in strengthening the Pallisabha (Pallisabha or ward sabha is the lowest unit of the Panchayat. All the adult members of the ward are members of the Pallisabha. A Panchayat consists of many wards. A ward may consist of many revenue villages if the population is small. In Kurli Panchayat for example Kurli village itself has 1081 persons. So it has been divided into two wards. So the minimum number of population of a ward has to be at least 500 people or more.) When her brother comes to his village he takes Dinjha to meet the Collector and line department officials to discuss village issues. She has attended the special gram sabha (Gram Sabha or village assembly consists of adult members of the Panchayat. A gram sabha has many wards) to ascertain villagers' views on the mining of Niyamgiri hill. She is proud to have been part of the movement to protect Niyamgiri and the natural habitat that supports her fellow Kondhs.

Hurdles

Since the Niyamgiri hill and its surrounding villages is a 'disturbed area' (Naxals are quite active in this part of the world and some of the Naxal groups try to prevent the implementation of welfare schemes meant for the villagers. The Naxals try to mobilize the local people on the ground of economic backwardness of the tribals), government officials dealing with the Kondh villages are a bit more attentive to the people here than in other areas. But Dinjha's greatest hurdle is lack of formal education which is required to prepare plans for the Panchayat, and to learn about various special schemes which are meant for the backward regions. For this she has to depend on her brother. There are about 21 special

schemes to improve the economic and social conditions of the tribals. Those schemes come under the Integrated Tribal Development Agency. Recently yet another welfare scheme meant only for Dongaria Kondh called Dongaria Kondh Welfare Scheme (DKDA) has been introduced.

Way Forward

Dinjha confided that ‘our group is not doing well because both men and women drink a lot and spend all the income in buying country liquor. But fortunately for us a group of young people are trying to persuade them not to drink. I am also trying my best to persuade my villager not to drink.’

The Niyamgiri region is very rich in natural resources. Besides being rich in alumina, it is a biodiversity hotspot and has numerous medicinal plants and wild fruits and tubers including turmeric in the hills. The Panchayat could take this opportunity to lease out land for cultivating organic turmeric and processing it through SHGs. Dinjha has the ability to raise the standard of her villagers through the Panchayat’s development work in NTFP gathering and fair trade marketing. But she lacks the educational qualification or awareness to develop a broader vision among her people.

Lakshmi Priya Nayak, Bhagabanapur GP, Kuliana Block, Mayurbhanj District.

A Journey from SHG leader to GP leader

Bhagabanapur Panchayat is not far away from national highway but to reach the GP one needs to cross a small forest through a narrow pucca road that becomes inaccessible during the rainy season. The Panchayat has 11 wards spread across six revenue villages. Villagers depend on local forest products(NTFP) for their livelihood and go for seasonal migration to other districts and states. It is relatively a poorer Panchayat.

Lakshmi Priya Nayak, the Sarpanch, had to fight a tough election and won it by defeating

five other contestants. (Asked as to what is meant by tough election she replied that I contested the election for the first time and I was really afraid of talking to people and give speech initially. I started trembling when I approached the stage. But the women’s group gave me a lot of encouragement to gain confidence. Later on I did gain confidence and could speak in public forum.) Lakshmi has completed her Matriculation and could not continue her study further due to the early marriage. After marriage, she used to support her household income by managing a grocery shop in her village. She has two children. Her husband Harekrushna Nayak is engaged in petty business. Lakshmi Priya after her marriage decided to organize women of her hamlet to form a self help group (SHG). Her intention was to organize them to do some entrepreneurial activities along with the savings to support their family incomes. She was the leader of Mahavir SHG and had mobilized financial support from NABARD for it.

In the last election, with a reservation for Scheduled Tribes(ST) women, her SHG members proposed her name as candidate for the post of Sarpanch in the GP. Initially, she was reluctant to take on such a huge responsibility. Her husband and in-laws along with her parents all encouraged her to stand in the elections. She feels that her active involvement in her SHG helped her to win the election. Even after getting elected to Panchayat, Lakshmi is still involved in the self help groups. The members go to attend the Panchayat or ward sabha and gram sabha in large number. But in turn she has not utilized her power as a Sarpanch to start other value added products and storage as well as market facilities.

Panchayat work with the help of SHG federation

In her two years of tenure, she has undertaken a number of infrastructural activities like construction of roads, ponds, etc., using

MGNREGS. Around 1213 families in her GP have their job cards. The number of people getting job cards has increased because she along with her husband created awareness about the availability of work. There are many types of work such as increasing the productivity of land by digging ponds, regeneration of forest cover etc. could be started now. Of course all the activities under the MGNREGS work has been suspended because of harvesting season. She also helped three hundred people to avail the benefits of pension schemes. 30 more IAY houses are being granted with her recommendations. 30 people of disadvantaged communities have also been able to get land title of forest waste land with Lakshmi's support. Her SHG federation gives her full support in her GP works. They help her in creating awareness about various schemes among the villagers. She also ensures the supply of sabai grass to the women to make ropes out of that. After her involvement in village level democracy more and more women members are coming and participating in Gramsabha and Pallasabhas. Lakshmi encourages all the women to avail of the government health facilities for their family members.

Lakshmi is still struggling to construct her GP office as her team struggles a lot to keep their documents safe and to hold meetings. Previously, the partially constructed GP office was built on disputed land due to which the office building is not operational. Lakshmi has constructed a small shed near her house of her own land which is being used as GP office. But since it is a bamboo and thatched shed, it remains a temporary solution. The records and equipment like computers are being kept with different staff members, ultimately creating a lot of difficulties in carrying out the GP's official work. Asked about the disputed land, she clarified that the headquarters of the Panchayat is Bhagwanpur. Ideally the Panchayat office should be located in that village. But people of

another village called Nuagaun are adamant about locating the office in their village even though the Sarpanch belongs to Souri village. She said that the conflict is going on from 1997 onwards without any settlement. The government officials have not cared to settle the dispute amicably.

The fact that there is no Panchayat office even after twenty years of the passing of the 73rd amendment shows the apathetic attitude of government officials towards the grassroot institutions.

Way Forward

Lakshmi is keen to resolve the office building issue and to connect each household with piped water supply in her GP.

Tapaswini Nayak, Bhagbat Chandrapur GP, Baripada Block, Mayurbhanj District.

When there is a will there is a way

Gram Panchayat Bhagbat Chandrapur is not very far from Baripada Town, Mayurbhanj district and is located on an all-weather road. More than 80 percent of its population is tribal. It has 12 wards spread over five revenue villages. The GP is surrounded by a huge teak forest planted by the forest department. Most of the households derive their livelihood from this forest along with daily wage labour. People seasonally depend upon gathering NTFP products and selling them in nearby markets. However, most of the women members of the GP are also engaged in making ropes from the locally available wild Sabai grass which has high value in construction and village furniture industries. Besides the leaves of the teak trees are used as leaf plates and are sold at a high price to the big hotels in the big cities, though the primary producers don't get much profit. Similarly the seeds of the teak tree are used as oilseeds. The secretion from the tree is used as the traditional agarbati. So the local people try to use as many as products possible available in the forest to earn their livelihood.

Tapaswini Nayak, a 28 year old tribal woman, lives in a joint family in Bhagabat Chandrapur village with her husband, mother-in-law, 7 year old son and brother-in-law and his family. She won the recent Panchayat election with a record margin of 480 votes. This was the highest margin in the Panchayat. Asked as to how did she get so many votes, one villager present there said 'she is one of the most popular leaders in the Panchayat sine she tries to help others. So it was no wonder that she could get elected with largest margin in the Panchayat.' Tapaswini also proudly said that she "could convert her husband's defeat in the last elections to a victory by winning in this round of elections". (Her husband had contested in 2007 elections but lost by just 9 votes.) Asked about the secret of her success in the election she confided that 'unlike my husband I tried to mobilize the women's group by going from door to door. Since I am also involved in a SHG, women were convinced that I could be a good Sarpanch'. 'Do you think women should come to the Panchayat through quota' I asked. To that she replied: "Women have to avail quota to get elected. It has both positive and negative sides. Positive because women get opportunities to know about the prospects and problems of the development. After getting elected they also come to know various government officers, like BDO, Junior Engineer, Rojgar Sahayak, etc and get chance to interact with them. Once they taste power, they would not like to go back to the four walls of house. It is working negatively because the government has reserved seats for women to get them empowered but has also set up many liquor shops and women are beaten up by the drunkard husbands. In what way they can get empowered even if they are elected. So I suggest that all the liquor shops may be closed immediately."

Tapaswini was a brilliant student of her village and was able to complete her Twelfth

standard. Education for her was of high importance and she struggled a lot to attend school regularly despite a discouraging environment. Soon after her passing out 12th standard, her mother, her only source of support died, putting a full stop on her education. After that she supported her brothers and father in household work as well as in making Sabai grass ropes to generate some income. She got married at relatively at an early age and her dream of continuing her studies to get into government service was buried in the burden of her roles as wife, mother, daughter-in-law and bread earner. While explaining about the difficult circumstances she noted "My parents have five siblings: three brothers and two sisters. My father always felt that spending on daughter's education was wastage of money. My elder sister didn't study at all and got married very early. My brothers also did not study much since they didn't have much interest. Only I was determined to study come what may. So my father backed by my mother allowed me to continue with my study. Sometime after my mother's death my brothers got married and started living separately. Thus I could not continue with higher study."

Her husband, who is a grassroot level political worker, had always sensed Tapaswini's indomitable desire to contribute to the community's welfare. In the last Panchayat election when there was a reservation for the women candidates in his Panchayat, he encouraged his wife to contest, to bring out her hidden talents and capabilities. In the Indian contest being supported by the husband, father-in-law, brother-in-law or father, and brother is not unusual because of many factors. First of all women get elected due to seat reservation and generally not out of their own choice at least as first timers. Secondly they are not very well versed with the ropes of politics unlike the men folks because of their different kind of preoccupation. Even if

women come from professional background, most of them don't show much interest in politics because of lack of awareness. Thirdly it is well known fact that traditional tribal society is relatively egalitarian and women have an independent say in terms of family expenses because they earn by selling the minor forest products in the market. Still in certain respect, tribal community is as segregated as the non-tribal ones. This attitude became clear when the traditional head of the village committee was asked in Kurli Panchayat. He interestingly belongs to SC community. He said: "The village committee has nine members. But all of them are males." Being probed further, he commented that "women are not allowed to attend the meetings of village committee!" To that the Anganwadi worker said "We knew that had there not been seat reservation, women would not have been elected to Panchayat." So it is a welcome sign that the male family members show interest in getting their women elected. But the quota will prove futile if elected women don't get visibility in the public place at all and men taking over the control of Panchayats. Fortunately we notice both type of phenomenon. In some cases men take over the responsibilities just after the election. In other cases they play an advisory role by giving space to women to learn. Women whom we have chosen belong to the second categories. Women Sarpanches knew the role and responsibilities of the Sarpanch though their husbands accompany them to the different line departments as well as to the Block office. They also come to the Panchayat office but allow the women to take their legal seats to conduct the meetings. Interestingly because of the presence of the husband all other male Panchayat members don't take the woman Sarpanch lightly. Similarly they also accompany women to the Gram Sabha which is very tough to conduct because of the presence of all the elders of the Panchayat. Eventhough the Sarpanch and the EO conduct the Gram Sabha

the sheer presence of the husband in people don't hackle the women.

One may ask that as to what extent it would strengthen the decision making role of women which is the end goal of quota. If one analyses the performance of these women who have been coming to the Panchayat for last twenty-one years, one would see that compared to the first generation women who came during the first election namely 1997 to 2001 in case of Odisha these women are much better off in terms of awareness and roles and responsibilities of the Sarpanch. The degree of handholding has also undergone considerable change. Earlier the husbands did not allow the women to talk to any outsiders. We ourselves had faced many such difficulties. This time we could directly talk to the women themselves without the help of their husbands. This is a sea change. Given the stratified nature of our society it is indeed a step forward, though a small step without rapturing the social fabric of the existing society. I hope that in the process the women would meet the practical needs and would try to assert their authority in the families as well.

Working as a Panchayat Leader

Tapaswini in her two years of tenure has facilitated many developmental activities for her Panchayat. At present, 570 people are getting old age pensions in her GP. Under her leadership she could include 200 more pensions to that list. Through the MGNREGS, 800 families are getting continuous work throughout the year. Under MGNREGS, she was able to construct adequate village roads and water bodies in all the villages of her GP. In the year 2013-2014 MGNREGS financial target for her GP was 5.8 million rupees. Due to her will power and leadership quality she was able to mobilize 1817 workdays in one year. This was much higher than the previously achieved workdays. Asked about the performance under the scheme, she said "Ours is a performing

Panchayat. This year because of our Panchayat and a couple of other Panchayats, our District has been selected as the best District in terms of fulfilling the MGNREGS target". The Executive Officer also reported that "last year, we got an incentive award of two hundred thousand rupees under the above scheme and we constructed a fishery pond using that money. She has always tried her best to mobilize benefits for the vulnerable families like those of single woman, differently abled people, etc. In two years, she delivered 36 IAY for BPL families and 6 Mo Kudia (low cost shelter for BPL families) for vulnerable families who are not included in the BPL list due to some failure in the system in identifying the poorest of the poor.

Tapaswini does not confine herself to dealing with the Panchayati Raj Department alone but has also done remarkable work through convergence with other departmental works. 100 households have built their individual toilets with material cost from the Rural Water Supply and Sanitation (RWSS) Department and labour from MGNREGS. Piped water supply to each household is complete for one village and work is in progress for another village. Besides these, 100 goat sheds are being constructed, fruit orchards have been developed for the farmers having extra land with support from Horticulture Department.

With all the above mentioned activities to develop infrastructure under different schemes, Tapaswini never ignored the other important schemes like Integrated Child Development Service (ICDS), education and health aspects of her GP. She is regularly conducting Management Information System (MIS) meeting at her GP level to monitor and support health, and non-formal education for women and older persons in her GP.

With her effort the number of women members attending the Gram Sabha and Pallisabhas has increased, but according to her, the participation of women in decision making is not so remarkable. She said it will take another two years to ensure participation of women in the decision making process.

Challenges

Given her potential she faces some systemic hurdles since the PESA act is not yet fully applicable in Odisha. Otherwise, she could have chalked out plans to utilize the minor forest produce to augment the income of her villagers.

Way Forward

For the future, she has a well elaborated road map. She plans to cover all the households with piped water supply and electricity supply. She is also keen to send all girls to school and to ensure that each of these girls complete their higher education. Answering the question about the higher education of girls she pointed out that "For the girls to get higher education is indeed a challenge because the parents don't want their daughters to go for higher studies. Eventhough the government is giving a number of incentives for the girls, they are unable to go for higher studies. She herself had faced a lot of difficulties. So as a chief of the Panchayat she wants to help them out.

She could be a real leader of the district if other women come forward to join her in her effort to improve the condition of poor villagers.

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Biju Patnaik : India's Shining Jewel

Balabhadra Ghadai

As an icon of India, Bijayananda Patnaik popularly known as Biju Babu, was one of the country's rarest politicians who made several contributions to public cause both in pre and post-independent India. A front ranking freedom fighter, philanthropist, pilot, industrialist, politician apart, he was a man of the masses. For his spectacular achievements, he is described by Sir Julian Huxley, the first Director General of UNESCO and also a recipient of Kalinga Prize as "a remarkable Indian whose adventures will surely fill a book".

Biju was born to Lakshminarayan Patnaik and Ashalata in the historic city of Cuttack at Tulsipur on March 5, 1916. After schooling at Ravenshaw Collegiate School, he received Science education at Ravenshaw College, Cuttack. Biju was a sportsman of high stature and he had been a champion for three consecutive years in 1932, 1933 and 1934 as the best athlete. During his



college days, once he braved the bicycle ride with his two friends, Bhramarbar Sahu and Amar De from Cuttack to Peshwar, the ancient city of Taxila covering to the extent of above 3000 kms. He

discontinued his studies for a B.Sc degree to undergo flying training at Aeronautic Training Institute of India and Delhi Flying Club. Some of the hazardous flying missions that he undertook first with the Royal Indian Air force (RIAF) and later with the Indian National Airways, earned him the sobriquet of a 'dare devil pilot'.

At the time of Second World War, Biju Babu with the request of Pandit Jawaharlal Nehru went to

Soviet Russia and helped the Russians army against the Nazy attack. The Russian Govt. later on honoured late Biju with their civilian award 'Order of Lenin'. This was a rare achievement of an Odia at the international level. He also pioneered risky operations across Himalayas to help the Chinese revolutionaries in Chiang

Kaishek's China. The British government appreciated Biju's effort to evacuate British families from Rangoon (Yangon) when the Japanese invaded Burma (Myanmar) during the Second World War.

Biju Babu was profoundly influenced by Gandhiji's trumpeting call of 'Quit India' to free India from the British rule and came forward to associate himself with the 'Underground Movement' led by Jayprakash Narayan and Ram Manohar Lohia. Biju Babu was arrested on 13.01.1943 and was put behind bar for two years in Firozpur Fort Jail. Aruna Asaf Ali, recalling Biju's role during this period mentions, "Among the thousands who came forward to take up the challenge, Biju Patnaik was one of the most fearless who mobilized his fellow pilots and inspired them to help the 'Underground Directorate'. But for their courage and fearlessness, we could never have succeeded in linking up with our comrades in Bombay, Calcutta, Madras and New Delhi. We also used the airlines for travelling incognito sometime"

After his release Biju Patnaik joined the Indian Freedom Struggle and became one of Nehru's trusted friends who viewed the freedom struggle of Indonesian people as parallel to that of India and viewed Indonesia as a potential ally. When the Dutch launched a large scale attack on Indonesia on 21 July 1947, President Sukarno consulted Sultan Sjahrir and ordered him to leave the country to attend the first Inter-Asia conference, organized by Nehru in July 1947 and to foment international public opinion against the Dutch. Sjahrir was unable to leave the country as the Dutch had absolute control over Indonesian sea and air routes. Nehru entrusted Biju with the

task of rescuing Indonesian freedom fighters from the Dutch forces. Biju Babu accepted the proposal. He took off in an old fashioned Dakota with his wife Gyana Devi for Jakarta. On his way at Singapore, he received a threat call from the Dutch to shot down his aircraft if it enters Indonesian air-space but he braved the hazardous. He flew to Jakarta (Java) and brought Sjahrir and Dr. Mahammed Hatta by his own Dakota and reached India via Singapore on 24 July 1948. He was honoured in 1950 and rewarded with the forest land measuring 500 acres, a palatial building and special grant and opportunity for setting up industries which were accounted to be about five hundred crores. But at the request of his wife Gyana Devi, he declined to accept the offer with humility as a token of India's goodwill for the Indonesians. Later on the Indonesian Government conferred on Biju the highest civilian award of the country 'BHUMI PUTRA' (Son of the Soil) which is at par with Indian 'Bharat Ratna'. He was the only Indian and especially first Odia to receive such award. In 1996, on the occasion of the 50th Independence Day, he was conferred with 'Bintang Jasu Utama', Indonesia's highest national award.

Biju Patnaik also played a heroic role in the historic Jammu and Kashmir operation in 1947. India got domination status in August 1947 and as a result the erstwhile princely states became independent. They decided to either merge with India or Pakistan. The king of Kashmir wanted to maintain a free Kashmir. However, Pakistan lunched an attack on Kashmir on October 22, 1947. He hurriedly called the cabinet which decided to approach the King of Kashmir to sign the Instrument of Accession with India. The King of Kashmir signed the agreement on 26 October,

1947. Pakistan by that time had forcibly occupied a large chunk of Kashmir territory and was approaching to capture Singapore. It was urgent to mobilize the troops to the front to check the enemy within the shortest possible time. At this critical juncture there appeared Biju, infuriated, yet committed to the cause of the nation. He took up the task as a challenge. He was able to land the first platoon of troops at Singapore airport on 27 October, 1947 at 10:00 A.M. braving all possible hazards. Pakistan was forced to recede. His daredevil adventure is really amazing.

It was during the Indo-China War of 1962 that Nehru entrusted Biju with the additional responsibilities of advising him on defence matters and he was allotted an office near the Prime Minister's office in North Block. Nehru had asked him to visit the United States as an Advisory to the Minister of External Affairs to discuss the sensitive issues with the U.S. administration. This apart, during the Indo-Pak war of 1965, he was entrusted by the Govt. of India as an envoy to persuade the President of Indonesia, Dr. Sukarno not to supply warships to Pakistan against India. He succeeded in his mission on account of his personal friendship and his contribution to save that country from the Dutch.

Biju Babu, was a politician among statesmen and a statesman among politicians who had influenced both the state and the national politics for more than four decades. Whether in power or in the opposition, he was one of the most influential politicians of India. In the year 1946 Biju Babu was elected uncontested to the Odisha Legislative Assembly from North Cuttack Constituency. In 1952 and 1957 he won from Bhanjanagar and Jagannath Prasad respectively.

On 13 February 1961 Biju Babu assumed the presidentship of the State Congress. The overall responsibility of the Congress Party in fighting the mid-term election in 1961 was that of Biju Patnaik. The Congress Party captured 82 seats out of 140 securing 45% of the total votes polled and he won from Choudwar Constituency. The poll verdict was astounding and as a reward for securing absolute majority for the Congress first time in the Legislature, Biju Babu took over as the Chief Minister on 23 June, 1961. In 1967 he unsuccessfully contested but next year he was nominated to the Rajya Sabha. In 1971 he contested from four Assembly constituencies and one Lok Sabha Constituency as a candidate of his newly formed regional party named Utkal Congress but lost the election. In spite of successive defeats he was firm and headstrong.

Biju Babu was elected to the Odisha Legislative Assembly in 1971 in a by-election from Rajnagar. In 1974 he won from Patakura and became the Leader of the Opposition. In 1977 he won from the Kendrapara Lok Sabha Constituency and became the Union Minister for Steel & Mines and Coal from July 1979 to January 1980. He was the Member of the Lok Sabha from 1980-85. In 1985 he resigned from his Lok Sabha seat to contest from the Bhubaneswar Assembly Constituency and became the Leader of the Opposition in Odisha Legislative Assembly. In 1990 Assembly Polls he steered his party Janata Dal into victory and became the Chief Minister of Odisha for the second time. It is worth mentioning that his party could secure 123 seats. Biju Babu contested the 12th Lok Sabha election (1996) from Aska and Cuttack Constituencies and won both the seats.

Later on he resigned from Cuttack Parliamentary seat.

Biju Babu's first spell of Chief Ministership lasted for only 15 months but during this short period he made a mark in the history of Odisha by giving his people a powerful and efficient administration. He sought to inject a rare dynamism into the administration and lifted the featureless and futureless people of Odisha out of the slough of despondence. He succeeded in silting up the Paradeep Port, the MIG factory at Sunabeda, a Thermal Plant at Talcher, the Express Highway connecting the iron ore deposits of Sukinda with Paradeep, Balimela Hydrel Project, Engineering College of Rourkela, Sainik School and Regional College of Education at Bhubaneswar and Odisha University of Agriculture and Technology at Bhubaneswar.

The name of Kalinga was so dear to the heart of Biju Babu that he set up Kalinga Tubes, Kalinga Airways, Kalinga Iron Work, Kalinga Refractories and the Kalinga, a daily Odia Newspaper. In 1951 he established the international Kalinga Prize for popularization of Science and Technology among the people and entrusted the responsibility to the UNESCO.

Biju Babu was well aware of the fact that Odisha was a poor and backward state in the country inspite of having a good deal of natural resources and its reason was the lack of proper planning for development. He set up the State Planning Board and a number of Public Corporations. Ayodhya Nath Khosla, the internationally reputed engineer as the Governor of Odisha gave a helping hand to Biju Babu in formulating the development of the river basin of Odisha, by preparing a ten-year plan popularly known as the Decade of Destiny.

During his second term of Chief Ministership from 5.3.1990 to 15.3.1995 Panchayati Raj movement gained momentum under his dynamic leadership. He took a revolutionary step to reserve 33 per cent of seats for women in the three tiers of the Panchayati Raj system and subsequently Odisha Zilla Parisad Act of 1991 and the Gram Panchayat Samiti Amendment Act of 1992 were passed by the Odisha Legislative Assembly, which provided for 33 per cent of reservation for women including S.C. and S.T. women. Further provision was made so that one third of the Zilla Parisad would have inclusively women Chairpersons. In case of Panchayat Samities and the Gram Panchayats one of two office-bearers. i.e. Chairperson or Vice-Chairperson in case of Samiti and Sarpanch or Naib-Sarpanch in case of Gram Panchayat must be a woman. As a mark of his profound love for Panchayati Raj Institution the people of Odisha observe his birthday (March 5) as Panchayati Raj Divas.

While analysing the multi-faceted personality of Biju Babu, it may not be an exaggeration to mention here that Biju Babu was one of the tallest leaders of India whose contribution to the State and national Politics is highly commendable. Although Indonesia has recognized his service and dedication, India has failed to give him the honour and place he deserves in the pages of history. Hopefully, Honourable Prime Minister will look into the matter and justice will be delivered to the sentiments of four crore Odias in conferring 'Bharat Ratna' on this ever shining jewel of India.

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Women Empowerment and Biju Patnaik

Dr. Dinabandhu Moharana

When Biju Patnaik took reign of Odisha for the second time, he seriously thought of development of the women in the state. His contribution to women empowerment cannot be undermined. As education (including literacy) is the main key to social development and women empowerment, Biju was instrumental in setting up a large number of Girls' High Schools, women's colleges, women polytechnics and women B.Ed. College throughout Odisha including a good number of such institutions in the tribal dominated areas. During his tenure as the Chief Minister, a large number of SC and ST girls, students were provided with scholarship. Several concessions were declared by Biju Patnaik for the privately managed but government-aided Girls' High Schools and women's college. He gave particular emphasis on science education, skill development and vocational training of girls. During the International Women's Week (01 March to 08 March, 1994), mass awareness camps were organized by the State Social Welfare Board to spread the message of equality, empowerment and entrepreneurship of women. Biju himself participated in the State level

workshop on Women and Science and Technology, a pioneering step in the post-independence era in the state.

After education, next comes employment. Biju took a decision to raise the upper age limit



by five years for women candidates for various State Government jobs and for appearing at various written examinations and interviews in connection with recruitment. And he did not stop at that. He went on to announce 30 per cent reservation for women in all categories of government appointments. Biju's government decided to take over the management of all the government aided primary, middle and high schools which benefited thousands of lady teachers.

Biju took a policy decision in 1994 to set up a Sabai Grass Development Corporation. Sabai grass is used by women belonging to SCs and STs to produce household items including ropes and rope-products. These poor women were exploited by the middle men and unscrupulous traders. It was decided that the Corporation would provide improved varieties of Sabai seeds and necessary implement to women engaged in this cultivation and trade. The Corporation would organize technical training to women for skill development and better production. Marketing of the products would also be taken care of by the Corporation.

With a view to implementing the National Plan for women's development, the Government of Odisha under the Chief Ministership of Biju Patnaik established the Odisha Women Development Cooperative Corporation (Odisha Mahila Vikash Samavaya Nigam) in 1991 which is currently working as the apex State level women's cooperative body. On the occasion of the Panchayati Raj Day, he announced that for the first time in the history of independent India, women will be given 33 per cent reservation in the three-tier Panchayati Raj Institutions. And true to his word, Odisha Zilla Parishad Act of 1991 and the Gram Panchayat Samiti Amendment Act of 1992 were passed by the Odisha Assembly that provided for 33 per cent of reservation for women including SC and ST women. So, for the first time, more than twenty eight thousand women were elected to various Gram Panchayats, Panchayat Samities and Zilla Parishads. In many of Zilla Parishads there were exclusively women Chairperson or Vice Chairperson in the case of the Samiti and Sarpanch or Naib-Sarpanch. Interesting area of operation of the Corporation is its financial assistance and easy loan facilities to various women groups, educational institutions and NGOs to open 'Women Study Circles, to

impart examination oriented coaching to women candidates appearing at different competitive examinations.

Biju was the first leader in India to take very bold steps in regard to grass-roots level democracy. It was during his first tenure as the Chief Minister in early 1960s that he restructured the rural and urban local bodies and brought in suitable amendments to the existing Acts of 1948, 1959 and 1960. During his second term as the Chief Minister on 5th March, 1990, he decided to set up a state level marketing network for the products manufactured by women; and, finally to create a congenial environment and awareness for the implementation of women development programmes.

This Corporation is working as the nodal agency to coordinate and monitor various women development plans. Some of the major activities that are being undertaken by the corporation include income generation schemes for women groups, social training programmes, marketing assistance to women, organization of women self-help groups, the removal of gender inequality within the development paradigm, and organizing meeting of women entrepreneurs. Its main aims and objectives are to intergrade all the development plans for women at state, district, block, Gram Panchayat and village levels; to build women as a healthy social and economic force for nation building and to facilitate their individual and collective efforts; to train women entrepreneurs for individual, cooperative and joint enterprises.

Empowerment of women and political participation would be meaningless without proper awareness and orientation of the women concerned. So Biju thought that all the elected women representatives of the Panchayati Raj

Institution should receive adequate political and administrative training. Many of them now receive training with the help of the State Institute of Rural Development, the Odisha Women Development Cooperative Corporation and many other NGOs working in different parts of Odisha.

It may be pointed out that Biju's policies on reservation for women were followed by many other State governments in India that culminated in the 73rd and 74th Amendment Acts to the Constitution of India which provided for similar provisions for rural and urban local bodies respectively.

Biju established the State Commission for Women in Odisha in line with the National Commission for Women, another step towards highlighting the cause of women. The Commission performs a number of functions including study of the economic, educational and health situation of women; compilation of information on instances of offences against women; preparation of reports on the status of women, and, investigation into matters relating to women etc.

Biju wanted women to excel in all fields. Incidentally, his daughter Geeta Mehta, is an internationally acclaimed writer. Biju always encouraged girls to participate in national and international sports including adventure in the inclusion of an Odia girl in the Kalinga Bali Yatra,

expedition through the ancient sea-route (from Odisha to Indonesian Island like Java, Bali and Sumatra) to commemorate legendary 'Boita Yatra' of Odia 'Sadhavas' (seabound international traders).

While visiting the tribal areas he would drop in at some tribal hamlet and would start talking to the old tribal ladies and enquire about the development programmes and their needs. Biju was perhaps the only Chief Minister of an Indian state who 'appointed' five tribal ladies as his 'unofficial advisors' on sustainable development, literacy and implementation of different anti-poverty programmes. He even told these lady advisers that they would have power at par with 'police' and they are free to communicate with the Chief Minister without any hesitation. Incidentally one of the ladies, Mrs. Sumani Jhodia was recommended for the national "Stree Shakti" award by the Government of Odisha in 2001, the year on women empowerment in "India".

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Legal Provisions in IPC and CrPC for Women

Prof. H.B.Das

Constitutional provisions :- Before going into the legal provisions specifically meant for women and to punish the offenders for crimes committed on women, it is necessary to look into the constitutional provisions for women, reason being constitution is the supreme law of land and all other laws are the derivatives form the constitution. It is worthy to mention here that the constitution and law of the land gives adequate protection and safe guard the interest of women but it is due to utter callousness, apathy and indolence of the society that a woman is figured as a weaker sex which is an artificial creation, not an edict of God. It is gratifying to note that Article, 14, (equality before law and equal protection to the laws), Articles- 15(3), 16, 19, 23 and 39 (Directive principles of state policy for equal pay for equal work both for men and women) and Article 39 (A) legal aid for women at state cost provided in the constitution has made elaborate arrangements to uplift the life and condition of women. This was also the pious intention of the founding fathers of the constitution. In spite of such constitutional guarantee and special laws enacted to give protection and ameliorate the status of women, not much has been done so far to bring them at par with men folk. It is distressing to note that there has been growing incidence of domestic violence by the in-laws and husband of married women and dowry demand, torture and sexual harassment of women. Protection of women from

the Domestic Violence Act, 2005 has not been able to respond to growing menace of crimes committed on women because the punishment is not exemplary so as to create its impact in the society.

In this context it is necessary to highlight the various amendments made in the criminal law like IPC, CrPC, Evidence Act and other legislations to combat crime against women in the wake of Nirvaya case at Delhi. The Supreme Court took up the issue and gave direction to the government to establish number of fast track courts in the country to try sexual offences committed on women and deliver speedy justice. After Nirvaya case, a committee was constituted under the former CJI Justice J. S. Varma on whose recommendations amendments in the various provisions of penal laws were made including punishment for crime against women by way of amending provisions in IPC and the punishment was made stringent. In gang rape cases and rape committed by person in authority and rape committed subsequent to conviction on rape charge, the penal law was amended which may end in life sentence and award of death sentence to the offender. That apart, the punishment for trafficking on women and girls which offends Article 23 of the Constitution is also made punishable under Immoral Traffic (Prevention) Act.

Provisions in IPC with deterrent punishment for sexual offences against women

Provisions of IPC

Section 313 - Causing miscarriage without women's consent

Section 314 - Death caused by act done with intent to cause miscarriage.

Section 304B - Causing Dowry death

Section 306 - Abetment to commit suicide by women.

Section 354 - Assault or criminal force to women with intent to outrage her modesty.

Section 354 A - Sexual harassment and punishment for sexual harassment/

Section 354 B - Assault or use of criminal force to women with intent to disrobe her.

Section 354 C - Capturing the image of a women engaged in a private act and watching her.

Section 354 D - Following a women and coming in contact with her and touching her and other amorous advances against her disinterest.

Section 366 - Kidnapping, abducting or inducing women to compel her marriage, etc.

Section 372 - Selling minor for purposes of prostitution, etc.

Section 373 - Buying minor for purposes of prostitution, etc.

Section 376A - Punishment for causing death of rape victim or resulting in persistent vegetative state of victim may end in death sentence.

Section 376 C - Sexual intercourse by a person in authority and punishment may end in life sentence.

Section 376D - Gang rape and punishment may end in life sentence.

Section 376E - Punishment for repeated offenders which may end in death sentence.

Section 498A - Husband or relative of husband of women subjecting her to cruelty.

Section 509 - Word, gesture or act intended to insult the modesty of a woman.

Section 326A - Voluntarily causing grievous hurt by use of acid, etc.

Amendments in Evidence Act

It is striking to note that even in the Indian Evidence Act, a provision has been made under section 114 (B) to draw presumption by the court (the Court shall presume) regarding dowry death and mental and physical cruelty shown to women by her In-laws. Similarly section 113 (A) was added in Evidence Act that the court shall presume

about the abetment of suicide by married woman if she was subjected to cruelty and harassment prior to her death, within 7 years of marriage. Therefore, strict implementation of the laws are not only necessary by the law enforcing machinery but social consciousness against such offences is absolutely necessary which would go a long way to arrest this trend to a great extent. In rape cases

the character, past sex life of the victim lady is not relevant during trial after amendment of the law.

Amendments made in Code of Criminal Procedure(CrPC)

In relation to commission of sexual crimes on women as amended in IPC provisions, the information under section 154 of Cr p.c. (FIR) regarding the offence shall be recorded by a women police officer. Similarly the statement of women regarding commission of the offences like outraging her modesty and making her naked etc are to be recorded under section 161 of CrPC by a women police officer. According to section 309 of CrPC now in relation to rape cases, the enquiry or trial should be completed within two months from the date of charge sheet. Section 357 of CrPC mandates that the victims of sexual offences are to be treated at all public and private hospitals who shall immediately inform the police about such incident.

Rape, molestation and eve-teasing :- Needless to say that rape, molestation and eve-teasing of women is alarmingly growing in different parts of the country. In Delhi women don't feel safe to move in the city and there is public indignation for this growing incidence of crime against women. The recent development of number of sexual violence committed against women in the National Capital, would give a glaring picture as to how in 20th century, in the new millennium, women are subjected to cruelty, torture, molestation and sexual harassment in public places in broad-day-light although we boast of that India is world's largest democracy where rule of law reigns supreme. It is unfortunate that there were large scale incidence of molestation and eve-teasing particularly of working women and girl students in Delhi in public places for which Delhi, has been described as "crime capital of India" by MPs across the party line on the floor of parliament sometimes back which was "fast becoming a living hell" for women.

Recently the Supreme Court also has expressed its concern regarding brutal and degrading "eve-teasing" and molestation of women with frequency in crowded places and public transport. Often the victim is blamed for the incident and expected to keep it to herself. In many cases, concerned authorities do not assist the women in reporting such crimes. The Supreme Court has asked to tackle women's molestation on three different levels. Specially, it has directed that states and Union territories to post women police officers in plainclothes across public spaces, from train stations to malls, and set up CCTV cameras in such locations too. Secondly, emphasizing communication, the Supreme Court wants special help-lines to be instituted enabling women to report such crimes and finally, it has broadened the ambit of responsibility from the victim alone, demanding that drivers or other employees in public transport help a molested woman report the crime - or face their permit being cancelled. All these measures are crucial in underlining the fact that molestation is an extremely serious crime towards which there must be no public apathy or tolerance.

A bench of Supreme Court lamented that Tamil Nadu was the only state to have enacted a law against eve-teasing but found it to be "toothless". "We notice there is no uniform law in this country to curb eve-teasing effectively in or within educational institutions, places of worship, bus stands, metro stations, railway stations, cinema, theatres, parks, sea-beaches, places of festival, public service vehicles or any other similar places", the bench said.

Honour Killing is a blatant violation of Human Rights of Women

Regarding honour killings, both the girl and boy who are married against the wishes of their parents, community and cast members are killed brutally and particularly the girls are the greatest

casualty by the decision of Khap Panchayat of the concerned area in Rajasthan, Haryana. This persist in spite of the Supreme Court's anxiety and because police and state agencies fail to take them seriously. On 25.11.2012, UN Secretary-General addressed to member countries to implement the law effectively for elimination of violence and discrimination against women and girls across the globe which is a step forward for protection of human rights and gender justice and to observe the day. In this context, it is gratifying to note that in Afghanistan, after Taliban regime came to power in nineties, women's right and gender justice was unheard of but now slowly the voice for feminism and women's right is gaining momentum. Therefore, besides India, in the global context, women empowerment, and gender justice and their legal rights to be heard, to participate and their right of development, has been recognized which has opened a new vista for a new world order based on the principles of equality, both man and women alike.

Sexual harassment of women at workplace :- Regarding sexual harassment of women at work places, the Supreme Court in the case of Vishaka vs. State of Rajasthan (AIR,1997, 3011), issued guidelines and directives till legislation is made on the subject by Parliament to curb such offences, but these have not been implemented so far in letter and spirit by Govt. and non-Governmental Organisations. It is necessary to mention that to check sexual harassment of women; at work place a full-scale legislation on the subject has been made viz. The Sexual Harassment of Women at Work Place (Prevention, Prohibition and Redressal) Act, 2013. Therefore it is desirable that all authorities, Govt. or Private Organisations are duty-bound to enquire into such allegations according to the direction of the Supreme Court and Legislation in this regard, when complaint is made by a women employee or women's organisation or any social

action group. It would be appropriate to mention that Article-142 of our constitution says in clear terms that "the Supreme Court in the exercise of its jurisdiction may pass such decree or make such order as is necessary for doing complete justice in any cause or matter pending before it, and any decree so passed or order so made shall be enforceable throughout the territory of India". The causative factors for crimes committed on women are due to illiteracy, poverty, ignorance and lack of legal awareness amongst women which are the primary cause for growing incidence of sexual offences against them. Therefore, social consciousness, mass mobilization for gender justice is necessary so that women will be sensitized to protect their own rights and can fight against exploitation and injustice.

Social welfare legislations against dowry, domestic violence and female foeticide.

It is significant to mention that bride burning and torture of newly married women by their husbands and in-laws is a growing social menace which needs to be dealt with firmly which are serious criminal offences besides gross violation of human rights. In spite of the fact that there is social welfare legislations like Dowry Prohibition Act, 1961 and there are stringent penal provisions like section 304 (B) for causing dowry death and section 498 (A) of IPC for showing cruelty by husband or relatives of husband of a married women, so as to punish the offenders on the charge of dowry death and subjecting a married women to cruelty and torture, both mental and physical, it is felt that in absence of proper prosecution during trial and some times for want of deterrent punishment by the court, crime against women continues. Particularly even if there is a special legislation like protection of women from Domestic violence Act, 2005 which has since come into force, to curb the violence against women within the precinct of family it is unfortunate that such offences continue unabated in the society. This is

certainly due to lack of vigilant public opinion, social consciousness, lack of pressure of the civil society and finally want of exemplary punishment on the offenders by the court.

Women are governed under the constitution & therefore entitled to "equality, freedom and justice". Laws do exist but social practices attacking the dignity of women also persist down the ages. There are serious problems of domestic violence when woman day after day is beaten, traumatized, harassed & attacked by her own men. The problem of battered women remains a hidden crime in the society because most of such cases go unreported, as the crime is committed within the four walls of home. The victims often for fear of social stigma & in many cases having any option keep quiet. Domestic violence doesn't limit to wife battering only, it includes torture for dowry, sexual perversion, marital rape etc. It is also in other forms which may range from minor burning to fractures, throwing acid on women to disfigure them and even kill them out of anger and frustration.

Female Foeticide

It is unfortunate that female foeticide is perhaps one of the worst forms of violence against women where a woman is denied her most basic and fundamental right i.e. "the right to life". The phenomenon of female foeticide in India is not new, where female embryos or foetuses were selectively eliminated after pre-natal sex determination, thus eliminating girl children even before they are born. As a result of selective abortion between 35 and 40 million girls and women are missing from the Indian population. In some parts of the country, the sex ratio of girls to boys has dropped to less than 800:1000. The United Nations has expressed serious concern about the situation. With the advancement of medical technology, sophisticated techniques are now rather misused to get rid of girl child before birth. To deprive women arbitrarily of these rights

and privileges or to deprive them to even being born or killing them in infancy is not only immoral but it is a sin, a violation of God's edict or command. Another disquieting feature is that, in spite of legislation like The Pre Conception and Pre Natal Diagnostic Techniques (Prohibition of Sex Selection) Act, 1994 (in short PCPNDT Act) against sex determination test and female foeticide/ infanticide, it continues unabated for which society should be concerned for those unfortunate missing girl child and show its anxiety for protecting particularly the rights of the Girl Child which is based on United Nations Convention on the rights of the child.

Various legal safeguards to protect the rights of women

The various case laws of the Apex court in the field of Women Empowerment, their definite lawful share in the property of father / husband under Hindu Succession (Amendment Act), 2005, regarding return of 'Streedhan' in the case of divorce and judicial separation under Hindu Law and Hindu marriage Act, 1956 and provision of Equal Remuneration Act for financial security of women, all taken together, would go a long way for the protection of the legal rights and status of the women. That apart, grant of maintenance under section 125 of CrPC and alimony during pendency of the matrimonial case in favour of wife for her sustenance both under Hindu Marriage Act 1995 and family court Act and cases of lawful guardianship in favour of wife decided in the case of Elizabeth Dinshaw vs. Arvind Dinshaw (AIR, 1987, 3) as custody of child is of paramount consideration as held by Supreme Court under Hindu Minority and Guardianship Act, 1956. Similarly settlement of matrimonial disputes under Family court Act, 1984 through ADR method viz by way of compromise, mediation, conciliation, rapprochement and the recent directive of the Supreme Court for compulsory registration of marriages, are all path- breaking steps in this

direction for insuring the rights and protection of women.

It is significant to make a mention that in recent years, in the areas of criminal justice delivery system, Priyadarshini Mattoo, Jessica Lal, Naina Sahani murder cases which were gruesome crimes against women which took place in Delhi area had engaged public attention. In those cases, it is heartening to note that due to the intervention of Delhi High Court and Apex Court of the country, the offenders, were brought to justice and were ultimately adequately punished. These are living examples of judicial activism and the proactive role of Judiciary in the areas of protection of legal rights of women.

In spite of so many beneficial legislations to safe guard legal rights women against abuse at home and harassment at work place, in absence of proper enforcement / implementation of laws, created specifically to protect women, the offences like dowry demands or domestic violence has not been minimised. Therefore, the Domestic violence Act, 2005, Equal remuneration Act, Immoral Traffic (Prevention) Act, 1956, Sati Prevention Act, and Dowry Prohibition Act, 1961, Prohibition of Indecent Representation of Women Act, 1986 and new provisions made in the I.P.C. and Evidence Act which are wholesome laws, have to be applied both in letter and spirit, by the law enforcing authorities of the state so that the legal and constitution rights of women would be protected effectively.

Lastly United Nations Charter and other international instruments also protect and vindicate

human rights of women :-It will not be out of place to make a mention that the rights of women along with men have been recognised in major human rights instruments since the establishment of the United Nations Organisation. In fact, the UN Charter itself reaffirms its faith in fundamental human rights... in equal rights of men and women. Human rights of women have been defined as "collective rights for a woman to be seen and accepted as a person with the capacity to decide or act on her own behalf and to have equal access to resources and equitable social, economic and political support to develop her full potential, exercise her right as a full human being and to support the development of others. If we analyse this definition, we can understand that every right that helps a woman to become full-fledged human being is her human right".

The object of uplifting the status of the women in the society can be achieved only by enhancing public consciousness and by building a national consensus on the rights and development of girl child at the threshold. Therefore Political will and social support is absolutely necessary for the empowerment of women on all fronts so as to claim her rightful place in society in the New Millennium.

Prof. H.B.Das, Formerly Prof. of Law, LBS National Academy of Administration, Govt. of India, Mussoorie & Special Judge, C.B.I., Odisha

ODISHA UPDATE

Central Team Applauds the Progress of Coal Projects in Odisha

The Central Team led by Shri Anil Swarup, Coal Secretary, Govt. of India has applauded the progress of coal mining projects in Odisha. Shri Swarup said this while reviewing the progress of the projects in a high level meeting held under the joint chairmanship of Chief Secretary Shri Aditya Prasad Padhi and Shri Swarup in the Secretariat conference hall. The progress of the coal mining projects of MCL were reviewed in the meeting and the bottlenecks coming up in the process of implementation were removed through common deliberation and common action points. Chief Secretary Shri Padhi requested the central team to treat State PSUs at par with Central PSUs in the matters of compensatory afforestation. The team was also requested to provide mines to State Govt. for providing the coal to private sector industries operating in the State. Replying to a media query after the meeting, Union Secretary Shri Swarup said that this exercise has been very fruitful and effective. The State and District administration have acted very proactively for development of MCL coal mine projects. He added, we had set the target for enhancing the production of MCL to 250 MT by the year 2020 in which Odisha would add substantially. Because of the cooperation from Odisha Govt., the production of coal in the country has also been enhanced and now our country is heading towards a 'coal surplus country'. Shri Swarup also added that we have agreed in principle to provide mines to the State for commercial mining. In another media query Chief Secretary Shri Padhi said that the MCL coal mine projects in the districts of Angul, Jharsuguda and Sundargarh have been first tracked and Govt would provide all help and assistance for their operation. He hoped that the production of coal from Odisha would increase substantially in coming years. The major projects reviewed in the meeting included Ib-Valley Washery, Jagannath washery, Lajkura OC, Basundhara Washery, Jagannath OCP, Bhubaneswari OCP, Natraj Under Ground Mine, Hingula OCP, Kaniha OCP, Ananta OCP, Siarmal OCP and Lingaraj OCP. Mainly the issues relating to rehabilitation, providing employment to the land losers, forest clearance, shifting of the village, CSR activities etc figured the meeting and were resolved. Principal Secretary Steel & Mines Shri R.K. Sharma

and Principal Secretary, Energy Shri Rajesh Verma present in the meeting raised the issues relating to allocation of coal blocks to OPTCL for power generation and approval of mining lease in respect of Manoharpur and Dipside coal blocks allotted to Odisha Coal & Power Limited. In principle decision was taken for grant of the mining lease. Principal Secretary Forest & Environment Shri S.C. Mohapatra, Principal Secretary Revenue & Disaster Management Dr. Mona Sharma, Chairman MCL, Senior officers from concerned departments of both the State and Central Govt. participated in this deliberations.

State Achieves Around 20% Growth in Revenue Collection and 28% Growth in Plan Expenditure by End of December, 2015

State has achieved around 20% growth in Revenue Collection and 28% growth in State Plan Expenditure by end of December, 2015. This has been discussed in the all Secretary meeting held under the Chairmanship of Chief Secretary Shri Aditya Prasad Padhi in Secretariat conference hall. Presenting the updated position, Development Commissioner and Additional Chief Secretary, Finance Shri R. Balakrishnan said that during current financial year the revenue generation from own tax sources by end of December has been Rs.15118 Cr. recording a growth of 23.62% over the last Fiscal Year. Similarly, the revenue generation from Non-Tax sources has been to the tune of Rs.4991 cr which is 9.38% more than that of the previous year. The State Plan Expenditure by December end has also shown a growth of around 28% over the last year with total expenditure of Rs.24,750 Cr. Complementing the Secretaries for the satisfactory performance in revenue earning and plan expenditure, Chief Secretary Shri Padhi advised them to focus on completion of the incomplete projects and consolidation of the developmental initiatives already taken. Shri Padhi also asked the Principal Secretaries and Secretaries to take up field tours seriously as per directions of the Hon'ble Chief Minister, as this exercise has yielded fruitful results. The departments have been advised to make the expenditure outcome oriented. Chief Secretary said that before doing any expenditure the departments should assess whether a particular expenditure add to the value and have more impact for the people. The Development Commissioner Shri Balakrishnan advised the departments to focus on arrear revenue collection and submission of utilization certificates. The new open budget initiative was discussed in the meeting. This year Govt. has launched open budget initiative to make the budgetary process more open and participative. Suggestions have been invited from the members of the public, civil society, advocacy groups and stakeholders for formulation of Annual Budget, 2016-17. Various modes like web portal, e- mail, and SMS have been put in place for receipt of the

suggestions. The suggestions will be received up to 15th January, 2016. So far, more than 800 suggestions have been received. The Center for Excellence in Fiscal Policy & Taxation (CEFT) has been engaged for analyzing these suggestions. Chief Secretary advised to send the segregated suggestions to respective departments for consideration and views. The issues relating to litigation management and reduction in number of cases also figured in the meeting. A sub-group with Principal Secretaries of the departments of Law, Steel & Mines, Water Resources, Higher Education and School & Mass Education department was constituted to chalk out the actionable points in this regard. The Principal Secretaries, Secretaries and Special Secretaries of various departments participated in the deliberations.

MoU signed between H & UD Department and EIL for development of 9 AMRUT cities in the State.

MoU has been signed between Housing & Urban Development Department, Govt of Odisha and Engineers India Limited (EIL), a Nabaratna public sector company under the Ministry of Petroleum and Natural Gas, Govt of India in the presence of Chief Secretary Shri Aditya Prasad Padhi in Secretariat conference hall. As per the terms of MoU the EIL will provide end to end support for design, development, implementation and integrated management of the projects like water supply, sewerage, storm water drainage urban transport in 9 AMRUT towns of Odisha. Henceforth EIL will function as Project Development & Management Consultant for Govt of Odisha. As per available information, 9 cities namely Bhubaneswar, Cuttack, Berhampur, Sambalpur, Puri, Bhadrak, Rourkela, Balasore and Baripada have been included under Atal Mission for Rejuvenation & Urban Transmission (AMRUT) Mission. The objective of the Mission is to rejuvenate and transform these towns with enhanced and qualitative basic urban services. For the year 2015-16 Govt. of India have approved the State Annual Action Plan (SAAP) of worth around Rs.461 crs to be utilized in 85 projects in the 9 cities. The SAAP for subsequent years will be prepared with the help of PDMC. The period of MoU is 48 months. The Secretary Housing & Urban Development Shri G. Mathivathanan, Special Secretary Housing & Urban Development Shri Sisir Kumar Ratho, CMD EIL Shri Sanjaya Gupta along with senior officers from EIL and H & UD Dept. were present on the occasion.

U.K. Mohapatra, Information Officer

Odisha selected for Krishi Karman Award in total foodgrains (Category-II) for 2014-15

Odisha has been selected by Govt. of India for Krishi Karman Award in total foodgrains (Category-II) for 2014-15. The award consists of a trophy, citation and cash amount of Rs.5.00 crore. This is for the fourth time that our State is getting Krishi Karman Award. In addition, as a gesture of appreciation to farmers of our State for achieving this milestone, two progressive farmers, i.e. one male and one female, would also be given “Agriculture Minister’s Krishi Karman Award for Progressive farmers” at the award function. Each farmer would be given cash award of Rs.2.00 lakh along with a PRASHASHTI PATRA. Agriculture Dept., Govt. of Odisha will select two farmers of our State cultivating either cereals or pulses crops that contributes the maximum to the State- food basket for the awards, based on their performance of productivity and their contribution as a progressive and innovative farmer. The performance of the farmer will be backed by evidence of assessments in crop cutting experiments or other methods of documentation of production conducted by the State during the year 2014-15.

Manas Ranjan Khuntia, Information Officer

IDCO launched APAA, a unique way to facilitate Business Units

Shri Debi Prasad Mishra, Hon’ble Minister, Industries and School & Mass Education, Govt. of Odisha launched a new web portal named “Automated Post Allotment Application” for IDCO. The web application has been designed to manage all MSME Post allotment matters for existing Business Units allotted land by IDCO and to get the response online. The units can also pay their statutory dues and other charges to IDCO through online payment gateway integrated with the portal. The officials of Govt. of Odisha, IPICOL, IDCO, members of the Industry Associations attended the meeting. Shri Sanjay Kumar Singh, Managing Director, IDCO gave welcome address. He stated about the benefits of the newly launched online application. Hon’ble Minister congratulated IDCO for the remarkable initiative and emphasized on more such actions so as to create conducive environment towards “ease of doing business”. The newly launched online application will serve as a sturdy interface between IDCO and more than 4000 Business Units, said Shri Sanjeev Chopra, Principal Secretary, Dept. of Industries and Chairman, IDCO. He also assured that such IT initiatives will create a dynamic platform for both the new and existing entrepreneurs for getting required services in a simple and effective way. The event ended with the vote of thanks by Shri Sanjay Kumar Singh, Managing Director, IDCO.

Bibhuti Nayak, Information Officer