



POVERTY AND HUNGER IN JHARKHAND: CHALLENGES OF ERADICATION

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ABSTRACT

Jharkhand, the twenty eighth state of the Indian Republic, is being considered as one of the richest state in India in terms of availability of natural resources which includes minerals, water, forest as well as human resources. But the area also has a very high incidence of poverty, hunger and alarmingly high levels of malnutrition particularly of women and children. It is one of the areas in India which shows a contrast of poverty amongst plenty and indeed from all accepted indicators of poverty and hunger, the state is at the lowest part of the ladder in the country. This is also accepted that the state is also one of the most food in secure states in the country. The present paper makes a modest attempt to analyze the extent and cause of poverty. It also gives some broad suggestions for making dent on poverty and reduction of hunger / malnutrition. It is important to note here that in spite of rapid growth achieved in India poverty, hunger and, malnutrition continues to be a very high levels particularly in the areas like Jharkhand which are very resource rich. Prime Minister while releasing a report named HUNGAMA (2011) termed this as national shame. Besides, the country has rightly taken of the objective of faster, inclusive and sustainable growth in 12th Five year plan which is of utmost importance for Jharkhand because the faster growth earlier has not been inclusive and both environmentally and socially non sustainable.

Poverty: An Issue of General Concern

In recent times, particularly since middle eighties, there has been a general concern about poverty in academic circles, social workers, international agencies like UNDP, politicians and public in general. The concept of poverty and statistical measurement has undergone changes. The calculations have become more sophisticated and the concept broader based. In the narrow sense it is viewed in narrow confines of same indicators like calorie intake / monthly per capita expenditure (MPCE) based on NSS Surveys in India number of indices like HCR (Head Count Rates) , FGT Index, Sen Index(depth of poverty) are some of the important rates which give the extent of poverty in narrow sense. In the broad sense, the poverty is viewed as deprivation, its from, vulnerability of various groups to face contingencies, threats and powerlessness of the part.

UNDP devised two new measures of human deprivation viz. Capability Poverty Measure (CPM) and Human Poverty Index (HPI) in 1997 report. CPM is composite index which consider the lack of three basic capabilities namely capability to be well nourished and healthy, capability of healthy reproduction and capability of being well educated and knowledgeable. HPI extends the concept of CPM in other dimensions which includes survival deprivation, deprivation in education and knowledge represented by adult illiteracy rate and deprivation and deprivation in economic provisioning. Recently Multiple Poverty Index (MPI) has been devised and based on data collected in different countries and also within the country , the indices has been prepared. The MPI has three dimensions and 10 indicators. Each dimension is equally weighted, each indicator within a dimension is also equally weighted. The dimensions included are education (years of schooling and school

attendance) , health (child mortality and nutrition) and standard of living (Electricity , drinking water , floor , cooking fuel , asset , sanitation).

Poverty in Jharkhand

As it is known Poverty levels in India are assessed by the NSS consumer expenditure data and the BPL census survey conducted is used by the Government for identifying the BPL families for targeting them. It may be mentioned that in India while Planning commission makes the estimate of the number and percentage of BPL, the state identify the poor through BPL census conducted to coincide with the five year plans .The earlier survey was conducted during 1997 valid for 1997-2002.The next survey was delayed due to the stay of the Supreme Court .The survey could be completed recently after the stay was vacated. BPL census 2002 was conducted and scoring done on thirteen parameters¹ suggested by the expert committee of Planning Commission, which was completed in various phases in the country and in Jharkhand. It is worth mentioning here that the unit level NSS data has been used by scholars (Himanshu, 2007) to give estimate of poverty levels and the depth of poverty for different states including new states like Jharkhand for the period 1983-84- 2004-5.

Table 1 : Poverty Estimates, Jharkhand and India 1983 to2004-05

		HCR		PG		SPG		Gini	
		Jharkhand	All India	Jharkhand	All India	Jharkhand	All India	Jharkhand	All India
Rural	1983	65.5	46.5	22	12.36	9.8	4.87	27.2	30.4
	1987-88	52.8	39	13.56	9.29	5.03	3.23	26.6	29.9
	1993-94	62.3	37.2	16.2	8.5	5.59	2.84	23.4	28.6
	2004-05	42.9	28.7	8.9	5.8	2.55	1.76	22.7	30.5
Urban	1983	40.5	43.6	10.9	11.4	4.2	4.4	30.9	33.9
	1987-88	34.6	38.7	7.8	10.2	2.6	3.8	32.1	35
	1993-94	26.5	32.6	5.2	8	1.6	2.9	32.5	34.4
	2004-05	20.7	25.9	4.7	6.2	1.5	2	35.5	37.6

Source: Himanshu (2007) *Recent trends in Poverty and Inequality: some preliminary results*, *Economic and Political weekly*, XLII (6), February 10.16, 2007 pp 497.508

The analysis reveals that although the levels of poverty continues to remain high but it has fallen over the time period in the area .The incidence of rural poverty In Jharkhand in terms of HCR was 65.5% during 1983-4 has decreased to 42.9% which is still very high. The rural poverty has been always higher than the national average. The poverty gap and the squared poverty gap are also estimated to be higher than the all India average. The Gini coefficient, however, has been lower than the national average. One of the important findings

has been that the urban poverty has been less than the national average for the period under question. This indicates the strong dualism of the economy. The urban poverty has fallen from 40.55% during 1983-84 to around 20.9% during 2004-5. The PG ratio and the SPG in the urban areas have been lower than the national average and the Gini coefficient of consumption expenditure has been marginally lower than the national average too.

Table 2 : Nominal and Real MPCE Jharkhand and India

		Rural		Urban	
		Jharkhand	All India	Jharkhand	All India
Nominal					
1993-94	URP	215	281	410	458
1999-2000	Unadj	375	486	670	855
	S-H	367	476	655	836
2004-05	URP	425	559	985	1052
	MRP	439	579	1017	1105
Real					
1993-94	URP	215	281	410	458
	MRP	220	287	422	468
1999-2000	Unadj	244	306	421	526
	S-H	239	300	411	515
2004-05	URP	256	318	507	548
	MRP	264	330	523	575

Source: Himanshu (2007) Recent trends in Poverty and Inequality: some preliminary results, Economic and Political weekly, XLII (6), February 10-16, 2007 pp 497-508

MPCE of the state has been lower than the national average both in the nominal and real terms both in the urban and the rural areas in the state indicating the miserable condition of the people.

MPI and Jharkhand

In terms of MPI calculated recently, the state has fared poorly. In terms of multi dimensional poverty index the state index was 0.441 which is considerably higher than the national average of 0.283. Besides, Headcount ratio: Population in multidimensional poverty has been estimated to be 74.8%, intensity of deprivation among the poor 58.9% and population in severe poverty (experiencing intensity higher than 50%) being 51% as compared to the respective national average of 53.7%, 52.7% and 28.6% respectively.

Poverty Amongst the Social Groups

The poverty levels of all social groups are higher in the state as compared to All India averages of the respective categories. The urban poverty in the state is lower than the national average but the figures for the tribals are higher than the national average. More than 50% of the SCs and STs were estimated to be below poverty line in the state is a matter of serious concern.

Table 3 : Poverty amongst Social Groups (HCR) 2004-05

Poverty	India			Jharkhand		
	Rural	Urban	Total	Rural	Urban	Total
ST	47.6	33.9	46.5	54.1	42.5	53.4
SC	36.8	39.8	37.4	57.5	48.8	56.2
OBC	26.7	30.9	27.6	40.0	17.4	36.7
Others	16.0	16.2	16.0	36.9	8.2	25.9
Total	28.3	25.6	27.6	46.2	20.3	42.0

Poverty Within the Tribal Groups

Although the estimates are almost two decades old, it gives indications of the poverty differences within the major tribal groups. According to NSS 44th round survey (1988-89) around 58% of tribal families lived below poverty line, the percentage was 63.2% in rural areas (MPCE below Rs. 125). The conditions of the HO tribe happened to be worst with 70% of population having MPCE below Rs. 125/-. The percentage was 68.8 for Santals, 57.6% for Oraons, Munda (50.5%) and other tribes 50%. Hunger level (people with MPCE below Rs. 88), however, was highest among Santals (12.5%) and lowest among Ho (3.4%) in the Oraon's, it was 4.5%, Munda 7.7% and other tribes 8.9%. It is important to note here that the eight primitive tribal groups, particularly vulnerable tribes living in the most remote regions are the most excluded groups amongst the tribal. It may be mentioned that, in identifying a tribal community as PTG, the Government has used three criterion (i) pre-agricultural level of technology (ii) low level of literacy and (iii) stagnant or diminishing population. As per the survey of JTWRI the population of PTGs was 192425 during 2003 which is around 0.72% of the State population while Amongst the PTGs the highest population is of Sauria Paharias followed by Mal Paharias which constitute almost 2/3rd of the total PTGs population. Korwa and Parahiya are other groups. Although the PTGs are spread over different parts of the state, the majority of the PTGs are concentrated in the north east districts namely Dumka, Godda, Sahibganj and Pakur and north west part of the state namely Garhwa and in E.Singhbhum where almost 73% of them reside.

The PTGs are varied while Birhors are primarily food gatherers and hunters , bur others have also do cultivation and work as wage laborers .Asur have been traditionally iron smelters but now only a few families know of this art. The PTGs came late in cultivation so they do not possess good quality of land .They primarily hold uplands or the land on the hill slopes. Pahariasin Santal Paragana also practice shifting cultivation known as Kurwa which is the reason for conflict with the Forest department .Savars /Hill Kharia were notified as criminal tribes and so they carry the stigma.. They use slash and burn method to grow maize and pulses. Some have tried potation cultivation. A small group of Paharias and Korwas also use this method. However, with forest laws these activities have been virtually stopped. .The literacy of the PTGs is very low. As per the JTWRI survey overall literacy was 16.87%.In ten districts the literacy reported was less than 10%. In Godda it has

been reported to be 2.94%, in Palamau 3.64 % and in east Singhbhum.

Major Poverty Groups in Jharkhand

If one looks at poverty groups in Jharkhand, the following major groups emerge:

1. Primitive tribal groups (PTG) who live in remote areas, who has a very low level of education. They came late in settled cultivation, they possess very low quality of land.
2. Landless, marginal and small farmers in Backward Agricultural Zones where 90% area is mono-cropped and irrigation facility is quite low. The percentage of marginal and small farmers is approximately 80% in Jharkhand.
3. Artisan groups who depend on the agricultural communities but with rise in population and incoming of goods from organized sector have lost / losing their means of livelihood. These groups include – Carpenters, blacksmiths- castes like Lohar, Lohara, Weavers, Chik baraikes.
4. A very large proportion of SC's who are primarily landless and agriculture workers particular amongst them the Bhuiyas, the Mirdhas , Ghasis etc. .
5. Women primarily widows and deserted who do not own land and have very little means of livelihood.
6. Poor in the urban areas especially the tribal whose land has been illegally alienated.
7. Project displaced people who did not get adequate compensation and were not properly rehabilitated.
8. The retrenched and other workers due to industrial sickness in Jharkhand.

Regional Distribution of Poverty and Under Development

Jharkhand is state with considerable regional variations in terms of not only resource base but also poverty and vulnerabilities. It is now recognized that for effective reduction and implementation of the anti poverty programs geographical targeting is very important. The BPL families are distributed over the state. In spite of the limitations, one of the sources for understanding the regional dimensions is the BPL survey conducted by the Government for identifying the poor families. During the earlier survey a number of complaints were heard in the identifying process, a number of people who were poorest and living in the remote areas were left out while people not entitled were identified as BPL. The recent survey has been conducted based on the door to door survey of the household based on the parameters suggested by the Planning Commission. The list is supposed to be approved by the Gram Sabhas. The cut off scores have been decided about different districts, which varies between 15-25 for different districts. In E.Singhbhum the cut off is Panchayat based while in W.Singhbhum it was reported that cut off scores were decided at the Block levels. There has not been uniformity in the cut off scores with same levels of scores, the inclusion or the exclusions depend on the residence of districts. Another problem has been that the survey in the remote areas particularly in the extremist affected zones could not be conducted satisfactorily which is clearly reflected in the relatively lower figures of districts

persons below poverty line in naxal affected poor district like Latehar.

But Comparing the Data Following Facts Emerge

- The number of BPL was around 23.94 lakhs during 1997-02 has increased to 25.48 lakhs, an addition of almost 1.54 lakh families during the period.
- Except for Ranchi, E and W.Singhbhum and Koderma, where the number of BPL families has decreased, in other districts the number has increased.
- When one looks at division wise figures almost 2/3rd of BPL are located in Palamau, Santal paragana and North Chotanagpur division .In terms of districts , all districts in Santalparagana (except Deoghar), Palamau, Garhwa, W.Singhbhum, Seraikela – Kharswan Gumla, Simdega and Chatra have witnessed increase in number of BPL.

We divided the number of identified of BPL families with the number of rural families as per the 2001 census to get an idea of the incidence of poverty in various districts. This methodology has a limitation that the numerator and the denominator refer to two different time periods but we expect that as the periods are not very distant, the results will have only minor variations if the projection of population is used.

The Following Patterns Emerge When One Looks at the Regional Data of BPL

- At least in 12 districts out of old 22 districts, more than 50% of the population is estimated to be BPL. In most of these districts tribes and the SC population is considerably high.
- In three districts Ranchi, Latehar and Deoghar the BPL population ranges between 30-40%. The estimates for Latehar is , however, surprising .It may be due to the fact that this is a severely naxal affected area so the survey might not have been conducted properly as the teachers and the Panchayat sevaks might not have reached the interior village.
- The levels of poverty are lowest in the districts with higher levels of urbanization. The three districts namely E. Singhbhum, Dhanbad and Bokaro have percentage of urban population 55.06%, 52.37%and 45.26% respectively .However , even in these districts there are Blocks which are very poor groups with low levels of development namely Dumaria in E. Singhbhum, is inhabited by Santals as well as Savars a PTG which is very poor by all standards. In Dhanbad, Tundi a Block with high concentration of tribes is one of the poorest.
- The districts like Hazaribagh in the coal and mining belt also have a considerable levels of BPL population indicating that even with mining activities , the poverty of the people can continue as the economic activities has developed primarily in isolation and as enclaves
- Seraikela Kharswan has the highest percentage of BPL which is very surprising. The district is in the periphery of Jamshedpur city, as well as considerable investment has also come in. This may be due to better identification as it is a constituency of ex CM But in this also there are Blocks which are very remote. Palamau has been

always in news because of hunger deaths and frequent droughts.

Area / Division	Major excluded groups	Dominant causes and processes of exclusions
Palamau, North Chotanagpur	SCs like Bhuiya, Turis Ts like Parahiya , large number of child workers, very remote and backward areas	Earlier severe Feudal xactions and social exclusion of the dalits , preponderance of SCs, Naxal dominated area, displacement due to mining /remoteness from centre ,environmental deterioration
W. Singhbhum , Kolhan	Tribal Groups Ho, Santals, PTGs Savar etc.	Rural stagnation, low level of technology, low productivity in agriculture , areas with threatened ,displacement ,remoteness , interior areas with very poor connectivity and access to infrastructure ,
Santalparagana	Major concentration of PTGs, Santals /Ghatwals etc., Minorities ,Child workers system of Guthi and Karmi	Low levels of technology, land alienation, dominance of moneylenders , new threats of displacements , remote areas , historical deprivations, social exclusions of the dalit groups
Major Cities both dministrative and industrial/mining	SCs /STs/Urban population	Displacement, alienation of and of land of local tribals ,urban exclusions ,migrants from various parts of the state and the country, formation of slums ,

Varying regional processes in social exclusions and poverty: The regional processes and nature of exclusions has been different in different parts of the state. The social exclusions and the threats to their livelihood and resources have varied over the historical periods in different regions of the state. The impacts have been differential on various communities as the exclusions have varied the processes at times similar but at times have also varied. The following chart gives a brief account of the regional diversity in the state. It is also important to note here that although the poor reflect the same indicators but there is considerable diversity amongst the poor as regards the processes that led to their present state of lack of education, deprivation of health and poor standard of living. Unfortunately most of the development programs are unable to have the required flexibility.

Gender and Poverty

The situation of women in Jharkhand is no different form situation elsewhere in the country. The relative deprivation of women in the state expresses itself in a number of ways – poorer health and education outcomes, insecurity, domestic violence, segregation,

higher work burden and concentration in low paid or unremunerative work. Tribal women particularly have more freedom and autonomy as compared to other communities but still their condition is hardly better.. Work force participation rate for the women is higher in the state. Women often engage in the lowest paid activities – casual labor in fields, gathering firewood, minor forest produce to sell in nearby markets, piecework and construction activities in urban areas. There is considerable migration of tribal women from the area particularly for working as domestic helps in metros. One of the serious concerns has been the denial of rights to property in the tribal communities and their limited role in the traditional Gram Sabhas.

Unemployment

Unemployment and resultant distress migration has been one of the serious concerns in the State .According to the NSS 61st round the unemployment rate of Jharkhand of 3.7% is slightly better than the national average of 4% for the age group of 15-29.The rate of unemployment is highest in the 15-19 age group at 7.1%, whereas the national average is 007A5%.The rate of unemployment for the youth between 25-29 is nearly 1.2 as against the national average of 2.3. Jharkhand is one of the few states in India where as per the economic census survey rate of growth in employment has been negative between the 4th and the 5th Economic Census survey. The rate of unemployment cannot be adequate reflection of levels of poverty as rate is normally lower as poor cannot afford to remain unemployment so are willing to work even at the low wage rate and even in most distressing conditions. The quality of employment, regularity of employment and the rewards are important determinant of poverty. The poverty levels are thus determined by the quality and endowment of resources like land, traditional vocations and their modern prospects which have been largely caste based as well as level and quality of education which determines the access to the modern benefits.

Key Correlates of Poverty

A number of studies clearly indicate that in rural areas poverty is found strongly associated with land ownership, which is the main productive asset. In the case of Jharkhand, the tribals have land but a part is also of poor quality. The incidence of poverty is also related to the occupational status of the households. Poverty is the highest among labor households both in rural and urban areas. In general, poverty levels are lower among self employed workers as compared to wage laborers. Poverty levels are lowest for regular and salaried workers. Education is a crucial instrument for raising income levels of people and moving out of the vicious circle of poverty. Studies elsewhere indicate a strong correlation between educational attainment and decline in poverty levels.

The NSS data of 61st round clearly indicates why the incidence of poverty has been very high for the SC and ST households. In the case of SCs and even in the case of STs the land owned is small .Besides the levels of education is very poor. The data of Census 2001 has thrown a number of interesting facts regarding the villages inhabited by the tribes and the SCs. In almost 77.1% of the villages in which SC population was more than 30%, there was no electricity .In almost 86.1% of the villages where the tribal population was more than

50% there was no electricity.

Per Capita District Income and Population Below Poverty Line

It is also important to note here that attempts have been to estimate district level poverty from the unit level data of NSS 61st round and estimates too have been provided for the per capita income at district levels. The correlation between poverty and per capita levels is very low indicating that levels in per capita income and the poverty and other indicators may not go together if the income goes to a few and is generated in only large sectors as enclaves with only marginal links with the periphery unless the basic skills are developed in the periphery. It is worth mentioning here that the poverty of a considerable section in Indian society has been due to a long historical process and social conditions, which in past resulted into marginalization and pauperization of various communities. The incidence of poverty has been highest on SC, ST, artisan castes, minorities, marginal/small farmers etc. The incidence of poverty has been particularly severe in the areas inhabited by the tribes and SC population. In the case of tribes for e.g., the poverty has been primarily due to their inability to cope up with the challenges posed by the external impositions and macro processes initiated in the area, during various phases of history. Each phase of history, feudalism, colonialism, post independent Indian development and now privatization and globalizations has left a trail of poor tribal people.

Hunger and Malnutrition in Jharkhand

Poverty hunger, malnutrition and mortality indicators are all linked with each other. There are strong evidences that the state is one of the most food secure states in the country. The malnutrition figures indicate the state of nutritional emergency exists in the state. The reports of hunger deaths keep on appearing regularly in the newspapers. The important estimates have been made from NSS data, NFHS data and recent Hungama (2011) report. The data continues to be very deficient. Some of the important observations are

- As per the estimates by IFPRI, Jharkhand is classified as one of the states with very high levels of Hunger in terms of hunger index prepared by them.
- The nutritional status of people in general and women and children in particular is very low in Jharkhand. IMR has increased from 54 (NFHS II) to 68.7 per thousand NFHS III (2005-06) 73 in rural areas and 50 in urban areas.
- Almost 59% of children underweight as compared to 54% reported in NFHS II. Almost 42% of ever married women have lower BMI than normal (15-49 years) 33.4% Of ever married male in age group 15-49 have less than normal BMI
- Anemia 77.7 % children 6-35 months, 70.4 % of ever married women in age group 15-49. 68.4% pregnant women and 37.4% of men in the same age group anemic NFHS III
- The figures of neonatal mortality, post neonatal mortality, infant mortality, child mortality and under five mortality have been all above the national average.

Table 3 : Per capita income (constant price), Estimated HCR Rural and Urban Poverty in Districts of Jharkhand.

Districts	Per capita Income 2008-9	Rural Poverty	Urban Poverty
Bokaro	18974	52.4	9.2
Chatra	11261	55.2	28.9
Deoghar	17174	58.7	38.8
Dhanbad	25257	19.3	21.6
Dumka	25853	55.4	4.2
E. Singhb	24540	58.4	12.2
Garhwa	9357	38.6	38.3
Giridhi	11825	30.5	1.9
Godda	10932	41.3	37.8
Gumla	25014	68.6	45.2
Hazaribagh	17420	28.3	15.9
Koderma	16419	38.1	30.7
Lohardagga	12501	81.6	30.2
Pakur	20275	75.6	6.7
Palamu	24201	54.3	29.2
Ranchi	20075	23.2	18.6
Sahebganj	19478	63.7	29.9
W.Singhb	36726	53.8	51.3
Jharkhand	17034	46.2	20.3

Source Economic Survey 2009-10, Government of Jharkhand

Poverty data: Choudhary and Gupta (2009)

Hungama Report

The report is very important in the sense that for the first time district level estimates has been provided for 14 districts in the state based on a scientific sample survey .The report has important findings.

- More than half of all 14 districts sample population children between 0 to 59 months are underweight.
- Out of the underweight children on an average at about 18% are severely and 45% are moderately underweight.

- More than 75% of the sample population children are suffering from Stunted growth in all 14 district.
- More than 10% of the sample population children in these 14 district are suffering from Wasting.
- Out of the Wasted Children in these 14 district on an average 4% are severely and 15% are moderately wasted.

High Incidence of Hunger and Food Insecurity

It is worth mentioning here the definition of food security used by the World Bank –‘Access by all people at all times to enough food for an active, healthy life’. The term “access” here is inclusive of both the supply side (availability) and the demand side (entitlement). There are two kinds of food insecurities: chronic and transitory. Transitory food insecurity is a temporary decline in a household’s access to adequate food. Chronic food insecurity is a condition of continuous inadequate diet caused by inability to acquire food. It affects households that persistently lack the ability either to buy enough food or to produce their own. Hence, poverty is considered the root cause of chronic food insecurity.

Percentage Distribution of Food Deficient Households by Number of Food

According to 55th round of NSSO, 10.46% of all households in Jharkhand faced seasonal food insecurity. The data also revealed that around 2.5% of the households face chronic food shortages. Out of the families facing food insecurity 64% face food shortages for 2-3 months while as much as 28% don’t have sufficient food for 4-5 months and almost 6% of the food deficient households have to go hungry for more than half the year. Incidence of insecurity is quite high among ST families.

Assured food supply exists for only about three to four months of the year, i.e. in winter following the harvest in late October-early November. Food supplies tend to run short by the end of winter, and the starvation period begins by mid-summer (June) and in many cases, continues till the end of October. There are many areas in Jharkhand where, during hunger season, people reduce their consumption of cereals and switch to roots like gethi, chakora saag, and other forest produces. Sometimes they find nothing and literally spend their day and night hungry. Malnutrition and hunger continue primarily because poor resource base and low access to resources. The condition of SCs and the primitive tribal groups is particularly pathetic because they are basically landless and dependent on migration for income. In situations when they are unable to migrate due to ill health or other reasons they face the threat of starvation. There are other groups of people too whose food security remains very fragile. For example, people living in degraded forest areas, drought prone areas, primitive tribal groups, victims of displacement, etc. Recently, M.S.Swaminathan Foundation has reported Jharkhand as a most Food insecure region. People’s access to food in many areas is very minimal and unstable in Jharkhand. Almost 50% of the area faces uncertain and erratic rainfall and is under the cover of DPAP.

Deficient Months**Table 4 : Food Deficiency by Social Groups in Jharkhand**

Social Groups	Number of Food Deficient Months				
	1	2-3	4-5	6+	All
STs	3.57	53.67	32.54	10.23	100
SCs	0	71.26	25.93	2.80	100
Others	1.11	76.69	19.83	2.37	100
Total	1.89	64.05	27.86	6.20	100

Source: NSSO 55th Round (1999-2000)

Anti Poverty Programs and Strategy in Jharkhand

India has a long history anti poverty programs and experiments for poverty reduction in the post independence India. Expenditure on poverty reduction programmes in India stepped up since the Fifth Plan, and the subsequent period (till 1989-90) also witnessed a declining trend in poverty. It is worth mentioning here that despite a number of directly poverty reduction programs available on increasing scale the extent of their impact on reducing poverty in India is not clearly established. However, in recent times, there have been many changes and rationalizations of the schemes which is likely to have impacts on poverty reduction and inclusion of the poor in the gains from industrialization. But macro studies on poverty confirm the significant role of other factors (such as agricultural growth, non-farm employment and inflation) or of broader categories of public expenditure through their impact on aggregate demand (Datt and Ravallion 1996; Sen 1996).

Recent Changes in India

A number of changes have occurred in recent times in poverty alleviation programs new entitlements have been created, new models partnership, global partnership, poverty reduction being considered as common responsibility, increasing role of CSOs, transparency and accountability frameworks, decentralisation increased role of the community in the planning, implementation and monitoring framework as well as changes in the content The major changes have been

1. MNREGA which for first time in post independence India gives statutory right 100 employment guarantee to rural registered families on demand
2. The Seventy-third Amendment has included anti-poverty programmes in the Eleventh Schedule; there has been a move towards decentralisation of rural development administration and an increase in the role and responsibility of local communities through the gram sabhas and the Panchayat. This has implications for the identification of beneficiaries and the selection of schemes, monitoring of the schemes at the grass root level which is having impacts ,although slowly due to the structural rigidities in our society ,on the efficiency and impact of the programs upon the poor .Jharkhand is the only stat where PRI elections for PRIs has not been

held as the matter is pending before the SC but some interim arrangements for the involvement of Gram sabhas has been made. These traditional village headmen have been given financial authority. They have been given important roles in the selection, implementation and monitoring of local development schemes.

3. SC orders in the right to food case giving important instructions and thus creating clear entitlements for the poor and the most vulnerable. The Court it has identified eight food related schemes, and directed the Central as well as all the state governments to strictly ensure their implementation. The Court has been monitoring it through Commissioners appointed for the purpose.
4. Partnership models with CSOs/ professional development organization, private sector, corporates under CSR, funding agencies and the government as partners in designing, monitoring and implementation of the anti poverty programs and global partnership and responsibility under MDGs
5. Increased role of self help groups of poor particularly SGSY now NRLM.

Govt. programs are addressed directly to the identified poor families having the objective at bringing about an improvement in the living conditions of the poor. These programs can be classified into four main groups:

- (1) Programmes and interventions which stabilize and/or raise income. The employment and income of poor households includes NREGA, SGSY.
- (2) Programs which focus on poor households and/or vulnerable individuals in order to improve their food or nutrition security status this includes TPDS, Antodaya, MDM, ICDS etc.
- (3) Interventions which improve the access of poor households to basic minimum services through greater private or public provisioning education and health provisioning
- (4) Social security interventions (pensions NOAPS, accident benefit, health insurance) which are intended to cover especially vulnerable poor individuals.

Strategies of Poverty Reduction in Jharkhand

After the formation of the state, one of the important concerns in the state has been to reduce poverty and regional imbalances. Unfortunately the state has not formulated any specific strategy. The strategies adopted are no different from what the whole country is taking recourse to but there has been emphasis on certain programs and some innovative programs have been added. The poverty of tribes particularly PTGs has been special concern.

There has been three pronged strategy for poverty reduction in Jharkhand after the formation of the state

- firstly, to promote agriculture and allied sector by diversifying the agriculture and promoting allied areas providing critical infrastructure in the rural sector,

- Promoting industrial growth by signing MOUs with large number of companies particularly for steel, aluminium and power hoping to have trickle down effects.
- thirdly as specific programs for the most vulnerable communities like PTGs and weaker sections/ a number of training programs have been initiated for the tribes, scheduled caste particularly/ self employment opportunities in terms of providing minibuses etc has been undertaken

Industrial Developments

One of the first policies declared after the formation of Jharkhand has been the industrial policy for rapid and decentralised industrial growth. Around 100 MOUs have been signed for establishment of large mineral based industries and in the thermal power. However, ever since the policy it has come under controversy. There has been considerable protests against establishment of such industries due to threats of displacement and non declaration of the rehabilitation and resettlement policy. Industrial development in past had limited linkages with the periphery as the periphery population was hardly prepared for it. The Small scale industry has been quite dissatisfied due to the emphasis given to large industries. The new industries particularly steel is to be located in the tribal belts. The impact of industrial development on poverty reduction has social costs involved into it and it is a mixed bag for the local population as the level of technology and the opportunities available in these industrial enclaves is primarily not suited for their skills.

Agriculture and Allied Sector

One of the key changes after the formation of the state has been the emphasis on the development of agriculture and allied sector like fishery, poultry and dairying etc. The State agricultural commission was constituted which has submitted its report. The earlier Commission was established under the Chairmanship of Dr. M.S .Swaminathan which could not submit its report. There has been also emphasis on development of the irrigation infrastructure. Krishi Vigyan Kendra's (KVKs) have been established in all the districts except Seraikela Kharswan. The programs included

Seed to the Farmers Under the Seed Exchange Programme:

- ♦ Crop diversification:
- ♦ Agricultural mechanization for which implements were distributed:
- ♦ Rejuvenation of existing infrastructure:
- ♦ Technology transfer:
- ♦ Seed production for which seed villages have been established.
- ♦ Initiatives in Horticulture: under National Horticulture Mission
- ♦ Extension activities in agriculture KVKs formed

Some Gaps in the Anti Poverty Programs in the State

- The state has considerable regional differences in terms of poverty vulnerabilities. The poverty alleviation strategy in the State has almost bypassed this aspect. A poverty strategy paper needs to be worked out for Jharkhand. A poverty and hunger mapping exercise should be undertaken. Poverty reduction targets have not

been mentioned in the targets for XIth plan

- The state has not been able to spend the allocated plan budget in the state. This has been due to a variety of factors namely lack of technical personnel, non-planning and late submission of utilization to the Central Government etc..
- There has been some focus on the issues pertaining to the tribal. In the discourses and focus, the tribal issues have dominated. In the XIth plan, special emphasis is being given to PTGs for which strategies and the programs have been designed. However, there are SCs like Bhuiyans, Turis, Doms etc require different strategies as their occupations and vulnerabilities, and dehumanization are very different also requires a well thought strategies.
- For poverty alleviation it is important to also distinguish between transient and chronic poverty. Even though it is known that fluctuations in production due to the vagaries of weather, employment, wages and prices affects the living condition of households, either temporarily pushing them below or above the poverty line. There are no empirical studies available in the state to help distinguish between chronic and transient poverty. It is important that such identification is made and appropriate strategies are worked out. A number of qualitative studies on poverty elsewhere have indicated and listed factors which push households into deep poverty or destitution. Macro-factors include factors like recurrent crop failures, inflation, retrenchment and layoffs, displacements, improper rehabilitation etc. The other group of factors is shocks which push households deeper into poverty.
- There is problem of convergence and planning in TSP. ITDP was designed for a planned integrated approach for the development of tribal areas and tribal communities. Unfortunately this has not happened.
- There is lack of coordination and convergence between different programs and departments at the Block level as well as at the district level. For e.g. in a particular Block, line departments, Meso, JTDS, NGOs and Block office all may be working sometimes in the same field without knowing as to what the other are implementing.
- One of the serious problems has been reports of leakages and corruption in the programs. The dominance of middlemen in the implementation of the programs has not diminished considerably in spite of various attempts in the recent years.

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